

**Andrea M. Hall**

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1843 Sweetwood Drive  
Unincorporated Colma, CA  
94015-2014  
United States

July 15, 2025

**Via E-mail (lafco@smcgov.org)**

San Mateo County LAFCo  
455 County Center  
Redwood City, CA 94063

Re: Item No. 6: Broadmoor Police Protection District Update

Dear LAFCo Commissioners:

Thank you for your continued attention to the financial mismanagement of the Broadmoor Police Protection District. I write to request that LAFCo continue to monitor the BPPD's financial situation. There remains much uncertainty regarding outstanding litigation against the District, insurance coverage for that litigation, and the District's obligations to CalPERS. Given that present management's incompetence precipitated these same issues, continued outside oversight is crucial to ensuring Broadmoor residents receive the public safety services for which they have paid.

Sadly, the BPPD remains committed to avoiding accountability for its years of fiscal mismanagement and have no credible plan to avoid repeating that mismanagement. To wit, its July 3, 2025 letter to LAFCo faults a lack of documents from the San Mateo County "Tax Collector's Office" and "the mismanagement of the prior administrations." Make no mistake, the writer of the letter to LAFCo, Paul M. Davis, is the same attorney who drafted Broadmoor's 2023 resolution to declare bankruptcy, faulting "the County's ongoing endeavors to cause the dissolution of the District" for the District's financial emergency. See Ex A.<sup>1</sup>

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<sup>1</sup> The day after he sent LAFCo this letter, Mr. Davis sent me a series of vitriolic e-mails in which he demanded that I, a third-generation Broadmoor resident and now duly elected Commission, stop my "constant tormenting of the District" and accused me of attempting to demolish the District because I asked why it was not recovering the costs of providing security at private events as most law enforcement agencies do. See Ex B.

That 2023 bankruptcy resolution was attested to by its current chief, Michael P. Connolly. That is the same Michael P. Connolly who sat on the Broadmoor Police Commission from 2014 to 2019 and then used his position as a Commissioner to appoint himself Chief and vote on his own salary. Chief Connolly *is* “the mismanagement of prior administrations.” He oversaw years of shortfalls, leading the District to the precipice of bankruptcy. Those shortfalls have ended not because of any change in management, but because pressure from the public and LAFCo have forced Chief Connolly to come to grips with the fact that he is his own worst enemy. He is the one who created the fiscal emergency, and only public scrutiny and accountability have forced him to stop overspending at long last.

And yet, despite this record of fiscal incompetence and self-dealing, Chief Connolly only continues to evade accountability to the District’s voters and to obscure the District’s finances. In his April 30, 2025 Staff Report recommending retaining NBS (even after its work on the failed Measure I), Chief Connolly espoused baseless conspiracy theories undermining the results of the November 2024 election. He claimed that “errors [in the property tax rolls] have contributed to the disenfranchisement of voters in the District and the loss of votes that should have been assigned to District elections” and that errors by the Recorder’s Officer, Assessor’s Officer, and the Tax Collector’s Office “have resulted in the loss of revenue to the District, incorrect census counts, and residents of the District assigned to incorrect voting precincts.” See Ex C. During that April 30, 2025 meeting, Chief Connolly revealed that the million-dollar figure cited in the July 3, 2025 letter was based on the “last 40 years in tax assessments that are owed to” the District. Revenue and Taxation Code section 532 is clear: escape assessments must “be made within *four* years after July 1 of the assessment year in which the property escaped taxation or was underassessed.” The District will be lucky to collect 10% of the million dollars in escape taxes its July 3 letter touts.

Perhaps more disturbing than the District’s refusal to accept the will of the voters and its attempts to undermine the public’s faith in election results<sup>2</sup> are its efforts to

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<sup>2</sup> You may remember that Chair Aguerre ran against me for Commissioner last fall and lost. The Fair Political Practices Commission is currently investigating his failed campaign. After the voters rejected Aguerre, the Commission then appointed him anyway and voted to make him chair of the Commission. As chair of the Commission, Commissioner Aguerre has refused to approve the minutes I have prepared. He has refused to

avoid public scrutiny. As Chair, Aguerre has refused to consider broadcasting the meetings or allowing public comment on Zoom. Along with Chief Connolly and Mr. Davis, Chair Aguerre has promulgated changes to the Commission's handbook to silence me and limit my access to the District's financial information. See Ex. D. Many of these rules attempt to cede the authority granted to the elected Commissioners to the unelected, unaccountable Chief. They vastly expand amount and categories of spending to which the Chief can commit the District. Others promise to remove speakers if Chair Aguerre finds their speech "disrespectful" or "improper," a violation of the First Amendment and Government Code section 54954.3(c).<sup>3</sup> Yet others make it impossible for Commissioners to access confidential financial information that is not also accessible to the public. These proposed changes are not the product of an entity committed to serving its community ethically. They are transparent attempts to avoid being held accountable for its lack of fiscal discipline.

While I am incredibly grateful to LAFCo for the time and attention it has devoted to the district over the last 30 months, its work is not done. Supposedly being "in excellent and sound financial condition" is just the first step. The District has no desire to remain in that condition; it only intends to hide its self-dealing and spending better next time. Thus, I must ask LAFCo to continue to monitor the BPPD's financial condition at least quarterly. Thank you.

Sincerely,  
/s/ Andrea M. Hall

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provide any written or oral explanation of his reasons for refusing to approve the draft minutes. it appears to be because he does not like that the minutes note that the Commission regularly violates the Brown Act.

<sup>3</sup> That section states "The legislative body of a local agency shall not prohibit public criticism of the policies, procedures, programs, or services of the agency, or of the acts or omissions of the legislative body."

# Exhibit A

BOARD OF POLICE COMMISSIONERS OF  
THE BROADMOOR POLICE PROTECTION DISTRICT

Resolution No. 2023/24-03

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A RESOLUTION FINDING THAT THE DISTRICT IS  
INSOLVENT AND FACES A FISCAL EMERGENCY, AND  
AUTHORIZING AND DIRECTING THE FILING OF A  
PETITION UNDER CHAPTER 9 OF THE  
BANKRUPTCY CODE OF THE UNITED STATES

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**WHEREAS**, the Broadmoor Police Protection District ("District") has to the extent possible managed its limited resources in order to properly operate the District despite unprecedented litigation and related costs, and despite unprecedented charges assessed by CalPERS, and despite the County's ongoing endeavors to cause the dissolution of the District, throughout which time the District has provided high quality, excellent police and related services to the residents and businesses of the District, which include two public schools, a non-profit private school and a BART Station with its massive parking facilities; and,

**WHEREAS**, despite efforts to reduce operating costs and uncontrollable inflationary increases, combined with the ongoing and horrific cost of litigation brought on by two prior administrations of the District, from which no revenue is received from the public schools, the non-profit private school

and BART facilities, all of which are exempt from taxation but nevertheless receive services from the District; and,

**WHEREAS**, faced with the relentless and ongoing efforts of the County of San Mateo to make it impossible for the District to operate in a cost-effective and responsible manner by, among many other things, forcing LAFCo studies and hearings as a precursor to the county's relentless quest for the dissolution of the District, and severing services provided by law that were previously rendered to the District by the County in its ongoing and relentless effort to force the dissolution of the District that has been proudly and superbly serving the residents of Broadmoor since 1948 when the District was formed; and,

**WHEREAS**, the District has determined that in light of the current rate of operating losses the District will suffer it will be unable to meet its cash obligations between now and the time the tax revenues are received in or about early December 2023. Given the District's current financial circumstances, Government Code §53760.5 authorizes a local public entity, such as the District, to seek protection under Chapter 9 of the United States Bankruptcy Code ("Chapter 9"), and to exercise powers pursuant to applicable federal bankruptcy law, if (a) the local public entity places an item on the agenda of a noticed public hearing on the fiscal condition of the entity to take public comment, and (b) thereafter, the local public entity declares a fiscal emergency and adopts a Resolution by majority vote of the governing

board at a noticed public hearing that includes findings that the financial state of the public entity jeopardizes the health, safety or well-being of the of the residents of the District's services area absent the protections of Chapter 9, such Resolution to include findings that the local public entity is or will be unable to discharge its obligations within the next sixty days; and,

**WHEREAS**, on September 18, 2023, the District held a noticed public hearing at which the Board of Police Commissioners ("Board") placed on the Agenda the fiscal condition of the District to take public comment; and,

**WHEREAS**, after considering staff analysis of the District's financial condition and public comment received at the hearing on September 18, 2023, the Board has determined that it is in the best interests of the District to delegate to the Interim Chief of Police / Interim District Manager the authority to file a petition for protection under Chapter 9 on behalf of the District.

**NOW, THEREFORE, BE IT HEREBY RESOLVED** as follows:

*Section 1:* The District's fiscal condition creates a substantial threat to the health, safety and welfare of the residents of the District's service area.

*Section 2:* The Board finds and declares the existence of a fiscal emergency of grave character and serious moment relating to the continued operation of the District and its delivery of essential police, law enforcement and related services to the District.

*Section 3:* The Board finds that in light of the District's fiscal emergency the District is or will be unable to timely discharge its fiscal obligations within the next sixty days.

*Section 4:* The Board finds that, absent the protections of Chapter 9 of the United States Bankruptcy Code, the financial state of the District jeopardizes the health, safety or well-being of the residents of the District's service area.

*Section 5:* The Board finds that the District is insolvent on a cash-flow basis in the current fiscal year (2023/2024), and it will be insolvent in the succeeding fiscal (2024/2025) year as well.

*Section 6:* The Board hereby resolves that a Petition under Chapter 9 of the United States Bankruptcy Code shall be filed by the District at such time as the Interim Chief of Police / Interim District Manager determines.

*Section 7:* The Board hereby authorizes and directs the Interim Chief of Police / Interim District Manager, on behalf of and in the name of the District, to execute and file a Petition under Chapter 9 of the United States Bankruptcy Code with the United States Bankruptcy Court for the Northern District of California.

*Section 8:* The Interim Chief of Police / Interim District Manager, and all other appropriate officials and employees of the District, are hereby authorized to execute and file all petitions, lists, schedules and all other papers and documents necessary and required, and to take any and all

actions that shall be deemed necessary and appropriate, in connection with such Chapter 9 case, and with a view to the successful prosecution and completion of such case, including, without limitation to, the proposal and confirmation of a plan of adjustment for the debts of the District.

*Section 9:* The Board directs the Interim Chief of Police / Interim District Manager to investigate and recommend any and all further actions necessary to mitigate the impacts of the fiscal emergency.

*Section 10:* This Resolution shall be effective, and it shall take effect, immediately upon its adoption.

Done in Open Session this Eighteenth Day of September 2023.

Ayes:

  
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Noes:

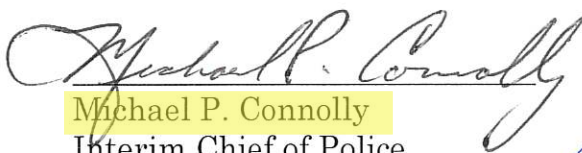
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~~Abstain~~ / Absent:

  
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Attest:

  
Michael P. Connolly  
Interim Chief of Police  
Interim District Manager

  
Hon. James Pucharsky, Chair

# Exhibit B

----- Forwarded message -----

From: **Andrea Hall** <[andreameghanhall@gmail.com](mailto:andreameghanhall@gmail.com)>

Date: Fri, Jul 4, 2025 at 6:49 PM

Subject: Re: Your complaint on the Broadmoor Police website.

To: Davis Law Offices <[pmd@davislawoffice.com](mailto:pmd@davislawoffice.com)>

CC: Chief Michael P. Connolly <[mconnolly@pd.broadmoor.ca.us](mailto:mconnolly@pd.broadmoor.ca.us)>

I'm going to ask you for a third time:

Why is asking the District to recover its costs in providing security to private individuals and parties tantamount to "demolishing the District?"

On Fri, Jul 4, 2025 at 6:42 PM Davis Law Offices <[pmd@davislawoffice.com](mailto:pmd@davislawoffice.com)> wrote:

**Andrea,**

**Once again you are misstating the facts. Your question was:**

**"Where is the cost recovery policy outlining how the district charges private individuals for providing security at their events?"**

**That was the ONLY question you asked *and I answered it fully*. The subject of that question was whether or not there is a "policy outlining how the district charges private individuals []" By now attempting to aver that you asked about providing private security at taxpayers' expense is a complete fabrication on your part, something you routinely do with impunity.**

**And your fabricated characterization that I need to "calm down" is just another example of your misstating things. So, once again I ALREADY ANSWERED YOUR QUESTION.**

**Please note that I am charging the District for the time I am spending on this.**

I will not be responding to any further emails you might send regarding this matter. Any such further emails with foreseeable and anticipated false facts, false accusations, etc., shall be deemed denied without further response.

Have a Happy Fourth.

Paul M. Davis

**From:** Andrea Hall [mailto:andreameghanhall@gmail.com]  
**Sent:** Friday, July 4, 2025 6:25 PM  
**To:** Davis Law Offices  
**Cc:** Chief Michael P. Connolly  
**Subject:** Re: Your complaint on the Broadmoor Police website.

Mr. Davis,

Please calm down and answer my question: Why is asking the District to recover its costs in providing security to private individuals and parties tantamount to “demolishing the District?” I don’t understand how asking why taxpayer money is being spent to subsidize private parties and individuals is “unpleasant and unprofessional.” I would suggest that if you find me so truly intolerable, you find other employment.

On Fri, Jul 4, 2025 at 6:18 PM Davis Law Offices <pmd@davislawoffice.com> wrote:

Andrea,

You are without any doubt one of the most unpleasant and unprofessional persons with whom I have ever dealt. All you want to do is throw people under the bus. Doing so appears to be your sustenance in and of life.

As I noted in my earlier email this matter is closed. You asked a question and I responded to it, so IT IS CLOSED. You will receive no further communications from me regarding this matter.

Wishing you a very Happy Fourth of July.

Paul M. Davis

**From:** Andrea Hall [mailto:andreameghanhall@gmail.com]  
**Sent:** Friday, July 4, 2025 6:07 PM  
**To:** Davis Law Offices  
**Cc:** Chief Michael P. Connolly  
**Subject:** Re: Your complaint on the Broadmoor Police website.

How exactly is asking the District why it is providing free security services to private parties “demolishing the district?” The District should be recovering the costs of providing security to private events/individuals just like SFPD does.

Nobody elected you to decide how to operate the District.

On Fri, Jul 4, 2025 at 4:56 PM Davis Law Offices <pmd@davislawoffice.com> wrote:

Andrea,

I’m not aware of any written policy. None is needed. The Chief of Police / District Manager, as the chief executive officer, has made that decision and the Police Commission approved it. All fees set forth in the Administrative Fee Schedule will be collected for the services rendered. So this matter is closed.

You are wasting precious, costly time in your constant pursuit to demolish the District. I suggest you direct your energy and interests in more useful endeavors.

You have unilaterally cost the District thousands of dollars in legal fees last month with your endless pursuit of frivolous and perceived issues.

Please stop this constant tormenting of the District.

If you have any concerns about the fees you know how to have them addressed.

Thank you.

Paul M. Davis

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**From:** Andrea Hall [mailto:andreameghanhall@gmail.com]  
**Sent:** Friday, July 4, 2025 2:59 PM  
**To:** Offices Davis Law  
**Cc:** Chief Michael P. Connolly  
**Subject:** Re: Your complaint on the Broadmoor Police website.

Where is the cost recovery policy outlining how the district charges private individuals for providing security at their events?

On Jul 2, 2025, at 6:16 PM, Davis Law Offices <pmd@davislawoffice.com> wrote:

Andrea,

Your webmail (below) to the Broadmoor Police Department has been referred to me for reply.

**Name Label** Andrea  
**Last Name Label** Hall  
**Email Label** andreameghanhall@gmail.com  
**Phone** 6502782912  
**What type of special event** N/A  
**Please provide the address of the special event** 1843 Sweetwood Drive

**Is the special event 60 days from the date of the event ?** Yes

**What is the date of your event ?** 2025-12-31

**Message Label** How much are you charging people for this? Why is tax money subsidizing private security for private events? This doesn't even require that the special event be in Broadmoor.

It would appear that you are complaining about services provided by the Reserve Officer Unit of the Broadmoor Police Department. Yes, the Department does provide security services involving community events. Your conclusion that "[t]ax money [is] subsidizing private security for private events" is without any basis whatsoever. You either misread the Department's website or you simply do not understand it.

Thank you for bring to the Department's attention your concerns.

Paul M. Davis

District Counsel

# Exhibit C

**BROADMOOR POLICE PROTECTION DISTRICT**  
**OFFICE OF THE CHIEF OF POLICE / DISTRICT MANAGER**

**STAFF REPORT**

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TO : Police Commission  
FROM: Michael P. Connolly ICOP/IDC  
DATE: April 30, 2025  
RE : Expansion of scope of work of NBS

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**BACKGROUND**

The District has employed the firm NBS to assist in the correction of myriad errors in the collection of the District's special parcel tax, which, for many years, has not been properly levied against certain properties within the District. This engagement has resulted in substantial sums of revenue that would not have been received by the District. The substantial benefits to the District provided by NBS far outweighed the cost of their service.

During the course of the service provided by NBS, I have uncovered a number of unrelated losses to the District, as well as other discrepancies such as incorrect voting precincts assigned to several parcels in the District, all of which are unrelated to the current services provided by NBS.

**DISCUSSION**

Among the losses and discrepancies I have discovered are:

1. Several properties (parcels) located within the District have been miscoded for taxing purposes, which have resulted in the loss of the District's share of the annual *ad valorem* property taxes to the cities of Colma and Daly City, and to the County of San Mateo as well. These errors have resulted in the loss of revenue to the District.

2. Several properties (parcels) located within the District have been assigned the incorrect voter precincts, which have resulted in residents of Broadmoor voting in the cities of Daly City and Colma, and in unincorporated San Mateo County as well, instead of Broadmoor. These errors have contributed to the disenfranchisement of voters in the District and the loss of votes that should have been assigned to District elections.

3. Due to mapping and/or clerical errors certain of the records of the State Board of Equalization are incorrect. These errors have contributed to a loss of revenue to the District.

4. Due to mapping and/or clerical errors certain of the records of the San Mateo County Local Agency Formation Commission are incorrect. These errors have contributed to a loss of revenue to the District.

5. Due to mapping and/or clerical errors the District has not been receiving its share of ERAF distributions. These errors have contributed to a loss of revenue to the District.

6. Due to mapping and/or clerical errors certain of the records of the County of San Mateo Recorder's Office, the San Mateo County Assessor's Office, and the San Mateo County Tax Collector's Office are incorrect. These errors have resulted in the loss of revenue to the District, incorrect census counts, and residents of the District assigned to incorrect voting precincts.

### **PROPOSAL**

I have spoken with representatives of NBS regarding the issues noted above. I have been informed that they are fully capable of assisting us in the correction of the parcel maps and records so that prospectively the District should be able to receive its full share of the *ad valorem* taxes that have not been forthcoming. The extent to which the District might be able to recover such taxes on a retrospective basis remains unclear and uncertain, but the investigation will continue and endeavors to collect them, with Commission approval, should be considered.

I have attached to this Staff Report a copy of the Proposal of NBS for the scope of work outlined above as well as their Annual Audit showing the increase in revenue from the special parcel taxes based upon corrections to assessments on certain of the parcels that were previously under-assessed.

## CONCLUSION

For the reasons I have discussed above I urge the Commission to expand the current scope of work of NBS to include the items 1 through 6 above.

Respectfully submitted,

/s/ MICHAEL P. CONNOLLY, ICOP/IDC

Attachments: Boundary Audit NBS  
Annual Audit Special Tax NBS

# Exhibit D

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

POLICY TITLE: Executive Officer

POLICY NUMBER: 2000

**2000.1** The District Manager shall be the Executive Officer of the Broadmoor Police Protection District and for the Board of Police Commissioners. ~~The Board of Police Commissioners has designated the Chief of Police of the Broadmoor Police Protection District to serve as District Manager.~~

**2000.2** The Chief of Police is also designated and shall serve as the District Manager. The title and position of Chief of Police shall also mean and include the title and position of District Manager. Whenever any reference is made to the Chief of Police such reference shall include the District Manager.

**2000.3** The Chief of Police / District Manager is the designated spokesperson of the Police Department and the District but not the Police Commission unless the Police Commission on a case-by-case basis designates the Chief of Police / District Manager to speak on its behalf.

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

POLICY TITLE: Budget Preparation  
POLICY NUMBER: 3020

**3020.1** An annual budget proposal shall be prepared by the District Manager.

**3020.2** The proposed annual budget shall be reviewed by the Board of Police Commissioners at its regular meeting in May of each year.

**3020.3** The proposed annual budget as presented to, or as amended by, the Board of Police Commissioners during its review shall be adopted at its regular meeting in July of each year.

**3020.4** In the event a change in fiscal circumstances occurs after the adoption of the annual Final Budget, the Board of Police Commissioners, either on its own motion or at the request of the District Manager, may adopt a revised or amended budget as necessary at a special or regular meeting of the Board of Police Commissioners.

**3020.5** Notwithstanding Policy 3020.2 and Policy 3020.3 the Police Commission by a 2/3 majority may advance either or both of the dates set forth in those two policies.

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

**POLICY TITLE:** Fixed-Asset Accounting  
**POLICY NUMBER:** 3030

**3030.1** The purpose of this policy is to ensure proper accounting control resulting in the maintaining of accurate financial reports of fixed assets.

**3030.2** An accounting, or inventory, of all fixed assets shall be conducted on an annual basis. After the conclusion of said inventory, the District Manager shall certify its completeness and report the results thereof to the Board of Police Commissioners at its next regular monthly meeting.

**3030.3** Applicable purchases for inclusion in said accounting shall be the following:

**3030.3.1** Equipment, tools, and vehicles that individually have an original total cost of more than \$500;

**3030.3.2** All land and building acquisitions regardless of price; and,

**3030.3.3** Additions or major improvements to the District's service infrastructure.

**3030.4** When any item defined in Section 3030.3.1 above is received, a tag with a unique identification number shall be affixed to said item, and the number recorded in the permanent inventory records.

**3030.5** Permanent inventory records shall be maintained in either a paper file or electronic (computer data base) format. Said records shall be updated whenever a change in the status of a particular fixed asset occurs (e.g., original purchase, sale, destruction, loss, theft, etc.).

**3030.6** Information to be maintained in said inventory records shall include at least the following:

**3030.6.1** Asset number;

**3030.6.2** Description;

**3030.6.3** Manufacturer's serial number;

**3030.6.4** Storage location;

**3030.6.5** Original cost;

**3030.6.6** Acquisition date;

**3030.6.7** Life expectancy; and,

**3030.6.8** Classification code (e.g., office equipment, vehicle, etc.).

**3030.7** In the event a budgeted capital asset is not acquired in the fiscal year for which it was budgeted but is acquired in a succeeding fiscal year, the budgeted amount not expended in the fiscal year it was budgeted shall be rolled over into the fiscal year in which the budgeted capital asset is actually acquired so that the acquisition of such capital asset will be within the budget for such capital asset. This shall not reduce or affect the budget for the later fiscal year in which the transaction occurs.

D R A F E T

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

**POLICY TITLE:** Expense Authorization  
**POLICY NUMBER:** 3040

**3040.1** All purchases made for the District by staff shall be authorized by the District Manager and shall be in conformance with the approved District budget.

**3040.2** Except as provided in Policy 3040.5 Any commitment of District funds for a purchase or expense greater than \$2,000.000 \$5,000.00 shall first be submitted to the Board of Police Commissioners for approval, or shall be in conformance with prior Board action and/or authorizations. Payments of salaries and benefits, worker's compensation insurance, routine operating expenses such as liability insurance, vehicle maintenance and repairs, equipment maintenance and repairs, office expenses, station supplies, lease payments, payments to vendors of goods and services, janitorial services, telephone, gas and electric expenses, cable and internet expenses, recurring fees and charges, and fees charged for services provided by the state, outside agencies and other public entities, including the County of San Mateo, are among the expenses that will not require specific approval of the Police Commission and are deemed pre-approved.

**3040.3** A "petty cash" fund shall be maintained in the District.

**3040.3.1** Petty cash may be advanced to District staff or Commissioners upon their request and the execution of a receipt for same, for the purpose of procuring item(s) or service(s) appropriately relating to District business. After said item(s) or service(s) have been obtained, a receipt for same shall be submitted to the Police Clerk, and any remaining advanced funds shall be returned.

**3040.3.2** No personal checks shall be cashed in the petty cash fund.

**3040.3.3** The petty cash fund shall be included in the District's annual independent accounting audit.

**3040.4** Whenever employees or Commissioners of the District incur "out-of-pocket" expenses for item(s) or service(s) appropriately relating to District business as verified by valid receipts, said expended cash shall be reimbursed upon request from the District's petty cash fund. In those instances when a receipt is not obtainable, the requested reimbursement shall be approved by the District Manager prior to remuneration.

**3040.5** The provisions of Policy 3040.2 shall not apply to the purchase or acquisition of property or anything of value in excess of \$5,000.00, so long as the cost to purchase or acquire such property or thing of value has been budgeted and is reflected in the Budget, or any revised or amended Budget thereafter, that has been approved and adopted and the transaction occurs within the fiscal year of that Budget. In no event shall the purchase or acquisition of property or thing of value exceed the amount set forth in the budget without the express approval of the Commission.

**3040.6** The Chief of Police / District Manager shall report to the Police Commission at the first regular meeting of the Commission following the purchase or acquisition of all budgeted capital assets at a cost or value in excess of \$5,000 with a usable life in excess of one year that had been purchased or acquired pursuant to Policy 3040.5.

**3040.7** In the event a budgeted capital asset is not acquired in the fiscal year for which it was budgeted but is acquired in a succeeding fiscal year, the budgeted amount not expended in the fiscal year for which it was budgeted shall be rolled over into the fiscal year in which the budgeted capital asset is actually acquired so that the acquisition of such capital asset will be budgeted in the fiscal year it was acquired. This shall not reduce or affect the budget for the same class of capital asset(s) during the fiscal year in which the transaction occurs. The budget for the fiscal year in which the transaction occurs shall still provide for acquisition of such capital assets as though the transaction had not occurred.

D R A F T

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

**POLICY TITLE:** Code of Ethics  
**POLICY NUMBER:** 4010

**4010.1** The Board of Police Commissioners of the Broadmoor Police Protection District is committed to providing excellence in legislative leadership that result in the provision of the highest quality of services to its constituents. In order to assist in the interaction and behavior between and among members of the Board of Police Commissioners, the following rules shall be observed.

**4010.1.1** The dignity, style, values and opinions of each Commissioner shall be respected.

**4010.1.2** Responsiveness and attentive listening in communication is encouraged.

**4010.1.3** The needs of the District's constituents should be the priority of the Board of Police Commissioners.

**4010.1.4** The primary responsibility of the Board of Police Commissioners is the formulation and evaluation of policy. Routine matters concerning the operational aspects of the Broadmoor Police Department are the sole responsibility of the Chief of Police/**District Manager**.

**4010.1.5** Commissioners should commit themselves to emphasizing the positive, avoiding double talk, hidden agendas, gossip, backbiting, and other negative forms of interaction.

**4010.1.6** Commissioners should commit themselves to focusing on issues and not personalities. The presentation of the opinions of others should be encouraged. Cliques and voting blocks based on personalities rather than issues should be avoided.

**4010.1.7** Differing viewpoints are healthy in the decision-making process. Individuals have the right to disagree with ideas and opinions, but without being disagreeable. **Healthy and professional debate is essential to the democratic process of making of good decisions, but healthy debate does not include lambasting, insulting, demeaning, belittling, intimidating, badgering, or engaging any form of such course of unethical conduct.** Once the Board of Police Commissioners takes action, Commissioners should commit to supporting said action **even if a commissioner opposed the action** and not to create barriers to the implementation of said action.

**4010.1.8** Commissioners should practice the following procedures:

**4010.1.8.1** In seeking clarification on informational items, Commissioners may directly approach professional staff members to obtain information needed to supplement, upgrade, or enhance their knowledge to improve legislative decision-making.

**4010.1.8.2** In handling complaints from residents and property owners of the District, said complaints should be referred directly to the District Manager.

**4010.1.8.3** In handling items related to safety, concerns for safety or hazards should be reported to the District Manager, or his designee. Emergency situations should be dealt with immediately by seeking appropriate assistance.

**4010.1.8.4** In presenting items for discussion at Commission meetings, see Policy #5020.

**4010.1.8.5** In seeking clarification for policy-related concerns, especially those involving personnel, legal action, land acquisition and development, finances, and programming, said concerns should be referred directly to the District Manager.

**4010.1.9** When approached by District personnel concerning specific District policy, Commissioners should direct inquiries to the appropriate staff supervisor. The chain of command should be followed.

**4010.2** The work of the District is a team effort. All individuals should work together in the collaborative process, assisting each other in conducting the affairs of the District.

**4010.2.1** When responding to constituent requests and concerns, Commissioners should be courteous, responding to individuals in a positive manner and routing their questions through appropriate channels and to responsible management personnel.

**4010.2.2** Commissioners should develop a working relationship with the District Manager wherein current issues, concerns and District projects can be discussed comfortably and openly.

**4010.2.3** Commissioners should function as a part of the whole. Issues should be brought to the attention of the Board as a whole, rather than to individual members selectively.

**4010.2.4** Commissioners may not commit the District to any policy, act, or expenditure.

**4010.2.5** Commissioners are responsible for monitoring the District's progress in attaining its goals and objectives, while pursuing its mission.

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

**POLICY TITLE:** Chairperson (Board of Police Commissioners)  
**POLICY NUMBER:** 4040

**4040.1** The Chairperson of the Board of Police Commissioners shall serve as chairperson at all Board meetings. He/she shall have the same rights as the other members of the Board in voting, introducing motions, resolutions and ordinances, and any discussion of questions that follow said actions.

**4040.2** In the absence of the Chairperson, the remaining members present shall select one of themselves to act as chairperson of the meeting. In the event the remaining members cannot agree and select an acting Chairperson, the more senior (by date the member is sworn in as a Commissioner) Commissioner shall by default be the acting Chairperson for that meeting. In the event neither remaining member is senior to the other, the acting Chairperson for that meeting shall be selected by a draw conducted by the Chief of Police / District Manager.

**4040.3** The Chairperson is at all times the spokesperson of the Police Commission unless the Police Commission by a majority (2/3) vote designates another spokesperson for a single instance or for more than one instance. This section is not intended abrogate the provisions of Policy 2000.03 of this Handbook designating the Chief of Police / District Manager as the spokesperson on behalf of the District but not the Police Commission.

**4040.4** The Chairperson shall control and shall exercise such control over all meetings of the Police Commission. If a commissioner interrupts any meeting, is disrespectful to other commissioners or the public in attendance during any meeting, refuses to abide by orders of the Chairperson, or in any way impairs the orderly flow of business of the meeting, the Chairperson may take all steps reasonably necessary to retain control of the meeting. Such steps include requesting a commissioner to cease and desist from improper conduct or behavior or call a recess. or, after repeated violations order the commissioner to leave the meeting either for the particular Agenda item being considered or for the duration of the meeting. During a commissioner's absence from the meeting he or she will be deemed absent from the meeting and will not be allowed to vote on any matter pending before the Commission during such absence.

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

**POLICY TITLE:** Members of the Board of Police Commissioners  
**POLICY NUMBER:** 4050

**4050.1** Commissioners shall thoroughly prepare themselves to discuss agenda items at meetings of the Board of Police Commissioners. Information may be requested from staff or exchanged between Commissioners before meetings.

**4050.1.1** Information that is exchanged before meetings shall be distributed through the District Manager, and all Commissioners will receive all information being distributed.

**4050.2** Commissioners shall at all times conduct themselves with courtesy to each other, to staff, and to members of the audience present at Board meetings.

**4050.3** Commissioners shall defer to the chairperson for conduct of meetings of the Board, but shall be free to question and discuss items on the Agenda. All comments should be brief and confined to the matter being discussed by the Board.

**4050.4** Commissioners may request for inclusion into minutes brief comments pertinent to an agenda item only at the meeting that item is discussed (including, if desired, a position on abstention or dissenting vote).

**4050.5** Commissioners shall abstain from participating in consideration on any item involving a personal or financial conflict of interest. Unless such a conflict of interest exists, however, Commissioners ~~should~~ shall not abstain from the Board's decision-making responsibilities. When a Commissioner abstains from voting on an issue, he or she shall give the reason(s) for such abstention, which shall include the facts of any conflict.

**4050.6** Requests by individual Commissioners for substantive information and/or research from District staff will be channeled through the District Manager.

**4050.7** Absent specific direction from the Commission by a majority (2/3) vote, Commissioners shall not have any contact of any kind with any vendor or provider, or prospective vendor or provider, of goods or services to the District..

**4050.8** Any Commissioner who desires that the Commission adopt any new policy or procedure, or revise any existing policy or procedure, must first present the proposal in writing to Staff through the District Manager for a Staff Report.

**4050.9** Absent specific direction from the Police Commission by a majority vote, Commissioners shall not have any contact of any kind with employees of the District, except through the District Manager, regarding any District issue or business. This section shall not apply if a commissioner is involved in any action involving District police officers in the performance of their duties where a commissioner is personally involved in such action.

**4050.10** Any commissioner who desires to inspect the public records of the District shall have the same rights as any member of the public pursuant to the California Public Records Act and shall follow the procedures prescribed by that Act. By a majority vote of the Police Commission may, on a showing of good cause and on terms set by the Police Commission on a case-by-case basis, allow a commissioner to inspect a record that is exempt from disclosure under the California Public Records Act. Restricted or confidential law enforcement records cannot be examined by a commissioner unless such records are necessary and relevant to an issue to be decided by the Police Commission in a personnel hearing. To the extent any commissioner receives access to such restricted or confidential records, no commissioner shall disclose or discuss the contents of such records outside the confines of a closed session meeting of the Police Commission. Any commissioner seeking to inspect an exempt record shall not have the power to vote on the particular request to inspect an exempt record.~~issue.~~

**4050.11** Except as provided in Policy 4040.4 no commissioner shall speak on behalf of the District or on behalf of the Police Commission absent specific direction from the Police Commission by a majority vote. This provision shall include postings to social media and websites.

**4050.12** The Agenda packet shall be assembled by the Chief of Police / District Manager and the Chairman of the Police Commission. No commissioner shall place or include any material of any kind with the Agenda packet of a special or regular meeting of the Commission. No commissioner shall provide any materials to the public at any regular or special meeting of the Commission that does not constitute the official Agenda packet for that meeting. Likewise, no commissioner shall add to, supplement, augment or alter any of the materials that constitute the official Agenda packet or provide any additional materials or handouts for public consideration at any regular or special meeting of the Commission.

**4050.13** Commissioners shall not engage in any activity or conduct, whether or not they are sitting as commissioners at a meeting of the Police Commission, that could in any way cause injury or damage to the District.

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

**POLICY TITLE:** Police Commission Primary Role and Duty  
**POLICY NUMBER:** 4051

**4051.1** It shall be the primary role and duty of the Police Commission to set policy for the orderly operation of the District. The Commission shall not engage or participate in the actual operation of the District. The actual operation of the District shall be under the exclusive control and command of the Chief of Police / District Manager, subject to the policies adopted by the Commission.

**4051.2** The Police Commission is charged with the responsibility and the duty to hire the Chief of Police / District Manager and District Counsel, and to approve the hiring of a Commander of Police that has been nominated by the Chief of Police / District Manager. The Chief of Police / District Manager and District Counsel shall serve at the pleasure of the Police Commission. The Chief of Police / District Manager and District Counsel may be dismissed by a 2/3 majority vote of the Police Commission unless the Police Commission has approved that either may not be dismissed except upon a unanimous vote of all three commissioners.

**5051.3** With the exception of the Chief of Police / District Manager and District Counsel the Police Commission shall not engage in the hiring or discipline of any District personnel subordinate to the Chief of Police / District Manager as provided in Policy 5051.4.

**5051.4** The Chief of Police / District Manager is charged with the hiring and discipline, up to and including termination, of all District employees subordinate to him or her. However, the Commander of Police shall be nominated by the Chief of Police and hired subject to the approval of the Police Commission. The Commander of Police shall serve at the sole pleasure of the Chief of Police. The Chief of Police may without the approval or action of the Police Commission take disciplinary action up to and including dismissal of all employees of the District, including the Commander of Police.

**5051.5** Pursuant to Health & Safety Code §20071(c) the Police Commission expressly, explicitly and exclusively delegates to the Chief of Police / District Manager the duty and responsibility of appointing and disciplining (including dismissal) all District employees subordinate to the Chief of Police / District Manager.

**5051.6** This Policy 5051 is intended to be declaratory of the primary role and duty of the Police Commission and is not in any way intended to limit or restrict all powers and duties of the Police Commission provided by this Policy Handbook or by law.

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

**POLICY TITLE:** Board Meeting Agenda  
**POLICY NUMBER:** 5020

**5020.1** The District Manager, in cooperation with the Board Chairperson, shall prepare an agenda for each regular and special meeting of the Board of Police Commissioners. Any Commissioner may call the District Manager and request any item to be placed on the agenda no later than 5:00 o'clock P.M. **at least five business days prior to the regular meeting on which agenda the requested item is to appear.** ~~on the day prior to the meeting date.~~ **The ultimate decision to grant such request shall be up to the Chairperson.**

**5020.2** Any member of the public may request that a matter directly related to District business be placed on the agenda of a regularly scheduled meeting of the Board of Police Commissioners, subject to the following conditions:

**5020.2.1** The request must be in writing and be submitted to the District Manager together with supporting documents and information, if any, **at least five business days prior to the date of the meeting;**

**5020.2.2** The District Manager shall be the sole judge of whether the public request is or is not a "matter directly related to District business."

**5020.2.3** No matter which is legally a proper subject for consideration by the Board in closed session will be accepted under this policy;

**5020.2.4** The Board of Police Commissioners may place limitations on the total time to be devoted to a public request issue at any meeting, and may limit the time allowed for any one person to speak on the issue at the meeting.

**5020.3** This policy does not prevent the Board from taking testimony at regular and special meetings of the Board on matters which are not on the agenda which a member of the public may wish to bring before the Board. However, the Board shall not discuss or take action on such matters at that meeting.

**5020.4** At least 72 hours prior to the time of all regular meetings, an agenda, which **complies with the requirements of the Ralph M. Brown Act** ~~includes but is not limited to all matters on which there may be discussion and/or action by the Board,~~ shall be posted conspicuously for public review within the District office (Broadmoor Police Station), Broadmoor Community Center, and the Colma Fire Station.

**5020.4.1** The agenda for a special meeting shall be posted at least 24 hours before the meeting in the same location.

**5020.5** The public agenda packet for regular meetings and special meetings shall be available for public inspection during normal business hours at the District Offices at the Broadmoor Police Station.

D R A F E T

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# Broadmoor Police Protection District

## BOARD OF POLICE COMMISSIONERS POLICY HANDBOOK

**POLICY TITLE:** Minutes of Board Meetings  
**POLICY NUMBER:** 5060

**5060.1** The Secretary of the Board of Police Commissioners shall keep minutes of all regular and special meetings of the Board and shall transmit the completed draft minutes as provided in Policy 5060.1.5 not less than five business days in advance of the meeting of the Board of Police Commissioners on which Agenda the draft minutes shall appear for approval.

**5060.1.1** Subject to Policy 5060.1.5 Copies of a meeting's minutes shall be distributed to Police Commissioners as a part of the information packet for the next regular meeting of the Board, at which time the Board will consider approving the minutes as presented or with modifications. Once approved by the Board, the official minutes shall be kept in a fireproof vault or in a fire-resistant, locked cabinet.

**5060.1.2** Unless directed otherwise, an audio tape recording of regular and special meetings of the Board of Police Commissioners will be made. The device upon which the recording is stored shall be kept in a fireproof vault or in fire-resistant, locked cabinet for a minimum of two (2) years. Members of the public may inspect recordings of the open session of Board meetings without charge on a playback machine that will be made available by the District. Recordings of closed session Board meetings shall not be made available to the public and shall be exempt from production pursuant to the California Public Records Act as provided in Policy 5060.16.

**5060.1.3** Motions or resolutions shall be recorded in the minutes as having passed or failed, and individual votes will be recorded unless the action was unanimous. All resolutions adopted by the Board shall be numbered consecutively, starting new at the beginning of each fiscal year. In addition to other information that the Board may deem to be of importance, the following information (if relevant) shall be included in each meeting's minutes:

- Date, place and type of each meeting;
- Police Commissioners present and absent by name;
- Administrative staff present by name;
- Call to order;
- Time and name of late arriving Police Commissioners;
- Time and name of early departing Police Commissioners;
- Names of Police Commissioners absent during any agenda item upon which action was taken;
- Summarial record of staff reports;
- Summarial record of public comment regarding matters not on the agenda, including names of commentators;

Approval of the minutes or modified minutes of preceding meetings;  
Approval of financial reports;  
Record of all warrants approved for payment;  
Complete information as to each subject of the Board's deliberation;  
Record of the vote of each Commissioner on every action item for which the vote was not unanimous;  
Resolutions described as to their substantive content and sequential numbering;  
Record of all contracts and agreements, and their amendment, approved by the Board;  
Approval of the annual budget;  
Approval of all policies, rules and/or regulations;  
Approval of all dispositions of District assets;  
Approval of all purchases of District assets; and,  
Time of meeting adjournment.

**5060.1.4** The Minutes shall not contain any argument, opinions, conclusions, inflammatory or defamatory matter, quotes, conjecture, allegations or personal attacks. The Minutes shall contain nothing more than brief summaries of the facts of what was presented to the Police Commission and discussed and decided by the Police Commission. Minutes shall be streamlined and shall be drafted in the form of Action Minutes so that they are simple, concise, and inclusive without verbosity, unnecessary detail or the inclusion of material not germane to the issue.

**5060.1.5** The draft Minutes shall not be published or disseminated to anyone except the Police Commissioners in their commission packet, to the Chief of Police / District Manager, and to District Counsel unless otherwise directed by the Chairperson of the Police Commission but they shall be included in the public handouts before the meeting on which they appear for approval. The copies of the draft minutes that are handed out before the meeting shall be notated in large capital, bold letters with the word DRAFT.

**5060.1.6** Minutes of Closed Session meetings of the Police Commission shall remain confidential and shall not be made available for public inspection or disclosure. Such minutes shall be exempt from disclosure under the California Public Records Act.