ADAMS COUNTY
COLORADO
BOARD OF COUNTY COMMISSIONERS

Eva J. Henry - District #1
Charles "Chaz" Tedesco - District #2
Erik Hansen - District #3
Steve O'Dorisio – District #4
Mary Hodge – District #5

STUDY SESSION AGENDA
TUESDAY
January 31, 2017

ALL TIMES LISTED ON THIS AGENDA ARE SUBJECT TO CHANGE.

11:00 A.M.	**ATTENDEE(S):**	**Jeanne Shreve**
	ITEM:	**Legislative Working Group**
11:30 A.M.	**ATTENDEE(S):**	**Sheriff McIntosh**
	ITEM:	**Sheriff's Office Staffing Analysis Report Presentation**
12:30 P.M.	**ATTENDEE(S):**	**Nancy Duncan / Ben Dahlman / Marc Osborne**
	ITEM:	**Flatrock Fund – Financial / Operational Structure**
1:00 P.M.	**ATTENDEE(S):**	**Norman Wright / Joelle Greenland**
	ITEM:	**Balanced Housing Plan and Needs Assessment**
2:00 P.M.	**ATTENDEE(S):**	**Todd Leopold**
	ITEM:	**Administrative Item Review / Commissioner Communications**
2:30 P.M.	**ATTENDEE(S):**	**Heidi Miller**
	ITEM:	**Executive Session Pursuant to C.R.S. 24-6-402(4)(b) and (e) for the Purpose of Receiving Legal Advice and Instructing Negotiators Regarding Talamantes, Cruz, and Forbes Cases**
3:00 P.M.	**ATTENDEE(S):**	**Heidi Miller**
	ITEM:	**Executive Session Pursuant to C.R.S. 24-6-402(4)(b) for the Purpose of Receiving Legal Advice Regarding Oil and Gas Regulation**
4:30 P.M.	**ATTENDEE(S):**	**Heidi Miller**
	ITEM:	**Executive Session Pursuant to C.R.S. 24-6-402(4)(a) for the Purpose of Discussing Potential Purchase of Real Property**

(AND SUCH OTHER MATTERS OF PUBLIC BUSINESS WHICH MAY ARISE)

AGENDA IS SUBJECT TO CHANGE

ADAMS COUNTY
COLORADO

STUDY SESSION AGENDA ITEM

DATE:	1/31/17
SUBJECT:	Legislative Working Group (LWG) – General Assembly Legislative Review
FROM:	Jeanne Shreve
AGENCY/DEPARTMENT: Intergovernmental Relations Office, County Manager's Office	
ATTENDEES:	Jeanne Shreve, LWG
PURPOSE OF ITEM: Brief BoCC on previous week's General Assembly legislation of relevance to the County, and obtain County stances on said legislation	
STAFF RECOMMENDATION: Review, discussion, and obtain County stances on legislation	

BACKGROUND:

The First Regular Session of the Seventy-first Colorado General Assembly convened on January 11, 2017. These Study Sessions will review, with the BoCC, the pertinent legislation introduced the previous week in order for the BoCC to take official County positions on each piece of relevant legislation.

AGENCIES, DEPARTMENTS OR OTHER OFFICES INVOLVED:

Intergovernmental Relations Office, Legislative Working Group, County Manager's Office

ATTACHED DOCUMENTS:

FISCAL IMPACT:

Please check if there is no fiscal impact ☒. If there is fiscal impact, please fully complete the section below.

Fund:

Cost Center:

	Object Account	Subledger	Amount
Current Budgeted Revenue:			
Additional Revenue not included in Current Budget:			
Total Revenues:			

	Object Account	Subledger	Amount
Current Budgeted Operating Expenditure:			
Add'l Operating Expenditure not included in Current Budget:			
Current Budgeted Capital Expenditure:			
Add'l Capital Expenditure not included in Current Budget:			
Total Expenditures:			

New FTEs requested: ☐ YES   ☐ NO

**Future Amendment Needed:**   ☐ YES   ☐ NO

Additional Note:

APPROVAL SIGNATURES: **APPROVAL OF FISCAL IMPACT:**

Todd Leopold, County Manager   Budget / Finance

Raymond H. Gonzales, Deputy County Manager

Bryan Ostler, Interim Deputy County Manager

ADAMS COUNTY
COLORADO

STUDY SESSION AGENDA ITEM

DATE: January 31, 2017
SUBJECT: Sheriff's Office Staffing Analysis Report Presentation
FROM: Marc Osborne
AGENCY/DEPARTMENT: Adams County Sheriff's Office
ATTENDEES: Dr. Alexander Weiss (Consultant), Michael McIntosh, Harold Lawson, Patti Duncan, Marc Osborne
PURPOSE OF ITEM: Consultant Presentation of Staffing Study for the Sheriff's Office
STAFF RECOMMENDATION: Receive the report from the Consultant and discuss findings.

BACKGROUND:

In May, 2016, an RFP was posted by Purchasing to gather proposals for a staffing analysis of the Adams County Sheriff's Office. Two proposals were received and after evaluation and interviews a contract was signed and awarded in July. Since July, the consultant has been conducting meetings, analyzing the information gathered and otherwise conducting the analysis.

Per the contract, the consultant shall present the final report and discuss the findings with the BOCC by the end of January, 2017.

AGENCIES, DEPARTMENTS OR OTHER OFFICES INVOLVED:

County Manager's Office
Purchasing

ATTACHED DOCUMENTS:

ACSO BOCC Briefing PowerPoint Presentation
Adams County Sheriff Staffing Study
Staffing Study Recommendations PowerPoint Presentation

FISCAL IMPACT:

Please check if there is no fiscal impact ☐. If there is fiscal impact, please fully complete the section below.

Fund:

Cost Center:

	Object Account	Subledger	Amount
Current Budgeted Revenue:			
Additional Revenue not included in Current Budget:			
Total Revenues:			

	Object Account	Subledger	Amount
Current Budgeted Operating Expenditure:			
Add'l Operating Expenditure not included in Current Budget:			
Current Budgeted Capital Expenditure:			
Add'l Capital Expenditure not included in Current Budget:			
Total Expenditures:			

New FTEs requested: ☐ YES   ☐ NO

Future Amendment Needed: ☐ YES   ☐ NO

Additional Note:

APPROVAL SIGNATURES: **APPROVAL OF FISCAL IMPACT:**

Todd Leopold, County Manager   Budget / Finance

Raymond H. Gonzales, Deputy County Manager

Bryan Ostler, Interim Deputy County Manager

BOCC Briefing
January 31, 2017

ADAMS COUNTY SHERIFF

Background

- ALEX WEISS
  - CSPD
  - NUTI
  - Indiana University
  - NUCPS
  - AWC
  - Michigan State University

Staffing Work

- Holland, Michigan
- Indianapolis, Indiana
- Lansing, Michigan
- Traverse City, Michigan
- Delaware, Ohio
- University of Notre Dame
- Louisville METRO
- Albuquerque
- Seattle
- Denver Sheriff
- Dona Ana NM Sheriff
- National Park Service

- Chicago
- Cook County
- Rockford
- Peoria
- Evanston
- Burr Ridge
- Schaumburg
- Lemont
- METRA Police
- Willowbrook
- Urbana
- Rochelle
- Buffalo Grove

A PERFORMANCE-BASED APPROACH TO POLICE STAFFING AND ALLOCATION

Jeremy M. Wilson and Alexander Weiss

Citizen Generated CFS

- Period of July 1, 2015 to June 30, 2016
- Total Calls= 52,332
- About 146 per day
- DASO Average Daily Patrol Staffing is 24
- On average each deputy handles about six calls in a 10 hour

CFS BY HOUR OF DAY

CFS by Hour of Day
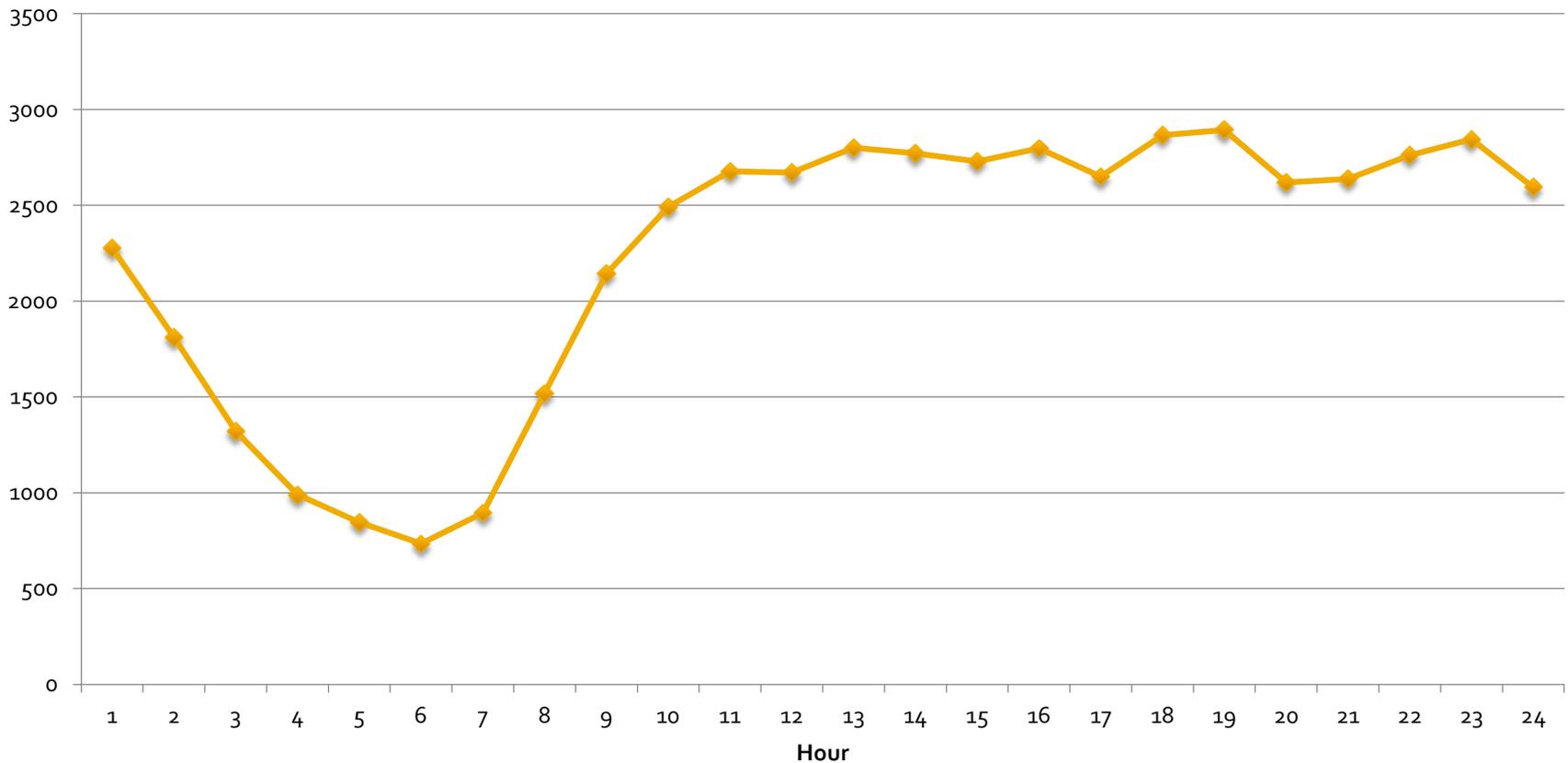
CFS BY DAY OF WEEK
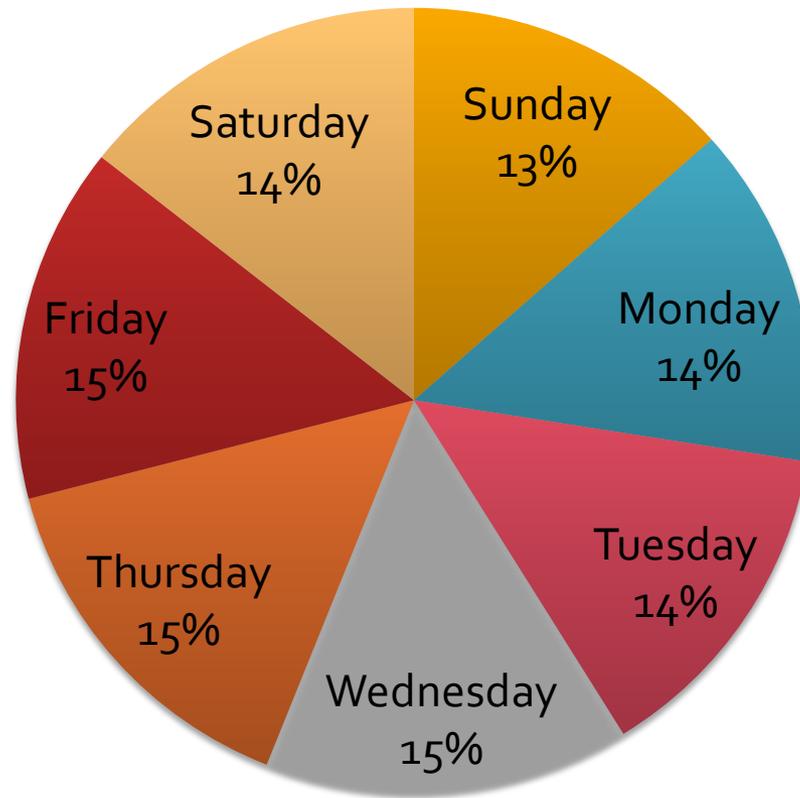
Most frequent CFS Types

Type	Number
SUSPICIOUS ACTIVITY IN PROGRESS	4979
CHECK WELL BEING	3537
MEDICAL CALL	**2892**
PHONE MESSAGE	**2274**
COLD THEFT	**2227**
BUSINESS ALARM	**1976**
FIELD CONTACT WITH SUBJECT	1969
TRAFFIC COMPLAINT	1922
ATTEMPT TO CONTACT	1921
DISTURBANCE IN PROGRESS	1758
NOISE COMPLAINT	1238
DOMESTIC VIOLENCE IN PROGRESS	1174
RESIDENTIAL ALARM	**1135**
ABANDONED VEHICLE	**1104**
COLD CIVIL PROBLEM	1083

CFS by District

CFS by Patrol District
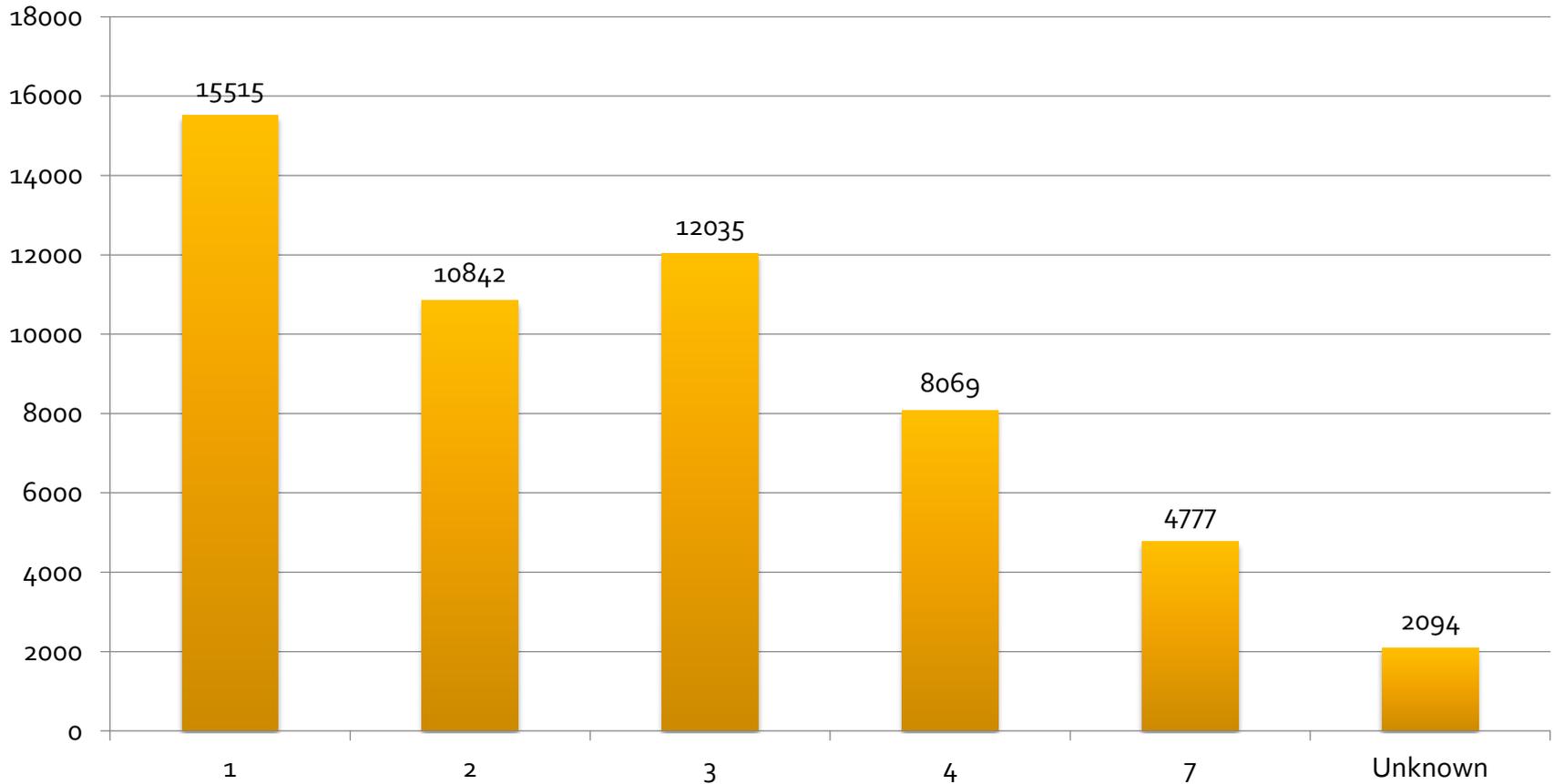
CFS TIMES

	Queue	Travel	Total
All Calls	0:13:42	0:04:46	**0:35:06**
Priority 0 Calls	**0:02:44**	0:03:30	1:55:15
Priority 1 Calls	**0:03:25**	0:04:13	0:38:18

ACS Patrol Schedule

- Five Districts (1,2,3,4,7,)
- Three ten-hour shifts
  - Day shift 0645-1645
  - Swing Shift 1630-0230
  - Graveyard 2100-0700
- Normal staffing is eight deputies on duty
- Overlap (16 on duty):
  - 2100 to 0230

Basic 5/2 Work Schedule

	S	M	T	W	T	F	S
1	Off	Off					
2		Off	Off				
3			Off	Off			
4				Off	Off		
5					Off	Off	
6						Off	Off
7	Off						Off
% On	71	71	71	71	71	71	71

4/10 Plan

	S	M	T	W	T	F	S
1	OFF	OFF					OFF
2	OFF	OFF	OFF				
3		OFF	OFF	OFF			
4			OFF	OFF	OFF		
5				OFF	OFF	OFF	
6					OFF	OFF	OFF
7	OFF					OFF	OFF
%	57	57	57	57	57	57	57

ACS Patrol Work Schedule

Platoon	S	M	T	W	T	F	S
A	Off	Off	Off				
B					Off	Off	Off
% On Duty	50%	50%	50%	100%	50%	50%	50%

Shift relief factor

- Tells us how many officers we need to fill posts.
- *ACS SRF is **2.1***
- If ACS was used an 8 or 12 hour schedule it would be **1.66**
- To fill 10 posts in eight hour shifts you need 10 X 1.68 or 16.8 **(17)** Officers
- To fill 10 posts in ACS ten hour schedule you need 10 X 2.1 or **21**.

Staffing Estimates

1	2	3	4	5	6	7	8	9	10	11	12
	CFS	Adj	CFS	Hours	Units	40% CFS	X1.66	50% CFS	X1.66	60% CFS	X1.66
0600-1400	17965	4491	22456	13474	4.6	*11.5*	**20**	9.2	**16**	7.8	**13**
1400-2200	21953	5488	27441	16465	5.6	*14*	**24**	11.2	**19**	9.5	**16**
2200-0600	13414	6707	20121	12073	4.1	*10.3*	**18**	8.2	**14**	7	**12**
							62		**49**		**41**

Strasburg Substation

- Covers Eastern patrol district and Town of Bennett
- Resident deputy program
- Can call upon other ACS resources
- Same work schedule as rest of patrol
- 4301 CFS per year (12 per day)

Strasburg CFS by Hour of Day

CFS by Hour of Day
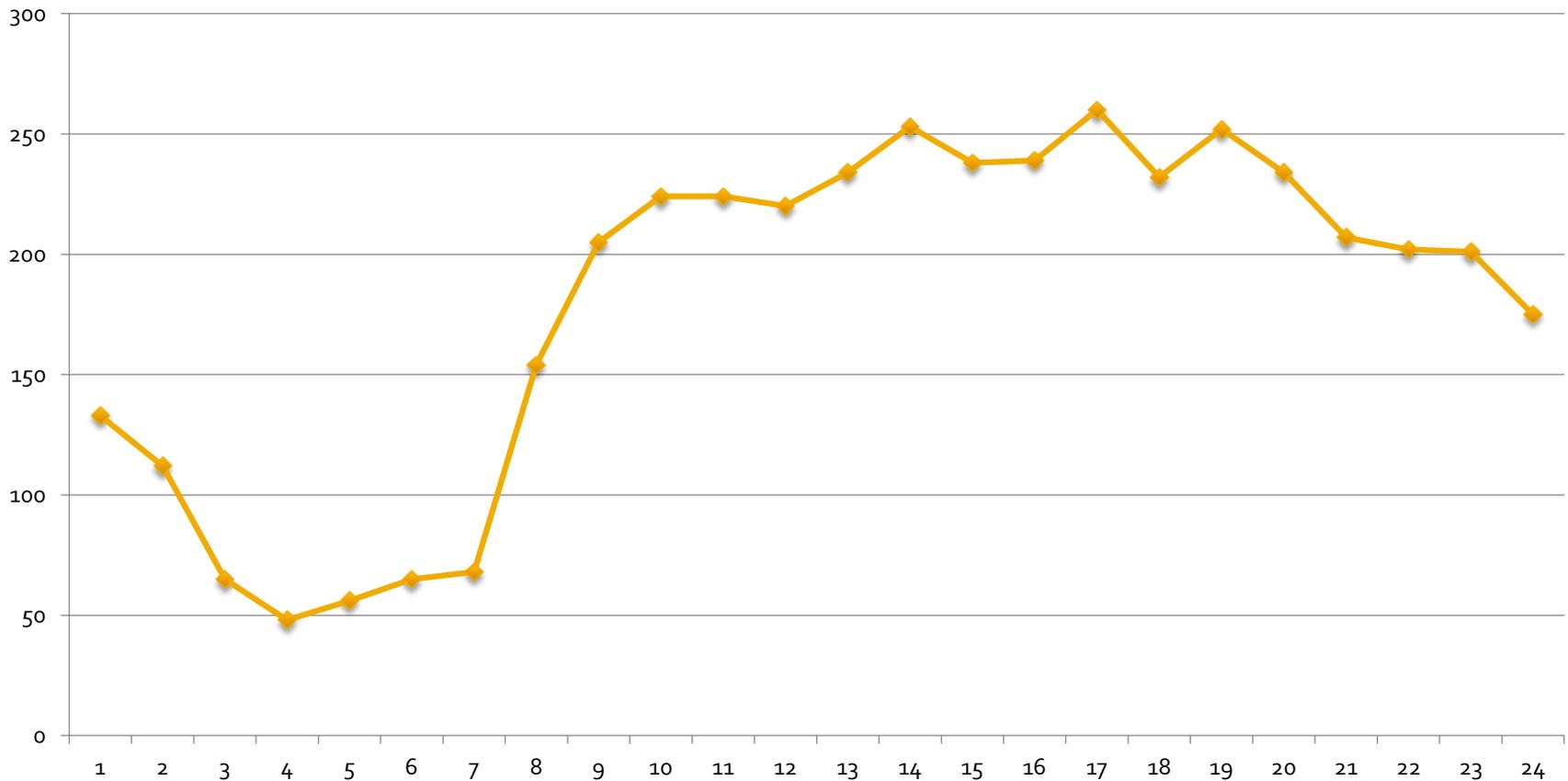
Strasburg Call Types

Call Type	Number
SUSPICIOUS ACTIVITY IN PROGRESS	426
PHONE MESSAGE	**375**
MEDICAL CALL	**343**
CHECK WELL BEING	254
TRAFFIC COMPLAINT	208
ANIMAL CALL	**162**
REQUEST FOR COVER / ASSISTANCE	118
CITIZEN ASSIST	109
PROPERTY DAMAGE ACCIDENT	108
COLD THEFT	103

Strasburg Time Performance

	Queue	Travel	Total Time
All Calls	0:11:11	0:08:09	0:42:06
Priority 0 Calls	0:01:23	0:10:00	2:37:53
Priority 1 Calls	0:03:19	0:07:54	0:46:37

Strasburg Staffing Estimates

On Duty Per Shift	8 Hour (1.6)	Current (2.1)	12 Hour (2.5)
1	1.6	2.1	2.5
2	3.2	4.2	5

Alternative 4/10 Plan

Group	M	T	W	T	F	S	S
A					OFF	OFF	OFF
B	OFF					OFF	OFF
% ON	50	100	100	100	50	0	0

Recommendations

1. The Office of the Sheriff should be reorganized to streamline and consolidate communication and internal affairs functions.
2. The Patrol Division should reorganize to better support community policing and problem solving . Add three additional sergeants, four commanders and one captain to the Patrol Division to address span of control and supervisory coverage concerns. Also add one deputy to the Juvenile Services Unit (JSU) to maximize coverage at all schools.

Proposed Field Services Division

Field Services DC

Patrol Captain

Special Operations Captain

Shift Commanders

Neighborhood Response Teams

Part Time Support Units
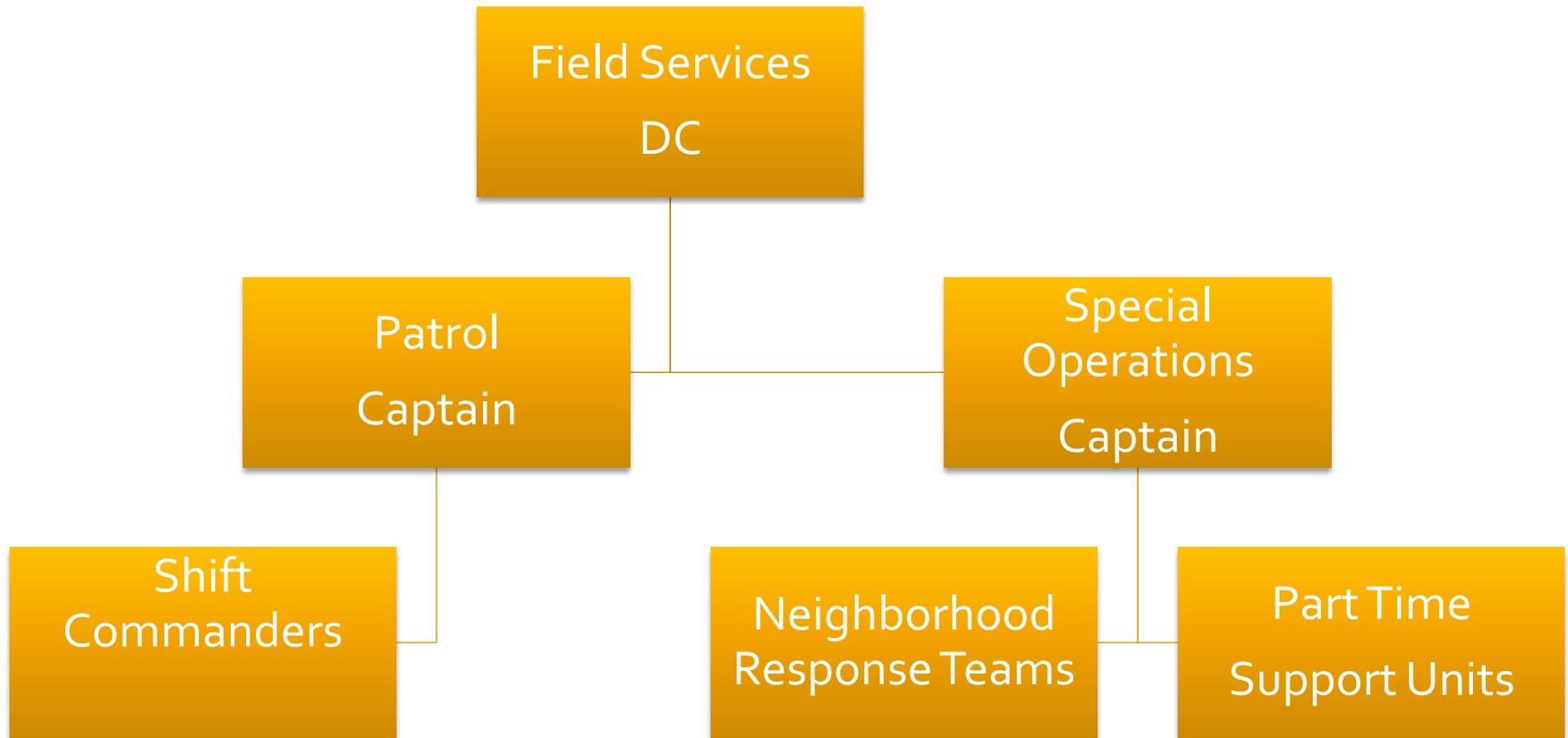
Recommendations (2)

3. **The ACS should adopt a more comprehensive approach to traffic safety.**
4. **ACS should eliminate its reliance on ten-hour work schedules.**
5. **The Detective Division should closely monitor the case screening process to ensure that serious offenses with relatively low solvability are appropriately assigned for follow-up**

Recommendations (3)

6. An additional Victim Services Advocate should be added to the Detective Division based on the workload analysis that was reviewed

7. Management of the training function should be transferred to the Administrative Services Division.

Recommendations (4)

8. Create a new position in IT to extract organizational data and develop software tools to be used to inform decision makers throughout the organization.

9. ACS should do more to manage demand for services.

10. ACS should adopt the use of non-sworn crime scene technicians and reassign the current staff to law enforcement duties.

Recommendations (5)

11. **The Department should adopt a career development program that includes a strong emphasis on the importance of patrol and periodic transfers from specialized assignments back to patrol.**

Questions?

ADAMS COUNTY SHERIFF STAFFING STUDY

ALEXANDER WEISS
CONSULTING

Draft Final Report V3
December 15, 2016

Table of Contents

Adams County Sheriff Staffing Study

Introduction

In July 2016 the Adams County Sheriff engaged Alexander Weiss Consulting, LLC to conduct a comprehensive staffing study for the agency. This report reflects the results of that study. Included in our analysis are the following divisions:
1. Office of the Sheriff
2. Patrol Division
3. Detective Division
4. Professional Standards Division
5. Administrative Services Division
6. Civil Section (a unit of the Jail Division).

Office of the Sheriff

The Adams County Sheriff (ACS) is a full service law enforcement agency serving unincorporated Adams County. The service area population is estimated at 89,163 (2010 Census).

Figure One illustrates the organizational structure of the agency.
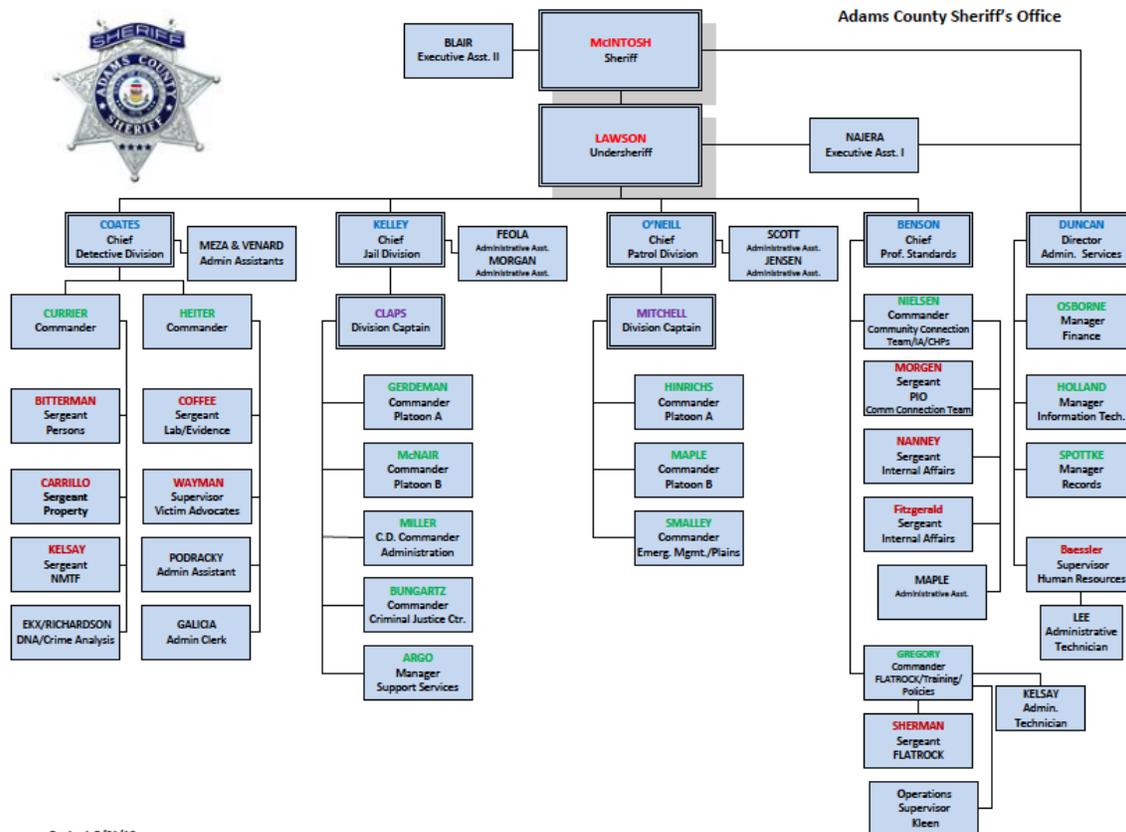
Figure 1 ACS Organization Chart

Alexander Weiss Consulting, LLC   ACS Staffing

Table One describes the number of employees assigned to each division.

	Jail	Patrol	Detective	Admin.	PSD	Sheriff	Total
Certified	198	120	28	2	16	2	366
Non-Sworn	106	5	15	43	6	2	177
Total	304	125	43	45	22	4	543

Table 1 Personnel by Division

ACS is organized around seven patrol districts. Districts one, two, three, four and seven operate from the substation in Commerce City. Districts five and six, covering the eastern patrol area operates from a substation in Strasburg. [1]
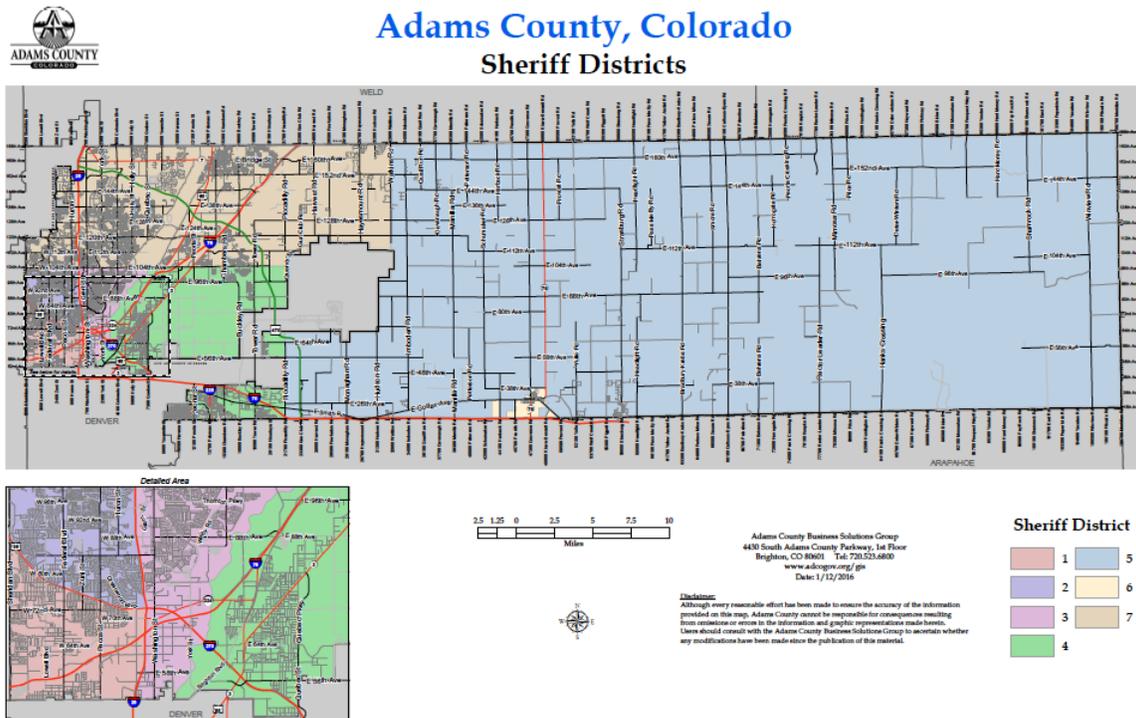
Figure 2 ACS Patrol Districts

Patrol Staffing Framework

In the face of increasing costs and shrinking revenues, many communities are asking how many police officers are required to ensure public safety. Put another way,

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[1] District six includes the Town of Bennett that receives ACS services under contract.
[2] ADCOM will sometimes notify officers of calls, e.g. a medical call, so that they are

what number of officers would help an agency most cost-effectively meet the demands placed on it? This is a fundamentally different question than how many officers does a community want or can a community support. Yet answering the need question effectively frames a discussion about *want and affordability*.

Unfortunately, law enforcement administrators have few resources to guide them in determining the number of officers they need. To be sure, there are multiple approaches to answering this question, ranging from the simple to the complex each with a range of advantages, disadvantages, and assumptions.

The sections that follow highlight common staffing approaches and demonstrate how agencies may develop and use a workload-based assessment of patrol staffing needs that incorporates performance objectives for discretionary time. Where possible, workload-based approaches are superior to others in that they can help provide a better and more objective way to determine staffing needs. Additionally, comprehensive assessments for patrol help to answer a host of critical questions regarding resource allocation and deployment.

Traditionally, there have been four basic approaches to determining workforce levels: per capita, minimum staffing, authorized level, and workload-based. Each differs in its assumptions, ease of calculation, usefulness, validity, and efficiency. Each is reviewed below to provide context for developing an evidence-based approach to police staffing.

The Per Capita Approach

Many police agencies have used their resident population to estimate the number of officers a community needs. The *per capita* method compares the number of officers with the population of a jurisdiction. To determine an optimum number of officers per population—that is, an optimum officer rate—an agency may compare its rate to that of other regional jurisdictions or to peer agencies of a similar size. Although it is difficult to determine the historical origin of, or justification for, the per capita method, it is clear that substantial variations exist among police departments.

Advantages of the per capita approach include its methodological simplicity and ease of interpretation. The population data required to calculate this metric, such as census figures and estimates, are readily available and regularly updated. Per capita methods that control for factors such as crime rates can permit communities to compare themselves with peer organizations. The disadvantage of this method is that it addresses only the relative quantity of police officers per population and not how officers spend their time; the quality of their efforts; or community conditions, needs, and expectations. Similarly, the per capita approach cannot guide agencies on how to deploy their officers.

Agencies using the per capita method may risk a biased determination of their policing needs. There are several reasons for this. First, a generally accepted

benchmark for the optimum-staffing rate does not exist. Rather, there is considerable variation in the police rate depending on community size, region, and agency structure and type. For example, it is generally known that police rates are substantially higher in the northeastern than in the western regions of the United States. When comparing individual jurisdictions, it is not uncommon for similar communities to have per capita rates that are substantially different.

Given the disadvantages noted above as well as others, experts have strongly advised against using population rates for police staffing. The IACP warns, "Ratios, such as officers-per-thousand population, are totally inappropriate as a basis for staffing decisions . . .. Defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive series of factors and a sizable body of reliable, current data."

The Minimum Staffing Approach

The *minimum staffing* approach requires police supervisors and command staff to estimate a sufficient number of patrol officers that must be deployed at any one time to maintain officer safety and provide an adequate level of protection to the public. The use of minimum staffing approaches is fairly common and is generally reinforced through organizational policy and practice and collective bargaining agreements.

There are two principal reasons a jurisdiction may use a minimum staffing approach. First, policy makers in many communities believe a minimum number of officers are needed to ensure public safety. This may be particularly common in small communities where there are relatively few citizen-generated demands for police service yet residents expect a minimum number of officers to be on duty at all times. Second, police officers themselves may insist (often through collective bargaining) that a minimum number of officers be on duty at all times. In some communities, the minimum staffing level is established by ordinance.

There are no objective standards for setting the minimum staffing level. Agencies may consider population; call load, crime rate, and other variables when establishing a minimum staffing level. Yet many agencies may determine the minimum necessary staff level by *perceived* need without any factual basis in workload, presence of officers, response time, immediate availability, distance to travel, shift schedule, or other performance criteria. This may result in deploying too few officers when workload is high and too many officers when it is low. To be sure, the minimum staffing level is often higher than what would be warranted by the agency workload. Ironically, even when the minimum staffing is not workload based, it is not uncommon to hear police officers suggest that an increase in the agency's workload should warrant an increase in the minimum staffing level.

Minimum staffing levels are sometimes set so high that it results in increasing demands for police overtime. When staffing falls below the minimum standard,

police managers typically must hire back officers on overtime to satisfy the minimum staff requirement. It is not uncommon for some agencies to hire back officers nearly every day due to officers taking time off for sick leave, vacations, or other reasons. Additionally, some agencies use a very narrow definition of available staffing. For example, agencies may hire back to fill a vacancy in patrol, even though there are a number of other officers on the street, including those in traffic, school resource units, and supervisors. Inefficiency increases when there are minimum staffing levels on overlapping shifts, leading to a higher number of officers on duty at a time that may not coincide with workload demand.

Most police officers, given a choice, would prefer to have more officers on the street, lending credence to a minimum-staffing model. Nevertheless, increasing the minimum staffing level will not, by itself, improve agency performance or necessarily increase officer safety. In fact, officers hired back to work extra shifts are likely to be fatigued, increasing the risk of injury to themselves or others. Minimum staffing can also decrease the extent to which an agency can be nimble and flexibly deploy officers based on changing workload demands.

Finally, in some agencies the minimum staffing level may become, by default, the perceived optimal staffing level. In these situations, agencies often use the minimum level as a method to decide, for example, whether an officer can take a benefit day off. Others build work schedules so as to ensure that the minimum level is on duty. In these situations, staffing decisions are based on meeting the minimum level rather than optimizing the available resources to meet workload demand.

The Authorized Level Approach

The *authorized level* approach uses budget allocations to specify a number of officers that may be allocated. Although the authorized level may be determined through a formal staffing assessment, it is often driven by resource availability and political decision-making. The authorized level does not typically reflect any identifiable criteria such as demand for service, community expectations, or efficiency analyses, but may instead reflect an incremental budgeting process.

The authorized level can become an artificial benchmark for need, creating the misperception among police leadership, line staff, and the community that the agency is understaffed and overworked if the actual number of officers does not meet the authorized level. Additionally, unless an agency staffs above the authorized level, fluctuations in recruitment, selection, training, and attrition may lead to the actual staffing levels falling below authorized levels.

Because the authorized level is often derived independently of workload considerations, an agency may be able to meet workforce demand with fewer officers than authorized. Still, the *perception* of being understaffed, resulting when officials bemoan the department operating below authorized strength, can diminish

morale and productivity and make it appear that the community is not adequately funding public safety.

The Workload-based Approach

A more comprehensive attempt to determining appropriate workforce levels considers actual police workload. *Workload-based* approaches derive staffing indicators from demand for service. What differentiates this approach is the requirement to systematically analyze and determine staffing needs based upon actual workload demand while accounting for service-style preferences and other agency features and characteristics. The workload approach estimates future staffing needs of police departments by modeling the level of current activity. Conducting a workload analysis can assist in determining the need for additional resources or relocating existing resources (by time and location), assessing individual and group performance and productivity, and detecting trends in workload that may illustrate changing activity levels and conditions. Furthermore, a workload analysis can be performed at every level of the police department and for all key functions, although it is more difficult to assess workload for some units than others. The importance of the workload-based approach to staffing is evidenced by it being codified as a standard (16.1.2) by the Commission on Accreditation for Law Enforcement Agencies: The agency allocates personnel to, and distributes them within, all organizational components in accordance with documented workload assessments conducted at least once every three years.

Learning how to conduct a workload-based assessment may be challenging for police administrators. Typical workload models are complicated and require intensive calculations. They also require decisions on a wide array of issues that are very difficult for officials and communities to make—such as how frequently streets should be patrolled—and do not uniformly account for discretionary activities, such as time for community policing and other officer-initiated activities.

Even with shortcomings, allocation models based on actual workload and performance objectives are preferable to other methods that might not account for environmental and agency-specific variables. Agencies could benefit from a more popularized workload-based methodology of staffing analysis that is easy to learn and comprehend; is employed by administrators; and, importantly, helps to effectively manage discretionary time. No single metric or benchmark should be used as a sole basis for determining an agency's staffing level. Rather, agencies should consider metrics in light of professional expertise that can place them in an appropriate practical context.

A step-by-step approach for conducting a workload-based assessment should include the following:
1. *Examining the distribution of calls for service by hour, day, and month.* Calls for service can differ by the hour of the day, the day of the week, and the month of the year. Peak call times can also differ by agency. Knowing when peak call

times occur can help agencies determine when they must have their highest levels of staff on duty.

2. *Examining the nature of calls for service.* Reviewing the nature of calls can help better understand the work that an agency's officers are doing. Types of police work required can vary by area within a single jurisdiction and require agencies to staff differing areas accordingly.

3. *Estimating time consumed on calls for service.* Determining how long a call takes, from initial response to final paper work, is key to determining the minimum number of officers needed for a shift. This is most straightforward when a single officer handles the call and completes resulting administrative demands (e.g., reports, arrests) prior to clearing it.

4. *Calculating agency shift-relief factor.* The shift-relief factor shows the relationship between the maximum number of days that an officer can work and *actually* works. Knowing the relief factor is necessary to estimating the number of officers that should be assigned to a shift in order to ensure that the appropriate number of officers is working each day.

5. *Establishing performance objectives.* This encompasses determining what fraction of an officer's shift should be devoted to calls for service and what portion to other activities. For example, an agency might build a staffing model in which officers spend 50 percent of their shift on citizen-generated calls and 50 percent on discretionary activities.

6. *Providing staffing estimates.* Staffing needs will, as noted earlier, vary by time of day, day of week, and month of year, among other variables. Agencies should distribute their officers accordingly. For example, a shift with only half the number of calls than another shift will require half the number of officers. These numbers may also vary by the type of calls, and the time and officers they require, in each shift. For example, one large urban agency assigns two officers to each unit in its evening shift, affecting the number of officers needed for units to respond to calls. Another responds to the same type of calls in different ways in different shifts (for example, sending a unit in some shifts, but requesting citizens file a report in person at a station during others).

ACS Patrol Division

Now we turn to our analysis of patrol deployment in Adams County. For our purposes we disaggregated data from the Plains District. We did this because staffing and deployment for this district is autonomous. Our initial analysis, therefore describes our findings for the western portion of the county. The Patrol Division organizational structure is pictured below.

Figure2a Patrol Organization

Patrol service delivery is organized around a two-platoon system that is based on day off schedule. A commander directs each platoon. There are three squads on each platoon-each headed by a sergeant. The platoons have the same day off schedule.

Our study examined the time period of July 1, 2015 through June 30, 2016. By using one complete year of data we are able to account for changes that result through seasonality. Our analysis focuses on "citizen-generated calls for service". These are calls for which someone requests a deputy (typically through ADCOM the county consolidated dispatch center) and a deputy is dispatched. Identifying this group of calls can be challenging. ADCOM, for example includes records of calls for which an officer was notified but for which they were not expected to respond to.[2] However, we worked closely with the ACS staff and identified a data set that is reliable.

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[2] ADCOM will sometimes notify officers of calls, e.g. a medical call, so that they are aware that it is occurring. They may only respond however, if the situation warrants their appearance.

This data indicates that during the study period ACS responded to 53,332 citizen calls for service. To provide some sense of the scale consider that on a typical day at least eight deputies are assigned to each of three shifts (24 person-shifts). Based on an average of 146 calls per day, we can suggest that, on average, each patrol deputy will handle six calls in a ten-hour shift. Moreover, since some fraction of these calls are handled by other patrol division officers (e.g. traffic) we know that the actual number of calls handled by patrol officers is probably less.

Figure three illustrates the number of calls by hour of day.
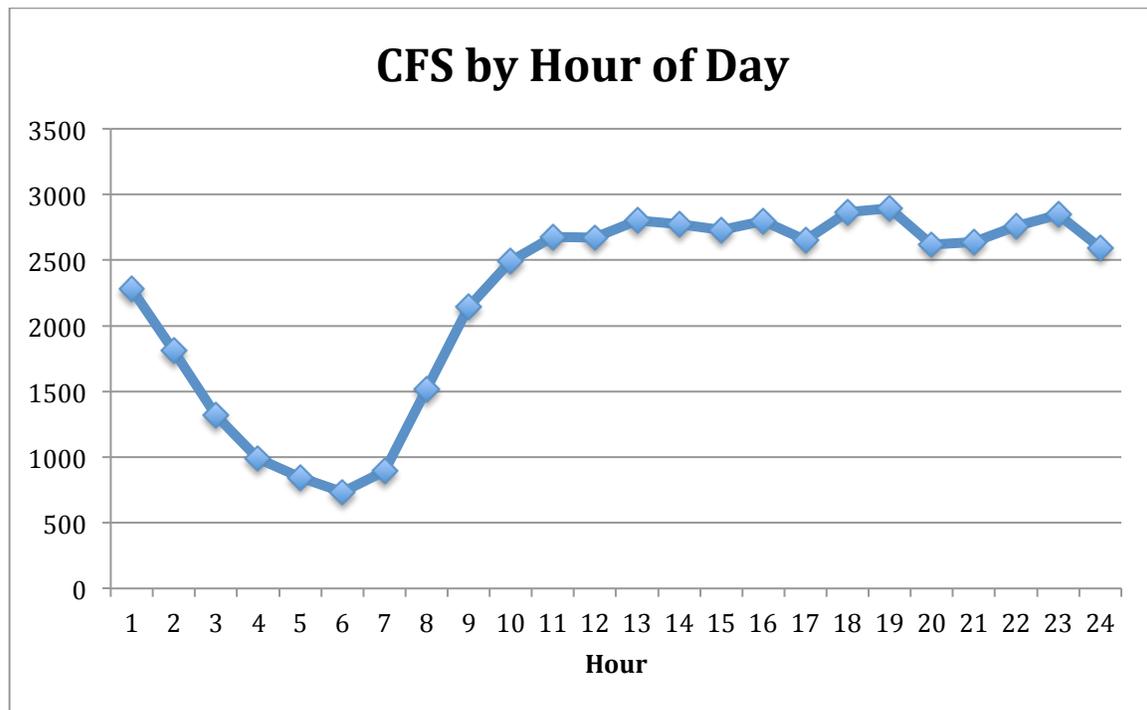
Figure 3 Citizen Generated Calls by Hour of Day

As we can there is a fairly steep increase in calls from 6 AM until around 11AM. We then see a consistent rate of calls until midnight, whereupon the rate drops quite quickly. Like most agencies the peak demand time is in the later afternoon-early evening.

Next we observe the distribution of calls by day of week. As we can observe, the distribution is relatively similar through the week. This can be an important consideration because many police work schedules result in an equal number of officers working each day.
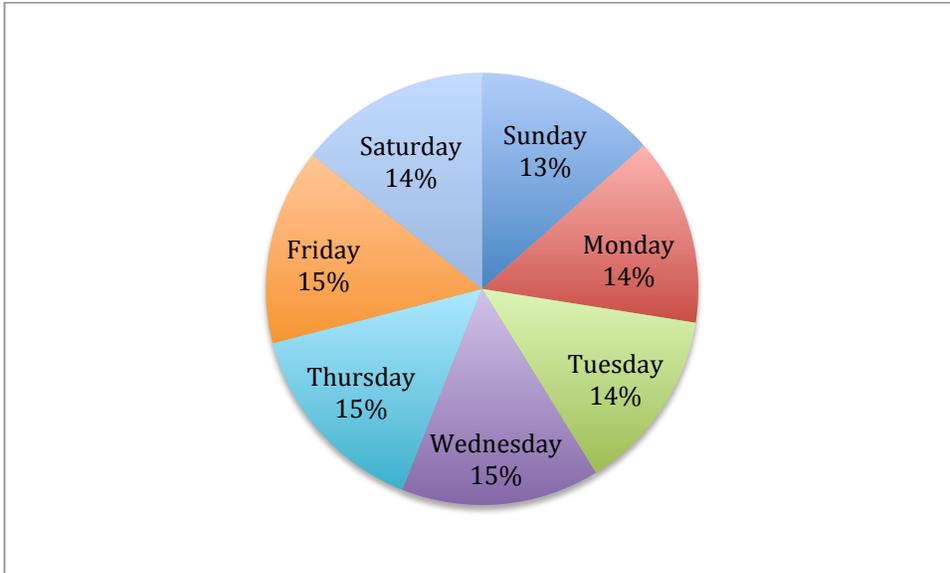
Figure 4 Calls for Service by Day of Week

Finally we examine the number of calls that occur each month. As we would expect there is greater demand in the summer months.
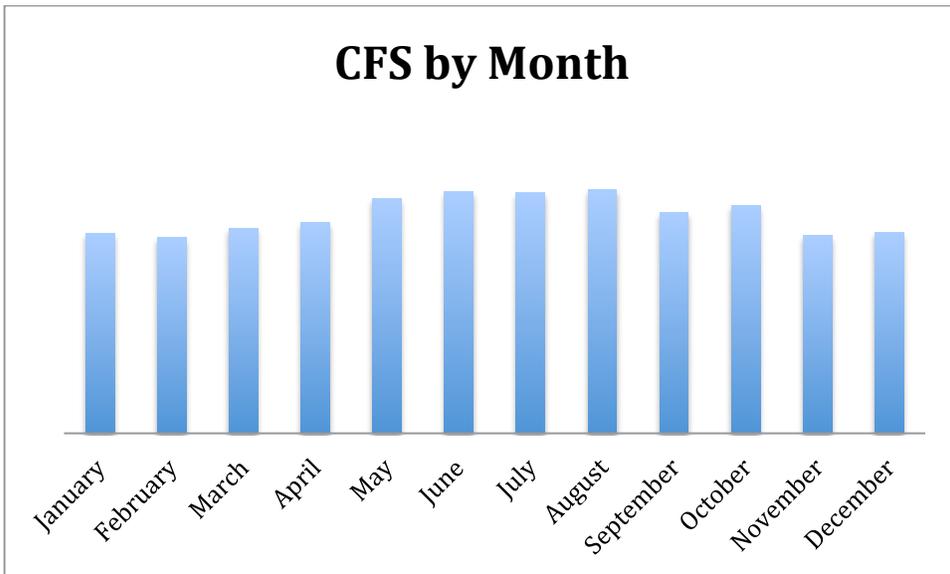
Figure 5 CFS by Month

Now we turn to the nature of the calls that deputies handle. Table three lists all calls for service for which there were 1000 or more occurrences. The group includes 31, 189 calls or 59% of all calls.

TYPE OF CALL	NUMBER
SUSPICIOUS ACTIVITY IN PROGRESS	4979
CHECK WELL BEING	3537
MEDICAL CALL	2892
PHONE MESSAGE	2274
COLD THEFT	2227
BUSINESS ALARM	1976
FIELD CONTACT WITH SUBJECT	1969
TRAFFIC COMPLAINT	1922
ATTEMPT TO CONTACT	1921
DISTURBANCE IN PROGRESS	1758
NOISE COMPLAINT	1238
DOMESTIC VIOLENCE IN PROGRESS	1174
RESIDENTIAL ALARM	1135
ABANDONED VEHICLE	1104
COLD CIVIL PROBLEM	1083

Table 3 Top CFS Categories

There are some important things to observe in this list:
- There are 3,111 alarm calls generally requiring a two-deputy response, and almost all of which are false.
- It is unclear why a deputy was required to attend almost 3000 medical calls.
- There were 2274 phone message calls. While these may take officer time they certainly would not have a significant effect on their ability to respond to critical calls.
- Some of these calls (e.g. cold theft calls) might be better handled through web-based crime reporting.
- Non-sworn personnel could most likely handle abandoned vehicle calls as is done in many communities in Colorado.[3]

Next we examine the distribution of calls by patrol district.

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[3] http://www.longmontcolorado.gov/departments/departments-n-z/public-safety-department/public-safety-services/abandoned-vehicles

CFS by Patrol District

District	CFS
1	15515
2	10842
3	12035
4	8069
7	4777
Unknown	2094
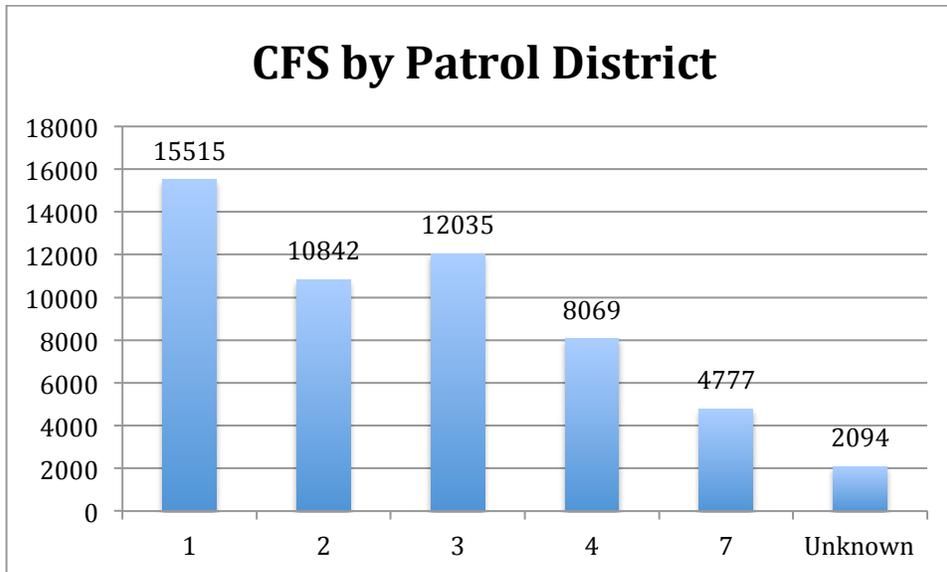
Figure 6 CFS by Patrol District

As we can see there is significant variation by district with District 1 experiencing nearly twice the number of calls as District 4. At a minimum ACS deploys two deputies to districts 1, 2, and 3, and one deputy in districts 4 and 7. This results in a minimum staffing level of eight deputies. On occasion, staffing on the night shift drops to seven.

An important component of our analysis is the time spent on calls for service. We categorize CFS time as follows:

- *Queue Time* is the time from when a call is received until a unit is dispatched. It includes the time to process the call and the time to find an available unit
- *Travel Time* is the time from when a call is dispatched until the first unit arrives
- *On-Scene Time* is the time from when the first officer arrives until the last officer clears, and
- *Total Time* for the staffing analysis is the travel time plus the on-scene time.

ADCOM uses a prioritization scheme to identify calls that require an urgent response. Of particular concern are calls classified as priority 0 and priority 1:[4]

"Priority 0 – Extreme Emergency. To be aired or advised immediately and sometimes is a tone alert type call. This may include, but not limited to: GSW, Stabbing, DOA, CPR, Childbirth, Armed Robbery, Burglary I/P, Chase, Officer call for Help, Weapons."

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[4] The ACS uses a different scheme for call prioritization.

"Priority 1 – Emergent. To be aired or advised immediately and sometimes can be a tone alert type call. ANY calls involving large groups of people, where there is imminent threat to life or property."

Table four shows the agency performance relative to time. These are average times for each category.

	Queue	Travel	Total
All Calls	0:13:42	0:04:46	0:35:06
Priority 0 Calls	0:02:44	0:03:30	1:55:15
Priority 1 Calls	0:03:25	0:04:13	0:38:18

Table 4 CFS Time Parameters

As we can see for all calls (including non-emergency calls) the average time in queue (i.e. before an officer is dispatched) is almost 14 minutes. This is certainly within acceptable bounds. The travel time for all calls is very good, but we should view this with some caution. Some calls for service in the data set are largely informative. For example, when a deputy is given a "phone message" call the dispatcher may indicate that the dispatch time and arrival time are the same. This will tend to lower the average travel time for all calls.

Data from priority 0 and priority 1 calls is more instructive because we know that officers actually responded to the scene. As we can see the queue times for both of these categories is relatively long. Remember that queue time is affected by both process time and finding an available officer. We have been informed that ADCOM has acknowledged the need to reduce processing time and is taking steps to improve performance. During our community forum participants described their frustration concerning the use of a mobile phone to call 911. Many participants reported that they were transferred to several law enforcement agencies before arriving at the correct one.

The travel times for high priority calls is quite good, particularly given issues of distance and traffic congestion. We note that the average time on a call for service is 35 minutes.

Work Schedule and Shift Relief Factor

Now that we have examined the nature of calls for service we turn to the staffing estimate. A key component of that estimate is the shift relief factor (SRF). The shift relief factor tells us how many officers should be assigned to a shift in order to ensure that the appropriate number is on duty. In the case of ACS the shift relief

factor is closely tied to the work schedule so we will begin by examining work schedules.

Police work schedules come in all shapes and sizes. Although each seems unique there is a methodology to apply so that we can compare work schedules. Among the important components of a work schedule are:
- Average work week
- Shift length
- Number of consecutive work days
- Weekend time off
- Staffing by day of week.
- Percentage of officers on duty each day.

Consider the following figure that illustrates a common work schedule.

	S	M	T	W	T	F	S
1	Off	Off					Off
2		Off	Off				
3			Off	Off			
4				Off	Off		
5					Off	Off	
6						Off	Off
7	Off						Off
% On	71	71	71	71	71	71	71

Figure 7 Outline of 5/2 Work Schedule with 8-hour days

Figure 7 illustrates a work schedule in which officers work a five-day on/two-day off schedule with eight-hour days. We observe that the shift has unique properties:
- Fixed days off
- Three groups of officers have either a full or partial weekend day off
- Equal staffing by day of week
- Longest on duty cycle is five days.

Importantly, we observe that on every day, 71 percent of the officers are assigned to be on duty, and that the number of officers on duty each day is the same. These are two very important criteria that can be used in evaluating a police work schedule.

Figure 8 shows how we can build a schedule that increases staffing on weekends. Let's say we have a workgroup with nine officers and we wish to provide staffing proportional to the daily workload. Each officer is assigned a day off group, but groups two and three each have two officers. This allows the reduction of staffing on some days, and the increase on others. This schedule is particularly attractive to employees that want fixed days off. It works well for officers that are going to school, and may be beneficial for those that assist in childcare. The disadvantage is that a substantial portion of employees never gets a weekend off.

	S	M	T	W	T	F	S
1	Off						Off
2 (2)		Off	Off				
3 (2)			Off	Off			
4				Off	Off		
5					Off	Off	
6						Off	Off
7	Off	Off					
On	7	6	5	6	7	7	7
Off	2	3	4	3	2	2	2
% On	77%	66%	55%	66%	77%	77%	77%

Figure 8 Work Schedule with Variable Staffing by Day of Week (5/2)

Another schedule that is based on an eight-hour day is commonly described as a "six and two" schedule. Over the course of the seven-week duty cycle each officer will work the following pattern:

- 6 on 3 off
- 5 on 3 off
- 6 on 2 off
- 6 on 2 off
- 6 on 2 off
- 6 on 2 off

It is illustrated below.

Week	S	M	T	W	TH	F	S
1			Off	Off			
2				Off	Off		
3					Off	Off	
4						Off	Off
5	Off						Off
6	Off	Off					
7		Off	Off				
% On	71	71	71	71	71	71	71

Figure 9 Eight-Hour Schedule with Rotating Days off

This schedule has several interesting attributes:
- The percentage of officers assigned each day is the same as a 5/2 schedule
- Rotating days off
- Each officer gets two three-day weekends during each duty cycle.

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Ten- Hour Shifts

More than 30 years ago, several law enforcement agencies began adopting the "4–10" plan. Under this plan, officers work four 10-hour shifts and have 3 days off each week. The plan appeals to officers because it reduces the number of days worked, the likelihood of working on a holiday, and commuting time. The plan can also appeal to agencies. Because the work schedules have an "overlap" period between shifts, when officers on two shifts are working, the agency can double staffing during peak demand times. The following figure illustrates a typical 4/10 plan; one that is based on a seven week duty cycle.

	S	M	T	W	T	F	S
1	OFF	OFF					OFF
2	OFF	OFF	OFF				
3		OFF	OFF	OFF			
4			OFF	OFF	OFF		
5				OFF	OFF	OFF	
6					OFF	OFF	OFF
7	OFF					OFF	OFF
%	57	57	57	57	57	57	57

Figure 10 4-10 Plan with Rotating Days Off

Compared to 8-hour shifts, the above 10-hour schedule significantly reduces the proportion of officers assigned to be on duty; dropping from 71% to 57%. This happens because the agency must use the same number of officers that are used to provide 24 hour staffing to provide 30 hours of staffing a day. In many agencies, those additional 6 hours of coverage are unnecessary. Moreover, 10-hour shifts require additional police vehicles to cover overlap times, which may reduce productivity for some officers.

Consider the following example. A department has 66 officers assigned to patrol (22 officers are assigned to each eight-hour shift). On each shift we would expect about **16 officers** (71%) to be assigned to duty.

The department decides to implement a 4/10 plan with shift times of 0600 to 1600, 1400 to 2400, and 2200 to 0800. If we continue to assign 22 officers to each shift we would expect that on each shift **13 officers** (57%) would be assigned to work. This means that except during the hours of the overlap, the agency will have fewer officers assigned to duty under the 10-hour schedule. Importantly, it may be the case that an agency can use the additional capacity that comes from the ten hour plan to its advantage, but they must understand that any advantage it experiences may be at the expense of another goal.

ACS patrol officers and supervisors use the following 10-hour work schedule:

Platoon	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
A	Off	Off	Off				
B					Off	Off	Off
% On Duty	50%	50%	50%	100%	50%	50%	50%

Figure 11 ACS Patrol Work Schedule

The shift hours are:
- Day shift 0645-1645
- Swing Shift 1630-0230
- Graveyard 2100-0700

As we can see, on every day except Wednesday the highest number of officers assigned to duty is 50%, or a reduction in productivity of 21% when compared with an eight-hour schedule.

The division uses the extra capacity on Wednesday to schedule training. The training schedule is as follows:
- First Wednesday Platoon A
- Second Wednesday Platoon B
- Third Wednesday SWAT and BOMB
- Forth Wednesday SWAT and BOMB
- Canine attend every Wednesday.[5]

Under this scheme patrol officers should attend training 11 days (none in December) for a total of 110 hours per year. In fact, in 2015 each patrol division deputy, on average) spent 81.5 hours in training.

To construct the shift relief factor we first examine benefit time off such as vacation, sick leave, etc. Table 5 illustrates the benefit time off for 100 deputies assigned to the Patrol Division.

Type	Sick	Vacation	Vacation FMLA	LWOP	LWOP FMLA
Hours	4079	16813	366.95	807.1	242.8
Admin Leave	Military	Funeral	Injury	Comp Used	Total
1590	1113.75	389.25	466	502.5	28318.45

Table 5 ACS Patrol Benefit Time Off

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[5] It is instructive to note that canine officers spend 25% of their available time in training.

In the next table we include this data and other information.

BTO	28318
Training	8150
RDO	156400
Total Time Off	**192868**
Maximum	365000
Time off	192868
Working	176282

Table 6 Patrol SRF Data (100 Deputies)

In the first row we include hours for benefit time off. In the second row we include the training hours. Row three is the hours for regular days off (52 weeks X 30 hours per week). If we add these values we come up with the **Total Time Off.**

If a deputy worked every day, ten hours a day they would work 3650 hours per year. That value multiplied times 100 is the total maximum time. From that value we subtract the time off and get the total hours worked. This means that the typical patrol division deputy worked, on average, 1763 hours.

To calculate the shift relief factor we use the following formula:

Shift Relief Factor= Maximum Possible Hours/Actual Hours Worked

SRF= 365000/176282 = 2.1

This means that for every deputy needed on duty, the agency must assign 2.1 deputies to the shift in order to ensure the position is filled on a daily basis.

In order to provide a basis for comparison we constructed a shift relief factor based on a 5/2 schedule with eight-hour days. We used the same benefit time off but our model used forty hours of in-service training[6]. This data is summarized below.

BTO	28318
Training	4000
RDO	83424
Time Off	115742
Max	292000
Time off	115742
Working	176258
SRF	**1.66**

---

[6] This is a more typical level of annual in-service training. Colorado POST requires 24 hours.

Table 7 SRF for Eight-Hour Schedule

As we see, if the agency adopted an eight (or 12)[7] hour schedule it would require 1.66 deputies to fill one position on a shift. Put another way, if the agency wished to assign 10 deputies to a shift under its current schedule it would require 21 deputies per shift (10 X 2.1), but if the agency adopted an eight-hour schedule it would require 17 (10 X 1.6).[8]

1	2	3	4	5	6	7	8	9	10	11	12
	CFS	Adj	CFS	Hours	Units	40% CFS	X1.66	50% CFS	X1.66	60% CFS	X1.66
0600-1400	17965	4491	22456	13474	4.6	11.5	**20**	9.2	**16**	7.8	**13**
1400 2200	21953	5488	27441	16465	5.6	14	**24**	11.2	**19**	9.5	**16**
2200-0600	13414	6707	20121	12073	4.1	10.3	**18**	8.2	**14**	7	**12**
							62		**49**		**41**

Figure 12 Staffing Estimates for patrol districts

Figure 12 illustrates the staffing estimates for the ACS patrol deployment. For clarity we have utilized an eight-hour work schedule with shifts that start at 6AM, 2PM, and 10PM. In column 2 we see the number of calls for service during each time period. In column 3 we adjust for calls requiring a back up. For the day and afternoon shift we add 25% to the number of calls, and for the night shift we add 50%. This approach assumes that the backup remains for the entire call. Column 4 reflects the results of that adjustment. In column 5 we translate the number of calls into hours (based on the average call consuming 35 minutes). In column 8 we calculate a concept called "units". This is based on the number of hours an officer would work if they worked eight hours a day, every day of the year (2920 hours) and they did nothing but answer calls for service.

In columns 7 and 8 we translate that concept into practice. First we illustrate the number of officers that should be **on duty** in order that officers can spend 40% of their shift on answering calls for service and 60% performing other duties. In column 8 we multiply that value times the shift relief factor. That shows us the number of officers that should be assigned to that shift in order to ensure that the appropriate number is working. Columns 9-12 repeat this process with different performance objectives (50% CFS, and 60% CFS).

We can use this staffing estimate to gain further insight about the effects of the patrol division work schedule. If the agency wanted to adopt a performance objective of 40% on CFS and 60% on other activities they would need (rounding up)

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[7] Twelve-hour schedules have the same shift capacity as eight hour schedules.
[8] The convention is to round up.

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12 officers on duty on the day shift, 14 on the afternoon shift, and 11 on the night shift. This is more than the department typically deploys. But notice that by using an eight hour schedule ACS could accomplish this staffing level with 62 deputies, roughly the current number assigned to patrol. **However, because of the current work schedule they typically deploy only seven, eight, or nine officers**.

If we look at the staffing required on duty at the 60% CFS level (Column 11) we see the agency needs eight, 10 and seven officers respectively to meet that goal. Of course, that is what they are deploying now. Put another way if the agency retains the current work schedule with the same number of deputies it means discretionary time would be reduced from 60% to 40%.

Another way to approach this work schedule issue is to consider 12-hour schedules.

One of the most interesting recent changes in police work scheduling has been the widespread adoption of the 12-hour shift. Hundreds of agencies have adopted this approach, and the number of implementations continues to increase. Evidence, both anecdotal and more systematic, suggests that this approach can be highly effective[9]. One of the advantages for such a schedule in is that it would eliminate the inefficiency of the 10-hour schedules currently in use.

The twelve-hour schedule is relatively straightforward. It is a fourteen-day duty cycle. The pattern consists of: 2 days on / 3 days off, 2 days on / 2 days off, 3 days on 2 days off. This schedule results in a 42-hour average workweek. Over the two-week cycle officers would earn four additional hours. All officers are assigned to one of two groups. This schedule makes it easier for supervisors and officers to work on the same schedule. A typical work schedule is illustrated below.

	Su	M	T	W	T	F	Sa
Week One			Off	Off	Off		
Week Two	Off	Off				Off	Off
% On	50	50	50	50	50	50	50

Table 8 Example of 12 Hour work schedule

As can be seen, officers have rotating days off during the duty cycle, but the pattern is repeated every two weeks. Thus, an officer could expect, for example, to have every other Sunday, Monday and Tuesday off. Officers assigned to this pattern would have every other weekend off.

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[9] A Look at the 12-Hour Shift: The Lincoln Police Department Study. Captain Jon Sundermeier, Lincoln, Nebraska, Police Department. *The Police Chief. March 2008.*

At first glance it looks like 12-hour shifts actually reduce resource availability, but recall that the agency need only staff two shifts per day. Staffing 7 officers on 12 hour shifts is equivalent to staffing 10 officers assigned to eight hour shifts.

Twelve-hour shifts, while growing in popularity, do have several disadvantages including:

- Officers engage in more outside activities
- Officers are more willing to live farther from the community
- The potential of more off-duty court time
- More difficult to schedule training
- Greater fatigue/ lower productivity
- Uniform staffing by day of week and by shift
- Fewer works days per officer per year
- More difficult to maintain communications
- Results in 42 hour average work week

There are a number of advantages to this approach:

- Two shifts instead of three-easier to administer
- Fewer shift changes
- More days off per year
- More time for outside activities
- Fewer trips to and from work
- Less overtime
- Less sick leave
- Greater productivity
- Easier supervision

Agencies that adopt 12-hour work schedules are particularly concerned about fatigue. The evidence on this issue is mixed. On its face a 12-hour shift seems very long and one could easily predict an increase in accidents and injuries related to fatigue. However, the schedule does provide significant amounts of time off, and most agencies that adopted this approach have not experienced those anticipated increases. In fact, most agencies report that officers on 12-hour schedules use less sick time, and have lower levels of stress and illness.

The key to successful implementation is effective management of off duty time, particularly during the 12-hour break between consecutive days on duty. It is critical that officers get sufficient rest during their time off. For the department that means closely monitoring off-duty employment, court, and other obligations that may diminish the opportunity for sleep.

Below you will see how a twelve-hour schedule might be implemented in Adams County.

1	2	3	4	5	6	7	8	9	10	11
CFS	Adj	CFS	Hours	Units	40% CFS	X2.5	50% CFS	X2.5	60% CFS	X2.5
29007	7252	36259	21755	5	12.5	32	10	25	8.5	22
24325	12163	36488	21893	5	12.5	32	10	25	8.5	22
						64		**50**		**44**

Figure 13 Staffing Estimates-12 Hour

In this estimate we have two shifts starting at 6AM and 6PM. The calls for service for each shift are listed in column 2. In terms of the backup adjustment we added 25% to the day shift calls and 50% to the night shift calls. As we can see after that adjustment the number of calls per shift are almost identical, as are the staffing estimates. In this case we use the shift relief factor for a typical 12-hour shift (2.5). While on its face that seems high, recall that we only have to staff two shifts. Thus the twelve-hour schedule is nominally the same as the eight-hour schedule. **With a patrol staffing level of 64 officers the department could expect 12 or 13 officers on duty each shift and provide 60% unobligated time.**

Strasburg Substation

The Sheriff has established a 24/7 full service station in Strasburg that serves the eastern portion of the county and provides law enforcement services to the Town of Bennett under contract.

The substation is autonomous in that they handle the calls in their district independently of the other units in patrol. When necessary, they can call upon ACS support units such as detectives, traffic, etc. Because all of the deputies live in the area they can be called at home to respond to urgent calls. The current staffing in the district is:
- One commander
- Two sergeants
- Eight patrol deputies
- One school resource officer

We will now examine the nature of calls in the district. During the study period officers responded to 4301 calls for service, or about 12 per day. Of these calls 675 were classified as either priority 0 or priority 1 (urgent). In Figure 14 we observe the distribution of calls by hour of day.

CFS by Hour of Day
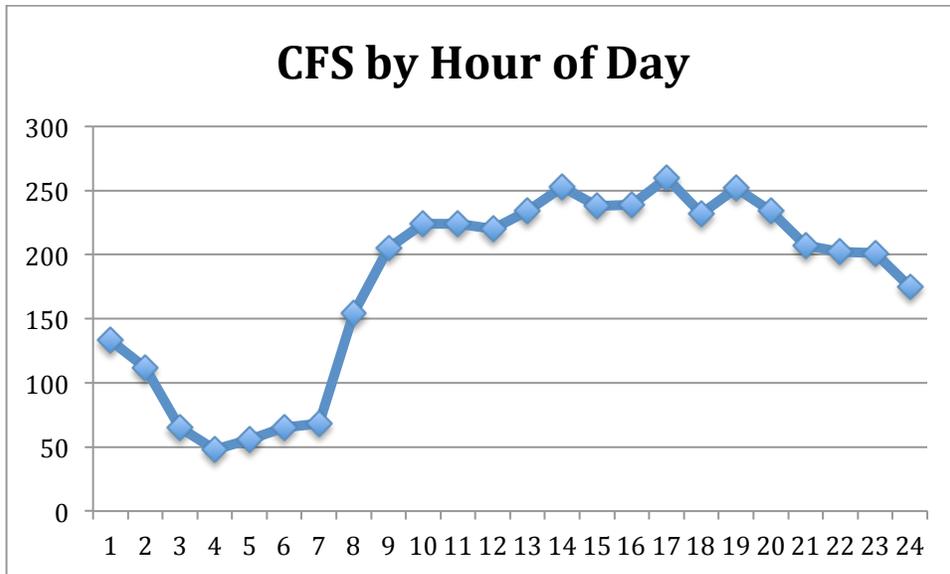
Figure 14 District 5 CFS by Hour

As we can see the pattern is similar to the other ACS districts, but there is a more precipitous drop-off beginning around 8PM. As we can see in Figure 15 there is little variation by day of week.
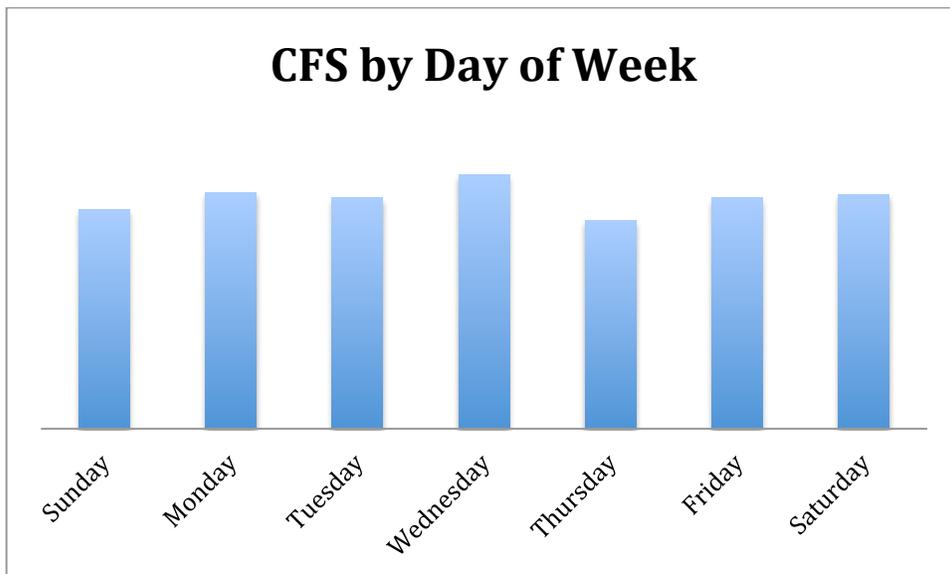
CFS by Day of Week

Figure 15 CFS by Day of Week

And finally, we observe the distribution of calls by month.
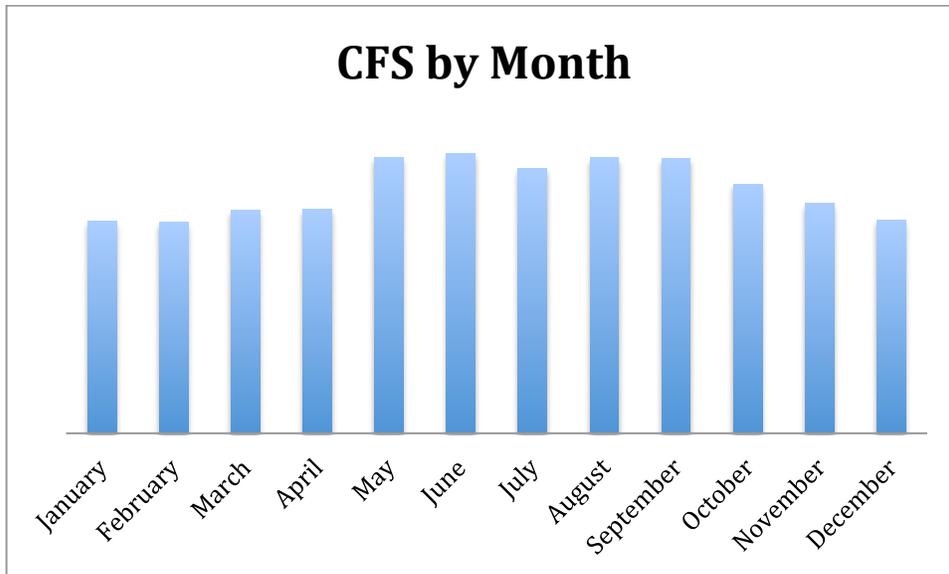
CFS by Month

Figure 16 CFS by Month

The types of calls handled by District 5 officers are very similar to calls in the western districts. This is seen in table 8.

Call Type	Number
SUSPICIOUS ACTIVITY IN PROGRESS	426
PHONE MESSAGE	375
MEDICAL CALL	343
CHECK WELL BEING	254
TRAFFIC COMPLAINT	208
ANIMAL CALL	162
REQUEST FOR COVER / ASSISTANCE	118
CITIZEN ASSIST	109
PROPERTY DAMAGE ACCIDENT	108
COLD THEFT	103

Table 9 Most Common Call Types District 5

Next we examine performance relative to time. As we can observe queue times are similar to the western districts. Not surprisingly, travel times are relatively lengthy. For both priority 0 and priority 1 the time from call receipt to arrival is about 10 minutes.

	Queue	Travel	Total Time
All Calls	0:11:11	0:08:09	0:42:06
Priority 0 Calls	0:01:23	0:10:00	2:37:53
Priority 1 Calls	0:03:19	0:07:54	0:46:37

Table 10 Time Measurements

District five utilizes the same work schedule as the western districts, and as a result, officer availability is reduced. Below we observe how the work schedule affects officer costs.

On Duty Per Shift	8 Hour (1.6)	Current (2.1)	12 Hour (2.5)[10]
1	1.6	2.1	2.5
2	3.2	4.2	5

Table 10 District 5 Staffing Requirements

Patrol Division Support Units

The Patrol Division includes several full-time support units including:
- Traffic
- Community Resource Team
- Juvenile Services Unit.

There are, in addition, several part time units including whose members are assigned to other divisions:
- SWAT
- Bomb
- Canine[11]

The *Traffic Unit* consists of a sergeant and 10 deputies. They work in a platoon system with the following schedule.[12]

Platoon	S	M	T	W	T	F	S
A	OFF					OFF	OFF
B	OFF	OFF					OFF
%ON	0	50%	100	100	100	50%	0

Figure 17 Traffic Unit Schedule

The unit provides coverage from 0600 until 0400 and includes a DUI program that runs from 1800 until 0400.

Because the agency does not investigate traffic crashes, the unit's core responsibility is traffic enforcement, although they also provide escorts.

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[10] Only two shifts required

[11] Canine officers are assigned to a patrol district

[12] This schedule is widely used by units that have a 4/10 Plan but do not provide service on weekends.

Table 12 illustrates ACS traffic enforcement data.

	Moving Violation	Non-Moving Violation	Total
2013	22,491	84	22575
2014	19,601	60	19661
2015	10,794	50	10844
Through June 2016	6132	36	6168

Table 12 ACS Traffic Enforcement Activities

The supervisor of the unit has placed a strong emphasis on handling citizen traffic complaints. This is noteworthy because many law enforcement agencies do not pay adequate attention to these complaints. The sergeant maintains a log of complaints and assigns officers to these locations. The sergeant's log, however, for the study period included 46 complaints. In our calls for service data set we found in excess of 2000 traffic complaints. It is unclear to us how the information from these complaints is being addressed. Moreover, the agency does not appear to have a systematic approach to accident reduction.

If we examine the citizen traffic complaint data it suggests that there should be more focus on evenings and weekends.
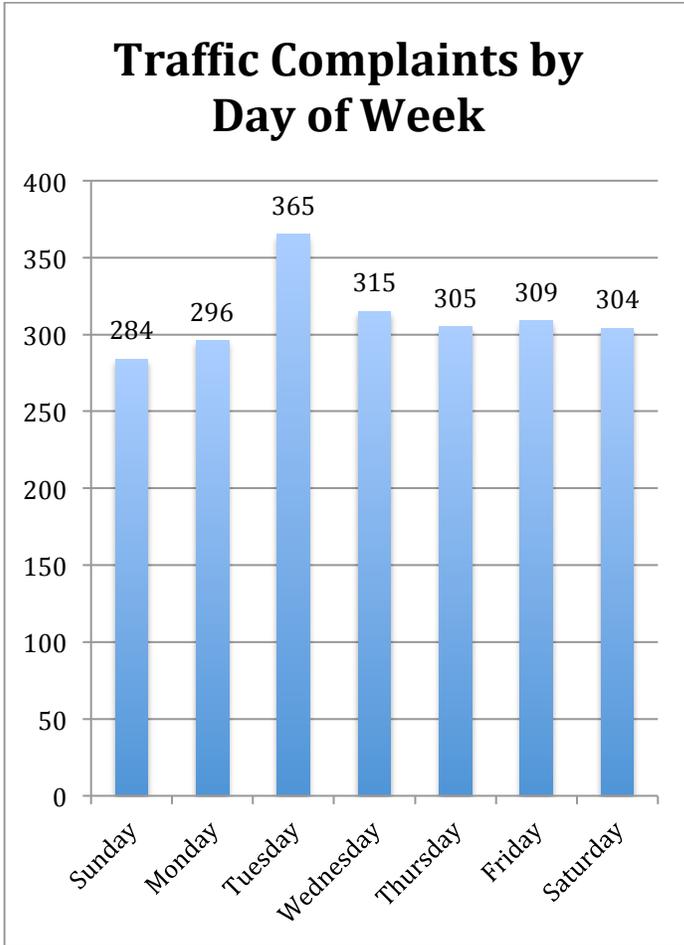
Figure 18 Traffic Complaints by Day

Traffic Complaints by Hour
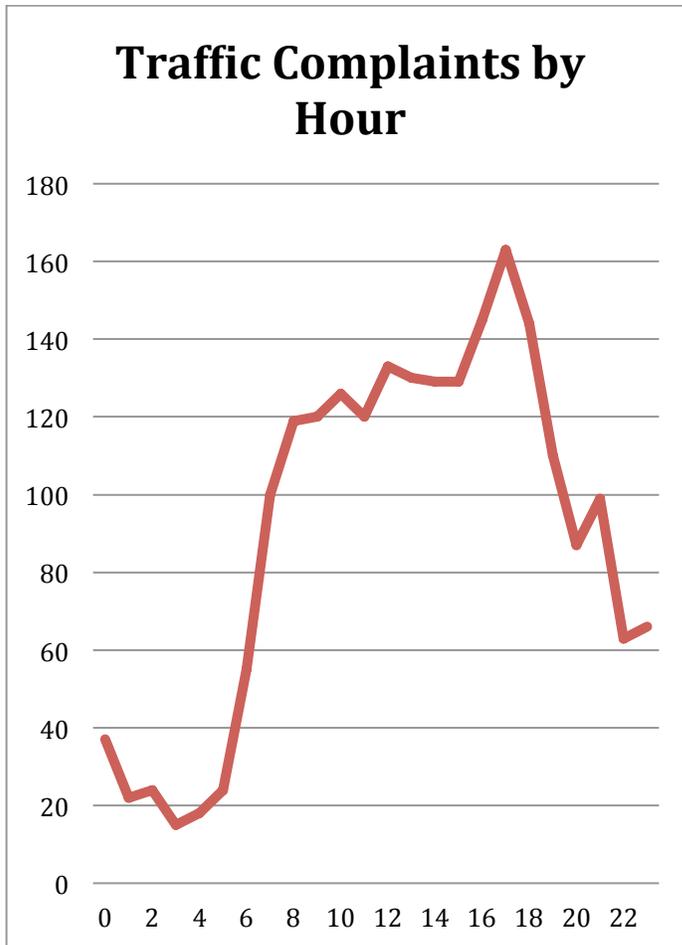
Figure 19 Traffic Complaints by Hour

The *Community Resource Team* (CRT) consists of a sergeant and eight deputies. The team works Wednesday through Saturday, but will "flex" their schedule in response to agency needs. The team focuses on several areas:

- Community Issues
- Liquor Licensing/ DOR Compliance
- Human Trafficking
- High Risk Juvenile Assessments
- Collaboration with METRO North Drug Task Force and East METRO Auto Theft Task Force
- Fugitive Apprehension

ACS recently created a *Juvenile Services Unit*. It includes a sergeant and five deputies. The unit represents a new approach to collaborating with Adams County schools. In the prior approach a few schools were assigned a deputy. In the new model 32 schools of the 43 in the ACS service area is assigned to a deputy. While the program is still relatively new, members of community panel raised some concerns about this

approach. We believe that while some schools will require more attention than others, every school should have an officer responsible for that school. **That can be accomplished, in our view, by adding one additional officer to the JSU squad.**

Patrol Supervision

Many law enforcement agencies have come to realize that they must devote more resources to management and supervision, particularly for personnel assigned to field operations. It is critical, for example, that in the event of a critical incident such as an officer involved shooting, that the agency can quickly mobilize the resources to effectively manage the myriad of tasks that must be performed.

Under its current patrol structure, ACS assigns two sergeants to each shift, one per platoon. On those days when a supervisor is not on duty hours are changed for other shift sergeants to ensure 24-hour coverage. This can result in one supervisor managing between 16 and 20 officers during the overlap times. While there is no hard and fast rule, best practice suggests that one sergeant supervise no more than eight officers. In order to address this we recommend that ACS assign an additional sergeant to each shift. This sergeant will perform administrative duties and serve as relief sergeant for the shift. This will ensure 24/7 supervision for the patrol platoons.

We also believe that the agency would benefit from assigning a member of the leadership team to be on duty 24/7. This can be accomplished by assigning two commanders to each shift, one per platoon.

Detective Division

A deputy chief and two commanders head the Detective Division. The organizational structure is illustrated below.
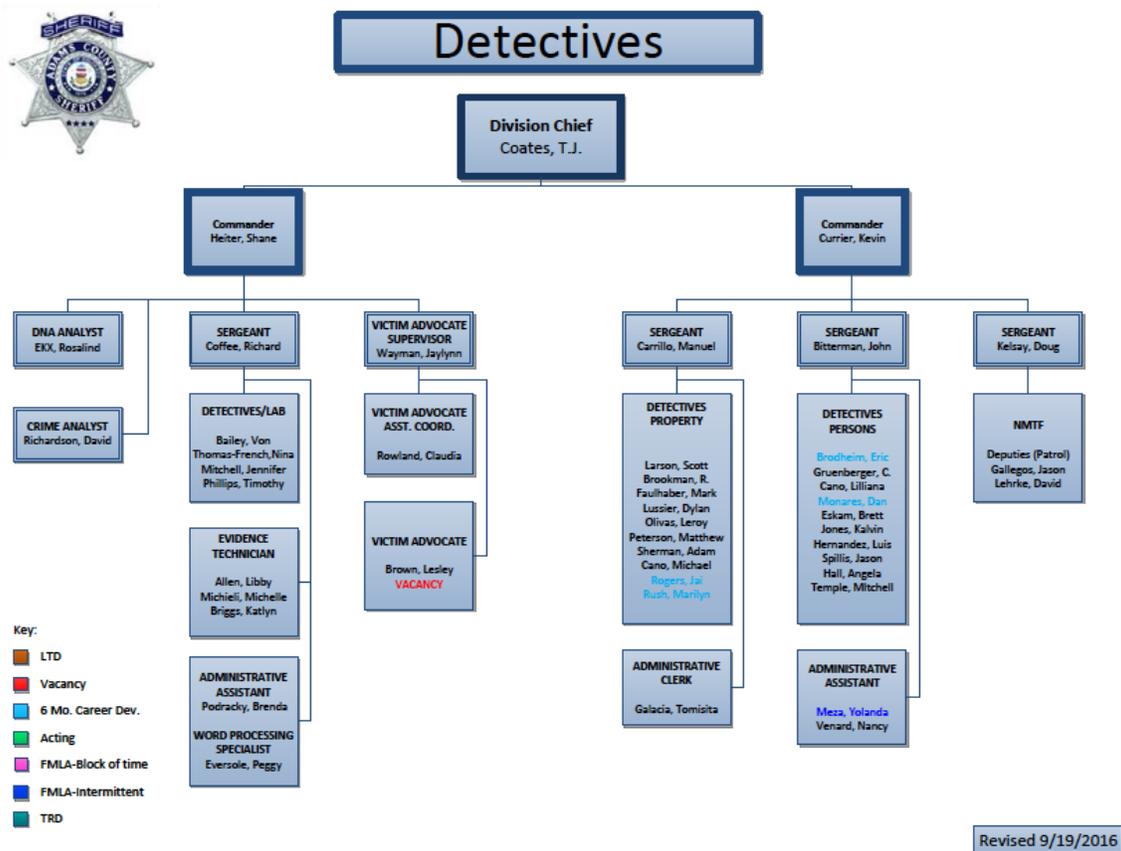
Figure 20 ACS Detective Division

We turn first to the management of case investigation. There are two squads of detectives (17 detectives) that conduct follow-up investigations of reported offenses. The detectives work Monday through Friday on a day and afternoon shift (until 2:30 AM). They work four ten-hour days per week with reduced staffing on Monday and Friday. They may be called out after hours for major crimes or when patrol division officers have made a felony arrest.

Detectives are assigned a geographical area of responsibility. Districts 1, 2, and 3 each are assigned four detectives. Four detectives are assigned to handle cases in districts 4 and 7. Finally, one detective is assigned to handle cases in district 5.

The division uses a systematic approach to classification of offenses for follow-up. Each day (except on weekends) a detective sergeant reviews all case reports submitted by patrol. Misdemeanor cases that have been resolved at the scene by patrol receive no further attention. The remaining cases classified as priority 1, priority 2, or priority 3.

Priority 1 cases include all homicides and cases in which a patrol officer has made a felony arrest. All felony arrest cases must be filed with the District Attorney within 72 hours. These cases may require additional follow-up by detectives.

Priority 2 are cases in which" either the suspect is known or there is sufficient investigative leads to investigate the case." These leads might include:
- Known offender (not yet apprehended)
- Physical description sufficient to potentially identify the suspect
- Presence of DNA or fingerprints from crime scene
- Unique or recurring MO
- Video evidence that could lead to identification

Priority 3 cases that do not contain sufficient leads to be active. After the case is reviewed by a sergeant and a detective cases may be re-classified or made inactive. Victims are not routinely notified that their cases have been classified as inactive.

ACS seeks to equalize workload across the detective cadre. Their goal is that each detective carries 10 active cases.

The following table illustrates the results of the case screening and assignment protocol for *all offenses*.

Year	Total Reviewed	Priority One	Priority Two	% Assigned
2013	5468	356	1318	30.1%
2014	5474	351	1405	32%
2015	5866	506	1906	41%

Table 13 Cases Assigned by Year

The following table (14) shows cases reviewed by detectives and subsequently assigned for follow-up in 2015 for FBI UCR Part One Offenses.

Offense	Murder	Sex Assault	Robbery	Aggravated Assault	Burglary	Theft	MVT	Arson
Reviewed	6	126	67	250	453	1573	681	20
Assigned	6	122	43	185	187	325	168	6
% Assigned	100	97	64	74	41	21	25	30

Table 14 Part One Cases Assigned

Next we examine case outcomes for serious offenses. Table 15 includes data from the FBI Uniform Crime Report Part One offenses reported for ACS in 2015.[13] The second row indicates the number of cases cleared by arrest for each category. Clearance information was taken from ACS Detective Division Reports. There are two important caveats. "First, in the UCR Program, a law enforcement agency reports that an offense is cleared by arrest, or solved for crime reporting purposes, when **three specific conditions** (emphasis added) have been met. The three conditions are that at least one person has been:

- Arrested.
- Charged with the commission of the offense.
- Turned over to the court for prosecution (whether following arrest, court summons, or police notice).

In its clearance calculations, the UCR Program counts the number of offenses that are cleared, not the number of persons arrested. The arrest of one person may clear several crimes, and the arrest of many persons may clear only one offense. In addition, some clearances that an agency records in a particular calendar year, such as 2015, may pertain to offenses that occurred in previous years.

In certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender. When this occurs, the agency can clear the offense *exceptionally.* Law enforcement agencies must meet the following four conditions in order to clear an offense by exceptional means. The agency must have:

- Identified the offender.
- Gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution.
- Identified the offender's exact location so that the suspect could be taken into custody immediately.
- Encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender."[14]

ACS classifies cases as being cleared by arrest when there is an arrest, or a case is filed with the DA, or there is some other form of exceptional clearance.

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[13] https://ucr.fbi.gov/crime-in-the-u.s/2015/crime-in-the-u.s.-2015/home
[14] https://ucr.fbi.gov/crime-in-the-u.s/2015/crime-in-the-u.s.-2015/offenses-known-to-law-enforcement/clearances

	Murder and nonnegligent manslaughter	Rape	Robbery	Aggravated assault	Burglary	Larceny-theft	Motor vehicle theft	Arson
Offenses	6	93	68	309	468	1,518	663	19
Cleared by Arrest	4	18	25	130	47	167	91	3
% Clear by arrest	66	19	37	42	10	11	14	16

Table 15 ACS Clearance Data

Table 16 illustrates offenses cleared by arrest for some 1965 "metropolitan counties" in the US. This group includes Adams County. As we can observe, ACS clearance rates are, in general, lower than this national cohort.

	Murder	Rape	Robb.	Aggravated Assault	Burglary	Theft	MVT	Arson
Offenses known	2,454	18,904	36,015	127,663	296,527	835,410	107,549	7,321
Percent cleared by arrest	64.3	42.5	30.8	58.7	14.2	20.7	16.1	20.9

Table 16 Cleared by Arrest Metropolitan Counties 2015

There are a number of observations relative to detective staffing and management.
- While we applaud the decision to assign two detectives to the evening shift, it seems that that number could be greater.
- The detectives are not scheduled to work on weekends, and their current work schedule provides reduced staffing on Monday and Friday. This seems particularly ill conceived given that since there is no one working on the weekends, Monday is likely to be very busy. Unless detectives are called to the scene of a crime on Friday it probably will not be assigned to a detective until Monday at the earliest. It is difficult to justify this work schedule based on any rational examination of the nature of the work.
- There are significant demands placed on detectives to perform ancillary duties such as teaching at the academy, or processing sex offender registration.
- While the performance objective of ten cases per detective seems to be viewed favorably by division leadership, it is not clear why that number was chosen. Cases vary significantly in complexity, and for some detectives a lower or higher level may be more appropriate.
- While there appears to be a strong method for assigning cases based on solvability, there is less evidence of the inclusion of seriousness in the decision. That is, it appears that many violent crimes are not being assigned for follow-up.

While there may be little likelihood of solving these cases, one wonders whether these serious cases shouldn't warrant more attention.

When asked whether the agency needed more detectives we were informed that every case that deserves follow-up is receiving it and each of those cases is being investigated fully. They argued that the only factor that would cause a need to add personnel would be an increase in cases.

ACS staffs a *criminalist unit.* It currently includes a sergeant and three criminalists, one of whom is non-sworn. In addition, an ACS DNA specialist is currently assigned to the Colorado of Bureau of Investigation. Criminalists work a ten-hour day with weekends off-the same schedule as detectives

Criminalists serve a dual function. They respond to crime scenes to process evidence, and they conduct some forms of laboratory analysis. The Colorado Bureau of Investigation (CBI) handles those analyses that cannot be performed in-house.

There are several important considerations in assessing the utility of this approach. First, ACS has hired its first non-sworn criminalist and we are told that the strategy is to eventually replace all personnel with non-sworn staff. This is consistent with national trends and this should be a high priority.

Second, we believe, and the staff agrees, that it is not very effective or efficient to use the same personnel to process and analyze evidence. Experience suggests that the skill set required to collect evidence from a scene is very different from that of those that must analyze it. While it is probably helpful to understand how the evidence will be analyzed, that is different from actually doing the analysis.

Another significant component of the Detective Division is the *evidence and property unit.* This unit performs a number of tasks including the intake, processing, cataloging and destruction of evidence. Like other units in the division staff works a ten-hour schedule with weekends off. Property/Evidence hours are Monday, Tuesday, Thursday, and Friday, 10:00 a.m. to 3:00 p.m. The office is closed to the public on Wednesday.

Managing the property/evidence function is critical. Many law enforcement agencies have come under significant scrutiny because of actual or perceived irregularities in the unit. To their credit ACS recently conducted an outside audit of the facility, which, we were told, was quite favorable.

Division leadership has suggested that staffing in the unit is inadequate, and cites the fact that 60% of the evidence in the facility could be destroyed, but staff lacks sufficient time to direct such efforts. Moreover, they indicate that there has been an increase in the number of items taken in as evidence.

Given the inefficient work schedule (reduced staffing on Monday and Friday) it is difficult for us to see the need for additional personnel. We do think, however, that much could be accomplished through use of part-time or contract personnel.

Ironically, much of the evidence destruction is actually done by outside contractors, but the division is reluctant to allow the contractors access to the facility. One approach to that problem would be to construct a "safe zone" in which the property that has been scheduled to be destroyed could be stored separately from the secure facility. In this way the contractors could retrieve the items without entering the secure area.

The agency maintains a *Victims Services Unit.* The unit provides a wide array of services to victims of crime in Adams County-much of their work is defined by statute. **We have reviewed the comprehensive workload analysis conducted by the unit's director and concur with the analysis that one additional advocate position should be added to the unit staff.**

We would suggest, however, that there are three important caveats to that recommendation:
1. The unit seems to be moving away from a staffing model that relied heavily on volunteers. We suggest that this is the wrong approach. Volunteers can be extremely valuable, not only because of the cost savings, but because they are members of the community and can serve as important assets for communicating about the fine work the unit is doing.
2. Colorado law defines the offenses for which victim services should be provided. While the list of offenses is long, it does not include every offense. As a result the agency should ensure that their resources are appropriately assigned.
3. It would seem that the patrol deputy that conducts the preliminary investigation could do much of what the VSU does. ACS should ensure that there is not a duplication of effort.

Professional Standards Division

The Professional Standards Division is responsible for concealed handgun permits, Internal Affairs, Community Connection Team, Adams County Sheriff's Academy, Internal Training, Explorers, and the Honor Guard.

PROFESSIONAL STANDARDS
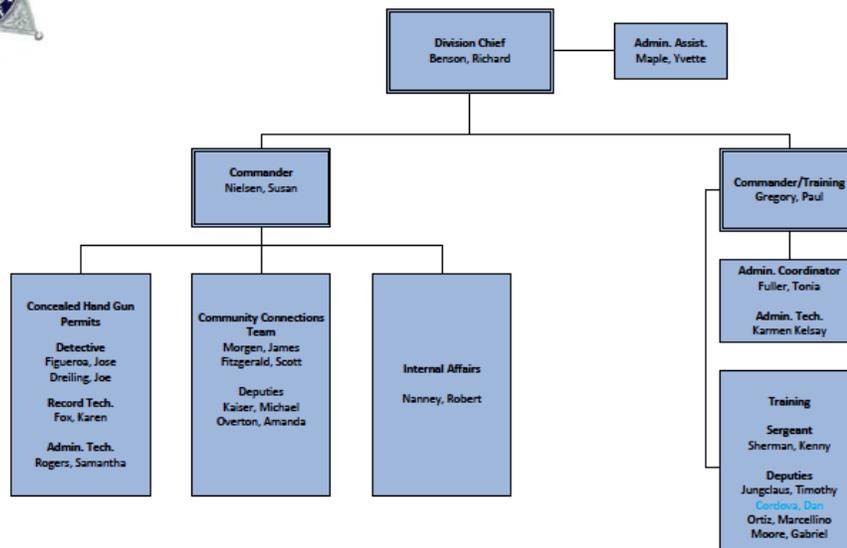
Figure 21 Professional Standards Organization

The Flatrock Regional Training Center opened in August 2013. The Training Center sits on 399 acres near the Denver International Airport. The center is a training facility offering an Emergency Vehicle Operation Center featuring a Driving Track, Driving Skills Pad; 2-Firearm Tactical Ranges, Force Option Simulator Room, Defensive Tactics Building, and Classrooms. It is also the location of the Adams County Sheriff's Office Academy. Flatrock is utilized by many Local, State and Federal Law Enforcement Agencies.

One of the key responsibilities of the training center is the provision of in-service training. The division provides patrol training on the first and second Wednesdays each month to coincide with the days when all of the patrol deputies are working. We reviewed the in-serve curricula and made the following observations:
- There does not appear to be a well-defined framework or set of goals and objectives for the training
- Some sessions are "mandatory" but we learned that deputies could take the day off during those sessions. That means that they have to reschedule the training for another day-reducing patrol staffing
- Certified officers from other divisions do not use the in-service program for patrol. For, example, the detective division does much of its own in-service training.

In our view the provision of in-service training in this manner is really driven by the work schedule. That is, because the work schedule creates double staffing on Wednesday, the in-service training schedule is used to justify this imbalance in schedule. On its face providing this amount of in-service training appears to be a desirable goal. But, when reviewing the curricula, acknowledging that few other employees (certified or non-certified) participate, acknowledging that a significant portion of annual in-service can be done via internet training (e.g., annual Ethics updates are done this way by some states for all state employees) and considering that it is far more common that departments of all sizes provide 40 hours per year of annual in-service training raises significant concerns. In-service training is intended to keep all employees current and up to date on legislative changes, ethics issues, new directions/policies of the Sheriff's Office, skills updates (firearms, less than lethal, arrest techniques, etc.), separate supervisory skills development and other issues of interest to the leadership[15].

This *concealed handgun permit unit* provides the necessary pre-permit work required by state law for applicants for a concealed handgun permit. After reviewing the work of this unit and discussion with leadership, it is recommended that this unit be considered for **civilianization in its entirety**. We were surprised to learn, for example, that the detectives assigned to conduct these investigations do so by telephone. This, it would seem, can hardly be called an investigation. One alternative approach is the use of retired Adams County (or other local agency) certified law enforcement officials to meet the statutory requirements of this law.

The *Community Connection Team* was recently created to serve as a neighborhood liaison, problem-solving team. It was reported that this unit has a list of anticipated or desired goals; however, due to current staffing (one of the two full time employees is out on extended leave) these goals cannot be met. When this employee returns, the plans are to have the employee report to the Field Training Officer program for updates to training. Beyond this staffing question, the incorporation of this unit into the overarching plans of community policing for the agency seem disconnected. Many of the duties of these employees are often the normal every day duties of patrol personnel or patrol area commanders. Further, the coordination of the goals and objectives of this unit by enlisting other specialty units (e.g., traffic enforcement) normally found within the portfolio of field command units is duplicative.

The stated mission of the *Public Information Officer* is clear and consistent with typical practices of law enforcement. What is unusual is that this unit does not

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[15] The Commander of the Flatrock Training Center did acknowledge that the Sheriff's Department's leadership team reviews current statutory needs for in-service training and items of importance for training and publishes an annual in-service training plan. This is a good strategy. What may be missing is the same process to be used for all non-patrol personnel in the agency as well.

report directly to the CEO (Sheriff) or the COO (Undersheriff) to ensure complete continuity of messaging both internally and externally. A direct reporting relationship to either the Sheriff or Undersheriff provides far greater efficiencies in message and communication plan formulation, as well as the authority to release information in a timely manner.

In the current alignment of the agency, the PIO reports to a Deputy Chief of Professional Standards, two steps removed from the Sheriff. Moreover the new communications professional specialist (Administrative Division) reports to a different senior leader reporting to the Sheriff. To ensure that all communications plans (internal and external, social media, etc.) are consistent with the direction of the Sheriff or Undersheriff the newly created positions of Communications Specialist and Communications Coordinator should be a part of the Public Information Office.

Internal Affairs

The Internal Affairs Unit utilizes the IA Pro and Blue Team computer programs as a tool to manage information and tracking of internal investigations, frequency and seriousness of investigations, and to also to determine staffing of Internal Affairs. This program also allows citizens to send in commendations for deputy performance. IA Pro is a fairly standard software package used in law enforcement, and the Blue Team component also assists in measuring internal affairs complaints so that like officers in like units are compared, versus comparing outcomes/complaints across the whole agency. This program can also create comprehensive and comparative reports of disciplinary actions year over year, month over month, types of discipline investigations, outcomes of investigation, identify employees who are disproportionality appearing in disciplinary investigations as targets or witnesses of misconduct, etc.

According to staff interviewed the process for determining whether to initiate a disciplinary investigation rests solely with the Undersheriff. As complaints of misconduct become known to supervisors (either a citizen's complaint or a supervisor's complaint) the transmission of the complaint works its way up the chain of command, with supervisors and senior leaders adding their endorsement or disagreement to the Undersheriff. The Sheriff's Department may want to consider an alternative strategy that empowers lower levels of the chain of command to act on allegations of misconduct by initiating disciplinary investigations. A benefit to this strategy is that accountability for employee behavior by supervisors is enhanced when they have to make decisions on initiating internal investigations of allegations of misconduct observed or reported. This further holds the supervisor who observed or learned of misconduct to be accountable for the initiation of the disciplinary system as opposed to "kicking it upstairs." It can be the case that a strategy of "kicking it upstairs" releases the supervisors closest to the problem from personal accountability of their subordinates. In its most insidious use, this type of strategy can create an

atmosphere where the first line supervisors can intimate to their employees that "it wasn't me" it was the (in this case) Undersheriff who initiated this disciplinary investigation.

Many law enforcement agencies differentiate the assignment for investigation of minor citizen allegations and minor departmental policies and rules allegations from serious allegations of misconduct. In these agencies, the minor infractions as defined by the agency are assigned to the field supervisor of the law enforcement office accused. In this way, it is believed, that first line supervisors are a part of the disciplinary process and more aware of misconduct and opportunities for remediation of employees to deter future violations of their subordinates. The requirement that first line supervisors investigate and hold their employees accountable for these types of allegations strengthens the skills and abilities of the first line supervisors. To be responsible for these investigations also require that supervisors learn how to interview citizen complainants and learn the valuable skills of internal investigation practices. This experience is also critical in the development of first line supervisors as they move up the chain of command. By assigning internal investigations in this fashion there is an added benefit that the more complex and time consuming investigations of serious allegations of misconduct are conducted by the most experienced Internal Affairs Unit investigators unimpeded, nor distracted, by the numerous minor allegations that are usually the majority of internal investigations in an agency.

The investigation of allegations of misconduct is but one of many ways to monitor employee behavior with an eye towards an Early Warning System[16]. Staff acknowledged that there is not currently an Early Warning System, but that efforts are underway to develop one. Given the nature and tremendous responsibility of law enforcement leadership to ensure that their work force is following rules, policies and procedures, developing an EWS should be a critical item to advance.

Administrative Services Division

The Administrative Services Division is a multifaceted unit that in our view is extremely well organized and managed. Its organization is pictured below.

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[16] An Early Warning System (EWS) is a system in which many areas of an employees performance is monitored for signs of misconduct or potential misconduct. EWS can also serve as a tool to better anticipate individual employee needs in remediation. Adams County Sheriff's Office staff was directed to some examples of EWS systems in departments around the country.

ADMINISTRATIVE SERVICES
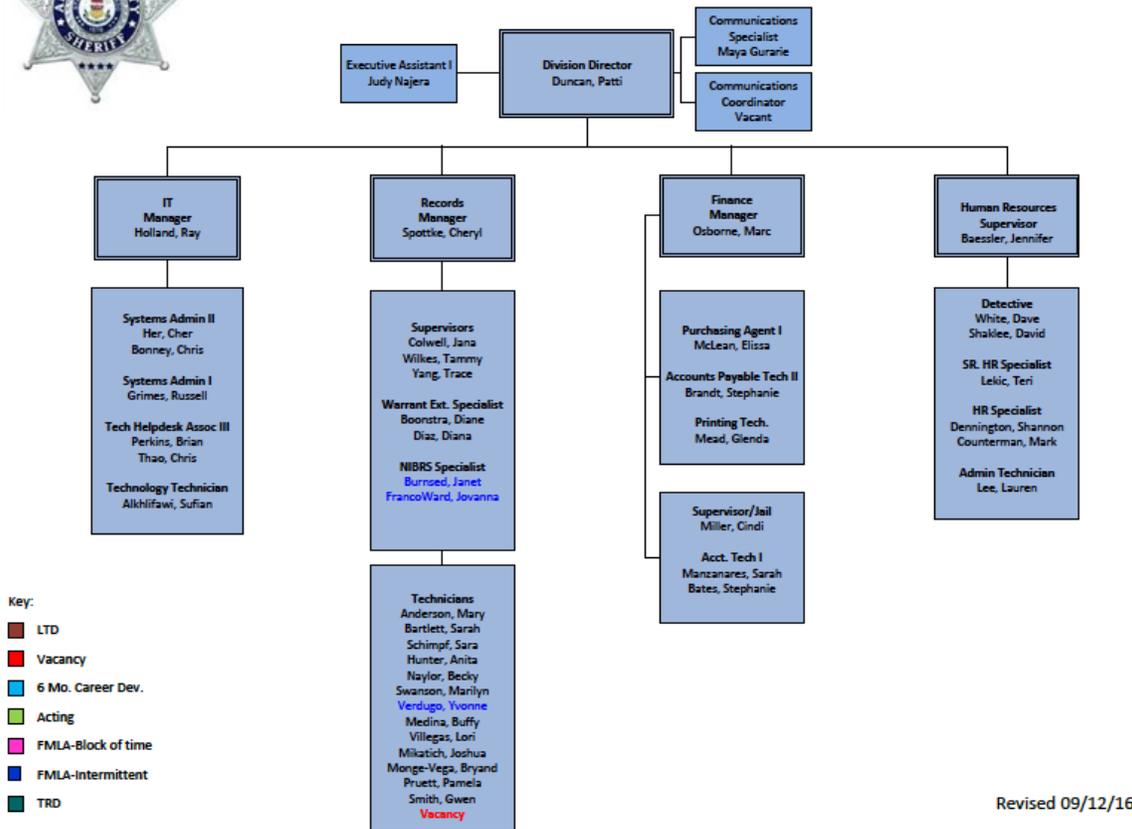
Figure 22 Administrative Services Division

The Director of Administrative Services provides leadership and guidance over the Finance Manager, the Records Manager, the Human Resources Supervisor, the Information Technology Manager and the newly created positions of Communications Specialist and Communications Coordinator. Given the unique needs of needs common to a full service law enforcement agency with jail responsibilities, the assignment and staffing of units to meet these administrative and financial requirements within the ACS makes sense.

The *Finance Unit* provides oversight and supervision to the Purchasing Agent, Accounts Payable, Printing Technician, and Supervisor of Jail finance. In addition they are responsible for budgeting and managing funds received through fines and fees. The unit is regularly audited, and found to be in compliance.

One area of concern is inventory control. First, it is critical that there be a clear separation of duties between staff that do purchasing and those that do inventory. Second, it appears that some units are charged with conducting their own inventories. In our view this function should be centralized.

Another area of concern (although reported to be operating without problems) is off-duty employment for deputies. The Sheriff's Office uses what is generally termed the "officer contract model" for the majority of this off duty use of deputies. In this model, the department will establish guidelines for approval of off duty jobs, monitoring of locations, ensuring that officers are abiding by departmental policies while engaged in off duty employment.

Financial arrangements for these engagements are worked out between the deputy and the entity requesting service. The county does not receive any compensation for these engagements. In this system the county is essentially subsidizing the cost of equipment (cars, uniforms, vest, computer equipment in cars, radios, etc.) and training at the benefit of the private entity. Further, the Sheriff's Office has not calculated a cost to be associated with the liability that is necessarily attached to this type of work for a private entity. It is clear that the county would have to indemnify the deputy even though the officer is working off-duty.

The use of the "officer contract model" is generally not considered a best practice and should be reconsidered. A better practice in the privately paid use of off duty deputies is to have all such arrangements managed by a unit in the Sheriff's Office. This unit would invoice for services rendered, ensure equity in distribution of off duty opportunities, ensure compliance with eligibility and policies of off duty work, and assign a calculated cost for the use of the Sheriff's Department and County owned property and equipment[17]. Payment of deputies for the off duty work performed should be a part of the Sheriff's Office normal payroll, to included appropriate deductions for local, state and federal income taxes.

Records Unit.

The ACS uses the National Incident Based Reporting System (NIBRS) and reports to the state of Colorado. The NIBRS specialists serve as the final approval point for reports of crimes in the agency. If an error is discovered, the NIBRS Specialist sends the report back to the approving supervisor. The Records Manager reported that there was no tracking system to monitor the returning of reports for errors in submission, or questions that arise in narratives, potentially not meeting the classification rules. This is an area of concern. The Records function could and should provide such a tracking mechanism to help identify areas that need remedial attention in report writing, and proper completion of the NIBRS report form. Information learned that could be built into the in-service training of deputies as well as identifies performance issues.

The Records Manager reported that in the coming months a new Automated Records Management Systems (ARMS) will be coming on line for use in the Sheriff's Department. It was reported that discussions about a monitoring system of kick-

backed reports would be part of the new ARMS. This is a positive development, and should be followed up for implementation.

Apparently the only review of the police narrative occurs with the approving supervisor; therefore, consideration should also be given to creating a Quality Control system for police reports. By drawing a significant sample of randomly selected reports for review and re-contact with victim or witnesses to determine if the incident was handled according to agency policy, the Sheriff's Department can have further evidence of compliance with internal policy and NIBRS rules in reporting crime in their jurisdiction.

In regards to the Records Technicians the nature of the 24-7 requirements of these duties makes retention and recruitment difficult. This is not unique to the ACS. This is a human resource challenge that must be addressed for the long-term success of the unit and the Department. A promising development in this regard is recent discussions by Adams County to begin charging for the use of these services in the overnight hours to smaller jurisdictions (i.e., Commerce City and Brighton City), which has traditionally been the beneficiary of these services at no cost to their departments. Clearly it is in the interest of the County and the Sheriff's Department to recover these costs.

Human Resources

The supervisor of this unit oversees traditional human resource functions (i.e., payroll, benefits, FMLA, leave issues, promotions, monitoring and recording realignments of personnel within the agency, etc.) and also oversees all recruitment and background investigation for new employees (certified law enforcement and professional support staff). As one of the major departments in the county, the very time consuming and complex matter of recruiting, training and retaining law enforcement officers suggests that the Sheriff's Office requires constant attention to these matters through a unit assigned for these purposes.

We recommend that the agency use retired (or light duty) deputies or engage outside resources to conduct employment background investigations.

Information Technology

 Central to the management of a law enforcement IT department is the efficiencies that can be obtained by partnering with the larger government agency, in this case the County, on sizeable items such as equipment purchase, managing internet and intranet issues and warehousing data. However, in a law enforcement environment, the law enforcement agency must maintain a sufficiently staffed and trained workforce to support a 24/7 operation.

There are several issues that pose a challenge to the agency:

- ACS hosts a wide array of programs and platforms and thus it is difficult to employ sufficient staff to provide support for such a diverse group.
- Even though the ACS is autonomous its must work within the county IT infrastructure.
- There are many legacy systems that are used by individual operating units.

The key to managing these competing demands on IT resources it more coordination through strategic planning and the establishment of a high level steering committee to review IT service requirements.

In our view additional resources are required to support information technology. While the agency has done very well in managing the complex IT environment, what it lacking, in our view, is sufficient emphasis on analytics. In other words, ACS has developed many systems to provide data, but we have seen many examples of how this data is not of sufficient quality to support agency operations.

We believe that the agency should create a new position and engage someone skilled in police analytics to fill the post. The job of the *Police Analytics* member should be to extract value from organizational data, develop software tools to deliver that value and to consult on organizational issues related to data creation and management.

This analytic capacity will allow ACS to synthesize and leverage the considerable data resources found throughout the agency to develop analytical products that are used to inform decision makers throughout the organization. Because data touches so many parts of the organization, analytics can offer an opinion on how new initiatives, software purchases or changes to existing data infrastructure will impact the larger data ecosystem. [18]

Civil Division

The Civil Division is responsible for the service of civil papers. The division also manages activities such as evictions, protection orders, back taxes, sheriff sales, possession orders, child custody issues, etc. The fees the Sheriff can collect for these duties are found in state law. The division appears to be well managed and maintains an active list of open items to fulfill under the law and averages about a 70% (currently 73%) fulfillment rate. court. The unit follows the court's instructions on what are valid, and what is the minimum number of valid attempts to serve an order before it determines that they cannot deliver an order. The nature of this work is highly administrative by nature. Good recordkeeping is

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[18] Halton Regional Police Service Police Analytics
Office of Continuous Improvement and Strategic Management, April 2014.

essential. Therefore, continual assessment of administrative support necessary to ensure an efficient operation should be a priority.

Many of the activities of the civil division pose risk to the deputies. The uses of "cover teams," immediately available back up units should be part of the deployment scheme.

A big component of the civil unit's responsibilities include the service of court papers. Under state law, these papers do not need to be served by a certified officer. **We recommend that ACS restrict unit activities to those events that actually require the presence of an officer and that the service of court papers is handled by the private sector.**

Citizen Focus Group Analysis

As part of our analysis we conducted a focus group with several community members. The group was a diverse mix of concerned residents, business owners, community group representatives, and community leaders. We learned a lot about citizen attitudes about the sheriff's department as well as the major issues and concerns they had about their neighborhoods. In this analysis, we highlight the issues/themes discussed with the group, and make specific recommendations based on their feedback and concerns.

Theme 1: General Concerns about Community Relationships with ACS

Residents are starved for more informal interaction with ACS. Most of the residents highlighted that they believe that there is little contact between the department and citizens and few opportunities to interact informally with sheriff's deputies. Residents want to know more about what is happening in the department and want opportunities to raise concerns and collaborate with the department to solve problems. Residents were clearly eager to do their part and have done some community organizing. For example, one of the residents described that his neighborhood now meets frequently to discuss problems with crime and disorder, but was frustrated that the group has been unable to establish a good working relationship with the department and hopes to have specific contacts to support their initiatives. Several of the residents discussed the importance of school resource officers (SROs).

Recommendation
There is a need to design a broader community interaction strategy with the main goal of building stronger relationships with community groups and residents. It is important to note here that the residents who had frequent contact with the sheriff's department were generally satisfied with those interactions, but the group overall thought that this was a missed opportunity as informal community interaction was not frequent enough.

It will be important first to inventory the existing neighborhood watch groups, key community groups, and key contacts. It may be that the department already has such an inventory and it is likely that deputies already know of such contacts, but it is important to consolidate this information. In the short term, the Sheriff could easily organize bi- or tri-monthly community meetings in different areas to start a dialogue with the community and better understand its concerns and issues. It was not surprising that the residents who attended the focus group raised a variety of different concerns about problems in their community--from drug and gang issues, to concerns about speeding and traffic, to communication issues, to residential burglaries. Such meetings will provide an opportunity to learn more directly about the concerns affecting different areas of the county. Such meetings do not require the commitment of a significant number of personnel, and organizing such meetings would be an important first step for improving police-citizen communication and interaction.

The size and diversity of the county poses unique challenges to the department. Residents were unclear where the department was located and how they are dispatched to different areas. Most residents said they rarely, if ever, see an officer on patrol in their neighborhood. Currently, there are substations, but it would make sense to strategically locate several other substations throughout the county. The officers assigned to a substation could be a key point of contact for the department and a source of information/connection to the collaborative opportunities between the community and the department. In addition, they can drive any problem solving and proactive activities, coordinating resident concerns, developing an understanding of the nature of the broader problems in a community, and implementing and assessing solutions. This might be the most direct way to address concerns about lack of police response to issues of concern and will raise satisfaction with the police directly. These officers could hold regular neighborhood/community meetings with citizens.

Theme 2: Communication Problems
One area where there seemed to be consistent concern is in the misunderstanding of how to best reach the department in order to report a specific emergency. Most of the residents called 9-1-1 but their concern was more tied to the delays in being connected to the department. Since most residents do not have landlines or usually have tried to call from their cell phones, their call was delayed until location/jurisdiction could be established. The residents were very satisfied with the speed of the response to high priority calls, but their frustration was in the delays in actually being connected to make a complaint. Citizens were not satisfied with the response to non-emergency calls. Some used the 9-1-1 systems to make such calls, but it was their sense that a deputy was never dispatched to respond or if she/he was dispatched they did not know whether the situation was resolved. Others simply said that they didn't make such complaints because they thought they would be wasting the department's time and they were unaware of any non-emergency numbers to call to report this information (although this number is listed on the website for the department). Finally, residents thought there were

times when the sheriff's department was responding to a serious event near a local school that would have required the school to implement safety protocols, but there was no communication about what was actually happening to the schools.

Recommendation
It would make sense to have a public information campaign in help clear up the confusion about who and when to call. This would have added value in increasing the visibility of the department. There would be several elements to such a campaign. First, the Internet presence of the department is currently low. This is really a missed opportunity to provide a lot of information to the community at virtually no cost. The department does have a website, but it would be important to encourage residents to use it more often for information as well as increase what is provided. For example, it would be helpful to share more information by preparing responses to frequently asked questions (FAQs). Second, it will be important to coordinate the activities of the public information officer with the personnel dedicated to managing its social media presence. The key will be to strategically share information about current initiatives and successes of the department, and use innovative strategies to engage teenagers and young adults. There may be many programs and initiatives that the Sheriff's Department is doing to engage citizens, but no one may know about them because of insufficient publicity. The news media is one outlet to promote such programs, but the focus of news media is reporting on crime incidents, with little focus on programs (and most youth and teenagers do not read the newspaper). It would be helpful if the department thought more broadly about community engagement opportunities by expanding their communication efforts and encouraging residents to use their Facebook page and also to build and/or expand capacity using other social media outlets. Third, there may be good reason for not responding to low priority calls, but it is still frustrating for residents. Research indicates that citizens will still be highly satisfied with the police even when they do not respond directly to a call if the department acknowledged the information. One way to accomplish this is by implementing other ways to respond to non-emergency calls. Such strategies might be to do telephone follow-ups on non-emergency calls instead of sending a deputy, implementing on-line reporting systems, or instituting a tips line.

Theme 3: Managing Concerns About Youth
Citizens discussed concerns about problems related to youth crimes/disorder problems. The residents were unanimously in favor of the school resource officers, but thought that the SROs were not distributed evenly. That is, they believed that because multiple schools shared SROs a lot of time was spent at some schools and other schools were neglected. A related problem was tied to the ability to communicate effectively with what is perceived as a growing and increasingly diverse community. Residents raised issues about officers responding without compassion and understanding about the unique circumstances that each citizen may face.

Recommendations

It is important to continue to have a strong relationship with the middle and high schools in the area, and it seems like there would be great value in first better understanding the types of programming provided in the schools as well as how the SROs are distributed across the schools. The students are a critical source of information about the problems going on in the county, and having strong relationships with them will have both short- and long-term benefits. Moreover, thinking of ways to better interact with youth and diverse communities can be addressed via the implementation of training and problem-solving initiatives.

Theme 4: Strategic Problem-Solving Efforts

One of the challenges that all police departments face is balancing the time available to respond to calls for service with using other time to strategically respond to particular issues and problems and engage in community outreach. Although the residents understand the need to prioritize calls for service, they also suggested searching for opportunities to more strategically respond to community problems. They were satisfied when such efforts occurred. A resident discussed concerns about traffic issues around a school that were reported to the department. When this issue was brought to the attention of the department, extra patrols were added and the problem was resolved. However, other residents discussed major problems in their community that were not being addressed. For example, a resident discussed how she and others in her community avoid a park in her neighborhood because of the youth that frequent the park and the drugs that are used. Directed patrol in the area would easily take care of the problem, but there doesn't seem to be an easy mechanism to get the information from the resident to the department in a way that can inform strategies.

Recommendations

The effort to improve relationships with residents and systematically collect information from them should inform short-term priorities and shift assignments. It is not enough for citizens to be able to report their concerns, but the information has to be used strategically by command staff to direct patrol to address these issues. Citizen complaints could also be paired with crime analysis to determine hot spots and problem issues to better focus department resources and improve citizen satisfaction with the police.

Conclusions and Recommendations

This report has examined organization, staffing and deployment for the Adams County Sheriff. In general, we found a very professional organization, with a particularly strong leadership team. The Sheriff has made a strong commitment to community policing, and while we applaud that strategy, we believe that there are several organizational changes that would facilitate that goal. These recommendations are described below.

Recommendation One. The Office of the Sheriff should be reorganized to streamline and consolidate communication and internal affairs functions. The proposed structure is illustrated below. As we have discussed earlier this will consolidate communication activities in the office of the sheriff and assigning internal affairs to the Sheriff is consistent with best practices.
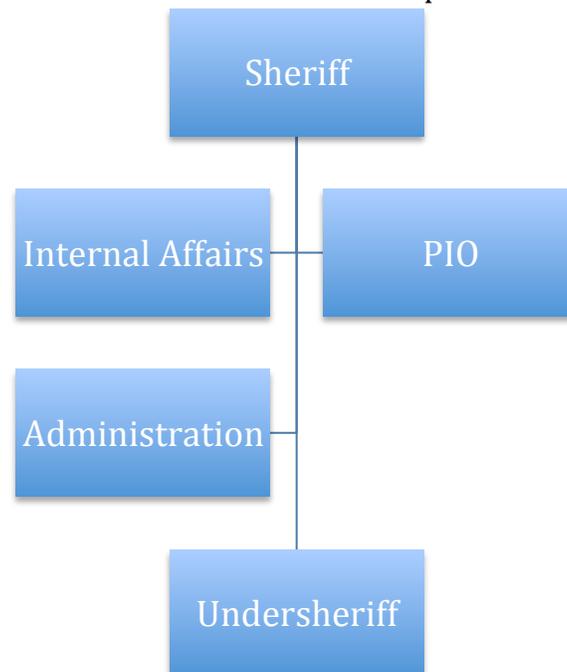

Figure 23 Proposed Reorganization of Office of Sheriff

Recommendation Two. The Patrol Division should reorganize to better support community policing and problem solving. ACS has a number of units that engage in proactive and specialized activities. Some of these units are full time and others not. The management of these units is spread among different members of leadership. Therefore, we are recommending that the division be re-organized and repurposed to consolidate the focus and management of the enterprise. The organization is pictured below.
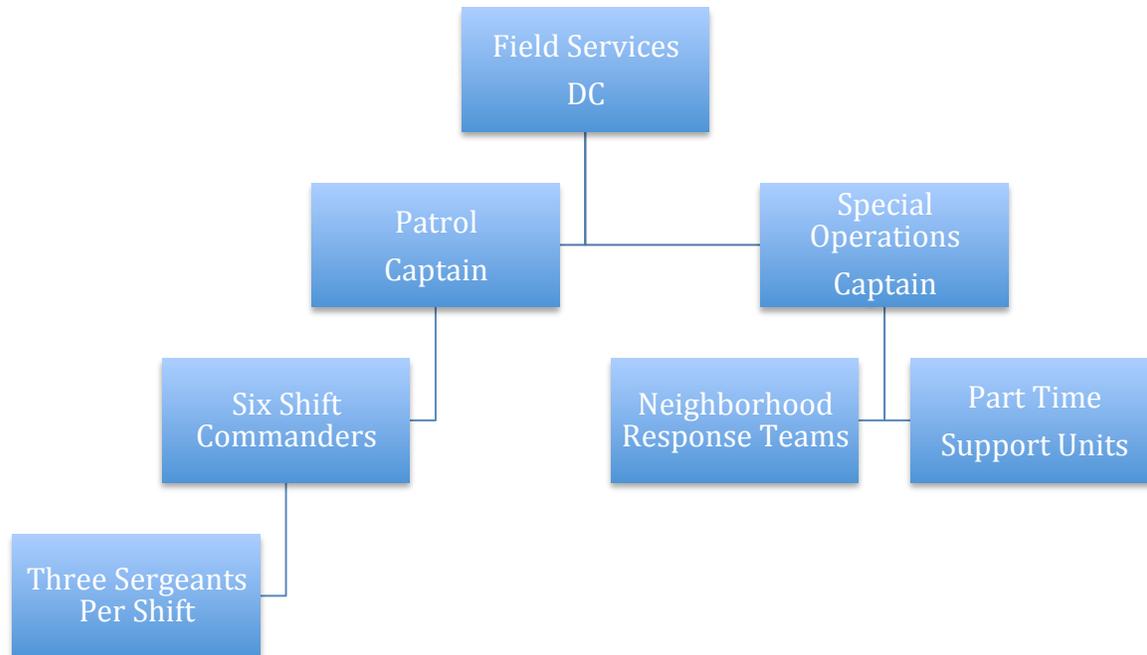
Figure 24 Field Services Division

This unit structure will include several new concepts:
- The division is re-named the Field Services Division to better reflect the diversity of its mission
- The patrol unit will have its own captain and each shift will have two commanders (one per platoon)
- A captain will direct all support activities.
- Several current units will be combined to form neighborhood response teams. The units include:
  - Traffic
  - CRT
  - Community Connections
  - Juvenile Services
- The Neighborhood Response Teams (NRT) will use a mix of strategies to address community and neighborhood problems including
  - Targeted saturation patrol,
  - Traffic enforcement
  - Bicycle and foot patrol,
  - Undercover/plainclothes/decoy/surveillance operations,
  - Educational presentations,
  - Coordination of efforts with other government or human service agencies,

Recommendation Three. The ACS should adopt a more comprehensive approach to traffic safety. On of the most significant challenges for an agency is how to effectively and efficiently manage resources in order to ensure traffic safety.

This is particularly true in communities in which there is widespread concern about crime and disorder.

There are a number of factors that may impede a community's ability to provide an effective police traffic management program. Among these are:

- There is a generally held belief that traffic crashes are "accidents" and are not preventable,
- Police traffic enforcement, the principal tool in the department's crash prevention program, is rarely applied, and when it is applied, it may not be done at the places where traffic crashes are occurring,
- Most citizens care a great deal about traffic safety, but they do not see the nexus between traffic law enforcement and crash prevention. Many citizens view traffic law enforcement principally as a tool for generating revenue.

There are several reasons that a police department must devote resources to traffic safety:

- Traffic violations are significant contributing factor in traffic crashes,
- Traffic violations, particularly speeding and red-light running, pose significant threats to the quality of life in neighborhoods,
- Traffic stops are an important opportunity for police-citizen interaction, and
- Traffic law enforcement has shown to have significant deterrent effects on non-traffic crime.

On of the most challenging aspects of providing police traffic services is the best way to handle citizen traffic complaints. Almost every department receives numerous complaints from citizens about speeding cars or reckless drivers in their neighborhood. The typical response to these complaints is to "increase patrol" in the area or in some cases an agency may assign an officer to monitor the location for violators. Very often the officer spends an hour or two at the location, and reports back that there was very little traffic, and even fewer violators. Many police officials view this activity as unproductive.

In spite of this apparent inefficiency, I suggest that citizen generated traffic complaints are critical for several reasons. First, the nature of these offenses is not amenable to citizen response. That is, unlike some types of crime in which citizens can take preventive action (alarms, lights, and target hardening) there are few actions that citizens can do to control traffic in their neighborhood. Second, whether or not there really is a speeding problem is arguably irrelevant. The fact that citizens perceive a threat (particularly to their children) makes the threat very real in their mind. Finally, these situations provide great opportunities for officers to interact with citizens in problem solving. To the extent that they are successful in handling these problems, it could result in benefits in other areas.

Another benefit of traffic law enforcement is the opportunity that it provides for police-citizen interaction. According to a recent study conducted by the Bureau of

Justice Statistics, each year about 19% of the adult population in the United States has a face-face contact with a police officer. *About one half of those contacts are during traffic stops.* The implications of this are important. For many citizens the only contact they have with an officer is during a traffic stop. Thus, these encounters provide a unique opportunity to influence how citizens view their police department and its members.[19]

One of the most exciting new approaches in police traffic services is now being tested in several communities. **Data-Driven Approach to Crime *and* Traffic Safety (DDACTS) National Initiative** is a joint effort of NHTSA, BJA, NIJ, and partner organizations to encourage law enforcement agencies to implement a business model that uses highly visible traffic enforcement strategies to fight crime and reduce crashes at the local level by using geomapping techniques to identify Hot Spot areas, which support enhanced resource allocation. The initiative encourages using the full range of traditional and non-traditional partners to increase effectiveness.[20]

In spite of the many reasons to establish a comprehensive traffic enforcement program, many agencies fail to do so. When law enforcement executives attempt to increase levels of enforcement, they invariably face criticism about "quotas", revenue generation, and political questions about whether or not this is an appropriate use of police resources.

In most law enforcement organizations administrators pay careful attention to traffic enforcement. However, their principal focus is on officer productivity, not traffic safety. That is, many executives use traffic enforcement as a means to measure officer performance. This approach often leads to problems. Officers often consider that counting traffic citations is not a valid measure of performance. They may begin to see traffic enforcement as a mechanism to raise revenue for their communities.

Unfortunately, they sometimes communicate this view to stopped motorists. But perhaps, more importantly, using traffic tickets as a measure of performance may encourage officers to write tickets where it is easy to do so and not where the enforcement action will reduce traffic collisions. Every officer knows places in the community where one can obtain a month's expected performance in a matter of hours. This cycle leads to cynicism and weakens the traffic safety program.

Recommendation Four. ACS should eliminate its reliance on ten-hour work schedules. ACS makes extensive use of work schedules in which employees work ten hour shifts each week. We have demonstrated the cost of this approach in patrol but there is also a significant cost in those units that use this approach while providing weekends off. In these units staffing is reduced on Monday and Friday,

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[19] Contacts between Police and the Public Series
[20] http://www.ojp.usdoj.gov/nij/topics/law-enforcement/traffic-safety/ddacts.htm

and this makes little sense from a service delivery standpoint. The only time to use a ten-hour schedule, in our view, is when you are providing ten (or 20) hours of coverage per day, and even when that is the case the day off pattern should reflect the workload.

If a unit that is off on the weekends wants to have a ten-hour plan there is one that is far less disruptive of operations. It is pictured below.

Week	M	T	W	T	F	S	S
1					OFF	OFF	OFF
2	OFF					OFF	OFF
3		OFF				OFF	OFF
4			OFF			OFF	OFF
5				OFF		OFF	OFF
% ON DUTY	80	80	80	80	80		

Figure 25 Ten-Hour Schedule Weekends Off

As we can observe this schedule reduces available staffing from 100 to 80 percent, but still does provide 10 hours of coverage per day.

Recommendation Five. The Detective Division should closely monitor the case screening process to ensure that serious offenses with relatively low solvability are appropriately assigned for follow-up. The detective division has introduced a well-reasoned approach to case screening based primarily on solvability. It appears, however, that a substantial fraction of cases are not being assigned.

Many organizations combine solvability factors with crime seriousness to craft a score for each crime. For example, case review might include the following:

- Can the identity of the suspect/s be established through:
    - Useable fingerprints being discovered
    - Significant physical evidence being located – Victims/witness/informant information
    - A license number of or a significant description of the vehicle used in the offense
- Is there serious physical harm or threat of serious physical harm to the victim?
- Did the suspect(s) utilize a deadly weapon?
- Is there a significant m.o. that will aid in the solution of the offense?
- Is it a sex offense in which the victim and suspect(s) had physical contact?
- Can a suspect be named?
- Can a suspect be identified?
- Can a suspect be described?

Some agencies assign a score to these factors. Consider the model from Duluth Minnesota:[21]

"Solvability Factors are defined as: "Elements of information about a crime which have proven in the past to be important in the successful conclusion of a case. Case screening is designed to provide sufficient information about a case at the earliest possible time in the investigative process in order to permit a decision to be made regarding the value of continuing an investigation. These solvability factors are weighted in order to help officers decide how to move cases through the department, based on the determination that some information obtained in a case is more valuable toward a successful conclusion than other information."

"Solvability factors include, but are not limited to the following:
1. Reliable witness (3); Individual with factual information regarding crime elements
2. Suspect names (5); Actual identity has been determined
3. Suspect described (2); Description is adequate to separate suspect from others
4. Suspect Location (2); Residence, locations frequented or other known location
5. Suspect identified (2); Identity can be determined by photo images or line-up
6. Suspect previously seen (1); Victim/witness has seen suspect before
7. Suspect vehicle described (2); License #, make, model, color, or distinctive identifiers Traceable property (1); Serial #, owner applied marks, damage, or unique description
8. Significant modus operandi (1); Distinct pattern or method linking suspect to multiple crimes
9. Usable physical evidence (2); Significant physical evidence collected
10. Limited opportunity for anyone other than suspect to commit the crime (1); Evidence eliminates other potential suspects "

In departments that use this type of system they will typically establish a threshold score. Cases above that score are assigned to investigations. Cases below the score may not be assigned, or may be sent to patrol for follow-up.

It may be of value for ACS to independently review cases that are not assigned to ascertain whether other professionals would reach different conclusions about case solvability. We also suggest that the division should routinely contact victims and inform them about the status of their case, particularly when the case has been classified as inactive.

Recommendation Six. Management of the training function should be transferred to the Administrative Services Division. [22] ACS has demonstrated

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[21] http://www.theduluthmodel.org/cms/files/9-Duluth-Resource-Materials-Chapter-8.pdf

strong capacity to manage its human capital. We believe that the training function should be housed with similar HR functions. Even if the agency chooses to maintain training in the professional standards division, we believe that they would benefit from engaging the services of an educational professional to direct the program. This employee should someone that understands adult learners, and will be able to contribute significantly to the agency's goals to use its personnel more strategically.

Recommendation Seven. ACS should do more to manage demand for services. Our review of the calls for service data suggests that there are a number of ways to better management the demand for services. First, many agencies are now allowing residents to minor offenses by phone or on the Web.

For example, in Fairfax County, Virginia citizens can file on-line reports for the following:
- Bicycle Theft
- Civil Dispute
- Destruction of Private Property/Vandalism
- Larceny/Theft from Motor Vehicle or Parts
- Larceny/Theft Under $5,000
- Lost Property
- Suspicious Person/Vehicle
- Solicitor Violations
- Telephone Harassment/Threats
- Trespassing
- Unoccupied Hit and Run Accidents

One advantage to this approach is that the victim receives a report number immediately and prints a copy of a report. This can eliminate the need for a person to travel to the Sheriff's substation to obtain a report.

Another approach that would be useful would be to introduce community service officers (CSO). CSO's have been in police agencies since the 1970's. Their duties are diverse but in general they in a marked vehicle and handle duties including directing traffic, documenting private property crashes, parking enforcement, and aiding in non-enforcement police functions. In Adams County the availability of CSO's would add significantly in such activities as:
- Handling abandoned vehicles
- Assisting at Traffic Crashes
- Handling emergency medical calls where no crime has been committed
- Processing some crime scenes
- Processing evidence and concealed handgun permits.
- Take crime reports at stations.

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[22] This action and others described will result in the elimination of the professional standards division.

Recommendation Eight. ACS should adopt the use of nonsworn crime scene technicians and reassign the current staff to law enforcement duties.

For a number of years law enforcement agencies have transitioned from using sworn officers to non-sworn staff to serve as crime scene technicians.

There are a number of reasons that agencies have adopted this approach:
- It is beneficial that persons that gather evidence understand the scientific value of the evidence-thus many technicians have college degrees in fields like chemistry or biology
- Many people enter the field with an express interest in forensics rather than law enforcement. The Michigan State University School of Criminal Justice, for example, administers the oldest continually functioning educational degree program in forensic science in the United States, established in 1947. Over time the Bachelors program changed to a graduate specialization, then a full-fledged Masters program in 2002. The program includes courses in criminal justice, forensic science, and law.
- In most cases personnel costs for non-sworn staff are lower then that of sworn staff
- Because these personnel almost always work under the direction of a sworn officer there is really not a need for them to be sworn
- The training, skills and experience of police officers is better used in a law enforcement capacity.

While this approach is less common in some regions, in the western states non-sworn members hold almost all of these positions. Tucson, Arizona, for example, employs non-sworn crime scene specialist, criminalists, and evidence technicians. [23]

The Austin Police Department employs civilian support personnel, assigned to the Crime Scene Section, to assist in the investigation and processing of crime scenes and various types of evidence for friction ridge impressions. The Crime Scene Section consists of two different support positions:
- Property Crime Technicians – who respond to crimes against property scenes (burglaries, thefts, criminal mischief, etc.); and
- Crime Scene Specialists – who respond to crimes against persons scenes (homicide, robberies, sexual assaults, fatality collisions, etc.) Specialists also assist with officer involved incidents (such as shootings) and Internal Affairs investigations, as requested.[24]

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[23] https://www.tucsonaz.gov/police/non-sworn-positions
[24] http://www.austintexas.gov/page/crime-scene-0

The Oklahoma City Police Department has recently created "Civilian Investigation Specialists" whose duties include:

- Conducting initial criminal investigations in the field and/or over the telephone;
- Completing crime incident and/or supplemental information reports;
- Interviewing crime victims and witnesses;
- Performing basic crime scene processing for property crimes, such as, collecting latent fingerprints, swabbing for DNA, collecting and packaging potential evidence, taking crime scene photographs, submitting evidence and introducing evidence or testifying in court. [25]

Recommendation Nine. The Department should adopt a career development program that includes a strong emphasis on the importance of patrol and periodic transfers from specialized assignments back to patrol.

It is not uncommon to hear police executives proclaim, "Patrol is the backbone of the department. " While this sounds good we often find that in many departments there is a disconnect between their rhetoric and reality. For example, it is not uncommon to find departments in which vacancies in special units are filled as soon as they occur, even though it means that the patrol unit will be short-staffed. Moreover, in some departments once an officer leaves patrol there is a relatively high probability that they will not return.

The way to address this is to implement systematic job rotation for officers and supervisors assigned to special units back to patrol.

Job rotation has been common in police organizations since the 1980's. Nonetheless, it still has many critics. To some, it is inefficient to remove highly trained and experienced officers and return them to patrol. To others, special assignments are a reward for years of service in patrol, and serve a useful function in the organization. Finally, critics of job rotation argue that there are some officers that cannot be in patrol because of physical or other limitations, and special units provide a place for them.

These critiques, of course, aren't consistent with good organizational development. When an officer with experience and training returns to patrol, those skills aren't lost-rather they bring those skills with them. This improves their performance and ostensibly the performance of their squad. Secondly, police officers that are not able to perform the functions of their job should be released.

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[25] https://www.okc.gov/departments/police/community-programs/civilian-investigations-specialist

The Grand Rapids Michigan Police Department recently adopted a system that requires officers in special units to periodically return to patrol. The time limits are described below.

- Canine Team   8 yrs.
- Community Police Officer   5 yrs.
- Detective Unit (MCT and FST)   8 yrs.
- Detective Unit (all others)   5 yrs.
- Property Management   5 yrs.
- Special Response Team   8 yrs.
- Task Force Assignments   5 yrs.
- Traffic/Special Services   8 yrs.
- Training Bureau   5 yrs.
- Vice Unit/MET   6 yrs.
- Youth Commonwealth   5 yrs.

Summary of Recommendations

1.   The Office of the Sheriff should be reorganized to streamline and consolidate communication and internal affairs functions.

2.   The Patrol Division should reorganize to better support community policing and problem solving. ACS has a number of units that engage in proactive and specialized activities. Some of these units are full time and others not.   The management of these units is spread among different members of leadership. Therefore, we are recommending that the division be re-organized and repurposed to consolidate the focus and management of the enterprise. Add three additional sergeants, four commanders and one captain to the Patrol Division to address span of control and supervisory coverage concerns. Also add one deputy to the Juvenile Services Unit (JSU) to maximize coverage at all schools.

3. The ACS should adopt a more comprehensive approach to traffic safety.

4. ACS should eliminate its reliance on ten-hour work schedules.

5. The Detective Division should closely monitor the case screening process to ensure that serious offenses with relatively low solvability are appropriately assigned for follow-up.

6. An additional Victim Services Advocate should be added to the Detective Division based on the workload analysis that was reviewed.

7.   Management of the training function should be transferred to the Administrative Services Division.

8. Create a new position in IT to extract organizational data and develop software tools to be used to inform decision makers throughout the organization.

9. ACS should do more to manage demand for services.

10.   ACS should adopt the use of non-sworn crime scene technicians and reassign the current staff to law enforcement duties.

11.   The Department should adopt a career development program that includes a strong emphasis on the importance of patrol and periodic transfers from specialized assignments back to patrol.

Adams County Sheriff's Office Staffing Study

January 31, 2017

Recommendations

Recommendations from Alex Weiss Consulting, LLC	Sheriff's Office	Impact for 2017
1. The Office of the Sheriff should be reorganized to streamline and consolidate communication and internal affairs functions.	Concur	The Sheriff's Office has reassigned the PIO, the Community Connections Team (CCT) and Internal Affairs Section to the Undersheriff. A Communications Team comprised of the PIO, the CCT, the Communications Specialist and Coordinator has been formed to ensure alignment of all communications activities.
2. The Patrol Division should reorganize to better support community policing and problem solving. ACSO has a number of units that engage in proactive and specialized activities. Some of these units are full time and others not. The management of these units is spread among different members of leadership. Therefore, we are recommending that the division be re-organized and repurposed to consolidate the focus and management of the enterprise. Add three additional sergeants, four commanders and one captain to the Patrol Division to address span of control and supervisory coverage concerns. Also add one deputy to the Juvenile Services Unit (JSU) to maximize coverage at all schools.	Concur (with caveat)	Add one Captain, four Commanders and two Sergeants to the Patrol Division in 2017. Revisit the additional recommended Sergeant in 2018 after we assess the impact of the command staff that was added in 2017. Add one deputy to the JSU as recommended.
3. The ACS should adopt a more comprehensive approach to traffic safety.	Concur	Will evaluate current practices and processes to effectively and efficiently manage resources to ensure traffic safety.
4. ACS should eliminate its reliance on ten-hour work schedules.	Disagree	None. No change will be made to ten-hour work schedules.

Recommendations

Recommendations from Alex Weiss Consulting, LLC	Sheriff's Office	Impact for 2017
5. The Detective Division should closely monitor the case screening process to ensure that serious offenses with relatively low solvability are appropriately assigned for follow-up.	Concur	Will evaluate current practices to ensure that serious offenses are appropriately assigned for follow-up.
6. An additional Victim Services Advocate should be added to the Detective Division based on the workload analysis that was reviewed.	Concur	Add one Victim Services Advocate
7. Management of the training function should be transferred to the Administrative Services Division.	Disagree	The Division Chief of Professional Standards has been relocated to the FLATROCK Regional Training Center to provide oversight of FLATROCK as well as policy/ procedure development and maintenance.
8. Create a new position in IT to extract organizational data and develop software tools to be used to inform decision makers throughout the organization.	Concur	Add one Systems Administrator II to the IT staff.
9. ACS should do more to manage demand for services.	Concur	Reassigned two detectives from the CHP section and replaced them with non-sworn employees. Moved the CHP section to Administrative Services.
10. ACS should adopt the use of non-sworn crime scene technicians and reassign the current staff to law enforcement duties.	Concur	Currently have two non-sworn Criminalists. Will continue to explore opportunities for further changes as appropriate.
11. The Department should adopt a career development program that includes a strong emphasis on the importance of patrol and periodic transfers from specialized assignments back to patrol.	Concur	Currently use this practice for a variety of specialty unity assignments. Will continue to monitor to ensure rotations occur as appropriate.

2017 and 2018 Budgetary Impact

FTE Priority	# Requested	Title	Cost Each (w/ Tax/Ben)	Total Annual Cost	2017 Budget Request	2018 Budget Impact (5% increase for FTEs)
1	2 of 4	Commander	$126,509	$253,018	$0	$265,669
2	1	IT Systems Administrator II	$83,824	$83,824	$0	$88,015
3	1	Captain	$132,114	$132,114	$0	$138,719
4	Remaining 2 of 4	Commander	$126,509	$253,018	$0	$265,669
5	2	Sergeant	$104,291	$208,582	$0	$219,011
6	1	Deputy (Juvenile Services Unit)	$76,310	$76,310	$0	$80,126
7	1	Victim Advocate	$65,562	$65,562	$0	$68,840
	0	CHP Unit Civilianization Savings	($30,980)	($30,980)	$0	($32,529)
	2	Shift Commander Vehicle	$80,000	$24,000	$0	$24,000
	1	Captain Vehicle	$40,000	$12,000	$0	$12,000
	1	Victim Advocate Vehicle	$30,000	$9,000	$0	$9,000
				$1,086,448	$0	$1,138,520

STUDY SESSION AGENDA ITEM

DATE: January 31, 2017
SUBJECT: FLATROCK Fund- Financial/Operational Structure
FROM: Nancy Duncan, Budget Manager; Ben Dahlman, Finance Director
AGENCY/DEPARTMENT: Budget Department & Finance Department
ATTENDEES: Nancy Duncan, Budget Manager; Ben Dahlman, Finance Director
PURPOSE OF ITEM: To update the BoCC on the FlatRock Fund Operations and Structure
STAFF RECOMMENDATION: BoCC decides the type of Fund Structure for the FLATROCK Facility Fund

BACKGROUND:

The FLATROCK Facility Fund was established with the adoption of the 2017 Adams County Budget. This presentation will further explain the different fund options and give opportunity for questions. With this information, the BoCC can make a decision on the type of accounting structure needed for the FLATROCK Facility Fund.

AGENCIES, DEPARTMENTS OR OTHER OFFICES INVOLVED:

Sheriff's Office, Budget Department, Finance Department

ATTACHED DOCUMENTS:

PowerPoint Presentation

FISCAL IMPACT:

Please check if there is no fiscal impact ☒. If there is fiscal impact, please fully complete the section below.

Fund:

Cost Center:

	Object Account	Subledger	Amount
Current Budgeted Revenue:			
Additional Revenue not included in Current Budget:			
Total Revenues:			

	Object Account	Subledger	Amount
Current Budgeted Operating Expenditure:			
Add'l Operating Expenditure not included in Current Budget:			
Current Budgeted Capital Expenditure:			
Add'l Capital Expenditure not included in Current Budget:			
Total Expenditures:			

New FTEs requested: ☐ YES   ☐ NO

Future Amendment Needed: ☐ YES   ☐ NO

Additional Note:

APPROVAL SIGNATURES: **APPROVAL OF FISCAL IMPACT:**

Todd m Leopold   _Nanny Duncan_
Todd Leopold, County Manager   Budget / Finance

_____
Raymond H. Gonzales, Deputy County Manager

_____
Bryan Ostler, Interim Deputy County Manager

January 31, 2017

FLATROCK FACILITY FUND

BACKGROUND

* The FLATROCK Facility Fund was established with the adoption of the 2017 Adams County Budget.

* The BoCC's intent for the FLATROCK Facility Fund is to report on the Revenues and Expenditures associated with the FLATROCK Facility as an Enterprise Fund.

* After careful consideration, staff is requesting to relay information to the Board of County Commissioners on the types of funds available for use. Staff is seeking direction from the Board of County Commissioners on the type of fund most suited for the FLATROCK Facility Fund.

OPTIONS AVAILABLE

- **Option 1**- FLATROCK Enterprise Fund: This type of fund requires all assets and liabilities related to the business reside within the fund. This would include all personnel liabilities and depreciation. Land and Building assets would need to be in this fund as well.

- **Option 2**- FLATROCK Facility Fund (as a sub-fund of the General Fund): This fund would track both revenues and expenditures, but all assets and liabilities would live within the General Fund. This would make reporting for the FLATROCK Facility Fund easy to track, and would also allow for the fund to "roll-up" to the General Fund for accounting and audit purposes.

- **Option 3**-FLATROCK Special Revenue Fund: This type of fund would allow for revenues and expenditures to be tracked with the assets and liabilities remaining in the General Fund. The revenues and expenditures are committed in this fund.

- **Option 4**- FLATROCK would not be a stand alone fund and would continue to be tracked manually by staff on worksheets. This is how FLATROCK has been tracked since inception to YE 2016.

OPTION 1- FLATROCK ENTERPRISE FUND

* **Option 1**- FLATROCK Enterprise Fund: This type of fund requires all assets and liabilities related to the business live within the fund. This would include all personnel liabilities and depreciation. Land and Building assets would need to be included in this fund as well.

* Pro: All assets and liabilities are included to show financial impact.

* Pro: Segregate revenues and expenditures accurately.

* Con: Cannot follow instruction of BoCC to have some assets, liabilities, depreciation, and other items remain in the General Fund.

* Con: Additional administrative requirements.

OPTION 2- FLATROCK FUND (AS A SUBFUND OF THE GENERAL FUND)

- **Option 2**- FLATROCK Facility Fund (as a sub-fund of the General Fund): This fund would track both revenues and expenditures, but all assets and liabilities could remain within the General Fund. This would make reporting for the FLATROCK Facility Fund easy to track, and would also allow for the fund to "roll-up" to the General Fund for accounting and audit purposes.

- Pro: Reporting and analysis are easily done.
- Pro: Follows instruction from BoCC to not include assets and liabilities in the FLATROCK Facility Fund.
- Pro: Fund Balance amount is clearly segregated.
- Con: Is not an Enterprise Fund.
- Con: If Sheriff's Office pays itself for training services it would not be consistent with current accounting standards.

OPTION 3- FLATROCK SPECIAL REVENUE FUND

- **Option 3**- FLATROCK Special Revenue Fund would be a stand alone fund. This fund would track both revenues and expenditures, but some assets and liabilities may remain within the General Fund.

- Pro: Can have Inter-fund transfers and transactions.

- Pro: Assets and liabilities may remain in General Fund.

- Con: Does not accomplish BoCC and Sheriff's original request of an Enterprise Fund.

6

OPTION 4- CURRENT STRUCTURE (WITH ENHANCED REPORTS)

✖ **Option 4**- FLATROCK would not be a stand alone fund and would continue to be tracked manually by staff on worksheets. This is how FLATROCK has been tracked since inception to YE 2016. The reporting is broken out manually on worksheets. The Finance Department could create additional financial reports resembling Enterprise Fund presentations.

✖ Pro: Enhanced reporting with modified worksheets to show impact as if it were an enterprise fund.

✖ Con: Does not accomplish BoCC and Sheriff's original request of an Enterprise Fund.

✖ Con: Additional reporting would require more staff time.

CONCLUSION

- After consulting with our outside audit firm and other governmental entities, staff has learned all revenue directly derived from assets, along with depreciation, and all liabilities are required to be included in the fund to be an Enterprise Fund.

- Staff is requesting a decision from the BoCC on the type of accounting structure to use for the FLATROCK Facility with the new information provided.

- The Staff recommends **Option 3**, the FLATROCK Special Revenue Fund.

ADAMS COUNTY
COLORADO

STUDY SESSION AGENDA ITEM

DATE:	**January 31, 2017**

SUBJECT: Balanced Housing Plan and Needs Assessment (BHPNA) Update – Presentation of Needs Assessment Report.

FROM: Norman Wright, Community &Economic Development Department Director

AGENCY/DEPARTMENT: **Community & Economic Development**

ATTENDEES: Norman Wright, Joelle Greenland, Erich Chatham and Jimmy Ardis of Civitas, LLC

PURPOSE OF ITEM: To present an overview of the findings from the Needs Assessment Report.

STAFF RECOMMENDATION: Approval of next steps, as presented, for the Balanced Housing Plan.

BACKGROUND:

In the months that have followed the last update to the Board, staff has worked with its consultant, Civitas, LLC, to formalize the Needs Assessment Report for the Balanced Housing Plan. This report summarizes the key findings from quantitative and qualitative analyses of existing conditions in the housing market. It will form the basis of the problem statements and key areas of need. It will also establish the core assumptions that will help the team, and stakeholders at-large, to formulate the proper solutions that will embody the Balanced Housing Plan once completed in Q3 of 2017. Along with the presentation of key findings, staff will also detail the next steps for formulating the BHPNA itself and seek the Board's approval for continued action.

AGENCIES, DEPARTMENTS OR OTHER OFFICES INVOLVED:

Community & Economic Development

ATTACHED DOCUMENTS:

DRAFT Needs Assessment Report
PPT Presentation

FISCAL IMPACT:

Please check if there is no fiscal impact ☒. If there is fiscal impact, please fully complete the section below.

Fund:

Cost Center:

	Object Account	Subledger	Amount
Current Budgeted Revenue:			
Additional Revenue not included in Current Budget:			
Total Revenues:			

	Object Account	Subledger	Amount
Current Budgeted Operating Expenditure:			
Add'l Operating Expenditure not included in Current Budget:			
Current Budgeted Capital Expenditure:			
Add'l Capital Expenditure not included in Current Budget:			
Total Expenditures:			

New FTEs requested: ☐ YES   ☐ NO

Future Amendment Needed: ☐ YES   ☐ NO

Additional Note:

There is no fiscal impact as there is no recommendation.

APPROVAL SIGNATURES: **APPROVAL OF FISCAL IMPACT:**
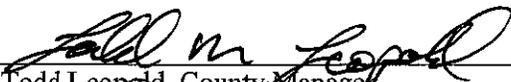
Todd Leopold, County Manager   Budget / Finance

Raymond H. Gonzales, Deputy County Manager
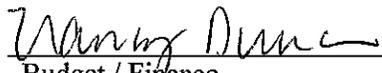
Bryan Ostler, Interim Deputy County Manager

Adams County Housing Needs Assessment

Presented by CIVITAS, LLC

January 31, 2017
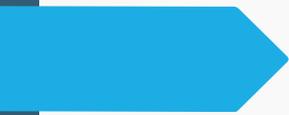
Overview

- Purpose of the Needs Assessment

- What picture does the data paint?
  - Cost Burden Rising, Supply Mismatches, Lagging Indicators
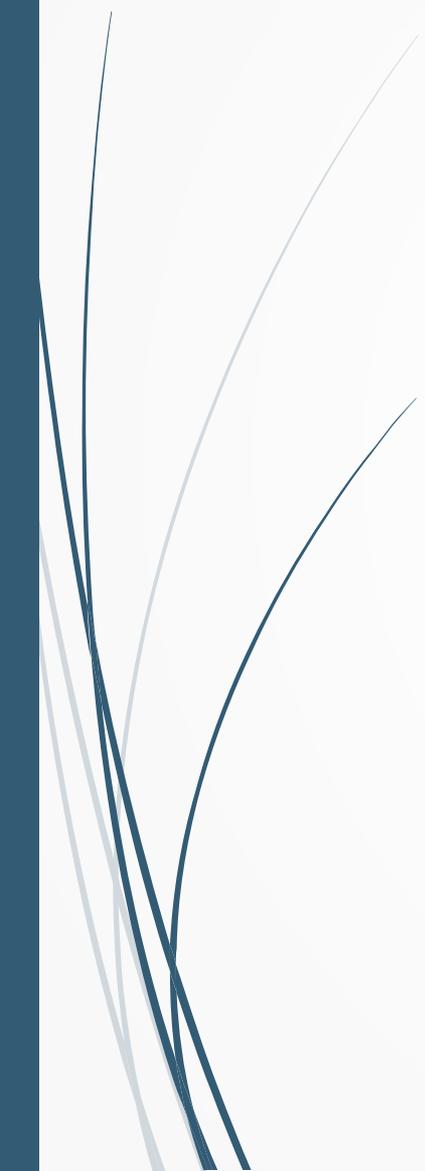
Finding 1: Housing Less Affordable

- Cost Burdened Households
  - Homeowners (total) : 29%; up 9.4% since 2000
  - Homeowners (w/mortgage): 33%
  - Homeowners (w/out mortgage): 14.4%
  - Renters: 52% ; up 35.5% since 2000

# Finding 2: Affordability Gap Increasing For All Income Levels
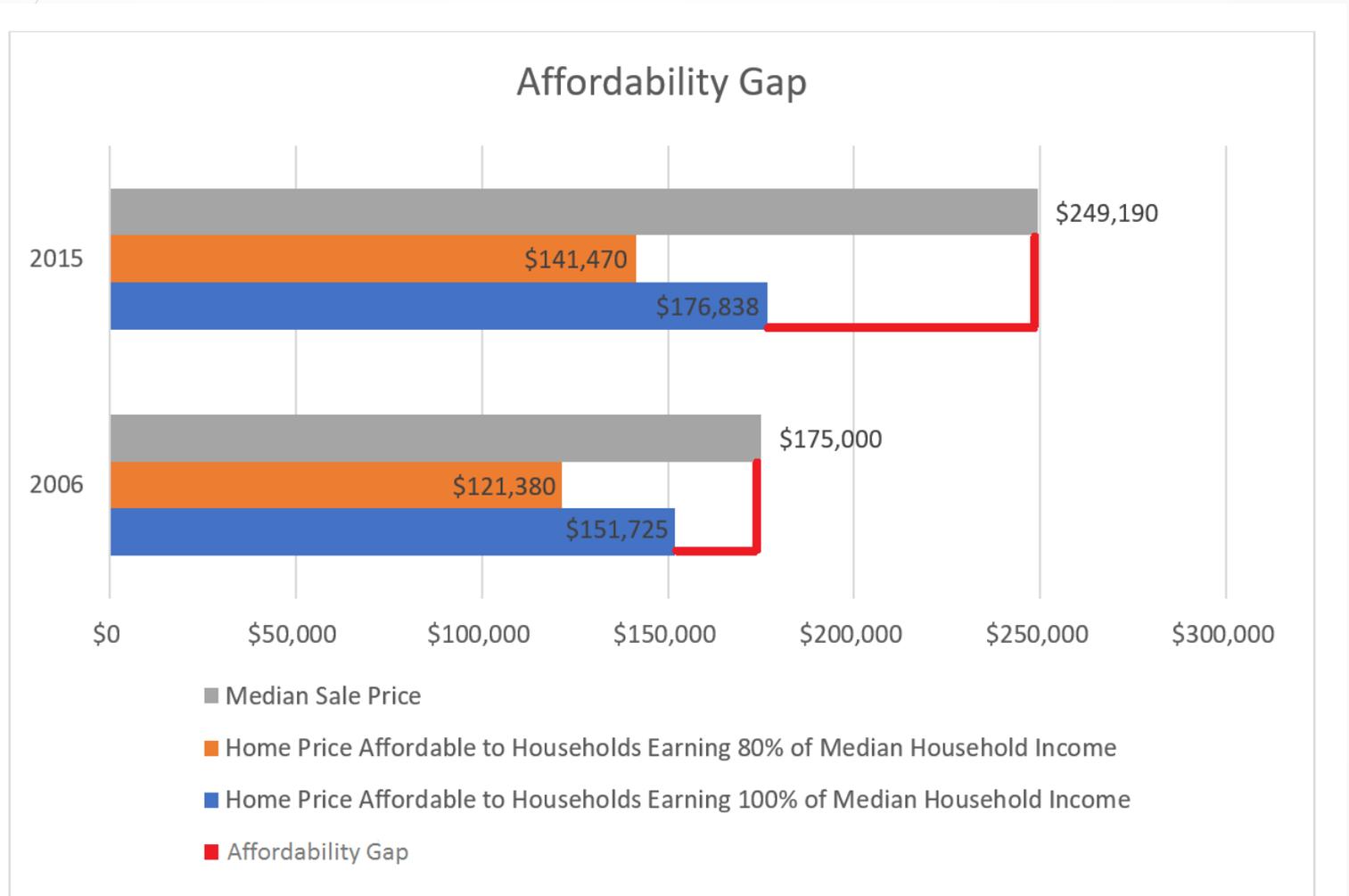
Finding 3: Housing supply Not Meeting Demand

- Housing Types Must Match Need:

  - 23,133 HHs (15.48%) have incomes affordably matched with home values between $300,000 to $500,000. Only 15,120 homes are valued in this range; 35% increase needed in these units

  - New Families and Young Professionals (18.4% of Cty pop.) prefer middle type units, will sacrifice size/space for proximity to amenities. Middle type units currently make up 15.6% of housing stock

  - Single-family homes accounted for 86.4% of new construction since 2004

  - "Missing" types of housing: condos, duplexes, townhomes

- New Construction Not Keeping Up with Demand

  - Despite Record Breaking Numbers – 3,488 units in 2015

Missing Middle Housing

- 15.6% of County's housing considered "middle housing"
- Third lowest in Metro Region
- Douglas County at 12%; Boulder County highest at 20%

DETACHED SINGLE-FAMILY HOMES — DUPLEX — TRIPLEX & FOURPLEX — COURTYARD APARTMENT — BUNGALOW COURT — TOWNHOUSE — MULTIPLEX — LIVE/WORK — MID-RISE

MISSING MIDDLE HOUSING
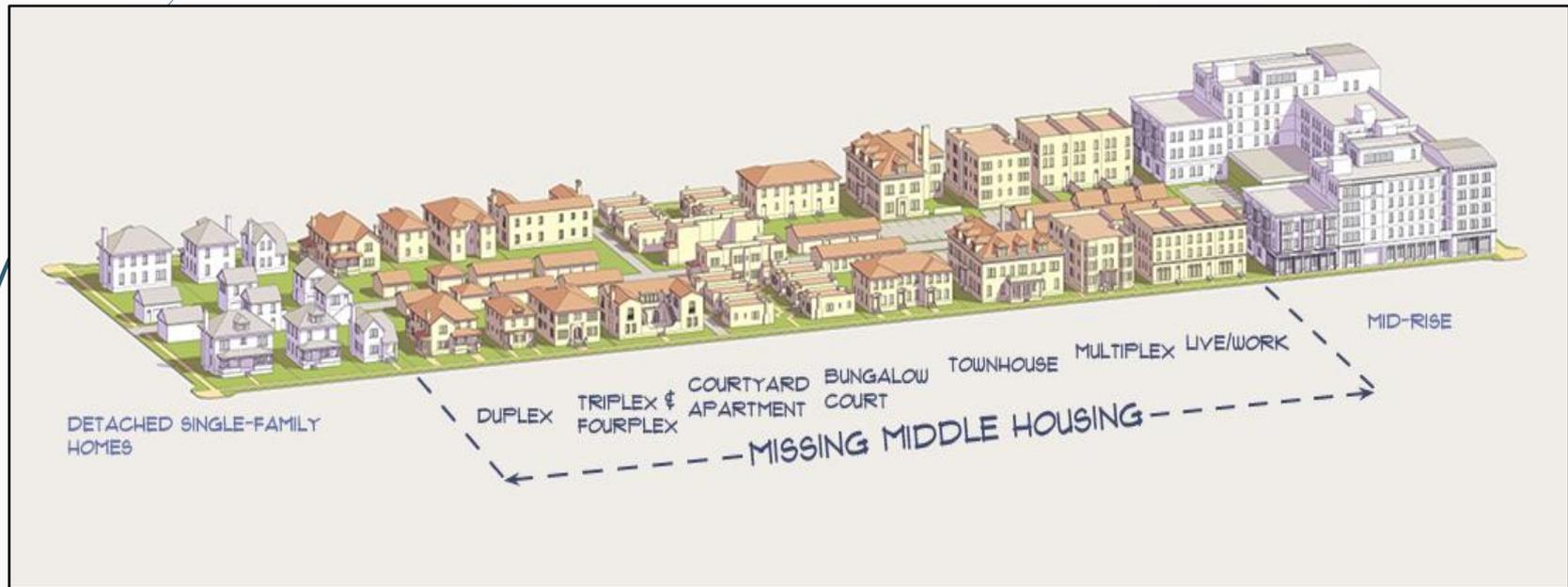
Finding 4: County Stands Out

- Population Growth 2nd Highest in the Region
  - Adams County up 29.5% since 2000
  - Douglas highest - 74.6%; Jefferson County lowest - 4.8%
  - Driven by Growth in the County's Cities

- Lagging Economic & Demographic Indicators
  - MHI 10% Below Regional Avg; 2nd lowest in Region
  - Lowest Housing Prices
  - Lowest Educational Attainment
  - Highest Unemployment Rate
  - 3rd Highest Poverty Rate

Feedback: Stakeholder Focus Groups

- ▶ Attainable Housing Group

- ▶ Developers & Builders

- ▶ Brokers & Lenders

Attainable Housing Group

- Issues:
  - Lack of affordable housing units at various incomes:
    - Pushes people further out into suburbs; owning a car is a necessity; encourages overcrowding; and increases opportunities for housing discrimination
  - Inadequate new construction to meet demand
  - Statewide Construction Defect Law; big contributor
  - Lack of diversity of units – zoning and NIMBYism prevents certain housing types from being built
  - Counties lack legal authority to address issues
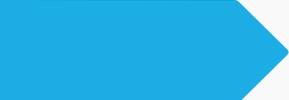
Developers & Builders

- Strengths:
  - County viewed as "a land of opportunity" - a lot of optimism about the County's potential
  - Political climate has changed for the better in recent years
  - Staff is helpful, pro-business and accepting of many concepts
- Challenges:
  - Fractured Water and Sanitation Districts; unpredictable - history of imposing last minute costs
  - Low-performing schools
- Recommendations:
  - Unify the Water and Sanitation District policies for predictability
  - Communicate a unified County "Vision."
  - Focus on beautification, infrastructure, and sense of place.

Real Estate Brokers & Lenders

- Strengths:
  - Availability of land and larger lots
  - Comparatively lower housing costs
- Challenges:
  - Inadequate supply of affordable to middle market housing, including rental and senior housing - specifically at the $300K price point
  - School quality seen as hindrance; perception overcrowding and low performance; deters new families
  - Deterrents for buyers: higher property taxes in some communities; varying mill rates and benefits that cause confusion
- Recommendations:
  - Place making
  - Investing in infrastructure
  - Creating a sense of place and community spirit
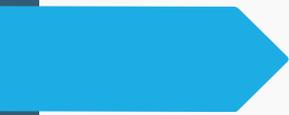
Planning for the Future

- 3,500 –4,000 additional housing units annually (Projected construction needed to maintain ratio of housing units to population)

- Diversify Housing Supply

  - Location and amenities

  - Structure and size

- Closing Affordability Gap for all Incomes

  - Increase growth of jobs paying higher wages

  - Incentives to attract employers

Proposed Next Steps
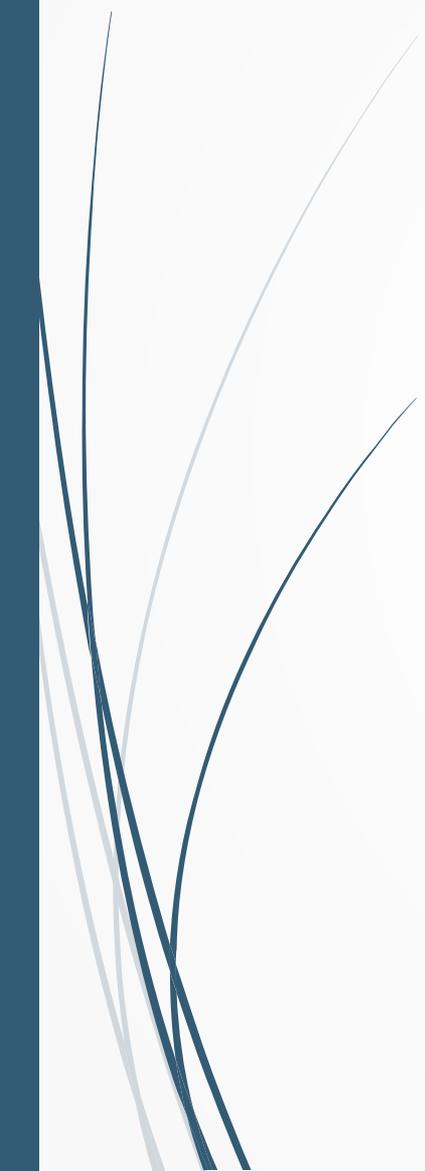
- Winter/Spring 2017 – Public Outreach
  - Focus Groups
  - Stakeholder Committee
- Spring/Summer 2017 – Deep Dives with Focus Groups
- June/July – Drafts of BHP & Feedback
  - Developing Policies & Recommendations
  - Implementation Matrix
  - Presentation to Board
  - Public Hearing
- August – BHP Finalized & Published

QUESTIONS
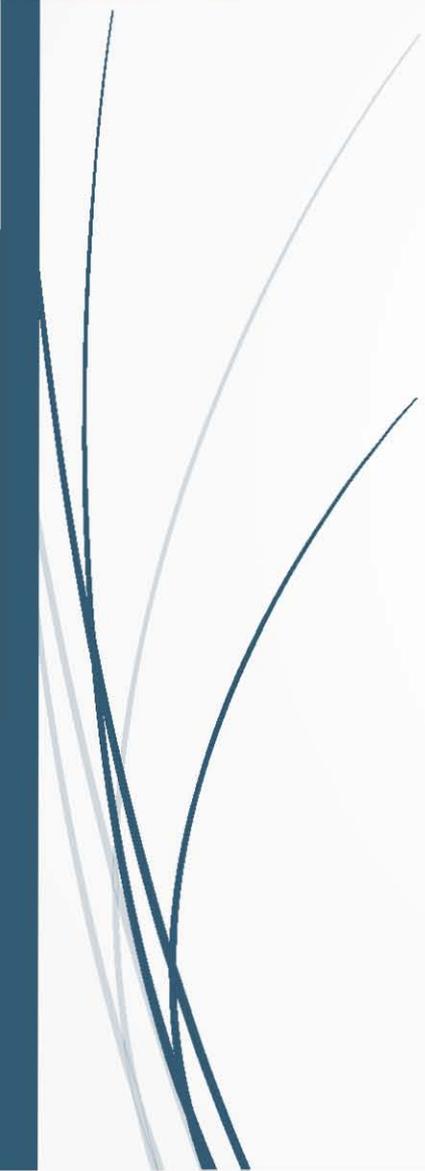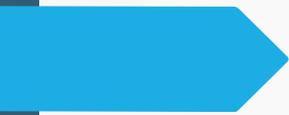
Reference Materials
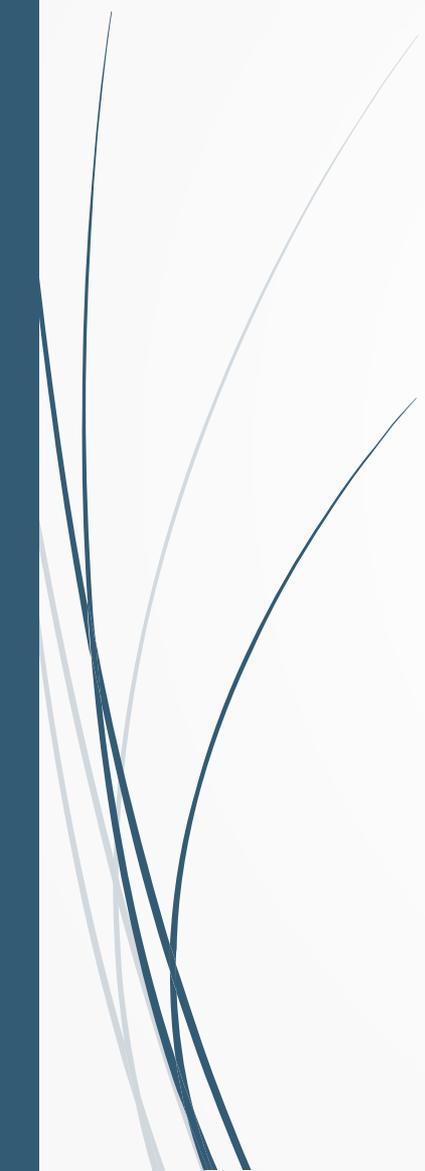
- Housing Costs Outpacing Income Growth
  - Home Values: up 32.7% since 2000
  - Median Gross Rent: up 47.4% since 2000
  - Median Household Income: up 24.6% since 2000