



July 8, 2011

Denver Sheriff Department *Progress Report*



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DIRECTOR'S OFFICE

Community Relations Unit

On June 23, 2011 a community relations meeting was held with the DSD unions, employee groups and associations to discuss ways to unify the Department's work in the area of community service. I am requesting that any employee or department group that plans on performing community service while representing the Department inform Capt. Gale. The purpose of this request is to provide you the necessary resources that you may need and to keep track of the numerous volunteer efforts that each of you do throughout the year. A Department vehicle has been placed in the fleet for the purpose of community relations and will be kept at the Training Academy. **If you have an interest in using the vehicle**

while performing Department community service, contact Capt. Gale. The group also came up with great ideas related to social media, web development, and videos for the purpose of positive messaging about our Department. Thanks to all who participated in the meeting.



Budget

Several months ago a project to review how resources were being used in the Safety Department was initiated by the Mayor's Office (Police, Sheriff, Fire). This project involved several weeks of review of the Sheriff Department's staffing and operational plan with consultant *Juno and Associates*. The report was finalized and sent to my office last week. Essentially, the report demonstrates how the Sheriff Department uses resources responsibly and efficiently. It further demonstrates a need at the County Jail for additional staffing prior to opening the Jail Annex. The report will assist our agency with justifying our staffing needs. Please feel free to contact me or your respective Division Chief if you have any questions regarding the report. The report is attached.

DIRECTOR'S OFFICE

Continued...

Use of Force Task Force

On Wednesday, June 29, 2011 the Use of Force Task Force conducted its first meeting. There are several DSD members represented on the task force. At the first meeting Chief Assistant Attorney, Lamar Sims gave a legal brief to the task force regarding the legal standards of the use of force. D/S Sheldon Marr gave a brief on the evolution of our use of force tactics over the past 20 years. The next meeting will be held on July 13th and will include briefs on OPNS, Tasers, OC, and use of restraints. The task force will make recommendations to my office regarding any changes to our current policy. Any changes to our use of force tactics will be taught at the upcoming 2012 in-service.

DSD (Department Statistical Data) Workgroup

On Thursday, July 7th the TSP and Administration Divisions were reviewed for overtime usage/statistics. An analysis was conducted for a 2-week period and division representatives were selected to give a presentation on their respective areas. The following persons presented at this meeting:

Capt F. Gale = Training Unit

Capt. Leahy = Technology Management Unit

Capt. Meyer = Vehicle Impound Facility

Capt. Coyle = Internal Affairs Unit

Several recommendations were discussed at this meeting and are being reviewed by the responsible commander of each unit. The County Jail Division will present at the upcoming meeting on July 21, 2011.

**Denver Sheriff Department
2011 Strategic Resource Alignment Project**

July 6, 2011

Executive Summary

The Denver Sheriff Department (DSD) manages different and variable inmate populations (categorized by gender, risk, and other factors). Similar to a hospital setting, capacity is not always interchangeable for different populations.¹ The addition of the Downtown Detention Center increased rated capacity and brought Denver's jail population within capacity boundaries for most populations most of the time. DSD is accredited from two of the three major Sheriff accrediting organizations, and is working on fulfilling the requirements to meet the third. The following summarizes the key findings from the project.

- **Downtown Detention Center (DDC):** Current staffing appears adequate for the DDC, which has a rated capacity of 1,504 inmates. A workload optimization model based on rated inmate-to-Deputy ratios and categorization requirements indicates a requirement of 139.4 deputies for direct inmate supervision (assigned staffing is currently 140). An additional 35 FTEs (about 6 per shift) provide corridor support and break relief.
- **Existing County Jail Facilities (COJL):** Current staffing appears adequate to low for the County Jail, which has a rated capacity of 913 inmates. The model indicates a requirement of 139.4. Assigned staffing is currently 149 including corridor/relief support, providing only 9 FTEs for support (about 2 per shift). Some of the buildings are unable to operate via a direct-supervision model, inhibiting pod control and increasing safety risk. Additional FTEs would enable inmate-to-deputy staffing more in line with accredited standards.
- **Efficiency:** The DDC is approximately 40% more efficient to staff than the County Jail (including both direct supervision and corridor/relief support). The Jail Annex, expected online in late 2012, will also be significantly more efficient to operate due to larger pod sizes and facility design.
- **Contract Housing:** Renting jail beds is a difficult economic issue complicated by intangible factors such as maintaining good working relationships with state and federal institutions. Renting a marginal bed, when doing so does not result in opening an incremental jail pod, has a positive economic margin. However, closing inefficient pods by reducing the number of contract beds may also make economic sense in certain cases. Contract housing economics become more attractive as overall operational efficiency improves, so expansion possibilities exist under certain circumstances (e.g. when the general population declines).
- **Jail Annex:** Assuming consistent population mix and size (including contract beds), two Annex pods (A and B) would help manage existing population levels,

¹ For example, a hospital may have a total capacity of 2000 beds, but may not be able to use excess emergency room capacity for maternity ward services.

especially at peak seasons. Two pods would require an incremental 16 FTEs (11 deputy sheriffs for direct supervision and 5 security specialists for corridor/building support). Note: prior to the DDC, Denver Sheriff operated at 130%+ rated capacity for many years, so the use of the Jail Annex for this purpose is not necessarily required to manage peak and seasonal needs.

- Facility Management: opening all functional Jail Annex pods (A-D) to replace older pods would expand the 40% staffing efficiency realized at the DDC. The increase in inmate-to-Deputy efficiency would enable the closure of all pods in Building 20, reducing Deputy staffing by 21 and saving \$1.7 million annually. In addition, closing an entire building would enable the reallocation of other semi-variable resources, such as security specialists, maintenance personnel, and facility overhead.
- Future Expansion: if replacing Building 20 with Jail Annex A-D pods is successful and meets efficiency expectations, then renovating the Jail Annex “shell” pods (E-F) to obtain similar efficiencies is a logical next step.
- Process streamlining: the criminal justice supply chain, particularly in high-FTE areas such as Identification/Intake and Property/Evidence, appears ripe with cost savings opportunities. Integrated Criminal Justice (ICJ) business process analysis work is underway in these areas. Smaller gains may be found in outsourcing certain functions (e.g. building maintenance).

DSD management can use the information from the SRA project to reorganize and align available resources to maximize the use of its existing and future capacity. City management can use the information to inform resource allocation decisions relative to other city functions.

Background

The SRA project team consisted of a mix of personnel with subject matter and analytical expertise. The project began in March and ended in late May of 2011. The project team included:

Manager of Safety Charles Garcia
Deputy Manager Ashley Kilroy
Deputy Manager Mel Thompson
Director Gary Wilson
Division Chief Elias Diggins (COJL)
Division Chief Marie Kielar (TSP)
Division Chief Philip Deeds (DDC)
Finance Manager Mark Valentine
Manager of Budget Operations Laura Wachter

Special Assistant to the Mayor David Edinger managed the project. Juno Analytics, an independent contractor led by Janelle Lewis, provided analytical and methodological guidance and support. DSD provided booking data and facility access.

The SRA project established the optimal placement of inmate group (sex, classification rating, historical population ranges) by facility and pod. Scenarios considered capacity both before and after completion of the Jail Annex (256 additional beds expected in 2012, with additional shelved capacity of 128).

Methodology & Research

The DSD has two overarching functions: jailing and corrections. This project sought to evaluate the jailing function via workload buildup analysis (the optimal resource alignment to enable the safe and efficient incarceration of Denver's jail population). The corrections function is reliant on data that partially exist and have significant integrity issues. Return on Investment analysis should be possible with greater business intelligence access to JMS and with higher integrity linkages to improved external data sources (Community Reentry in particular).

There are two types of capacities – rated and operating – that could be used in the analysis. Rated capacities indicate the desired maximum capacities by population type and were used in this project so that relative comparisons across buildings and pods would be accurate. Operating capacities take actual facility, personnel, and inmate constraints into account, but these vary throughout the year based on a number of factors (timing of most recent deputy class, inmate population and classification, etc.), so operating capacities are less helpful in determining the optimal resource alignment. For example, Building 20 currently has fewer deputies assigned than is necessary to support the direct supervision model (the preferred approach), resulting in suboptimal pod management and longer response times to critical incidents. In other words, the operating capacity exceeds the rated capacity, resulting in an “artificial efficiency” – one that requires fewer resources but has potential long term safety and civil liability ramifications. Comparing the rated capacity of the Jail Annex to the operating capacity of Building 20 might lead to the conclusion that Building 20 is the more efficient of the two, although the Jail Annex is clearly the more efficient when comparing rated capacities (i.e. when the comparison is “apples-to-apples.”)

Booking data from December 2009 to February 2011 were collected and analyzed. The following data items were considered.

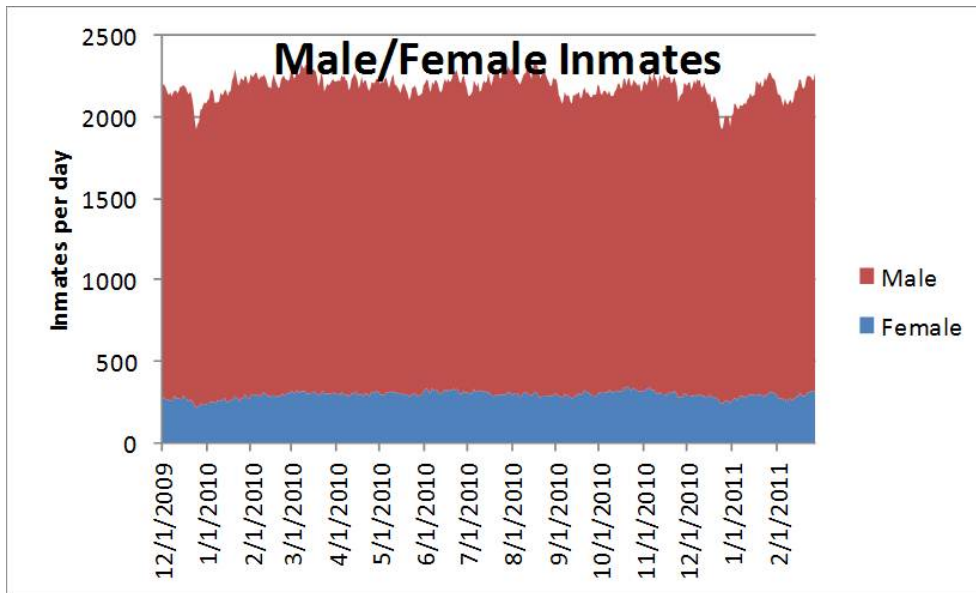
- The historical variability for each inmate category.
- Accredited inmate-to-Deputy ratios
 - For example, one DDC deputy sheriff can manage one “minimum male” pod (capacity= 64) at any particular time.
- The classification possibilities for all pods
 - For example, an inmate with a classification of “high” could not be placed in a dorm setting.

Assumptions were captured and integrated through a series of meetings and site visits to develop the final modeling. Accurate results depend on the validity of the input assumptions, so these assumptions should continue to be scrutinized via on-site visits and consultation with external subject matter experts. The following exhibits highlight the data and analysis used.

Daily inmate averages, minimums and maximums by inmate category

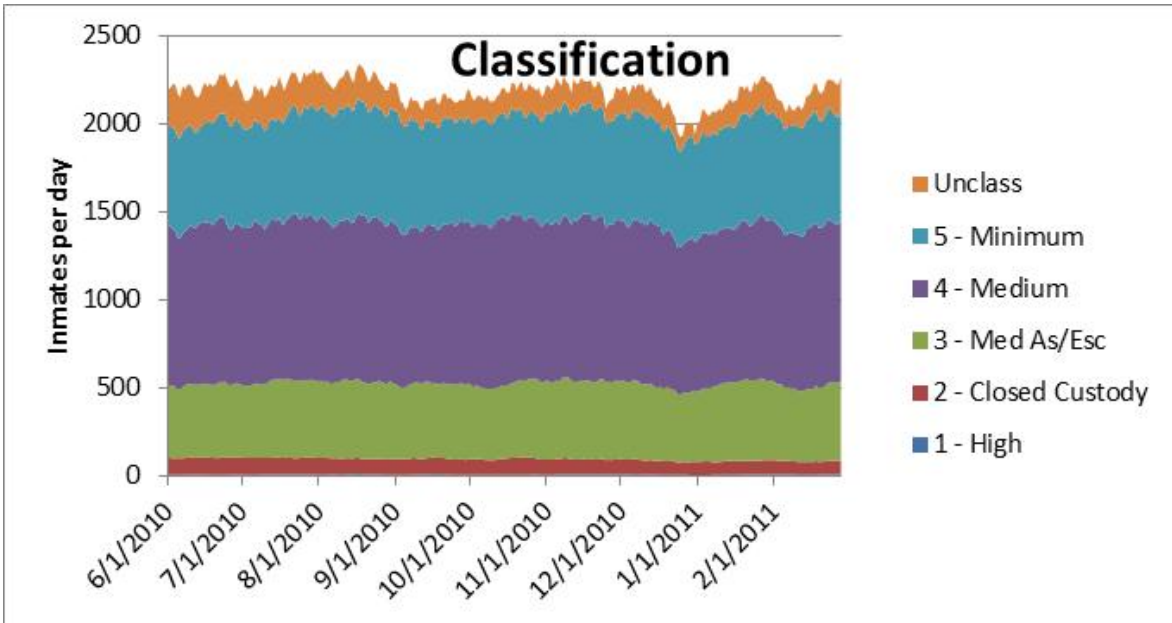
Male/Female	Category	Average	Min	Max
Male	1 and 2- High and Close Custody	81	71	95
Male	3 - High Medium	393	349	427
Male	4 - Medium	764	717	804
Male	5 - Minimum	501	444	547
Male	Unclass	145	28	215
Female	1 and 2- High and Close Custody	8	5	14
Female	3 - High Medium	35	27	45
Female	4 - Medium	123	106	152
Female	5 - Minimum	88	62	115
Female	Unclass	20	5	44
Total		2158		

Of these totals, approximately 150 beds are used for contract housing on any given day. The total inmate population and the sub-populations fluctuate in unanticipated ways and also in response to certain operations (e.g. a DPD Vice sting) or events (e.g. a large concert). Generally, just over 20% of the population is female. Females and males are always housed in separate pods. Attachment A contains historical and forecasted jail population figures.



DSD recently switched from a charge-based (e.g. Felony, Misdemeanor) classification to a risk-based classification system. This change resulted from evidence-based practices

showing that factors other than charges significantly impact inmate risk levels and classification requirements. For example, a habitual traffic offender with a felony charge may be a low (5-minimum) classification who can co-exist with similarly classified inmates in a group setting. An inmate booked in a misdemeanor simple assault and who is also a gang member with a history of violence might earn a higher classification. The inmate-to-Deputy ratio generally falls as the classification level rises from minimum to high.



Each pod, and its rated capacity, was categorized according to the possible populations that could be accommodated. This created the range of possibilities for the optimization model. Optimization scenarios attempted to find the best mathematical fit between the facility constraints and a variety of populations (such as the average, seasonal peaks, maximums, etc.). The matrix of inmate classification possibilities for the DDC and COJL (with Annex) are listed below. Accredited Deputies per pod by classification constraints are also listed.

Facility	Floor	Pod	Capacity	Notes on Configuration	Check "X" if a POSSIBILITY									
					Male	Male	Male	Male	Male	Male	Female			
					1 - High	2 - Close Custody	3 - High Medium	4 - Medium	5 - Minimum	Unclass	Unclass			
DDC	Floor 2	A	60	30 2-PERSON CELLS - INTAKE HOUSING										X
DDC	Floor 2	B	60	30 2-PERSON CELLS - INTAKE HOUSING									X	
DDC	Floor 2	C	64	32 2-PERSON CELLS - INTAKE HOUSING									X	
DDC	Floor 2	D	48	48 1-PERSON CELLS - SPECIAL MANAGEMENT	X	X	X	X	X	X	X			
DDC	Floor 2	E	60	30 2-PERSON CELLS - INTAKE HOUSING									X	
DDC	Floor 2	F	60	30 2-PERSON CELLS - INTAKE HOUSING									X	
DDC	Floor 3	A	64	8 8-MAN PODS			X	X	X	X	X			
DDC	Floor 3	B	64	OPEN DORM				X	X	X				
DDC	Floor 3	C	64	32 2-PERSON CELLS		X	X	X	X	X	X			
DDC	Floor 3	D	48	48 1-PERSON CELLS - SPECIAL MANAGEMENT	X	X	X	X	X	X	X			
DDC	Floor 3	E	64	OPEN DORM				X	X	X				
DDC	Floor 3	F	64	8 8-MAN PODS			X	X	X	X	X			
DDC	Floor 4	A	64	8 8-MAN PODS - SAC PROTECTIVE CUSTODY		X	X	X	X	X	X			
DDC	Floor 4	B	64	OPEN DORM				X	X	X				
DDC	Floor 4	C	64	32 2-PERSON CELLS				X	X	X				
DDC	Floor 4	D	48	48 1-PERSON CELLS - SPECIAL MANAGEMENT	X	X	X	X	X	X	X			
DDC	Floor 4	E	64	OPEN DORM					X	X				
DDC	Floor 4	F	64	8 8-MAN PODS			X	X	X	X				
DDC	Floor 4	G	64	OPEN DORM					X	X				
DDC	Floor 4	H	64	OPEN DORM					X	X				
DDC	Floor 5	C	64	OPEN DORM				X	X	X				
DDC	Floor 5	D	64	OPEN DORM				X	X	X				
DDC	Floor 5	G	64	OPEN DORM				X	X	X				
DDC	Floor 5	H	64	OPEN DORM				X	X	X				
Total			1504											

Facility	Floor	Pod	Capacity	Check "X" if a POSSIBILITY														
				Male	Male	Male	Male	Male	Male	Female	Female	Female	Female	Female	Female			
				1 - High	2 - Close Custody	3 - High Medium	4 - Medium	5 - Minimum	Unclass	1 - High	2 - Close Custody	3 - High Medium	4 - Medium	5 - Minimum	Unclass			
COJL	Building #1	A	64				x	x										
COJL	Building #2	C	26	x	x	x	x	x										
COJL	Building #4	A	26	x	x	x	x	x										
COJL	Building #20	A	67					x										
COJL	Building #20	B	30					x										
COJL	Building #20	C	30					x										
COJL	Building #20	D	30					x										
COJL	Building #20	E	30				x	x										
COJL	Building #20	F	30				x	x										
COJL	Building #20	G	30				x	x										
COJL	Building #20	H	30				x	x										
COJL	Building #21	A	37														x	
COJL	Building #21	B	37											x	x			
COJL	Building #21	C	37							x	x	x	x	x				
COJL	Building #21	D	37										x	x				
COJL	Building #21	E	37										x	x				
COJL	Building #21	F	37										x	x				
COJL	Building #21	G	37										x	x	x			
COJL	Building #21	H	37										x	x				
COJL	Building #21	Max	32							x	x	x	x	x				
COJL	Building #22	A	48			x	x	x										
COJL	Building #22	B	48				x	x										
COJL	Building #22	C	48			x	x	x										
COJL	Building #22	D	48			x	x	x										
Jail Annex	Jail Annex	A	64				x	x										
Jail Annex	Jail Annex	B	64				x	x										
Jail Annex	Jail Annex	C	64				x	x										
Jail Annex	Jail Annex	D	64				x	x										
Total			1169															

Sex	Category	Deputy Sheriff per Pod
Male	1 - High	2 or more
Male	2 - Close Custody	2 or more
Male	3 - High Medium	one
Male	4 - Medium	one
Male	5 - Minimum	one
Male	Unclass	one
Female	1 - High	2 or more
Female	2 - Close Custody	2 or more
Female	3 - High Medium	one
Female	4 - Medium	one
Female	5 - Minimum	one
Female	Unclass	one

Deputies assigned to inmate supervision work approximately 1635 hours in a year. This assumption considers vacations, sick leave, holiday, training plus other smaller categories. The DDC and COJL require 24/7/365 day coverage. Therefore, staffing a full-coverage post requires 5.36 FTE (8760 hours in a year/1635).

The DDC has an efficiency factor of 1.4 times (or 40% more) higher than the COJL.² The DDC is more efficient in several ways, at least two of which aid in the proper care and safety of inmates and DDC personnel.

1. Services are provided at the pod reducing the need to move inmates
2. Due to the size of the pods, one deputy sheriff can manage a higher number of inmates than at the COJL at any one time (see calculations below)

Facility	Capacity	FTEs	At any one time (FTEs / relief factor)	At any one time (Capacity/ FTEs)	Efficiency Factor
DDC	1504	175	33	46	1.40
COJL	913	149	28	33	1.00

Hours in a year	8760
Hours for inmate supervision	1635
Relief factor	5.36

The DDC is 40% more efficient in its ratio of inmates / deputy sheriff

The following configuration was completed with the assumption that the Jail Annex was not opened. All categories of inmates were placed with regard to appropriate pod type and range of historical population.

² This efficiency factor should apply to the Jail Annex, indicating that replacing less-efficient and older pods/buildings with Jail Annex capacity is a good economic choice assuming classification requirements are still met.

Configurat	selected				
Facility	1				
Floor	Pod	Male_Female	Category		
COJL	Building #1	A	Male	4 - Medium	64
	Building #2	C	Male	1 and 2- High a	26
		A	Male	5 - Minimum	67
	Building #20	B	Male	5 - Minimum	30
		C	Male	5 - Minimum	30
		D	Male	5 - Minimum	30
		E	Male	4 - Medium	30
		F	Male	4 - Medium	30
		G	Male	4 - Medium	30
		H	Male	4 - Medium	30
		Building #21	A	Female	5 - Minimum
	B		Female	4 - Medium	37
	C		Female	3 - High Mediu	37
	D		Female	5 - Minimum	37
	E		Female	4 - Medium	37
	F		Female	4 - Medium	37
	G		Female	5 - Minimum	37
	H		Female	4 - Medium	37
	Building #21	Max	Female	1 and 2- High a	32
	Building #22	A	Male	4 - Medium	48
		B	Male	4 - Medium	48
		C	Male	3 - High Mediu	48
		D	Male	3 - High Mediu	48
	Building #4	A	Male	3 - High Mediu	26
	Grand Total				913

Configurat	selected				
Facility	1				
Floor	Pod	Male_Female	Category		
DDC	Floor 2	A	Female	Unclass	60
		B	Male	Unclass	60
		C	Male	Unclass	64
		D	Male	3 - High Medium	48
		E	Male	Unclass	60
		F	Male	Unclass	60
	Floor 3	A	Male	3 - High Medium	64
		B	Male	4 - Medium	64
		C	Male	1 and 2- High and C	64
		D	Male	3 - High Medium	48
		E	Male	4 - Medium	64
		F	Male	3 - High Medium	64
		M	All	General_Populat	32
	Floor 4	A	Male	4 - Medium	64
		B	Male	4 - Medium	64
		C	Male	4 - Medium	64
		D	Male	5 - Minimum	48
		E	Male	5 - Minimum	64
		F	Male	3 - High Medium	64
		G	Male	5 - Minimum	64
		H	Male	5 - Minimum	64
	Floor 5	C	Male	5 - Minimum	64
		D	Male	4 - Medium	64
		G	Male	4 - Medium	64
		H	Male	4 - Medium	64
	Grand Total				1504

Current Scenario (No Jail Annex)

Each category was analyzed by its average and maximum populations relative to capacity over 15 months ending February 2011. On average, all groups except Male-Minimums fell below 100% of capacity. Without the Jail Annex, many categories were historically higher than capacity at times of maximum population.

Male/Female	Category	Average	Capacity Assigned	Average / Capacity	Max / Capacity
Male	1 and 2- High and Close Custody	81	90	90%	106%
Male	3 - High Medium	393	410	96%	104%
Male	4 - Medium	764	792	96%	102%
Male	5 - Minimum	501	461	109%	119%
Male	Unclass	145	244	59%	88%
Female	1 and 2- High and Close Custody	8	32	25%	44%
Female	3 - High Medium	35	37	95%	122%
Female	4 - Medium	123	148	83%	103%
Female	5 - Minimum	88	111	79%	104%
Female	Unclass	20	60	33%	73%
Both	Medical		32		
Total		2158	2417		

Applying the deputy-to-inmate ratios to the different pods and multiplying by the relief factor resulted in required deputy sheriffs for each facility.

COJL: The optimization result suggests that the County Jail requires 139.4 deputy sheriffs for direct inmate coverage. Given the current staffing of 149 FTEs, 9.6 are available for corridor and relief duty (less than 2 relief deputy sheriffs at any one time). Certain posts always require Deputy coverage, so it is essential that there are enough relief personnel to aid in breaks, lunch, etc. These Deputies also assist in emergency situations and unforeseen inmate transports (e.g. medical issues).

Relief Factor	5.36
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Configurat							Staffing	Needed	
Facility	Floor	Pod	Male_Female	Category	Capacity	Requirements	Headcount		
COJL	Building #1	A	Male	4 - Medium	64	1	5.4		
	Building #2	C	Male	1 and 2- High and Close Custody	26	2	10.7		
	Building #20	A	Male	5 - Minimum	67	1	5.4		
		B	Male	5 - Minimum	30	1	5.4		
		C	Male	5 - Minimum	30	1	5.4		
		D	Male	5 - Minimum	30	1	5.4		
		E	Male	4 - Medium	30	1	5.4		
		F	Male	4 - Medium	30	1	5.4		
		G	Male	4 - Medium	30	1	5.4		
		H	Male	4 - Medium	30	1	5.4		
	Building #21	A	Female	5 - Minimum	37	1	5.4		
		B	Female	4 - Medium	37	1	5.4		
		C	Female	3 - High Medium	37	1	5.4		
		D	Female	5 - Minimum	37	1	5.4		
		E	Female	4 - Medium	37	1	5.4		
		F	Female	4 - Medium	37	1	5.4		
		G	Female	5 - Minimum	37	1	5.4		
		H	Female	4 - Medium	37	1	5.4		
	Building #21	Max	Female	1 and 2- High and Close Custody	32	2	10.7		
	Building #22	A	Male	4 - Medium	48	1	5.4		
		B	Male	4 - Medium	48	1	5.4		
		C	Male	3 - High Medium	48	1	5.4		
		D	Male	3 - High Medium	48	1	5.4		
	Building #4	A	Male	3 - High Medium	26	1	5.4		
	Grand Total							26	139.4

DDC: The optimization result suggests that the DDC also requires approximately 140 deputy sheriffs for direct inmate coverage. About 35 FTEs are available for relief duty given the current staffing of 175. This results in about six relief deputy sheriffs per shift, which is higher than COJL even though staffing the DDC is more efficient overall.

Relief Factor 5.36

Configurat								
Facility	Floor	Pod	Male_Female	Category	Capacity	Staffing Requirements	Needed Headcount	
DDC	Floor 2	A	Female	Unclass	60	1	5.4	
		B	Male	Unclass	60	1	5.4	
		C	Male	Unclass	64	1	5.4	
		D	Male	3 - High Medium	48	1	5.4	
		E	Male	Unclass	60	1	5.4	
		F	Male	Unclass	60	1	5.4	
	Floor 3	A	Male	3 - High Medium	64	1	5.4	
		B	Male	4 - Medium	64	1	5.4	
		C	Male	1 and 2- High and Close Custody	64	2	10.7	
		D	Male	3 - High Medium	48	1	5.4	
		E	Male	4 - Medium	64	1	5.4	
		F	Male	3 - High Medium	64	1	5.4	
		M	All	_General_Population	32	1	5.4	
	Floor 4	A	Male	4 - Medium	64	1	5.4	
		B	Male	4 - Medium	64	1	5.4	
		C	Male	4 - Medium	64	1	5.4	
		D	Male	5 - Minimum	48	1	5.4	
		E	Male	5 - Minimum	64	1	5.4	
		F	Male	3 - High Medium	64	1	5.4	
		G	Male	5 - Minimum	64	1	5.4	
		H	Male	5 - Minimum	64	1	5.4	
	Floor 5	C	Male	5 - Minimum	64	1	5.4	
		D	Male	4 - Medium	64	1	5.4	
		G	Male	4 - Medium	64	1	5.4	
		H	Male	4 - Medium	64	1	5.4	
	Grand Total						26	139.4

Addition of Jail Annex: The additional capacity of Jail Annex Pod A and B would reduce overcapacity issues for several of the categories. The staff necessary to open the Jail Annex would be 11 deputy sheriffs and 5 security specialists (FTE of 16). However, overcrowding is infrequent and far less severe than existed prior to the DDC (when overcrowding routinely exceeded 130%). A more attractive option for utilizing the Jail Annex may be to free capacity for additional contract housing.

Opening all Jail Annex pods can leverage DDC-like efficiencies at the County Jail and enable the temporary (i.e. until needed) closures of less efficient pods in Building 20, where all but one pod have a capacity of 30. Opening all Jail Annex pods could enable the closure of all 8 pods in Building 20. This switch would reduce the required FTEs by 21 deputies (from 139.4 to 117.9). The number of beds would be reduced by 21 (the additional 256 from the Jail Annex less the 277 in Building 20), to 2396. Proactive management of contract housing (for example, targeting a population of 130 instead of 150), would help counteract overcrowding concerns. Replacing Building 20 with the more efficient Jail Annex will enable a staffing reduction worth about \$1.7 million annually (at \$80,000 per deputy).

An alternative option is moving the general and contract populations to the Jail Annex and using Building 20 for expanded contract housing (either internally or outsourced to a private contractor).

Male/Female	Category	Average	Capacity Assigned	Average / Capacity	Max / Capacity
Male	1 and 2- High and Close Custody	81	90	90%	106%
Male	3 - High Medium	393	384	102%	111%
Male	4 - Medium	764	752	102%	107%
Male	5 - Minimum	501	506	99%	108%
Male	Unclass	145	244	59%	88%
Female	1 and 2- High and Close Custody	8	32	25%	44%
Female	3 - High Medium	35	37	95%	122%
Female	4 - Medium	123	148	83%	103%
Female	5 - Minimum	88	111	79%	104%
Female	Unclass	20	60	33%	73%
All	Medical		32		
Total		2158	2396		

Configuration						selected	
Facility	Floor	Pod	Male_Female	Category	Capacity	Needed	Headcount
COJL	Building #1	A	Male	4 - Medium	64	5.4	
	Building #2	C	Male	1 and 2- High and Close Custody	26	10.7	
	Building #21	A	Female	5 - Minimum	37	5.4	
		B	Female	4 - Medium	37	5.4	
		C	Female	3 - High Medium	37	5.4	
		D	Female	5 - Minimum	37	5.4	
		E	Female	4 - Medium	37	5.4	
		F	Female	4 - Medium	37	5.4	
		G	Female	5 - Minimum	37	5.4	
		H	Female	4 - Medium	37	5.4	
	Building #21	Max	Female	1 and 2- High and Close Custody	32	10.7	
	Building #22	A	Male	5 - Minimum	48	5.4	
		B	Male	5 - Minimum	48	5.4	
		C	Male	3 - High Medium	48	5.4	
D		Male	3 - High Medium	48	5.4		
Building #4	A	Male	5 - Minimum	26	5.4		
Jail Annex	Jail Annex	A	Male	5 - Minimum	64	5.4	
		B	Male	4 - Medium	64	5.4	
		C	Male	5 - Minimum	64	5.4	
		D	Male	4 - Medium	64	5.4	
Grand Total					892	117.9	

Previous overcrowding had an interesting side-effect: it made jail operation more efficient in the sense that accredited deputy-to-inmate ratios were unattainable, even at the expense of deputy/inmate safety and population management. The project team termed this “artificial efficiency,” since it did not adequately account for the safety and liability risk associated with overcrowding. Introducing the DDC enabled the staffing of

Pods within accredited standards. Once within normal capacity bounds, the introduction of additional capacity enabled both staffing efficiencies and accredited standards.

Contract Beds

Contract housing occurs when state or federal corrections systems pay Denver in exchange for beds at a Denver facility, oftentimes when inmates are preparing to transition back into society. Contract housing can simply mean housing or it can target specific populations and service deliveries (i.e. job training, substance abuse therapy, etc.). Generally, service-eligible populations are inmates from State Department of Corrections. This population garners a lower fee than Federal and is more costly to maintain because DSD is providing services.

Pod operation is a step function. For example, managing a pod with a capacity of 64 is the same whether the daily population is 15 or 64. If one considers that pods are frequently less than full, and that incremental contract beds up to capacity would have no impact on staffing, then contract beds should be sought when they do not require any incremental cost other than the \$17 per day in truly variable expenses. On the other hand, when one considers that entire pods could be closed if contract beds were substantially reduced, and that there are facility and personnel savings associated with closing pods and buildings altogether, then a case can be made for significantly reducing or eliminating contract beds.

This paradox is also influenced by the relative efficiencies of the current operating facilities. Contract housing is increasingly attractive as high-efficiency pods become a greater percentage of the total pods in operation. Proactively managing the contract bed population based on the facilities and general inmate levels is the key to ensuring the margin is worth the investment of resources.

- DDC and COJL hold approximately 150 contract prisoners a day.
- Historically, the fee for contract beds has been \$61 a day. After \$17 is taken out for food, medical, and uniform costs; the resulting margin is \$44/day.
- Those 150 beds provide \$2.4M in overall yearly margin (before personnel cost) ($44 \times 365 \times 150$).
- If contract housing were not offered, up to 150 beds would not be needed and some facilities might be eligible for temporary closure. Approximately 30 of the 150 contract housing beds are female beds, and eliminating them might result in the closure of one pod. About 60 of the beds are Category 3 males, and this may yield one small pod closure. Eliminating the remaining 60 Category 4/5 males might yield two more small pod closures. Closing small pods results in less margin loss than closing large, efficient pods.

- Scenario A: Prior to Jail Annex in operation with Building 20 pods and other small pods available to close.
 - Closing four relatively inefficient pods (capacity 30 per pod) would result in savings of about \$1.7M. (Assuming 4 Deputy Sheriffs are needed 24/7 for those five pods). $4 * 5.36 * 80K$.
 - The margin loss from eliminating contract housing is about \$700K ($2.4M - 1.7M$), exclusive of facility overhead (lights, maintenance, etc.).

- Scenario B: Jail Annex in operation and Building 20 is already closed (so Building 22 has the next least-efficient pods available for closure)
 - Closing three Building 22 pods (capacity 48) would result in a savings of about \$1.3M (Assuming 3 Deputy Sheriffs are needed 24/7 for three pods). $3 * 5.36 * 80K$.
 - The margin loss from eliminating contract housing is about \$1.1M. ($2.4M - 1.3M$), exclusive of facility overhead.
 - Closing the larger pods would also be more difficult to implement if the inmate population was near total rated capacity.

	Scenario A:		Scenario B:	
	Close Bldg 20		Close Bldg 22	
	Pods		Pods	
Income				
Gross Revenue	\$	3,339,750	\$	3,339,750
Gross Margin	\$	2,409,000	\$	2,409,000
Semi-Variable Expenses				
# Pods Closed		4		3
Size of Pods		30		48
Total Beds Reduced		120		144
Deputy FTE's Reduced		4		3
Relief Factor		5.36		5.36
Fully-loaded compensation	\$	80,000	\$	80,000
Semi-Variable Expense	\$	1,715,200	\$	1,286,400
<hr/>				
Contribution	\$	693,800	\$	1,122,600
Contribution Margin %		21%		34%

As DSD shifts from less efficient to more efficient facilities, contract housing becomes increasingly attractive from an economic margin perspective. However, when an entire building can closed, the support personnel within that building (security specialists, maintenance, etc.) may be added to the cost savings. Closing a building does not appear to be an option with the current population mix of contract beds.

Organization

Management span of control is relatively consistent throughout the organization.

Count	Division					
	Rank	ADMIN	COJL	DDC	TSP	Grand Total
Division Chief	-	1	1	1	1	3
Major	1	1	2	1	1	5
Captain	2	6	8	3	3	19
Sergeant	6	18	36	5	5	65
Deputy Sheriff	3	169	428	20	20	620
Grand Total		12	195	475	30	712

Span of Control assumptions	ADMIN	COJL	DDC	TSP	Grand Total
Captains to MAJOR	2.0	6.0	4.0	3.0	3.8
Sergeants to CAPTAIN	3.0	3.0	4.5	1.7	3.4
Deputy Sheriff to SERGEANT	0.5	9.4	11.9	4.0	9.5

The non-oversight and administrative functions are likely able to benefit from streamlined business processes, particularly in the area of Intake, staffed with 95 Deputies, 10 Sergeants, and a Captain. This staffing represents only a portion of the total Safety headcount required to identify and book inmates, and several dozen positions at the Denver Police Department are involved. A business process analysis project is currently underway to identify efficiency improvements. One possibility – very much in the early stages of consideration – is to consolidate these functions at the DDC.

- Variable costs of Deputy Sheriff for Intake: 7.4M
- 2010 Bookings: 38K
- Cost per booking: \$194 to process every booking

Days in Year	365
Hours in Day	24
Hours in Year	8,760

Intake Deputies	95
Annual hours worked	1,650
Deputy FTE hours	156,750

Bookings per year	38,000
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Deputy FTEs hours per booking	4.1
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FTE's were allocated to Fixed and Variable functions to evaluate budget impact. Fixed FTEs represent functions that are assumed to be stagnant regardless of large shifts in the inmate populations (i.e. average daily populations of 1000, 2000 or 3000). About one-third of DSD personnel are considered Fixed, meaning that these resource allocations can

be altered by eliminating the function or streamlining the processes, but not through changed in the jail population. Variable staffing can change, via step-ladder function, when pods are opened and closed, but not with small variations.

	F/V		Data		Total Count	Total Cost
	F	V				
Division	Count	Cost	Count	Cost		
ADMIN	16	1,536,091	6	617,254	22	2,153,345
COJL	68	5,587,073	188	14,699,249	256	20,286,321
DDC	132	10,626,324	403	31,950,195	535	42,576,518
TSP	64	4,760,575			64	4,760,575
Grand Total	280	22,510,062	597	47,266,697	877	69,776,760

Other than eliminating or outsourcing entire functions, such as maintenance operations, the remaining operations do not appear excessively staffed or unnecessary. Business process analysis might yield efficiencies, particularly in the larger areas such as Vehicle Impound. Corrections-oriented resources should be evaluated for outcomes-based performance (e.g. impact on recidivism) and not workload (the defined scope of this project). DSD has demonstrated a willingness to find staffing efficiencies by introducing Security Specialists – CSA staff who manage corridors and provide other functions but do not interact directly with inmates. These steps toward improving staffing efficiencies deserve acknowledgement. See Attached Organizational Chart slides for more detail.

Conclusion

The introduction of the DDC, in conjunction with the remaining COJL facilities, significantly reduced overcrowding and enabled the DSD to operate according to rated capacities. Assuming a stable population, the introduction of the Jail Annex takes this efficiency-building a step further, enabling:

1. Replacement of older, less-efficient facilities (Building 20) at the COJL and resulting staffing efficiencies, or
2. Expansion of capacity so that population fluctuations are more easily accommodated or to expand contract housing, or
3. Some combination of these two options.

Proactively managing contract housing will also align staffing, facilities, and workload. To the extent contract housing leads to the operation of the least-efficient facilities, a reduction or elimination of this offering should be considered. Another consideration is the “meaningfulness” of certain types of contract housing, particularly contract housing including programs that improve chances for successful reentry to society. Purposefully targeting these types of contract housing inmates may help reduce recidivism and have long-term positive impacts.

Other potential efficiencies require business process analysis to diagnose and streamline. Two significant possibilities – currently underway with BPA resources from the Budget Management Office – include:

1. The Identification and Intake processes that span DPD and DSD operations require over 100 FTE between the two organizations and offer a significant opportunity to improve operating efficiency and deliver safer and more efficient jails.
2. Property and Evidence processes also take place in both organizations, requiring significant FTEs and probable areas for efficiency improvement.

As with other Safety departments, all of these potential changes can be accomplished via attrition and rehiring and do not require layoffs, assuming a 12-18 month implementation period.

While not part of this project scope, ROI analysis related to jail services – particularly in the area of corrections and spanning both DSD and external reentry programs – should continue. Data capturing issues have made the evaluation of these programs very difficult. While it is possible to measure service delivery in terms of inmates served, programs administered, etc., the relationship to outcomes has been too inconsistent to evaluate the success of these efforts. The Jail Management System (JMS) and anticipated systems for programs such as Community Reentry (CRP) should provide the necessary information to enable this review. The framework for this analysis has been created – linking work effort, criminal risk factors, success indicators such as employment and housing, and outcomes such as recidivism.

Attachment A: Organization Chart

Attachment B: Projected Denver Jail Population

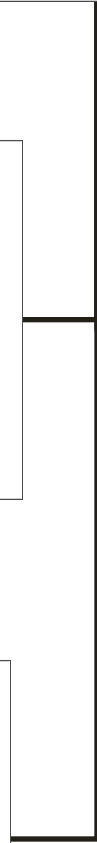
Budget: 2.2M
16 Fixed/ 6 Variable

Admin

Directors Office (646K)
6 Fixed (646K)

Finance (547K)
7 Fixed (547K)

IA (959K)
3 Fixed (342K) /6 Variable
(617K)



Budget: 20.2M
68 Fixed/ 188 Variable

County Jail Admin
(330K)
2 Fixed (330K)

Building 22
(379K)
1 Fixed (44)
4 Variable (335)

Comm Corrr (5.1M)
8 Fixed (740K)
56 Variable (4.4M)

Building 19 (91K)
2 Fixed (91K)

Main (9.7M)
31 Fixed (2.4M)
89 Variable (7.3M)

Chaplain 1
Fixed (79K)

Class
1 Fixed (85K)

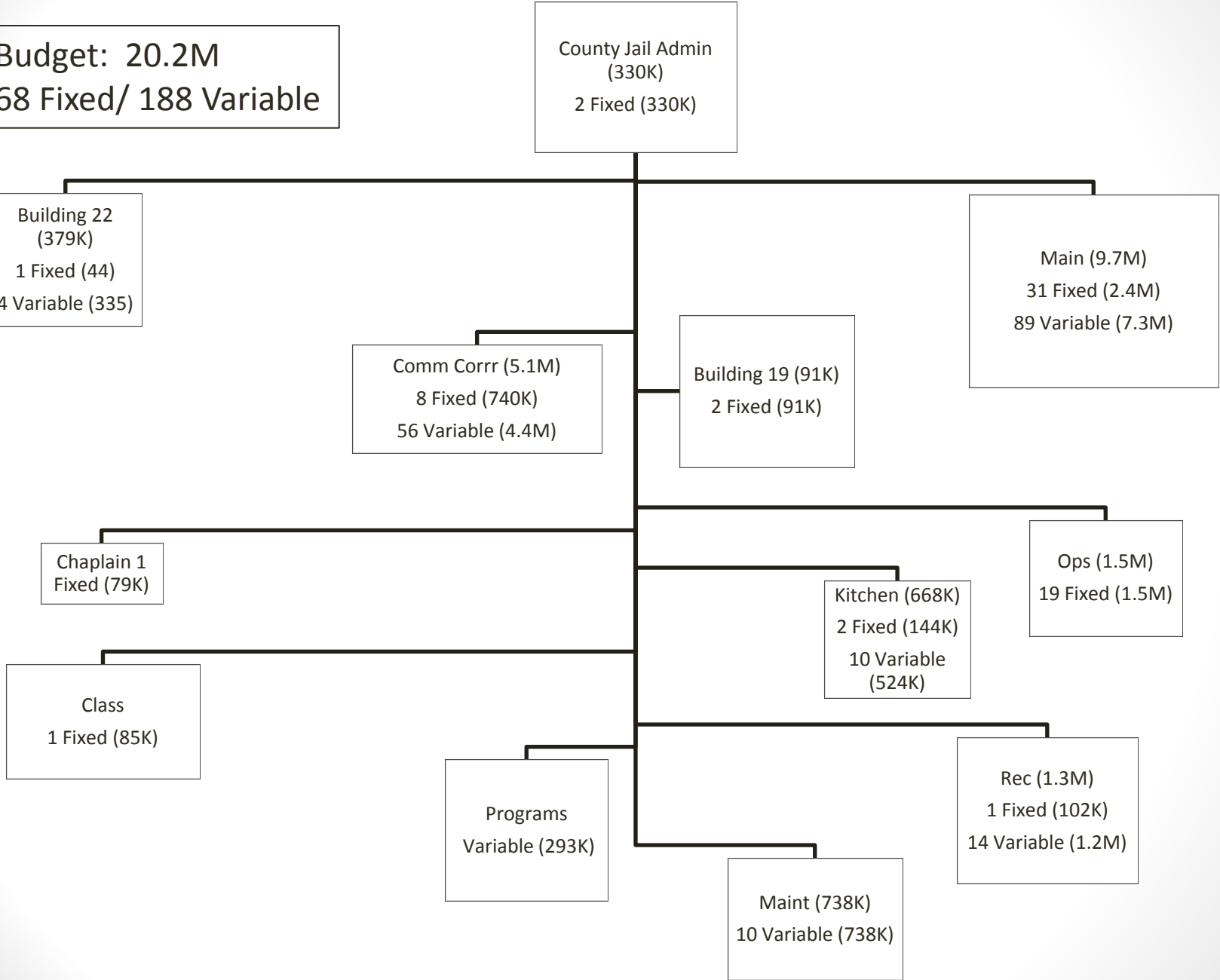
Kitchen (668K)
2 Fixed (144K)
10 Variable (524K)

Ops (1.5M)
19 Fixed (1.5M)

Programs
Variable (293K)

Maint (738K)
10 Variable (738K)

Rec (1.3M)
1 Fixed (102K)
14 Variable (1.2M)



Budget: 4.8M
64 Fixed

TSP
6 Fixed (645K)

VIF
33 Fixed (2.1M)

RFMS
4 Fixed (359K)

TMU
3 Fixed (294K)

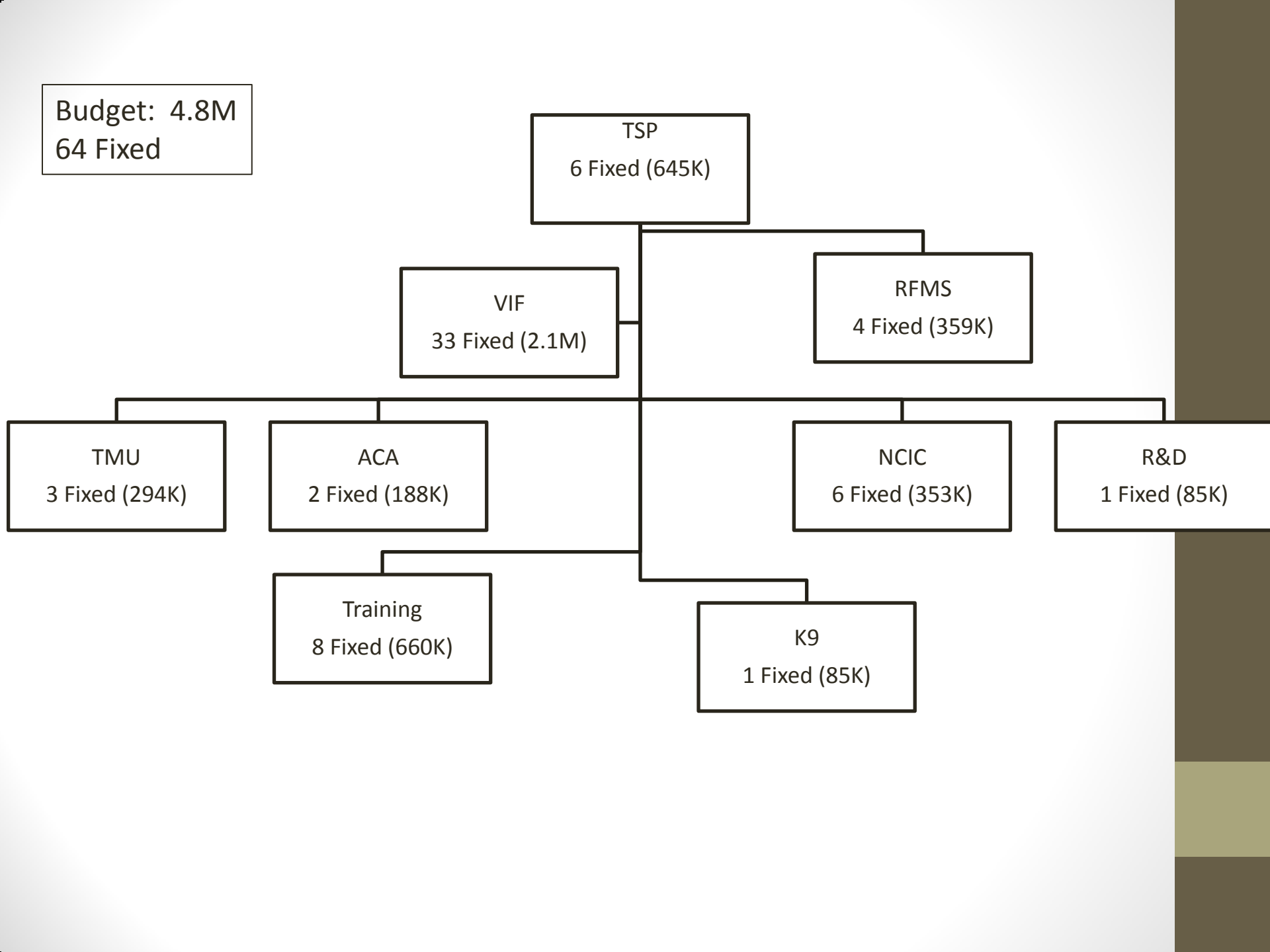
ACA
2 Fixed (188K)

NCIC
6 Fixed (353K)

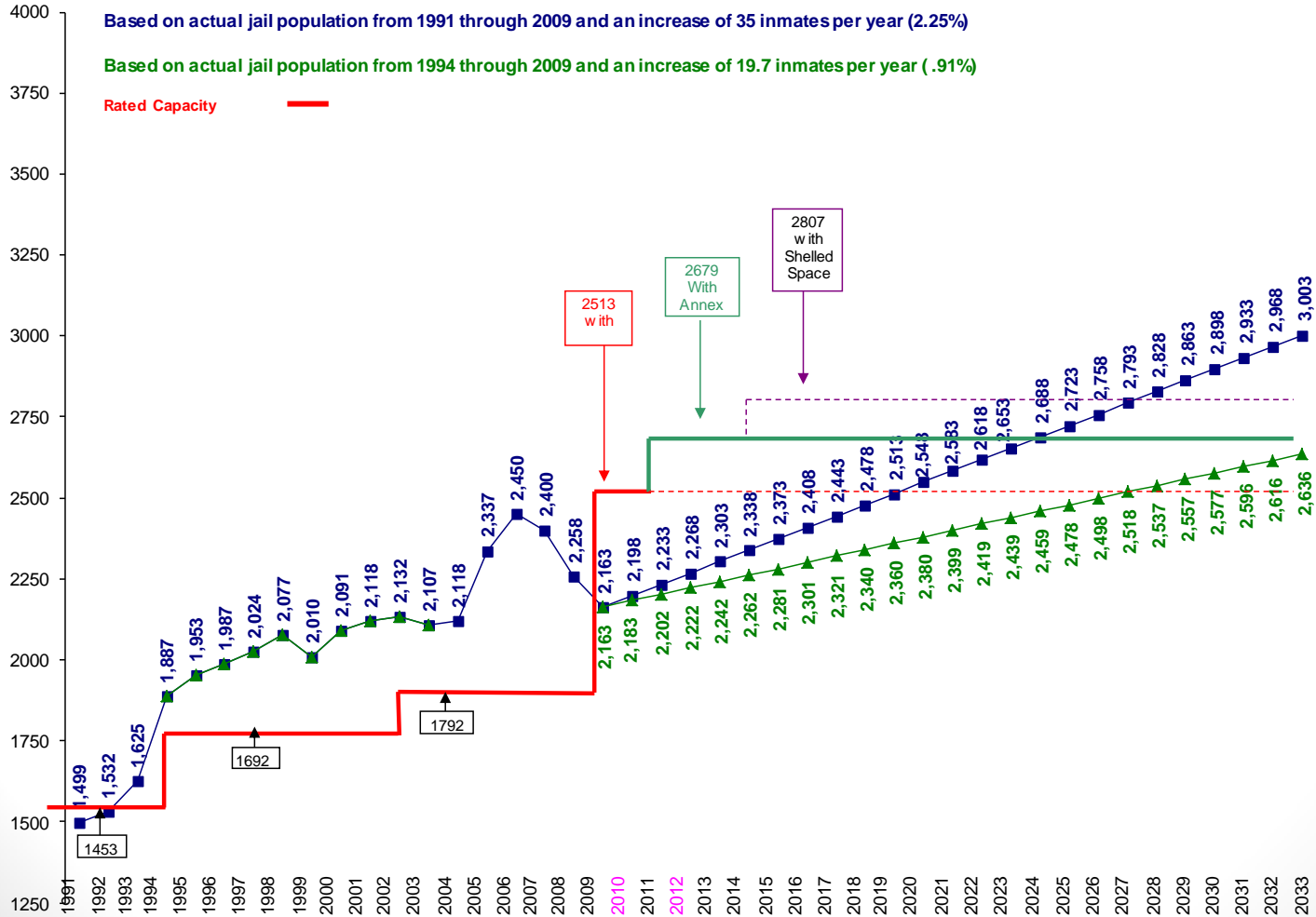
R&D
1 Fixed (85K)

Training
8 Fixed (660K)

K9
1 Fixed (85K)



Projected Daily Jail Population - 2010 through 2033 County Jail and PADF



DOWNTOWN DIVISION

CAPTAIN KAFATI

Court Services

Denver Deputy Sheriffs' primary duties at Court Services are to safely deliver in-custody defendants to all Denver courts; this includes the Lindsey-Flanigan Courthouse (LFC), as well as, the City and County Building. In addition, deputies are tasked with maintaining decorum of the courts and protect the Office of the Judge. For this reason, the Denver Sheriff Department has developed a working and cooperative relation with the City's Department of General Services, and HSS Inc. (private vendor security provider) currently assigned at all Denver facilities.

In June 30, 2011, our office participated in a fire-evacuation drill at the City and County Building (CCB). Every occupant of the CCB, including the judiciary, was instructed to exit the building. This task was completed in less than (14) minutes. DSD personnel were able to provide satisfactory security to the participating judges and court staff exposed at the designated safe-site. The operation was a great success due to the tremendous support and collaborative effort between the DSD and the aforementioned agencies. In a relatively short time, a total of (15) DSD uniformed personnel were on hand at the safe site from (4) different facilities, the LFC, CCB, DDC, and the Webb Municipal. While I remained at the Fire-Command Post, Captains Romero and McCall, Sergeants Shannon, Hill, Tribble, T Frank, J Sanford graciously and expeditiously reported to the scene while the CCB occupants were still evacuating the building. This was done with existing personnel on hand, and without disrupting the scheduled operations at the DDC. Judges present were appreciative and felt secured by the added DSD presence.

In addition to the successful fire-evacuation drill, the following day, July 1, 2011 Court Services personnel together with deputies assigned to DHMC/CCMF capitalized on the City's mandatory furlough and conducted evacuation and active shooter scenarios at the Lindsey-Flanigan Courthouse. Current tragic events in US Courthouses, compounded by the (125) registered threats against judges in the State of Colorado, demand better preparedness and qualified training. The initial portions of the training were classroom presentations and walk-through *rolling-thunder* formations. *Rolling-thunder* formations were developed by the US Army, Special Forces. Following the tragic lessons learned from the Columbine HS event, the LA County Sheriff Department adopted this tactics; later on several law enforcement agencies followed suit, including DPD Metro SWAT; and our very own Emergency Response Unit (ERU). The *rolling-thunder* tactics have become the industry standard nation-wide. We were pleased to see Director Gary Wilson, Major Mike Horner, HSS Inc. administrative staff, Suzi Latona and Stephanie Hellman of Facilities Management, as well, as the Honorable Judge John Marcucci at the training.

I wish to extend a special thanks to those individuals that selflessly contributed long hours in making this type of training, a first of its kind at the LFC, an amazing achievement. Sergeants Byron Shannon, Anthony Gettler, Jamie Brown, Deputies Brady Lovingier, James Casias, Jason Fooks, Derrick Burroughs, and Eishi Yamaguchi, as well, we wish to recognize our impressive actors from the Denver Public Safety Cadet Program, Cadets Aaron R. Carlson, Nathaniel C. Kelley, Chelsea S. Novotny, Ashley Botello, Camilla A Burkhardt, Jeffrey Swanson, and Justin R. Uyemura.

TECHNOLOGY, SUPPORT & SPECIAL PROJECTS

MAJOR ANDERSON

Welcome to Class 2011-1

On June 30, 2011 the below deputies graduated from the Academy and were assigned to the Downtown Division. Welcome and congratulations to all!

Recruit Class 2011-1	Badge Number
Abell, Anthony	S11050
Anderson, Richard	S11052
Andrews, Matthew	S11057
Asay, Thomas	S11051
Bautista, Sarah	S11069
Benvenuti, James	S11064
Blaine, Micheal	S11063
Clanton, Judy	S11068
Cohn, Scott	S11053
Collins, Kimberly	S11066
Dable, Keke	S11062
Davis, Paul	S11065
Dawson, Daniel	S11067
Dulayev, Georgiy	S11055
Enriquez, Adrian	S11054
Finley, Andrew	S11060
Gonzales, Francisco	S11056
Hada, Michael	S11061
Hansen, Stephen	S11059
Kielar, Samantha	S11058
Lopez, Chantel	S11071
Marrs, Brittany	S11072
Trujillo, Eugene	S11070

ACCREDITATION UNIT

SERGEANT ROLANDO

Triple Crown

In addition to maintaining accreditation with the “American Correctional Association” (ACA), and the “National Commission on Correctional Healthcare” (NCCHC), the Accreditation Unit will begin gathering documents (proofs of compliance) in the fourth quarter of 2011, to become accredited with the “Commission on Accreditation for Law Enforcement Agencies, Inc” (CALEA). After the department achieves accreditation with all three organizations, the department will apply for the coveted “Triple Crown” award.

The Triple Crown Award was established by the National Sheriff’s Association to recognize those sheriff’s offices which achieve simultaneous accreditation from the Commission on Accreditation for Law Enforcement Agencies, the American Correctional Association, and the National Commission on Correctional Healthcare. Achieving these accreditations individually is a daunting task. Acquiring all three at the same time is an extraordinary feat. In fact, the Triple Crown distinction is so rare, that since the establishment of the award in 1993, fewer than 35 sheriffs' offices have qualified <http://www.sheriffs.org/about/TripleCrownAward.asp> .

History of CALEA

During the 1960s and early 1970’s, United States law enforcement faced a number of large-scale civil disturbances. Many American cities experienced riots with significant loss of life and property damage. Many citizens lost confidence in the law enforcement agencies due to their seeming inability to prepare for and deal with these events.

Law enforcement agencies were viewed as unable or unwilling to learn from others’ mistakes and as having little, if any, coordination between themselves and other agencies. Law enforcement officers were often viewed as under-trained, and their selection and hiring practices often were discriminatory. Policies and procedures were often poorly written or sometimes, nonexistent, and many in the general public did not respect law enforcement officers as professionals. Issues of accountability, integrity, liability, performance, and community partnership dominated the public dialogue and media coverage of law enforcement.

In response, the United States Department of Justice provided a grant to the four leading law enforcement executive associations to advance law enforcement professionalism by establishing voluntary standards. The organizations were: International Association of Chiefs of Police (IACP); National Organization of Black Law Enforcement Executives (NOBLE); National Sheriff’s Association (NSA); and Police Executive Research Forum (PERF). The result of this initiative was the creation in 1979 of a private, non-profit corporation: “Commission on Accreditation for Law Enforcement Agencies, Inc (CALEA Process and Programs Guide, pg 1-1 and 1-2).

CORRECTIONAL CARE

Eve Mitchell, RN

Welcome

Jeff Prasad, CSS I

