



Public Sector Executive Search and Organizational Consulting

**Clear Creek County, Colorado
Sheriff's Office
Operations Assessment**

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Submitted to:
Board of County Commissioners

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Project Team

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Executive Summary

KRW Associates LLC (KRW) was retained by Clear Creek County, Colorado (County) to assess the operations of the Clear Creek County Sheriff's Office (CCCSO) in comparison to industry standards and best practices. In addition, the assessment was designed to:

- Create a benchmark against which options for future service delivery can be measured; and,
- To provide recommendations for program refinements and efficiencies, new strategies, budgeting/fiscal and resource modifications.

The overall goal of the assessment was to conduct a detailed organizational, fiscal, and operational study of the CCCSO and to strengthen the ability to provide efficient, safe, cost-effective services. Work on the project commenced in April 2021 with individual interviews of Elected Officials, the Sheriff and Undersheriff, the former County Manager, and Sheriff's Office Command personnel. The interviews were constructive and provided important perceptions, observations, challenges, strengths, and weaknesses of the organization from their perspective. In addition, 101 individuals were contacted and participated in individual interviews and internal and external focus groups. The KRW team also conducted visits/tours of the Jail and Communications Center. The assessment avoided rumor, insinuation, and any individual bias.

The assessment focused on the following major areas of the CCCSO:

- Management and Organizational Structure
- Detentions
- Communications Center
- Delivery of Services
- Technology
- Patrol Deployment Strategies
- Investigations

The Key Issues and Observations, Recommendations and Conclusions included in this report are the results of both a qualitative and quantitative examination of the data accumulated during the assessment and include observations, notes, discussions by the consultants and input from those interviewed and participating in the focus groups.

The report contains 17 specific recommendations. Emphasis was given to considering the input from interviews, observations, and review of current operational procedures. Practical, fiscally responsible considerations were incorporated into the rationale for the recommendations.

Key Issues and Observations

The Assessment identifies 51 Key Issues and results in 17 Recommendations.

- The CCCSO is staffed with talented, proud, and professional employees, both sworn and civilian.
- It is evident from the input we received from employees that the leadership of the Office genuinely cares about the organization and the employees. Numerous comments referring to “family” and support from the administration were heard from both sworn and civilian staff.
- Declining revenues are a challenge for the County and are described as balanced but stressed. The closing of the Henderson Mine and the market value decrease of Molybdenum has had a big impact.
- As with most organizations, the primary budget expense is personnel. Patrol, detentions, and communications are all staffed at their minimum levels. Care should be exercised in comparing various organizations since geography and environment places different responsibilities on law enforcement organizations. They said, certain comparisons can be used as benchmarks and are outlined in Addendum IV.
- Costs to operate the CCCSO are similar to other Sheriff’s Offices their size in Colorado. Comparable data for other small Colorado Sheriff’s Offices is attached. As with other Counties, salary and benefits consume most of the annual budgets. (See Addendum IV)

- In a recent survey conducted by the County Sheriffs of Colorado (CSOC) the average daily cost to house inmates is between \$125 and \$165 per-day. The CCCSO compares favorably to that with a cost of approximately \$138 per day. The maximum capacity of the jail is 110 beds. The average daily population of the jail is 61-the majority of which are Federal Marshals holds. In 2020 the cost to run the jail was approximately \$3.1 million or approximately 30% of the Sheriff's Office annual budget. This is offset by \$1.145 million in revenue.
 - The CSOC reports how those costs are routinely gathered will be an agenda item at the annual Sheriff's Conference in January 2022.
- The CCCSO has a collaborative relationship with other agencies in the county.
- There was a significant concern expressed by employees that internal communication needs to be improved. Conflicting and unreliable information results in confusion and cynicism by employees. This issue is discussed later in this report.
- There is a sentiment that salaries are good for deputies, but it is an area of concern for civilian employees and dispatchers.
- The current benefit of take-home vehicles should be reevaluated. Although this is appreciated by employees is it cost efficient? A clear public safety justification for the take home policy should be documented and not just a benefit.
- The CCCSO is experiencing a relatively high turnover rate, losing 18% of the workforce over the past three years. Retirement benefits were mentioned numerous times as a retention issue.
- There is strong community support for the Sheriff and his staff. There were genuine expressions of trust and respect for the organization from the community and outside agencies.

Service Delivery

- Staffing in critical service delivery areas such as patrol, detentions and communications is inadequate. This observation and recommendation(s) will be discussed more in this report. Frequently, during the morning shift only one deputy is on duty for the entire County. For a significant portion of the day field supervision is not available.
- The latest data shows the CCCSO handled 19,732 calls and generated 1,996 case reports in 2020. To put that in perspective, the Communications Center received 46,425 calls of which 32,735 (70%) were non-emergency calls and officer-initiated activities. There were 10,699 emergency (911) calls. During 2020 CCCSO made 1,166 arrests which includes traffic and misdemeanor summons. This represents a 9% increase over arrests in 2018.

- **NOTE:** The Communications Center does not separate 911 calls by agency, so it is unknown how many of the 911 calls are CCCSO.
- There are several organizational issues addressed by this assessment that consultants believe could improve service delivery, safety, and efficiency without increasing costs.
- The case clearance rate for the CCCSO has dropped in the past two years from 29.73% in 2018 to 20% in 2020. It is likely the COVID pandemic may have had an influence in the clearance rate but needs to be monitored into the future.
- From our review it does not appear there is an analysis of criminal cases for solvability in investigations. Also, there is no formalized referral process for cases to investigations. Patrol deputies have no clear guidance on what they can or should refer to investigation—this should be outlined in a clear policy/procedure. This is discussed further in Recommendation # 9.
- A sworn deputy currently coordinates property and evidence. This is an expensive use of a sworn position. There would be a cost savings by converting this to a trained civilian evidence technician.

Patrol

- Staffing in patrol is insufficient to provide adequate coverage to shifts. There are times each day when deputies are alone with no backup or coverage for as much as four hours. This is an officer safety issue that needs to be corrected.
- There is inadequate field supervision in patrol.
- Patrol deputies have criminal cases assigned to them without clear criteria.
- Patrol deputies are not able to access reports in the RMS. Reports are locked once approved and entered into the system.

Policy and Procedure

- The CCCSO utilizes Best Practices in important administrative areas such as Personnel Investigations, Citizen Complaints, Personnel Evaluations, and the Promotional Process. Several other areas, however, need review and attention.
- The current Policies and Procedures for the Office require review and amendment. The current Policies and Procedures were obtained from Douglas County and adapted for CCCSO. Although this is an acceptable practice the policies should be reviewed and edited to make clear they are Clear Creek SO policies and remove all references to Douglas County. This could become an issue in any litigation involving a policy or procedure.

- Colorado Senate Bill 20-217 (The Enhance Law Enforcement Integrity Bill) passed in 2019 requires all L.E. agencies in Colorado to have Body Worn Cameras in place by July 1, 2023. There are unresolved administration and financing issues related to the impact of body-worn cameras for field deputies.
- Best practices in offering “in-service” training are utilized by the Office. It ensures all POST required subjects and firearm qualification requirements are complied with.

Detentions

- The jail is antiquated and in need of constant repair. Physical conditions and inadequate staffing present a safety issue for both deputies and inmates. The jail facility needs replacement or major renovation.
- There is no identified emergency plan for evacuation and transportation from the jail in case of a fire or other emergency.
- A critical position in the jail is the Detention Specialist. The Detention Specialist is tasked with monitoring over 200 cameras and 60 electronic door controls. The Specialist is seated in a small room with no windows and has a highly intense job of monitoring both inmates and deputies throughout the jail. The position is not highly paid and reportedly difficult to hire and maintain quality individuals. There is very little training provided the Specialist and trust between deputies and the Security Techs is somewhat strained. In addition, deputies report the electronic door system is undependable and often fails resulting in deputies having to use keys to access doors.
- Although the contract with the US Marshalls Service for housing prisoners adds 30-50 inmates to the daily population, it does not necessarily create the need for more personnel. The same fixed post positions would be required whether Marshall inmates were present or not.
- The Marshalls contract provides approximately \$1.25 million per year in revenue and mitigates some budget challenges for the County.
- If the County decides to maintain a jail facility, the CCCSO should conduct a formal staffing study on the detention operation. The National Institute of Corrections has excellent resources and can provide guidance throughout the process.
- Both nurses assigned to the detention operation are assigned to the day shift. This creates a dangerous gap in medical coverage during the evening hours. This also creates additional risk since inmates booked during the evening hours are not receiving medical screening and increases exposure to other inmates.

- Supervision is limited. Sergeants do not work weekends or nights.
- The Office has Prison Rape Elimination Allegations (PREA) certification. However, there is no clearly defined responsibility for PREA outlined in the policy manual. There are two investigators trained in PREA Assault/Complaint investigations and have had two certification audits. This certification is not only required by the Federal Marshall contract but is consistent with best practices in detention management.

Communications Center

- The Communications Center is orderly and well-equipped.
- There are supervision coverage shortfalls and pay inequities in the Communication Center.
- There is good collaboration and support between the dispatchers.
- Communication and interaction with supervisors need improvement.
- There are two supervisors assigned to the communications center. Both supervisors work the day shift with three days of overlap. There is no supervision present for a significant portion of the day and weekends.
- There is a disparity in compensation between the supervisors. One supervisor is a POST certified Sergeant and paid significantly more than his counterpart (a civilian) doing the same job.
- Although there is an Advisory Board consisting of communication center users, there are no Intergovernmental Agreements outlining the roles and responsibilities of the CCCSO and user agencies.
- Communications does routinely conduct Quality Assurance reviews of dispatcher performance. This is an internal review of how a dispatcher handled a specific call. This is different than a customer satisfaction survey that actually measures customer (user & citizen) satisfaction from 911 and non-emergency callers.
- User agencies are charged a “by the radio call fee”. This is an unusual method of charging for communication services. There is strong belief by communication personnel that user agency personnel are going off the air on calls without calling the activity to dispatch to avoid costs. This is a dangerous practice, if occurring, and should be discussed with user agencies.
- Consideration should be given to moving the communications center organizationally. Options are discussed in Recommendation # 11.

Records and Technology

- The CCCSO records section is staffed by a single employee and a part-time employee who works Fridays only.
- Although records management was recently converted to a digital format, historical records have not been digitized and are retained in a storage facility in boxes.
- There has been an increase in requests over the past year for records, but the RMS is problematic and shuts down for hours when updating and creates wasted time.
- There is uncertainty regarding how data and associated records will be housed, preserved, and managed with the state mandated body camera program.

Acknowledgement

Assessments can be stressful, and many times resisted by members of the organization under review. That was not the case during this project. We want to acknowledge the assistance provided by Sheriff Rick Albers, Undersheriff Bruce Snelling, the command staff, supervisors, and the employees. Consultants were impressed with the caliber and professionalism of the employees and their broad commitment to the Sheriff's Office and the community. The broad range of people contacted were candid, thoughtful and interested in offering observations and suggestions directed toward organizational improvement.

Final Report

Assessment Overview

KRW Associates LLC was retained by the Clear Creek County Board of Commissioners to conduct assessment of the Clear Creek County Sheriff's Office (CCCSO). The scope of the project was to compare current practices to both industry standards and best practices; to create a benchmark against which options for future service delivery can be measured; and, to provide recommendations for program refinements and efficiencies, and new strategies, budget/fiscal and resource modifications.

Work on the project commenced in early April 2021 with the interviews of the three County Commissioners, the County Manager, the Sheriff and Undersheriff and the Sheriff's Office Staff Officers. The purpose of these initial interviews was to gain more specific information regarding the scope of the project and the perspectives of individual elected officials and command level employees.

Those contacted by the project team were straightforward, candid, and willing to express their opinions and observations. As with any large organization it is expected there will be differing perspectives and personal bias. The material in this report avoided rumor, insinuation and isolated, irrelevant comments. Legitimacy comes from general themes contained in the qualitative data.

The work plan for the assessment was broken down into the following focus areas:

- Information from interviews and focus groups both internally and externally to the Office.
- Management and Organizational Issues:
 - Policy and procedure review
 - Organizational structure and management
 - Vision, Mission and Core Values
 - Budget practices
 - Current services and cost benefit
 - Leadership
 - Performance appraisal process
 - Training
 - Promotion process
- Detentions:
 - Facility review
 - Staffing
 - Service agreements
- Communications:
 - Staffing
 - Dispatch and calls for service
 - Alternative communications options
- Delivery of law enforcement services:
 - Patrol service delivery
 - Staffing and supervisory assignments
 - Deployment strategies
 - Investigations
- Use of technology:
 - Records
 - Evidence

- Analysis of data (past 3 years)
- Use of data in decision making

The protocol used for the interviews and focus groups was consistently applied to determine the perceived strengths, areas for improvement, current challenges, quality of service delivery, organizational environment, communication, and leadership. The questions utilized during the interviews and focus groups is attached as Addendum I.

Agency Overview

The CCCSO is among a group of medium sized Sheriff's Offices in the State of Colorado. There are 64 Sheriff's Offices in Colorado and there are approximately 10 considered large offices. Clear Creek County is 396 square miles and currently has a population of approximately 10,000 full-time residents making it the 39th in size compared to other Colorado Counties. Many Sheriff's Offices are of similar size to CCCSO, and like CCCSO the majority operate a jail. Although it is apparent the CCCSO operates at roughly the same costs as other mid-small agencies, this report outlines some areas where cost savings may be possible.

The Sheriff's Office has an authorized strength of 80 personnel (47 sworn, 31 Civilian and 2 part-time) in the current budget. Those personnel are dispersed throughout the Office in patrol, detectives, detentions, communications, command staff and administrative/support assignments. There are currently 5 vacant positions, 4 sworn and 1 civilian.

The Sheriff's Office has a 2021 budget of \$10,125,935. This is 54% of the \$18.848 million County General Fund Budget. In contrast, the Sheriff's Office contributes \$2.45 million to the General Fund including \$1.25 million from the US Marshalls Contract.

It is clear the CCCSO is respected in the community and has a trusting relationship with citizens. Except for areas identified in this report that could improve efficiency and mitigate some budgetary challenges, the CCCSO is a well-managed sheriff's office.

Qualitative Interview Data—the Primary Themes

Elected Officials and County Manager

- Declining revenues have forced all County Departments to make budget cuts.
- More specific information regarding the Sheriff's Office budget and how funds are spent is desired.
- The community is generally supportive of the Sheriff and the services they provide.
- Visibility of patrol deputies throughout the county needs to be improved.
- Detentions:

- Conditions in the jail are poor.
- Does Clear Creek County need a jail?
- If maintaining the jail is best, does the County need a new jail?
- Is it necessary to have sworn deputies in the jail?
- Do housing US Marshal inmates pay for itself?
- Communications Center:
 - Is there a better fiscal alternative to maintaining the Communication Center?
- How does the Sheriff's Office compare to other similar agencies and the use of best practices?
- What cost savings are there within the current Sheriff's budget?
- Are all the programs provided by the Sheriff's Office necessary?
- Why does retention seem to be a problem?

Internal (Staff, deputies, investigators, dispatchers, detentions, and support staff)

A. Strengths

- Good support for employees from administration.
- Morale generally is good—very positive “team-spirit” in patrol.
- All employees appreciate the take home car policy.
- Working relationship with other county agencies is good.
- Most sworn employees commented that the compensation is good.
- Community oriented.

B. Needs Improvement

- Staffing in patrol
 - Common to have only one deputy for 4 or more hours per day
- Most of the day very quiet—but always unpredictable—field deputy cover is a real issue.
- Routine scheduling changes due to short staffing is frustrating to deputies.
- Need 3 additional deputies in patrol
- Need more jail staff.
- Provide additional training for Patrol, Investigations, and Records.

- Internal communication needs improvement—deputies to detectives; information in general not shared.
- From patrol—on-call detectives hard to contact and reluctant to respond off-hours.
- Training
- Retirement/pension system- Nearly all of the employees believe the retirement program is inadequate and believe it to be a strong contributing factor to employees who leave or those who are thinking about leaving the office.
- Patrol supervision—another sergeant is needed. Possibly move sergeant from Detentions
- Records—there is only one Records person
- Poor pay for civilian employees- there is a risk of them leaving
- Issues related to retention of deputies
 - The pension system and current national climate toward law enforcement.

Current Issues as expressed by sworn and civilian personnel.

Investigations

- Per patrol—case assignment unclear. Some cases assigned to patrol, but criteria are confusing.
- Average case load for the 3 detectives averages 3 cases each.
- Ancillary duties:
 - Property, evidence, firearms, and SWAT
- 4/10 plan for detectives.
- Patrol deputies not able to access reports in RMS.
- Detective assignment is permanent and considered a promotion.
- Civilian Property/Evidence manager needed.

Records

- Staffing a real issue—one person

- The Records function has recently been converted to a digital format in the RMS system. Most of the historical records have not been converted and reside in two Conex boxes behind the Sheriff's Office. (Box of Doom) Records housed in the boxes are difficult to access, some are incomplete and difficult to search. There is currently no plan or funding to digitize the documents. Currently 1990 records cannot be located.
- There is a need for another person to work in Records to provide the appropriate level of service, internally and externally.
- No succession plan if records manager were to leave

Detentions

- The jail facility is quite old and has frequent mechanical and plumbing problems. The addition of exposed conduit and wiring creates a situation where security in the jail can be compromised. The holding cells are nothing more than wire cages where prisoners can be handcuffed and interviewed by booking deputies. Clear Creek County should consider constructing a new facility soon.
- The Sheriff's office contracts with the US marshals service for housing prisoners. This adds 30-50 inmates to the daily population. This situation does not necessarily create the need for more personnel as the same number of fixed posts would likely be required whether the Marshall services inmates were in the facility or not. This contract does provide significant revenue to the Sheriff's office and does provide some mitigation of budget pressures for the County.
- Deputies report that they are understaffed; they believe they need four deputies on days and three on nights. There can be as little as one deputy but two is standard. Low staffing detentions is a problem and can cause mistakes to be made and affect deputy safety.
- Deputies are frustrated that the jail is old and "everything is breaking". Gates and doors work intermittently, and deputies often make repairs themselves. The problem with equipment and doors and locks affects deputy safety. For example, there are doors that may show as locked when they are in fact open and this affects deputy safety. There are severe problems with the plumbing in the building and no one seems to know how to fix it. Deputies reported that there was a flood caused by sewer back up resulting in having to place inmates in the outside exercise yard. This creates significant security problems.
- Detention's supervisors commented on critical Detentions Specialist position and both the conditions and important role they play. More detailed comments are contained in the Observations/Key Issues section.

Communications

- Communication flow is low-key and lacks clear direction.
- The Communication Center personnel struggle with psychological issues because of cumulative stress. They have a peer support group which is helpful but more needs to be done.
- Hiring and retention in the Communication Center is difficult because employees do not have competitive pay and the remoteness of Clear Creek County creates a challenge attracting and retaining employees.
- Officer initiated activity for member agencies except the CCCSO office is charged back to the agency, resulting in other agency officers not calling out on all activities to save money. Furthermore, there is no pressure from agencies to rectify this issue.
- There are problems with the E Force and CAD that cause difficulty in extracting information from the system and results in the development of workarounds.
- When an additional manager was added to the communication center the managers roles were never fully explained so that each of the two managers had to find exactly what their roles would be. There is also a concern about the disparity in pay between the sergeant assigned to the communications center and the civilian assigned in a similar role as manager.
- The Sergeant estimates he spends at best 40% of his available time on the floor of the communication center. The civilian manager estimates he is on the floor about 90% of the time, because he has a workstation on the floor. It should be noted that there was a significant disparity between the estimated interface time between managers and employees as estimated by the civilian managers and as estimated by the communication center personnel.
- There are three days of overlap on the schedule of the managers, and the lack of interface and communication results in confusion and difficulty in completing staff work
- Communications personnel need more training. Specifically, they need SWAT training and emergency medical dispatch (EMD) training. They report they cannot get training even when supervisors approve it because "administration" disapproves and there is no reason given.

Dispatchers

- Dispatchers cannot understand why they were "bundled" with detentions. This placement in the organization provides a lack of command interaction and communication. They have a perception that they are not valued for their work and there is little acknowledgement of their contributions.

Patrol Sergeants

- Administration support is very good
- Scheduling and communication are the big issues.
- Two additional deputies needed.
- Two sergeants split the week
- Graveyard deputies are without supervision available
- The lack of supervisory coverage and interaction with deputies makes evaluations very difficult.

Current Issues Expressed by External stakeholders
(Rotary Club, EMERGE, and JEFFCOMM)

- Strong community support.
- Deputies care about the community.
- Good visibility in the community, but very slow response in the Evergreen area.
- Deputies are involved in the community.
- Strong support for the Sheriff,
- For a large County—good response time to calls.
- Deputies are pro-active.
- Sheriff attendance at EMERGE (East Mount Evans Resource, Growth, and Environment) semi-annual meetings is appreciated.

Needs Improvement

- Dealing with drug problem in the county needs attention.
- Delayed response to east part of county.
- Lack of visibility in east part of county is a problem.

Current Issues as expressed by community/business members.

- The “perception” of systemic racism in law enforcement in general.
- Mental Health—need a co-responder program.
- County Budget
- Do we really need a County Jail?

Recommendations

Recommendation # 1 - Mission, Vision and Core Values

Formulate a Mission and Vision Statement and a Set of Core Values.

The Clear Creek County Sheriff's Office should formally articulate the direction of the Office by the commitment to a process of implementing an organizational-wide Vision for the organization. This vision should be supported by the development of a Mission Statement to be used to inform county residents and communicate the vision and direction of the CCCSO. Finally, the formulation of a set of Core Values should follow and serve as the foundation of accountability, and communication interactions both between employees and citizens.

Discussion

Currently the Sheriff's Office has no Mission, Vision or Core Values statements. We want to underscore the importance of the statements but just as important, the process to develop them. They convey the purpose, direction and underlying values of the organization. We believe the Sheriff's Office should initiate an in-depth organizational wide process to establish a Clear Creek County Sheriff's Office Vision, a Mission Statement that defines the organization's purpose and what they want to achieve. Also, concurrent with that process Core Values that outline the core principles, philosophical ideals and behavior expectations should be formulated.

There are many challenges to the law enforcement profession today. Most agencies do a good job of recruiting, hiring and training individuals who demonstrate strong moral and ethical values. But those values tend to be personal values and must be supplemented with professional organizational values that dictate both attitudes and behavior. Law Enforcement executives cannot be content to just expect ethical behavior without mutually agreed, stated values and accountability. The establishment of organizational Core Values would ultimately be disseminated to all employees who would be required to use them in all their internal and external interactions. One of the more important keys in establishing a vision, a mission statement and a set of core values in a law enforcement agency is on-going day to day leadership. We believe this leadership is necessary to properly implement and hold all accountable to the development, training, implementation, and on-going attention to detail so that everyone understands, accepts the developmental process, the overall outcomes and the importance of everyone holding each other accountable in all of their interactions by the use of the Core Values at all times.

Ownership is essential in the process of development of the Vision, the Mission, and the Core Values so that all points of view of employees have been heard, either by individual interviews or via small focus group sessions. While this is a time-consuming process. We believe it is one that is essential to ensure input is sought, valued and thus ownership developed. The process is important to ensuring an understanding and on-going support for this new culture and requiring active compliance.

Attention to detail is also an on-going concern and should be always monitored to seek out and curtail any drifting that will most certainly occur over time. This process in the Clear Creek County Sheriff's Office of moving the entire organization over time into a Vision driven, Mission focused strategy will develop unity and purpose. Accountability and adherence to the developed Core Values must be more than a packet of documents or a set of slogans posted on the wall. It has been our experience in working with law enforcement agencies across the county that the leadership and hard work of convincing employees toward "living by the Core Values" and working toward the implementation of the Vision and Mission is a never-ending process. Modeling the behavior, the organization expects from all employees to emulate, to practice, to believe in is at best quite difficult and, to be successful must be consistently applied and re-enforced in behavior, actions and symbols day in and day out by all of the organization's leadership. Leadership then, revisiting, re-enforcing, holding all accountable for "drifting" from the organizational direction is an absolute for success.

Recommendation # 2 - Add Staff to Patrol

The Sheriff's office should add staff to patrol. There are internal opportunities to re-organize the current staff to accomplish adding two deputies and one sergeant to patrol. It is recommended to the Sheriff's Office they move two detectives back to patrol and move the sergeant currently assigned to the Communication Center to Investigations.

Discussion

Low patrol staffing has a ripple effect on other important aspects of the patrol deputies and sergeant work week and professional development. Staffing impacts the schedule on patrol, impacts the ability of the deputies to get time off, and receive training. The low staffing has officer safety implications and impacts response time to calls in a large county. Currently there are three detectives who, at the time of the interview had a total of nine assigned cases. One of the detectives spends most of his time managing the Property and Evidence section of the Office, a poor utilization of sworn staff.

We recognize the impact of these moves would have collateral impacts which would need to be addressed (see detective and communication recommendations), however the low case load could easily be handled by one detective. The sergeant reassigned to investigations would replace the Lieutenant moved to patrol. The detective sergeant could be a "working-sergeant" and support the detective handling cases.

Recommendation # 3 - Retirement Benefits

The county should consider improving the current retirement program. The project should start with a market survey of like agencies to compare the Clear Creek program with those provided to other similar agencies.

Discussion

Recruiting, processing, hiring, and training a new sworn deputy is an expensive investment. It is a poor return on that investment to continue a practice that contributes to dissatisfaction and sworn members seeking better benefits. All the employees interviewed stated the current retirement program is inadequate and provides no hope for them to retire, (four percent contribution and four percent match by the county). There were numerous employees who stated the retirement benefit is an impediment to hiring new employees and a major consideration for employees who are leaving the organization. Generally, the employees feel their salary is competitive, however they feel they will never reach a point with the Sheriff's Office where they can retire comfortably.

Recommendation # 4 - Internal Communication

Formulate a specific communication plan for the Sheriff's Office which will focus on accurate, meaningful, and consistent information being shared across the organization. The plan should be transparent and have a mechanism for follow-up and clarification if questions arise.

Discussion

The 24/7 nature of a law enforcement organization presents unique challenges ensuring a unity of consistent, accurate, information and direction to employees. From our interviews and focus group meetings a consistent flow of reliable information within the Office is lacking. This creates a void of direction and misinformation relative to the mission and vision of the organization. It also creates an environment for rumors and unproductive guessing. Steps should be taken immediately to improve communication within the organization by establishing weekly informative staff meetings, open communicative shift briefings, and quarterly office meetings.

A consistent theme from employees, both sworn, and civilian was there is very poor communication throughout the organization. The lack of consistent, accurate and meaningful communication is an issue that results in conflicting messages. Regular staff meeting with the Sheriff and command staff do not occur. There was frustration expressed about the accuracy, consistency, and delivery method of information sharing. Because of the 24/7 nature of law enforcement, communication can be challenging, however it should be made a priority to see that employees feel they are informed about what is happening not only in patrol, but across the organization. The employees on patrol all stated they feel supported by the leadership in the Sheriff's office, but civilian personnel did not share that sentiment, and some felt not respected. Improving communication in the organization will ensure they continue to feel supported into the future.

Recommendation # 5 - Records

Add a full-time employee to work in the Record Section

The Sheriff's Office should add one full-time employee to the records section to serve as back-up for the current records manager, and to address the need for succession planning for this critical function.

Discussion

There is currently one person who serves as the Records Manager. She performs all the records functions for the Clear Creek County Sheriff's Office. There is concern anytime a single person holds all the institutional knowledge for an important function in the organization. Records Management is a critical function, and due to the current organizational structure, her supervisor is not able to fill the back-up role. Adding an additional person in Records provides an opportunity to do succession planning and share the institutional knowledge. Additionally, a second full time person in Records will help prepare for the future as the data storage and retrieval issues continue to grow.

The records manager reports to a Captain, however there are no regular meetings, and she is the only person who is fully versed in the records function. If she were to leave no one else in the Office has the knowledge to step in and perform her job. The records function has recently been converted to a digital format in the RMS system, however the historical records have not been converted and reside in two Conex boxes (Containers) located behind the Sheriff's Office. Records housed in the boxes are difficult to access and some are incomplete and difficult to search. There is currently no plan or funding to digitize the documents.

Records is staffed Monday through Friday for ten hours. The employees have responsibility for answering phones and greeting walk in traffic at the front window. On Monday and Friday Records is staffed by one person.

The Records Manager stated there is a need for another person to work in Records to provide the appropriate level of service, internally and externally. The E-Force system is problematic in that updates shut down the system for hours and cause a great deal of wasted time. The Records Manager has seen an increase in the number of records requests over the last year and the increased time it take to meet the demand. Additionally, she is concerned with the process, storage, and retrieval of body camera data. She believes records requests from the body worn camera mandate will increase and is unsure how the program will be managed.

If the primary records manager were to leave, there is no one in the office who knows how to do her job. There is currently no succession plan in place. Additionally, there are functions performed by the second employee (civil) which are foreign to the primary records manager. The Records Manager stated there is a need for "proper maintenance of the records we have". She strongly believes there is a need for an additional person in records.

Although we recommend the hiring of an additional full-time employee, another option to be considered would be to “cross-train” another employee to be familiar with the Records Section.

Recommendation # 6 - Digitize Historical Records

Plan and budget to digitize the historical Sheriff’s Office Records currently stored in the Conex boxes.

Discussion

There are years of records currently stored in Conex boxes outside the Sheriff’s Office. The boxes are difficult to access and difficult to search when there is a need to retrieve records. Digitizing the records will increase searchability and make retrieval much easier. The Records manager referred to the storage container as the “box of doom” describing the difficulty in accessing the records in the wintertime when the weather is bad. Additionally, over time as the paper documents are stored in a non-climate-controlled environment the documents will degrade. The process of digitizing records is time consuming and expensive and will require budgeting and planning to accomplish.

Recommendation # 7 – Investigations

It is Recommended that the Lieutenant over Investigations be reassigned to Patrol.

Discussion

CCCSO has two Lieutenant positions, and one is assigned to Investigations supervising 3 detectives. It is our opinion this is an awkward placement of a high-level manager with a narrow span-of-control and is difficult to support. Budget and service improvements would be realized by reassigning the position to the patrol function. This would address the lack of field supervisory coverage by freeing the patrol sergeants to be spend more time in the field. Field sergeants play a critical role in providing hands-on management of critical incidents, ensuring the mission and values of the organization are perpetuated, monitoring deputy behavior and identifying problems. In addition, patrol sergeants promote coordination and teamwork and act as a conduit for important communication between line level deputies and agency leaders. This would also transfer much of the administrative duties currently handled by the patrol sergeants to the Lieutenant.

To ensure proper supervision in investigations it is recommended as part of the reorganization that the Sergeant position currently in Communications be assigned to investigations.

Recommendation # 8 - Replace Property and Evidence Position

Replace the vacated civilian property and evidence technician position.

Discussion

Currently a detective is responsible for managing the Property and Evidence function of the Sheriff's Office. He reportedly spends approximately seventy percent of his time on those responsibilities, which may not be enough to perform the job correctly. Property and Evidence is an important function and should be managed by a fulltime dedicated employee who is well versed in the legal responsibilities and policies and procedures of the organization. Currently the detective considers Property and Evidence an ancillary duty. A civilian manager would cost less than a sworn employee and free up the detective to focus on his primary job responsibilities.

Recommendation # 9 - Implement a Case Management System in Investigations

Although the number of assigned cases is small, Investigations should employ a case management system which would provide criteria for cases to be assigned and supervisory tracking and review of assigned cases.

Discussion

The assignment of cases to detectives is not currently based on any solvability factors or policy guidance. The Lieutenant or a detective is advised by patrol they are forwarding a case report which the Lieutenant will assign or not assign depending on unknown factors. The Lieutenant does not actively track assigned cases the detectives are working. Having a case management system in place will be important if the number of detectives is reduced.

A Best Practice for Managing Criminal Investigations includes a process of using solvability factors to screen out crimes with little or no likelihood of solving, rather these cases are "attention" to the detective for consideration if and or when a similar case surfaces or new information becomes available to justify re-opening the formerly "attention case. Adopting a Case Management process could be successful in increased cases solved by adopting a Case Management System, (see our referral cites for specifics on Case Management Systems and Protocols.)

The eFORCE Records Management System has case management capabilities. The efficiency gains of expanding/modifying the current eFORCE RMS case management system option will potentially free up time for the current detective(s) to be more productive with the cases which are assigned.

Recommendation # 10 - Emergency Operation Center

Find a permanent location for an Emergency Operation Center in Clear Creek County

Discussion

Finding a permanent location for their EOC should be a priority for Clear Creek County. The county is 396 square miles of mostly forested area. The fire hazard is great, especially in drought years. The need for an EOC to be up and running quickly in an emergency is critical to deploying the appropriate resources, in a timely manner to manage the incident. The Emergency Manager advised the school location is temporary. A permanent location would help with Emergency Operation training opportunities and tabletop emergency planning exercises.

The Office of Emergency Management is staffed by two employees who are very qualified and knowledgeable. It was explained that OEM works closely with the Sheriff and is charged with coordinating the “needs” of people dealing with a significant event in the County. OEM spends a great deal of time planning for events and working with a variety of entities in the county in the planning process. Funding for the OEM comes from two sources the Sheriff’s Office budget and Federal Grants. The OEM personnel are confident in the Sheriff’s ability to assign roles in an emergency, however currently there is no space set aside to operate an Emergency Operations Center in the County. The OEM is evaluating the possibility of setting up an EOC space in an abandoned school. Costs of the project are being evaluated.

The US Forest Service has responsibility for seventy-five percent of Clear Creek County; however, the OEM is confident they are prepared in an event of an emergency. There are contact lists and resource lists which are kept up to date routinely and there is a hazard mitigation plan in place.

The County has fifty thousand dollars set aside to fund projects which are reviewed and approved by application from the community. These projects are generally removing debris and other fire hazards in populated areas in the County, on private property. The OEM personnel are on call and lines of communication set up for twenty-four/seven contact. OEM personnel would like to increase training and create an exercise program over the next five years. The Sheriff and Undersheriff have been extremely supportive of the OEM who are direct reports to the Undersheriff.

Recommendation # 11 - Communications Center

KRW recommends a more comprehensive review of the future management of the Communication Center be initiated.

Discussion

The project team spent considerable time reviewing the operation of the Communications Center. As a result, we recommend two possible alternative courses of action.

Option 1

It is our opinion the Communication Center is not properly placed in the organizational structure. Consideration should be given to moving Communications to either Special Services or Operations. Communications provides services exclusively to law enforcement and fire agencies and it is currently placed in a chain of command that includes Detentions. Our interviews and on-sight observations confirm the Detentions Captain has little time to give attention to the communications operation as the jail operation dictates most of his available time.

As stated earlier in this report there are two managers to oversee the Communications Center. Both work the day shift with three days of overlap. There is no supervision present in the communications center for a significant portion of the day, and no supervision on weekends. In addition, one manager is a sworn sergeant and is paid significantly more than his counterpart who is a civilian doing the same work.

Consideration should be given to streamlining the management of the center to be a single civilian manager to provide continuity of command. (See recommendation number 12 regarding the Lead Dispatcher position). We recommend reassigning the sergeant's position to Investigations (see Recommendation # 7).

Option 2

Contact the Jefferson County Regional Communication Center (JEFFCOM) and explore the possibility of joining the consortium. This possibility offers a realistic alternative with the potential for cost savings and the possibility of no job losses, rather the possibility of job transfers to the Jefferson County Joint Comm. Center. This option could also be viewed as a method to ensure continued high quality of dispatching services at a potentially lower cost.

Currently the Clear Creek County Communication Center budget is \$1,216,125.00 and has been as high as \$1,349,600.00 in 2020. The 911 Authority generates approximately \$250,000 per year to subsidize the Center. Other sources of revenue, including shared dispatch contributes approximately \$390,000 per year. JEFFCOM was contacted and is fully capable of taking on the responsibility of dispatch services for Clear Creek County at what could be substantial cost savings to the Sheriff's Office. JEFFCOM charges member agencies a flat fee for 911 calls and non-emergency calls for law and fire which result in a CAD entry.

Consultants contacted JEFFCOMM and preliminary numbers suggest the overall costs of dispatch services would be significantly less than the current budget. Additionally, the Executive Director of JEFFCOM has indicated they would be able and willing to absorb the current staff of the Clear Creek County Communication Center.

The Director and his staff have committed to providing an experienced project manager to work with Clear Creek to establish base line costs and options for Clear Creek County to consider.

Although consultants believe this is a viable option to explore, we are cautious in this suggestion. The preliminary information we obtained is positive but until this is explored thoroughly to ensure there are not unintended consequences, we are hesitant to suggest the potential cost savings may not justify a loss of service.

NOTE: During work on the assessment, KRW heard comments that there are common complaints from users of JEFFCOM regarding the service level. KRW reviewed the most recent customer satisfaction survey conducted by JEFFCOM and found a 93% satisfaction rating. In addition, the Executive Director stated both User (participating agency) and Customer (citizens) complaints regarding service are brought before the Board of Directors for either follow up action or resolution of a complaint.

Recommendation # 12 - Fill Lead Dispatch Position

Fill the vacant “Lead” dispatch position with a senior dispatcher and back fill the dispatch position as quickly as possible.

Discussion

If the sergeant position in dispatch is moved to Investigations (Recommendation # 2) there will be one civilian supervisor in dispatch. The Lead dispatch position would serve as a working supervisor. The dispatchers agreed that the position should be filled and believe there are qualified candidates in the Center. Re-assigning the sergeant will solve the pay inequity issue which currently exists in the Communication Center with supervision. The Lead position would assist with some of the supervisory responsibilities and serve to bridge the divide between the dispatchers and supervision in dispatch.

Recommendation # 13 – Replace the Captains position in Detentions with a Lieutenant.

Discussion

With the reorganization recommended in Recommendation # 7 to place Communications in Operations or Special Services the continued need for a Captain in Detentions is unwarranted. Additionally, the cost savings between a Captain and

Lieutenant position will offset the cost of filling the Lead Dispatch position recommended in Recommendation # 12.

Recommendation # 14 - Jail Evacuation Plan

It is recommended that a clear emergency plan be developed for evacuating the jail.

Discussion

There are several safety aspects in the jail that are lacking. With the aging facility located in a basement emergency evacuation requires a well understood plan and periodic training. In addition, the emergency plan should include a temporary holding facility and transportation plan.

Recommendation # 15 - Jail Operations Alternatives

It is recommended the CCCSO complete a comprehensive review of the Detentions Facility and provide viable options for either total replacement, major modifications or closing.

Discussion

The unique responsibilities of the Detention Operation represent one of the largest expenditures of the limited resources of the CCCSO. In addition, the jail operation represents one of the most significant risk and potential liabilities within the office and the county. The County Jail is aged and in need of significant investment. Frequent mechanical and plumbing problems result in approximately \$100,000 per year in repairs or replacement. A tour of the jail by consultants substantiated reports of deteriorated, unsafe conditions for both deputies and inmates. With a litigious environment ever present, there is significant liability risk exposure to the County. Deputies report they must carry keys to access various parts of the facility because the electronic doors fail frequently. Deputies have become repairmen to save money. Exposed conduit and wiring also creates a situation where security in the jail can be compromised by inmates become very creative in designing weapons and disrupt service. inmates not only could tamper and gain access to the wires which they could use to harm themselves (electrocution), it is a fire hazard as they can easily arc the wires to cause a fire. This tampering could also cause an operational issue if power or other infrastructure are disrupted as a result of the tampering. Most importantly, the conduit provides a place for inmates to tie off a noose and hang themselves. A comprehensive evaluation of the jail should determine the feasibility of constructing a new facility, investing in upgrades to the existing facility or closing the jail and moving inmates to another facility and paying to house and transport inmates. These options should be weighed against the continued risk of operating a dangerous understaffed facility.

Note: KRW acknowledges closing the jail would have negative consequences operationally to CCCSO and the other towns dependent on the Clear Creek County jail. Consequently, KRW does not support closing the County jail. Transportation and related expenses would create operational challenges. Three alternative jails adjacent to Clear Creek County were reviewed if the decision to close the jail were seriously considered.

- Gilpin County in Black Hawk: 80 Beds; 31 miles—approximately 1.5 hours R/T
- Jefferson County in Golden: 1,300 Beds; 34 miles—approximately 1.5 hours R/T
- Summit County in Breckenridge; 95 Beds; 35 miles—approximately 1.5 hours R/T

Recommendation # 16 - Jail Staffing

If the decision is made to continue maintaining a jail, it is recommended the CCCSO complete a staffing study of detentions to determine staffing needs and options.

Discussion

The CCCSO Detention Operation has 17 Authorized sworn positions and 3 Supervisors. Staffing is low, especially during evening hours when only two deputies are normally present. It is estimated there is an urgent need for 4 more deputies in the jail. The deputies are responsible for booking, transporting, medical and court transports, food service and general repairmen to fix problems. These duties can leave the jail with only one deputy present for periods of time. Sergeants' offices are not located in the jail and are not present in the jail routinely. The sergeants report this is due to other administrative duties. The lack of staffing is concerning, and some deputies reported they worked 12 hour shifts back-to-back. This is a serious safety issue.

As part of this staffing study, we recommend serious consideration be given to replacing sworn deputies in the jail with "Detention Deputies". Although they are still sworn, they are not POST certified. Their pay would be similar, but attrition would be very low since they are not state certified. This is not unprecedented and consistent with changes made successfully in many detention facilities around the country, including Jefferson County and El Paso County, Colorado. Cost savings are realized by not losing personnel the county has invested in with training.

Another factor to consider if closing their jail is examined as an option are the effects of HB 1280 which will vastly overhaul bonding procedures (placing tight timelines and requiring an online option to post bonds). It also tightens up the advisement requirements and will likely end up in most judicial districts implementing at least a Saturday advisement docket (and Sunday on three-day weekends). If inmates are transported elsewhere, those additional transportation costs or costs to implement a technological solution would need to be factored into the cost/benefit analysis.

Recommendation # 17- Staffing Over-hire program

It is recommended CCCSO consider an over-hire program for sworn deputy staffing for implementation in 2022.

Discussion

Over-hire programs for staffing patrol at a consistent level to maintain minimum staffing is a concept which we believe should be evaluated during the remainder of 2021 for potential adoption by the Sheriff's Office for budget year 2022 and beyond. Our experience in the creation of an over-hire policy is based upon an effort to eliminate the peaks and valleys of staffing requirements in a deputy patrol force. The process of evaluation of an over-hire program is based upon a thoughtful and comprehensive review of the past few years of deputy/patrol attrition. If, based upon that analysis one finds an attrition rate of two officers per year over the past several years this would then allow for the office to over-hire by one additional deputy position above the approved authorized deputy strength. At the end of the year the dollars or budget for deputies would generally be in balance. Another example, if one's attrition rate over the past few years has been four deputies then the office can over-hire by two additional deputies, again at the end of the budget cycle the budget will in all cases be within the approved amount for the budget period. By putting in place an over-hire program an office/department tends to stay nearer to fully authorized strength during the entire year.

Conclusion

Although the client in this assessment was Clear Creek County, KRW was sensitive to the intended focus on one County Organization—the Sheriff's Office. Assessments involve multiple participants (stakeholders) with shared decision making and shared responsibility for ensuring the findings and recommendations are implemented to produce the expected results.

The Assessment and Organizational Review identified many positive aspects of the CCCSO considering the geographical size of the county and resource limitations. The findings also found areas where improvement is needed. The last few years of negative incidents and media coverage of law enforcement does not appear to have impacted the dedication and professionalism of both CCCSO sworn and civilian employees. Although restrained by staffing and budget limitations, the CCCSO appears consistently managed with attention to best practices and a dedication to the responsibility of being good stewards of their limited resources. That does not mean there is not room for improvement and innovative thinking.

There is broad recognition by employees that the Sheriff and Undersheriff are supportive to their efforts and the best interest of the community. That said, the assessment identified several areas where improvement is possible in both employee morale and service delivery. There was a clear sentiment expressed by employees that they desire more interaction with supervisors and managers to receive timely information and discuss issues affecting their work.

As with other Sheriff's Offices throughout the state that maintain detention operations a significant share of sworn deputies are assigned to that function. In a small agency such as CCCSO the number of staff are critical to provide the mission of the organization. Equally important is how those staff are deployed and utilized. We conclude some staffing changes and considerations will result in improved service delivery, increased efficiencies, and provide cost savings.

KRW has recommended several adjustments to current use of personnel that will improve supervision and better utilize budgeted dollars. We have focused on practical suggestions that are short-term options and have minimal impact on an already strained financial situation. The re-distribution of current FTE's and the potential of non-certified detentions personnel are strongly recommended.

There are decisions to be made. As outlined in the report, two primary areas of further consideration and study are in major operational areas, the Jail and Communications Center. Although we believe cost savings can be realized in both areas, we do not recommend costs be the only determining factor. The public safety impact of both suggestions must also be considered. An objective evaluation of both recommendations should provide a strategic direction for the future.

Staffing is another focus of the assessment and recommendations. As stated in the report, current jail staffing is hazardous and presents safety issues for both jail personnel and inmates. Most small sheriff's offices that maintain a jail operation house fewer than 20 inmates. The housing of Federal Prisoners adds and estimated 30-50 inmates to the average daily population. Although this generates revenue for the County it presents increased liability and operational issues that should be addressed. If the County elects to maintain a jail operation, we believe either major renovation of the existing facility or a new facility should be a priority.

Lastly, KRW is confident the Recommendations and Conclusion are linked to the core business strategies of CCCSO and the fact-finding concerns of the County Board. More work needs to be done to develop a collaborative response to the findings and a carefully crafted plan to address employee concerns and observations and operational changes. We would only add that based upon our interactions, observations, and feedback, currently there exists a lack of constructive communication between the CCCSO, the County Manager's Office and the Board of County Commissioners. Efforts will need to be made by all members of the executive team and elected officials to work toward meaningful solutions to the issues raised during this assessment. Leadership and sincere collaboration will be required to develop unity between the CCCSO and the County Board.

As an initial next step, it is suggested the Assessment Report be submitted to the Sheriff for thorough review and discussion with the Undersheriff and staff. Following that review, a discussion with the County Commissioners should be scheduled to review an action plan addressing the findings and recommendations.

Addendum I

Internal Interview and Focus Group Questions:

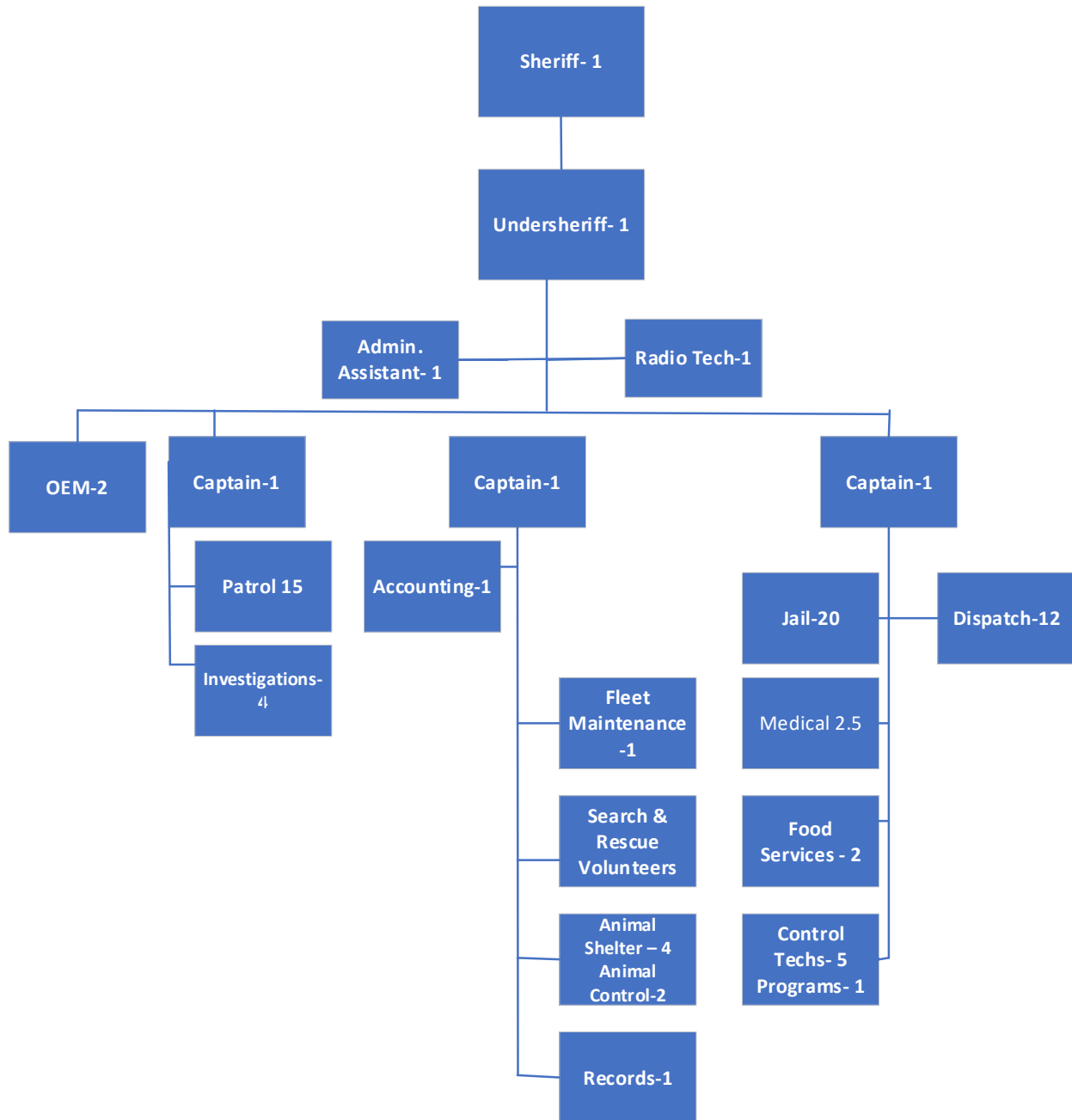
1. Describe the current strengths of the Sheriff's Office.
2. Describe any current weaknesses or areas in need of improvement within the Sheriff's Office.
3. What do you value most about the work you do?
4. What specific staffing challenges do you face in your current work assignment? Are you able to most often complete work assignments during your tour of duty?
5. Based on your current duty assignment, what do you believe are the top challenges and/or staffing issues the Office will face over the next 1 to 5 years?
6. What, if any, are the major resource issues currently facing the Office? In the next 1 to 5 years?
7. What, if any, are the major organizational/structural issues currently facing the Office? In the next 1 to 5 years?
8. Based on your experience within the Sheriff's Office, what is most needed to prepare for the next 1 to 5 years? Be specific, (staffing, resources, equipment, facilities, etc.)
9. If you could make one change within the organization what would that change be?

External Interview and Focus Group Questions:

1. What is your overall impression of the services provided by the Sheriff's Office?
2. If you could recommend one area of service improvement-what would it be?
3. What do you think are the real strengths of the Office?
4. Where do you think the Office can improve?
5. What do you believe are the most pressing issues currently facing the Sheriff's Office?
6. What partnerships need to be developed or enhanced with the community or other agencies?
7. Have you had personal contact with a Sheriff's Office Deputy or Civilian employee? If so, how would you rate the experience?
8. Do you have any additional thoughts?

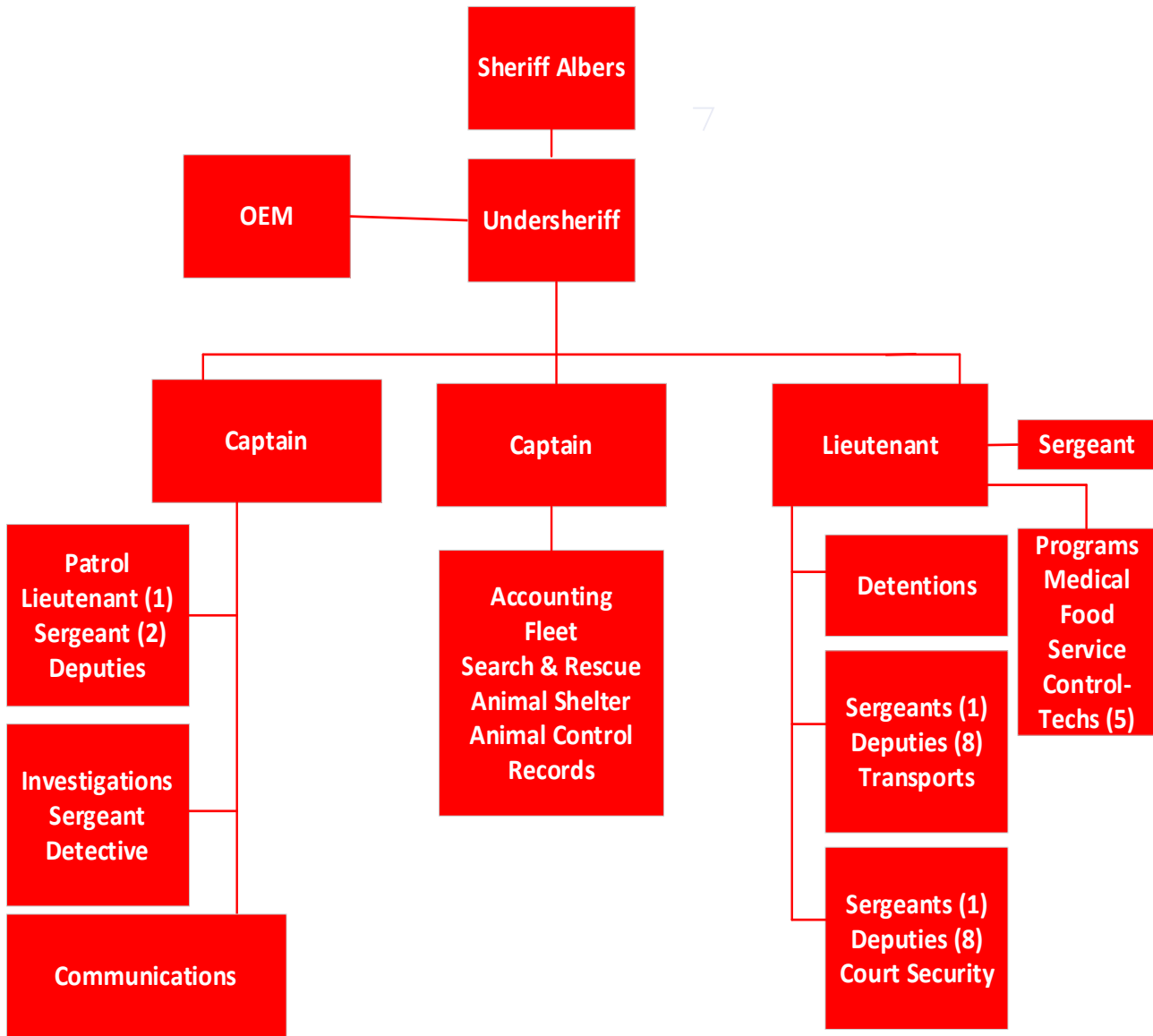
Addendum II

Clear Creek County Sheriff's Office



Addendum III

Clear Creek County Sheriff's Office (REV)



Addendum IV

Comparable County Information

The below chart should be used for informational purposes only. Comparative data is difficult to correlate since there are significant differences in geography, service demand and personnel costs. Also, budget policy/practice differs from one County to another. Many budgets do not include human resource and benefit costs in the Sheriff's budget. The research clearly shows there is no "standardized" daily rate for housing inmates and is conditional on food costs, medical costs, and jail operating costs.

County	Population	Sq Miles	Jail	Max Beds	ADP	Daily Cost	Total Budget	PST	Jail Staff	Total Sworn	
Clear Creek	9,892	395	Yes	110	71	135	\$10.13	NO		47 incl Jail	
Rio Grande	11,259	912	Yes	49	25	25	3.3 Mil	No	23	18	
Lake	8,689	377	No								
Crowley	6,269	787	Yes	14	7	50		No	7	6	
Archuleta	14,627	1,350	Yes	54	27	93.23	3.2 Mil	No	20 non/2sw	10	
Las Animas	14,502	4,775	Yes	110	50	15	1.97 Mil	No	13 non/1sw	17	
Moffatt	13,483	4,743	Yes	105	65	110	3.3 Mil	No	14	42	
Prowers	12,358	1,644	Yes	57	63	50	2.3 Mil	Yes	21	9	
Huerfano	6,917	1,591	Yes	34	34	55	2.3 Mil	No	12 non	32	
Gilpin	6,505	150	Yes	80	21	Unk	7.5 Mil	No	20	41	
Custer (1)	5,336	738	Yes	11	9	220	381 Jail Only	No	6	13	
Bent	5,787	1,513	Yes	94	46	Unk	2.3 Mil	No	11	15	
Yuma	10,163	2,634	No	Yuma County Contracts with Washington CO--Chgs \$50 per day/drive 53 miles for deputies							
Requires further detail review of budgets.											
(1) New Jail on November Ballot											