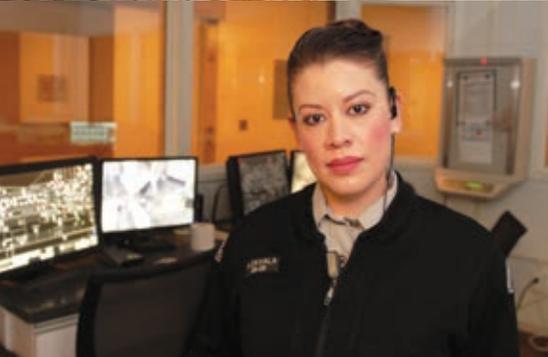




**SHERIFF  
DEPARTMENT**  
DENVER PUBLIC SAFETY

# Denver Sheriff Department **BEYOND REFORM**



# LETTER FROM THE SHERIFF



Every successful organization must not only learn from the past, but must continually evolve to meet the needs of those it serves. As the Denver Sheriff Department (DSD) moves out of reform and into continuous performance improvement,

this report is intended to share our journey through the reform effort that began in 2015.

When I assumed the duties of the Denver Sheriff, one of my first priorities was to lead the DSD to implementation of nearly 400 reform recommendations that resulted from a top-to-bottom review of the DSD. I am happy to report that as of June 30, 2018, we have taken action on 99 percent of those recommendations. None of that would have been possible without the help and collaboration of many, including our staff who consistently went above and beyond their normal duties as we implemented change. We now move from reform into continuous performance

improvement and look forward to continued collaboration with our staff, community partners and stakeholders.

A special thank you to Mayor Michael B. Hancock and City Council for ensuring that the DSD had the additional funding it needed to implement reform, and the Executive Director of Public Safety's Office for supporting and working alongside the DSD throughout the reform effort to support our success. We would like to thank the Denver community who share in our goal of creating a safe and healthy environment within the DSD, and who provided invaluable assistance and candid input throughout the process. This gratitude extends to all of the men and women of the Denver Sheriff Department who serve with passion and commitment each day. Their perspective and experience have been invaluable and will continue to guide our efforts as we evolve and grow.

Sincerely,

A handwritten signature in blue ink, appearing to read "Patrick Firman".

Sheriff Patrick Firman





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# REFORM TIMELINE

In August of 2014, Mayor Michael B. Hancock ordered a top-to-bottom review of the Denver Sheriff Department (DSD) to support reform. Nine months later, the Mayor appointed an executive team to manage the implementation of over 400 recommendations that were advanced as a result of the review.

The executive team divided the recommendations into seven areas of focus and established “Action Teams” comprised of Department of Public Safety (DOS) personnel, members of the DSD, city employees, community members and criminal justice stakeholders to evaluate recommendations within their focus area, identify resource needs and create detailed plans to guide successful implementation.

Three years later, the tremendous effort of implementing and independently validating hundreds of recommendations is complete. Only three technology related recommendations are pending due to a planned multi-year software implementation.

The reform work that has transpired has touched every corner of the DSD, impacting its culture and organizational

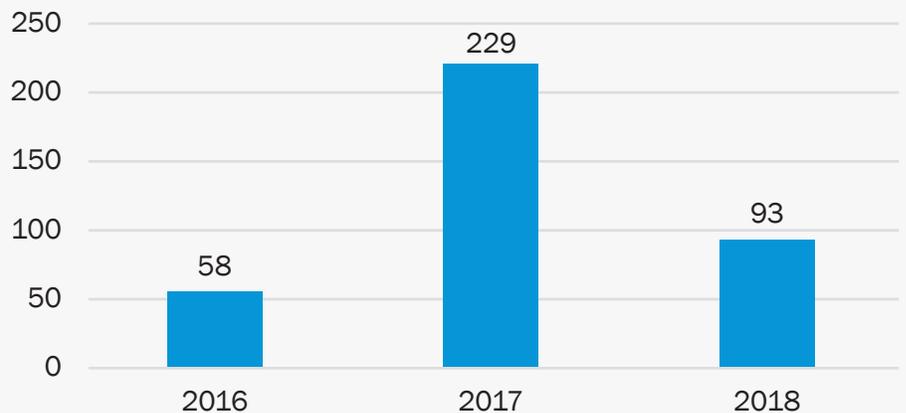
structure. Notably, the effort resulted in a new Use of Force (UOF) Policy centered on de-escalation; improved UOF reporting standards; enhanced training for staff including mandatory Crisis Intervention Training for all deputies; a new DSD employee wellness program; improved Internal Affairs processes; a new Data Science Unit; the creation of a citizen Sheriff Advisory Board; increased Denver Health mental health providers; and civilianization of various uniform positions.

Now that the reform process is ending, the DSD is transitioning to continuous performance improvement and the use of data to inform decision-making and better understand the department’s organizational health.

For example, data analysis shows that nearly 50 percent of the inmates housed in Denver’s jails, on any given day, have at least one active mental health alert. As a key component of its continuous performance improvement model, the DSD will build upon its inmate mental health efforts to ensure staff remains equipped to provide safe and secure custody of an ever-changing population.

## REFORM IMPLEMENTATION TIMELINE

*Note: In 2015, the Executive Team and Action Teams formed. Work began to identify necessary resources and plans for implementing the recommendations.*





# MENTAL HEALTH IN DENVER JAILS

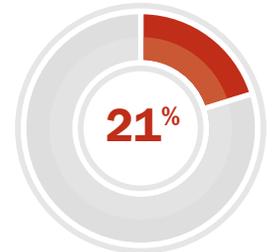
## OVERVIEW

Mental health and substance abuse is impacting our communities and families more than ever before, particularly with the growing national opioid epidemic. For more than a decade, Denver's jails have served as one of the largest mental health service providers in the state. All inmates receive a mental health screening and associated data indicates nearly half the jail population has an active mental health alert on a given day. The DSD staff work closely with Denver Health behavioral health professionals to provide extensive mental health and substance use services to inmates.

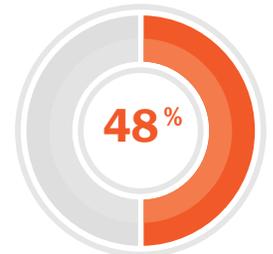
In November 2015, Michael Marshall was arrested and brought to the Denver Downtown Detention Center (DDC). While in custody he began to display erratic behavior. Tragically, he died on November 22, 2015 while in the custody of the DSD. This incident brought to light the need to enhance the DSD's current mental health initiatives. Following a thorough investigation, the City and County of Denver reached a settlement with Mr. Marshall's family. The details of the settlement were released on November 1, 2017 and include several provisions to strengthen mental health services in Denver's jail system.

Since 2015, the DSD and several city departments continue to work together to build a mental health network of resources to better meet the needs of our inmates, staff and community.

BOOKINGS IN 2018  
THAT HAVE A  
**MENTAL HEALTH  
ALERT**



INMATES IN CUSTODY  
ON JULY 2, 2018 WITH A  
**MENTAL HEALTH  
ALERT**



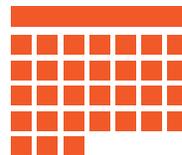
*Inmates with a mental health alert have longer average lengths of stay, resulting in nearly half the jail population with a mental health alert on any given day*

*For example: On July 2, 2018, of the 2,111 inmates in custody of the DSD, 1,017 (48%) had a mental health alert.*

## AVERAGE LENGTH OF STAY IN 2018



**20.5 DAYS**  
AVERAGE FOR ALL INMATES



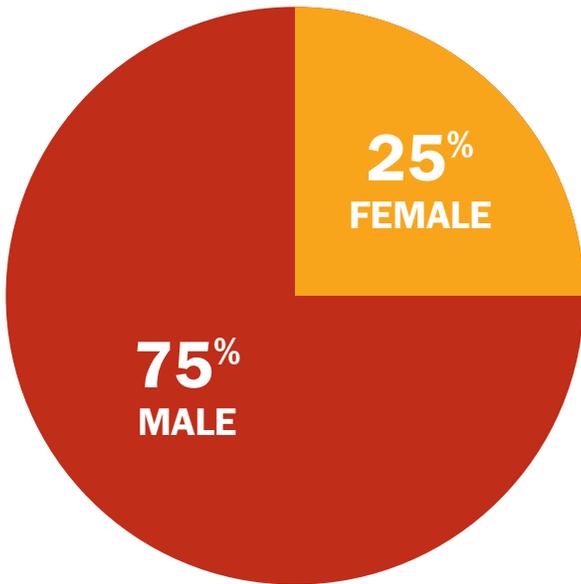
**31 DAYS**  
AVERAGE FOR INMATES WITH  
A MENTAL HEALTH ALERT



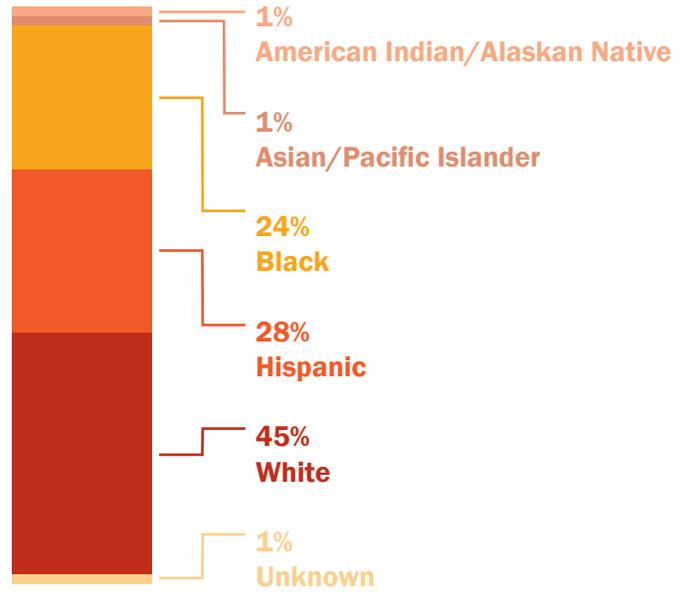
**8.5 DAYS**  
AVERAGE FOR INMATES WITHOUT  
A MENTAL HEALTH ALERT



### 2018 BOOKINGS BY **GENDER**



### 2018 BOOKINGS BY **RACE/ETHNICITY**



## INMATE WELLNESS

Caring for individuals brought into our custody is at the center of the DSD's mission. The role of serving and protecting means bearing the right of safekeeping for all. Regardless of the individual circumstances, incarceration is a challenging experience that weighs heavily on individuals, their families and our community. The DSD strives to provide support services that will help inmates when they return to the community. Strategies to address a range of mental health and substance abuse needs are highlighted in this section.



In December 2017, the DSD hired a new Inmate Programs Director. The DSD Programs overarching focus is to expand the Transition from Jail to Community model and to concentrate programming resources in dedicated housing units as a way of creating a more positive, outcome-focused environment. The programs offered include: Life Skills, Substance Abuse, Recovery In a Secure Environment (R.I.S.E.), Religious Counseling, Productive Day and GED Preparation/Testing.

The DSD also partners with Denver Health to provide 24/7 mental health care for the DSD's growing inmate population with mental illnesses. The High Acuity Transition Unit (HAT Unit) provides a safe and more focused treatment setting for inmates who present significant symptoms of a major mental illness. The HAT Unit program offers inmates the opportunity to learn or improve on social skills, problem solving skills, medication management skills, and other practical means for managing their life and taking responsibility for their illness and symptoms. The goal is to assist the inmates in stabilizing their acute psychiatric

symptoms by taking medications, if appropriate, and participating in a stable and supportive environment and by receiving additional treatment interventions.

The mental health Transition Units (TU) are available to inmates that volunteer to participate in intense wrap around services aimed toward stabilization. The goal is to prepare inmates for transition back to the community. In 2017, the Men's Transition Unit (MTU) implemented a "working week" schedule for participants. Monday through Friday, 9 a.m. to 3 p.m., prepares them for work experience. The inmates also participate and interact in community groups and other activities for the majority of the day and are not restricted to their cells; which encourages interaction tolerance and problem solving skill development. There were no use of force incidents or physical altercations reported for participants in the MTU in 2017.

The Women's Mental Health Transition Unit (WTU) is a dormitory setting that has a capacity of 20 inmates. Admissions are capped at two per week in attempt to maintain stability in the social environment. Inmates must be capable of functioning in an open pod with stabilized mental health issues. This environment encourages interaction tolerance and problem solving skill development.

Through the DSD partnership with the Office of the Behavioral Health Strategies (OBHS) additional mental health providers have been added in the Downtown Detention Center. These providers work with Denver Health staff within the facility to provide proactive support to inmates who are struggling with mental health concerns. They also support deputies in responding to incidents.

In 2017, efforts were focused on building a strong foundation where a comprehensive community engagement plan could develop. Strategic objectives for community engagement included a dynamic approach to inclusion and equity in our contact visitation workgroup and our Gender Equity Committee (GEC). The contact visitation workgroup was created in 2017 to assess the impacts and consideration aspects for in-person visitation at both the DDC and the Denver County Jail (COJL). The workgroup was comprised of DSD staff, DOS personnel, city stakeholders, and other community members. The work group will

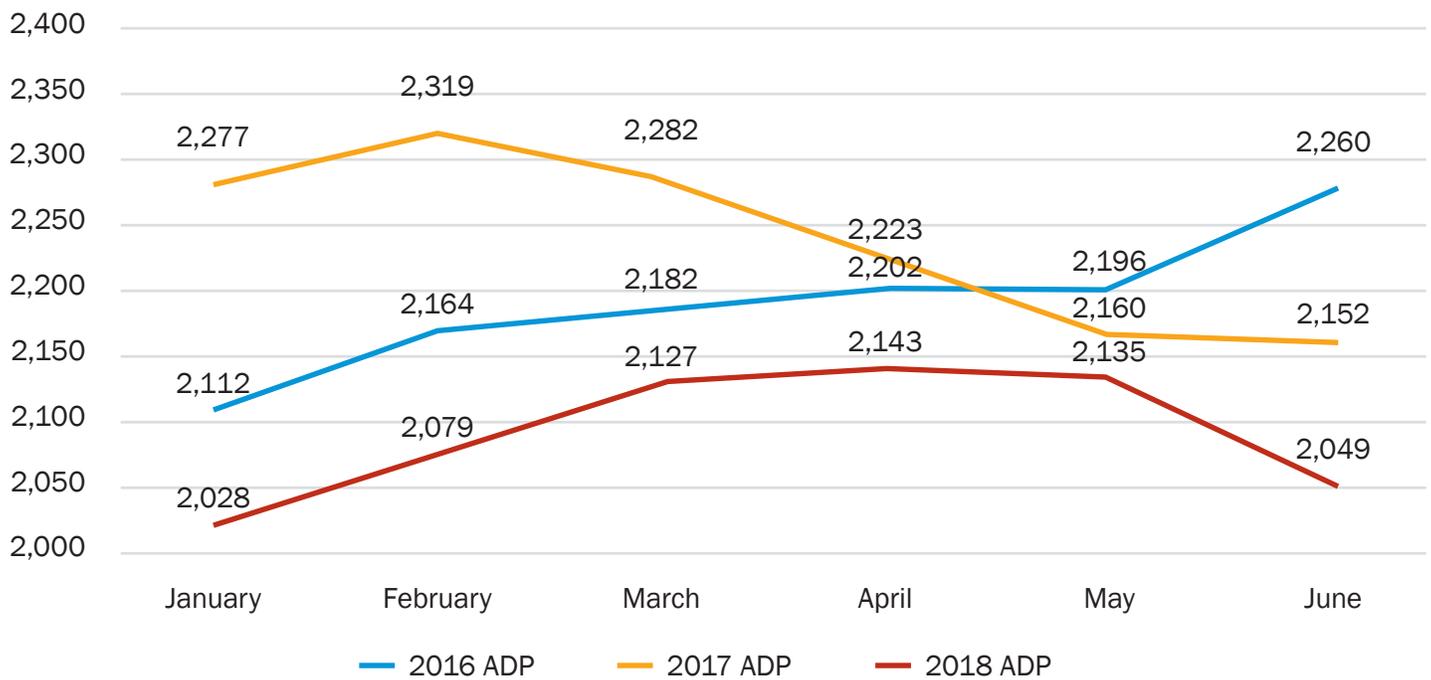


determine the feasibility of reintroducing contact visitation into the DSD facilities.

The GEC continues policy discussions regarding lactation support for inmates and their children. The current practice

is to provide an inmate with a breast pump to continue milk production while incarcerated. The new lactation policy will allow the transportation of the expressed breast milk to family members.

## DSD 2016-2018 YTD MONTHLY AVERAGE DAILY POPULATION COMPARISON



JANUARY 1 - JUNE 30, 2018

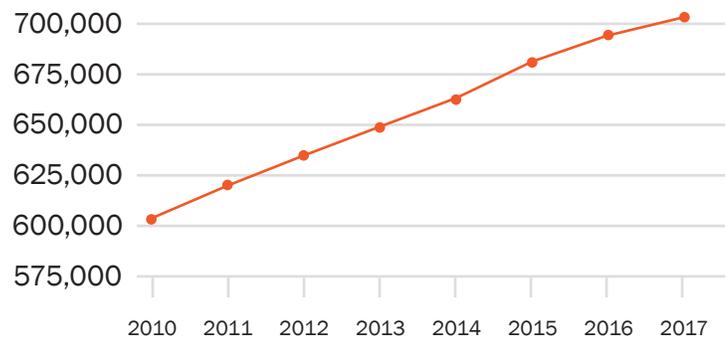
# 18,344 BOOKINGS



JANUARY 1 - JUNE 30, 2018

# 18,185 RELEASES

## DENVER'S GROWING POPULATION



## EMPLOYEE WELLNESS

The DSD recognizes that our employees' mental and physical health is paramount in how they serve those in our care and custody. As a result, a number of employee initiatives have been implemented and are making notable progress.

In 2016, the DSD created a comprehensive wellness program, and selected a deputy sheriff for the Wellness

Coordinator position. The Wellness Coordinator has assembled an all-inclusive wellness program that incorporates nutrition, personal training and fitness classes such as yoga and calisthenics. The Wellness Program also partners with healthy food, nutritional supplement providers and massage therapists.

## EMPLOYEE WELLNESS PROGRAM

The Wellness Program has recently expanded the personal training program with \$210K of new gym equipment for three locations and additional certified personal trainers to meet the growing demand for services.



**1,107**

Personal/Group  
Training Sessions



**517**

Inward Fitness/  
Yoga Classes



**10**

Internet  
Meditation  
Sessions



**569**

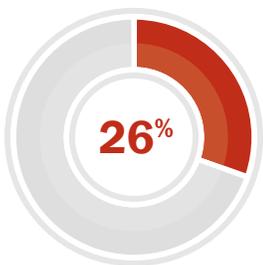
Pounds Lost  
Since 2016



**300**

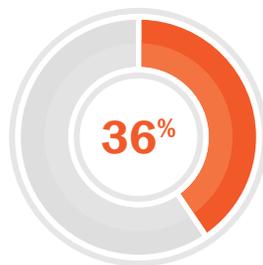
Nutrition Plans  
Provided

## INCREASING PARTICIPATION



**OFFICE HUMAN  
RESOURCES  
(OHR) WELLNESS**

Increased  
Participation  
from 2016 - 2017



**WELLNESS  
REWARDS/  
COOPER FITNESS**

Increased  
Participation  
from 2016 - 2017

## VOLUNTARY FITNESS TESTING PASS RATES



**90%**  
In 2016

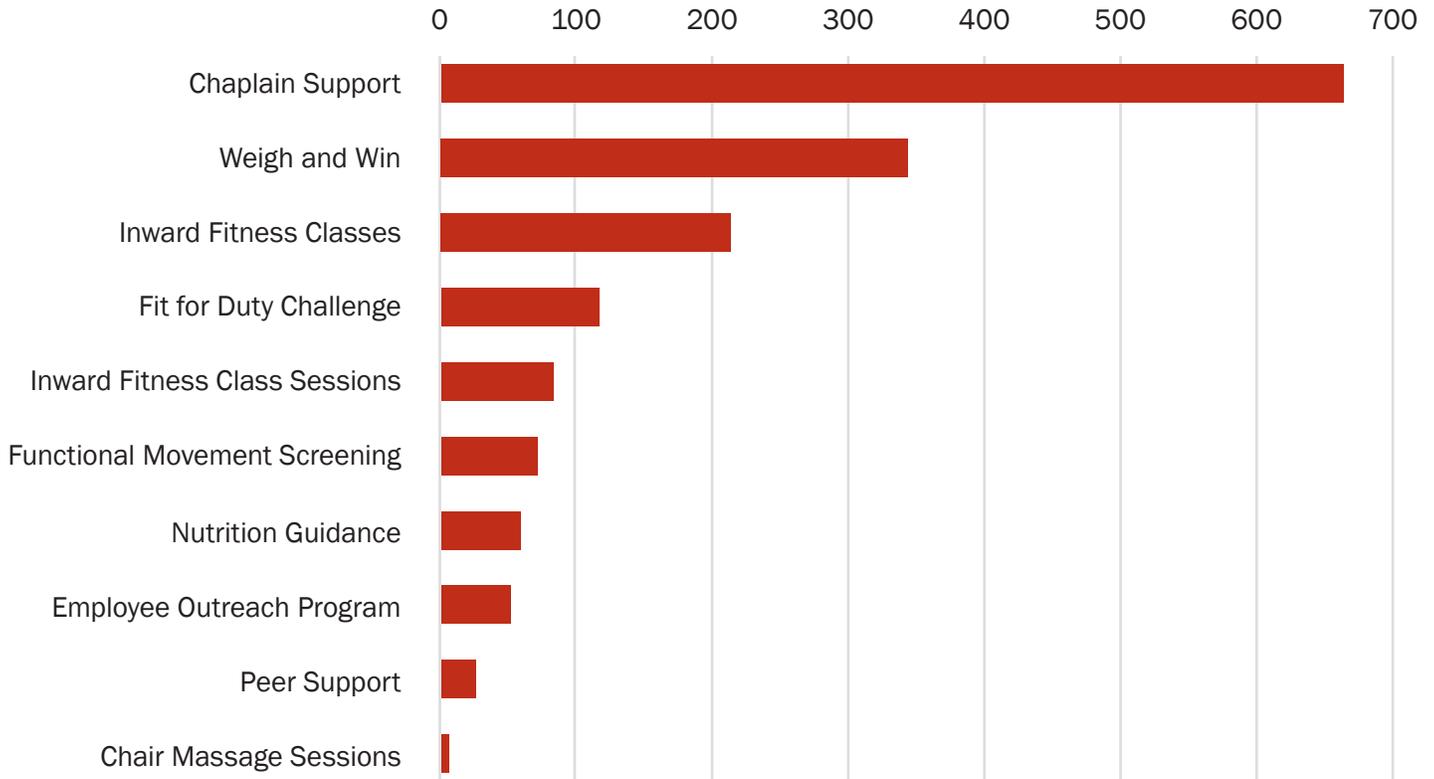


**95%**  
In 2017



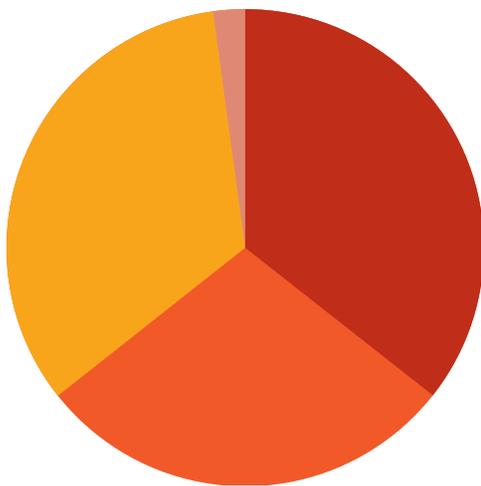
## EMPLOYEE WELLNESS SERVICES SUMMARY

In 2018 YTD, there have been 20 distinct wellness and health services provided to staff.



## EMPLOYEE WELLNESS SERVICES BY CATEGORY

As of June 30, 2018, service utilization totaled 3,853.



**42%** EMPLOYEE ENGAGEMENT EFFORTS

**29%** EMOTIONAL WELLBEING

**27%** DIET & EXERCISE

**2%** OTHER



# THE PHYSICAL THERAPY PROGRAM

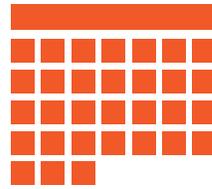
The DSD Physical Therapy (PT) Program is embedded in the DSD Training Academy and provides direct access, free physical therapy services to all employees. Our physical therapist conducts proactive and preventative training and work with staff and is now officially a worker's compensation treatment provider.

The program is new and things are trending in the right direction. There has been a decrease in recruit injuries

reported to the City's OUCH line, since our physical therapist joined the DSD and a slight decrease in the severity of injuries. The PT program has developed special training modules to present to recruits, in-service, and other staff. The PT program also performs Functional Movement Screens to identify employees at increased risk of injury to assist them in stretching, proper movement, alignment, etc.

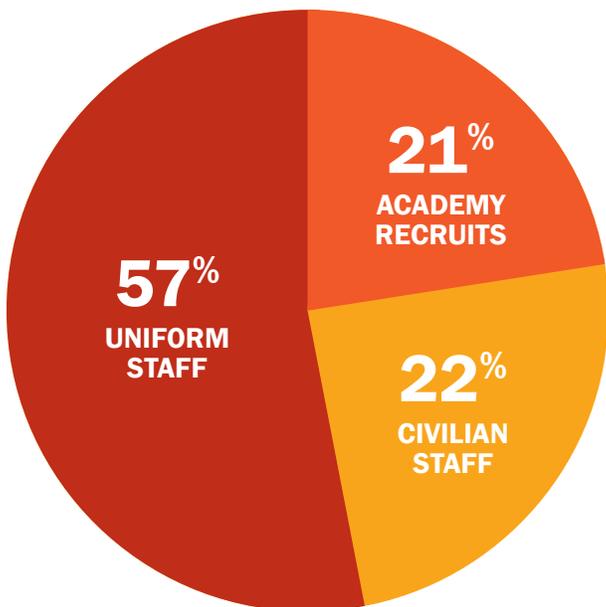


**145**  
Average patient contacts per month



**1,190**  
Appointments conducted in the first year

## PATIENT BREAKDOWN



## THE GOAL

*The goal is to reduce the average number of days an injured worker takes to return to Maximum Medical Improvement (MMI) by 22 days by 2020*





# EMPLOYEE OUTREACH PROGRAM

In 2017, the DSD Employee Outreach Program (EOP) was developed along with a newly created position for a program coordinator. Our EOP program coordinator has developed the framework from an employee committee arising out of reform recommendations. The goal was to take an accreditation-required Early Warning Program

and create an impactful, employee-centered resource, to connect employees to resources to help them meet the challenges presented by their personal and professional lives. Employees will receive an outreach if they alert based on thresholds monitored by EOP program staff. They may be referred by peers, supervisors, friends or family.

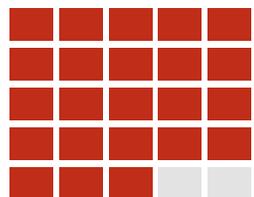
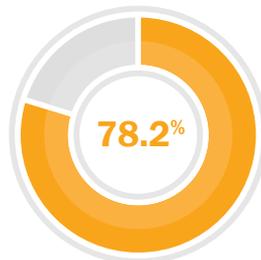
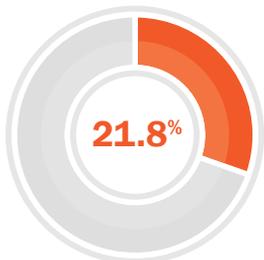
Since October 2016, there have been

# 151



## engagements through referral based outreaches

to connect employees with resources to overcome personal and professional challenges



Approximately **89%** of outreaches were unique events

(not repeated with the staff member with another referral based outreach)



This is very important, because it shows that staff trust the EOP and are willing to ask for help for themselves and their fellow DSD employees

The next phase of the EOP will be to increase education, engagement and involvement with families of staff, who are front-line witnesses to employees who may be struggling. Family members are part of the DSD family and we recognize the importance of providing support for all.

The other big strategy for the EOP is the development of a predictive, multi-variate analytic model, supported by evidence-based thresholds. This approach will refine the work of the EOP and provide support to staff at the earliest possible moment in time, where it is likely they may be facing increased stressors on the job. Research will be performed by our EOP program coordinator, and will make it possible to accurately assign a predictive score to employees. This allows for the earliest data driven discovery and intervention of at-risk employees. This system will replace our current best guess thresholds with data-driven thresholds that will drastically increase the likelihood that employees are helped before events escalate and progress to discipline or termination. This in turn will reduce agency liability and increase the chance of employee retention. The goal for completion of research is 2021.

## EXAMPLE OF THE EOP WORK:

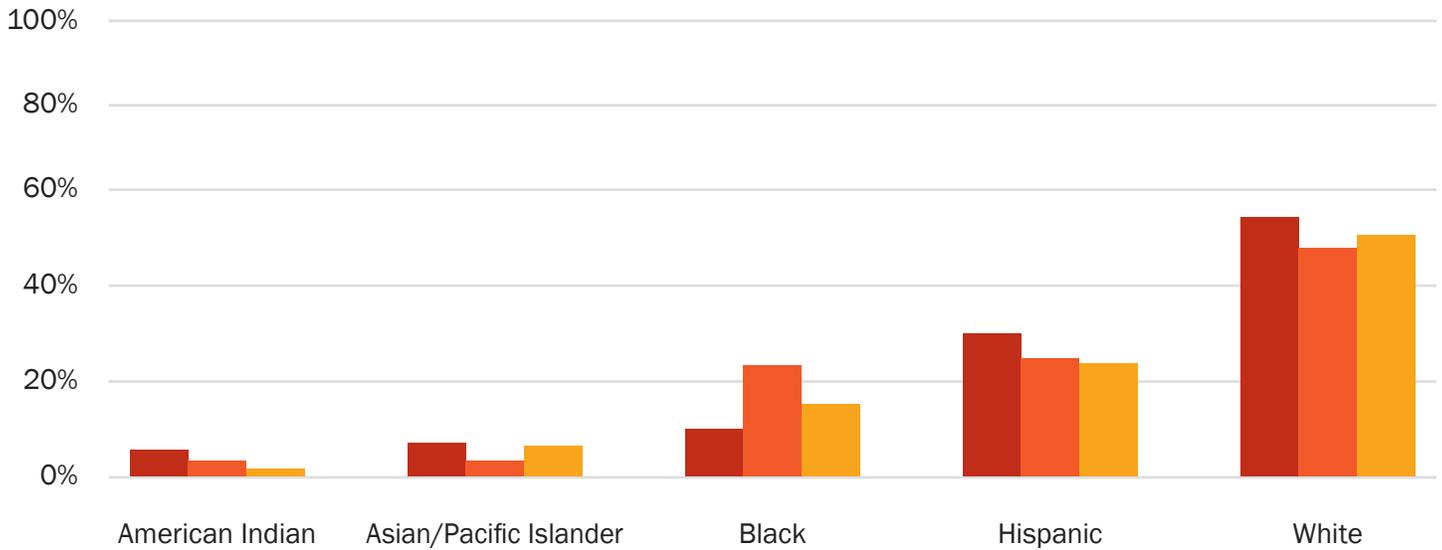
“The EOP was referred to an employee who had recently welcomed a child into their family. As you can imagine, with a new birth there were potential concerns for postpartum depression, relationship stress, and huge medical bills and these were major concerns communicated by this employee. After discovering what their concerns were the EOP connected the employee with resources and genuine gratitude was expressed by the employee. There were many resources the employee in this example was completely unaware of, but it is actually not uncommon for staff to express they were unaware of the offered resources. As this outreach concluded the employee communicated great appreciation that the agency cared enough to have the EOP Unit reach out and connect this employee with resources in a time of need; it was extremely touching to this employee. The EOP Unit was able to make a difference in the personal and professional wellbeing of DSD employees and they feel honored to do so.”



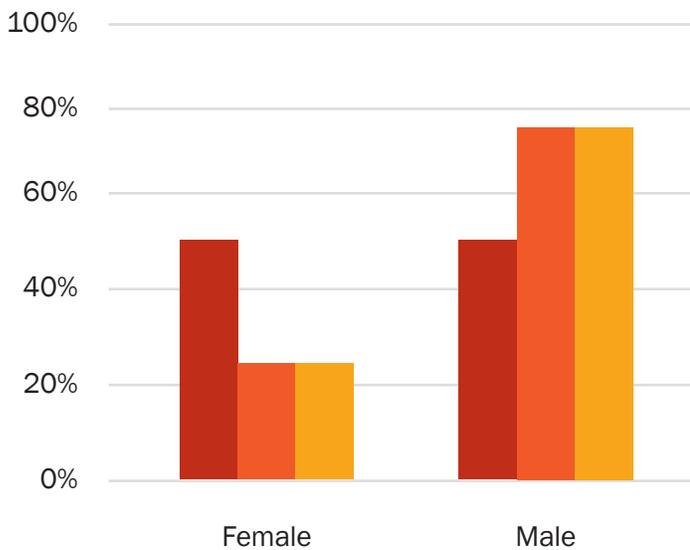


# A DIVERSE STAFF TO SERVE A DIVERSE COMMUNITY

## RACE/ETHNICITY



## GENDER



- City and County of Denver Population\*
- Inmate Population
- Sworn Staff

\*Based on 2017 Census Bureau estimates

# OFFICE OF INDEPENDENT MONITOR (OIM) REPORT

Following the Michael Marshall investigation and settlement the Office of the Independent Monitor (OIM) provided further evaluation that was released in March 2018. The review provided recommendations to the DSD and the Department of Public Safety (DOS) that further reinforced the existing strategies and improvements underway. Following are the recommendations and responses provided by the DSD and DOS.

## OIM Recommendation 1

DSD should make changes to the culture of its Internal Affairs Bureau (IAB) to ensure that serious cases are investigated thoroughly and impartially, as DSD policy requires. This may include but not be limited to placing the management of IAB under civilian control.

- The reform effort highlighted a need to transform the culture of the department and work has taken place to meet that need.
- Part of that work includes evaluating areas where civilianization is a good fit and civilians have been added in the following areas:
  - Conduct Review Office
  - Records Unit
  - Court Services
  - Fleet Management
- Several seasoned civilian investigators have also been hired to work in IAB in recent years and continue to work alongside sworn personnel.
- Planning to support additional civilian positions in IAB has been underway for several months. The feasibility of adding civilians at the management level is also being considered.
- Additionally, a performance improvement evaluation of the disciplinary process is assessing opportunities for improvement. This includes the investigative process.



## OIM Recommendation 2

When misconduct may fall into multiple disciplinary conduct categories, the Department of Safety (DOS) should, in its disciplinary order, specifically explain why the category was chosen.

- Discipline orders issued by the DOS become actions of record in the appellate process and are specifically written to detail why the discipline imposed was appropriate based on the totality of the facts and evidence.
- After meeting with the OIM to discuss this recommendation, we understand the intent is to address public perception about the discipline imposed. We are considering if there is an opportunity to address public perceptions while meeting our responsibility to present a sound legal argument in the orders that will withstand appeal.



### OIM Recommendation 3

The DOS should evaluate its hiring policies and procedures for the DPD and DSD to ensure that they do not permit potential recruits to be hired while they are under criminal or administrative investigation.

- Although this case is unique, the DOS recognizes the need to address the potential for cross-agency hiring while candidates are under criminal or administrative investigations.
- The DOS is currently developing a new academy hiring disclosure policy to address this concern. Violation of the policy is grounds for termination.

### OIM Recommendation 4

The DSD should provide additional, regular classroom and situation-based refresher training on identifying persons suffering from excited delirium and how to best respond to such incidents.

- The DSD recognizes the importance of training staff to identify and respond to excited delirium and the following changes have been made to meet that need:
  - How to identify and respond to instances of excited delirium was added to the mental health policy.
  - An excited delirium training video for sworn and civilian staff was implemented through the department's policy and training management system.
  - A training component for excited delirium was added to the annual Mental Health in-service training course that all employees are required to take. This training is classroom and reality-based and is provided in conjunction with Denver Health staff.
- Other efforts to enhance training related to appropriate use of force include:
  - Collaboration with a large stakeholder group that included staff, community representatives, and members of the Executive Director of Safety's Office (EDOS) and OIM to develop a new use of force (UOF) policy that emphasizes the need for deputies to de-escalate situations as an alternative to using force, when reasonably possible.
  - Extensive training on the new UOF Policy was provided to aid employee understanding and to reinforce expectations.
  - Employees are required to take Crisis Intervention Training that uses scenario-based training to teach deputies how to de-escalate situations without using force, while protecting themselves and inmates from harm.
  - Appropriate use of force and de-escalation expectations were added to staff performance evaluations.

## OIM Recommendation 5&6

The DSD should develop a policy that, when time and circumstances permit, requires supervisors to attempt to resolve urgent medical and security concerns that may be in conflict, and that cannot be resolved by medical staff and deputies alone. The policy should require a supervisor to prepare a report that documents the conflict and its resolution, and to participate in a non-disciplinary debriefing after the incident. DSD should train supervisors on how to quickly resolve conflicts between urgent medical and security concerns, when time and circumstances permit, by weighing security risks against potential needs for immediate medical intervention in emergency situations.

- The DSD agrees that good communication between Denver Health and the DSD staff is imperative to resolving urgent matters, and several efforts are underway to achieve this that will fulfill the intent of this recommendation:
  - The DSD is hiring seven additional full-time mental health professionals, in partnership with Denver Health, to provide mental health services 24 hours per day, 7 days a week at both jails.

- Training processes and communication protocols are being reviewed to ensure compliance with medical directives during mental health emergency situations.
- The DSD is working with the Office of Behavioral Health Strategies (OBHS) to provide mental health clinical support in the DDC. These mental health responders will work with Denver Health psychology staff within the facility to provide proactive support to inmates who are struggling with mental health concerns.
- The DSD is partnering with OBHS to develop Trauma-Informed Training practices that include defining trauma; viewing behavior through a trauma lens; identifying traumatic events that may be encountered in a workplace setting; survival and coping strategies; and the physical and mental impacts of stress.
- The DSD added Mental Health First Aid training, a 10-hour course that reinforces the 40-hour Crisis Intervention Training all staff are required to complete. The course uses scenario-based training to teach deputies how to de-escalate situations without using force, while protecting themselves & inmates from harm.





## OIM Recommendation 7

The DOS should publish written guidelines regarding the release of evidence of critical incidents, including video. The guidelines should balance the need for prompt public transparency with the need for confidentiality during active investigations, among other factors. Recognizing that every critical incident is unique, the guidelines should explain, to the extent possible, the analytical framework that the DOS will use in evaluating requests for the release of evidence of critical incidents.

- There are established judicial guidelines DOS follows regarding the release of records. The guidelines include considerations of public interest.
- Records of the Denver DOS are criminal justice records, the disclosure of which is governed by the Colorado Criminal Justice Records Act (CCJRA) C.R.S. 24-72-301, et seq. Except for records of “official actions”, the disclosure of criminal justice records is discretionary and can be denied where the custodian believes disclosure would be contrary to the public interest. C.R.S. 24-72-305.
- Pursuant to *Harris v. Denver Post*, 123 P.3d 1166 (Colo. 2005), the following factors are used to determine whether a record should be released or withheld:
  - a. the privacy interests of individuals, if any, who may be impacted by a decision to allow disclosure of the records;
  - b. the agency’s interest in keeping confidential information confidential;
  - c. the agency’s interest in pursuing ongoing investigations without compromising them;
  - d. the public purpose to be served in allowing disclosure of the records; and
  - e. any other pertinent considerations relevant to the circumstances of the particular records request, including whether disclosure would be contrary to the public interest.

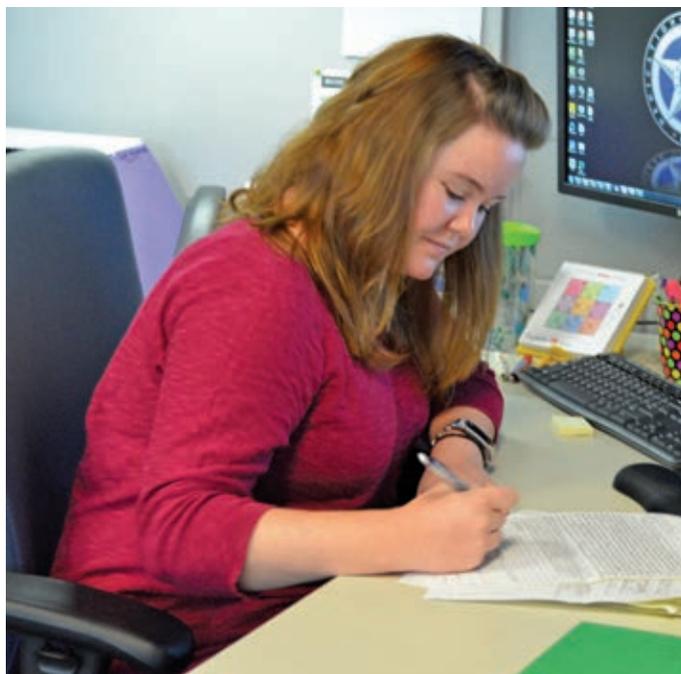
- However, the DOS and the District Attorney’s office have met to discuss the pre-trial release of evidence on a case-by-case basis moving forward.

## OIM Recommendation 8

The DSD should develop a formal protocol for, and an enhanced culture of, analyzing and learning from critical incidents in Denver’s jails. This should include but not be limited to immediately prioritizing the development and full implementation of the force review protocol previously recommended by the OIR Group in 2015.

We agree efforts must be made to learn from critical incidents that occur in Denver jails.

- A Grievance and Incident Review Team (GIRT) has been created to identify learning opportunities from critical incidents in Denver’s jails.
- The GIRT has conducted extensive research that is being used to develop a force review protocol based on national best practices recognized by the Department of Justice.



# CONTINUOUS IMPROVEMENT

## OVERVIEW

Large-scale change while managing a massive operation such as the DSD, requires concise and well-structured sustainability. Recognizing the need to introduce a forward-thinking, data-driven organization, the DSD developed a strategic plan to keep pace with the practical aspects of the work, evaluate the effectiveness of change, and to continually strive for innovation and best practice to those we serve. The plan leverages previous efforts undertaken by the DSD and was further augmented by focus groups and surveys of key stakeholder groups. Over 50 individuals participated in our focus group discussions centered on current successes and opportunities for improvement. An additional 475 staff, inmates, and community members completed a detailed survey seeking input on current practices, areas to improve, and communications preferences. The DSD also engaged an external consulting firm and Denver's PEAK Academy to aid in the objective analysis of the collected data. The resulting outputs were discussed in detail by the DSD leadership, who collectively identified, refined, and finalized the resulting strategic plan. To ensure that input from stakeholders was accurately reflected, the plan underwent a final review by representatives from each stakeholder groups who participated in previous focus groups and/or



**224**

Civilian Staff



**786**

Sworn Staff

survey activities. The result of these efforts is this document, including the four themes and 20 strategic objectives outlined in the following pages. Understanding that this is a living document, the DSD established a routine for periodically reviewing and updating this plan to ensure it accurately reflects the goals and activities of the DSD. This section will highlight key areas of strategy, focus, and impacts.

### Strategic Plan Overview - Four Pillars

The DSD's Strategic Plan builds upon previous planning efforts and continues ongoing activities to collaborate with key stakeholders to fulfill the mission and realize the vision. This plan seeks to tackle some of the biggest challenges head-on and will require collaboration between the DSD staff, inmates in our care, and the Denver community. It is organized into four themes, each of which directly aligns to support improvement in the DSD. Each theme consists of specific strategic objectives containing two potential execution activities the DSD may undertake, and potential measures the DSD may use to demonstrate success. The combination and alignment of these components with the DSD's vision and mission, will help the DSD stay on track to achieve success over the five-year duration of the plan.



## The Four Themes of the DSD Strategic Plan

- **Organizational Culture** contains objectives and activities aimed to define and establish a single organizational culture informed by the Principles of Direct Supervision. The focus is on the safety of our staff, taking steps to increase leadership engagement with all employees, and encourage idea sharing and mentorship at all levels of the Department.
- **Employee Experience** includes new efforts and expansion of existing efforts aimed at improving the on-the-job experience for every employee. This includes existing safety and wellness programs, improving recruitment, hiring, and training practices, and streamlining existing policies and procedures.
- **Inmate Wellness** focuses on improving the well-being of inmates when they are in DSD's care and increasing their chances of success upon release. The DSD strives to provide inmates with the combination of programs that support inmate safety, efforts to stay healthy and build skills they need to be successful upon release.
- **Community Partnerships** seeks to increase efforts to directly engage with and develop ongoing partnerships with the community. The DSD seeks to improve community feedback mechanisms by evolving the Sheriff Advisory Board, establishing regular meaningful engagement events, and building a strategic network of advocates across our community.



## Strategic Plan Tracking and Updates

A critical aspect of the strategic plan is deploying the themes, strategic objectives and key performance indicators (KPI) to the DSD staff through ongoing coordination and communication efforts to make sure teams at all levels are delivering on established goals. Within a month of finalizing the DSD strategic plan, the DSD leadership coordinated with supervisors and staff to determine tactics or supporting efforts that are needed to achieve the KPIs and strategic objectives. A key aspect of this execution is identifying an “owner” and “completion date” for specific activities to allow for tracking and accountability, and the ability to monitor progress. It is the intent that this strategic plan serve as a “living document,” with no defined end-date. Therefore, the DSD will periodically perform a review of the overall strategic plan to make adjustments, as needed, based on environmental, political or situational considerations that may need to be addressed in the strategy. Upon review, any strategic objectives that have been accomplished will be recognized and celebrated. In their place, the DSD may identify new strategic objective(s) with new targets and execution activities, if needed. Every year, the DSD will perform a review of the overall strategic plan. The process to perform this major review will follow a similar approach to the development of this plan, which includes targeted efforts to gather feedback, perform a strength, weaknesses, opportunities, and threats analysis (SWOT), analyze outreach results, develop objectives and measures, and execute. The outcomes of this major review will be communicated to stakeholders in a manner similar to the communication of this plan.



## Performance Management

Our strategic plan is the roadmap for how we will deliver our vision and mission through our guiding principles. Performance management is the vehicle by which we will deliver the commitments and priorities we have identified in the strategic plan. Performance management provides us with a shared focus on how we identify successes, challenges, and opportunities in our work at a department-wide and division/unit level which promotes how we support our people, processes, and practices. This important work involves all levels of the department in order to ensure understanding, learning, and collective impact. Our Data Science Unit (DSU) is the knowledge keeper of data sets and works closely with each executive and senior leader to identify key performance indicators. These indicators represent the work of divisions or units and develop a cadence of accountability with everyone working together to continually improve our efforts. Additionally, behavior-based leadership competencies play an equally important role in how we manage our work through performance management.



The four priority areas that have been identified are:

- **Organizational Leadership:** Effective comprehensive communication, positive organizational culture, servant leadership
- **Standards and Evaluation:** Anticipate and resolve challenges by developing effective strategies
- **Workforce Development:** Recruitment and retention, developing leaders – self and others
- **Collaborative Partnerships:** Customer experience oriented – internal and external, peer relationships – teamwork and conflict management

Performance Improvement (PI) Teams are a tool that has been developed in partnership with the DOS to address a deeper dive into areas that require more research, strategy discussion and impact evaluation. In 2018 year-to-date, the DSD has conducted three PI Teams that each have a focused charter with internal stakeholder input on developing continuous improvement for: overtime management, impacts of discipline, and badging. This tool also serves as a mechanism to promote a staff-empowered approach to our process improvement initiative that supports all aspects of our strategic plan to drive our service delivery and customer experience.

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### Overtime Performance Improvement Team

The overtime PI Team was tasked to identify strategies for addressing overtime challenges, while meeting operational needs with incremented goals. The team met weekly for three months at the beginning of 2018. The goal was to implement recommendations and measure outcomes, continue bolstering data dashboard tools for leaders to drive discussion and decisions and develop public education and communications strategy. As a result of the team's research and diverse experience the recommendations were categorized by operations, staffing, training, communications, oversight and data. Strategies are being implemented to reduce the amount of overtime, while utilizing it more efficiently and effectively.



### **Discipline Performance Improvement Team**

The discipline PI Team continues to meet to discuss improvements to discipline that can help streamline the process, which will assist in issues related to employee morale, recruitment, and retention. The team has pulled a significant amount of data in order to define where some of the greater bottlenecks are occurring, and what areas may provide the greatest opportunities for improvement.

### **Badging Performance Improvement Team**

The badging PI Team includes members from a variety of areas within the DSD. The goals of this team are to conduct an audit on the current badging system to ensure that access is only given to authorized employees, contractors and visitors. The PI team continues to meet to establish a facility access level plan for each employee classification, contractor and visitor; implement recommendations and measure outcomes; review and improve process for how employees, contractors and visitors receive ID's and access to the DSD facilities; determine the type of badges/ID's that will be needed for access into the DSD facilities; develop a process for how persons who are restricted from access into the DSD facilities are notified and the DSD employees are made aware of the restriction and develop a department-wide policy on the issuance, collection, auditing and enforcement of the DSD ID's/keys and visitor badges.

### **Recruitment/Retention Improvement Initiative – DSD and University of California at Berkley Partnership**

Complex challenges require a responsible approach to developing strategies of investment to build effective and sustainable outcomes. Recruitment and retention is a challenge area that has emerged as another priority focus. In partnership with Denver's Human Rights and Community Partnerships and Denver Human Services, the DSD has engaged with UC Berkley to conduct a free behavior-based research project that will involve a deep-dive analysis of recruitment, training and retention. Building upon progress in these areas already in practice, the research project team will aim to continually improve our practices in these areas through a racial equity and inclusion lens that supports behavior-based outcomes for our staff.



## Assessment and Inspections Unit

The Assessment and Inspections Unit (AIU) is the newest part of the professional standards program. The AIU is a team of civilian employees tasked with ensuring that the DSD adheres to the policies and make recommendations on ways to improve our processes. They use their training and experience to manage a rigorous program of internal inspections and assessments. The initial focus areas are to conduct procedural assessments, verify adherence to DSD policy, evaluate performance improvement and the roll out of the Command Inspection Program.

The command inspection is the commander's primary mechanism for determining the health of a unit. It is comprised of two types of inspections, the initial command inspection and the subsequent command inspection. The initial command inspection or ICI, allows the commander to get a good look at the unit upon assuming command to determine its strengths and weaknesses. The subsequent command inspection or SCI gives the commander an opportunity to revisit the areas that were identified in the ICI. Through collaboration with the AIU, areas of improvement are identified and plans are put in place to address concerns.



## Data Science Unit

The information that the DSU provides is important to making data informed decisions that result in sustainable practices. The DSU was established in 2016 to collect and analyze data on jail trends including inmate population, staff demographics, internal affairs cases and use of force. In 2017, the unit collected and analyzed data for a full year, which has provided invaluable information to the leadership of the department. The DSU works closely with employees to understand how data is gathered and to analyze the data in a way that aids in strengthening the operations of the department. The unit has worked with the US Department of Justice to determine the best strategies to analyze data driven models.

The DSU provides data for the weekly Performance Management meetings. The DSU utilizes business intelligence tools to deliver data and key performance indicators to the DSD leaders. Many of the common metrics associated with the jail population are updated daily for trend and other types of analysis. In addition to the internal delivery of data, the DSU frequently provides data to external customers to include other City and County of Denver departments, the community, the press, and other criminal justice stakeholders.





## Grievance and Incident Review Team

The GIRT was established as part of the DSD reform efforts. Specifically, the reform recommendation suggested that the DSD should consider creating a cadre of sergeants at each jail facility specifically trained to conduct use of force investigations and reviews. The DSD considered the recommendation and modified the suggestion to a central unit. Previous suggestions were made to centralize the grievance and conduct adjustment board processes. The funding for the unit was approved for 2018 and the recruitment for finding the right staff began in February 2018. The unit is now fully staffed and operational.

The GIRT has the authority and responsibility to manage the inmate grievance process, ensuring consistency in the inmate disciplinary decisions, and reviewing certain use of force incidents as defined by its procedure manual.

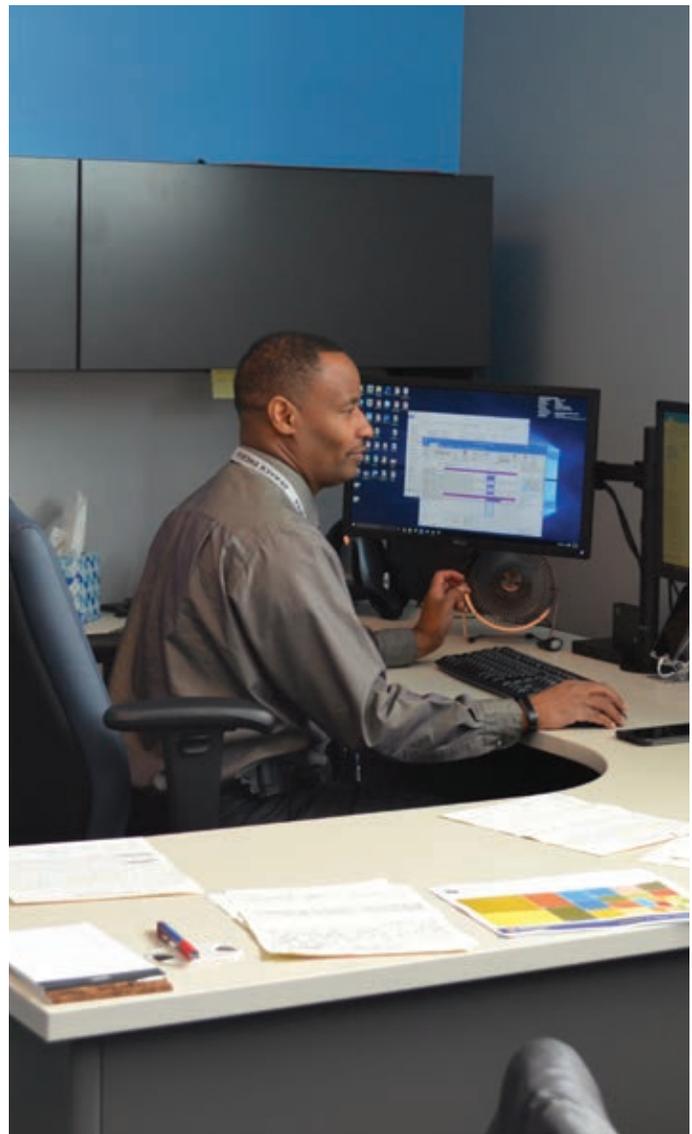
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## DSD Training

The Training Unit continues to augment to meet the growing needs of the DSD. There has been a foundational shift in training, which focuses on andragogy and other adult learning models to include: reality-based training; self-directed learning; active learning; team-based learning and problem-based learning. There has also been a change in the training for supervisors, the new sergeants training has increased from 40 to 80 hours.

The DSD has adopted a new defensive tactics system, that is very close in comparison to the Denver Police, Arrest Control Tactics (ACT) system. The training curriculum is also re-focusing on the Direct Supervision model of inmate behavior management. This re-training began with the executives in 2017, and has continued into the supervisory and line staff personnel. The new training model has narrowed the focus on permissible weapons in the agency. In addition, staff now has access to Police One & Corrections One online training.

In the future, the following training curriculum will be included: Trauma Informed Practices; Leadership Academy



for ongoing professional development; Yoga For First Responders (YFFR); Problem-based learning for on the job training through PTO/DTO to replace our current field training officer (FTO) program; New learning management system (LMS) for online learning and tracking.

## DSD Innovations

Transforming a large organization's culture, along with building a strong foundation for sustainability, requires a forward-facing attitude toward not only striving to continually improve, but also serving as a model agency. Innovation is an important tool that the DSD has continued to rely upon when addressing policy, process, practice, technology, and data.

Recognizing that the DSD has multiple stakeholders involved in day-to-day operations, in partnership with the DOS, and several Criminal Justice System partners, we have come together to address the complex opportunities and challenges that exist in the areas that impact a spectrum of work from arrest to release. These efforts have involved partners from the Department of Public Safety, Denver Police Department, Community Corrections and Pre-Trial, District Attorney's Office, City Attorney's Office, District Court, County Court, Office of Behavioral Health Strategies, Denver's Crime Prevention and Control Commission, and the Denver Peak Academy.

Areas of focus include reviewing policy, process, technology, data and best practices in key sections of arrest, jail booking, identification, courts, and release from jail. This work will continue as an unprecedented approach to addressing cross system challenges and leveraging opportunities through the work of priceless partnerships that assist in impacting Denver's community. Progress will be monitored through data review and information sharing.

## Community Partnerships: Sheriff Advisory Board

The Sheriff Advisory Board (SAB) was established in 2017 and is the formal mechanism for the community to inform and collaborate with the DSD regarding ideas, concerns, and evolving issues with service delivery to inmates, their families, community and service partners. The SAB is comprised of representatives of the diverse communities and geographic areas that make up Denver. The inclusion of technical experts in fields such as law, business, the not-for-profit and mental health sectors as well as community members, veteran representation and other advocates ensure a breadth of interests and perspectives are reflected in discussions and recommendations. The SAB is intended to be an integral part of the DSD and represents the agency's commitment to transparent community engagement.

As the foundation of the SAB activity is built, the vision, mission and areas of priority focus will be viewed through the prism of transparent, active and integrated advisement. Key to achieving success is development and implementation of a comprehensive engagement strategy that utilizes community feedback to measure and inform progress on and adjustment of the SAB priorities.

### Those priority areas:

- Jail population reduction strategies: Working with other justice system partners, continued emphasis is needed in pursuing diversion and other alternative sentencing strategies.





- Mental health and substance abuse treatment: With growing numbers of individuals in DSD care and custody exhibiting mental health distress and substance abuse impacts, increased assessment, diagnosis and treatment resources are needed.
- Inmate and deputy/employee safety: A priority for the DSD is to provide the safest environment for inmates and staff as possible. Implementing the Principles of Direct Supervision with appropriate training, integrated with more engaging and beneficial inmate programming can mitigate tension and stress for all.

### Efforts underway include:

- Expanding outreach to engage a wider variety of community organizations and groups.
- Development of the Downtown Detention Center (DDC) lobby visitor experience, including a multi-agency work group looking to improve customer relations and efficiency for visitors to the DDC.
- Semi-annual community forums to encourage and enable the community to interact with the DSD deputies and staff to learn more about the challenge of the DSD operations.
- Re-establish the DSD Community Relations Unit as the coordinating body for department outreach efforts.

- Build closer alignment with the DSD Programs and Communications offices to enhance service delivery, complement the activities of each and leverage engagement opportunities for the DSD.

Measurement and evaluation of engagement efforts continue to evolve to determine the key performance indicators for successful engagement. That success should ultimately go beyond numbers and show outcomes reflective of improvement in community and organizational relationships and trust.

## Programs and Partnerships

The DSD Programs Division overarching goal is to expand the “Transition from Jail to Community” model and to concentrate programming resources in dedicated housing units as a way of creating a more positive, outcome-focused environment.

The first step is to utilize an objective screening tool to identify immediate transition needs as well as to identify inmates who may need further assessments for cognitive behavioral interventions, substance abuse treatment, education, employment skills or placement etc. The screening tool will be used to identify inmates who are connected to criminal justice partners to coordinate efforts for the next steps the inmate may be taking into community supervision. The screening tool will also be used to identify reentry resources the inmate may need.



The DSD is identifying community partners to fulfill the Transition from Jail to Community model for warm hand offs to community providers. The collaboration between the inmate, the DSD programs staff, contract staff, mental health contract staff, court personnel, community providers, inmate support systems etc. will use a model of assessment driven transition planning to prepare for the inmate's release.

While the DSD partners with many community providers to refer, and conduct transition planning using the transition from jail to community model, it's primary partnership is with the Transition from Jail to Community Collaborative (TJCC). The TJCC provides services to inmates while in custody and continuing through their re-entry into the community. They also provide 65 hours a week of office drop in hours that are available to inmates who have been released from custody within the last year to receive direct services at no cost for assistance with case management needs and various program services.



To make sure we're effective in our efforts, data is being gathered and evaluated, which will provide us direction as we continue to grow and shape the DSD's Transition from Jail to Community program.

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## The Denver Outreach Court

The Denver Outreach Court which was launched in January 2017 proves what partnerships can accomplish. This program is designed to increase stabilization and reduce future interactions with the justice system for individuals experiencing homelessness or receiving homeless or transitional services. The court helps individuals take action on municipal level citations or warrants and provides direct access to mental health services and enrollment in Medicaid. Community service options are also available to complete court requirements. Instead of requiring people to come to a courthouse, which for those experiencing homelessness can often be difficult, the Outreach Court is held every other Wednesday at Denver Rescue Mission.

The Denver Outreach Court is a partnership created by the Denver Office of Behavioral Health Strategies, Denver County Courts, Denver Rescue Mission, the City Attorney's Office, Office of the Municipal Public Defender, Colorado Access Mental Health Center of Denver and the DSD.





## The Behavioral Health Navigator

The Behavioral Health Navigator (BHN) is a member of Denver's Crisis Intervention Response Unit. The BHN pairs exclusively with the DSD and works to close gaps in services for individuals being released from the DDC. The BHN provides planned linkages, advocacy, brief case-management, system navigation and referral coordination to persons needing behavioral health services in the community where behavioral health concerns are leading to continued incarceration. The BHN completes Mental Health Center of Denver evaluations and assessments with inmates, while they are still in custody at DDC, and those individuals will be fully enrolled in mental health services at the time of their release. A warm hand off is often conducted between the BHN, client, and new treatment team. Through collaboration with DSD, Denver Health Staff, community agencies and legal the goal of the BHN is to reduce overall jail days by connecting individuals to supportive mental health and community resources.

Initially, the BHN was primarily focused on individuals who were found incompetent and individuals involved in the probate court system. Over the past 2 years, the BHN

has served a wide variety of clients and focuses on the severely and persistently mentally ill in custody at DDC. In 2017, the BHN connected 57 unique individuals to mental health services. Aside from conducting evaluations and assessments, the BHN assists clients with short term housing, court advocacy, connection with probation, linkage to ongoing treatment team and connection to substance abuse treatment.



## Moving Forward

DSD is an organization of extraordinary employees doing extraordinary things. We take pride in the safety and security that we provide to the community and those in our custody. Thank you to everyone that assisted the DSD through the reform process, and we look forward to continuing to build on our successes and learn from our experiences.







# SHERIFF DEPARTMENT

DENVER PUBLIC SAFETY

