

**AGENDA
OURAY CITY COUNCIL**

Wednesday, July 31, 2024 - 2:00 PM

**Ouray Community Center
320 6th Ave
Ouray, CO 81427**

Ouray City Council Work Session

- Changes to this agenda can be found on the bulletin board at City Hall
- Electronic copies of the Council Packet are available on the City website at www.cityofouray.com. A hard copy of the Packet is also available at the Administrative Office for interested citizens.
- Notice is hereby given that a majority or quorum of the Planning Commission, Community Economic Development Committee, Beautification Committee, Tourism Advisory Committee, and/or Parks and Recreation Committee may be present at the above noticed City Council meeting to discuss any or all of the matters on the agenda below for Council consideration

1. CALL TO ORDER
2. DISCUSSION ITEM - Review of Management Study of the Ouray Police Department - 7/8/2024



MANAGEMENT STUDY
OF THE
OURAY POLICE
DEPARTMENT

JULY 8, 2024

By Municipal Police Consultants, LLC

Chief Paul D. Schultz (Retired)

OURAY POLICE DEPARTMENT MANAGEMENT STUDY
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Emergency Operations Center
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Training and Firearms Range
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Liability Reduction (De-escalation and Co-Responder Programs)
Internal Affairs
New Trends in Discipline
Volunteers in Policing and College Interns
Light Duty Officers
New Technology
Citizen Surveys
Ouray Personnel Survey (Tenure, Education, Morale, Equipment, What's Going Well, -What Needs Improvement, Workload, Training)
Ouray Personnel Ethical Climate Survey
Employee Career Track
Police Reform
School Resource Officer

Planning for the Future

Priority Recommendations – Conclusion – Final Thoughts – Certification

Sources of Information for this Management Report

Attachments

Outreach Programs

President’s Task Force on 21st Century Policing

Traits for Successful Law Enforcement Leadership

21st Century Leadership Mistakes in Small Law Enforcement Agencies

Transforming Underperforming Police Agencies into High Performance Organizations

Early Warning Power Point Attached Separately

Ouray Police Department Organizational Chart

Ouray Police Department list of Ancillary Assignments for Police Officers

OPENING REMARKS

I was retained by the City of Ouray (the Town Manager and the City Attorney) to perform a Management Study of the Ouray Police Department consisting of a review and evaluation of all operations of the Ouray Police Department and make recommendations for best practices. On June 20th and 21st, 2024 I was on-site conducting my evaluation of the police department.

Prior to my on-site visit I requested considerable information from Sergeant Gary Ray who was the acting Chief of Police at the time.

Interviews were conducted with:

City Administrator Silas Clarke
Mayor Ethan Funk
Four Ouray Police Officers
E-mail input from seven citizens

CONSULTANT BACKGROUND AND QUALIFICATIONS

Chief Paul Schultz (retired) has 51 years of law enforcement experience with 25 years as Chief of Police in four police departments (La Vista, NE, Lafayette, CO, Canon City, CO and Fort Morgan, CO) and Director of Colorado Peace Officer Standards and Training (POST) where he had regulatory oversight of Colorado's 31 police academies and 15,000 peace officer certifications. During this time at POST, he was the state hearing officer for serious police misconduct. For the past four years he has been the principal consultant with Municipal Police Consultants. He has assisted over 50 law enforcement agencies in several states. For the past 27 years he has been the lead instructor for the Southern Police Institute where he teaches Managing Small Law Enforcement Agencies, Ethics, Leadership and in 2021 and 2022 he was the coordinator of the 10 week-long Command Officers Development Course in Fort Lauderdale and Fort Myers, Florida. For the past three years he has taught Leadership at the Iowa Law Enforcement Training Academy. Over 3000 command officers from every state have graduated from his training courses. For 30 years he was adjunct faculty teaching criminal justice courses at the graduate and undergraduate level at the University of Colorado, Metropolitan State University and Regis University. He is a certified expert witness in the 10th Federal Court Circuit where he was an expert witness in over 20 Federal Lawsuits involving Colorado law enforcement agencies. He has a Master's Degree in Administration of Justice from the University of Colorado, is a graduate of the Police Executive Research Forum Senior Management Institute for Police, FBI LEEDS, FBI LEEDA, the FBI Command College and is an FBI LEEDA Trilogy recipient. He co-authored the IACP "Police Chiefs Desk Reference" and is the author of the BJA publication on "How to Assess and Improve Operations of Small Law Enforcement Agencies" and 19 other professional publications. He has served as President of both the Colorado Association of Chiefs of

Police (CACP) and the Police Chiefs Association of Nebraska. He was also Chairman of the CACP Professional Standards Committee where he served as the State of Colorado Accreditation Manager for five years. He is a certified subject matter expert by IACP/DOJ in Policing Immigrant Communities (2024), Crime Reduction Strategies (2022), in Use of Force, Recruitment and Retention (2021), and by the IACP/COPS Collaborative Reform Initiative Technical Assistance Center (CRI-TAC) in Leadership (2020). In 2023 Chief Schultz was the Lead Presenter at the Inaugural Professionalizing Law Enforcement Community Engagement Training in Atlanta, Georgia and in 2024 supplied material for the second annual conference. He has made presentations at 21 of the annual International Association of Chiefs of Police conferences. He has completed police facility studies at 11 Colorado law enforcement agencies. He has taught the military police at 9 US Marine Corps bases and assisted teaching the US Army 10th Mountain Division Special Forces preparing to go to Afghanistan. He has been appointed by Colorado Governor's to five state committees. Chief Schultz has completed over 20 management studies similar to this one. He is considered a national expert in Managing Small Law Enforcement Agencies.

OURAY DEMOGRAPHICS

Population – 1,007 (with seasonal spikes to 5,000 and event spikes to 10,000)

Median Age – 50.3

County Seat of Ouray County

Total Area – .9 square miles

Median Household Income - \$68,750

Poverty Line – 4.5% of Persons below the poverty line

Elevation – 7,792 feet

Website – Cityofouray.com

Location – 40 miles south of Montrose and 10 miles northeast of Telluride (the drive to Telluride is 50 miles) and 10 miles south of Ridgway

Population Decrease is about 1% a year since 2010 to 2021 from 1,003 to 903

While Ouray County from 2010 to 2021 increased from 4,446 to 5,046

While Ridgway from 2010 to 2021 increased from 925 to 1,282

Households from 2010 to 2021 - 458 to 428

Housing Units – 754 (many are second homes)

Demographics

White – 95.2%

Hispanic – 8.2% (this includes self-reporting data)

African American – 0.1%

Native American – 0.4%

Asian – 0.8%

ORGANIZATIONAL STRUCTURE

The Current Ouray Police Departments Organizational Structure consists of:

Chief of Police

Sergeant

Senior Police Officer

Police Officers

RECOMMENDATIONS

*The police department should replace the recently terminated Chief of Police. The hiring process should be thorough, and the ideal candidate should bring experience, and the ability to rebuild the community trust that has been damaged due to recent events.

*The police department should hire the new full time police officer as soon as possible. This additional officer will increase the departments authorized strength.

*The police department would greatly benefit from a having a civilian employee as an Officer Manager. This position would be responsible for all the administrative tasks in a police department to include records, processing training requests, processing requests for information and reports (CORA requests), coordinating entering crime data, traffic summons data and traffic crash data into the department computer system, inventorying department equipment, and keeping training data up to date.

*The police department would greatly benefit from having a part time evidence technician. Processing and purging evidence is a critical function in any police department.

*Appoint an Officer as an as needed Detective. The Officer would primarily serve as a patrol officer but when needed he could become a Detective.

*Reclassify the rank of Senior Police Officer to Corporal. This will increase supervision in the department.

*Assign the Corporal to the opposite side of the patrol schedule from the Sergeant.

*Assign an Officer as a Detective when needed (with the goal in the future of having a full time Detective)

POLICE DATA

Crime Rate:

Part One Crimes Reported to the Colorado Bureau of Investigation (CBI)

2021 – 16

2022 – 3

2023 – 11

First half of 2024 – 2

Note: The crime data reported to me by the department does not match up with the crime data that is on the CBI website. It appears as if crime data is not being reported to the State of Colorado. The above data is from the official CBI website.

As an example:

CBI data shows Theft cases:

2021 – 6, 2022 - 1, 2023 - 5, 2024 – 0

Department data shows Theft cases:

2021 – 16, 2022 – 18, 2023 – 18, 2024 - 8 (year-to-date)

Clearance Rates (Determining this data is a basic function of a law enforcement agency. This data is often cited to show the effectiveness of law enforcement agencies in solving crime)

Could not be determined

Calls for Service

2020 – 5,023

2021 – 4,725

2022 – 5,386

2023 – 2,507 (new system separating calls for service and removing patrol checks)

First half of 2024 – 2,507 (this number appears to include patrol checks)

Arrests

Felony Arrests - 2021 – 0, 2022 – 0, 2023 – 1, 2024 – 0 (year-to-date)

Total Arrests – 2021 – 13 , 2022 – 8, 2023 – 17, 2024 - 6 (year-to-date)

Summons' (This data is a basic function of a law enforcement agency).

Could not be determined

Car Crashes (This is a basic function of a law enforcement agency).

Could not be determined

Police Department Budget

2021 - \$833,176

2022 - \$809,142

2023 - \$980,371

2024 – \$1,107,382

Police Department Budget as a Percentage of the City Budget

2022 – 23%

2023 – 33.9 %

2024 – 27%

RECOMMENDATIONS

*Police Department data is critical when assessing level of activity and operational capabilities of a law enforcement agency. There is conflicting and missing data for the Ouray Police Department. Steps should be taken immediately to correct this.

*The new Chief of Police should be tasked with assessing how data is obtained and ensure that the department is capturing and recording accurate and complete data.

Police Department Employees

1 Chief of Police (currently vacant), 1 Sergeant, 3 Police Officers, 1 Part Time Officer plus
1 Current Vacancy for a full time Police Officer
(Authorized 6 full time employees)

POLICE FACILITY

The Ouray Police Department is part of City Hall and is located on a main street in Ouray. The police facility is located on the ground level with an immediate entryway on the right side from the main hallway of city hall.

The police facility consists of one room that is approximately 25 feet by 20 feet for a total of approximately 500 square feet. There are four workstations, all equipped with desk space and a desk top computer. There is a small conference table and an area for a desk for the Chief of Police. There is a small entrance way with a bench with a handcuff rail. When I was touring the police station there was a chainsaw (found property) sitting on the handcuff bench. There is no secure barrier between the front wall and the Officer area of the police station. The police station is very deficient and dangerous. Plans should be made to replace the current facility as soon as possible.

The police station is missing the following:

Basic Security – the police station needs bullet resistant glass at the entrance and above the counter, the windows facing outside should be treated with “Shatterguard” (this will prevent the windows from shattering), more security cameras are needed, the windows facing the street should be one way glass so people cannot see in, but the Officers can see out (currently the curtains are closed all the time), and at least 2-3 panic alarms notifying dispatch of an emergency in the police building (i.e. an Officer calling for help) need to be installed.

There is no interview room.

There is no temporary holding facility.

There is not a sally port to drive prisoners into the building.

There is no conference room to hold a meeting.

There is not space for adequate storage.

There is not an office for an investigator.

There is no private Chiefs Office.

RECOMMENDATIONS

*A *temporary* fix might be a major remodel. This remodel would include:

Improving the security at the counter

Installing a wall dividing the Chiefs desk area and the conference table
Remodeling the entrance way (removing the handcuff bench and having all prisoners transported directly to the Ouray County Sheriff's Department Jail

EVIDENCE ROOM

*The evidence room is of adequate size and is well alarmed in case of unauthorized entry. It is located in the basement. However, best practices dictates that there should be secured storage within the evidence room for guns, money, drugs and jewelry. This can be accomplished by adding a safe in the evidence room or building lockable cabinets into the front of the storage areas.

*There needs to be an alarm to advise staff and the communications center in case of a water leak in the evidence room. There are pipelines in the ceiling of the evidence room that if they burst could damage evidence.

*The International Association of Chiefs of Police (IACP) recommends 425 square feet per Officer in a police facility. That would equate to a minimum of 7 times 425 or a minimum of 3000 square feet. Additional space should be allocated for future growth.

*The future building should have space for all of the police facility components that are currently missing.

MISSION, VISION, VALUE STATEMENTS

There is no Mission, Vision, Value statements for the Ouray Police Department. This is a serious oversight for a law enforcement agency in 2024. I have not been to a police department that does not have a Mission, Vision, Value Statement prominently displayed.

RECOMMENDATIONS

*The new Chief of Police should be tasked with developing Mission, Vision, Value statements for the Ouray Police Department.

*The Mission, Vision, Value Statements should be prominently displayed inside the police facility, on the police department website and in the hallway immediately outside the police facility.

*All Ouray Police Department personnel should be part of developing a new Mission, Vision, Value Statement.

*All department personnel should be trained on what these documents say and mean in day to day operation of the police department.

STRATEGIC PLAN

A strategic plan provides a framework for the future of the department. A strategic plan outlines goals and objectives, and prioritization for the future and a description of resources that are needed to accomplish the listed goals and objectives.

A strategic plan is a valuable planning document for the future. Usually, strategic plans are for a three to five year vision of the future.

A strategic plan is a living document that is subject to revision as necessary based on changing dynamics such as budget, economic outlooks, community needs, and direction from city leaders.

The Ouray Police Department does not have a strategic plan.

RECOMMENDATIONS

*The new Chief of Police should create a strategic plan towards the end of his/her first year with the police department.

*All department members should provide input for the strategic plan.

*The strategic plan should be disseminated to every member of the department, to city leadership and to the community.

CRIME RATE AND CALLS FOR SERVICE

Determining the community's crime rate is the first step towards lowering crime and putting into place crime prevention and crime suppression strategies.

By all measurements (CBI and Department supplied data) Ouray enjoys a very low crime rate. Some monthly reports show just a handful of crimes occurring during the month.

As an example, the December and year end Chiefs report shows:

December 2020	2020 Year End Report
136 Patrol Checks	1794 Patrol Checks
81 Traffic Contacts	233 Traffic Contacts
6 citizen assists	No data listed
4 code violations	23 Code Violations
3 VIN certifications	No data listed
2 criminal mischief reports	No data listed

1 theft report	No data listed
December 2021	2021 Year End Report
126 Patrol Checks	No data listed
11 traffic Contacts	No data listed
6 Vin certifications	No data listed
2 Bar Checks	No data listed
2 Code violations	No data listed
No crime reports	No data listed
December 2022	2022 Year End Report
219 Patrol Checks	No data listed
12 Parking Complaints	478
12 Bar Checks	No data listed
5 Traffic Stops	No data listed
3 VIN certifications	No data listed
Thefts – No data listed	18
Criminal Mischief – No data listed	8
December 2023	2023 Year End Report
9 Parking violations	425
4 Property Damage Accidents	No data listed
4 Bar Checks	No data listed
3 VIN inspections	No data listed
1 DUI arrest	No data listed
1 Warrant Service	No data listed
Theft – No data listed	18
Criminal Mischief – No data listed	3
Burglary – No data listed	2

CALLS FOR SERVICE

In 2020, 2021 and 2022 the department did not differentiate dispatched call totals from total calls (self-initiated activity and patrol checks) when reporting monthly activity of the police department. This skews the data. In 2023 the department separated these totals.

Calls for service by year:

- 2020 – 5,023 calls for service (includes self-initiated activity)
- 2021 – 4,725 calls for service (includes self-initiated activity)
- 2022 – 5,386 calls for service (includes self- initiated activity)

2023 – 2,507 calls for service (does not include self- initiated activity)

RECOMMENDATIONS

*The new Chief needs to develop a standardized monthly report that accurately lists crime data, calls for service, summons data (traffic and parking), traffic accidents and arrest data.

*The new Chief needs to create a standardized annual report that accurately lists crime data, calls for service, summons data (traffic and parking), traffic accidents and arrest data.

*The new Chief needs to create a monthly report for each Officer that shows Officer productivity and then extrapolate that data into a yearend report for each Officer. This report should show number of calls for service, self-initiated activities, reports, arrests, summons data (traffic and parking), patrol mileage, days worked and days sick. Currently there is no data to show Officer productivity.

RECRUITMENT AND HIRING OF POLICE PERSONNEL

The Ouray Police Department currently has one opening for a full time police officer. This opening was approved effective January 1, 2024. The department has had very few applicants and has not been able to fill this position.

RECRUITMENT

RECOMMENDATIONS

*The Ouray Police Department needs to broaden their scope in the recruitment of police officers. Suggested locations for an online advertisement for police officers include:

City of Ouray website

Ouray Police Department website

Colorado Peace Officer Standards and Training website (POST)

International Association of Chiefs of Police (IACP) job posting website

Police One Website

Indeed.com (state urgently hiring, and easy application process)

*The Ouray Police Department should create a tri fold recruitment brochure and mail it to every community college police academy and request that it be posted on their job bulletin board. Community college police recruits are often looking for an entry level police officer position.

*The Police Department should develop a Lateral Entry Program for Police Officers. Police Officers with experience would start at a higher pay rate.

*Every applicant for police officer should be contacted within 24 hours of the department receiving his/her application.

*Testing for out of area applicants should be streamlined.

*A hiring bonus should be created that will attract quality applicants. I would suggest a \$10,000 hiring bonus.

*Currently the City of Ouray provides a housing stipend of \$500 a month for all city employees. I would suggest that due to the high cost of housing in the area that this be doubled to \$1,000 a month and then be indexed for inflation in each subsequent year.

*The City should provide a stipend for new hired police officers to cover the cost of moving to the area. I would suggest a \$4,000 moving stipend.

*The Police Department should consider developing a Seasonal Officer Program similar to many beach/tourist jurisdictions in Delaware and Maryland. This would entail hiring two seasonal police officers during the busy summer months. This would augment existing staffing levels and provide additional patrol coverage. If the same officers return for subsequent summer months they would develop a strong familiarity with the area.

*A referral bonus for all existing city employees of \$1,000 if they refer an applicant for police officer who is hired would increase applications. Word of mouth recruiting is the best way to recruit.

*Sponsoring a non-certified police officer applicant in a community college academy would increase applicants. This includes paying for the academy and providing a training step salary while in the academy. This would also require the applicant signing a three year agreement to stay working with the Ouray Police Department.

*The department should strive to pay the highest salaries and best benefits per rank in Ouray County. This will increase the likelihood of having Officers from surrounding department apply for position in the Ouray Police Department.

TESTING FOR POLICE OFFICER

The current test for applicants for Ouray Police Officer consists of:

Evaluation of job Application
Completion of a Personal Integrity Questionnaire
An Oral Board

Background Investigation to include a home visit
Psychological Examination
Medical Physical Examination

RECOMMENDATIONS

*A standardized validated written test should be administered to every police officer applicant. This is easy to do using Stanard and Associates (stanard.com) National Police Officer Selection Test.

*Applicants should be required to take the Test of Adult Basic Education (TABE) at Mesa University in Montrose. This test is the most reliable academic based nationwide assessment that provides a measurement of basic skills to include reading, math, language mechanics, vocabulary and spelling. These academic areas are evaluated at the high school level and will prevent hiring someone who is unacceptably weak in certain key academic areas.

*A Polygraph examination should be added to verify the applicant's truthfulness.

*The Psychological examination is currently a written inventory of questions that is then sent to an out of state vendor. I recommend that this be changed to an office visit with a licensed police psychologist.

*The oral board should be expanded to include a representative from Human Resources and a citizen of the community.

*As part of the hiring process a ride along should be scheduled for the police applicant and an experienced Ouray Police Officer. The Ouray Police Officer then writes a report describing how the applicant would fit into the department and the community.

RETENTION OF POLICE OFFICERS

In the past three years three part time police officers have left the department. Two left for full time positions and one could not comply with the requirement of working one patrol shift per quarter.

A review of the survey instruments I had Officers complete shows that 2 Officers state that no Officers are looking to leave the department and 2 Officers state that two Officers are looking to leave the department.

It would be devastating to the Ouray Police Department if two Officers were to leave the department. There are several things that the City of Ouray and the Ouray Police Department can do to improve retention.

RECOMMENDATIONS

*Part time Officers could be given preferential status when applying for a full time police officer position.

*Police Officers currently belong to the City Pension Plan. The State of Colorado offers an excellent pension plan for police officers in their Fire and Police Pension Plan (FPPA). The City should explore becoming members of the FPPA plan. This would also improve recruitment since the FPPA plan has portability meaning current FPPA members could transfer to Ouray and not lose any pension benefits.

*A retention bonus could be developed that would pay officers an annual lump sum to stay employed by the Ouray Police Department. Federal Heights has an annual \$4,000 retention bonus.

*A longevity pay plan could be implemented that pays police officers a monthly stipend for each month they work for the City of Ouray after a certain number of years in the form of an annual bonus payment.

*Reduce the cost of health insurance for police employees who increase their tenure and increase the City's contribution.

*Reduce the cost of employee pension contributions as tenure increase. The City's employee pension would increase for employees as their tenure increases.

*The department should strive to pay the highest salaries per rank in Ouray County. Being the highest paid with the best benefits will keep police officers in the Ouray Police Department.

*The police department needs to create more specialized assignments that allow Officers to grow and to continue to experience new facets of police work. This is challenging in small departments, but some additional assignments could include:

Accident Reconstruction Specialist

Certified Crisis Negotiator

Foreign Language Proficiency (with a pay stipend)

Computerized Voice Stress Analysis Operator (CVSA Operator)

Bike Patrol Officer

Field Training Officer (with a pay stipend when training as an FTO)

Increase the Number of Department Instructors (Arrest Control, Firearms, EVOC,).

When fully staffed evaluate assigning an Ouray Police Officer to the Montrose SWAT Team.

*Adoption of a model developed by the Lawrence, Kansas Police Department where there are three levels of each rank, i.e., Police Officer I II III, and Sergeant I II III. Criteria is established to move up to the next level and a pay raise is part of the promotion within the same rank.

*The department has one rank between Officer and Sergeant called Senior Police Officer and one Officer holds this rank. I would recommend changing that position to the rank of Corporal. This would provide more supervision in the department. A pay raise for this rank would be appropriate. Corporal stripes should be added to this Officers uniform.

*Meaningful shift differential pay could be added to any hours worked after 6 PM.

*Expansion of the take home car plan that would allow Officers to drive their assigned patrol car anywhere in Ouray County when off duty. This was developed by the Yakima, Washington Police Department and proved to reduce crime, increase employee satisfaction and increase the presence of Officers in the community. The budget for fuel increased in Yakima by approximately 15%.

*Establish and expand an off duty work program where Officers could work private security details in uniform. Advertise this in the community and monitor this program. Every police department in the front range has this program.

*Develop a Free Membership for Police Officers to a Fitness Club. There are 20 fitness clubs in Montrose.

*Develop a college tuition reimbursement program that would pay the tuition of police officers who want to attend relevant college courses.

*Develop a college stipend program that will pay an Officer a monthly stipend if they have a college degree. Many national studies have shown that college educated police officers perform their duties better.

STAFFING AND WELLNESS

STAFFING

The Ouray Police Department is understaffed in critical areas. Currently the department is operating in such a manner as to increase the possibility of burnout among its Officers and is requiring Officers to do some administrative work outside their skill set.

RECOMMENDATIONS

*Apply through the JAG Grant (through the Colorado Division of Criminal Justice) for a civilian Office Manager. This position will be responsible for the vast majority of the administrative functions of the police department. Currently police officers are completing administrative functions in addition to patrol work. If funded by JAG the grant pays 100% of salary and benefits for this position for four years.

*Hire a part time evidence clerk. This is a critical function to manage the police department's evidence.

*Recruit and hire a new Police Chief with the skill set to rebuild community trust and effectively manage and lead the police department.

*Pay part time Officers and Reserve Officers an hourly stipend. This will increase participation of part time and reserve officers.

*Assign an Officer as an as needed Detective. The Officer would primarily work patrol duties but when the need arises for a Detective he would be reassigned as a Detective.

*Work towards having a minimum of two Officers assigned to every patrol shift.

WELLNESS

Wellness is a critical aspect of maintaining a workforce that can adequately perform the demanding aspects of the job of a police officer. A wellness program can also improve retention of police officers. A wellness program is not to be confused with a fitness program. I am not recommending a fitness program with mandatory fitness testing and sanctions for not meeting fitness minimums.

Currently the Ouray Police Department does not have a wellness program in place.

RECOMMENDATIONS

*Research and develop a wellness program that is effective for the Ouray Police Department.

*Designate a Police Officer to be the Wellness Program Coordinator and provide training for this Officer.

*A wellness program should include the following information on:

Nutrition Counseling

Exercise Planning

Smoking Cessation

Stress Reduction Techniques

Financial Planning

Relationship Counseling

Career Counseling

Suicide Prevention Counseling

*The department should develop a mandatory one hour a year Mental Health Check-In with a licensed psychologist for all Officers. This one hour check-in is designed to help the officer and is not a fitness for duty test.

*Subscribe to a Health Newsletter that every Officer receives via e-mail. Harvard University has an excellent health newsletter.

*Have the Ouray Fire Department conduct blood pressure checks for all Officers twice a year.

*Provide free Flu Shots for all Police Department employees.

*After a major event conduct a mandatory stress debriefing session led by a licensed psychologist. This can be done in person or on-line via a ZOOM or TEAMS meeting.

*Require all Officers to have a base line physical examination by a licensed medical doctor once a year with the cost paid by the department. The results should be confidential and shared only with the Officer (not with the City).

PATROL SCHEDULE

The current patrol schedule for the Ouray Police Department is a modified 12 hour schedule with mandatory on call time that consists of:

One Officer working one side of the schedule from 10AM to 10PM and being on call from 6AM to 10AM.

One Officer working one side of the schedule from 2PM to 2AM and being on call from 2AM to 6AM.

Then the other Officers work the other side of the schedule.

The Chief of Police works Monday through Friday 8 AM to 4:30PM.

Wednesday is a common training day.

Officers are averaging 20 hours a week of overtime. This is excessive and not a healthy environment.

RECOMMENDATIONS

*A legal opinion should be obtained to determine if Officers while they are on the on-call portion of the schedule are being compensated pursuant to the Fair Labor Standards Act.

*If the department adopted an FLSA standard where overtime was paid when more than 8 hours are worked in a day it would off-set the low salaries.

*Seasonal Officers should be used during the busy summer season.

*Part time Officers should be used during the busy times of the day.

*The department should contact Colorado POST and ascertain if they are eligible for a POST grant for over time backfill monies when an Officer attends training that requires additional overtime to cover his patrol shift.

*When the department is fully staffed and have at least two seasonal Officers and at least two part time Officers a 4 day ten hour work schedule should be evaluated. The current schedule can cause excessive fatigue, burnout and increased stress.

*To the greatest extent possible two Officers assigned to each patrol shift should be the goal.

PATROL OPERATIONS and POLICE VEHICLE FLEET

The Ouray Police Department has a basic patrol operation consisting of one uniformed Officer driving a marked car on a patrol per shift. For a few hours a day there is an overlap on the schedule where two patrol Officers are on duty.

The patrol cars are equipped at an acceptable basic level.

Due to the small size of the community, there are no patrol districts. Officers patrol the entire City during their assigned patrol shift.

POLICE VEHICLE FLEET

Patrol operations in the Police Department are supported by a police vehicle fleet consisting of seven vehicles. These vehicles are of the following description and mileage:

PD1 – 2021 Jeep Wrangler Sport – marked vehicle – 11,846 miles
PD2 – 2021 Jeep Wrangler Sport – marked vehicle – 26,535 miles
PD3 – 2018 Chevrolet Tahoe – marked vehicle – 85,373 miles
PD4 – 2018 Chevrolet Tahoe – marked vehicle – 59,709 miles
PD5 – 2023 Chevrolet Trail Boss – marked vehicle – 6,690 miles
Spare – 2015 Chevrolet Tahoe – marked vehicle – 94,013 miles
Spare – 2012 Jeep Wrangler Sport – marked vehicle – **119,537 miles**

RECOMMENDATIONS

*There is an unenforced policy that requires a minimum of two community policing contacts during each patrol shift. I would recommend this be changed to one community policing contact per shift and add a minimum of one half hour of foot patrol per shift in the downtown area. Ouray has a vibrant downtown area that would benefit from a visible foot patrol program and as a result there would be more community policing contacts.

*The Chief of Police should strive to be on patrol (either in a marked patrol car or on foot patrol) a minimum of two hours a day. These two hour patrol times should be staggered and not the same hours every day.

*The equipment in the patrol cars should be inventoried and evaluated and if possible upgraded so that every patrol car is equipped with an Automatic External Defibrillator (AED), a ballistic shield, a ballistic helmet, higher grade ballistic armor, a first aid kit, a tourniquet, and emergency blood clotting supplies.

*Unfortunately, there is no interest from the school district to have a fulltime School Resource Officer even if it is grant funded. If this attitude were to change I would recommend that the department apply for a grant to fund a full time School Resource

Officer. This would provide the school with an SRO and provide for an additional patrol Officer during the busy summer months.

*I do not recommend a K-9 program at this time due to the short staffing at the police department and the training time commitment for the K-9 Officer.

*A concept to explore is the department obtaining a grant funded Segway. This could be used in downtown patrols and would certainly spark positive interactions with the police.

*A bike patrol program would be an asset to the department. See additional in the Bike Patrol section of this report.

*A vehicle replacement plan should be developed that provides a plan to replace vehicles after a certain number of years of service or reaching a certain of number of miles.

*The second spare vehicle (twelve years old) with 119,537 miles is due to be replaced based on age and excessive mileage.

*If the department creates an as needed Detective position consideration should be given to acquiring an unmarked car. This can be accomplished by either decommissioning a marked car and repainting it or buying a late model used car (a SUV style vehicle is recommended) for this purpose.

FIELD TRAINING OFFICER PROGRAM

The department currently uses a 12 week Field Training Officer (FTO) Program. However, no one I interviewed could identify the type of FTO program. Having a well-documented FTO program with trained FTO's is an absolute necessity. An FTO program trains newly hired police officers.

RECOMMENDATIONS

*The new Chief of Police needs to evaluate which type of FTO program is best for the Ouray Police Department and formally adopt that FTO program.

*At least two Officers need to attend a recognized FTO training program to be able to evaluate new Ouray Police officers. The department Sergeant should not be an FTO but rather he should be the FTO program coordinator.

*The FTO coordinator should conduct an audit to ensure that documentation of training during the FTO program is thorough and professionally completed. The documentation of a new Officer during the FTO training program is critical.

BIKE PATROL

Bike patrol in police departments has been in effect for over 100 years. Bike patrol has many advantages to include:

More personal contact with the community

A stealth way to patrol that can actually catch crime in progress

Better physical fitness for the Officer(s)

When interviewing Ouray Police Officers there is a misunderstanding of how a bike patrol program works. Several Ouray Officers thought that due to the size of Ouray a bike patrol program is not feasible.

I am of the opinion that bike patrol would be very effective in Ouray.

RECOMMENDATIONS

*Train at least one volunteer Officer (preferably two volunteer Officers) to be bike patrol Officers.

*Obtain a marked professionally designated police bicycle (do not use personally owned bicycles) that is equipped with emergency lights, a siren and a bell to notify approaching pedestrians, and saddlebags to carry additional equipment. This may even be an electric bicycle.

*Professionally equip the bike Officers (i.e., helmet, bike shorts, bike patrol light jackets with reflective materials).

*Obtain a portable bike rack that can be easily installed on the trunk of a police car.

*Develop a policy where the patrol officer would park his car and conduct bike patrol where he can respond back to his patrol car within three minutes. The marked patrol car parked in the community will act as an additional crime deterrent.

*Track the data that is developed from the bike patrol officer(s), i.e. time on bike patrol, arrests, summons', and community policing contacts.

CRIME ANALYSIS

Crime analysis allows the department to locate various situations on a map of the City. This could be locating where motor vehicle accidents, crimes, repeat calls for service are occurring. When problem locations are identified the police department can adjust patrol strategies and “put cops on dots”. This patrol strategy historically reduces crime, reduces motor vehicle accidents and reduces calls for service at problem locations.

There are several different types of crime analysis programs to include use of a pin map, subscribing to a crime analysis program in which agency data is uploaded into their system and building your own on-line system and placing it on the department website.

The Ouray Police Department does not currently use any form of crime analysis.

RECOMMENDATIONS

*Due to the low volume of crime and motor vehicle accidents I would recommend the department use a pin map system. This would entail obtaining a large map of the City of Ouray and mount it on a cork board and then mount the cork board on a wall inside the police station. Different colored pins would represent different events such as red for a crime, green for motor vehicle accidents and blue for repeat calls for service. Each Officer would be responsible for updating the pin map at the end of their patrol shift. In a short few month’s identifiable patterns would begin to emerge.

*At the end of each month the pin map should be photographed and become part of the Chief’s monthly report as well as a narrative report of what the map is showing.

*Patrol strategies (i.e. Directed Patrols) should be adjusted to address pattern crime and repeat calls for service at the same location(s).

DEPARTMENT POLICIES

The Ouray Police Department is currently using the LEXIPOL system. This system provides well researched police department policies based on specific Federal and State case law. Officers are required to read and electronically sign for each policy indicating that they have read and understand the policy. As new policies are added, and others are updated Officers must again sign that they have read and understand the policy. This ensures accountability that the Officers will follow the policy. LEXIPOL not only provides department policies, but they also provide Daily Training Bulletins (DTB’S). DTB’s are designed for a ten minute roll call training session at the beginning of each Officers patrol shift regarding a timely and relevant topic.

However, the police department is not using the LEXIPOL system as it is intended. The shortfalls with the Ouray LEXIPOL system include:

Officers are not electronically signing for policies.

It is unclear if updated policies from LEXIPOL are being added to the Ouray list of policies.

The Daily Training Bulletin feature is not being used.

There does not appear to be a LEXIPOL department coordinator.

The department is not auditing the LEXIPOL system to determine exactly where the deficiencies are.

RECOMMENDATIONS

*Assign the Sergeant as the department LEXIPOL coordinator.

*The Sergeant should conduct an audit to determine the status of Officers, reading and signing for LEXIPOL policies. If any Officer is found to have not read and signed for a policy they should be required to review that policy (on duty) and sign for it within the next 30 calendar days.

*Officers should be required to view the Daily Training Bulletin's each day they are on duty.

*The LEXIPOL coordinator should conduct an audit of the LEXIPOL system every six months and report his findings to the Chief of Police.

UNIFORMS

Ouray Police Officers wear modern well maintained uniforms. All required duty equipment is on their uniforms. Each Officer has a bullet resistant vest. The patrol officers look similar in their patrol uniforms.

I was advised that each Officer also has an Honor Guard uniform.

RECOMMENDATIONS

*Provide each Officer with a winter parka for use when severe winter weather occurs.

*Provide a watch style cap that says POLICE on the front of the cap for use during severe winter weather.

*Re-evaluate the use of an Honor Guard uniform for each Officer and transition to a traditional Class A uniform for special occasions. A Class A uniform consists of a non-cargo style pant, long sleeve shirt, tie, standard police hat with police badge.

SPECIAL WEAPONS AND TACTICS AND CRISIS NEGOTIATION

If a situation occurs in the City of Ouray that requires the need of a Special Weapons and Tactics Team (SWAT) the Montrose Police Department SWAT Team responds. The Montrose Police Department SWAT Team is an experienced SWAT responding to approximately ten callouts per year.

This model is workable and until the department is at full strength I would not suggest considering assigning an Ouray Police Officer to this SWAT Team. After the department is at full strength assigning a qualified volunteer Ouray Police Officer to the Montrose Police Department SWAT Team can be evaluated. This may be a rotating position that will provide valuable training for the Ouray Police Department and improve retention.

National data suggests that approximately 93% of situations that might initially require a SWAT Team to respond can be resolved without use of a SWAT Team if trained negotiators are on scene. Crisis Negotiators can often defuse situations using verbal negotiation techniques.

RECOMMENDATIONS

*Train all Ouray Police Officers in Crisis Negotiation. The 40 hour course is offered by the FBI at no cost.

*After being trained in Crisis Negotiation use Ouray Police Officers as the initial response to barricaded gunman, suicide and hostage situations and attempt to negotiate an end to the incident. If after an hour the situation is not resolved then notify the Montrose Police Department SWAT Team and request mutual aid assistance.

DETECTIVE OPERATIONS

There is not enough of an investigative case load that would warrant a full time Detective. However, there are times for the need of an Officer to be assigned to conduct a follow-up investigation. All Ouray Police officers should be trained in basic investigative techniques and basic crime scene investigation.

RECOMMENDATIONS

*The Sergeant should review all crime reports and determine which cases require the case to be assigned back to the patrol officer for follow-up investigation.

*The Sergeant should monitor the follow-up investigation to ensure thoroughness and that a professional investigation is completed within an assigned time period.

*The Sergeant should maintain data on how many cases have been assigned for follow-up investigation and the outcome of the investigation.

*An Officer should be assigned as a Detective when needed.

*The Sergeant and the new Chief of Police should not hesitate to request investigative assistance from the Colorado Bureau of Investigation and when dealing with sex crimes requesting assistance from the Ouray County Sheriff's Office (the Ouray County Sheriff's office has several highly trained sex crimes investigators).

DRUG ENFORCEMENT

The Ouray Police Department does not have the staff for a full time drug investigator. Drug crimes are investigated by the patrol officer assigned to that call or who discovers narcotics during their patrol duties. More complex drug investigations are conducted by the 7th Judicial District Drug Task Force.

RECOMMENDATIONS

*The new Chief of Police should meet with his/her counterpart in the 7th Judicial District Drug Task Force quarterly to exchange information regarding drug use, drug distribution and crimes involving drugs in Ouray.

*The Ouray Police Department should develop a confidential secure mechanism to transmit drug crime intelligence to the 7th Judicial District Drug Task Force in a timely manner.

*A secure location in the Ouray Police Department should be developed where information sent to the 7th Judicial Drug Task can be maintained for future reference.

*The Ouray Police Department should join the Rocky Mountain Information Network (RMIN). RMIN is a Federal program where criminal intelligence and drug information is shared. Approximately 207 Colorado law enforcement agencies belong to RMIN.

BUDGET

The Ouray Police Department uses a traditional line item form of budget. The budget for the Ouray Police Department was the following in:

2022 - \$809,142 – 23% of the City Budget

2023 - \$980,371 – 33.9% of the City Budget

2024 – \$1,107,382 – 27% of the City Budget

RECOMMENDATIONS

*A higher percentage of the City Budget similar to the 2023 budget allocation should be the norm. Most municipal police department budgets I am familiar with are approximately a third of the entire municipal government budget. Of the 300 largest cities in the United States 65 have a police department budget of 40% or more of the entire city budget.

*The police department budget should not be off set by grant monies.

GRANTS AND FUNDING SOURCES

Reviewing the grant history, it is apparent that the police department has not received many grants. The following police department grant information was found in the City Budget:

2021 - \$3,000

2022 - \$313

2023 - \$7,056

2024 - \$7,000

Grants can provide funding for needed equipment, personnel and the development of new programs within the police department. Colorado has a very robust system of grants for law enforcement agencies.

Many small law enforcement agencies I am familiar with strive to augment their budget by 10% by having a robust grant program.

RECOMMENDATIONS

*No match grants can be obtained from Wal-Mart and target. These grants can be used for community policing projects such as bike giveaways for students identified as exhibiting

good citizenship by the local elementary school. Both Wal-Mart and target do not require that one of their stores be physically located in the community that they provide grants for.

*P.O.S.T Training Grants should be used extensively. \$1.00 for every vehicle registration in Colorado is collected for law enforcement training. This money is divided into 9 regions statewide based on population. These training grants are easy to obtain, and the grant reporting is simple.

*The Edward Byrne Justice Assistance Grant (JAG) is an extremely easy grant to obtain and is designed for small law enforcement agencies. JAG grants can be used for equipment and personnel (not training, existing drug task forces or remodeling or construction of police facilities). Personnel can be funded by the JAG Grant on the following grant schedule:

100% of salary and benefit costs in year one
100% of salary and benefit costs in year two
100% of salary and benefit costs in year three
100% of salary and benefit costs in year four

JAG grants must be submitted early in the year. The Colorado Department of Criminal Justice manages the JAG grant. They should be contacted in January 2025 for the grant schedule.

*Research who the top 10 largest private businesses are in Ouray County. Determine which of these businesses have a philanthropic program and submit a request for funding for youth programs, community engagement programs, domestic violence prevention, victim assistance, patrol bikes, or an electric bicycle.

*Research private grant foundations in western Colorado and make application for grant monies. Currently there are 5,875 foundations in Colorado with 145 billion dollars in total assets. Some grant foundations in western Colorado include:

Western Colorado Community Foundation

Montrose Community Foundation

The Thomas Phillips and Jane Moore Johnson Foundation (based in Telluride)

The Colorado Mesa University Foundation (based in Grand Junction)

Statewide Foundations include:

The Gates Family Foundation

The Colorado Trust

The Coors Foundation

The Boettcher Foundation

The Anschutz Foundation

The Colorado Health Foundation

Shield 616

*The National Center for Missing and Exploited Children in Alexandria, Virginia (Washington, D. C. metro area) will provide a 100% paid training grant to the Chief of Police to learn about missing children and child exploitation. This grant covers tuition (a 3 day class), airfare and per diem.

THE COPS Office (Community Oriented Policing Services) provides numerous grants. This grant program should be reviewed for new announcements, Current grant offerings include:

Safer Outcomes (De-escalation Training)
Community Policing
Community Policing Microgrants
COPS Hiring Program
Law Enforcement Mental Health and Wellness Act
Promoting Access to Crisis Teams (formerly CIT)
School Violence Prevention Program

*The State of Colorado Division of Criminal Justice offers several grants to include the two below that are applicable to the Ouray Police Department:

Law Enforcement Assistance Grant Program (LEGAP)

State's Mission for Assistance in Recruiting and Training (SMART) Grant Program

*Colorado Peace Officers Standards and Training (P.O.S.T.) – They offer regional Training Grants, Public Safety Leadership Development, Rural and Small Agency Academy Scholarships (this grant pays for community college academy costs for non-certified police officer hires and the Very Small Agency Backfill grant.

*1033 Military Surplus Program – 8,200 law enforcement agencies in the United States use this program to obtain surplus military equipment at no cost. They can be reached at 720-607-1606 or 1033@state.co.us.

*1122 Federal Procurement Program – allows law enforcement agencies to purchase anything the Federal Government does at the same cost (including cars). The 1122 program will always be less to purchase cars than state bid. They can be reached at 720-607-1605 or at 1122@state.co.us.

*National Exchange for Industrial Resources (NAEIR) – this organization will send you free of charge any items in their inventory. You must purchase a low cost membership and you can select items from their catalogue. Businesses send their unwanted items to NAEIR for a tax deduction and NAEIR sends them to you. They do not have police equipment, but they do have virtually everything else.

*PropertyRoom.com – this organization will pickup the departments purged evidence items that have some value and auction them and divide the proceeds with the department.

*National Child Safety Council – this program solicits donations from the local business community and creates credits where the police department can purchase a multitude of child safety items at no cost. This program requires zero effort and is very rewarding.

*Municipal Surcharge – the department can create a 10% surcharge on convictions of municipal ordinances that result in a fine. These monies can go into a Criminal Justice Surcharge Account that can fund training, police equipment, youth activities, crime prevention programs, victim assistance and other police programs.

*Firehouse Subs – has an equipment grant program for police and fire departments.

*Colorado Department of Transportation funds several traffic safety programs to include:

Police Traffic Services

Impaired Driving Enforcement

Pedestrian and Bicycle Safety Enforcement

Occupant Protection – Seat Belt and/or Child Passenger Safety

EMERGENCY OPERATIONS CENTER (EOC)

The purpose of an Emergency Operations Center (EOC) is to have all emergency services providers at one location during a natural or man-made disaster or major event. Local Emergency Operations Centers, also known as Emergency Operations Centers, are designed to provide a central command authority for the governmental entity (i.e., police department, fire department, public works, government officials), in a unified command structure to respond to weather emergencies, large fires, floods, chemical spills, and specifically large snowstorms.

The Ouray Police Department does not have an Emergency Operations Center.

RECOMMENDATIONS

*The City of Ouray, the Ouray Police Department and the Ouray Fire Department should work together to develop an Emergency Operations Center that can be set up in City Hall. There should be operational policies guiding when and how the Emergency Operations Center operates. A simple plan involving tables, communication devices, backup electrical power, basic food and water necessities that can be set up with local officials working together to provide the City resources and a response in an emergency can be very effective.

*The Emergency Operations Center should have policies and a planning document that is reviewed and updated as necessary once a year by the Chief of Police and the Fire Chief.

*Once a year there should be a table-top exercise involving the Emergency Operations Center and all personnel who would respond to an emergency.

COMMUNITY OUTREACH AND COMMUNITY POLICING

The Ouray Police Department has embraced the concept of Community Policing. All Officers in the department understand the importance of community policing and effective community outreach.

The department has a presence in the following planned community events:

Ice Festival

Music in the Park

4th of July Celebration

National Night Out (police department event)

Octoberfest

Stuff a Cruiser – Thanksgiving Food Drive (police department event)

Yule Parade/Tree Lighting

New Year's Eve Fireworks Show

However, the department is lacking in community events *hosted* by the police department (with the exception of National Night Out and Stuff a Cruiser – Thanksgiving Food Drive).

RECOMMENDATIONS

*Create a tracking code where time spent on community policing can be captured and then retrieved for statistical purposes.

*Develop a Coffee with a Cop program. Once a month for one hour the police department would host Coffee with a Cop at a different coffee shop, casual food restaurant or a business location.

*At the completion of National Night Out submit a nomination to be considered for the National Award (currently the department hosts National Night Out but does not submit a nomination for the national award).

*Assess if the Alive at 25 Program (aliveat25.us) is appropriate for the City of Ouray. The Alive at 25 program is a classroom based driver safety program managed by the Colorado State Patrol with local officers acting as instructors. This once a month, 4 ½ hour program is for drivers aged 15 to 24 and costs offenders \$89. Points against a driver's license may be reduced after successful completion of the course. The course could be taught by trained Ouray Police Officers who are compensated for teaching the course. This course improves public safety and provides another career opportunity for Ouray Police Officers and increases their pay.

*Develop a once a year Fishing with the Police event. This program designed for juveniles is supported by the Colorado Division of Parks and Wildlife. The Division of Parks and Wildlife will stock a local pond with fish, supply free fishing poles and send one or two Parks and Wildlife Officers to assist.

*Develop the R U OK program (ruok.com). This program has seniors sign up and they receive a computer generated phone call once a day at a pre-determined time. If they don't answer a police officer is dispatcher to check on them.

*Create a Ministerial Alliance. This program allows the police to meet with representatives of all religious organizations in the community on a quarterly basis.

*Work with the local high school to have a police officer lead a discussion once a year for 10th graders when they are eligible to have a drivers license on how *not* to get a ticket.

*Develop a drug take back program where citizens can drop off unused medication and sharps in the City Hall hallway by the police department. The green drop off box and program information can be obtained through the Colorado Department of Public Health and Environment.

*Join the Red Ribbon Campaign. This program has police officers distributing red ribbons once a year at a local elementary school to youth who promise to stay drug free.

*Have the new police chief write an article for the local newspaper once a month regarding a public safety topic. This will help rebuild trust in the community.

*Join Project Lifesaver – This is a free program that provide tracking technology and training to law enforcement agencies to help find wandering adults who are suffering from Dementia or Alzheimer’s disease. Project Lifesaver can be reached at projectlifesaver.org.

*Conduct a Child Identification Program at the local elementary school. The police would hand out free child identification kits that parents would fill out and then the parent keeps the kit.

*Advertise and distribute free gun locks. Free gun locks can be obtained from projectchildsafe.org.

*Have a Touch a Truck event. Kids are allowed to see and touch a police car, fire truck, ambulance, and public works vehicles.

*Have an Officer teach a stranger danger class at the local elementary school.

*When the police department is fully staffed and stabilized conduct a Citizens Police Academy (CPA). The CPA would meet for 2 hours once a week for 6-8 weeks and inform attendees about the operation of the police department.

TRAINING AND FIREARMS RANGE

The State of Colorado Peace Officer Standards and Training mandate that to maintain your certification as a peace officer you must complete a minimum of 24 hours training a year of which 12 hours are in the perishable skills areas of Firearms, Arrest Control and Emergency Vehicle Operation Course Training and the other 12 hours are in any area that the Chief of Police approves.

The Ouray Police Department has access to two different firearms ranges. One of these firearms ranges has a rifle range. In winter months the department uses a firearms range in Ridgway for training. The department shoots four times a year.

The Ouray Police Department appears to have a very robust in-service training program that far surpasses the minimums required by P.O.S.T. Ouray Police Officers have completed the following amounts of in-service training:

2024 through June 1st – Wood (N/A), Ray 54 hours, Crandall 59 hours, Suppeland 51 hours, Canfield 56 hours.

2023 – Wood 51 hours, Ray 113 hours, Crandall 89 hours, Suppeland 153 hours, Canfield 191 hours.

2022 – Wood 64 hours, Ray 100 hours, Crandall 106 hours, Suppeland 98 hours, Canfield 116 hours.

2021 – Wood 74 hours, Ray 93.5 hours, Crandall 94 hours, Suppeland 100 hours, Canfield 110 hours.

The above number of training hours are commendable.

RECOMMENDATIONS

*The department should attempt to maintain the number of annual in-service training hours in future years.

*All Officers should be trained in the 40 hours Crisis Intervention Training program.

*All Officers should attend the 40 hour FBI Crisis Negotiation training program.

*Sergeant Ray should attend a basic and then advanced Internal Affairs training program.

*Officer Crandall as the back-up Internal Affairs Investigator should attend a basic and advanced Internal Affairs training program.

*Officer Crandall should attend the Supervisory Institute hosted by the County Sheriffs of Colorado and the Colorado Association of Chiefs of Police.

*The department should create a judgmental shooting program in addition to their current firearms training program that focuses on not how to shoot but rather when to shoot and when not to shoot. If using another agencies firearms training simulator is not feasible then the department should incorporate simunition training into their firearms training program.

*The department should have Officers enroll in the on-line Spanish on Patrol training program. This program teaches Officers basic survival Spanish.

PERSONNEL EARLY WARNING SYSTEM

A Personnel Early Warning System (EWS) is a system that identifies Officers that might be experiencing personal problems and/or performance problems and allows the department to get that Officer help to prevent small problems to becoming major problems.

This done by tracking certain key criteria and if an Officer is identified as experiencing problems in 3 areas in a six month period the system is activated to obtain help for that officer. Help might include informal counseling, formal counseling, retraining, or closer supervision.

The national expert on Early Warning Systems is Sam Walker at the University of Nebraska at Omaha. Mr. Walker has written extensively on this topic and has served on several national criminal justice commissions.

The 10th Federal Court Circuit is very interested in determining if any department that appears before them in a civil case has or doesn't have an Early Warning System.

There are several commercially available Early Warning Systems to include IA Pro, and Guardian. I have included a separate attachment a system that can be implemented at no cost.

The Ouray Police Department currently does not have an Early Warning System.

RECOMMENDATIONS

- *Have the new Chief of Police implement an Early Warning System.
- *Locate service providers that can assist an Officer who may be experiencing problems of a personal or professional nature.
- *Require Officers have an annual one hour check-in with a mental health professional.
- *Require Officers complete an annual medical examination with the results being only confidentially provided to the Officer.
- *Develop a confidential Employee Assistance Program (EAP) that Officers can access when needed.

LIABILITY REDUCTION (DE-ESCALATION AND CO-RESPNDER PROGRAMS)

All law enforcement agencies should be interested in minimizing their exposure to liability. One of the main areas driving lawsuits in police agencies is the lack of training in de-escalation and then not being able to effectively de-escalate volatile situations.

Many agencies are providing a tiered approach to de-escalation training and developing a co-responder program. A co-responder program is when a law enforcement agency teams up with a mental health professional and both respond to assist someone experiencing a mental health crisis.

RECOMMENDATIONS

*The Ouray Police Department should consider developing a four tiered approach to de-escalation training. All Officers should have the following training:

The 40 hour Crisis Intervention Training

The 40 hour FBI Crisis Negotiation Training

The 8 hour Mental Health First Aid Training Course

*A Verbal Judo Training Program (or similar program at least 16 hours long)

*The department should also have an effective co-responder program where a mental health professional can respond with the police on situations where a person is in crisis.

*The new Chief of Police should keep track of liability lawsuits in Colorado and some nationally and use them as training opportunities to prevent similar occurrences in the Ouray Police Department.

INTERNAL AFFAIRS

Having an effective Internal Affairs program is critical to ensure accountability to the community. When a complaint is filed against a police officer or the police department the complaint needs to be professionally investigated. To accomplish this the department needs to have a trained Internal Affairs investigator as a secondary duty.

The Chief of Police cannot be the Internal Affairs Investigator because the Chief of Police is the adjudicator of citizen complaints. The Chief cannot fill both roles.

The findings of Internal Affairs complaints need to be shared with the community in a professional transparent manner. Usually this is done in a summary fashion without identifying the Officer or the complainant.

In the last three years the Ouray Police Department has had two Internal Affairs complaints that required the hiring of an outside investigator.

RECOMMENDATIONS

*Train Sergeant Ray as the department Internal Affairs Investigator. Sergeant Ray should attend a basic and an advanced Internal Affairs Investigator training class.

*Promote Senior Officer Crandall to Corporal and assign him as the back-up Internal Affairs Investigator. Corporal Crandall should attend a basic and an advanced Internal Affairs Investigator training class.

*On the department website there should be a link to how to compliment or complain on an Officer.

*In the lobby of the City Hall near the police department door should be forms on how to compliment or complain on Officers.

*An annual report should be made by the Chief of Police on the number of Internal Affairs complaints and the findings of each Investigation. This summary data should be placed on the department website and in a report to the City Administrator and City Council.

NEW TRENDS IN DISCIPLINE

Traditionally when misconduct occurs and is sustained in a police department the subject Officer receives a suspension without pay. This causes considerable friction in small police departments between the subject Officer and usually the Chief of Police. This friction could last for the career of both.

The Los Angeles County Sheriff's Office has developed a new approach to sustained misconduct cases that traditionally would result in up to a five day suspension without pay.

This new approach is called Education Based Discipline.

After an investigation regarding the complaint and the complaint is sustained there is a mutual agreement by the subject Officer and the Chief of Police, and the subject Officer enters into the Education Based Discipline Program. The subject Officer writes a five page paper describing what occurred, what was the correct way to have handled that situation and a how similar situations will be handled in the future. The paper is written on duty and

must be written at a college level. The Chief of Police evaluates the paper to ensure it is acceptable. The only file entry is on the subject Officers annual evaluation. There is no entry on the subject Officers personnel file.

The benefits of an Education Based Discipline Program includes:

No financial loss to the Officer

The Officer will learn the correct way to handle similar situations through research he or she conducts

Less animosity between the subject Officer and the Chief of Police

The subject Officer is able to put this situation behind him/her faster

Education Based Discipline is viewed as less severe than a suspension without pay

RECOMMENDATIONS

*The department should develop an Education Based Discipline program.

*Information can be obtained from the Los Angeles County Sheriff's Office for how to implement the Education Based Discipline Program and then the department can right size the program for the Ouray Police Department.

VOLUNTEERS IN POLICING AND COLLEGE INTERNS

Volunteers and College Interns are a way to increase a police departments administrative capabilities and community outreach efforts while at the same time providing a valuable service to members of the community.

The International Association of Chiefs of Police (IACP) has developed an information packet on how police departments can create a Volunteers in Policing (VIP) Program. This no cost information packet can be obtained by contacting the IACP and requesting the information packet be mailed to the agency.

Mesa State University in Montrose has a criminal justice program. This might be an excellent location to start an intern program with the Ouray Police Department.

RECOMMENDATIONS

*The new Chief of Police should contact the IACP and obtain the information packet on how to start a Volunteers in Policing (VIP) Program. If after review and adoption of the VIP

program a VIP policy should be written and advertisements for volunteers can begin. Volunteers with applicable skills (i.e., data processing, community outreach, statistical analysis, office skills to include dealing with the public) can be recruited. Often volunteers are retirees who have had successful careers before retiring, are civic minded, want to help their community and can be an asset to the police department.

*The new Chief of Police should meet with the Criminal Justice Coordinator at Mesa State University in Montrose and have a discussion about the feasibility of starting a college intern program with the Ouray Police Department. A College Intern can assist with administrative duties, community outreach events, answering telephones, making copies, statistical analysis, basic crime analysis, and meeting the public at the police station.

*College Interns that perform their duties well can also be recruited to test for police officer positions in the future.

*If a Volunteer in Policing program and/or a College Intern program is developed a once a year luncheon should be held to recognize participants in these programs.

LIGHT DUTY OFFICERS

A department policy needs to be developed regarding the use of light duty officers. Officers who are temporarily injured and who are not able to assume full patrol duties need to have a consistent policy to follow.

Light duty officers can be assigned to station duties where a multitude of duties can be assigned. These include:

Telephone reports

Walk-in reports

Administrative tasks

Supervising the department volunteers and college interns

Purging Evidence

Future Department Planning

RECOMMENDATIONS

*The new Chief of Police needs to determine what the light duty policy will be for the Ouray Police Department for Officers who are injured while on duty and for Officers who are injured off duty.

*After this policy decision is made an addition to the LEXIPOL policy manual needs to be made.

NEW TECHNOLOGY

Technology allows the department to work smarter not harder. Improving technology will increase the efficiency and effectiveness of the police department. Using grants is one way to obtain technology.

A review of technology at the Ouray Police Department indicates that they are operating a basic level.

RECOMMENDATIONS

*The department should conduct a thorough technology needs assessment to determine what they need and what they want.

The department should investigate contracting with the Emergent Enforcement Solutions Company (www.emergentenforcement.com – 318-455-3174) to ascertain if their system of issuing civil infractions via using handheld LIDAR (a radar system) is practical for the City of Ouray. This company sends civil infractions to speeders who are clocked on handheld LIDAR and handles all connected administrative matters. There is very little work for the City of Ouray to do.

*Better utilization of the departments Record Management System (RMS) – basic data could not be retrieved.

*Mobile fingerprint readers for each patrol car – these can be obtained at no cost from the Colorado State Patrol. These fingerprint readers help identify a subject in the field in a matter of minutes.

*The department should contact Project N.O.L. A. National Real Time Crime Center - National Crime Camera Program – for \$300 a year a security camera can be leased for a location in Ouray, and it is monitored by personnel at the University of New Orleans. This project can also lease a License Plate Reader for \$1100 per year. They can be reached at 504-736-9187. In Colorado the Grand Junction, Longmont, and Firestone police departments are using the NOLA Camera system.

*Upgrade crime scene equipment to include developing a portable crime scene kit which includes an upgraded camera, various latent fingerprint recovery tools, a DNA recovery kit, measuring equipment, evidence tents, and other crime scene equipment. The Sirchie company (sirchie.com) has a very complete selection of crime scene equipment. All burglaries, recovered stolen cars, major cases of damage to private property, crimes against persons (except first degree assaults, sex assaults, traffic fatalities, and homicide cases) should have the crime scene processed by Ouray Police Officers. First degree assaults, sex assaults and homicide cases should be referred to the Colorado Bureau of Investigation.

*An assessment should occur regarding determining if the mobile data computers need to be upgraded.

*eCitation and Mobile Printing would allow an Officer to scan a driver's license when issuing a citation and the print a citation. This would save considerable time when issuing a citation.

*A Thermal Imaging camera can help locate people based on their heat signature. If a person is concealed in a snow bank their heat signature will be visible.

*Night Vision equipment will allow large areas to be searched in a matter of minutes.

*License Plate Reader(s) (LPR) located at major intersections can help identify suspect vehicles. These can be leased through Project N.O.L.A at minimum cost.

*A Drone Program can enhance the police department's ability to locate endangered missing people, map crime scenes, locate suspects, assist at fire scenes, and map encroaching natural disasters (wildland fires and flooding).

CITIZEN SURVEYS

Citizen comments have been edited for brevity.

For the purpose of this management audit the City of Ouray solicited e-mails from citizens regarding their perceptions of the Ouray Police Department. A recap of the comments from the seven citizens who replied:

A bridge between students and the police department needs to be rebuilt
An Officer needs to be near the school in a marked police car when school opens and closes

Trust between the community and the police department has been damaged by Chief Wood and now that Chief Wood is gone that trust needs to be rebuilt
The police department must seek outside help from CBI when they need assistance on major cases
Better cooperation from the District Attorney's Office and the Police Department is needed
Sex crimes need to be better investigated

The Officers Code of Conduct should be followed
Ouray Officers need a housing stipend so they can live in Ouray
Ouray Police Officers need to be involved with the community
Community Policing committees are needed
Community should be invited to police officers swearing in
A community member or two should be on the hiring panel

Ouray Police officers would benefit from coaching on how to deal with citizens

I feel there is an adversarial relationship between the police department and the citizens
A change in environment needs to happen
Our police department needs new leadership and new positive leadership

There was not fair enforcement during a protest at the library

RECOMMENDATIONS

*The Acting Chief of Police and the new Chief of Police need to rebuild trust between the community and the police department.

*More community policing and more community outreach needs to occur.

*More training is needed for every police officer on how to deal with citizens and how to build trust.

*A year after the new Chief of Police is hired the City should conduct another citizen survey to measure the results as compared to the seven citizen survey that were recently submitted to gauge improvement.

OURAY PERSONNEL SURVEY (TENURE, EDUCATION, MORALE, EQUIPMENT, WHAT'S GOING WELL, WHAT NEEDS IMPROVEMENT, WORKLOAD, TRAINING, COMMUNITY POLICING

I administered four survey instruments to the four full time Officers in the department and to the one part time Officer. All four full time Officers returned the completed survey. The part time Officer did not turn in her survey.

The survey instruments consisted of:

An Ethical Climate Survey

An Ouray Police Department Personnel Survey

An Ouray Police Department Survey of Members

An Ouray Police Department Organizational Assessment

The survey results for each Officer were:

Ethical Climate

108

99

108

103

Scale to Measure Ethical Climate:

25-75 - Take immediate Action to Improve Ethical Climate

76-100 – Take Actions to Improve Ethical Climate

101 – 125 – Maintain a Healthy Ethical Climate

Average Ethical Climate Survey – 104.5

Experience by Officer

At the Ouray Police Department in months:

83 (7 years) plus 216 months (18 years) in another agency – total = 299 months (25 years)

162 (13.5 years) plus 156 months (13 years) in another agency – total = 318 months (26.5 years)

72 (6 years) plus 7 months in another agency – total = 79 months (6.5 years)

57 (4.75 years) – 0 months in another agency – total = 57 months (4.75 years)

Average Experience With the Department – 93.5 months (7.8 years)

Average Prior Law Enforcement Experience – 94.7 months (7.9 years)

Education

No college

BS Degree - 136 college credits

15 college credits from the basic police academy

15 college credits from the basic police academy

Average Education Level – 41.5 college credits

Rating of Morale on a Scale of 1 to 10 with 10 being the highest:

3

5

3

1

Average Morale Rating – 3

Equipment

8

8

8

7

Average Equipment Rating – 7.75

Training

8

8

7

8

Average Training Rating – 7.75

To What Extent Does The Department Engage In Community Policing

3

9

6

7

Average Rating To What Extent Does The Department Engage In Community Policing – 6.25

Three Things That Are Going Well In The Department:

Teamwork, Officers being Outspoken, City Improving the Police Department Budget

Teamwork, High Level of Technical Competence with Officers, Vehicles are Improving

Teamwork, Officers Being Allowed to Trade Shifts

Teamwork, Equipment, Learning From Past Mistakes

Three Things That Need Improvement

Need New Police Building, Need a Clerk, Need a Detective, Need Better Pay and Better Retirement

Need New Police Building, Need Clerk, Need More Officers

Need a Chief, Need More Officers, Need better Pay and Benefits

Need a New Police Building, Need a Chief, Need Better Communication Between City Hall and the Police Department

Workload Described by Officers

Too Busy

Too Busy

About Right

Too Busy

The surveys indicate:

The Department Ethical Climate is high.

Ouray Police Officers are well experienced.

Only one Ouray Police Officer has a college degree.

Morale in the police department is low.

Equipment and Training are rated high.

Community Policing is rated as average.

All Officers agree a new police building is needed, better pay and benefits are needed, and more officers are needed.

Three of the four Officers describe the workload as too busy.

RECOMMENDATIONS

*Hire a new Chief of Police as soon as possible with input from the police department staff and the community.

*Provide the new Chief of Police with specific goals and benchmarks to be accomplished at six month intervals.

*Incentivize Officers to further their education eventually leading to at least an Associates Degree and preferably to a Bachelor's Degree.

*Continue with upgrading equipment and providing quality training.

*To reduce the workload, hire the Officer for the vacant position as soon as possible, hire an office manager, develop a seasonal Officer program, increase the number of part time Officers, hire a part time evidence technician, develop a reserve officer program, develop a Volunteers in Policing Program and start a College Intern program with one intern.

*Train one Officer at a higher level to be assigned as a Detective when needed. The Officer would be assigned to patrol until there is a need to conduct investigation(s).

*Remodel the existing police building and begin planning for a new police building.

*Increase communication between City Hall executive staff and the entire police department in an attempt to improve morale.

*Take steps to ensure that the working relationship between the Ouray Police Department and the Ouray County Sheriff's Office stays positive.

EMPLOYEE CAREER TRACK

As described in the Retention Section of this report the department needs to develop a career track for police officers. In small departments a career track is often limited. However, being forward thinking the City of Ouray and the Ouray Police Department can develop a realistic career track. A career track will not only improve morale, improve

retention, develop officers' skill set, and improve community relations with the police department.

RECOMMENDATIONS

*Appoint the Senior Officer to the rank of Corporal. This will increase supervision in the police department.

*Create additional levels in each rank in the police department. Officer I, II, III; Corporal I, II, III; Sergeant I, II, III. The Officer who is assigned as a Detective (when needed) should receive a stipend while acting as a Detective.

*Use the Lawrence, Kansas model for having additional levels in each rank as a guide. The Lawrence, Kansas Police Department has specific accomplishments and tenure that are needed to be promoted to the next level within each respective rank.

*A pay raise should be for each additional level when an Officer is promoted to the next level within the same rank.

POLICE REFORM

After George Floyd was killed in Minneapolis on May 25th, 2020, police reform began to occur across the country. The police were retrained to be more guardians than warriors. A major focus of the police were to deal with people in crisis. There are more demands for accountability for police officers than ever before. Senate Bill 217 requires police officers to wear body worn cameras when performing their duties. De-escalation training is now standard in all police departments.

The Ouray Police Department appears to have made some progress towards this goal but more still needs to be done.

RECOMMENDATIONS

*Ensure that each Officer understands police reform. This can be accomplished through an in-service training program. Having an outside presenter discussing civil lawsuit trends will add realism to the training.

*Improve community policing training. This can be accomplished by having Officers complete a Police One training module on Community Policing.

*Ensure that all Officers are familiar with Colorado Senate Bill 20-217. It is critical that Officers understand why this law was created and that they follow it.

*Compare the principles put forth by “Campaign Zero” and determine if the Ouray Police Department is in compliance and if not work towards being in compliance.

*Compare the principles put forth by “Eight Can’t Wait” and determine if the Ouray Police department is in compliance and if not work towards being in compliance.

SCHOOL RESOURCE OFFICER

When talking to the school superintendent it was clear that he does not support a full time School Resource Officer program even if it was grant funded.

RECOMMENDATIONS

*Maintain the current part time approach to school safety with Officer Suppeland.

*Incorporate Stranger Danger, Child ID Kits, and a One Hour Driver Safety Program for 10th graders on How Not to Get a Ticket.

PLANNING FOR THE FUTURE

Law enforcement agencies should engage in planning for the future. Developing a consistent planning schedule where all members of the department are aware of next year’s goals and beyond is critical for success.

RECOMMENDATIONS

*The new Chief of Police should develop a five year strategic plan with input from all members of the department.

*Once a year the entire police department staff should have an off site meeting where the department executive staff (with input from all department members) create a plan for the following year. Usually, this meeting is held in September after the following year budget has been finalized.

*Documentation towards accomplishing the goals from the five year strategic plan and the immediate next year plan should be maintained and reviewed to determine what was accomplished and what still needs to be worked on.

*The new Chief of Police should develop a project management board which is mounted in his/her officer that lists projects for the current year, who they are assigned to, status of each project and when the project is completed. At the end of the year the board should be photographed, and the photograph maintained indefinitely. This will allow the Chief of

Police to track projects throughout the year and, determine what was accomplished and by whom. It is also a way to balance the workload among staff.

*The Chief of Police should apprise the City Administrator monthly of the status of projects on the project management board.

PRIORITY RECOMMENDATIONS

The Ouray Police department is in a crisis situation. The department is authorized six sworn positions and currently has two vacancies (the chief of police and a police officer). The department is also in desperate need to hire a civilian office manager, a part time evidence technician, two seasonal police officers, two part time officers who each work 20 hours a week (or hire one additional full time police officer), and two reserve officers who work a minimum of 10 hours a month.

If these positions are not filled in a timely manner the City of Ouray risks having members of the police department experience burnout, excessive fatigue and the creation of dangerous working conditions.

RECOMMENDATIONS

*Hire a new qualified Chief of Police as soon as possible.

*Take immediate proactive steps to hire a new police officer to fill the vacant position.

*Promote Senior Officer Crandall to the rank of Corporal thereby increasing the supervision in the police department.

*Take immediate steps to rebuild trust with the community. The trust between the community and the police department has been seriously damaged by the former Chief of Police.

*Increase community outreach by the police department. Currently the department is very reactive and other than National Night Out and the Stuff a Cruiser – Thanksgiving Food Drive community outreach only consists of having a police presence at City events.

*Remodel the police facility to make it as safe and functional as possible.

*Improve morale, recruitment and retention by conducting an analysis of Officers pay, benefits, retirement, compliance with the Fair Labor Standards Act and improve these to the greatest extent possible.

*The Acting Chief of Police and then the new Chief of Police should contact the Ouray County Sheriff and take steps to maintain a positive working relationship and a high level of communication between agencies.

CONCLUSION

The Ouray is staffed by career minded dedicated police officers. Every Officer I interviewed wants to see the police department stabilize and excel. The officers are clearly interested in serving the community the best they can.

However, due to excessive overtime there is a very real risk of burnout. If two Officers leave the department it would be disastrous. The department would not be able staff patrol officers on every shift.

FINAL THOUGHTS

I am convinced that with proper leadership the Ouray Police Department can become an outstanding law enforcement agency and eventually be accredited by the Colorado Association of Chiefs of Police. State Accreditation by the Colorado Association of Chiefs of Police should be a goal for the new Chief of Police within two years after his/her appointment as Chief of Police.

CERTIFICATION

I certify that this management study of the Ouray Police Department was completed in its entirety by me. The opinions and recommendations in this report are solely the opinions and recommendations of the author.

RESPECTFULLY SUBMITTED,

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July 8, 2024

SOURCES OF INFORMATION FOR THIS MANAGEMENT STUDY

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ATTACHMENTS

MUNICIPAL POLICE CONSULTANTS LLC

Municipalpoliceconsultants.com 303-886-8380

Based in Colorado Providing Nationwide Services

Management Audits, Leadership Training, Personnel Investigations, Command Assessment Centers

Proven Community Outreach Programs Based on 50 Years of Law Enforcement Experience

Summer Youth Police Academy

Police Athletic League – Girls on the Run

Officers Serving at Coffee Orders at the Dive-up Window at Fast Food Restaurants

Serving on County Social Service Boards

Partnering with Minority Community Events

Nursing Home Visits – Meals on Wheels

Food gifts to Seniors During Holiday Season

Coupons for free admission to Recreation Centers for “Kids Caught Doing Good Things”

Officers Adopting an Elementary School

Partnering with Big Brother/Big Sister Programs, or Boys and Girls Club

Public Safety Day for Kids

Participating with National Child Safety Council

Canned Food Drives

Using JAG Grants and COPS Grants for Funding

Participating with National Night Out

Chess Club for Kids

Bike Giveaways for Deserving Youth

Coffee With a Cop

Guest Server at a Restaurant for Special Olympics

Amusement Park Visits

Red Ribbon Week

Chief for a Day

Restorative Justice Programs

Citizen Police Academies (separate academies for Adults, Teenagers, Spanish Speakers)

Backpack Giveaway Programs

Shop with a Cop

Safety Town for Kids

Women’s Self Defense Programs

Fishing with the Police

DARE and GREAT Programs

Partnering with Religious Institutions for Safety Training and Security Surveys

Bike Rodeos

Developed by Chief Paul D. Schultz (retired) – Municipal Police Consultants LLC – 303-886-8380

PRESIDENT'S TASK FORCE ON 21ST CENTURY POLICING

Building Trust and Legitimacy

Policy and Oversight

Technology and Social Media

Community Policing and Crime Reduction

Training and Education

Officer Wellness and Safety

Critical Issues in Policing

Don't Be Afraid to Apologize

Create and Enforce a Duty to Intervene

Be Open to Hearing People's Negative Experiences with The Police

Understand the Roots of Misconduct

Reach Out to Local Business Owners Who Know Their Customers

Encourage Officers to Mentor Youths

Encourage Officers to Volunteer in The Community

Measure Officers' Performance in Building Relationships

Police Must Acknowledge That Mistrust Is Legitimate

Strive for Diversity in Police Community Panels

Works for Mutual Respect

Police Should Approach Community Members, Not Wait to Be Approached

Tear Down Stereotypes by Engaging in Youth

Take Action Immediately When You See That Something Is Wrong

Acknowledge Mistakes

Include Community Members in Recruiting and Hiring

Reach Out To Each Other During Non-Stressful Times

Recognize That Young Officers and Community Leaders Face Big Challenges

Focus Points:

Improving Officer Safety

Management and Leadership Are Both Critical for Success

Continued Improvement Liability Reduction

Employee Satisfaction

Improving Community Service

Developing and Maintaining an Ethical Environment

Succession Planning

TRAITS FOR SUCCESSFUL LAW ENFORCEMENT LEADERSHIP

Global Perspective

Creativity

Innovative and Adaptive

The Ability to Work with Diverse Groups Strong

Oral and Written Communication

Mastering Technology Trends

The Ability to Manage Change

Understand Research Methods

Incorporate Strategy, Culture, and Political Influences

A Realization that National Trends can Occur Anywhere

Facilitate Teamwork

Problem Solving

Develop Mutual Respect with Trust with Employees and Citizens with a Customer Orientation

The Ability to Improve Systems

Be a facilitator, Coach, and Mentor

Be Well Educated and Well Trained in Management and Leadership

21st CENTURY LEADERSHIP MISTAKES IN SMALL LAW ENFORCEMENT AGENICES

Not Acting Professional
Engaging in Misconduct/Allowing Misconduct
Not Receiving Honest Feedback
Not Growing as a Professional — Not Engaging in Lifelong Learning
Not Willing to Admit Agency and Personal Mistakes
Not Placing your Family First
Being Gone from Work Too Often
Spending Too Much Time in your Office
Creating an Environment of Fear and Mistrust
Not Developing Systems to Receive Input from All Members of The Department
Not Spending Equal Time with Your Entire Staff
Not Having Multiple Means of Communications
Allowing Problem Employee to Taint Your Vision of The Department
Not Being Able to Properly Motivate Your Personnel
Not Learning About Your Personnel and Their Families
Not Recognizing Excellent Performance in A Fair and Appropriate Manner
Not Being Tolerant Of "Reasonable" Errors in The Workplace; Being Too IA Oriented
Failing to Develop Your Personnel and Failing to Engage in Succession Planning
Not Staying Involved with Your Department, Government, Community and Professional Associations
Not Being Innovative in Approaches to Community, Crime and Personnel Issues
Not Maintaining a Focus on Safety Issues
Not Developing a Vision for The Future and preparing For It
Not Supporting your Personnel When They Are Right

TRANSFORMING UNDERPERFORMING POLICE AGENCIES INTO HIGH PERFORMANCE ORGANIZATIONS

Similarities exist today in many underperforming police departments that are in need of being re-energized. These agencies are often well meaning with an excellent staff but may have had perhaps a leadership challenge in the form of a Chief of Police not being successful. Or a Chief of Police who retired while still on duty or series of issues that has cause morale to plummet, this section will address how to be a successful change agent - not only addressing how to revitalize a troubled small agency but also highlighting several programs that have to be Successful in transforming underperforming small agencies into high performance organizations.

Commonalities in Underperforming Agencies

- Poor Morale Throughout the Organization — an attitude of malaise is very evident at every level in the department — Often employees are just going through the motions without any enthusiasm.
- Lack of Esprit de Corps — A lack of pride in one's workmanship prevalent— doing below average work is acceptable.
- A lack of Accountability — Just doing the minimum or less than the minimum with no consequences — performance evaluations are often meaningless — mistakes are accepted without review.
- An ineffective training program — A well thought out training program does not exist — there is no cohesive training that coordinates recruit training and in-service training — there is a lack of advanced leadership training — Department executives are either not well trained or received leadership training a long time ago.
- Technology is at a basic level and often outdated.
- Crime Analysis is either very basis or does not exist.
- IA's overly harsh and secretive internal affairs policy
- Employees are fearful of the former Chief and are overly concerned with the Chiefs success.
- There is disconnect between the department and the political leaders in the community.
- Community policing is just a term — and is not truly embraced.
- There is very little that distinguishes the agency from its peers.
- A lack of professional accomplishments for individual agency members and the agency itself.
- A lack luster recruitment program with a reduced applicant pool.
- Often a poor relationship or no relationship with the media.

Assessing the Department

How do you know if your department is underperforming or if you are the new Chief how do you ascertain the current state of the Department?

There are several formal and informal methods to determine what state the agency is in. Employee meetings, internal surveys and small group meetings are the usual method. Meeting with formal and informal agency leaders for input is critical as well. Meeting with political and Community leaders will also provide a snapshot of how the agency is perceived. Recent newspaper articles can be insightful as well. Having discussions with the employee association and/or union representatives will also be revealing. Meetings with your law enforcement peers can be very helpful. A new Chief who does not establish and maintain positive peer relationships is clearly headed in the wrong direction.

One of the best ways to assess what is ready to happen or has happened in the organization falls into two categories - One is to have individual meetings with every department employee and take careful notes. Do you see common themes emerging? Do you see common frustrations and common suggestions for improvement? The other is observation, when you walk the halls of your department do you see happy, cheerful, engaged employees who are willing to talk with the Chief of Police? Or do you see employees whispering, acting fearful and distant? These are signs that should not be disregarded.

Making Positive Changes that Will Last and Transform the Agency

After your assessment is completed the making of a realistic improvement plan is critical. The entire supervisory staff as well as employees at every level in the organization should have input in the new direction the department is taking. After discussion there should be a written plan that is disseminated to every department employee. A clear expectation should be communicated to all employees that we are now going to be the best we can be or perhaps the best in the region or the state, now is the time to set a goal that everyone can strive for. Setting the tone that average is no longer the standard, and that "Excellence through Teamwork" is the new standard is very appropriate.

Positive leadership is essential at all times but is critical at the beginning of your administration and in the transformation of your agency into becoming a high performance organization. Being visible throughout the agency and the community, leading by example, being fair and reasonable and demonstrating a strong work ethic are all hallmarks of a positive leader. Advising all employees that there is now a clean personnel slate for everyone allows all employees a new starting point and will work towards transforming even the most recalcitrant department members into realizing that they have a new opportunity to succeed. The message that all are welcome aboard the new journey but only their best work will be allowed is important. Advising employees that they will have a voice in the future of the organization will prevent the attitude of not being allowed to be involved from festering. A shared leadership approach with monthly employee representative and management

meetings allows for more input and the prevention of problems before they occur. These meetings are also a way to ensure positive morale within the department — employees should have a say how the agency is run.

Specific Changes to Develop a High Performance Organization

A realization in the Department that Community Policing will be the agency method of policing is essential. Also, that the of Community Policing will be re-evaluated with new models being explored is also important. Among these new Community Policing concepts should be the idea or reintroducing foot patrol and reconnecting with the community. Foot patrol has been well received virtually everywhere it has been instituted. Assigning graduates of the FTO program to a two week foot patrol assignment is but one way to increase foot patrol in your community.

Low cost Crime analysis using college interns and commercially available crime analysis software is one way to improve the capabilities of the department. Using college interns is free, effective, and immediately sets up a partnership opportunity between the department and the college. This can be very valuable later on as a recruiting strategy. The utilization of crime analysis to develop a directed patrol program will also assist in reducing the crime rate which is certainly one way to measure organizational effectiveness.

A focus on crime prevention is another way to reduce crime and improve how the organization is perceived in the community. This may mean acquiring a new position or reassigning a department member to this function, but the dividends will be seen for years.

A thorough assessment of technology needs to occur. If the acquisition of technology has not been a priority, then this effort needs to be immediately improved. Technology as a force multiplier is a well-known theory. If money for technology is difficult to obtain then grants, being a test and evaluation site and sharing of technology with other departments should be explored. Having the right technological tools will set your agency apart from others.

Training is often referred to as the road to success. A law enforcement agency in the 21st century must be well trained. A complete training program should be developed that professionally addresses recruit training, FTO training, in-service training, roll call training, supervisory training, and leadership training. There are many free and reduced cost law enforcement training programs available. What is often lacking is a concerted effort to take advantage of these trainings and a well thought out plan of what is needed. One goal that should be achievable is to have the entire supervisory staff receive the latest leadership training within a three year time frame. Another realistic goal is to make your department a regional training center. This will increase your agencies reputation for professionalism.

The ability to obtain grants is certainly a way to improve and maximize resources. Often times an underperforming agency will be weak in the area of grant acquisition and grant

management. A well-defined and active grant program can make a tremendous difference in a small law enforcement agency.

Recruitment of qualified personnel is absolutely critical to future success. Hiring the right people is certainly a key to success, where to recruit, what traits a successful recruit will have and how to retain him/her are all challenges for any law enforcement agency. However, significant thought should be given to fit and retention. Will this recruit fit into what the Chiefs vision is of the future of this law enforcement agency and will they stay. Continual turnover in personnel is a major problem for most small agencies. Hiring the person with the highest test scores who only stays with your department two years or less may not have been the best choice.

Practical improvements to your existing FTO program is another way to further develop your personnel and train them to lead your agency towards a successful transformation. Whatever FTO model you are currently using do you have the ability to provide training to new recruits in public speaking. effective problem solving. how to effectively deal with difficult people and ethics. The mastery of these everyday skills by all employees is critical to the success of your department.

The effective management of the media is an area that must be addressed. The Chiefs ability to work effectively with the media is critical. A mutually respectful and mutually beneficial relationship should be developed between the media and the department. This will allow each side to get their message out to the public.

Professional relationships need to be developed and maintained with political leaders. Their requests for information should be a priority for the Chief to accomplish. Keeping political leaders informed of both positive and negative events is equally important. No one likes surprises — least of which would include politicians. They must be kept informed in a timely manner. If these relationships are positive, they will often be your agencies best cheerleaders.

Build a lasting legacy for your agency. Develop your personnel, create a succession plan, and leave the agency in a much better state than when you took it over are all keys to building a lasting legacy and transforming an agency to becoming a high performance organization. All leaders have a defined time frame to build and transform their department into a state of the art agency and then they must turn it over to the next Chief. During this time are you planning for the future, are you acquiring the building blocks to success and are you maximizing the potential of your people. Hopefully you are setting your people up to succeed and not to fail and when they do fail, do you study the failure, so it won't occur again or are you quick to punish. An overly harsh and/or secretive internal affairs system only promotes distrust not accountability and inhibits long term positive change.

Hopefully you are working well with your peer agencies but at the same time attempting to distinguish yourself from your peers through innovative community programs and employee development. I am a believer in attempting to obtain recognition for your agency through

accreditation, department awards and community recognition. Celebrating and acknowledging success is a definitive way to enhance the public perception of your agency. Leading the way with innovation, research and publishing of your results only enhances the agencies standing both in the community and in our field.

Demanding only the best that employees can offer ensures that there will always be a high level of pride from all members of the department, and this sets the stage for future successes. Being a demanding boss is not a bad thing — it's a smart thing.

The Chief of Police has the option to accept mediocrity or to transform their department towards becoming a High Performance Organization. To become a High Performance Organization it takes time, effort, skill, and collaboration but it is certainly attainable and definitely worthwhile. Don't we owe this to our employees, our community, our profession and to the Ouray Police Department?

EARLY WARNING SYSTEM

The Early Warning System is Designed to:

- Assist the department in identifying individual and collective employee patterns of misconduct
- Be a tool to reduce misconduct
- Reduce department liability
- Identify training needs

Semi-Annual Evaluation by Professional Standards Unit

- 18 categories of data
- Takes less than 2 hours every 6 months
- Report is generated by Professional Standards Unit Commander to the Commander of the subject employee
- Chief of Police also receives a copy of the report
- Supervisor of the subject employee receives a copy of the report

Supervisor Actions Upon Receipt of Report

- Meet with the employee and provide (if needed)
 - Additional guidance
 - Additional supervision
 - Counseling (internal)
 - Counseling (external)
- May be part of a fitness for duty evaluation in severe cases

Allegations of Misconduct

- Number of internal affairs complaints and type/severity
- Is there a pattern; is further investigation warranted
- Number of sustained complaints
- Includes incidents of misconduct off-duty

Categories of Review

Use of Force

- Is the number of use of force incidents high as compared to other members of the officer's shift
- Year to year comparison
- Analyze type of force being used

Categories of Review

Preventable Vehicle Accidents

- Number of preventable vehicle accidents
- Seriousness of preventable vehicle accidents
- Type of violation causing the accident
- Scope of remedial training attended



Categories of Review

Civil Litigation

- Number and type of lawsuits
- Findings in recent lawsuits
- Media attention surrounding lawsuits

Categories of Review

Notices of Intent to Sue

- Number and type of letters of intent to sue
- Findings in other recent litigation
- Media attention surrounding these types of incidents

Categories of Review Abuse of Sick Leave

- Number of sick days
- Number of sick days taken in conjunction with regular days off
- Types of illness
- Balance of sick hours

Categories of Review

Habitual Tardiness

- Number of times tardy
- Reasons for tardiness
- Number of times informally counseled for tardiness

Categories of Review

On-Going Poor Performance

- Nature of poor performance
- Severity of poor performance
- Attitude issues
- Is there a performance plan in place

Categories of Review

Inability to work with others

- Nature of complaints
- Type of attitude displayed (i.e. openly hostile)
- Fitness for duty considerations

Categories of Review

Unusual Behavior

- Taking unnecessary risks
- Endangering co-workers or self
- Inappropriate verbalization or conduct
- Not necessarily inappropriate behavior but out of character behavior

Categories of Review

Injured Time

- Excessive number of injured on-duty events
- Injured during what kind of events
- Type of injuries (i.e., hard to detect that could lead to a medical disability)

Categories of Review

Discretionary Arrests

- A high number of “contempt of cop” arrests
- A high number of “resisting arrest” cases
- Allegations of “gratuitous” remarks

Categories of Review

Incidents of Workplace Violence

- Review of workplace violence incidents involving the subject officer
- Review should include all unusual behavior at work involving the subject officer

Categories of Review

Being Subject of Criminal Investigation

- Review any criminal investigations the subject officer has been involved in as a suspect, witness or victim
- As a suspect in a criminal investigation, reassignment away from operations or placement on paid Administration Leave may be appropriate
- If an officer is arrested:
 - For a felony, suspend without pay
 - For a misdemeanor, suspend with pay or reassign depending on the charge(s)

Category of Review

Garnishment of Wages

- Review of the circumstances of the garnishment
- Review of the officer's assignment should also occur (i.e., should a narcotics detective stay in the assignment if his/her wages are being garnished)

Categories of Review

Restraining Orders

- Review of the circumstances surrounding the issuance of a restraining order
- Being the subject of a restraining order may result in a transfer to an assignment that does not require a weapon

Categories of Review

Prisoner Problems, Reports, Complaints

- Investigate thoroughly
- Ensure policy was followed

Categories of Review

Traffic and Pedestrian Stop Data

- Review if there is a suspicion of unusual behavior
- Review on an as needed basis
- Look for patterns that fit complaint(s)

Goal of Early Warning System

- Correct current problems with identified employees
- Eliminate future problems with identified employees

QUESTIONS ?

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