

COUNTY OF SACRAMENTO  
CALIFORNIA

Advance Copy

For the Agenda of:  
February 28, 2006  
Timed: 10:30 a.m.

To: Board of Supervisors

From: Judy McGarry, Director, Department of Compliance  
George Anderson, Chief, Sheriff's Department

Subject: Presentations of the Findings and Recommendations of the Sheriff's Department Program Review by Joseph Brann & Associates and The Public Strategies Group, Inc. (PSG)

**Overview**

On April 5, 2005, the Board of Supervisors approved the recommendation of an Evaluation Team to retain Joseph Brann and Associates and the Public Strategies Group, Inc. to perform a comprehensive assessment of the Sheriff's Department. The approved scope of work included an analysis of the core functions/services of the Sheriff's Department, an examination of comparable agencies, promising practices and opportunities for efficiencies, and recommendations that will lead to great effectiveness and efficiency in the Sheriff's Department.

Subsequently, on January 31, 2006, the Board of Supervisors approved an amendment to the contract to include specific custody issues, such as the handling, processing, and treatment of individuals in custody, current internal controls/systems, review of the role of the Sheriff's Citizen Advisory Board and meet with key stakeholders directly related to recent allegations of the mistreatment of individuals in custody. The findings of this addition scope of work will be presented to the Board of Supervisors in late June 2006.

Today's presentation will focus on the findings and recommendations of the assessment of the department. The consultants will discuss their respective methodologies, observations, findings and recommendations, as detailed in the attached consultant report.

**Recommendation**

1. Receive and file.
2. Direct the Sheriff and the County Executive to evaluate the consultant's recommendations and report back on said recommendations and possible implementation in approximately 60-90 days.

**Measures/Evaluation**

Unknown at this time. Measurement will be possible after consultants' recommendations are assessed by a team of Sheriff and County Executive representatives.

**Fiscal Impact**

Specific cost impacts will depend upon which of the consultants' recommendations are implemented.

## **BACKGROUND:**

On December 2004, the Board authorized the issuance of a RFP for the review of all the Sheriff's Department programs, except contract cities and the Court. The contract was approved in May 2005. The scope of work includes the following areas:

- Assess the criteria and practices related to deployment of personnel (effectiveness)
- Organizational structure
- Span of control (management/staff ratios)
- Assess personnel practices (overtime, holiday-in-lieu, home retention of vehicles, management time off, off duty program)
- Customer/stakeholder expectations
- Data and information in key operational areas and practices will be assembled and assessed
- Develop and discuss preliminary findings, opportunities for immediate improvement and recommendations
- Determine types of best and promising practices to further investigate
- Examine comparable agencies and promising practices for County's consideration, identify where and what efficiencies can be achieved
- Identify key industry standards related to staffing and service delivery for Correctional Services and Field Services (patrol and investigations)
- Develop final recommendations including implementation goals, activities to be undertaken and timelines for operational and organizational improvements that will lead to increased effectiveness and/or efficiencies
- Recommendations for improved organizational efficiencies and effectiveness will be identified and presented to selected audiences

Project management of this department review was the responsibility of Judy McGarry, Director of Compliance in the Countywide Services Agency, and George Anderson, Chief, Sheriff Department. The following individuals were invaluable in assuring that the consultants were given unrestricted access to individuals and data:

- Lou Blanas, Sheriff
- John McGinness, Undersheriff
- Dave Lind, Assistant Sheriff
- Terry Schutten, County Executive
- Geoff Davey, Chief Financial and Operations Officer

## **DISCUSSION:**

The consultants' respective methodologies, observations, findings and recommendations related to this effort are discussed in detail in the report from Joseph Brann and Associates, LLP and The Public Strategies Group, Inc. (PSG).

A working group, comprised of the Sheriff and his Executive Management Team, Geoff Davey, designated CEO staff and co-project managers Judy McGarry and George Anderson will be responsible for reviewing the consultant's recommendations in detail and assessing whether to implement them or not. The Sheriff and the County Executive's Office will attempt to reach consensus and present a consolidated response to the Board within 60-90 days. If consensus is not possible on every item, separate responses will be submitted to the Board of Supervisors.

**FINANCIAL ANALYSIS:**

Specific cost savings will depend upon which of the consultant recommendations the Board chooses to implement.

Respectfully submitted,

APPROVED:

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JUDY MCGARRY, Director  
Department of Compliance

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TERRY SCHUTTEN  
County Executive

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George Anderson, Chief  
Sheriff's Department

Attachment: Executive Summary

**Sacramento County  
Sheriff's Department  
Assessment**

**Executive Summary and  
Key Findings and  
Recommendations**

Prepared by  
Joseph Brann & Associates, LLC  
The Public Strategies Group, Inc.

February 2006

## EXECUTIVE SUMMARY AND OVERVIEW OF KEY FINDINGS AND RECOMMENDATIONS

### **I. APPROACH TO SCOPE OF WORK**

### **II. OVERVIEW**

### **III. KEY FINDINGS AND RECOMMENDATIONS BY THEME**

#### **I. Approach to Scope of Work**

The consulting team assembled by Joseph Brann and Associates and the Public Strategies Group began its work on an assessment of the Sacramento County Sheriff's Department in May 2005. The team included nine consultants with expertise in policing, jails, information technology, performance management, strategic planning, and government system reform. The team viewed its client as both the Board of Supervisors and County Executive, and the Sheriff and his Executive Team.

The approved scope of work that guided the consultants' activities included an analysis of the core functions and services of the Sheriff's Department; an examination of comparable agencies, promising practices, and opportunities for efficiencies; and recommendations that would lead to greater effectiveness and efficiency in the Sheriff's Department. The work was carried out in three phases:

- ◆ Phase I identified preliminary observations about the Sheriff's Department based on the consultants' research. The research and observations were organized by service areas within the department, and by specific topics of interest such as home retention of vehicles, span of control, etc. At the conclusion of this phase the observations were reviewed with SCSD command staff and county officials to get their comments regarding the accuracy of the observations. During this phase the following questions were asked regarding each service and function:
  - What are the mission, vision, and/or goal of the service or function?
  - Who are the customers of the service or function?
  - How are efficiency, effectiveness, and customer value measured?
  - How are employees held accountable? What training is provided?
  - Who is involved in service delivery and how are they organized (sworn and non-sworn employees, managers, organizational structure, span of control)?
  - How does the service or function operate – what are the accepted practices?
  - Who are the external partners?
  - What is the budget dedicated to this service (including matching funds, mandates, dedicated funds)?

- ◆ Phase II identified preliminary findings and recommendations, based on the observations from Phase I, but now organized around common themes that emerged during the course of the assessment. In this phase suggestions of opportunities for immediate action were also proposed. The preliminary findings and recommendations and opportunities for immediate action were reviewed and discussed with SCSD command staff and county officials. Responses by the Sheriff's Department to the opportunities for immediate action are noted in the Key Findings and Recommendations section of this Executive Summary.
- ◆ Phase III involved the development of final findings and recommendations, examination of key data points with comparable jurisdictions, and the framework for an action plan to implement recommendations. The final report is based on a combination of (1) the collective professional experience and judgment of the consulting team, (2) observations regarding promising contemporary practices and best practices in comparable jurisdictions or other agencies that are dealing with issues and challenges similar to those found in Sacramento County, and (3) efforts already underway in the Sheriff's Department and in County government.

We understand the desire to improve effectiveness (the ability to make a difference in achieving a result) and to increase efficiency (the cost to achieve the result) is a major goal of this assessment. Thus, this report makes specific recommendations for actions and areas of improvement to better use resources efficiently and effectively. However, we believe it is important to note that the core questions of efficiency and effectiveness hinge on the degree to which an organization identifies its goals clearly and uses its resources well to fulfill these articulated goals.

It is dangerous to look at efficiency outside the context of effectiveness in reaching specific, measurable goals and this is the frame of reference for our recommendations. Thus you will see an emphasis in our recommendations on achieving clarity of goals first, then deciding what best practices are most likely to achieve those goals, followed by what are the most cost effective ways of implementing those practices and strategies. We believe that providing specific recommendations based on best practices and providing our best thinking on systemic reforms and strategic approaches for the Sheriff's Department and the Board of Supervisors will provide the most value to the Sheriff's Department and to the citizens of Sacramento County who pay the bill.

## **II. Overview**

### **Context**

Sacramento County faces significant challenges in the next few years. Community expectations of local government have been and will continue to increase. Large areas of the County, often referred to in the media as the “Un-City”, are becoming more urbanized and residents of these unincorporated areas often expect and demand services that are consistent with neighboring incorporated communities. In the midst of this, the County must find a way to balance its budget while dealing with repayment of pension bonds and the allocation of scarce resources among competing interests such as public safety, health and human services, deteriorating infrastructure needs, and innumerable other demands. These wider county issues are the context within which the Sheriff must also operate.

### **Setting a Clear Vision is Critical**

The purpose of an organization is often found in the articulation of its’ fundamental mission and vision. Providing clarity of purpose, priorities, and desired outcomes is essential for the efficient use of an organization’s resources. In public organizations priorities are driven by the citizens served and the needs they express to and through their elected leaders. The outcomes desired are more readily achieved when goals are prioritized and described in terms of measurable results that the organization strives to accomplish.

The vision for the Sacramento County Sheriff’s Department comes from its leadership - as represented by the elected Sheriff --- hopefully in conjunction with the Board of Supervisors. Sheriff Lou Blanas provided his vision for the evolution of community policing in the Sheriff’s Department. This vision was described in his statement in 1999 that launched the Department’s Community Policing Transition Plan (START 21). In that document the Sheriff stated:

*“My vision seeks to improve the quality of life for our citizens. We must focus on solving problems: success or failure should depend on qualitative outcomes (problems solved), resolving situations to improve the quality of life, rather than just on quantitative results (arrests made, citations issued).”*

The Sheriff also characterized his approach as a community policing philosophy *“that promotes and supports organizational strategies to address the causes of crime, reduce fear of crime and combat social disorder through problem solving tactics and community/police partnerships. Community policing is not a program or series of programs, but is rather an overall style and philosophy of police service delivery.”*

| Sheriff Blanas deserves significant credit for advancing the Department's transition from a traditional model of policing to a community policing approach. Specifically, the creation of station houses to decentralize services and better respond to unique communities, and various efforts undertaken to involve the public in new ways were fundamental steps in this transition. In addition, team policing was started and, although the Sheriff chose to cut team policing as a result of reductions in his budget, much has been learned that can be incorporated into a renewed effort to advance this policing strategy.

With this geographic service system in place the foundation is set for the next phase of implementation. That phase will largely become the responsibility of a new Sheriff since Sheriff Blanas has announced his retirement.

### **Big Challenges for the New Sheriff Starting in 2007**

The new Sheriff will have an opportunity to lead and influence the next stage of transformation of the Sacramento County Sheriff's Department. That individual will have the opportunity to make key decisions about the organization's future and must determine whether to take on the very difficult work of cultural transformation that accompanies successful community policing endeavors. As pointed out in the START 21 report, departments that have been the most progressive and successful in their implementation of community policing showed *"a willingness to empower staff at lower levels with a broader range of decision-making authority"*. This requires changes of attitude, relationships, and operations at every level of the organization --- from the top to the bottom.

The next Sheriff must also decide how to work with the Board of Supervisors to achieve mutual objectives. The Sheriff has the right as an elected official to use the agency's budget to shape the organization as he/she desires. However, the Sheriff can choose to make those decisions alone, or do this in conjunction with the Board so that there is agreement and a shared sense of ownership for the objectives and strategies adopted.

The new Sheriff will have the opportunity to reaffirm the agency's community policing vision and add a unique stamp to this vision. The vision for 2007 and beyond will be shaped by new forces. The loss of law enforcement contracts with some cities in the county, the increasing importance of and the need to apply contemporary technologies, the county's fiscal situation, the growth of population in unincorporated areas, and the need to address evolving public safety issues such as methamphetamines, identify theft, and homeland security will certainly require new approaches or thinking and increased dialog with the community regarding their priorities. The Sheriff will also have to deal with the challenges and concerns surrounding a wide array of issues in the jail, including ensuring the safety and well being of both jail personnel and inmates in the

county jails while assuring adequate jail space through the judicious use of available resources.

The START 21 report continues to have great relevance and serves as the agency's foundation for the transition to community policing. It provides strategies that have not yet been implemented and it should be updated if there is a desire to continue this transition. However, despite all the strengths of the START report, it lacks well-defined public safety goals and lacks measures to gauge progress. The department would benefit from aligning resources around clearly articulated goals and community outcomes. Fortunately, the county has already started a performance measurement initiative that could prove to be of assistance in this aspect of a renewed planning process.

One of the important areas recognized in the START 21 report dealt with the use of technology to collect, analyze, and communicate information. The lack of sufficient investments in technology infrastructure and training in the Sheriff's Department, along with a lack of commitment to using data and information has, in some respects, hampered the implementation of community policing and greater effectiveness in the use of available resources.

### **Preparing for the Transition in Leadership**

Sheriff Blanas is justifiably proud of what has been achieved during his tenure as Sheriff. One of his final contributions can be to lay the groundwork for the next stage of progress in the Sheriff's Department. With the time he has left in his position he can take action on immediate and pressing issues such as:

- Advocating for improvements in technology and data systems with the Board of Supervisors and working with the County's Office of Communications and Information Technology (OCIT) to enhance the capabilities of IT systems so they better support operational needs. This is critical because without solid, reliable data management will struggle to make appropriate decisions regarding allocation of resources. This will also assist the team the Sheriff intends to create to develop a larger technology and information plan in 2006-07.
- Creating a succession planning strategy to address the growing number of retirements and other workforce changes that will impact the department. The growing competition for qualified candidates at all levels is a critical challenge in the public safety arena today. The ability of the Sheriff's Department to deliver high quality public safety services to the citizenry is ultimately dependent on the quality of candidates in the labor force and the organization's leadership. As "baby boomers" are aging out of the workforce this places greater demands on the organization to recruit and retain new personnel while

simultaneously preparing and putting into place a new generation of qualified managers and supervisors.

- Consolidating the department's human resources functions into one unit with a clear mission and charge to efficiently and effectively serve their customers in the department.
- Involving the department in the county's performance measurement initiative. The Department does not routinely measure its level of service or relate its staffing and funding (inputs) to the workload, service quality, efficiency or outcome of its services. The Department does not track, report, or review a regular set of performance measures to aid in managing and monitoring results in key areas across the department.
- Improving the use of crime analysts and data in the Field Services Division. While the consultants were able to identify various sources of data to assess community crime trends, we were struck by how often we were speaking with managers who were either unfamiliar with the specifics of this management information or were plainly not contemplating actions in response to it. For example, despite efforts to transition to a more proactive policing model, patrol resources, with exception of POP teams, are highly call-driven. It appears that crime analysis is not being leveraged effectively and, as such, some local hotspots, and other suppressible crime patterns, are not being identified and tracked for prevention and reduction. This potentially results in more "downstream" workload for the rest of the department — requiring more resources for reactive work involved in call response, investigation, arrest, and incarceration.
- Addressing the current issues regarding safety of inmates and deputies in the county jails. Jails across the country are facing challenges related to overcrowding resulting from changes in public policy, the application of consent decrees, and dealing with increasing numbers of inmates with mental health issues when there are no other resources available. A separate study has been commissioned to address the jail situation.

### **Budget Challenges and Opportunities**

The county has significant budget constraints due to upcoming pension bond payments and loss of revenue due to incorporations. Even in the best of times there is not enough money to do everything that is desired so establishing what the priorities are, funding them, and identifying the most cost effective means of producing the desired results is a critical first step. The Sheriff and the Board of Supervisors should strive to come to agreement as to what the public safety priorities are for the residents of Sacramento County. If community policing is the top priority then the dollars should be allocated with that goal in mind. The Board of Supervisors should establish how much money they have to fund the Sheriff's Department. Likewise, the Sheriff should identify and

communicate what level(s) of service can be produced in the priority areas based on these funding levels.

As a fiscal steward of county resources the Sheriff is responsible for identifying where revenue can be increased or money saved by providing services in a different manner. Some of the opportunities that appear to be especially promising include:

- Creation of a new job classification (corrections assistant) for staffing the jail (reduces rotation and saves money). Estimated annual cost reduction of \$15,000 per position
- Reduce false alarm responses (through verified call response program or non-response to chronic violators and notice to insurance carriers) and increase false alarm cost recovery fees
- Reduce worker's compensation claims through aggressive management of these cases
- Implement 3-1-1 to reduce 9-1-1 calls and lessen demands on sworn officers
- Reduce the number of executive lieutenants (currently there about 20 of these) and substitute with more cost-efficient positions

The Sheriff's Department should budget for on-going investments that improve the operations and accountability of the department. Areas that could improve the return-on-investments (ROI) include training, professional development, risk management, asset replacement, performance evaluation, and succession planning.

### **Role of the Board of Supervisors**

The Board of Supervisors and the Sheriff should be congratulated for agreeing to look closely at the use of resources in the Sheriff's Department to determine where improvements can be made in efficiency and effectiveness. The responsibility for implementation should also be borne by both parties, recognizing the unique relationship of a separately elected Sheriff and an elected Board of Supervisors. The Board has the responsibility to citizens to identify the outcomes they expect for the public safety services of the county and to allocate sufficient resources to achieve those outcomes. The Sheriff has the responsibility for using his resources as he sees fit to achieve his public safety goals. Currently the Board is not asking about results achieved but, instead, is concentrating on how the Sheriff is using his resources. The Board and the Sheriff have an opportunity to work together, recognizing each others respective roles and responsibilities, to mutually agree upon the public safety outcomes they want to achieve for citizens.

The public safety system is a complex system and challenging to understand for even the best of public officials. The Board of Supervisors should take it upon themselves to learn more about this system, public safety best practices, and the philosophy and

practice of community policing. This will allow them to make better budget and policy decisions and work more effectively with the Sheriff.

### **Strengths to Build On**

It is important to note that the consultants observed a variety of strengths in the Sheriff's Department upon which improvements can be built.

The Sheriff's belief in community policing and commitment to the vision articulated in the START plan led to the development of a number of programs that have improved services in neighborhoods and communities. The department has developed a greater appreciation for the role citizens can and should play as "co-producers of public safety", wherein they not only help define neighborhood issues but also become active participants in meeting those needs. At the station house level, community partnerships are evident and POP officers have forged strong working relationships with the residents and business people they serve. The SCSO has experienced success with volunteer programs such as the HAM radio operator program to assist with undercover work and with use of retired annuitants.

Many policies and practices in the department support and nurture employees. We heard almost no complaints regarding pay levels and did hear appreciation for the various opportunities to supplement income with overtime and work off-duty assignments for those who want to put in the time. From our interviews, it appears that employees strongly believe the Sheriff supports them on a personal level and cares about their welfare. This is reinforced by the department's positive relationship with the unions representing department employees.

The work release program in Corrections stands out as an excellent program that helps deal with the jail population and generates \$5 million per year for the General Fund.

Throughout the department, from patrol to the jails, there are employees who are dedicated, competent and hard working. Overall, the line employees of the Sheriff's Department care about their work and are doing their assigned work well.

### **Action Plan Framework**

The recommendations that have arisen from this assessment range from small and seemingly easy changes to large and tough department-wide initiatives. It would be seductive to gravitate towards doing the former (essentially "checking off" tasks), putting off the latter for another day.

We encourage the Sheriff and his Executive Team to map out a strategy that uses the small and easy changes as a stimulus for making the larger changes. The Executive

Team should identify high leverage opportunities and allocate resources to taking advantage of those opportunities.

The Sacramento Sheriff's Department has tremendous assets to build on to take their efforts to a new level, not only in terms of efficiency and effectiveness in achieving outcomes currently desired, but also in defining and realizing goals yet to be determined. This will require engaging employees at all levels in the change process starting with chartering teams or groups to implement the specific recommendations agreed to by the Executive Team.

However, experience has shown that the most critical ingredient for success in managing change is leadership that is consistent, operates with a sense of urgency, and is prepared to bust barriers to get to their goals. These leaders keep the following questions in mind at every turn:

- What is our purpose?
- To whom are we accountable?
- Do the incentives we use show what matters?
- Have we placed control in the right hands for every function?
- Are we paying attention to the unwritten rules of our culture?

The Sheriff's Department is at a turning point. It has benefited from the leadership of the past and it is now about to experience new leadership. It is at these points of transition when significant change can happen. We urge the Sheriff and the County to take advantage of this unique moment and opportunity.

### **III. Key Findings and Recommendations by Theme**

#### ***1. Management and Strategic Planning***

Management Accountability and Performance, Creating and Managing High Performance Organizations, Moving the Strategic Plan Forward

#### **Findings:**

##### Organizational Culture

- The SCSD is engaged in transition from a reactive to a proactive model of policing
- Accountability is not adequately stressed and reinforced at all levels of the organization
- Although not universal, conflict avoidance appears to be a cultural norm in the SCSD---based on the collective perceptions of the consultants
- Desires to satisfy employee needs sometimes conflict with organizational needs

- Lack of emphasis on critical thinking, analytical, and entrepreneurial skills

#### Management in Sheriff's Department

- While fiscal information is distributed on a timely basis, the department does not appear to have a formal review process at the management level to monitor expenditures and overtime utilization
- Performance measures currently used tend to be activity and process measures rather than measures focused on outcomes or results desired
- Ratio of supervisors to employees not uniformly based on the nature of an operation or on the skill, training, and experience level
- Auditing and inspectional activities relating to policy compliance and performance expectations are not routinely conducted
- In interviews with county departments that SCSD routinely interacts with, issues of collaboration and effective working relationships with other county departments were raised as concerns
- Human resources management functions are decentralized and fragmented throughout the organization.

#### County Government Policy Considerations

- The Board of Supervisors has not articulated the results they would like to see achieved by the Sheriff's Department.
- There has been no effort to routinely poll the community to determine the outcomes residents want or expect in the area of public safety services.
- The Board of Supervisors does not determine up front how much they want to spend on public safety relative to the amounts they want to allocate for other service areas.

#### **Recommendations:**

##### Improving Management and Organizational Performance

- Use patrol resources effectively and efficiently by focusing on problem solving efforts that will reduce repeat calls for service at particular locations (alarm calls, nuisance calls, alcohol related offenses, etc.)
- Identify union contract issues that are the biggest barriers to meeting department goals and attempt to renegotiate with unions or include as priority bargaining issues during the next contract negotiations.
- Increase the use of data including crime analysis data through policy, procedures, training, and management focus.
- Build upon the excellent financial tracking practices in place in Administrative Services by developing regular, formal management reviews of budget and expenditure status

- Implement a performance appraisal system for managers that is developed around individual goals and objectives tied to agency priorities and goals
- Participate in County's Performance Management Initiative trainings
- Create an internal auditing and compliance function to routinely assess unit operations and performance. *Note: the Sheriff currently has a plan under development to create an "inspector" general or "compliance officer" position.*

#### Policy and Budget Development

- Based on community input, agreements (if possible) should be reached between the Board of Supervisors and the Sheriff concerning the top results that citizens want from the Sheriff's Department
- The Board of Supervisors, in consultation with the County Executive, should determine at the start of the budget process how much they want to spend for public safety and how to allocate that for each of the results they want to achieve. In doing this it must be recognized that priorities will have to be made about what will or will not be funded.
- Periodic updates (quarterly or semi-annually) concerning progress toward public safety performance measures should be provided to the Board and community
- The Board of Supervisors would benefit from more information and timely updates about the needs, issues, and challenges the SCSD is facing. As is common with many elected bodies, there is a limited understanding on the part of some board members about contemporary or best practices in the public safety arena.

#### **2. Workforce Issues**

Deployment, Staffing, Use of Civilians, Managing and Mitigating Risks (Internal Affairs, Workers Compensation, Liability, Claims, etc.), Training & Professional Development, Recruitment and Retention

#### **Findings:**

##### Deployment and Staffing

- Opportunities exist to achieve improved efficiency in the deployment of personnel if relevant data is captured and used by managers to establish appropriate staffing levels
- Mandated vacancy and salary savings strategies distort the budget and impacts operations
- More use of civilians is possible
- The staffing level in some operations is inadequate – it poses a potential danger to employees and exposes the county to increased risk
- Some operations suffer from lack of adequate supervision

- Frequent rotations and modified shift schedules impact service delivery and response to community needs

#### Retention, Hiring, Training

- Employees have cited required overtime as contributing to burnout and higher attrition rates
- Fragmented human resource responsibilities in the department and non-responsiveness in the county HR function have created inefficiencies and hampered hiring and training
- Training activities are not necessarily aligned with organizational goals

#### Managing Risk

- Worker's compensation activities tend to be focused on processing claims
- There is a lack of attention to how data can be used to reduce and prevent claims

#### Internal Affairs

- 40% of IA investigations are from Main Jail
- Inadequate documentation and data compilation on all use of force incidents

#### **Recommendations:**

- Collect relevant data and establish appropriate criteria (tied to clear objectives) to determine staffing levels and deployment plans
- Prioritize filling vacancies based on critical needs and where ROI is highest
- Create a long-range workforce plan (recruitment, training, promotion, job satisfaction) to address retirements and other workforce changes
- Adopt plan to assure that all employees have opportunities to succeed and advance (training, job openings widely distributed)
- Align training plan with organizational goals (problem-solving, risk reduction, safety, employee promotions)
- Analyze data and set targets and plans for reducing workers comp claims and lost time
- Fully implement and make use of Early Warning System to reduce liabilities and risk exposure
- Improve investigations of and data analysis from use of force cases

### ***3. Use of Information***

Information Technology (IT), Communications

## **Findings:**

### Information Technology

- As is true for a majority of public and private organizations management of information resources and information technology tends to be ad hoc and the application of IT is not nearly as effective as it could be
- The strategic information plan in place is not guiding IT operations and decisions
- SCSD spends a total of \$6.4M annually in information technology
- Operations are highly dependent on technology but planning and budgeting for technology do not seem to have a high priority
- A high proportion of IT professionals in the Department are contract employees

### Communications Center

- The Communications Center has experienced an increase in service demands in both the emergency and non-emergency calls for service categories while staffing levels in the Field Services Divisions have declined
- Sheriff's staff study of alarm calls indicate:
  - 36,000 alarms responded to (almost 100 alarms per day county wide)
  - An average of 18 minutes to clear (this equates to a minimum of 10,800 hours per year based on one officer responding; however, many alarm calls require two or more officers)
  - 8,500 reports taken for cold burglaries
  - Only 1,200 False Alarm Notices (FANs) completed annually

According to staff, "these numbers suggest that (at a minimum) over 26,000 alarm calls were false with no FAN left for the responsible party"
- The false alarm fine has remained constant for the last several years and does not reflect real cost of response to the department

## **Recommendations:**

### Upgrade IT Capacity

- Create a CIO (at least de facto) with budget authority over IT expenditures and responsibility to update and implement the IT strategic plan
- The CIO, with the support of top management, should enter into a service contract with OCIT that clearly defines roles, costs, service standards, and methods for resolving problems.
- Work with the County to invest in IT infrastructure based on business cases prepared by the Sheriff that includes estimates of funds needed for asset replacement and on-going maintenance. Be wary of accepting grants that don't have lifecycle funding in place.

- Identify the proper proportion of contract employees to full time positions, balancing the benefits of the flexibility from using contract employees and the necessity of having key IT resources in-house.

#### Use Data More Effectively to Adjust Systems

• Hold crime analysts in station houses accountable for providing more relevant data and supervisors accountable for using/applying the data. **Note:** *the Sheriff has assigned staff to examine this issue. They have concluded that criminal intelligence analysts are an extremely valuable resource and function well. However, they found that the seven crime analysts located in station houses are “underutilized and misdirected due to:*

- *Being over utilized for data-entry of irrelevant and useless information,*
- *Receiving, or not having access to, valuable data in a timely manner, to a point that it is useless,*
- *Lack of communications between criminal analysts assigned to other Field Service Divisions, and*
- *The reports that are produced are not used, or are of little value, due to the lack of useable content.”*

*“Draft Response to Phase I Report: Opportunities for Immediate Improvement, January 26, 2006”, pg.7.*

- Immediately assess the calls-for-service workload to identify chronic call locations and area hot spots that generate a disproportionate level of police resource utilization.
  - Develop standard summary report to track call volume and abandoned calls on a routine basis (e.g. post weekly or even daily). Develop similar routine reports on call taking and dispatching performance (time in minutes). Begin sharing information among levels of management and with staff to better understand problem areas, recognize areas of good performance, and encourage dialog about work processes.
  - Identify readily available public communication opportunities to increase public awareness of appropriate use of 9-1-1.
  - Consider implementation of 3-1-1 in concert with Sacramento Police Department.
- Note:** *The Sheriff has indicated he supports the efforts of the county and city to jointly implement a 3-1-1 system.*

#### **4. Corrections**

Jail Operations, Inmate Welfare & Mental Health

#### **Findings: Corrections**

- Concerns were identified regarding insufficient staffing levels, supervision and security in jail facilities. **Note:** *In September of 2005 several steps were taken to rectify this problem. These steps included:*

- *The Sheriff authorizing an expenditure of \$2 million dollars from the Inmate Welfare Fund to restore the Roger Bauman Facility (RBF), and*
- *The Board of Supervisors authorized an additional 18 deputy sheriff positions to staff RBF*
- *Use of security cameras in the Honor Facility is being explored*
- Insufficient number of security beds and safety cells
- Public and staff have identified concerns about suicides and safety of inmates in jails

#### **Recommendations: Corrections**

- Create a team immediately to develop and implement short and long term strategies to address jail staffing, security, and facility needs
- Expand the Inmate Welfare Commission to include representation from outside the Jail

#### **5. Airport Operations**

#### **Findings: Airport**

- The SCSD and DOA operate in different organizational cultures with different goals in mind and this contributes to conflict
- There is a lack of agreement between SCSD and DOA concerning appropriate staffing levels and deployment plans

#### **Recommendations: Airport**

- Key leaders from SCSD and DOA should reach agreement on goals and what performance measures should be used
- Each organization should have input in those areas where they are impacted by the other's policies and procedures
- Jointly develop, fund and maintain a training program that meets the mission of both organizations
- Research possibility of using contract security to meet all or some of airport needs

#### **6. Issues Not Included in Above Themes**

#### Home Retention of Vehicles

##### **Findings**

- A high percentage of agency vehicles (47%) are take home vehicles
- The full costs associated with this employee benefit are not known

- Documentation is lacking to monitor employee or organizational conformance with policy

### **Recommendations**

- Review and clarify policies; institute monitoring process to track conformance with policies
- Evaluate the benefits of take home vehicles versus known and hidden costs incurred
- Employees with take home vehicles should be required to maintain and insure own vehicle for personal use

**Note:** *Plans are underway to review the policy for home retention of vehicles and amend this to align the Sheriff's Department policy with the policy governing other County departments.*

### Benefits Management

#### **Findings**

- SCSD paid out over \$600,000 in vacation payout in 2005
- SCSD paid out approximately \$4.4M for Holiday in Lieu pay in 2005 (up 2% from 2004)

#### **Recommendation**

- Set targets and strengthen management practices so as to reduce payouts, where possible

## IV. Comparable Jurisdictions

### Data Points

There are several jurisdictions across the state that the consultants recommend be used by the County for the purpose of benchmarking. These jurisdictions and some of the data points (which include staffing figures, performance measures, policy considerations and miscellaneous information) are identified and discussed in Section IV of the report.

It is important to keep in mind that many of the data points included are rather traditional measures and they are not necessarily the best (or even good) measures of what is desired by and for the residents of Sacramento County. Nonetheless, they offer a beginning point for discussions and an opportunity to identify where some efficiencies might be achieved. We do urge everyone to engage in serious "critical thinking" when trying to use this information. On the surface, the data cited may appear to be factual and consistently defined by and among law enforcement agencies. However, that is

often not the case and this can distort the picture and lead to extremely flawed conclusions. The concept of “comparing apples to oranges” should be kept in mind here. By way of some examples, pay heed to the fact that 9-1-1 calls, calls for service and response times are not defined or measured consistently among law enforcement agencies.

The discussion provided under this section attempts to shed some light on this and offer insights that can be of help in determining what measures can or should be used in Sacramento County.

#### Best Practice Topics Researched

Best and/or promising practices from other jurisdictions can be a good starting point and an excellent source of ideas for improving the efficiency and effectiveness of an organization. This is especially true when it can be determined that the other jurisdictions examined subscribe to a similar organizational philosophy and view of service delivery in the areas of concern. The consultants identified various programs and approaches in several service areas that merit consideration by the County and the Sheriff’s Department. These are briefly described, along with contact information, in an appendix to the full report.

Recruitment

Retention

Training

Civilianization

Risk Management

Performance Management

Management Accountability

Strategic Planning

Jail Operations

Inmate Mental Health

Inmate Welfare

Information Technology and Information Resource Management

Call Reduction

False Alarm Reduction

Crime Analysis

Crime Prevention

Crime Suppression

Patrol Deployment

Off-Duty Employment

Airport Security