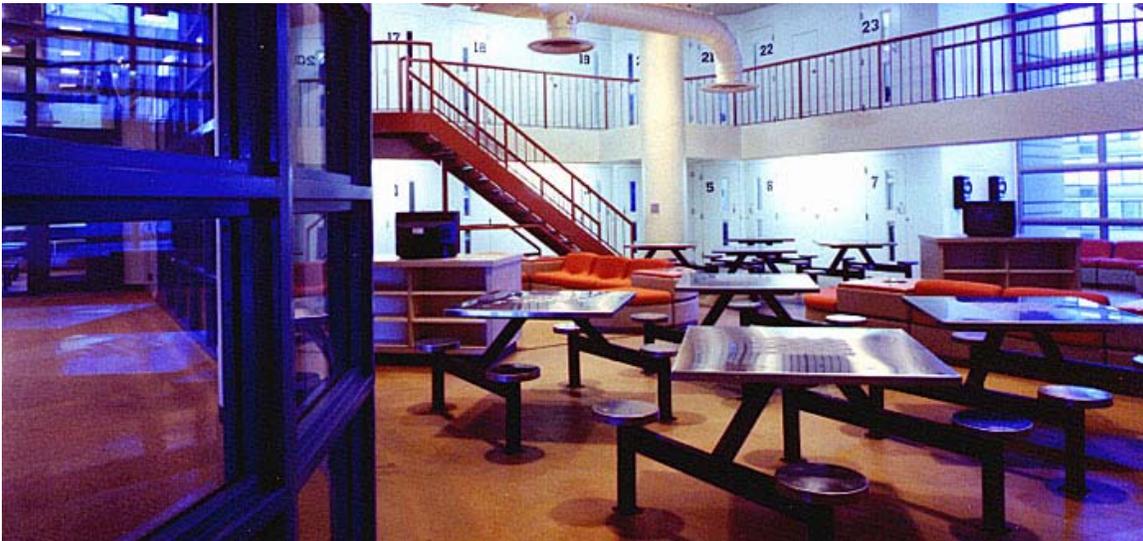




OFFICE OF  
INSPECTOR GENERAL  
SACRAMENTO COUNTY

# Sacramento County Sheriff's Department Jail Staffing Study



Sheriff's Main Jail New Housing Pod (1989)

June 22, 2010

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Inspector General

## Prologue

*In April 2010, faced with a deepening economic downturn, interim Sacramento County Executive Steve Szalay, on behalf of the Board of Supervisors and in consultation with Sheriff John McGinness, asked that the Office of Inspector General critically examine the viability of alternative jail staffing models to align with optimal use of limited resources. This study contemplates jail staffing requirements in conjunction with the Department's overarching public safety mission.*

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## Executive Summary

In order to compare and contrast their experience with that of Sacramento County, **Part I** of this study benchmarks salary and benefits, duties, supervision, and other relevant background such as recruitment, retention, and transition history between and among representative agencies. Simply stated, there is no single-best jail staffing model that strikes a universal, optimal balance between and among the job classes examined by this study. If cost were not a factor, fully sworn jail deputies would probably be the classification of choice for most counties, based on the greater breadth of utility that comes with this classification.

Any change-over to custody officers will entail a long-term process, and anticipated savings are subject to being eaten away over time. Thus, the threshold inquiry must be the motivation and projected commitment underlying any change. When times are fraught with economic uncertainty, this first step becomes all the more critical.

Anecdotal experience suggests key considerations in transitioning to custody officers; these include: limiting the number of classifications doing the same or similar work, clear delineation of duties in order to mitigate inherent labor tension, choosing a classification that affords a practical range of utility, emphasizing training, supervision and high standards, and evaluating circumstances unique to a particular jurisdiction and community.

In Sacramento County, one of the single-most important parts of this equation is the Department's rather unique history of utilizing part-time deputies to staff corrections. Prior to recent budget cuts, a pool of over 400 on-call deputies and retired annuitants were heavily relied upon as a supplemental, part-time resource to staff jail and security operations. The obvious reason for this practice is that it reduces overall labor costs. Both on-call deputies and annuitants are compensated at an hourly wage set at top-step deputy plus incentive. They receive a uniform allowance and accrue vacation, but no other benefits are paid. Whether, and to what extent, this resource may hold part of a remedial strategy as a bridge to the future merits serious consideration.

**Part II** of this study captures input from those who perform, supervise, and administer correctional services in Sacramento County and on how things are viewed from Labor's perspective. These are the individuals who will be left to

implement and live with any changes made in jail staffing. Thus, they are clearly stakeholders in this endeavor in terms of their concerns and constructive input. With this in mind, representative groups were interviewed and provided their perspective, detailed in part II.

The overarching theme from these stakeholder interviews was that thoughtful planning and timing are critical when it comes to evaluating a custody-officer classification for jail staffing. Given the existing collateral issues associated with budget cuts, the consensus is that moving ahead forthwith will cripple the endeavor from the outset. Alternatively, there is a willingness to look at creatively using existing resources to address the acute staffing shortages in corrections and to revisiting the custody officer classification at a more opportune juncture.

Finally, **Part III** of this study addresses findings and conclusions relative to the future of jail staffing in Sacramento County. There are as many different jail staffing models throughout the State of California as there are counties that run them. Simply stated, there is no single-best approach that strikes a universal, optimal balance between cost and utility. Quality control standards, protracted time frames associated with transitioning to a custody officer classification, questionable cost savings, and circumstances unique to a particular jurisdiction are all important parts of the mix when it comes to jail staffing.

In Sacramento County, the rather unique history of using part-time, on-call deputies and annuitants to staff jail operations is an important factor. The impact of demotions and transfers from the recent round of lay-offs has essentially created a static corrections class of Sheriff's Department employees. The recommendations in part III contemplate this background within the context of fiscal constraints and uncertainties confronting the County. The good news is that there is a way forward that both mitigates the immediate staffing crunch and balances resources as the months and years unfold. It will require a measure of courage and balancing of interests from all concerned.

## Introduction

Effective jail operations necessitate maintaining a stable, competent workforce; no small challenge inside the extensive jail system operated by the Sacramento County Sheriff's Department (SSD). Fluid fiscal constraints, negotiated labor provisions, and questions concerning optimal use of limited resources are all factors in the mix.

### Overview

Several years ago, a handful of counties throughout California initiated a move to staff their jails using custody-officers in lieu of more costly fully sworn deputy sheriffs. The whole point was to stretch limited revenues. Enabling legislation grew around this movement, until today, most counties throughout California

have adopted some combination of public officers, limited peace officers, or custody assistants to augment jail deputies.

Three counties in California (Santa Clara, Napa, and Madera) ultimately transitioned to a model wherein jail operations are under the purview of a distinct department of corrections, as opposed to the sheriff. In 1993, the State Sheriff's Association sponsored Senate Bill 911 that was codified in California Government Code section 26605. It provides that after July 1, 1993, "the sheriff shall be the sole and exclusive authority to keep the county jail and the prisoners in it." Section 26605.1 was also signed into law; it provides that: "Notwithstanding any other provision of law, no deputy sheriff shall be required to become a custodial or other officer involuntarily."

Nine counties in California rely predominantly on fully sworn deputies for performing day-to-day jail operations *requiring contact supervision* of inmates; Los Angeles, San Bernardino, Ventura, Marin, Alameda, Contra Costa, Monterey, San Francisco, and Sacramento. In large measure, this appears to be driven by the flexibility to deploy sworn deputies to meet evolving public safety needs, particularly in view of an uncertain economic future. To put things in perspective, combined jail staffing in these nine counties is significantly greater than for all remaining counties combined statewide.

It is noteworthy, that although the San Francisco Sheriff's Department has no field patrol operation, they retain fully sworn jail deputies simply to avoid detrimental reliance on outside agencies in performing any necessary law enforcement functions. This illustrates the preparedness mindset behind why these organizations are reluctant to reduce their compliment of fully sworn deputies. At the same time, most of these agencies have developed a variety of classifications to handle assignments that do not require either making arrests or contact supervision of inmates; these non-sworn classifications staff public counters, operate control rooms, and perform a variety of similar security functions.

The trend in California is clearly toward integrating custody officers with jail operations to supplement, or in some cases nearly supplant, the role of fully sworn deputies. Nonetheless, no two agencies are exactly alike with respect to their needs and the public safety challenges that lie ahead.

### ***California's Statutory Framework***

In California, certain Penal Code (PC) provisions, as well as minimum training regulations promulgated by the Commission on Peace Officer Standards and Training (POST) and the Corrections Standards Authority, set the requirements for personnel working with inmates in local jails.

**PC Section 830.1** grants ***full peace officer authority*** to any sheriff, undersheriff, or deputy sheriff, employed by a county in that capacity;

Sacramento County jail deputies fall within this classification. They have completed POST academy training (6 months) in addition to a supplemental course for officers assigned to corrections entitled, Standards in Training for Corrections (STC). They must also complete 24 hours of annual training selected at the discretion of the employing agency. The Corrections Standards Authority in Title 15 of the California Code of Regulations specifies the STC training required and curriculum is developed jointly by the state Sheriffs and their Jail Managers Association for all sworn and non-sworn custodial classifications.

**PC Section 830.1(c)** defines a *limited peace officer* employed by certain counties (Sacramento County is *not* among the counties listed) to perform custodial duties. Their authority extends to any place in the state *only* while engaged in the performance of their custodial assignment. This classification has full powers of arrest while on duty and may be armed if required by a specific assignment such as inmate transportation. Employees serving under this authority must complete the correctional officer core course of 176 hours, and upon completion of PC 832 arrest search and seizure training, may be deployed outside the correctional setting in a local emergency. (Most agencies exceed these minimum training requirements). They must also complete 24 hours of STC training annually.

**PC section 831** defines a custodial officer as a *public officer*. This classification performs certain tasks related to the operation of a local detention facility, but is restricted from performing full peace officer duties relative to arrests, searches, and classification of prisoners. Custodial officers may not carry a firearm, but may use reasonable force in establishing and maintaining custody of persons delivered into custody by a law enforcement officer.

Custodial officers have limited powers of arrest *only* in the performance of their official duty. They do not have the authority to make an arrest based upon reasonable cause to believe that a felony has occurred in the officers presence, arrest for a felony offense not occurring in the officers presence, or arrest on reasonable cause whether or not a felony has been committed.

Mandated training for this classification includes PC section 832 rules of arrest search and seizure, and a 176-hour course for officers assigned to corrections prescribed by the Corrections Standards Authority pursuant to PC section 6035. Custodial officers must complete 24 hours of STC training annually. Provision is *not* made for deployment of public officers outside the custodial setting during a local emergency. Importantly, any time 20 or more custodial officers are on duty, there shall be at least one fully sworn peace officer on duty at the same time to supervise the performance of the custodial officers. (It is noteworthy, that Correctional Officers employed by the Santa Clara County Corrections Department serve under this authority, and by agreement with the Sheriff, two

fully sworn sheriff's sergeants are assigned to each shift to meet the requisite supervision).

**PC section 831.5** essentially mirrors PC 831, and in addition, provides that enumerated counties, (Sacramento County is not included in the list), may by ordinance, authorize **public officers** to arrest persons for violations of a statute or ordinance. This statute also provides that under the direction of the sheriff or chief of police, public officers may possess firearms when transporting prisoners, guarding hospitalized prisoners, suppressing jail riots, lynching, escapes or rescues. A significant portion of this authority was written to enumerate specific duties of "correctional officers" in Santa Clara County, where custodial operations are outside the direct purview of the sheriff.

### ***Sacramento County Sheriff's Department (SSD)***

In 2008, the Sacramento County Board of Supervisors requested that an audit of the sheriff's jail system be performed by the Sacramento County Office of Inspector General; (see *special reports and audits* at [www.inspectorgeneral.saccounty.net](http://www.inspectorgeneral.saccounty.net)). The purpose of this audit was to independently evaluate core facets of jail operations, focusing primarily on causal factors and remedial strategies linked to inmate overpopulation.

Published in September 2009, certain key findings from this audit are intertwined with the question of optimum jail staffing. Together, these findings frame the context underlying the present study:

- Line-level staffing throughout SSD correctional services is precipitously low.
- Inmate overpopulation within the SSD jail system is acute.
- A looming large-scale release of state prisoners and changes in parolee supervision threaten to exacerbate jail overpopulation.
- Sacramento County is one of nine remaining counties in California that rely predominantly on fully sworn peace officers (deputy sheriffs) in performing duties requiring contact supervision of jail inmates.
- Expanding the use of Home Detention, Work Project, and the Sheriff's Parole Program, as alternatives to in-custody jail time, is a strategy whose time has come for SSD Correctional Services.
- As services on the outside dry up for want of funding, a steady influx of inmates with a host of chronically neglected medical and mental health issues stand to overwhelm local jails seeking to remediate these often acute individual health conditions.

- Sacramento County receives substantial annual revenue from contracts to house state and federal prisoners. Measuring the real-time cost of servicing these agreements (litigation, injuries to inmates and staff, workers compensation, disability retirements, inmate disruptions, medical/mental health services, etc.) against the revenue gained has never been done.
- Evaluating which employee classifications strike the most effective and cost efficient approach to jail staffing is something all counties throughout the State, including Sacramento County, must weigh according to their needs and individual circumstances.

Importantly, over a third of SSD's budget is dedicated to corrections, with the lion's share earmarked for negotiated salary and benefits packages. Thus, the potential for cost savings must be acknowledged as one reason for considering a less costly classification of employee to staff jail operations. One of the key findings however from this study, is that experts in the field warn against pay disparity between classifications doing essentially the same job.

Aside from this, it is at least conceivable that corrections will become the predominate mission for SSD, as local government expands its reach by way of incorporation, and options for providing law enforcement services are considered. While the Sheriff's Department would clearly be a contender in this process, the ultimate outcome is far from certain.

Only time will tell what the future holds. In any event, evaluating jail staffing options and charting a well-thought-out course should contemplate the entirety of local public safety priorities and challenges that lie ahead. In Sacramento County, one of the single-most important parts of this equation is the Department's rather unique history of utilizing part-time deputies to staff its correctional facilities.

The genesis of this staffing model is instructive. In 1979, the SSD Chief Deputy for Special Services and Training Captain appeared before the California Peace Officer Standards and Training Commission (POST) and received for SSD the first "*Extended Format Certification*" in the state to train officers under section 830 of the California Penal Code (PC). These academy classes, held in the evenings and on weekends, made certified training available to the Department's reserve officers, and upon graduation from either the "*Intensified Academy*" or the extended format academy these officers could work as full-time or on-call deputies. The only additional requirement for them to work in corrections was completion of the STC supplementary jail operations training.

Aside from ad-hoc, limited-term needs, on-call deputies were first used in early 1980 to operate the sheriff's work-project program. Thereafter, this supplemental workforce evolved from a short-term, back-fill resource to a stable pool of

employees used routinely in lieu of filling full-time deputy positions with permanent hires. The obvious reason for this practice was that it reduced personnel costs.

In 1990, the Sacramento County Deputy Sheriffs Association (DSA) sued the County alleging that the Sheriff's Department was using this part-time pool of employees as "permanent part-time deputies" in violation of negotiated labor requirements. The primary focus at that time was patrol and detectives. Ultimately, the matter was resolved in a manner which allowed use of "on-call deputies" within prescribed parameters relative to salary, benefits, and a cap on annual hours worked; (1560 hours). SSD annuitants were capped at 960 hours annually.

Prior to recent budget cuts, over 400 on-call deputies and retired annuitants were heavily relied upon as a supplemental, part-time resource to staff jail and security operations. The prior sheriff's administration extended the annuitant class to include retirees from agencies other than SSD, who worked up to 1560 hours annually. Both on-call deputies and annuitants are compensated at an hourly wage set at top-step deputy plus incentive pay. They receive a uniform allowance and accrue vacation, but other benefits such as retirement, medical insurance, and sick leave are not covered.

Mandatory layoff procedures triggered by cuts in the Sheriff's FY 2009/10 budget have largely curtailed the current use of this part-time and presumably still available workforce. However, by agreement between the Sacramento County Deputy Sheriff's Association and the County, deputies laid-off during budget cuts currently comprise an ad-hoc, intermittent resource pool. Scheduling sergeants at the jail facilities first try to exhaust the intermittent list, then the on-call register, and finally, turn to overtime. This is a cumbersome and inefficient process at best.

Sacramento County's two jail facilities, the Main Jail and the RCCC, are understaffed by any measure. Two prior studies came to this conclusion, and even a cursory comparison with the benchmark agencies used for this study reaches the same outcome. Needless to say, the safety implications and unfavorable working conditions from chronic, exorbitant use of overtime are indeed serious.

Expenditures to compensate for this staffing deficiency are acute. During FY 2009/10 the total amount paid in salary to on-call deputies and annuitants was \$2,764,241. For the first half of 2010, (Jan-June), the amount paid in overtime and extra help for the Main Jail and RCCC combined came to \$1,892,248.

## Part I Benchmark Agencies

In order to compare and contrast their jail staffing models with Sacramento County's version, benchmark agencies with parallel issues and concerns are illustrated relative to classification of employees, salary and benefits, duties, supervision, and other collateral factors such as recruitment, retention, and transition history.

Importantly, the collective bargaining process has over time narrowed the salary and benefits gap between deputies and their custodial counterparts, aided in no small part by the "equal pay for equal work" rationale. One of the remaining salary distinctions is attributable to POST certificate pay for fully sworn deputies versus their custodial counterparts; certificate pay is compensation over and above base salary paid to deputies who have achieved specified levels of training and education. It is clear from this study that hoped-for savings in this regard, are alone, tenuous justification for moving to a custody officer classification in lieu of fully sworn deputies for jail staffing. Rather, collateral implications such as risk management, uniformity in standards and training, continuity of duties, consistent supervision, and evolving service demands, in conjunction with cost savings, were together, cited as the collective rationale in favor of the custodial officer classification.

The emergency preparedness rationale advanced by agencies that continue to predominately rely on fully sworn deputies in their jail operations is illuminated somewhat by this study. All of the benchmark agencies have at one time or another deployed sworn jail deputies outside the facility to deal with unfolding local emergencies. However, no anecdotal experience was cited to test the practical limitations of draining jail resources to staff a protracted emergency scenario. Common sense suggests that implementing this strategy would be self-limiting based on finite resources to equip and deploy the additional staff, and on the necessity to fill behind the temporarily vacated positions to sustain ongoing jail operations.

Nonetheless, deployment of sworn jail officers during emergencies of limited duration or for special operations is certainly a practical consideration. As noted, limited peace officers performing custodial duties pursuant to Penal Code Section 830.1(c) may indeed be deployed outside a correctional facility during a declared emergency. Preparatory training and readiness for such deployment, of either fully sworn deputies or limited peace officers, is a factor that must be weighed in the cost-benefit analysis.

**Sacramento Sheriff's Department**

Facilities	Avg Daily Pop		Annual Bookings	Inmate Classifications (%)			Avg Daily Cost per Inmate
	Male	Female		Maximum	Medium	Minimum	
Main Jail, Correctional Center and Work Release	3,984	521	63,986	59	26	15	\$88

Employee Classification	#	% Jail Staff with Direct Inmate Contact	Duties	Pay Range (hour)	Ret. Benefit	Labor Group	Supervision
830.1 PC Deputies	444	85	Security/custodial functions within detention and court facilities.	\$27.92 - 33.95	3% at age 50,	DSA	Sworn chain of command
Security Officers	17	3	Visitor control and facility security	\$22.78 - 27.70	2% at age 55	DSA	Sworn chain of command
Sheriff's Records Officers-Line Level	65	12	In-processing and program screening of inmates and facility security.	\$22.40 - 27.24	2% at age 55	DSA	Non-sworn chain of command

- The Main Jail is the primary custodial facility for pretrial inmates, fresh arrests from regional law enforcement agencies, and prisoners in transit to other jurisdictions. A portion of the first floor at the Main Jail is dedicated to four courtrooms inside the Lorenzo E. Patino Hall of Justice, where an average of 6,800 cases per month are calendared, mostly for defendants who are in custody at the Main Jail; (overflow cases are handled at the main courthouse).
- The Rio Cosumnes Correctional Center (RCCC) is the primary custodial facility for inmates sentenced by the Sacramento County courts. RCCC also houses inmates in transit to state prison or other jurisdictions and is the principal reception point for parole violators pending revocation hearings in the Sacramento region. Over 400 prisoners under contract with state and federal authorities as well as overflow pretrial inmates from the Main Jail are housed at RCCC.
- The Work Release Division employs alternatives to traditional incarceration to reduce both jail population pressures and the enormous cost of incarceration. In the past, an average of 1500 inmates participated in the program during any given week along with 300 inmates on home-detention electronic monitoring. These numbers are dropping significantly along with the number of deputies deployed to supervise inmates serving in these programs.
- SSD staffs its jails under a 3/12 – 4/12 schedule, with 84 hours of straight time paid bi-weekly. Each shift team is provided an additional half-hour of overtime pay to cover administrative duties at start-of-watch, and all personnel are briefed once per month. There is an exchange of information at shift change between officers and they review messages, shift logs, and a web-folder (Main Jail) for important information. Shift Sergeants liaison with

officers during their 12-hour shift to pass along important information and matters of interest to the facility. (The Main Jail recently suspended the half-hour overtime pay as a cost-cutting measure).

- Prior to recent budget cuts, over 400 on-call deputies and retired annuitants were heavily relied upon as a supplemental, part-time resource to staff jail and security operations. Mandatory layoff procedures triggered by cuts in the Sheriff's FY 2009/10 budget have preempted the continuing use of this part-time workforce, except under an agreement between the County and the Deputy Sheriff's Association designed to facilitate rehire of laid-off deputies.
- Significant jail staffing deficiencies were noted in an independent audit commissioned by the County Board of Supervisors in 2006; *Final report on Sheriff's jail operations June 20, 2006 by Joseph Brann and Associates.* A subsequent internal study completed that year by the SSD Management Analysis and Planning Bureau (MAP) reemphasized these staffing deficiencies and established as staffing model specifically for the Main Jail and RCCC.
- Both the audit and the later study identify the high cost of overtime and extra help used at SSD jail facilities to maintain what is characterized as "bare bones" staffing.
- SSD Sheriff's Records Officers (SRO) have for many years performed a wide variety of specialized and/or technical support duties unique to law enforcement. Assignments and duties vary greatly and may require specialized knowledge, experience, and training. Incumbents are non-sworn civilian personnel and do not exercise peace officer authority. They may however be assigned to functional areas which require working in direct contact with inmates, but do not have direct responsibility for the custody of inmates, protecting life and property, and apprehending law violators. This class is distinguished from the next higher class of SRO II in that the latter is the supervisory class.
- Sheriff's Security Officers perform a variety of security guard functions such as building security, traffic and parking control, and controlling and monitoring access of personnel at various locations. Incumbents are non-sworn, armed and uniformed civilian personnel. They are not authorized to exercise peace officer powers, and can make arrests only in their capacity as a private citizen. Security Officers may not receive prisoners, issue citations or conduct any investigations except those that are incidental to the theft, loss, misappropriation, or concealment of any property which they have been assigned to protect, guard, or watch.
- Recruits with little or no experience attend the SSD training academy, (presently suspended due to the economic downturn), with the hope of

making law enforcement a career. Some of the recruits are paid by SSD as trainees and others are affiliated with an outside agency, while still others pay their own way. In any event, entry-level training costs borne by the SSD are largely mitigated due to an underwriting agreement with the local community college district. The SSD academy commander anticipates that a similar academy for custodial officers would attract a number of applicants in the present economy. Many see this is an optimal situation in terms of cost effectiveness.

**Alameda Sheriff's Office**

Facilities	Avg Daily Pop		Annual Bookings	Inmate Classifications (%)			Avg Daily Cost per Inmate
	Male	Female		Maximum	Medium	Minimum	
Main Jail and Two Outlying Jail Facilities	3,817	317	69,493	44	23	33	\$106

Employee Classification	#	% Jail Staff with Direct Inmate Contact	Duties	Pay Range (hour)	Ret. Benefit	Labor Group	Supervision
830.1 PC Deputies	467	69	Security/custodial functions within detention and court facilities.	\$31.68 – 44.79	Tier I: 3% at age 50 (hired before April 2010)  Tier II: 2% at age 50 or 3% at age 55 (new hires after April 2010)	DSA	Sworn chain of command
Sheriff's Technician	211	31	Non-sworn, unarmed staff may have limited contact with inmates but are not required to be responsible for the primary security and custody of inmates.	\$21.89 – 26.12	Miscellaneous Retirement	SEIU	Sworn chain of command

- Alameda County relies on sworn deputies to perform jail duties requiring “primary security and custody of inmates.” They employ “Sheriff’s Technicians” to handle the myriad of security and administrative functions associated with running a correctional facility. Technicians are unarmed, non-sworn employees who work rotating shifts, weekends and holidays. They are distinguished from deputies who have peace officer responsibilities; this represents their only career ladder. Officials do not contemplate deviating from this jail staffing.
- General supervision and work assignments for Sheriff’s Technicians are received from the office in charge of their respective activity, with day-to-day supervision provided by sergeants assigned within the same unit. Under their

negotiated agreement, Technicians receive a compensated meal break and hourly breaks as well, which is something of an awkward distinction between the bargaining units and other staff not similarly situated. Sheriff's Technicians may have only limited contact with inmates coincidental to their primary duties. These duties include:

- Operates control systems, such as housing control systems.
  - Interviews new prisoners; enters personal data and arrest information on booking forms, and enters in AJIS/CORPUS Computer System; fingerprints and photographs prisoners; computes sentences and release dates.
  - Accepts and record funds or bonds received in payment of bails and fines.
  - Receives and accounts for money and personal effects from prisoners; stores property and release prisoners in accordance with established procedures; takes inventory and conducts periodic purges of unclaimed property.
  - Stores, exchanges, and issues to inmates prison clothing and linens.
  - May supervise inmates assigned to assist in routine clerical and storekeeping tasks.
  - Delivers food trays to inmate housing areas and returns used trays to kitchen.
  - Answers inmate request forms.
  - Pulls file jackets for inmates listed on court calendars.
  - Arranges with statewide transport services for pick-up and delivery of inmates to and from other locations within California.
  - Maintains control of cite books, suspense files and holds from other jurisdictions; utilizes microfiche records as necessary.
  - May conduct tours of facilities.
- Alameda County also employs a Civilian Administrative Support classification to perform administrative support functions in the jail system. These individuals perform secretarial duties, sort inmate mail, track billings for contract inmates, and work in the jail lobby, but may not have inmate contact.
  - The county does use a few sworn retired annuitants, but this is closely monitored by the Deputy Sheriff's Association. Twenty annuitants presently work the courts and two others work in corrections pursuing possible grants.
  - The county has the ability to place all correctional staff on 7-days a week for 12-hour shifts to facilitate deployment of additional staff in case of any emergency. This resource has been used in response to earthquakes, the Oakland Hills fire, and several protests. They train jail deputies annually on what they are required to do if assigned to field duties during a call-out.

- Officers are POST trained in the Alameda County Sheriff's Training Academy and are not assigned to patrol training until they are rotated from corrections to field duties. Officials state that assignment to patrol is the goal of most young deputies, but that their tour of duty in the jail system is extensive; it was up to five years, but when the 3% at 50 retirement benefit became effective the wait time was cut in half. Under current economic conditions the wait time for transfer to patrol is beginning to go back up.
  - Jail deputies work 12-hour shifts and are briefed for 15 minutes at the start of each shift. This is done by what they call "staggered shifts". For example: 5:00 a.m., first half of shift reports, gets briefed and relieves half of the working shift. This is repeated at 7:00 a.m. when the second half of the working shift is briefed and then reports to their assigned work stations.
  - The Sheriff's Technicians would like to work 12-hour shifts along with the deputies, but they cannot gain agreement under the operative M.O.U. that all employees represented by the Service Employees International Union (SEIU) be given a 15-minute break every hour and a 30-minute lunch break every shift; deputies are allowed two 15-minute breaks and a 30-minute lunch break on each 12-hour shift.
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**Orange County Sheriff's Department**

Facilities	Avg Daily Pop		Annual Bookings	Inmate Classifications (%)			Avg Daily Cost per Inmate
	Male	Female		Maximum	Medium	Minimum	
Main Jail and Five Outlying Facilities	4,100	585	58,145	9	18	73	\$131

Employee Classification	#	% Jail Staff with Direct Inmate Contact	Duties	Pay Range (hour)	Ret. Benefit	Labor Group	Supervision
830.1 PC Deputies	759	74	Security and custodial functions within detention and court facilities.	Deputy I : \$29.36 – 39.90  Deputy II : \$30.18 – 42.16	3% at age 50 3% at age 55	DSA	Sworn chain of command
Sheriff's Special Officers (being phased out of corrections).	93	9	Work fixed positions and assist deputies with daily tasks. They do not have any inmate contact.	SSO I : \$18.92 – 21.56  SSO II : \$22.70 – 30.60	2.7% at age 55 1.62% at age 65	OCEA	Sworn chain of command
Sheriff's Correctional Services Assistants-PC 830.33	22	2	Maintain the housing modules activity log, call inmates out of cells via intercom and operate guard station telephone system. They have no inmate contact.	\$20.47 - 27.41	2.7% at age 55 1.62% at age 65	OCEA	Sworn chain of command
Correctional Services Technicians	152	15	Assist deputies in processing inmate booking records, releasing inmates, and supervising in-house work crews.	CST : \$16.91 – 22.70  Sr CST : \$18.92 – 25.34	2.7% at age 55 1.62% at age 65	OCEA	Sworn chain of command

- Deputies and support staff assigned to corrections work 12.5-hour shifts and are allowed a one hour meal break. They work 80.5 hours a pay period and are paid .5% overtime each pay period. This allows for a 15-minute “briefing” which entails an exchange of information between and among staff at their assigned posts at the start of each shift.
- Deputy positions in corrections are either level I or II; the latter is being phased out in the jails. Deputies are promoted to level II upon transfer to patrol and upon completion of patrol training they remain in field assignments. If they do not successfully complete patrol training, they are returned to Deputy I level and transferred back to corrections. All deputies complete the full POST academy and STC training before their assignment to corrections.
- Sheriff's Special Officers (SSO) are appointed under PC section 830.33. They provide security for the airport and county buildings. In corrections, they work fixed positions and assist deputies with day-to-day tasks. They work the same shift as the deputies but do not have any inmate contact. At one time, Sheriff's Special Officers were used to help process inmates and had inmate

contact while fingerprinting. When the issue of equal work for equal pay presented itself, the SSO's were removed from direct inmate contact. This position is being phased out of corrections.

- Correctional Services Technicians assist the deputies in processing inmate booking records, releasing inmates, and supervising the in-house inmate work crews.
  - Sheriff's Correctional Services Assistants (CSA's) are assigned to fixed positions within corrections and have limited inmate contact coincidental to their primary duties. This is a new position (Jan 2010) that resulted from an internal staffing study. They have 22 positions filled with an additional group of 28 individuals currently in a nine-week training class and hope to start another class this summer. This classification maintains the housing modules activity log, calls inmates out of their cells via intercom, and answers the guard station telephone. After two years, incumbents in this classification can apply for Special Officer II which entails a bump in pay. This process is scheduled to continue until they reach a balance of 35% Correctional Service Assistants and 65 % fully sworn deputies.
  - In terms of emergency deployment, jail deputies are used in mobile field force situations such as riots, security for natural disasters, and field booking teams. The limited peace officers, Sheriff's Special Officers (SSO), are not used for emergency situations, but do staff certain armed positions in the jail, i.e. visiting. The Correctional Services Assistants are not used for any emergency situations.
  - Officials opine that the biggest hurdle they faced was gaining acceptance from the deputies in welcoming Correctional Service Assistants. Some deputies viewed the CSA's as taking their jobs away. In fact, as the number of CSA's increases, the wait time for deputies rotating to patrol will become shorter. There was also a good deal of concern around standards and training for this new classification. CSA's are subject to the same pre-employment screening as deputies and must undergo high-stress training involving physical fitness, inspections, and demonstrated proficiency in arrest and control techniques, even though they are not allowed to have routine inmate contact.
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**Riverside Sheriff's Department**

Facilities	Avg Daily Pop		Annual Bookings	Inmate Classifications (%)			Avg Daily Cost per Inmate
	Male	Female		Maximum	Medium	Minimum	
Main Jail and Four Outlying Facilities	3,154	408	59,703	58	34	8	\$105

Employee Classification	#	% Jail Staff with Direct Inmate Contact	Duties	Pay Range (hour)	Ret. Benefit	Labor Group	Supervision
830.1 PC Deputies	329	28	Security/custodial functions within detention and court facilities.	\$26.87 - 47.36	3% at age 50,	DSA	Sworn chain of command
831.5 PC Public Officers I	771	64	Jail ops., admin and specialty duties	\$16.94 - 22.75	3% at age 50,	DSA	Correctional chain of command
Sheriff's Corrections Assistant I	98	8	Inmate screening / processing, bldg security.	\$13.98 - 19.20	Miscellaneous Retirement	LIUNA, SEIU	Non-sworn chain of command-

- Riverside County has been utilizing public officers in its jail operations for over 20 years. Their duties include floor operations, transportation, classification, property receipt and inventory, visitor control, mail distribution, gang unit, ICE unit, and administration of the Jail Information Management System. They plan to maintain a mix of deputies and custody officers that approximates their current allocation, and are studying their options in terms of becoming a designated agency under Penal Code section 831.5(g) or transitioning to the limited peace officer classification under section 830.1(c). In either instance, the rationale is to expand the scope of duties that their custody officers can perform.
- Jail staff predominately work 12-hour shifts and are briefed at the start of each shift. They are on-site for 12.5 hours and get a half-hour meal break; no overtime involved. Some specialty assignments for a 5-8 or 9-80 shift.
- Career advancement is provided within the public officer classification through the rank of Captain. Quite a few custody officers use their experience with Riverside to test for fully sworn positions, both with Riverside County and outside agencies; exact numbers were not available. The current economic picture has stopped a lot of personnel movement between agencies. Riverside is presently conducting a deputy sheriff training academy and will start a public officer academy in the near future to fill authorized positions within their jail system. They have hired lateral transfer custody officers from both Los Angeles County and San Diego County, and opine that cost of living and local are the motivating factors here.
- Training for sworn deputies is provided at the Riverside Law Enforcement Academy. Public officers are likewise trained at this facility and receive 350

hours of entry-level training. Deputies must complete the POST certified academy and the 56-hour STC course. Both classifications are subject to 24 hours of SCT annual training, and deputies must complete quarterly firearms qualification. All of this equates to a measure of cost savings insofar as training is concerned.

- In spite of these distinctions and difference in pay between sworn deputies and public officers, Riverside officials do not report problems associated with a “class distinction” in terms of public officers being viewed as “second-class” employees. They do stress the importance of being mindful of the potential for conflict here. The two classifications work in concert and are mutually supportive in their day-to-day duties. (Whether rank and file has a similar perspective should be evaluated if serious consideration is given to the public officer classification for Sacramento County.)
  - Equal pay for equal work has not been challenged since there is a distinction between training requirements and duties performed insofar as the deputy and public officer classifications are concerned. Both classifications predominately work 12-hour shifts. All shifts are briefed daily. Staff is actually at the job site 12.5 hrs per shift inclusive of an uncompensated half-hour meal break.
  - Riverside has not deployed its public officers outside the jail setting for emergency operations. Their Mobile Command Order however, does call for public officers to work in field booking areas. Sworn jail deputies would in all likelihood be the first to be deployed for this purpose, with public officers serving as a secondary resource.
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**San Bernardino Sheriff's Department**

Facilities	Avg Daily Pop		Annual Bookings	Inmate Classifications (%)			Avg Daily Cost per Inmate
	Male	Female		Maximum	Medium	Minimum	
Main Jail and Two Outlying Jail Facilities	4,820	935	72,893	54	35	11	\$77

Employee Classification	#	% Jail Staff with Direct Inmate Contact	Duties	Pay Range (hour)	Ret. Benefit	Labor Group	Supervision
830.1 PC Deputies	433	55	Security and custodial functions within detention and court facilities.	\$24.79 - 34.72	3% at age 50,	Safety Employees Bargaining Association	Sworn chain of command
Custody Specialist	255	32	Monitor and control public and inmate movement and activities within the detention facilities	\$17.62 - 22.51	Miscellaneous Retirement	SB County Public Employees Assn	Sworn chain of command
Custody Assistant	104	13	Obtains information required for processing inmates into detention	\$13.17 - 16.81	Miscellaneous Retirement	SB County Public Employees Assn	Sworn chain of command

- San Bernardino County relies on fully sworn deputies to perform jail duties requiring contact supervision of inmates. They have two non-sworn classifications, "Custody Specialist" and "Custody Assistants," to handle the myriad of security, and administrative functions associated with running a correctional facility. These two support classifications do not undergo any entry-level or ongoing correctional training other than as provided on-site by the department. They do not have any contact with pre-sentenced inmates, but do work with sentenced inmate-work crews and in other non-security assignments.
- Shift deployment for sworn deputies is 3-12 hour days on one of four shifts. They are briefed at the start of each shift. They work 84 hours per pay period and get a 30-minute meal break. Shift deployment for Custody Assistants may include 5/80 and 4/10 hour days on one of three shifts or 3 - 12 hour days on one of four shifts.
- Officials report that they have no plans to change their current staffing configuration. They have deployed jail deputies to augment staffing in response to emergency scenarios outside their jail facilities, mostly natural disasters, and fully anticipate that this will be a recurring need.
- San Bernardino County officials simply believe that adding different custody classifications would come at the expense of increased training and administrative oversight in the form of labor agreements, policy and procedure revisions, and personnel administration.

**San Diego Sheriff's Department**

Facilities	Avg Daily Pop		Annual Bookings	Inmate Classifications (%)			Avg Daily Cost per Inmate
	Male	Female		Maximum	Medium	Minimum	
Main Jail and Six Outlying Facilities	4,170	748	(Includes Re-Bookings) 146,669	14	29	57	\$137

Employee Classification	#	% Jail Staff with Direct Inmate Contact	Duties	Pay Range (hour)	Ret. Benefit	Labor Group	Supervision
830.1 PC Deputies	21	2	Security and custodial functions within detention and court facilities.	\$23.17 - 35.63	Tier I: 3% at age 50,  Tier II: 3% at age 55 (new hires)	DSA	Sworn Chain of Command
831.1 (c) PC Limited Peace Officers	852	98	See Above	\$18.55 - 30.16	See Above	DSA	Correctional Chain of Command

- San Diego first started using limited peace officers in 1988. Once they decided to fully integrate this classification within their jails and courts, it took a little over ten years to complete the conversion which was accomplished through attrition.
- When assigned in a detention facility, staff works 12.5-hour shifts at regular salary, 5 days on and 5 days off, 2 days on and 2 days off. Shifts change from days to nights every 3-4 months.
- Correctional deputy training is handled in-house over twelve weeks, and meets or exceeds requirements through the regional training course. In-service training consists of 24 hours STC (Standards Training in Corrections) annually.
- The role description for limited peace officers and fully sworn deputies serving in the jails and courts is virtually identical: "A Detentions / Courts Deputy Sheriff provides a full range of security and custodial functions within the detention and court facilities. He/she maintains security in the courtrooms and premises and preserves order among spectators and participants during court proceedings." Under contract, the courts are staffed by 50% deputies and 50% correctional deputies. Correctional deputies do receive firearms training and also make felony arrests.
- Jail deputies work 85 hours per pay period at regular salary, which allows for 30 minute briefings, training, and distribution of information prior to the start of each shift.

- The department retains a small number of 830.1 deputy positions (roughly 3%) in the jails for training deputies prior to their assignment to patrol. Deputies serve in these transitional positions for twelve months. The rationale is that this is valuable training for street enforcement purposes. The number of deputies serving in these slots roughly approximates their patrol attrition rate.
- The equal pay for equal work issue was unsuccessfully challenged by a group of detentions deputies in mid to late 1990's. At the time, the county justified the pay disparity due to the increased level of training 830.1 deputies receive as well as their diversity of assignments throughout the department.
- Roughly a third of the correctional deputies test to become fully sworn deputy sheriffs. Recruitment and retention hasn't been much a problem, perhaps due to establishment of a career path through the rank of Commander, availability of court/bailiff assignment, attractive scheduling with ample time-off, and the ability to work specialized assignments such as Jail Investigator, Gang Unit Detective, Background Investigator, Transportation Unit, etc.
- The utility to deploy 830.1 (c) deputies during declared emergencies to perform a myriad of support functions is seen as a plus. Their practice is to pair a custody deputy with a field deputy. Examples cited are search efforts following an inmate escape and incident command post operations during wildfire operations. In the examples cited, they used 12-hour shifts and deployed about 10% of the correctional deputies. Availability of equipment was a limiting factor in terms of these auxiliary assignments.
- The number of jail claims and judgments awarded against the department is extremely low in comparison to the size of San Diego's detention system. Officials believe that this is attributable to a mindset that the limited peace officer classification is a career track versus a transitional assignment. They take a "zero tolerance" approach to inmate abuse and emphasize training, leadership, and oversight commensurate with corrections being an integral aspect of their organizational mission.
- The limited peace officer classification was initially implemented as a cost saving measure. Over the years their philosophy changed to embrace the classification as a professional corrections workforce. While there is still a significant gap in pay at the deputy level, as the career path expanded to higher ranks the disparity in pay was reduced or eliminated with each rank. The sergeant classification was created in 1993, lieutenant in 2002, captain in 2004, and commander in 2008. Their intent is to close the pay disparity between the two deputy level classifications when the fiscal climate improves.
- While it can clearly be shown that the limited peace officer program in San Diego has been successful, they caution against converting to this type of

program if the decision to do so is purely related to salary savings. A consistent theme among their detentions deputies is a feeling of being viewed as a lesser class of employee. They are working to address this perception through creation of specialized assignments, a career path, and reduction of pay disparity between classifications; however, the perception still exists, as expressed by departing staff during exit interviews.

**San Joaquin County Sheriff**

Facilities	Avg Daily Pop		Annual Bookings	Inmate Classifications (%)			Avg Daily Cost per Inmate
	Male	Female		Maximum	Medium	Minimum	
Main Jail and One Outlying Facility	1,279	188	35,365	68	0	32	\$125 (Main Jail) \$101 (Honor Farm)

Employee Classification	#	% Jail Staff with Direct Inmate Contact	Duties	Pay Range (hour)	Ret. Benefit	Labor Group	Supervision
830.1 PC Deputies	18	7	Transportation for inmate moves on and off of the compound.	\$26.83 – 32.61	3% at age 50	DSA	Sworn chain of command
831 PC Public Officers	251	93	Security and custodial functions within detention and court facilities.	\$22.62 - 27.51	3% at age 50	SJCCOA	Sworn chain of command

- San Joaquin County started using custodial officers in the early 1980’s and gradually expanded the scope of their duties to encompass those currently described for their Correctional Officer classification. They will complete the career ladder for this classification this year (2010) through the rank of captain, and intend to maintain their current split between fully sworn deputies and correctional officers; 7% to 93% respectively.
- Correctional personnel are Public Officers under 831 P.C. Efforts to change to 831.5 P.C. or to 831.5(g) P.C. have met with negative results. Officials opine that this may be attributable to the Deputy Sheriff’s Association not wanting to reduce the current percentage (7%) allocation for fully sworn deputies represented by their labor group.
- Typical shift deployment for Public Officers includes 5–12-hour days with 5 days off and 2–12-hour days with 2 days off. Start-of-shift briefings have been discontinued as a budget cutting strategy, since the 15-minute period was costing them time-and-a-half pay for all shifts. The shift sergeants still meet for 15 minutes prior to each shift and are responsible for contacting staff at their work stations and advising them of critical issues and pertinent shift information. Concern has been expressed relative to the efficacy of not having a briefing at the start of each shift.

- They have used retired deputy annuitants on a limited basis in the courts and for transportation but anticipate that this practice will be curtailed with the current economic situation.
- San Joaquin County trains all jail personnel in a classroom setting; they are then assigned to a Jail Training Officer for three months of on-the-job training before they are allowed to work alone.
- Under general supervision, Correctional Officers are responsible for following clearly established procedures in receiving prisoners, maintaining discipline and preventing escapes. Their work is initially performed under close supervision, but as experience, knowledge and skill are gained, supervision becomes more general. Correctional Officers are deputized, but only while on duty. This class differs from that of sworn deputies in that an incumbent of this class is assigned duties that are not within the scope of active law enforcement, to include:
  - Receives prisoners from law enforcement officers for detention in County jail and honor farm; obtains information from prisoners; receives and records prisoners' personal property; searches, photographs and fingerprints prisoners and assigns them to cells.
  - Supervises work and personal activities of inmates including eating, bathing, recreation, and other daily activities; supervises prisoner counseling, work rehabilitation and therapy programs; transports low security inmates.
  - Releases prisoners from jail on proper authorization; returns prisoner's clothing and other personal property; receives cash and surety bail bonds; reviews bonds for correctness and legality before releasing prisoners.
  - Collects and dispenses prisoner clothing, maintains clothing, linen, and cleaning supplies inventories.
  - Examines packages, letters, and other articles coming into the jail for the prisoners; insures that all items conform to established policy; removes contraband.
  - Administers first aid for minor injuries; arranges for medical treatment.
  - Maintains records and reports of prisoner activities and conduct; utilizes data terminals for keeping records and obtaining information.
- In terms of the equal pay for equal work issue, officials point to an internal study that compared deputies to custody officers and set 5% as the median difference between the classifications. Deputies also receive POST incentive pay which is factored into the 5% difference in salary.
- Officials emphasize the need to clearly define the custodial officer's duties and scope of authority, and to use this description in conjunction with job fairs, advertisements and other recruiting venues. They also stress the

importance of maintaining fair and equitable working conditions. While they have not tracked it as such, officials do not believe that transitioning to the custodial officer classification has made any difference in the volume of complaints, adverse actions, or litigation arising from jail operations.

## Part I Summary

Opinions vary widely around the merits, utility, and cost effectiveness of integrating custody officers to supplement or supplant jail deputies in county corrections. Projected salary savings thought to be a preeminent factor at the outset have proven to be relatively insignificant. Agencies that have incorporated custody officers over the course of many years believe that the change has largely worked to their advantage in terms of embracing professional jail standards, continuity of training and supervision, and mitigating adverse actions arising from the custodial setting. Still other agencies simply rely on a variety of non-sworn classifications to mitigate overreliance on fully-sworn jail deputies.

All of the benchmark agencies at some point formulated a plan based on the best information then available to design their jail staffing models. Essential base-line staffing, contingency planning, and a realistic, sustainable bifurcation of duties were all presumably balanced in the design and implementation process. That is the challenge that lies ahead for Sacramento County.

## Part II Stakeholder Perspective

Gaining input from those who perform, supervise, and administer jail operations in Sacramento County and on how things are viewed from labor's perspective just makes good sense. They are the ones who will be left to implement and live with any changes made in jail staffing. Thus, these individuals and their successors in interest are clearly stakeholders in this endeavor in terms of their concerns and constructive input. With this in mind, representative groups were interviewed and provided the following insights:

### Labor Perspective-Deputy Sheriff's Association

- Transitioning to a custody officer classification raises a number of issues that need to be anticipated ahead of time. Core competencies, bifurcated training, supervision, administrative oversight, and discipline in the form of punitive transfers to corrections fall into this arena.
- Jail officers must have powers of arrest and be able to perform the full range of sworn deputy sheriff duties both inside corrections and during special operations or emergencies outside a secure facility. (By definition, this would restrict the field to 830.1(c) PC limited peace officers or Deputy I & II classifications).

- A perception of change for the sake of change will be detrimental and will generate strong opposition. Examining where efficiencies can be gained through a collaborative model that prioritizes the best interest of the Department as well as the employees doing the job does make sense.
- The history of SSD using on-calls and annuitants to staff corrections is a lesson in inefficiency. For example, maintaining a pool of over 400 on-calls and annuitants comes with a substantial overhead cost in the form of administrative oversight, training, uniform allowance, and pay-outs for vacation accrual over maximum.
- The current ad-hoc approach to scheduling intermittent staff (laid-off deputies), and on-calls to meet minimum staffing requirements in corrections is cumbersome. Scheduling sergeants rely on intermittent laid-off deputies, on-calls, and overtime, in that order, to fill scheduling vacancies. This ad-hoc approach needs to be replaced by fixed assignments for part-time personnel at each facility according to an agreed-upon percentage of minimum staffing.

### ***Front Line Perspective-Managers, Supervisors, Deputies***

#### Deputies

- If given a choice, jail deputies would opt to work alongside fully sworn fellow deputies. They see an unmistakable trend in terms of violence and volatile conditions, as inmates with increasingly serious criminal history and gang affiliations wind up in the Sacramento County jail system. Thus, they are fearful of diminishing returns from cutting corners relative to qualifications, training, and core competencies, especially in light of changes in the state prison/parole system that stand to exacerbate the above described conditions.
- The absolute consensus is that understaffing is a chronic problem that begs a solution, and that line-level staff live with this dilemma during the course of every shift. Their reality is that sufficient staffing to safely and effectively do the job is rarely, if ever, reached due to vacancies for any number of reasons related to long-term absence or day-to-day scheduling voids from vacation, illness, etc. This situation has hurt morale and has made it difficult to find deputies willing to fill-in on their days off.
- The adverse impact as staffing is reduced in co-dependent areas such as Correctional Health Services is becoming increasingly apparent. The trickle-down effect is significant, as line staff try their best to fill in the gaps, which creates a corresponding weak-link in their otherwise assigned primary areas of responsibility. This coupled with unplanned emergencies such as medical transportation, assaultive behavior, etc. often stretches resources to the breaking point. If a concurrent local operation such as a coordinated “sweep” by allied agencies occurs, jail resources are simply outstripped.

- For all of the above-noted reasons, jail deputies believe that it makes little sense to staff jail operations with anything less than sworn deputies. With respect to the limited peace officer classification, (San Diego County model), they question whether the nominal cost savings and administrative burden of creating and sustaining an entirely different classification of employee are worth the effort.
- Alternatively, they point to intermittent and on-call deputies as a viable resource to augment staffing. Their concern in this regard is that the inefficiencies built into the current scheduling process need to be replaced with a system that is both equitable and predictable, characterized by fixed assignments with intermittent deputies first being offered an opportunity to opt in/out, followed by the on-call (non-annuitant) deputies. (The annuitant classification is seen as the least attractive alternative due to perceptions of suitability and commitment to perform the requisite tasks inside a custodial setting).
- The one caveat to using intermittent and on-call deputies as a stable resource for jail staffing is viability of recruitment and retention. Extending some level of medical coverage to incumbents is seen as the single-most important factor in this regard. A parallel concern is designing an equitable system that creates a reliable process for those who desire full-time employment with SSD to reach this goal.

### Sergeants

- Problems associated with chronic understaffing of both sworn and non-sworn staff are compounded when deputies are redirected from their primary assignment to deal with an emergency, which impedes other interrelated jail operations. This problem is becoming worse insofar as Correctional Health Services is concerned. The safety implications when this occurs are very real, inasmuch as disruption in the jail setting has a spin-off effect that causes tension and increases the likelihood of behavioral problems among inmates.
- It was noted at the outset that the ultimate fix for staffing in corrections will be to fund the operation according to need and figure out ways to spread the cost of doing so. There is a strongly held belief that reclassifying jail deputies makes little sense in terms of cutting costs, and that doing so will potentially create more problems than it will solve when careless or errant behavior by staff exposes the county to greater liability.
- On any given day, both the Main Jail and the RCCC figure that their shift schedule reflects roughly a 20-25% vacancy factor. The scheduling sergeants must then scramble to find part-time or overtime staff to fill these vacancies. All agree that this process is inefficient at best and leads to

unsafe conditions due to chronic understaffing and the stressful conditions this creates.

- Certain incentives were noted relative to staying in corrections such as predictable hours and work schedules that allow for ample time off. In this regard, the group felt that a career track (i.e. promotion through the ranks) for corrections should be explored.
- There is absolute consensus that jail officers must be sworn peace officers. There is a lot to lose and little to gain from reclassification to custody officers. In this regard, the Deputy I & II model, (Orange County), would be a second choice following maintenance of the current system. Full academy training with this model is seen as essential for giving deputies a greater breadth of knowledge going into the job and in terms of drawing from correctional staff for local emergencies and special operations.
- Concern was expressed relative to equitable management of the part-time workforce, now comprised of intermittent and on-call deputies. While there are ways to use this resource to the advantage of all concerned, the process needs to be both fair and predictable. A strongly-held belief is that medical insurance for this group needs to be part of the mix. This and other enticements such as optional purchase of service credit toward retirement for time spent as a part-time worker will help retain individuals serving in these positions, which will ultimately benefit both the Department and the employees.
- Bifurcation of sworn and non-sworn duties is an area that should be included as part of any realignment of jail staffing. While the group doesn't see large gains to be made here, they do believe that Records Officers can perform certain duties that presently fall mostly to the deputies.

#### Lieutenants

- Corrections should be the "core" of SSD in terms of staffing to ensure its primary mission. Title 15 section 1027 of the California Code of Regulations requires that jail operations be adequately staffed to ensure a safe and secure operation; that standard is not being met in Sacramento County. Site inspections by the Correctional Standards Authority at the Main Jail and RCCC less than 30-days ago reaffirm this problem.
- Staffing levels for the Main Jail and RCCC established by the Department's Management Analysis and Planning Unit, (MAP), set minimum staffing for each facility that should be acknowledged as the *first* step in developing a staffing model for Correctional Services.

- Staffing shortages are becoming increasingly acute due to cutbacks in other ancillary service areas; two illustrations are cuts in the number of jail psychiatric personnel and Sheriff's Records Officers. All agree that the collateral impact from these reductions will intensify in light of the demand for services heretofore provided by these classifications.
- The impact of demotions and transfers from the recent round of lay-offs has essentially created a corrections class of employees. This is significant in terms of evaluating any new and different classification of employee to staff corrections. Morale is already in the dregs; this is not a good time to start down the path to integrating a custody officer classification.
- There is room to examine bifurcation of duties between sworn and support staff. Presently, the ad hoc approach to staffing and recent lay-offs of Records Officers necessitates sworn staff performing duties that could otherwise be carried out by non-sworn personnel. All agree that the Sheriff's Records Specialist is not a good fit for corrections due to the limited nature of duties that can be performed by this classification.
- Safety in corrections is being compromised by fewer shakedowns and inspections. This is especially troubling in light of the fact that the criminal history, sophistication, and organized associates that profile the majority of today's county inmates are more reflective of the state prison population. This is yet another area where staffing shortages are beginning to weaken the overall operation. A looming concern here is pending state action to house inmates at the local level and how this stands to exacerbate an already acute situation.
- The inability to fill behind staff on long-term leave of absence is a problem that begs a solution. Any staffing model that comes from this study must contemplate some sort of offset for staff carried in this status so that minimum staffing levels (once set) reflect actual staffing.
- All agree that the staggered shifts that Alameda County uses would be beneficial to SSD since a shift briefing can then be held without the need to pay overtime. This is especially important given the need for increased communication to help offset mounting operational challenges around diminished esprit de core from recent demotions, transfers, etc.
- Jail officers must be sworn peace officers and have full powers of arrest. This is imperative for their primary duty and to the extent that emergency deployment outside the facility becomes necessary. Cost savings reflected among the benchmark agencies that retain sworn officers were shown to be nominal. Thus, there is a real question in terms of the good to be gained from going to a custody officer classification. Another concern is that SSD will

become a feeder agency for employees who leave corrections for better paying, more stable jobs with outside agencies.

- Given the length of stay in correction, a system of rotating most assignments should be considered as part of any forthcoming changes in staffing corrections. This will preempt stagnation in a particular assignment and ultimately result in greater utility within the workforce.
- The current practice of corrections being a punitive assignment following sustained misconduct needs to be expressly addressed as part of any new staffing model. All agree that sending disciplined employees to corrections creates a weak link in the chain in terms of elevating standards and fostering professional esprit de core.
- Use of intermittent and on-call deputies to meet minimum standards (once set) would seem to make sense given recent events and the Department's with this workforce. These employees should be deployed in fixed assignments as a permanent, part-time resource, at least for the foreseeable future, and incentives for this classification to help stabilize the "pool" should be contemplated.

### ***Command Staff Perspective-Division Commanders***

- No staffing plan, however effective and efficient it may be, will address the acute infrastructure issues at the aging RCCC. A Federal Consent Judgment caps the Main Jail population at 2,432 inmates. The RCCC has a state-rated capacity of 1,625 inmates, but its population routinely exceeds 2500 inmates when overflow from the Main Jail is figured in. Non-compliance with state mandates regarding minimum facilities requirements has for all intents and purposes become static at the RCCC. Remedial efforts to address this situation have gone unheeded.
- Perhaps for the first time in the history of SSD, conditions are ripe for a change in the organizational paradigm that subordinates corrections to filling other needs throughout the Department. Circumstances over the past year have created a de facto custody classification made up of officers who now anticipate an extended stay in corrections. Also, about a third of the officers are on "waiver," meaning that they have opted to work custody indefinitely.
- Because conditions have created a "custody class" of employee, it makes little sense, for the time being, to spend a lot of energy trying to make a "custody officer" classification, as demonstrated by the benchmark agencies in the study, fit the bill. As the Department figures out what the new normal is in the long-term, a sworn custody officer classification may make sense; the caveat is that such classification needs to have peace officer powers in order to be fully utilized in jail operations and during local emergencies or special operations outside the secure setting.

- The point of beginning for any staffing plan for corrections is to acknowledge and adopt the recommended staffing model outlined in the SSD Management Analysis and Planning (MAP) jail staffing study. At the request of the Board of Supervisors, these staffing thresholds were reaffirmed by an independent assessment through the consulting firm of Joseph Brann and Associates. The MAP recommended staffing model was specifically designed for SSD corrections and it remains valid today.
- Once adequate resources are made available to each facility, they need to remain unencumbered; at that point, the facility commanders can be held accountable for effectively managing their respective operations. Intermittent and on-call deputies are the logical choice to bring staffing to acceptable levels (MAP model). Fixed positions need to be filled using this labor pool; the ad hoc staffing approach currently relied upon is flatly inefficient. Annuitants can then be used as a back-up pool for day-to-day shortages of personnel.
- SSD stands to be challenged in a big way around recruitment and retention of top quality personnel to work corrections. To keep the part-time pool viable by way of preempting loss of personnel to outside agencies, any inducements for these employees to stay with the Department will pay returns. Medical coverage for this classification is probably the single-most important benefit in this regard. Policy and procedures that create venues for skill development and promotional opportunities within corrections need to part of an express retention plan.
- Marketing of programs and a streamlined process for contracting services are keys to the future success of the Sheriff's Work Release Division. There is a strongly held commitment to the mission of providing alternatives to incarceration and to stretching resources to meet this objective. When handled properly, this aspect of corrections can essentially become enterprise driven.
- Success of the Sheriff Work Project and Home Detention Program are directly related to staffing proportionate with need. The number of participants in these alternative venues is down considerably due to staffing cuts. The essential ingredient is a flexible annuitant pool to staff contracts for service.
- Oversight of inmate work crews and individuals on home detention must not drop below levels needed to ensure the integrity of these programs; this threshold has been reached.

### ***Administrative Perspective-Sheriff, Undersheriff, Correctional Services Chief Deputy***

- The irrevocable nature of a decision to transition to a custody officer classification is unsettling given the current state of the Department and a large measure of uncertainty relative to public safety resources. Simply stated, this is not a good time to explore making this change.
- When conditions permit, it may well make sense to revisit this issue. At that juncture, the central question will be the motivation behind transitioning to a custody officer classification. Although this study reflects that cost savings are essentially insignificant, there may be solid operational reasons for considering the change.
- In the meantime, as a means by which to manage the current crisis, the recommendation to use existing part-time resources makes an abundance of good sense. The Department will need to manage this resource as the 50/50 staffing model begins to pencil in.
- Irrespective of any future transition to a custody officer classification, a career ladder within corrections is something the Department should seriously explore given the findings from this study and the likely evolution of SSD Correctional Services.

## **Part III Findings and Conclusions**

### ***Findings***

There are as many different jail staffing models throughout the state of California as there are counties that run them. Simply stated, there is no single-best approach that strikes a universal, optimal balance between cost and utility. Key findings that stand to influence how Sacramento County chooses to proceed include:

- A custody officer career ladder, top-quality training, entry-level screening, and powers of arrest need to be included as part of any plan for transitioning to this classification of employee. The prevailing feedback is that together, adherence to these “quality control” standards will help to ensure the long-term efficacy of using custody officers in jail operations.
- Changing from fully sworn deputies to custody officers will entail a long-term process and anticipated savings have proven to be tenuous justification for making this move. Thus, the threshold inquiry must be the motivation and projected commitment behind any such change. When times are fraught with economic uncertainty, as they are today, this first step becomes all the more critical.

- Expectations, accountability, supervision, and sustained leadership in corrections stand out as the glue that holds things together regardless of what staffing model is in place. It is easier to achieve continuity in this regard if the workforce is stable. Conversely, endless turn-over of deputies and supervisors who are passing through corrections as one step in their career path creates some real challenges in sustaining a commitment to higher standards inside the jail system.
- Where different classifications perform essentially the same duties, there is a risk that any modicum of savings gained by converting to a custody officer classification will be eviscerated via judicial intervention under an equal work for equal pay scenario. There is also a measure of inherent tension from the perception among those serving at a lower pay grade that they are viewed and treated as “second-class employees”.
- Even today, after many years in the state-wide laboratory of local corrections, widely differing opinion exists around the merits, utility, and cost effectiveness of utilizing deputies versus custody officers. The most advanced agency in transitioning to public safety officers and keeping corrections under the purview of the Sheriff, San Diego County, has been at it for over twenty years. They are persuaded that the change has worked to their advantage, but point out that it ultimately has not been a huge money-saving venture. Santa Clara County has also been at it a long time and runs an independent department of corrections. In this regard, governing officials there, even now, are evaluating the merits of sustaining the status quo in this regard versus returning to a more “traditional” approach.
- Anecdotal experience suggests that in transitioning to custody officers, an agency should limit the number of classifications doing the same or similar work and choose a classification that affords the widest range of utility.
- Circumstances unique to a particular jurisdiction are an important part of the mix when it comes to jail staffing. In Sacramento County the SSD’s rather unique history of using part-time on-call deputies and annuitants to staff jail operations comes into play. None of the benchmark agencies surveyed come even close to approximating SSD in this regard.
- The impact of demotions and transfers from the recent round of lay-offs has essentially created a static corrections class of employees in SSD. This coupled with acute staffing shortages in corrections leading to unsafe conditions argue strongly in favor of corrective intervention in the form of immediate remedial strategies.
- Realistic baseline staffing for the Main Jail and the RCCC needs to first be adopted. The Department’s unique hybrid staffing model that incorporates part-time and annuitant employees has effectively preempted this. The SSD

Management Analysis and Planning (MAP) unit previously completed a study to determine the number of line-level deputy positions needed to run the Main Jail and RCCC. At the request of the Board of Supervisors, the staffing levels recommended in this study, (Main Jail-250 positions, RCCC-243 positions), were reaffirmed by an independent assessment through the consulting firm of Joseph Brann and Associates. The MAP recommended staffing model was specifically designed for SSD corrections and it remains valid today.

- According to POST, on-call deputies and annuitants who comply with annual continuing professional training requirements can work indefinitely without having to recertify their peace officer status. One continuous year of full-time employment however is needed to obtain a basic POST certificate; this can create a retention problem for on-calls who wish to fulfill this requirement.
- Other factors in the mix insofar as Sacramento County is concerned that stand to influence the certainty and commitment underlying a transition to custody officers include the pending election for the Office of Sheriff, further cutbacks and pertinent labor agreements, “cityhood” efforts underway in parts of the community served, and the need for immediate fiscal relief versus a long-term plan with hoped-for savings.

### **Conclusions**

The public interest is center-most to the Sheriff’s Department successfully achieving its mission. A large part of that mission is corrections. In this regard, a fluid plan with both steps in mitigation to address the immediate staffing crunch, as well as measures to balance resources as the months and years unfold, is needed. There is a way out. It will require a measure of courage and balancing of interests from all concerned.

Under agreement between and among the Board of Supervisors, Office of the Sheriff, Sacramento County Deputy Sheriff’s Association, and the County Executive’s Office, the following steps are recommended:

- Adopt in principle the MAP staffing model designed and vetted for SSD corrections. Work toward this goal under the Department’s Strategic Plan for Correctional Services.
- Beginning with FY 2010/11, adopt an agreed-upon 50/50 line-level sworn staffing goal for corrections consisting of half full-time and half part-time staff. The thrust of this proposal is to preserve expertise, put laid-off employees back to work, facilitate return of skilled resources to patrol and investigative services, and lay the ground-work for transitioning to a custody staffing model.
- As a first step, allocate permanent part-time FTE positions equal to twice the amount spent during the last half of FY 2009/10 for extra help and overtime to

staff the Main Jail and RCCC; this equates to \$3,784,496 or 37 positions inclusive of medical coverage for the part-time class. Draw from the intermittent and on-call ranks to fill these positions on a stable basis

- Stabilize the part-time pool by providing medical coverage to individuals in this class, (see above), and reaffirm their option to “by-back” service credit toward retirement if and when they are hired as full-time Sacramento County employees. The cost of having to recruit and train replacements for lost personnel will more than off-set the cost of providing these inducements.
- Invite intermittent (laid-off) deputies to opt-in to fill the aforementioned FTE positions. Follow suit with on-call deputies. Once the intermittent class is exhausted, sustain a viable on-call pool according to need and mitigate excessive overhead to control costs. Use this resource toward attrition to the 50/50 staffing target.
- As savings accrue under attrition to the 50/50 staffing plan for corrections, prioritize return of skilled staff to vital positions in Correctional Health Services, patrol and investigations. This proviso is essential to ensure that the plan has an underpinning of goodwill and continuum of support. (Last year, 35 line-level deputies retired from or left the Department). See Appendix A
- Sustain a limited annuitant pool for ad hoc staffing needs and encourage aggressive enterprise-based growth (via contracts for service) in the Sheriff’s Work Release Division via reliance on this resource pool. This will have the dual benefit of helping to alleviate jail overpopulation and facilitating blight abatement throughout the communities served.
- Assess the continuing viability of the Sheriff’s Records Specialist and whether duties currently performed by sworn personnel can alternatively be absorbed by Sheriffs Records Officers or Security Officers whose ranks may need to increase proportionately; adjust the MAP staffing model accordingly.
- Adopt the Alameda County staggered shifts model to enhance communication and reduce costs by eliminating overtime for briefings at start-of-watch.
- Determine the real-time cost of housing state and federal inmates. Take steps to charge according to actual cost or get out of the business altogether, as recommended in the September 2009 Office of Inspector General Jail Audit. (There is an obvious disparity in the reported daily cost per-inmate between SSD and most of the benchmark agencies).
- As the 50/50 staffing model becomes fully operational, revisit the timeliness and merits of transitioning to a custody officer classification. Adopt as a

working model, an agency that has a sworn classification such as San Diego County or Orange County, and look to replicate their success. “Grandfather” then-existing staff to facilitate the transition based on demonstrative need via a collaborative effort that contemplates stability and long-term success.

#### Sheriff’s Department Overall Public Safety Mission

Mitigation strategies to offset the very real threat from a reduction in public safety resources will by necessity entail a fundamental change in thinking around service alternatives. Mid-year review pursuant to an evaluation from the Sheriff that encompasses the following strategies will help to further refine a plan of action around jail staffing and the Department’s overall public safety mission.

- Benchmark resourcing decisions according to the *Sheriff’s 2008-2013 Strategic Plan*; See Appendix B. There are priorities in each *strategic initiatives* that are linked by virtue of how each impacts the others. There is a compelling need to arrange these priorities according to this synergy-based alignment in the interest of maximizing resources.
- Build interagency initiatives to mitigate and offset resource deficiencies. Reciprocity between and among allied law enforcement agencies, reflecting specific strategies to capitalize on a measure of synergy, is essential.
- Evaluate alternative job classifications and outsourcing to maximize resources where this can be done without compromising quality of service; i.e., the jail staffing study.
- Evaluate the nature, scope, and reach of enterprise-based funding to offset either partially or entirely the cost of services provided by the Sheriff’s Department.

### Summary

Desperate times call for desperate measures. Under normal circumstances, the steps recommended in this study would probably not be realistic. Simply put, there are no easy answers left. The Office of Inspector General is charged with working collaboratively to ensure effective law enforcement services to residents of Sacramento County. That is the impetus for the recommendations made herein, which are offered with due respect and consideration for those who by necessity find themselves confronted with a decision of monumental proportion.

### Appendix A

Sheriff's Department  
Deputy vs On Call Deputy

(This spreadsheet provided by Lona Deaton with exception of Column H calculation)

	For Fiscal Year 2009/10 Deputy Sheriff	For Fiscal Year 2009/10 Deputy Sheriff	For Fiscal Year 2009/10 Deputy Sheriff	For Fiscal Year 2009/10 Deputy Sheriff-On Call	For Fiscal Year 2009/10 Deputy Sheriff-On Call 1560 hours costs
<b>Demographics</b>		Tier II	Tier II		
Step	9	7	7	9	9
Basic Hourly Salary	\$40.74	\$35.41	\$33.87	\$40.74	\$40.74
Basic Hourly Overtime Rate	\$61.11	\$53.12	\$50.81	\$61.11	\$61.11
Annual Regular Labor Hours	2,088	2,088	2,088	2,088	1,560
Annual Holiday-In-Lieu Hours	104	104	104	0	0
Education Incentive	20%	15%	10%	20%	20%
Mgt Differential	0.00%	0.00%	0.00%	0.00%	0.00%
OASHI Percentage	7.65%	7.65%	7.65%	1.45%	1.45%
Retirement Percentage - Tier 1 Safety	55.36%	55.36%	55.36%	3.75%	3.75%
Worker's Compensation Percentage	7.1993%	7.1993%	7.1993%	0.0000%	0.0000%
<b>Annual Salary &amp; Benefit Costs</b>					
Regular Salary 10111000	\$70,889	\$64,296	\$64,296	\$70,889	\$52,962
Incentive 10111000	\$14,172	\$9,644	\$6,430	\$14,172	\$10,592
Premium Pay 10% Command 10111000	\$0	\$0	\$0	\$0	\$0
Mgt Differential 10114100	\$0	\$0	\$0	\$0	\$0
Uniform Allowance 10114300	950	950	950	950	950
Holiday-In-Lieu Pay 10115100	4,237	3,683	3,523	0	0
Retirement 10121000	\$49,961	\$39,839	\$38,137	\$3,190	\$2,419
Retiree Health Savings 10121300	650	650	650	0	0
OASDHI 10122000	6,904	6,043	5,785	1,233	935
Group Insurance 10123000	11,885	11,885	11,885	11,885	11,885
Worker's Compensation Insurance 10124000	6,124	5,323	5,092	0	0
Retiree Medical Offset 10135000	767	767	767	0	0
Personnel Services 60654100	370	370	370	0	0
<b>Total Annual Salaries &amp; Benefits</b>	<b>\$166,909</b>	<b>\$143,450</b>	<b>\$137,885</b>	<b>\$102,319</b>	<b>\$79,743</b>
<b>Hourly Rate - Regular Salary &amp; Benefits</b>	<b>\$79.94</b>	<b>\$68.70</b>	<b>\$66.04</b>	<b>\$49.00</b>	<b>\$38.19</b>
<b>On-call percentage of full-time deputy</b>				<b>61.30%</b>	

Sacramento County Sheriff's Department  
 Main Jail and RCCC  
 Over Time Costs

Month/YY	Period	Main Jail	RCCC	Total
		1132 Time and One Half O/T	1132 Time and One Half O/T	
Less 1/1/10 to 1/8/10 posting date	7	\$ (14,562)	\$ (27,418)	\$ (41,980)
Jan 2010	7	\$ 21,858	\$ 53,255	\$ 75,113
Feb 2010	8	\$ 33,612	\$ 20,403	\$ 54,015
Mar 2010	9	\$ 80,745	\$ 68,351	\$ 149,096
Apr 2010	10	\$ 156,558	\$ 131,190	\$ 287,748
May 2010	11	\$ 5,625	\$ 74,076	\$ 79,701
* Jun 2010-first half	12	\$ 28,060	\$ 69,224	\$ 97,284
** Est Jun 2010-second half		\$ 108,756	\$ 156,917	\$ 265,672
<b>Total</b>		<b>\$ 420,652</b>	<b>\$ 545,998</b>	<b>\$ 966,649</b>

Note:

\* This pay period included posting date 6/11/10

\*\* Estimated from 6/6/10 to 6/30/10(3 weeks & 4 work days) & 1/1/10 to 1/2/10 (2 work days)

Sacramento County Sheriff's Department  
 Main Jail and RCCC  
 Extra Help Costs  
 January 2010 to June 2010

Month	Period	Main Jail			RCCC			Total for Both Facilities		
		1121 Extra Help	1122 Extra Help in Lieu	Total	1121 Extra Help	1122 Extra Help in Lieu	Total	1121 Extra Help	1122 Extra Help in Lieu	Total
Less 1/1/10 to 1/8/10 posting date	7	\$ (18,077)	\$ (706)	\$ (18,783)	\$ (18,512)	\$ (29,444)	\$ (47,956)	\$ (36,589)	\$ (30,150)	\$ (66,739)
Jan	7	\$ 41,207	\$ 2,797	\$ 44,004	\$ 34,731	\$ 59,973	\$ 94,704	\$ 75,938	\$ 62,770	\$ 138,708
Feb	8	\$ 23,910	\$ 4,381	\$ 28,291	\$ 13,517	\$ 56,734	\$ 70,251	\$ 37,427	\$ 61,115	\$ 98,542
Mar	9	\$ 41,214	\$ 8,971	\$ 50,185	\$ 30,334	\$ 61,468	\$ 91,802	\$ 71,548	\$ 70,439	\$ 141,987
Apr	10	\$ 55,174	\$ 4,529	\$ 59,703	\$ 36,722	\$ 107,339	\$ 144,061	\$ 91,896	\$ 111,868	\$ 203,764
May 10	11	\$ 25,015	\$ 6,966	\$ 31,981	\$ 41,767	\$ 48,183	\$ 89,950	\$ 66,782	\$ 55,149	\$ 121,931
*Jun 10-first half	12	\$ 11,862	\$ 9,437	\$ 21,299	\$ 20,666	\$ 22,436	\$ 43,102	\$ 32,528	\$ 31,873	\$ 64,401
**Est Jun 10-second half		\$ 52,622	\$ 11,966	\$ 64,589	\$ 56,684	\$ 101,733	\$ 158,416	\$ 109,306	\$ 113,699	\$ 223,005
<b>Total</b>		<b>\$ 232,927</b>	<b>\$ 48,341</b>	<b>\$ 281,269</b>	<b>\$ 215,909</b>	<b>\$ 428,422</b>	<b>\$ 644,330</b>	<b>\$ 448,836</b>	<b>\$ 476,763</b>	<b>\$ 925,599</b>

Note:

\* This pay period included posting date 6/11/10

\*\* Estimated from 6/6/10 to 6/30/10 (3 weeks & 4 work days) & 1/1/10 to 1/2/10 (2 work days)

Sacramento County Sheriff's Department  
 Estimated Savings Under the Attrition to the 50/50 Staffing Plan for Corrections

Savings based on estimated attrition rate of 10%

Recommended full time deputies to staff the Main Jail and RCCC 493  
 Estimated costs for 493 deputies \$ 67,977,305

(1) Estimated Full Time Deputy Annual Costs (Step 7) \$137,885  
 (3) Estimated 1560 Extra Help Deputy Annual Costs \$79,743

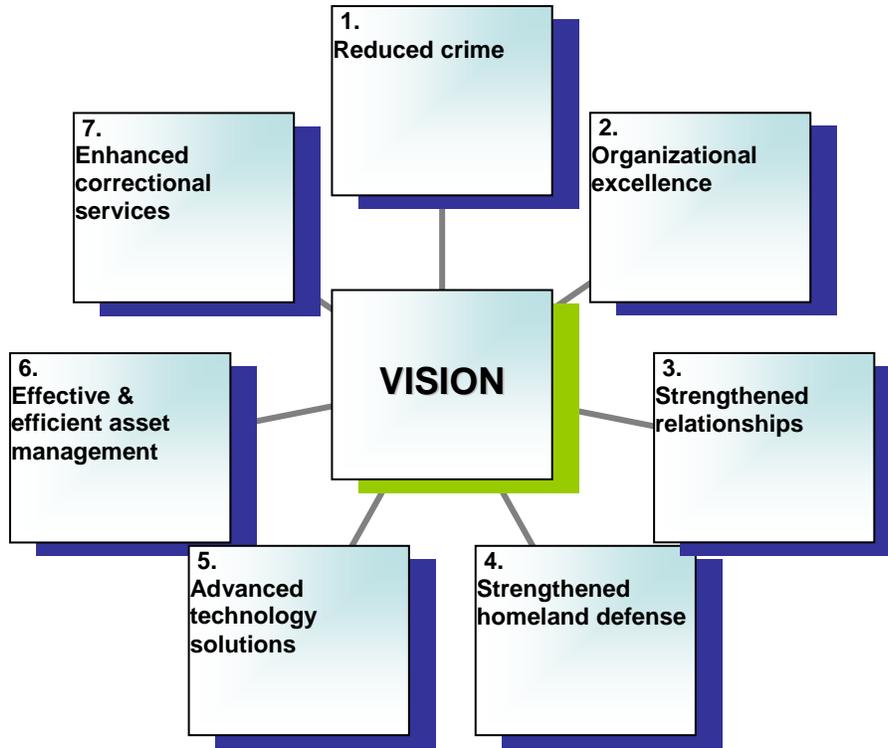
Estimated Savings under the Attrition to the 50/50 Staffing Plan								
Fiscal Year	Costs for 493 Full Time Deputies	% split Full Time Deputy/ 1,560 Extra Help Dpty	Number of Full Time Deputies	Full Time Deputies Costs	Number of 1,560 Extra Help Deputies (2)	1, 560 Extra Help Deputies Costs	Total Full Time & 1,560 Dpty Costs	Projected Savings
2010/11	\$ 67,977,305	90/10	444	\$ 61,220,940	71	\$ 5,661,781	\$ 66,882,721	\$ 1,094,584
2011/12	\$ 67,977,305	80/20	394	\$ 54,326,690	142	\$ 11,323,563	\$ 65,650,253	\$ 2,327,052
2012/13	\$ 67,977,305	70/30	345	\$ 47,570,325	213	\$ 16,985,344	\$ 64,555,669	\$ 3,421,636
2013/14	\$ 67,977,305	60/40	296	\$ 40,813,960	284	\$ 22,647,126	\$ 63,461,086	\$ 4,516,219
2014/15	\$ 67,977,305	50/50	247	\$ 34,057,595	355	\$ 28,308,907	\$ 62,366,502	\$ 5,610,803
Total potential savings in 5 years	\$ 339,886,525			\$237,989,510		\$ 84,926,721	\$ 322,916,231	\$16,970,294

- Note:
- (1) The FY 09/10 full time (step 7 with 10% incentive) and "1560 extra help" deputies costs were used for the projection of 2010/11 to 2014/15 costs and savings.
  - (2) It takes 1.44 of the 1560 extra help deputy to replace one full time deputy.
  - (3) The "1560 extra help deputy cost" included the estimated medical costs.

## Appendix B

### Sacramento County Sheriff's Department

### Strategic Directions and Objectives



<b>1: Reduced Crime</b> 1.1 Enhance Department-wide crime analysis 1.2 Enhance crime prevention initiatives 1.3 Enhance enforcement Initiatives	<b>5: Advanced Technology Solutions</b> 5.1 Advance integration capabilities 5.2 Advance communications technology 5.3 Advance technology support and infrastructure 5.4 Enhance technology business processes
<b>2: Organizational Excellence</b> 2.1 Enhance our culture of excellence 2.2 Develop the organization 2.3 Develop employees 2.4 Develop exemplary leadership 2.5 Enhance recruitment, hiring, training & retention of employees 2.6 Enhance accountability	<b>6: Effective and Efficient Asset Management</b> 6.1 Enhance facility development and use 6.2 Enhance fleet aesthetics and management 6.3 Enhance management of equipment and other assets 6.4 Enhance management of software assets
<b>3: Strengthened Relationships</b> 3.1 Strengthen internal communications 3.2 Strengthen community relations 3.3 Strengthen governmental relations	<b>7: Enhanced Correctional Services</b> 7.1 Provide a safe and secure correctional environment 7.2 Provide optimum health care services 7.3 Promote rehabilitative opportunities 7.4 Optimize system management
<b>4: Strengthened Homeland Defense</b> 4.1 Optimize first-responder capabilities 4.2 Optimize protection of critical infrastructure 4.3 Optimize intelligence capabilities 4.4 Optimize explosive detection and response capabilities 4.5 Optimize community disaster preparedness	



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Board of Supervisors**

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