
County of Sacramento Office of Inspector General



2011 Annual Report

February 2012
Inspector General Lee Dean

County of Sacramento Office of Inspector General

~ Calendar Year 2011 Annual Report ~

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Executive Summary

The Sacramento County Office of Inspector General (OIG) was first established in September 2007 and vested with discretionary authority to evaluate public safety services, jail operations, and the citizen complaint process under the purview of the Sacramento County Sheriff's Department (SSD). Inspector General Lee Dean, a long-standing member of the California State Bar and certified police auditor credentialed in conflict management, reports directly to the Board of Supervisors in consultation with the Sheriff, recommending ways to improve the efficiency and effectiveness of ongoing operations.

Some of the more noteworthy events occurring in 2011 that stand to significantly influence the Sheriff's delivery of essential public safety services include:

➤The Department has shifted to revitalizing a shared sense of mission through a redesigned and republished *strategic plan*. The *plan* is essentially a concerted effort and a carefully defined internal process that sets priorities, measures outcomes, and allows for necessary course corrections along the way. The *plan* in its entirety can be found at the Sheriff's webpage at www.sacsheriff.com.

The start of 2012 is a key milestone for SSD in terms of its year-end report on strategic initiatives. Sheriff Jones has stated that these initiatives will become the engine that drives his department—thus, the manner in which this narrative of work-accomplished and things-to-come reflects a shared commitment to sustaining the viability of this process in accord with the Sheriff's published calendar of events is of key importance.

➤Compliance with internal policy that sets acceptable time frames for concluding citizen complaints has eluded the Department for some time, as chronicled by the Office of Inspector General (OIG) each year for the past four years. This costly and continuing deficit can be fully corrected during the coming year with increased emphasis through the Sheriff's Command and Executive Staff.

➤Correctional realignment as now required by AB 109 and AB 117 is starting to impact California's counties. More untrained and unprepared inmates are being released into county custody and local jails are starting to fill with offenders who are serving sentences far beyond the previous one-year maximum. As a result, many Sheriff's throughout the state have had little choice but to grant certain inmates early-release from custody.

Now, as never before, there is a compelling need to creatively weave together and expand already-existing educational and vocational partnerships at the local level to achieve a viable reentry program for incarcerated individuals returning to California's diverse communities. Many good efforts are underway, as illustrated by collaborative programs between and among the Sacramento County Office of Education, local school districts, and the Sacramento Sheriff's Department described in this report.

➤On August 31, 2011, Howard P. Greenwald, Ph.D. USC Professor of Management and Policy presented to Sheriff Jones his findings from a six year study of vehicle stops by Sacramento County Sheriff's deputies. The study's objectives were to determine whether, in comparison with their representation in the driving population, minorities are overrepresented among drivers stopped, and whether any overrepresentation found reflects racial bias. The study also addresses the question of whether drivers of different races were treated differently during stops and whether differences in treatment reflected bias. The report in its entirety can be found at www.inspectorgeneral.saccounty.net.

➤During 2011, Sheriff Scott Jones initiated an internal audit program through the OIG. The program is built around measuring accomplishments and encouraging a fluid assessment of optimum service levels by identifying causative factors and remedial strategies targeting impediments to service delivery. This program is a collaborative venture in which the Sheriff's operating divisions take center stage. The Audit Program evaluates procedures, policies, guidelines, and directives that regulate day-to-day operations. Transparency, public accountability, better decision making, risk mitigation, and improved efficiency are the outcomes sought.

The Coming Year

Many challenges lie ahead for the Sheriff's Department. First and foremost, correctional realignment will require thoughtful planning and a proactive approach to mitigate its potential adverse impact on local public safety providers. This is but one example of how collaborative resourcing to meet essential service demands will begin to take center stage, as an emerging paradigm for law enforcement. Yet another challenge will be to maximize the use of integrated technology applications as a crime fighting tool, necessitating perhaps some tough choices in terms of allocating resources to achieve the ultimate goal—protecting the law-abiding public from crime and victimization.

All of this, and much more, must be packaged within the Sheriff's strategic planning process, requiring a balance of orchestration and participation. Indeed, these challenges and many others will require a new way of thinking for law enforcement and the Sheriff's Department as the year unfolds—the ramifications for local public safety are significant, as the Sheriff and his top administrators seek to prioritize a host of priorities within the context of finite resources that reflect decades-old staffing models.

OIG Budget Cuts

2011 saw significant OIG reductions due to county-wide cutbacks. The office location was closed and the adjutant position created at the inception of the program was cut from the budget. Thus, the scope of activities under the purview of the OIG has been commensurately scaled back. Sheriff Jones and Inspector General Dean have agreed upon a revised set of operational guidelines:

I. Purpose

At the behest of the Sheriff the OIG will monitor and audit defined areas of interest and where appropriate will recommend ways to strengthen and improve law enforcement services and the citizen complaint process.

II. Authority and Responsibilities of the Inspector General

Upon mutual agreement between the OIG and the Sheriff, the OIG will independently assess various aspects of the overall quality of law enforcement, custodial, and security services. The primary areas of focus include:

Officer-involved shooting (OIS) incidents: Transparency and public accountability dictate an outside, independent review—the Sacramento County District Attorney's Office is no longer a lead investigative agency for OIS incidents.

Use-of-force review: Excessive force complaints investigated by Internal Affairs should be subject to independent review for the same reasons noted above.

In-custody deaths: The Correctional Services Chief Deputy will notify the OIG at the time an in-custody death occurs and will facilitate an on-site briefing at the facility in question at the discretion of the Inspector General. Once the internal review process is complete, the Chief of Correctional Services will advise the OIG, and facilitate review of the Death Binder at a mutually agreed upon location and time.

Divisional audits: At the behest of the Sheriff, the OIG will audit the various divisions operating procedures, policies, guidelines, and directives that regulate day-to-day operations. Transparency, public accountability, better decision making, risk mitigation, and improved efficiency are the outcomes sought.

Post-incident review of critical events: The OIG will conduct an independent review of critical events. A critical event for this purpose is any occurrence which poses a degree of risk to public or officer safety which is outside the mainstream of day-to-day law enforcement operations. Such events often involve the threatened or actual loss of life or serious bodily injury. The Sheriff may discretionarily brief the OIG concurrently with his executive staff or provide for an independent briefing.

III. Critical Incident Notification

The Inspector General shall be placed on the Critical Incident call-out roster, and will be notified when Critical Incidents occur. The Inspector General will have the option of responding to any such incidents. The Chief Deputy in whose service area the critical incident occurs shall initiate and coordinate a post-critical incident briefing for the Inspector General as soon as feasible following the occurrence.

IV. Citizen Complaints

In consultation with the Sheriff, the OIG may also:

A. Initiate *real-time continuous review* for the duration of an investigation alleging serious misconduct. Serious misconduct may include dishonesty, lack of integrity, abuse of authority, sexual misconduct, use of deadly force, and use of significant force with serious bodily injury. Most criminal misconduct is also considered serious. The OIG may also conduct real-time continuous review of high-profile cases.

Real-time continuous review is the most rigorous type of monitoring conducted by the OIG. This level of review contemplates sustained contact with the Professional Standards Division Commander and/or the assigned investigator and may encompass inspection of case-file documents by the Inspector General on a case-by-case basis. Upon completion of the investigation the OIG will review the investigative file and advise the Sheriff as deemed appropriate.

B. Accept and document complaints directly from complainants who would otherwise be unfamiliar with or intimidated by the complaint/investigative process, and thereafter, follow through with the complainant relative to the status of their complaint.

C. Serve as a conduit to the Sheriff's Outreach Community Advisory Board to facilitate an exchange of information to assist the Board in achieving its mission of fostering reciprocity between the community and local law enforcement built upon mutual trust and understanding.

D. Upon invitation by the Sheriff, mediate or facilitate resolution of conflicting viewpoints between the Sheriff's Department and community members or groups.

V. Monitoring Criteria

The Inspector General evaluates compliance with internal policy, regulatory requirements, and industry standards relative to a defined area of inquiry. Isolated conduct as well as patterns or practices will be evaluated based on whether and to what extent they promote or hinder:

- Accountability
- Protection of Constitutional rights, privileges, or immunities
- Receipt, investigation, and judicious resolution of citizen complaints
- Risk reduction systems and strategies
- Promotion of best practices in view of industry standards and internal assessments
- Adherence to technical assistance letters, judicial decrees, or executive directives
- Management and supervisory practices which support professional standards

VI. Audits

The Inspector General will conduct audits as outlined in the Sheriff's Audit Program and shall be permitted access to all Sheriff's facilities subject to the reasonable security

directives in place at each such facility. The Audit Program shall be under the auspice of the Undersheriff.

The OIG is authorized via request through the Office of the Sheriff to examine and reproduce any reports, completed administrative investigations, or other records pertinent to audits, inquires, or investigations undertaken by the OIG, to include incident reports, crime reports, CAD event printouts, incident logs, case summary reports, complaint forms, interview transcripts, photographs, audio or video recordings, or other items of evidentiary, investigative, or administrative significance to the review and/or audit.

VII. Reports

A. The OIG at the behest of the Sheriff may produce specialized reports to address specific matters of interest or concern and may also summarize significant and cumulative information reflecting year-long activities of the OIG in a limited year-end report.

B. A draft copy of the report shall be forwarded to the Sheriff and County Counsel as well as the County Executive for advisory review and comment prior to release.

VIII. Cooperation and Coordination

A. The Inspector General, while directly responsible to the Board of Supervisors, shall work cooperatively with the Sheriff and his staff, and with the Administrator of the Internal Services Agency, to accomplish the goals of the OIG.

B. The Inspector General shall meet periodically with the Sheriff, the Undersheriff, and designated members of the Sheriff's staff in order to achieve the mutual goal of enhancing law enforcement services to the community served.

Sheriff's Audit Program

Internal directives outline policy and procedure for audits conducted by the Office of Inspector General (OIG) in concert with the Sheriff's Division Commanders. This program, under the auspice of the Undersheriff, is by design a collaborative venture in which the Divisions take center stage.

Measuring accomplishments and encouraging a fluid assessment of optimum service levels are part and parcel of how any successful organization does business—this is the end-in-mind from SSD's audit program. Additionally, identifying causative factors and remedial strategies targeting potential pitfalls relative to day-to-day operations will help avoid them in the first place; when this happens, everyone wins.

The purpose of the Audit Program is to evaluate operating procedures, policies, guidelines, and directives that regulate day-to-day operations within the Division. Transparency, public accountability, better decision making, risk mitigation, and improved efficiency are the outcomes sought.

The following limitations apply to the Audit Program:

A. The program is not meant to be duplicative of other inspections and regulatory process administered by outside agencies. Compliance with such regulatory oversight is, however, within the scope of the program.

B. The summary audit report completed by the OIG may contain protected information relative to internal critique of systems and procedures in connection with claims or potential claims, and as such, is itself, a confidential document not subject to public dissemination absent express authorization from the Office of the Sheriff.

A prescribed audit tool will be used to assess compliance with internal directives and regulations governing specified focus areas, and to make recommendations for improvements and/or corrective action as warranted with respect to specific functions audited. The four focus areas are:

1. Internal Systems
2. Policy and Procedure
3. Personnel Standards
4. SSD Strategic Plan

Within each of the focus areas, there are functions that apply Department wide, (Universal), and those applicable to the Division being audited, (Division-specific).

The OIG will meet with the service area Chief Deputy and respective Division Commander prior to an upcoming audit to identify priority areas of inquiry, and will thereafter meet with the Undersheriff for the same purpose. Division administrators will then take steps necessary to prepare for and facilitate the audit. The process is to be collaborative and pragmatic in nature. Ad hoc audits may be facilitated at the behest of the Sheriff or Executive Staff.

The Division Commander or a designated manager will be the principal contact to liaison with the OIG for purposes of facilitating and conducting the Divisional audit. The methodology used in the audit may include review of policies and procedures and other relevant documents, inspection of work areas, on-site observation of operating practices, interviews with staff, and general observations made throughout the process.

Upon conclusion of an audit, the OIG will meet with the Division Commander and his/her staff in a debriefing session for exchange of information pertinent to the preliminary findings from the audit.

Reporting steps upon conclusion of a Divisional audit include:

A. Following the aforementioned briefing, the OIG will make arrangements to brief the service area Chief Deputy relative to the just-concluded audit/inspection. The focus of this session is to reaffirm procedures that are working and explore remedial strategies where needed.

B. Thereafter, and as soon as feasible following conclusion of the audit/inspection, the OIG will submit to the service area Chief Deputy a written report synopsis of pertinent findings and possible corrective strategies identified during the process. The following guidelines will be used to generally describe the level of compliance within the areas specified in the audit instrument:

- | | |
|--------------------------------|---|
| Substantial Compliance: | Requirements are being met. |
| Partial Compliance: | The Division is attempting to meet the requirements, but significant discrepancies currently exist. |
| Noncompliance: | The Division is clearly not meeting the requirements. |

C. Upon receipt of the initial audit report, and as soon as feasible thereafter, the service area Chief Deputy will provide copies of the OIG audit report to the Sheriff's Executive Staff for review and comment. A corrective action plan responsive to the audit's findings, once approved by Executive Staff, will be copied to the OIG.

D. The Division Commander will coordinate with the service area Chief Deputy to assess the impact of the prescribed corrective action and determine whether further remedial measures are needed.

E. Six-months from the date of the audit report, the Division Commander will submit to the service area Chief Deputy a follow up report detailing the status and remedial impact of corrective measures initiated pursuant to the audit.

F. The Chief Deputy will brief Executive Staff on the findings, conclusions and any further action to be taken from this evaluation, and will forward a copy of the report to the OIG.

Where things stand with the audit program

To date, the OIG has completed audits at the Rio Cosumnes Correctional Center, South Central Patrol Division, and Correctional Health Services. The agreed-upon intervals for follow up reports from the respective Divisions after an audit is completed are 6-months and 1-year, in order to track the status of corrective action items through completion. Good intentions can easily get preempted by the grind of day-to-day business if not linked to an ongoing process. Thus, the OIG recommends that the Sheriff's Audit Program be incorporated within the Sheriff's Strategic Planning process.

Complaints and Discipline

Introduction

Peace Officers have a special obligation to observe the rights of all people. At the same time, officers must be free to initiate action in a lawful and impartial manner without fear of reprisal. In the end, no set of written directives can possibly cover every contingency an officer may encounter. Within a given context, policies and procedures will be subordinate to discretion and sound judgment, which become the primary measures for evaluating conduct.

Formal complaints are directed to the Sheriff's Professional Standards Division and selectively monitored by the OIG. Dealing forthrightly with allegations of misconduct that raise questions of public trust is essential. Sustaining misconduct based on facts and exonerating employees innocent of wrongdoing are of equal importance.

Internal Audit

Timely discipline tends to bolster confidence in an organization's internal system of accountability. That is why the Sheriff's Department has internal timelines established by policy to ensure that misconduct investigations are dealt with in a timely manner. Yearly audits by the OIG reflect that although intermittent periods of progress have occurred, the time allotted by policy for resolution of complaints Department-wide has consistently been exceeded for some time now.

An audit of calendar-year 2011 was conducted to determine whether things are improving in this regard—none of the categories of complaints identified by policy was in compliance with the time allotted for review and completion. It should be noted that extenuating circumstances in certain cases bumped the averages; even when these cases are taken into consideration, overall compliance with policy is yet to be realized. Balancing a long list of priorities within the current reality of available resources is no small task for the Sheriff's Department—if timely administration of the complaint process is made a top priority, things will likely improve; if not, compliance with internal guidelines will predictably remain elusive.

One category of delinquent cases is particularly costly. Specifically, employees placed on paid administrative leave pending resolution of complaints, collectively, take a bite out of the Sheriff's budget. There were a total of 15 such cases in 2009 and 17 cases in 2010. On average, it took just short of 5 ½ months to complete *each* of these cases—the salary and benefits paid to employees while on administrative leave totaled roughly \$1,859,630. About 28% of these employees in fact returned to duty at the conclusion of their respective disciplinary cases; the others either resigned or were terminated from employment.

In 2011, there were a total of 22 cases in which 21 employees were placed on paid administrative leave. On average, it took just short of 5 months to complete *each* of these cases—the salary and benefits paid to employees while on administrative leave

totalled roughly \$1,338,750. About 33% of these employees in fact returned to duty at the conclusion of their respective disciplinary cases; the others either resigned or were terminated from employment.

Uniform Standards

“Disciplinary Assessment Benchmarks” have been adopted by the Department. When referenced in the investigative findings completed by Command and Executive Staff, these standards are a powerful tool for reaffirming expectations regarding conduct.

SSD DISCIPLINARY ASSESSMENT BENCHMARKS

A. To what extent are SSD organizational core values impugned?

Acts which violate the organization’s core values, (i.e. dishonesty, criminal conduct, moral depravity, etc.), represent one end of the spectrum. Such conduct implicates both the *Peace Officers Code of Ethics* and the *Oath of Office*. Public trust is diminished and often remains tenuous throughout the investigation. While there are obviously gradations here, sustained violations of this sort merit strict scrutiny.

B. Was the conduct intentional, reckless, negligent or purely accidental?

The employee’s state of mind is a factor in discipline. While there are sometimes difficult degrees of separation here, this is of threshold importance.

C. What sanction/corrective action is needed to address the reasons for discipline?

- Punish the conduct;
- Correct the behavior;
- Reaffirm expectations within the organization and deter further misconduct; (where the weight is placed depends on the conduct in question and the context. The notion that higher rank equates to greater accountability is also comes into play here).

D. Are there mitigating or aggravating circumstances which tilt the balance?

- Extent to which conduct discredits the agency/law enforcement; notoriety and nature of conduct;
- Adverse impact on agency efficiency and effectiveness;
- Nature and extent of resulting harm;
- Nature and degree of risk to the public;
- Nature and degree of risk to fellow employees;
- Cooperative versus uncooperative response by employee;
- Prior conduct by the employee;
- Context within which the conduct occurred;
- Circumstances unique to the occurrence which either aggravate or mitigate.

Complaint Data

The Department has established a quarterly reporting model to track complaints and discipline. Only those cases which are closed during the calendar year reported are included for data purposes in the *OIG Annual Report*; cases opened but not closed during the year are reflected in data for the following year. The dedicated assistance of the Sheriff's Legal Affairs unit in compiling data made this report possible. Importantly, this comprehensive picture of the SSD disciplinary system will enable tracking and trending of misconduct as one means of evaluating corrective and preventive measures.

A sense of context is important when viewing complaint data. For the reporting period, the Sheriff's Department had an overall sustained rate of 64% for all categories of complaints. This means that misconduct was found to have occurred in approximately two-thirds of all investigations. Also, about 69% of these investigations were initiated internally. For any organization, this is a very respectable track record in terms of accountability.

The magnitude of services provided by members of the Sheriff's Department during the reporting period is likewise important to bear in mind. Such services include 287,493 calls for service, 237,183 dispatched events, 16,608 adult arrests, 47,064 prisoner bookings at the Main Jail alone, and literally thousands of other community contacts.

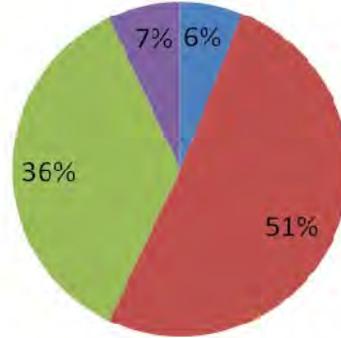
Use-of-Force Complaints

Sheriff's Department policy specifies that any use of force resulting in a visible or claimed injury or that involves the use of firearms, impact weapons, chemical weapons, carotid control holds, or vehicles shall be documented. This reporting requirement extends to incidents that by definition fall within the purview of Section 835a of the California Penal Code which provides that any peace officer who has reasonable cause to believe that the person to be arrested has committed a public offense may use reasonable force to effect the arrest, to prevent escape or to overcome resistance.

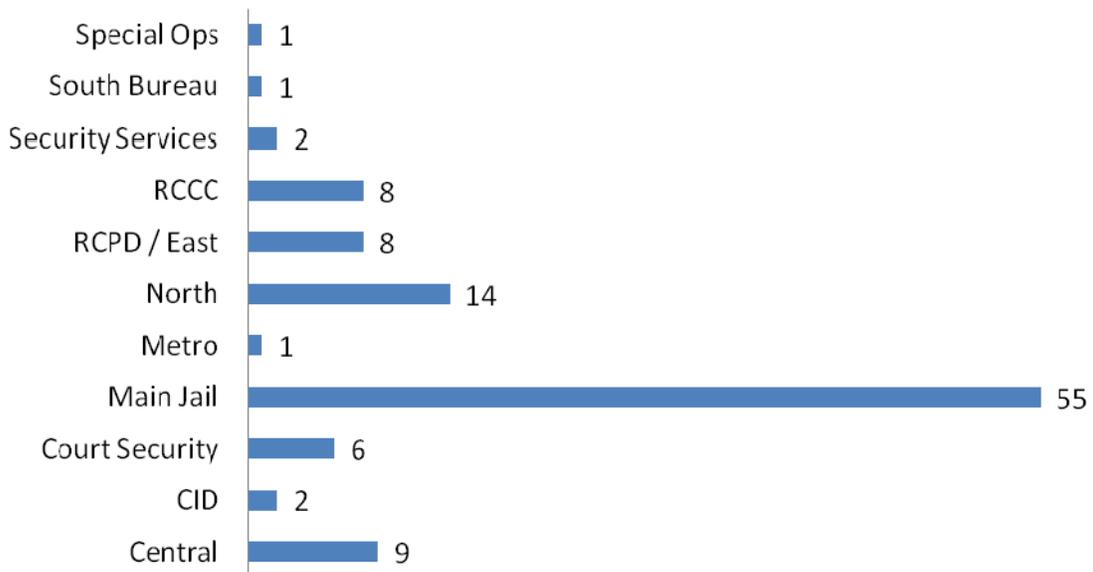
Over the past four years, (inclusive of 2011), the Department has investigated a total of 107 complaints of excessive force. Fully 51% of these complaints are from the Main Jail located in downtown Sacramento—7% originated from the Sheriff's Rio Cosumnes Correctional Center in the south county. Roughly 36% of these cases came from Field Services—34% from patrol and 2% from Centralized Investigations. The balance of complaints in this category came mostly from Court Security which accounted for 6% of the complaints made.

2008-2011 Use-of-Force Complaints

■ Court Security ■ Main Jail ■ Field Services ■ RCCC

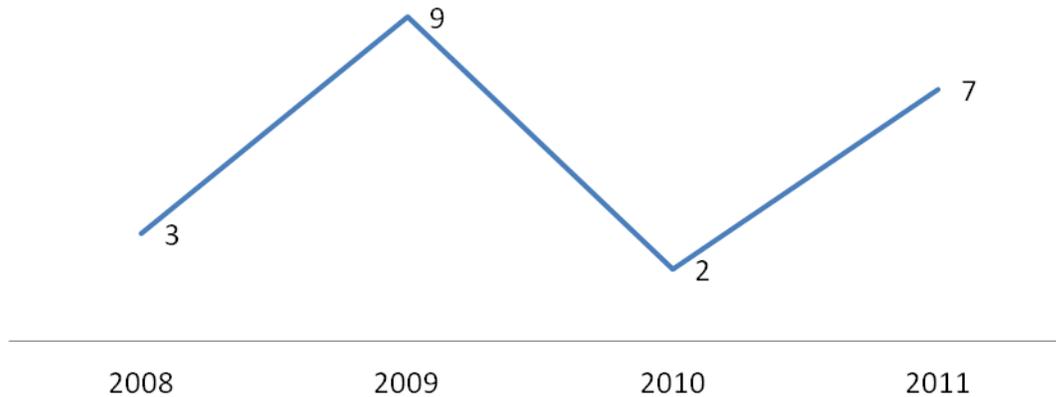


2008-2011 Use-of-Force Complaints by Division



Of the total number of complaints for excessive force spanning the past four years, 20% have been sustained, meaning that the officer's use of force was found to be in excess of what was reasonably required under the circumstances. Discipline following a sustained outcome ranged from termination of employment when conduct was found to be egregious, to a written reprimand for conduct of a less serious nature.

2008-2011 Sustained Use-of-Force Complaints



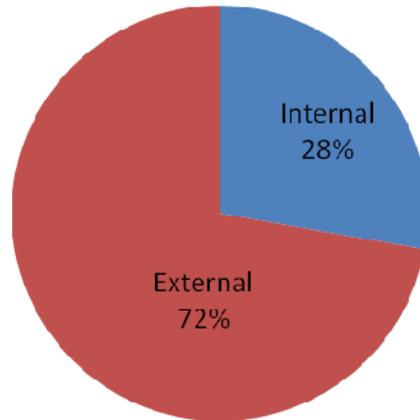
An obvious conclusion from looking at the past four years is that most complaints of excessive force originate in the Sheriff's Main Jail. This isn't surprising given the thousands of bookings at the Main Jail during this period and the inherently stressful atmosphere that accompanies this process as well as the custodial setting in general. Careful documentation and supervisory oversight, particularly in the custodial setting, are two areas that merit attention. A third area is refinement of control techniques, defensive tactics, and critical thinking to mitigate frequency of occurrence and resulting injuries to officers and inmates alike.

Because most use-of-force incidents occur in a custodial setting, a custody-based defensive tactics curriculum for officers who will likely not see field service for extended periods would be a sound investment. During a prior OIG audit of the Sheriff's Correctional Center, work in this regard on a limited basis was noted. Expanding this curriculum through the Department's tactical training unit and formatting delivery into manageable briefing segments to be presented by trainers approved by the tactical unit instructors would be a huge step in terms of ensuring that the organization's policy and training in this area pass muster. Indeed, administrators are already moving in this direction—they are on the right track.

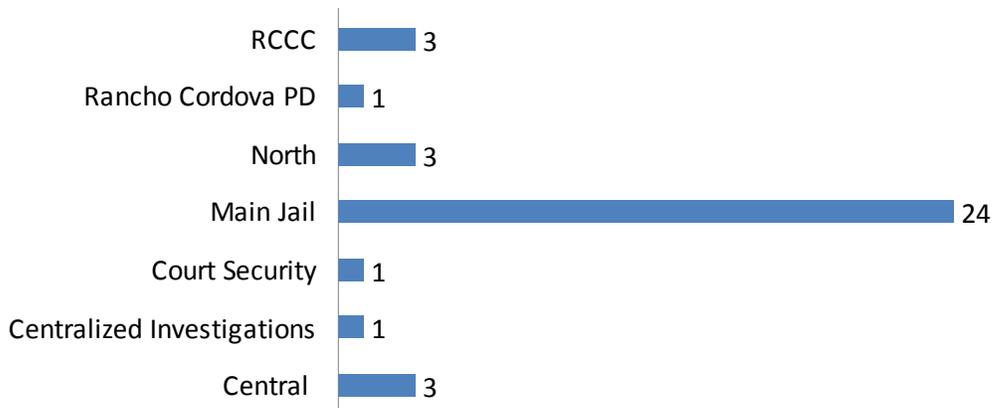
Starting in 2012, each of the Sheriff's Division Commanders will receive a break-down of complaints originating in their respective commands. The extent to which this information translates into a review process that becomes a starting part to probe causative factors and evaluate preemptive strategies will determine its ultimate value.

During 2011, thirty-six use-of-force complaints were investigated and closed by the Sacramento Sheriff's Department (SSD) Professional Standards Division. Of these complaints ten were internally initiated, while twenty-six cases were citizen-initiated.

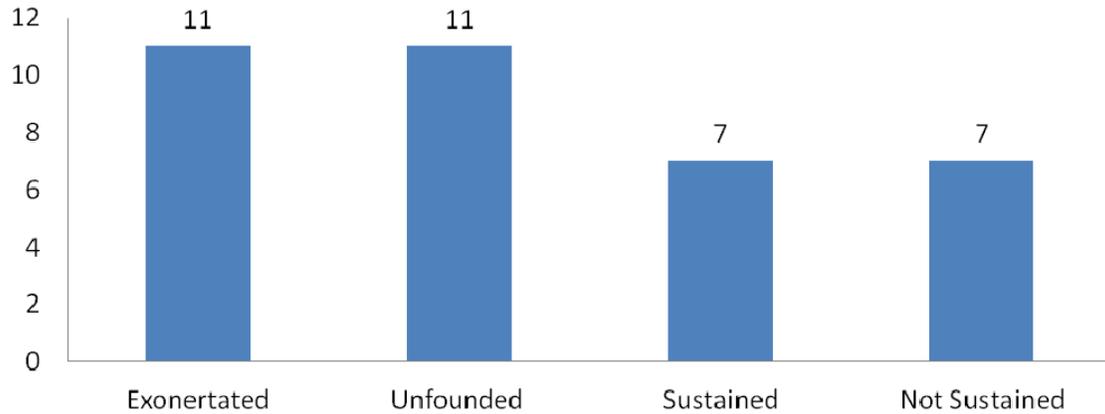
Source of Use-of-Force Complaints



Use-of-Force Complaints by Division



Use-of-Force Complaints: Findings



Definitions:

Exonerated - The investigation indicates the act occurred, but that the act was justified, lawful, and proper.

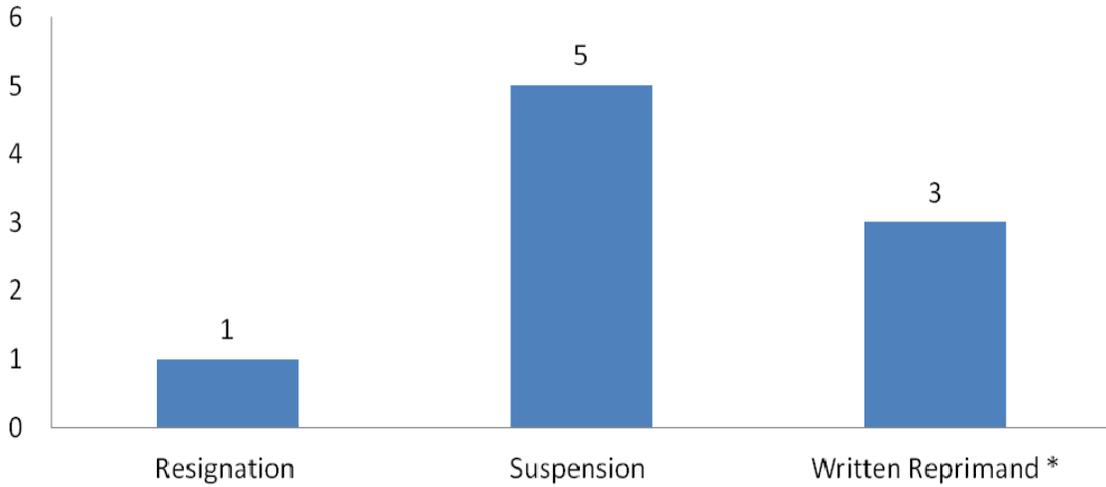
Not Sustained - The investigation discloses insufficient evidence to prove or disprove, clearly, the allegations made.

Sustained - A preponderance of evidence indicates "that the complained of conduct did occur", i.e.: it is more likely true than not true.

Unfounded - The investigation indicates the act complained of did not occur.

Withdrawn - The claim of misconduct was recanted by the claimant and available evidence did not support continuing the investigation.

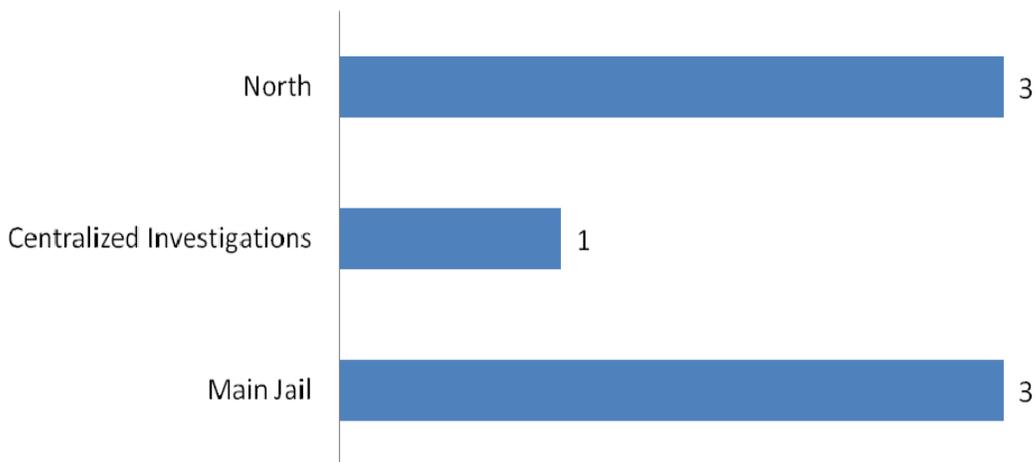
Sustained Use-of-Force Complaints: Action Taken



*Records of counseling and reprimand are steps in the SSD progressive discipline system, which memorialize the incident and outline corrective measures.

The seven sustained cases involved a total of nine employees.

Sustained Use-of-Force Complaints by Divison

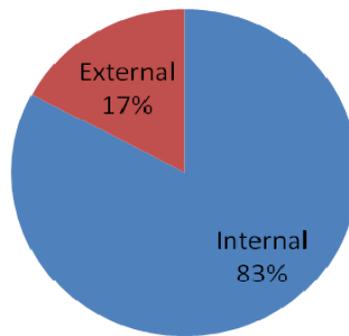


Professional Standards Division (PSD) Investigations, Excluding Use of Force

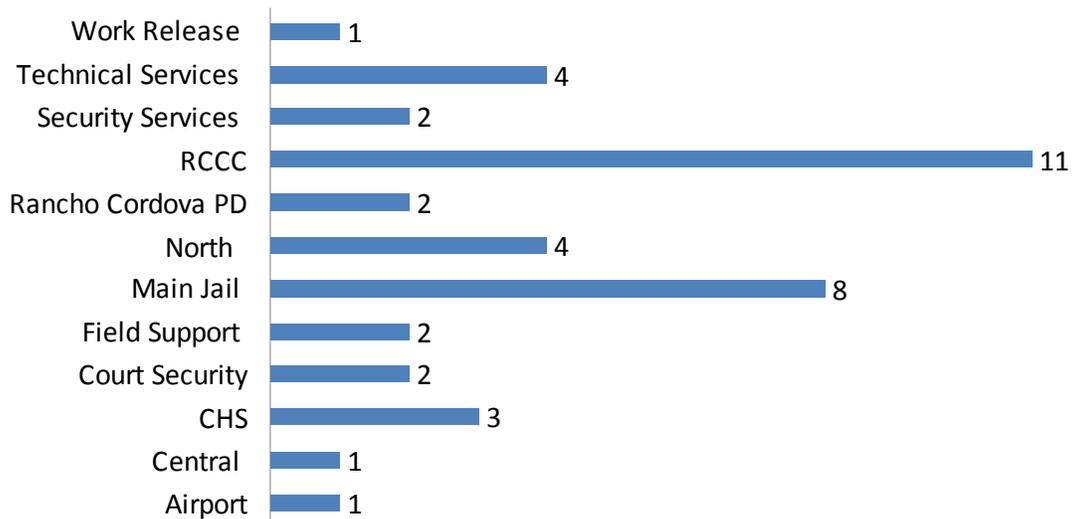
Every complaint of misconduct is investigated by the Department. Internal investigations are completed for allegations of a more serious nature, including all allegations of criminal misconduct. These investigations are conducted by the Sacramento Sheriff's Department (SSD) Professional Standards Division or by the Fair Employment Officer (FEO) when disparate treatment based on sexual harassment or protected-class status is alleged.

Forty-one employee misconduct cases not involving use of force as a primary allegation were investigated by PSD and closed during 2011. This number represents a relatively small fraction of SSD's total workforce. These cases encompass six distinct allegations. Thirty-four cases were internally initiated while seven were citizen-initiated.

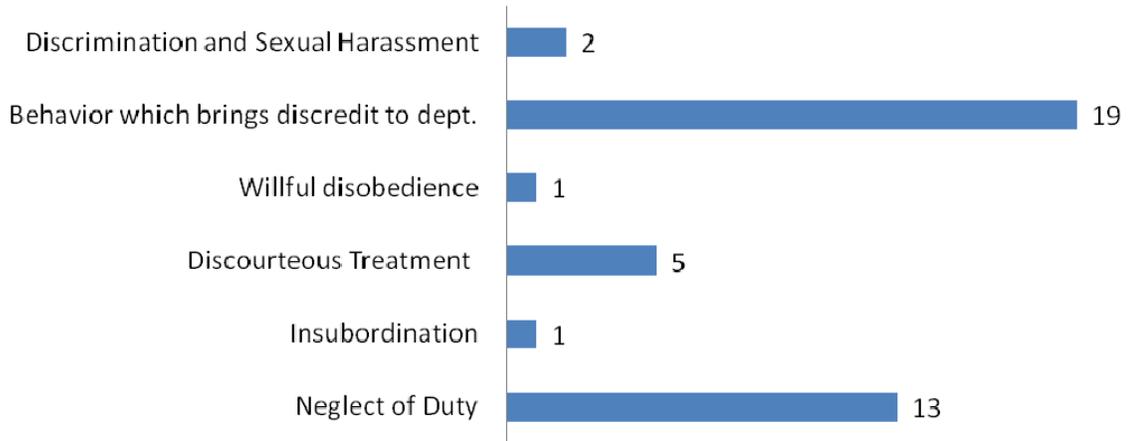
Source of PSD Complaints



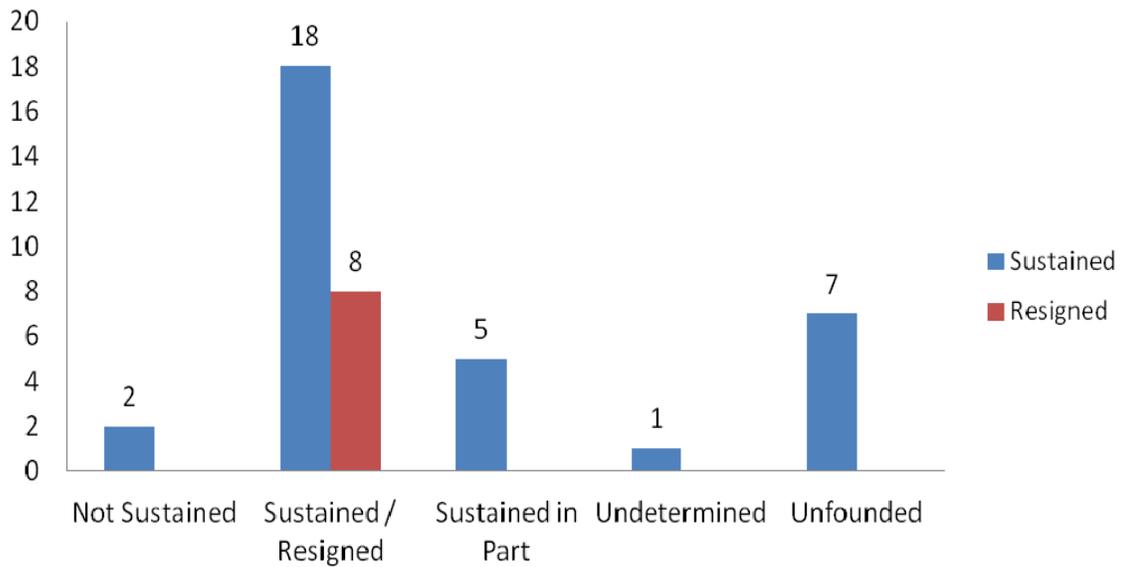
PSD Complaints by Division



Misconduct Allegations for PSD Complaints

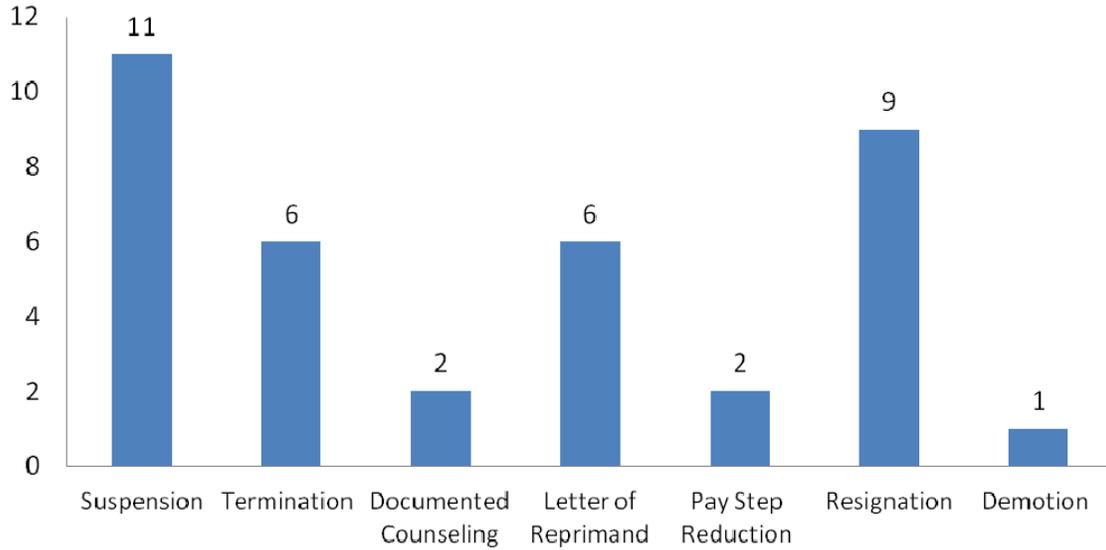


PSD Complaints: Disposition



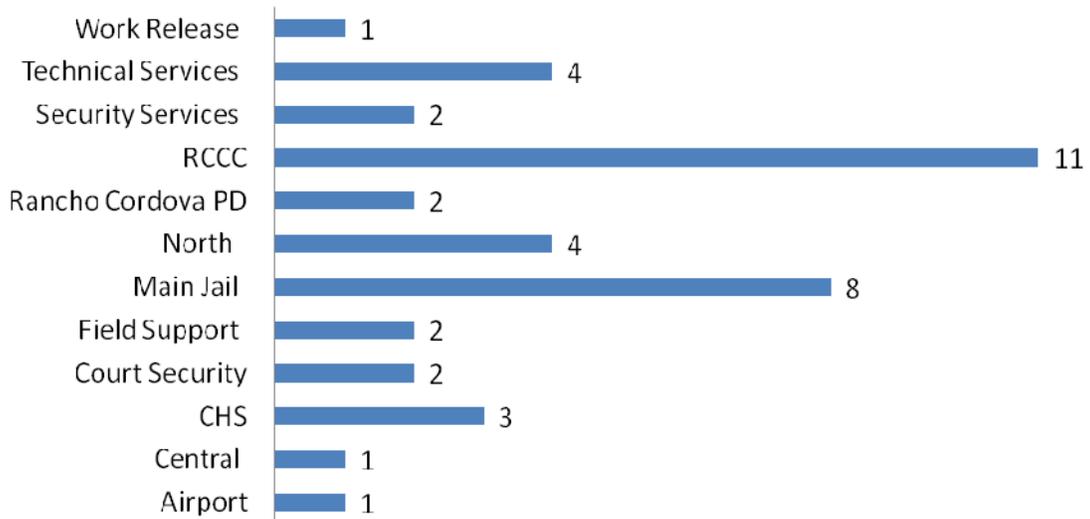
Eight employees resigned in lieu of termination.

Sustained PSD Complaints: Action Taken



The thirty-one sustained cases involved a total of thirty-seven employees. (The variation in resignation reflects a case that involved multiple employees where one employee resigned in a case with a disposition of sustained.)

PSD Complaints by Division

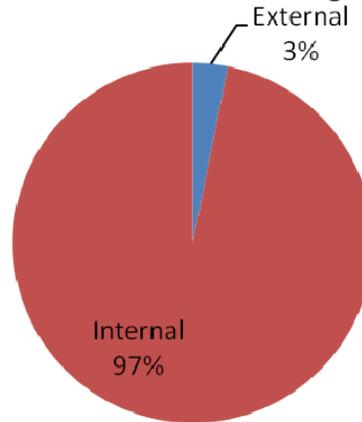


Divisional Investigations

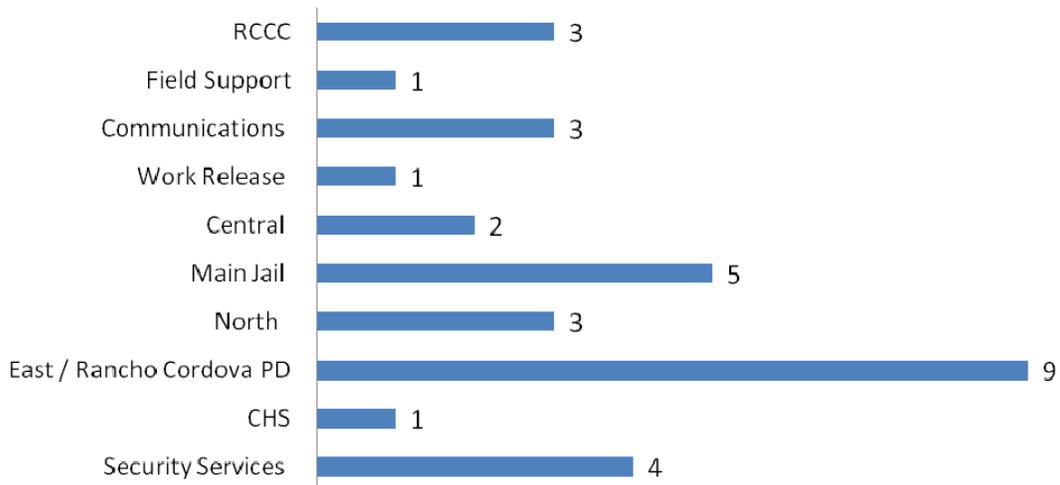
Divisional investigations generally stem from complaints regarding poor service or below standard job performance, or from internal policy violations. The accused employee's immediate chain-of-command conducts these investigations.

Thirty-two employee misconduct cases were investigated by Division Commanders during 2011. These cases encompass eight distinct allegations. Thirty-one cases were internally initiated while one was citizen-initiated.

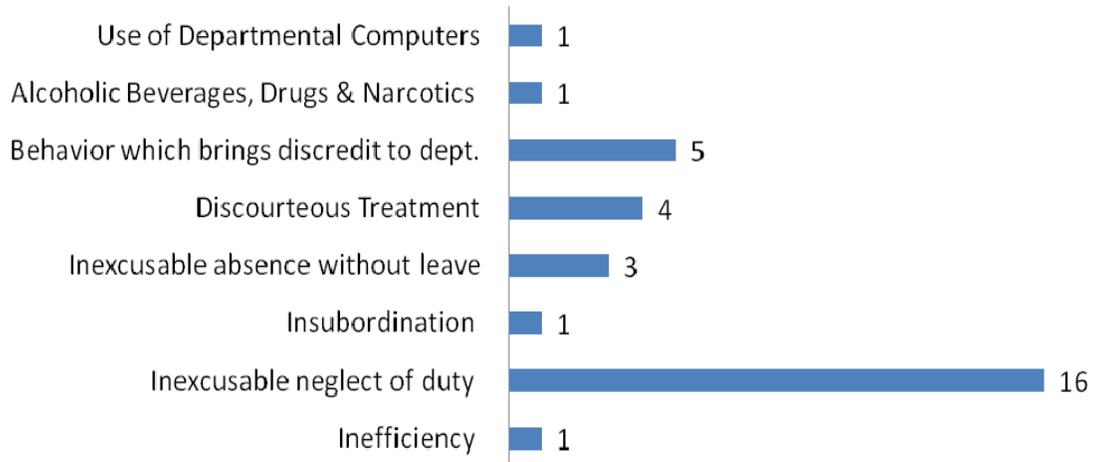
Source of Divisional Investigations



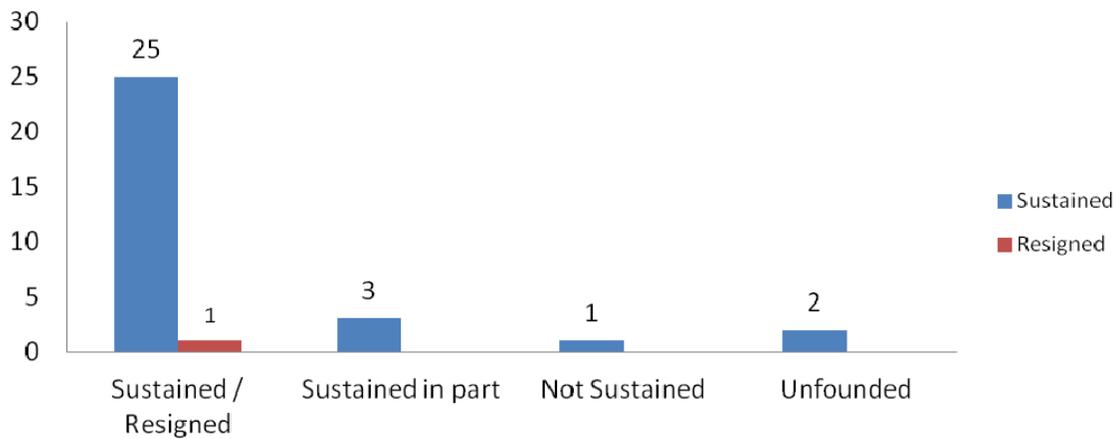
Divisional Complaints by Division



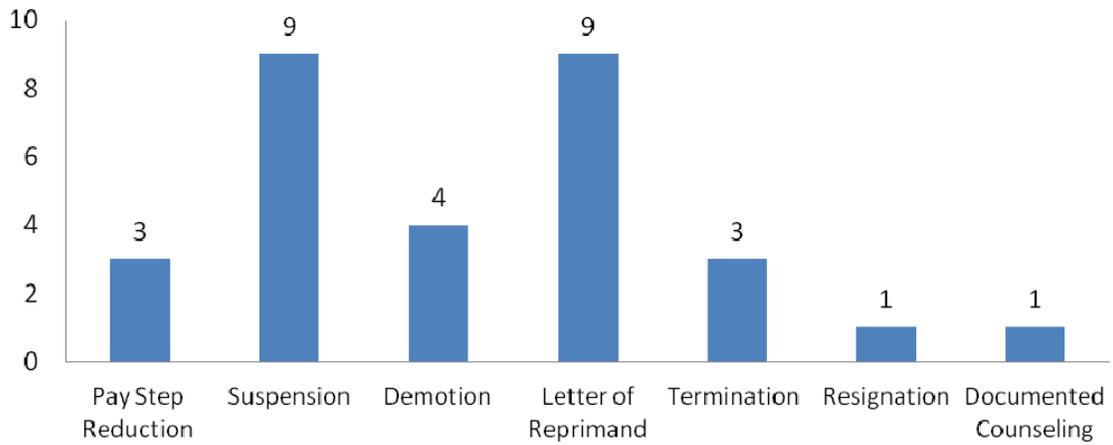
Misconduct Allegations for Divisional Complaints



Divisional Complaints: Disposition

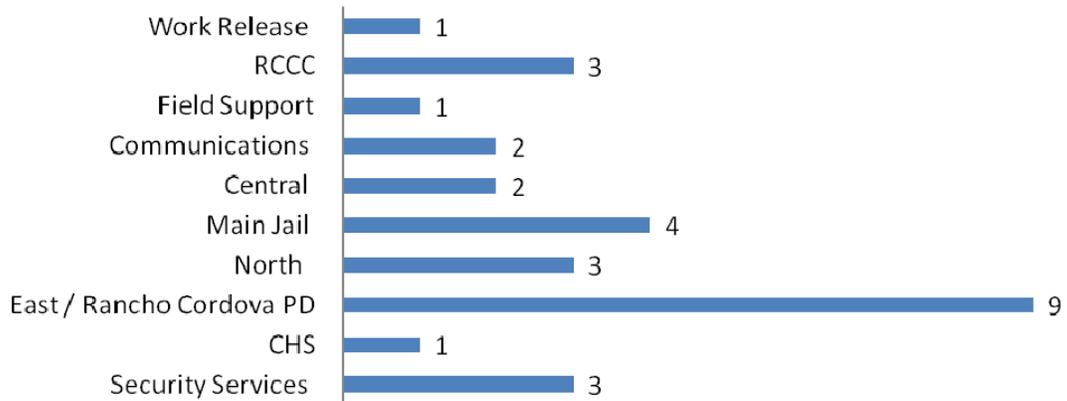


Divisional Complaints: Action Taken



The twenty-nine sustained cases involved a total of thirty employees.

Sustained Divisional Complaints by Division



Collaborative Outreach

Project Horizon

Project Horizon has a single underlying purpose—to identify and track patterns of conduct by SSD employees that expose the Department and members of the organization to civil liability, in order to engage preemptive strategies in the form of policy, practice, training, and education. The goal is to proactively address inherently risky activities, problematic practices, and liability-creating conduct.

The *Project Horizon* steering group first met in July 2008. Members from the County Counsel's Office, County Risk Management, SSD Professional Standards Division, Office of the Sheriff, George Hills Company (County's claims administrator) and the OIG made up the steering group. The succeeding years have seen incremental progress toward establishing an administrative infrastructure capable of fully implementing Project Horizon—reallocation of resources county-wide to address budget shortfalls has been an impediment. The Sheriff's Professional Standards Division now has oversight of this endeavor and the coming year holds promise.

Internal Claims Review

Sheriff's Division Commanders are now required by policy to complete an administrative inquiry into civil claims originating within their respective areas of responsibility. This process facilitates timely transmittal of pertinent information to the county's claims adjustor, and more importantly, encourages preemptive action at the operational level to mitigate recurrence of the same or similar conduct underlying the claim.

In August of 2011, this arm of Project Horizon was re-launched. Since then, a good number of civil claims have been sent to the Division Commanders to be investigated and thereafter reviewed by the respective Service Area Chief Deputy. The information has been tracked by SSD's Legal Affairs unit and shared with County Risk Management and George Hills Company, the county's claims adjustor, in the interest of enhancing defense of frivolous claims against the Department and mitigate associated costs. A review of this internal process will be conducted at the one-year anniversary mark.

Early Claims Resolution

This element of Project Horizon focuses on prompt and equitable resolution of low-level claims when circumstances clearly suggest the Department's liability and when a quick resolution would be in the best interest of both the claimant and the County alike. A Risk Management Response Team assesses the circumstances contemporaneous with the event, and when appropriate, assists the claimant with the claims process through the County in order to expedite payment. The team consists of the Sheriff's Professional Standards Division Commander, a designee from County Risk Management, and a representative from George Hills Company.

Although this action model was never fully implemented, the Sheriff's General Order that outlines duties and responsibilities for this endeavor has now been approved, and the

Department plans to activate the Response Team in the very near future. By year's end, the time it takes for citizens to be compensated for claim-based losses that fall within the scope and intent of this directive should be measurably reduced, and the costs associated with processing such claims should likewise go down.

Tracking of High-Risk Activities

This element of Project Horizon is arguably the most critical, since it carries with it the greatest potential benefit. Here, the focus is on tracking those activities that come with the highest cost, relative to the bottom line as well as the health and wellness of the workforce, not to mention the potential for damaging public trust. Use of force, vehicle pursuits, vehicle accidents, shootings, and circumstances resulting in workers' compensation claims fall into this category.

There are two major challenges to the high-risk activities component envisioned by Project Horizon: First, a sustainable system for gathering the requisite data is essential. Second, a viable process to distill that data down to specific actions to mitigate risk exposure must be identified, implemented, and sustained.

Where things stand

For the first time in SSD's history, each Commander during calendar year 2011 began receiving quarterly reports of claims and complaints originating within their respective Divisions. This was, and remains, the original intent of *Project Horizon*. Partners in this endeavor along with the Department, are George Hills Company and the County Risk Management Division. Additionally, each Division Commander has been provided with a five-year window of claims activity for their respective area of responsibility.

Many of the claims and complaints that the Department deals with arise within one or more of the high-risk activities noted above. Thus, each Division will be in a position to gain a fluid sense of what activities are most problematic within their respective commands. What this approach lacks is the means by which to fashion an early warning system around individual conduct. It likewise does not provide the sort of database from which causative factors can more narrowly be determined within the categories tracked.

While these short-comings are indeed drawbacks, the Department is nonetheless now in a position to task Division Commanders with having an ongoing awareness of the broad picture of claims and complaints arising within their areas of responsibility. Missing from the line-up at this juncture is a well-defined reporting process to guide Commanders in uniformly assessing claims and complaints arising within their commands. Importantly, this process must encompass a provision for recommended preemptive strategies, tracking actions taken in this regard, and reporting on the impact of same.

Building an internal system

As noted, the Department's current approach is short of being comprehensive in terms of the data gathered and the degree to which it is analyzed—another option exists. The Department currently uses IA-Pro software to track administrative investigations,

lawsuits, and claims. This software has the capacity to tack all of the pertinent data to fully implement the high-risk activities arm of Project Horizon. It also has the capacity to signal an “alert” when employees exceed a prescribed threshold of high-risk activities.

Only a small fraction of the requisite activity is currently captured by the Department’s IA-Pro software. The Professional Standards Division conducted a survey of over 30 agencies statewide to see what they were doing to collect this information. Many of the agencies surveyed are simply not gathering the information—those that do use Information Technology (IT) solutions created in-house or software solutions from an outside vendor.

Most notable among the software applications discovered is a product called “Blue Team.” Created by the makers of IA-Pro, this web-based software is used to input data into this program. The utility of this software appears to meets the Departments needs. The Professional Standards Division reports that “Blue Team” would be the most efficient solution to its data needs. The system works flawlessly with IA-Pro; it is relatively inexpensive and would be ready to go almost immediately. The purchase price is approximately \$12,000; annual maintenance would be between \$2,000 and \$3,000.

The Department could effectively create an in-house programming solution and thus forego the cost of buying from a vendor—SSD’s IT staff has the ability to make this happen. An interface to in-house forms would enhance systems compatibility, thereby making the new system relatively user friendly.

Creating an in-house system would be labor intensive and would come at the cost of subordinating other IT projects, should the direction be given to prioritize this project. Beyond this, once this system is created, IT would of course need to maintain it. In order to fairly quantify the impact here, the Professional Standards Division is recommending that IT provide an assessment of what it will take to create and sustain the programming infrastructure for “Blue Team”—this makes sense.

Summary

Keeping the vision of Project Horizon alive over the past four years has ebbed and flowed with influences that did not lend themselves to a precise schedule of events. There is reason for optimism moving forward. Given the thoughtful leadership afforded this endeavor under the auspice of the Sheriff’s Professional Standards Division over the past year and the strong likelihood of this influence continuing in the months ahead, there is no question that this effort will pay dividends.

Race and Vehicle Stops

Background

Bias-based policing occurs when law enforcement officers initiate contact meant to inconvenience, frighten, or humiliate a member of a particular race or group. A less obvious form of bias is *racial profiling*. Racial profiling takes place when an officer stops or detains a person simply because he or she believes the individual's racial or ethnic group to be frequently involved in crime. Racial profiling de-emphasizes characteristics other than race, such as individual appearance and behavior, the time and place of the encounter, crime trends, perpetrator profiles, and targeted deployment of officers to reduce crime.

Sacramento Sheriff's Department Study

To promote informed public discussion, the University Of Southern California (USC) in collaboration with the Sacramento County Sheriff's Department (SSD) conducted a study of vehicle stops by Sheriff's Deputies. On August 31, 2011 the final report was submitted to Sheriff Jones. The report in its entirety can be found at www.inspectorgeneral.saccounty.net. Importantly, traffic enforcement is not per se under the Sheriff's purview; thus, the "reason" for vehicle stops captured during this study should be read within this context—excerpts from the study follow.

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Executive Summary

This report presents findings from a six year and one month study of vehicle stops by Sacramento County Sheriff's deputies. The study's objectives were to determine whether, in comparison with their representation in the driving population, minorities are overrepresented among drivers stopped, and whether any overrepresentation found may reflect racial bias. The study also addressed the question of whether drivers of different races were treated differently during stops and whether differences in treatment reflected bias.

For the purpose of this study, Sheriff's deputies were required to report characteristics of each vehicle stop they made, including the driver's race, age, gender, and residence, as well as the legal authority for the stop and its duration and disposition. Sheriff's deputies also reported on whether a search had taken place and, if so, whether suspicious items or contraband was found. This report covers 73 months of data collection (December 1, 2003 through December 31, 2009) and is based on records of 193,139 vehicle stops.

The USC research team compared percentages of drivers stopped in each racial group with the percentages of driving age individuals in Sacramento County as a whole and the portion of Sacramento County that comprises the Sheriff's Department jurisdiction. In comparison with both baselines, African-Americans were found to be overrepresented among drivers stopped. Overrepresentation was greater among drivers residing in the City of Sacramento than those residing in the actual Sheriff's Department jurisdiction, that is, areas outside the City of Sacramento within Sacramento County. No other racial group appeared to be overrepresented among drivers stopped.

Differences were found among racial groups in likelihood of being searched, with Sheriff's deputies searching Hispanic and African-American drivers more often than Caucasian drivers. These searches yielded no suspicious items or contraband with about equal likelihood in these three races. Hispanic and African-American deputies were more likely than Caucasian deputies to stop Hispanic and African-American drivers.

The presence of video cameras in Sheriff's Department vehicles resulted in no substantial change in the percentages of drivers of each race stopped or searched. A comparison of the characteristics of stops as reported by deputies and recorded via video camera supports the reliability of the deputy reports. Correspondence of crucial variables such as the visibility of a driver's race prior to his or her being stopped was found to be high.

Differences in calls for service and crime rates across areas within the Sacramento Sheriff's Department jurisdiction help explain the overrepresentation of African Americans among drivers stopped. Licensure status completely explains the overrepresentation of Hispanic drivers among those searched. However, this study cannot completely rule out bias among officers, at least as individuals. These findings have implications for continued alertness to the possibility of biased policing and future training needs.

Introduction

To promote informed public discussion, the University of Southern California has conducted a collaborative study with the Sacramento County Sheriff's Department of vehicle stops by Sheriff's deputies between 2003 and 2009.

The objectives of the Sheriff's Department and USC have been: to ensure that accurate data on vehicle stops are available for analysis; to interpret the data to provide a clear picture of how and why stops are made; to help identify possible training needs; and, to foster a constructive dialogue between the community and law enforcement. The study's impetus has been to assist the Sheriff's Department's in finding ways to better serve the community.

Biased Policing as a National Concern

Today, the question of racial bias confronts law enforcement officials throughout the United States. At its most obvious, bias may involve *harassment*: initiating contact to inconvenience, frighten, or humiliate a member of a particular race or group. A less obvious form of bias is *racial profiling*. Racial profiling takes place when an officer stops or detains a person simply because he or she believes the individual's racial or ethnic group to be frequently involved in crime. Racial profiling de-emphasizes characteristics other than race, such as the citizen's appearance and behavior, the time and place of the officer's encounter with the citizen, or actual crime patterns within the jurisdiction.

The matter of racial profiling presents challenges from a research, policy, and training perspective. It is impossible to determine whether a particular vehicle stop, for example, represents an instance of racial profiling. Police officers in some locations may indeed disproportionately stop members of certain ethnic groups. But their action cannot automatically be attributed to racial profiling. Law enforcement officers are more likely to stop individuals who fit a "criminal" profile, whatever their ethnicity may be. Without being able to assess an officer's actual thought process, it is impossible to determine for sure whether racial stereotyping, profiling, or simply good policing has been involved.

Likewise, members of the public may feel that they have been profiled when they have not. Members of ethnic groups that account for a high proportion of the crimes in a particular area are relatively likely to be stopped. After repeated stops, it is difficult for a person to believe he or she has *not* been profiled. This problem is aggravated when law enforcement officers leave the citizen with the feeling that he or she is generally regarded as a suspect.

Addressing the issue of racial profiling requires a better understanding by both the public and the law enforcement officer. The public need to understand why officers sometimes stop individuals in a particular ethnic group more often than their representation in the driving age population seems to warrant. Law enforcement officers need to better understand why citizens feel they have been subject to bias, and what they can do to reduce such an impression. This report is intended to promote these educational objectives, encouraging dialogue with the aid of large-scale data on vehicle stops.

Defining Bias-Based Policing

More recent thinking about race and law enforcement has come to reflect the complexity involved in a police officer's decision to initiate an encounter with a specific citizen. The term "biased-based policing" goes beyond the criterion of sole or predominant reliance upon race in initiating police action.

A widely-read Police Executive Research Forum (PERF) document conceives of bias-based policing as "law enforcement (which) inappropriately considers race or ethnicity in deciding with whom and how to intervene in an enforcement capacity." This

definition is more flexible than the traditional definitions of racial profiling. As considered by PERF in its discussion of racially-based policing, *sole* use of race and *reliance* upon race are set aside in favor of *appropriateness* of race as the test of whether bias does or does not exist. Emerging from this discussion is the possibility that a police officer may use race as an important—though not exclusive—reason for stopping a citizen.

An important perspective generated by the PERF document is that overrepresentation of one or more minority groups among citizens apprehended or drivers stopped does not necessarily indicate that racially-biased policing has occurred. Biased-based policing, the document indicates, does not occur when an officer initiates an encounter with a citizen under conditions in which “trustworthy, locally-relevant information links a person or persons to a particular unlawful (incident or incidents).” Thus, in a geographical area where a particular race was often involved in crime, it would not be unexpected that good police work would result in a large number of contacts between officers and members of that race.

Overrepresentation of Minorities in Vehicle Stops and Searches

Although overrepresentation of minority drivers in vehicles stops does not in itself indicate racial bias, such overrepresentation is widely apparent. A review of 12 studies published over the ten years preceding this report (please see *Appendix 1*) in jurisdictions throughout the United States indicates that African-Americans are often overrepresented in stops of drivers relative to their representation in the population. Studies in eleven jurisdictions found African-American drivers to be overrepresented by a margin of at least 10 percent compared with their representation in the driving population. In two jurisdictions, African-Americans were between twice and 2 ½ times as likely to be stopped as the percentage they comprised of the driving-age population. Eleven studies reported data on Hispanic drivers, and four of these indicated that Hispanics were stopped more frequently than their representation in the driving-age population would have suggested.

Six of the above studies indicated reported racial differences in searches taking place during vehicle stops. Five of these studies suggest that African-American drivers are more likely to be searched than Caucasians. Four suggest that Hispanic drivers are more likely to be searched than Caucasians.

Sacramento County Sheriff’s Department Study Research Methods

In 2003, the Sacramento County Sheriff’s Department contracted with the University of Southern California to assist in a study to examine possible racial bias in vehicle stops made by Sheriff’s deputies. This report presents conclusions from that study.

In collaboration with the University of Southern California, Sacramento Sheriff’s Department personnel developed a data collection system capable of reporting the number and characteristics of vehicle stops made by deputies. Quantitative data used in this report were obtained in whole or in part through this system. To obtain

background and guidance in data analysis, University of Southern California personnel also interviewed deputies of several ranks, accompanied deputies on ride-alongs, and observed roll calls and operations at the department's dispatch unit and at the Sacramento County Jail.

The core component of the data collection system was a screen which appeared on computer terminals installed in the Department's patrol vehicles (hand-held data entry devices were issued to motorcycle officers). Using this screen, deputies reported information such as the time the stop began and ended, the location of the stop, the driver's perceived race, gender, age, and residential zip code, the reason for the stop, whether a search was conducted, whether illegal items were found in a search, and what disposition resulted from the stop. An item on the screen asked deputies to indicate whether they were able to identify the driver's race prior to the stop.

A full illustration of the screen is presented as *Appendix 2* of this report. Data entered by deputies were immediately transmitted to the Department's Computer-Aided Dispatch (CAD) system. Deputies were unable to clear the stop and proceed to their next assignment until the information was transmitted.

The data base for the study reported here includes one record for each vehicle stop. In each stop record, the officer-reported data described above were supplemented with data from Sheriff's Department records on the deputy involved. Data of this kind included the deputy's gender, race, age, years of service, and unit assignment.

This final report covers the data collected during the entire study period (December 1, 2003, through December 31, 2009) and records of 193,139 vehicle stops. Because all data obtained on vehicle stops were based on self-reports by deputies, a separate study of the reliability of these reports was conducted. The results of this study (please see *Appendix 3*) generally support the reliability of information transmitted by deputies to the CAD system.

Study Findings

Analysis of data was divided into four parts. First, the analysis focused on the distribution of drivers stopped and how this distribution compares with that of the relevant populations of drivers. Second, the analysis considered developments and events taking place after the stop had been initiated. Third, the analysis addressed possible explanations for decisions by deputies such as the deputy's race, experience, and perception of the driver before actually stopping the vehicle. Fourth, the analysis examined impact of video cameras deployed in Sheriff's Department vehicles during the study period. Finally, the analysis examined neighborhood characteristics and crime patterns as a possible explanation of which drivers are stopped.

Key findings are presented in the text as graphs and illustrations labeled Figure 1 through Figure 8. The text also refers to a number of tables, labeled Table 1 through Table 16.

Several of these tables correspond to graphic representations, providing more precise percentages than can be conveniently represented in graphic display. The tables referenced in the text appear in a section (*Statistical Tables*) located at the end of this report.

Events following the vehicle stop

In terms of a driver's perception of bias, a stop's intrusiveness may be more important than the stop itself. "Intrusiveness" is understood here to mean the degree to which the driver experiences inconvenience, discomfort, or compromise to privacy. For most drivers, perceiving that a stop is excessive in duration and being subject to a search are likely to contribute to the perception of the stop as intrusive. Tables 5 and 6 report the percentages of drivers in each racial group who experienced a particularly lengthy stop or were searched.

Among African-American drivers, 16.7 percent were stopped 30 minutes or longer. A slightly smaller percentage (14.6 percent) of Caucasian drivers was stopped for this length of time. A clearly higher percentage (20.8 percent) of Hispanic drivers than either African-Americans or Caucasians were stopped for 30 minutes or longer. In comparison with drivers of these races, smaller percentages of Asian/Pacific Islander and Other/Multiracial drivers were detained for 30 minutes or longer.

Of all individuals stopped, 20.1 percent were searched. Among Hispanic drivers stopped, 24.4 percent were searched. Among Caucasian drivers stopped, 17.9 percent were searched. Among African-American drivers stopped, 25.4 percent were searched. In comparison with Caucasians who are stopped, Hispanics and African-Americans have a moderately greater chance of being searched. Asian/Pacific Islanders and drivers in the Other/Multiracial category again appear less likely to be searched than Hispanics, Caucasians, or African-Americans. Native Americans are too few in number to generate reliable findings.

Overall, searches of drivers on probation or parole, whom deputies often have the right to search at their discretion, comprise the highest number and percentage. Parole and probation was the most frequent justification for all racial categories. A strong relationship exists between the carrying out of a search and stop duration. While the vast majority of those searched in all racial groups were detained for 30 minutes or more, only small percentages of those not searched experienced detention of this length. The fact that a search has taken place explains differences in the rates at which members of each racial group are detained for 30 minutes or longer.

Within the three racial groups comprising the bulk of the stops, very small and quite similar percentages of those with valid licenses were searched. Table 10 reports on the frequency with which searches of individuals from each racial group yielded items potentially associated with crime. Of the 37,117 individuals represented in this table, all of whom were searched, items (including cash, controlled substances, weapons, other items, or the vehicle itself) were seized from 5,615 (15.1 percent).

It is notable that among the three most frequently represented races, rates at which the searches yielded no suspicious items or contraband were highly similar, ranging from 82.9 percent for Caucasians to 87.6 percent for African-Americans.

Video Camera Impact

Gradual deployment of high-resolution video cameras in Sheriff's Department vehicles between December, 2006 and December, 2009 provided an important resource for this study. By directly recording interactions between deputies and citizens, the video cameras ensure a high degree of public accountability. It may be expected that, all things being equal, deputies in vehicles with cameras would apply the strictest of professional and legal standards in stopping drivers and conducting associated procedures. According to this reasoning, apparent bias in stopping or subsequent treatment of drivers would be greater among deputies in vehicles without cameras. The absence of differences in stops and procedures among deputies in vehicles with and without video cameras could be taken as evidence that racial bias occurred in few if any cases.

Deployment of video cameras had negligible impact on the racial percentages of drivers whom Sheriff's Department deputies stopped. The percentages of drivers in each racial group stopped by deputies in vehicles with and without cameras hardly differed. Deputies in vehicles with cameras were less likely to detain drivers for 30 minutes or longer than were deputies in vehicles without cameras. However, members of all races were about equally less likely to be detained 30 minutes or longer by officers in vehicles with cameras. Table 16 indicates no differences in the percentages of drivers in any race who were searched by deputies in vehicles with and without cameras.

Neighborhood Characteristics and Crime Patterns

In general, the areas to which deputies are assigned, as well as the parts of assigned areas where they spend their time during a shift, may affect the racial distribution of the drivers they stop. It is apparent that high concentrations of calls for service and vehicle stops generally occur in the same locales, for example, nearby the same segments of selected arterials and the same street intersections.

Conclusions

Interpretation of the data presented in this report must be made in the light of several limitations. As noted elsewhere, data elements in the reporting protocol were subject to varying degrees of completeness. Data elements such as driver and deputy race were available with very few omissions. But data on license status of the driver, search authority, probation status, and zip code were often missing. Census tract, which needed to be manually coded, was not available for a majority of the vehicle stops. Still, the data in this study, 193,139 observations over a period greater than six years, represents a more extensive effort to determine the presence and extent of biased policing than many previously conducted by a law enforcement agency in the United States.

Comparison of the resident driver population with drivers stopped clearly indicates that African-American drivers are overrepresented among those stopped by Sacramento Sheriff's deputies. African-Americans comprise 9.7 percent of driving age individuals residing in Sacramento County and 7.8 percent of driving age individuals residing in the Sheriff's Department's jurisdiction. Yet African-Americans comprise 22.2 percent of the drivers stopped.

Other than African-Americans, no other race appears overrepresented. The rate at which Hispanic drivers are stopped differs by less than ten percent from the proportion they represent among driving age individuals in both baselines, residents of Sacramento County and the Sheriff's Department jurisdiction. Other/Multiracial drivers are stopped at above their expected rate, but relatively small numbers in this category make inferences unreliable. Asian/Pacific Island and Native American drivers are underrepresented among individuals stopped.

In addition to overrepresentation of African-American drivers among those stopped, this study detected differences across racial groups in events taking place during the stop itself. Both Hispanics and African-Americans were more likely to be searched in comparison with drivers of other races. When stopped, Hispanic drivers were more likely to be detained 30 minutes or longer than drivers of other races.

The decision to interpret differences of ten percent or more as meaningful in this study represents a strict approach to potential bias in policing. It is intended to flag differences of potential importance rather than to indicate that they have resulted from bias. Several observations in this study suggest that reasons for key differences observed result from causes other than biased policing.

The limited ability of deputies to determine the race of a driver before he or she is stopped argues against deliberate bias. The claim by deputies that they cannot usually identify a driver's race appears highly credible. The reliability study conducted in connection with this report confirms the claim. Researchers reviewing videos of a random sample of stops were in no instance able to identify a driver's race prior to the stop.

Similarly, differences in patterns of vehicle stops among deputies of different races are inconsistent with the large-scale practice of biased policing. According to data analyzed here, Caucasian deputies are less likely to stop minority drivers than Hispanic and African-American deputies.

Close examination of the tendency of Hispanic and African-American drivers to be searched more often than other drivers also supports an explanation other than bias. Deputies routinely search cars of individuals found to lack valid licenses. Among validly licensed drivers, the overrepresentation of African-Americans among drivers searched is greatly diminished, and Hispanics are searched less frequently than Caucasians.

Deployment of video cameras in Sheriff's Department vehicles enabled the researchers to assess the impact of increased visibility and accountability. No differences were found in the distribution of races of drivers stopped by deputies whose cars were equipped *versus* not equipped with video cameras. The fact that no change in the racial distribution of drivers stopped was associated with increased surveillance of deputies *via* video camera is inconsistent with a likelihood of large-scale bias before the cameras were deployed.

A likely contributing factor in overrepresentation of African-Americans among drivers stopped by Sacramento Sheriff's deputies is a geographical correspondence between calls for service, crime, and African-American residence. Such a correspondence is found in many areas throughout the United States. Areas of high crime and frequent calls for service tend to be home to low income earners and minority group members. Simply stated, African-Americans often live in areas where much law enforcement effort is deployed, and, when driving, are more likely to come into contact with law enforcement personnel.

All things considered, evidence collected in this study does not suggest significant bias in vehicle stops by Sacramento Sheriff's Department deputies. However, several issues should remain of concern to the Sacramento Sheriff's Department and the community. Phenomena such as the overrepresentation of African-Americans among individuals stopped and searched, and detention of Hispanics for periods longer than non-Hispanics even when not searched, have yet to be fully explained.

It cannot be denied that African-Americans and Hispanics who have no connection whatever with crime are often viewed with suspicion by law enforcement personnel. Individual officers may develop such orientations on the basis of on-the-ground experience or pre-existing personal prejudice. Action by agencies such as the Sacramento Sheriff's Department should focus on maintaining an organizational culture that encourages viewing minority group members as individuals and discourages biases that deputies may individually harbor. Of great importance is adoption of training interventions that promote favorable contacts with citizens who are not perpetrators of crime. Training should enable deputies to transmit to members of the public the feeling that they are respected, that officer and citizen are members of the same community, and that both have an interest in working together.

Critical Events

The Office of Inspector General (OIG) monitors critical events handled by the Sheriff's Department. A critical event for this purpose is any occurrence which poses a degree of risk to public or officer safety which is outside the mainstream of day-to-day law enforcement operations. Such events often involve the threatened or actual loss of life or serious bodily injury. Critical events over the preceding year are reported here.

Officer-Involved Shootings

On January 9, 2011, shortly after 3:00 a.m., California Highway Patrol officers attempted to stop a motorist for traffic violations in the area of McClellan Park in north Sacramento County. The driver of the vehicle failed to yield, and led officers on a pursuit through residential neighborhoods in the North Highlands and Foothill Farms areas. Sheriff's patrol officers joined the pursuit and the driver eventually turned onto Palm Avenue that dead-ends east of Walerga Road.

The driver attempted to flee the scene by driving his vehicle at pursuing officers, striking both Sheriff's and CHP patrol vehicles. Believing that they were in imminent danger, two Highway Patrol officers fired their weapons at the driver striking him multiple times and ending the pursuit. Paramedics were called to render medical treatment to the driver. No officers from either agency involved sustained any injuries.

The driver and sole occupant of the vehicle, a twenty-seven year-old male, was transported to Mercy San Juan Hospital with non-life threatening injuries. Sheriff's Homicide detectives conducted the investigation, which is standard practice for any officer-involved shooting that occurs in the Sheriff's Department's jurisdiction

In accordance with the California Highway Patrol's policies and procedures both officers will be placed on paid administrative leave pending the outcome of the investigation. The officers involved are assigned to the California Highway Patrol's North Field Division, and each has approximately five years of service with the agency.

After being medically cleared for incarceration, the driver was booked into the Sacramento County Main Jail for evading a peace officer and assault with a deadly weapon on a peace officer.

On March 25, 2011 shortly after 4:30 a.m., Sheriff's deputies responded to an apartment complex on Marconi Avenue in response to a call of gunshots being fired. A female called from inside the complex to say that a male adult had fired an automatic weapon and had a knife in his hand. Additional information stated that the subject had retreated into an apartment after the shooting.

Deputies arrived at the location and attempted to contact the suspect by announcing their presence and knocking on the apartment door. Deputies were immediately confronted by a male adult who opened the door and began to step outside. As he did so, deputies observed him holding a knife over his head and advancing rapidly toward

them. Faced with imminent danger to their lives, two deputies fired their service weapons at the subject. The male sustained a single gunshot wound to his upper body, at which time he dropped the knife and retreated back into the apartment.

Deputies immediately initiated emergency medical response and entered the apartment to ensure the safety of any other persons inside. Finding only the male suspect inside, the deputies detained him and waited for the arrival of medical personnel. The subject was later transported to an area hospital; his condition was not life-threatening. After he was medically cleared for incarceration the suspect was booked into the Sacramento County Main Jail for charges that include assault with a deadly weapon on a peace officer.

Members of the Sheriff's Homicide Bureau and the Professional Standards Division conducted an investigation, standard practice for shooting involving Sheriff's personnel. In accordance with Sheriff's Department policies and procedures both deputies were placed on paid administrative leave pending the outcome of the investigation. The deputies involved are assigned to the Sheriff's Department's North Patrol Division; one has thirteen years of service and the other nine years of service with the Sheriff's Department.

On May 31, 2011 shortly after 12:05 a.m. Sheriff's deputies responded to a report of an armed subject in a neighborhood near Pomegranate Avenue and Delta Pointe Way in south Sacramento. A passerby in a vehicle reported that he had been confronted by a male adult who pointed a gun at him. While deputies were en route to the location, other callers reported that a man with a gun was shooting out windows to vehicles, that someone had been shot, and that a male subject was holding a female hostage at gunpoint. Each caller gave a similar description of the gunman.

When deputies arrived they observed a male subject matching the description given by callers walking down the middle of the street. The deputies observed that the subject was holding a handgun, which he pointed in the direction of the deputies at the time they contacted him. Faced with imminent danger, two deputies fired their weapons at the gunman, striking him multiple times. Paramedics transported the gunman, a male in his twenties, to a nearby hospital where he died of his injuries shortly thereafter.

The Sheriff's Homicide Bureau and Professional Standards Division will be conducting the investigation into this incident, standard practice for any deputy-involved shooting that occurs within the Sheriff's Department's jurisdiction.

In accordance with the Sheriff's Department's policies and procedures both deputies were placed on paid administrative leave pending the outcome of this investigation. The officers involved in the incident are assigned to the Central Field Services Division; one has nine years of service and the other and fourteen years of service with the Sheriff's Department.

On July 3, 2011, at approximately 9:20 p.m., Sheriff's deputies responded to an incomplete 9-1-1 call from a residence in the 3400 block of Morrow Street. A loud argument could be heard on the phone line, although the exact nature of the disturbance was unknown to deputies.

Several minutes later, the first arriving deputy staged on Whitney Avenue, around the corner from the residence where the 9-1-1 call had come from, in order to await the arrival of another deputy. While waiting for his cover unit, the deputy heard loud yelling coming from the area where the 9-1-1 call was generated. The deputy drove around the corner and observed a male adult standing outside near the street, armed with a rifle. The subject fired the rifle at the deputy, striking his patrol vehicle. The deputy returned fire, at which time the suspect retreated toward his residence.

The deputy immediately requested additional units, and promptly retreated back around the corner from Morrow Street onto Whitney Avenue. Shortly thereafter, a second patrol deputy arrived at the scene. As the deputies were in their vehicles on Whitney Avenue, the subject who had fired a rifle at the first deputy came walking quickly around the corner from Morrow Street onto Whitney Avenue. As he proceeded aggressively toward the deputies, they could see that he was holding a handgun.

Deputies ordered the man several times to stop and drop his weapon. The gunman ignored repeated commands to stop and relinquish his weapon, at which time the deputies shot the subject. The gunman collapsed in the middle of Whitney Avenue and deputies immediately requested emergency medical personnel. Paramedics pronounced the subject dead at the scene. Neither of the deputies involved was injured during the incident.

Investigation into this incident will be conducted by the Sheriff's Department's Homicide Bureau and the Professional Standards Division, which is standard practice for any officer-involved shooting by department personnel that occurs in the Sheriff's Department's jurisdiction.

In accordance with the Sheriff's Department's policies and procedures both deputies were placed on paid administrative leave pending the outcome of the investigation. The deputies involved in the incident are assigned to the Sheriff's North Patrol Division; one has thirteen years of service and the other and fourteen years of service with the Sheriff's Department.

On August 18, 2011 shortly before 11:00 a.m., an officer with the Twin Rivers Police Department was on patrol in North Highlands. The officer was driving on Stephen Drive, when he observed two juveniles, a male and female, in Strizek Park. As the officer approached the subjects on foot the male fled eastbound down Stephen Drive toward Channing Drive and the officer gave chase, repeatedly ordering the subject to stop. As the subject fled, a gun fell from the waistband of his pants and landed on the ground.

The officer stopped, drew his weapon, and ordered the suspect to stop. Instead, the suspect turned around and advanced towards the gun, which lay on the ground. The suspect ignored repeated commands by the officer to stop and reached for the gun. Fearing for his safety, the officer fired his weapon several times, striking the suspect.

Additional officers from the Twin Rivers Police Department, Sacramento County Sheriff's Department, and the Sacramento Police Department responded to the scene. While awaiting the arrival of emergency medical personnel, officers performed CPR on the suspect and recovered a semi-automatic handgun next to where he was lying. Paramedics arrived at the location and pronounced the suspect deceased.

This incident will be investigated by the Sacramento County Sheriff's Homicide Bureau, standard practice for any officer-involved shooting that occurs within the Sheriff's Department's jurisdiction. The Twin Rivers Police Department will conduct its own administrative investigation.

In accordance with the Twin Rivers Police Department's policies and procedures the officer involved in this incident, a two and one-half year member of the department, was placed on administrative leave.

On September 18, 2011, at 9:25 p.m., Sheriff's deputies responded to the report of a man shooting a shotgun into the air in the 6500 block of Melrose Drive. When deputies arrived they saw the suspect, later identified as a 54-year-old white male, sitting on the front porch of a house and pointing a shotgun at a white female adult. When the suspect saw the deputies he retreated into the house. As deputies yelled to the woman the suspect fired multiple shots at her from inside the residence. The victim, later identified as the suspect's 71-year-old wife, was wounded in the head and upper body. One of the deputies fired his weapon when he witnessed the suspect shoot the victim. The suspect was not struck by the deputy's gunfire.

The victim was able to crawl toward deputies who rescued her and evacuated her to a nearby ambulance. The victim was transported to a local hospital for treatment. The suspect was taken into custody without further incident after a brief standoff. The couple's 4-year-old grand daughter, who was inside the home at the time of the shooting, was unharmed and was reunited with her parents. The suspect was booked into the Sacramento County Main Jail and faces multiple felony charges including assault with a deadly weapon and domestic violence.

In accordance with the Sacramento County Sheriff's Department's policies and procedures the deputy involved in this shooting, a 10-year department veteran, will be placed on paid administrative leave. The circumstances surrounding the shooting will be investigated by the Sacramento Sheriff's Department's Homicide Unit and the Professional Standards Division.

On September 29, 2011, shortly before 11:45 a.m., a California Highway Patrol officer was on routine patrol in south Sacramento when he observed a male adult walking westbound on 23rd Avenue approaching Del Norte Boulevard. The officer observed that the man was holding a handgun as he walked through a residential neighborhood.

The CHP officer commanded the man to stop and put the gun down. The subject refused numerous commands and began to flee in a westerly direction. The officer repeated his commands several times but the subject fused to heed these directives.

The officer called for backup via his portable radio, and at that moment, observed the subject attempting to chamber a round in the weapon that he was holding. Believing that the individual had readied his weapon to fire, and based on his repeated refusal to relinquish the gun, the officer believed that he was in imminent danger. As a result, he fired his duty weapon at the gunman several times. The gunman was struck once in the upper body, and fell down in the yard of a residence at the corner of 23rd Avenue and Del Norte Boulevard.

Officers from the Sacramento County Sheriff's Department, California Highway Patrol, and emergency medical personnel responded to the scene. The gunman, a twenty-one year old, was transported to the UC Davis Medical Center with non-life threatening injuries. Sheriff's Homicide detectives will be conducting the investigation, standard practice for any officer-involved shooting that occurs in the Sheriff's Department's jurisdiction.

In accordance with the California Highway Patrol's policies and procedures the officer was placed on paid administrative leave pending the outcome of the investigation. The officer involved is assigned to the south Sacramento field office. He has six and one-half years of service with the agency.

On October 21, 2011 at 2:00 p.m. Rancho Cordova police officers responded to the area of Folsom Boulevard and Dawes Way regarding a call of a man armed with weapons riding a bicycle. The caller stated that the bicyclist had a bayonet, and that he had pulled a handgun from his pocket while riding his bicycle down the roadway.

Approximately ten minutes later, officers arrived in the area and began to search for the suspect. Two Rancho Cordova police officers observed a man matching the suspect's description, in the parking lot behind Diamond Billiards in the 10300 block of Folsom Boulevard. The suspect was riding his bicycle eastbound through the lot, and officers could see a machete mounted on his back along with a backpack.

Officers approached the suspect in their vehicles from behind, and ordered him several times to stop and get on the ground. Upon hearing these commands, the suspect jumped off of the bicycle, throwing it to the ground. He then turned swiftly in the direction of the two officers directly behind him.

Based on the information that the suspect was in possession of a handgun, his repeated failure to obey officers' commands, and the fact that the suspect turned aggressively toward them, officers believed they were in imminent risk of danger. One of the officers fired his duty weapon three times, striking the suspect in the upper body and one of his extremities.

The suspect fell to the ground, at which time officers saw a handgun fall next to the suspect's side. Officers then moved toward the suspect a replica firearm. They rendered until the paramedics arrived shortly thereafter and transported the suspect to a local hospital where he later died of his injuries.

Members of the Sheriff's Homicide Bureau and Professional Standards Division conducted the investigation into this incident, standard practice for any officer-involved shooting with department personnel that occurs within the Sheriff's Department's jurisdiction.

In accordance with the Sheriff's Department's policies and procedures the officer involved in this shooting was placed on paid administrative leaving pending the outcome of the investigation. The officer is assigned to the contract city of Rancho Cordova in the patrol division; he has eleven years of service with the Sheriff's Department.

On November 13, 2011 shortly before 5:30 p.m., a California Highway Patrol officer initiated a traffic stop on highway 99 south of Elk Grove Boulevard. The vehicle's sole occupant was a male adult. The officer requested a back-up unit and a second CHP officer arrived on the scene within minutes.

During the course of the contact with officers, the suspect produced a handgun and fired at one of the officers, striking him two times. The other CHP officer returned fire, at which time the suspect tried to flee from the scene in his vehicle. The suspect vehicle veered southbound along the freeway for a short distance, before rolling over the shoulder and overturning.

The primary CHP officer immediately requested cover units and additional officers from the CHP and the Elk Grove Police Department arrived at the scene within minutes. As the wounded officer was tended to by other officers and a civilian witness, a team of officers began to approach the suspect's vehicle.

As CHP and Elk Grove police officers advanced toward the suspect's vehicle, they observed him to be conscious and moving around within the vehicle. Officers gave the man numerous commands to put his hands in the air, and he ignored their commands. An Elk Grove officer, fearing for his safety and the safety of others, fired two rounds striking he suspect who was pronounced deceased at the scene by paramedics. The officer who was struck by gunfire was taken to a nearby hospital and treated for his injuries.

Sheriff's Homicide detectives will be conducting this investigation, standard practice for any officer-involved shooting that occurs within the Sheriff's Department's jurisdiction. In accordance with the policies and procedures of the California Highway Patrol and the Elk Grove Police Department both officers involved in this shooting were placed on paid administrative leave pending the outcome of the investigation.

The CHP officer involved is assigned to the south Sacramento field office, and has approximately four years of service with the department. The Elk Grove police officer is assigned to field services and is a five-year veteran of the police department.

In-Custody Deaths

Notification procedures for inmate deaths are outlined in Correctional Services Operations Order 3/10 and General Order 7/04. Early in 2010, the following procedures were implemented to ensure that the Office of the Inspector General receives timely notification of deaths occurring within the Sheriff's jail facilities.

Upon notification of an in-custody death, the Chief Deputy of Correctional Services, or his designee shall alert the Office of the Inspector General (OIG) of the death and any known circumstances at the time of the notification. The supervisor in charge of the incident shall ensure that all available documentation is completed and submitted within 48 hours from the time of death. This documentation shall include an overview of the prisoner's incarceration period and a description of pertinent events. Following review by the chain of command, this documentation will be forwarded by the Corrections Chief Deputy to the OIG as a follow-up to the initial notification.

Prisoner deaths shall be thoroughly investigated and reported in accordance with the California Code of Regulations, Title 15, Article 4, Section 1046 and California Government Code section 12525. The *Management Summary Report* produced by this investigation is contained in what is commonly referred to as a "*Death Review Binder*". This information is reviewed by the following individuals:

- Originating Watch Commander
- Assistant Division Commander
- Division Commander
- Homicide Supervisor (if applicable)
- Chief of Correctional Health
- Chief Deputy of Correctional Services
- Undersheriff
- Sheriff

Once this review process is complete, the Chief of Correctional Services will advise the OIG, who may conduct an on-site review of the information. This review shall occur at a mutually agreed upon location and time consistent with direction from the Correctional Services Chief Deputy.

Frequently this review will occur before administrative reports from outside agencies are available. As a result, the OIG may request an additional review of the *Management Summary Report* once those documents are available.

The internal "peer-review" process conducted by sheriff's staff is statutorily protected from outside scrutiny. The extent to which this applies to the Office of Inspector General may become a timely question, should unique circumstances in a specific future event present what is believed to be a compelling interest in favor of access by the OIG to information generated from the "peer-review" process. In such instance, the OIG will work through the Office of County Counsel and the Correctional Services Chief Deputy to resolve the issue.

On March 26, 2011, a fifty-eight year old Main Jail inmate died at an area hospital after he was transported for treatment of injuries sustained in a physical altercation with another inmate the previous day. The Sacramento County Coroner's Office determined that the inmate died of blunt force trauma resulting in swelling of his brain. The Sheriff's Homicide Bureau investigated the incident and arrested the inmate suspect. It was determined that the suspect struck the fifty-eight year old victim in the head following a verbal encounter in one of the common areas. The deceased inmate was in custody for grand theft and disorderly conduct.

On May 16, 2011, a fifty-year old Main Jail inmate died while awaiting release from custody. The inmate had been in custody since the previous day on a charge of public intoxication and was in a holding cell with other inmates to be released. Shortly before midnight the inmate became unresponsive. Deputies and jail medical staff performed CPR and paramedics responded for emergency medical treatment, but the inmate was pronounced dead at the scene. The coroner determined that the cause of death was *alcohol withdrawal syndrome* and pathology related to chronic and long-standing alcoholism. Jail staff and Correctional Health Services administrators conducted a comprehensive review of internal procedures pertinent to the incident.

Sheriff's Jail Operations

Special Report on Corrections "Realignment"

The impact of "*Public Safety Realignment*" under California Assembly Bills 109 & 117 is a story yet to be fully told between and among California's diverse counties. More untrained and unprepared inmates are being redirected to local authorities for purposes of both incarceration and supervision upon release from custody—jails are starting to fill with offenders who are serving sentences far beyond the previous one-year maximum set for county facilities. In some cases, local officials have little choice but to grant early releases from custody for certain inmates.

Now, as never before, there is a compelling need to creatively weave together and expand educational and vocational partnerships at the local level to achieve a viable reentry program for ex-offenders returning to communities which they last called home. Indeed, many good efforts are already underway, as illustrated by collaborative ventures between and among the Sacramento County Office of Education, local school districts, and the Sacramento Sheriff's Department. This report provides a springboard for discussion and a conceptual action-model to advance this urgently needed work.

What Changed

Under realignment, certain prison inmates, (collectively the Post-Release Community Supervision population, or PRCS), will henceforth be released to county supervision in their county of last residence. These inmates are those who were incarcerated for an offense classified as non-violent and non-serious; sex offenders, third-strike offenders, and mentally disordered offenders are likewise not included in this group.

Public Safety Realignment also changes the California Penal Code and sentencing laws so that offenders whose current or past offenses are non-violent, non-serious, or non-sex related, will serve their sentences locally. It is anticipated that local sentences will include combinations of county jail detention, probation supervision, and a variety of "detention" alternatives.

Finally, most parole and PRCS revocations will no longer be served in state prison. All parole revocations, other than those for inmates with life terms, will be served in county jail, and will be limited to 90-days after good-time credit is applied. Additionally, the Superior Court, rather than the State Board of Parole Hearings, is now responsible for parole and PRCS revocation hearings.

Where to from here

The reality of "realignment" is beginning to settle in. Two types of supervised *parolees* are now part of the mix; those on *state* parole and those subject to post-release *county* supervision. As noted, the latter are classified as non-violent, non-serious offenders—this is based on the parolee's *incarceration* offense, not their criminal history—many individuals with serious and violent criminal *histories* will now be held in local jails for

extended periods and “supervised” by probation officers upon release from custody. This includes street-gang members and affiliates as well as recognized prison-gang members.

No matter how you slice it, realignment is the greatest single challenge to public safety to come along in decades—there is little disagreement here. The hard truth is that *realignment occurred because the policy side of things for decades in State corrections failed to respond to need*. Whether and to what extent this past failure is perpetuated at the local level remains to be seen.

Simply put, most local jail systems are ill-equipped to handle long-term incarceration of *prison* inmates at the volume anticipated under realignment—in a nutshell, this is the **infrastructure** half of the dilemma. *For example, during the first three months of realignment, the Sacramento Sheriff’s Rio Cosumnes Correctional Center received 176 prisoners with sentences ranging from 16 months to 8 years*. This added length of commitment time will require an innovative approach.

While prosecutorial policy and sentencing practices may impact the number of inmates who ultimately find themselves doing time in county jails, one way or the other, taking a wait and see approach does nothing to address the underlying problem of entrenched recidivism that has plagued California for decades and brought the California Department of Corrections and Rehabilitation to near collapse.

The **program** half of the equation under the auspices of probation officials is equally ill-prepared to provide the kind of reentry services needed to make a dent in California’s ex-offender 75% recidivism rate. Most county probation offices have undergone substantial budget cuts that imperil their ability to proactively address this dilemma. Overlay this with finite resources in the District Attorney’s Offices and the Courts and you have the recipe for a meltdown.

Most of California’s counties are at cross-roads. One sure-fire way to deflect the kind of leadership needed to get the upper-hand on realignment is divisiveness around resources. An agreed-upon and carefully orchestrated plan is needed to deal with the impact of realignment and the very real public safety implications it raises. *Such a plan must anticipate: a hierarchy of needs, maximum utilization of resources, alternatives to incarceration, an inside-outside approach to reentry, and reliance on evidence-based programs to actually reduce recidivism*.

Community Corrections Partnership

California Penal Code section 1230 provides for a Community Corrections Performance Incentives Fund for receipt of State-allocated realignment funds. Assuming they create such a fund, each county must also form a Community Corrections Partnership (CCP) to spend its allocation. Section 1230 prescribes CCP membership, to include the Chief Probation Officer as chairperson. CCPs are in a position to solidify a shared vision around realignment that builds upon a multi-dimensional service structure representing CBO, private, and government resources. Designing a flexible model under the auspice

of the CCP that contemplates the following elements is essential if this vision for *Public Safety Realignment* is to be realized:

Community Corrections Partnership (CCP) requirements

A certain portion of funds allocated to the counties *shall* be used to provide: risk and needs assessments; expanding intermediate sanctions; rehabilitation programs, job training and employment services.

Reductions in recidivism rates

When ex-offenders stay out of trouble, crime drops. Reentry programs have worked to reduce recidivism elsewhere and they can continue to work throughout California's diverse counties.

Jail overcrowding mitigation

A broad range of alternative "sentencing" measures will provide a mechanism for discretionary accelerated release in conjunction with reentry programs, ranging from home detention, work project, the Sheriff's Parole Program (PC 3075), and electronic monitoring.

Positive public relations

If you live in California you have probably heard or read about "realignment." There have already been, and will continue to be, program failures that legitimately raise a heightened level of public awareness and concern. Agencies that have taken a proactive approach to dealing with realignment will be better able to deal with these setbacks—no one is looking for miracles, just a bona-fide plan to deal with things.

Flexibility to meet needs

Benchmarking best practices is intended to be an unwavering part of the conceptual model that follows. There is every good reason to replicate success, such as the Twin Rivers School District vocational education truck-driving program in Sacramento County that boasts a 7% nominal recidivism rate.

Yet another example is the "*Points of Reentry*" program approved for grant funding and awarded to eight school districts nationally—to include the Elk Grove School District in Sacramento County. Developed through the Prisoner Reentry Institute, John Jay College, this forward-thinking program outlines certain success criteria for making reentry programs work.

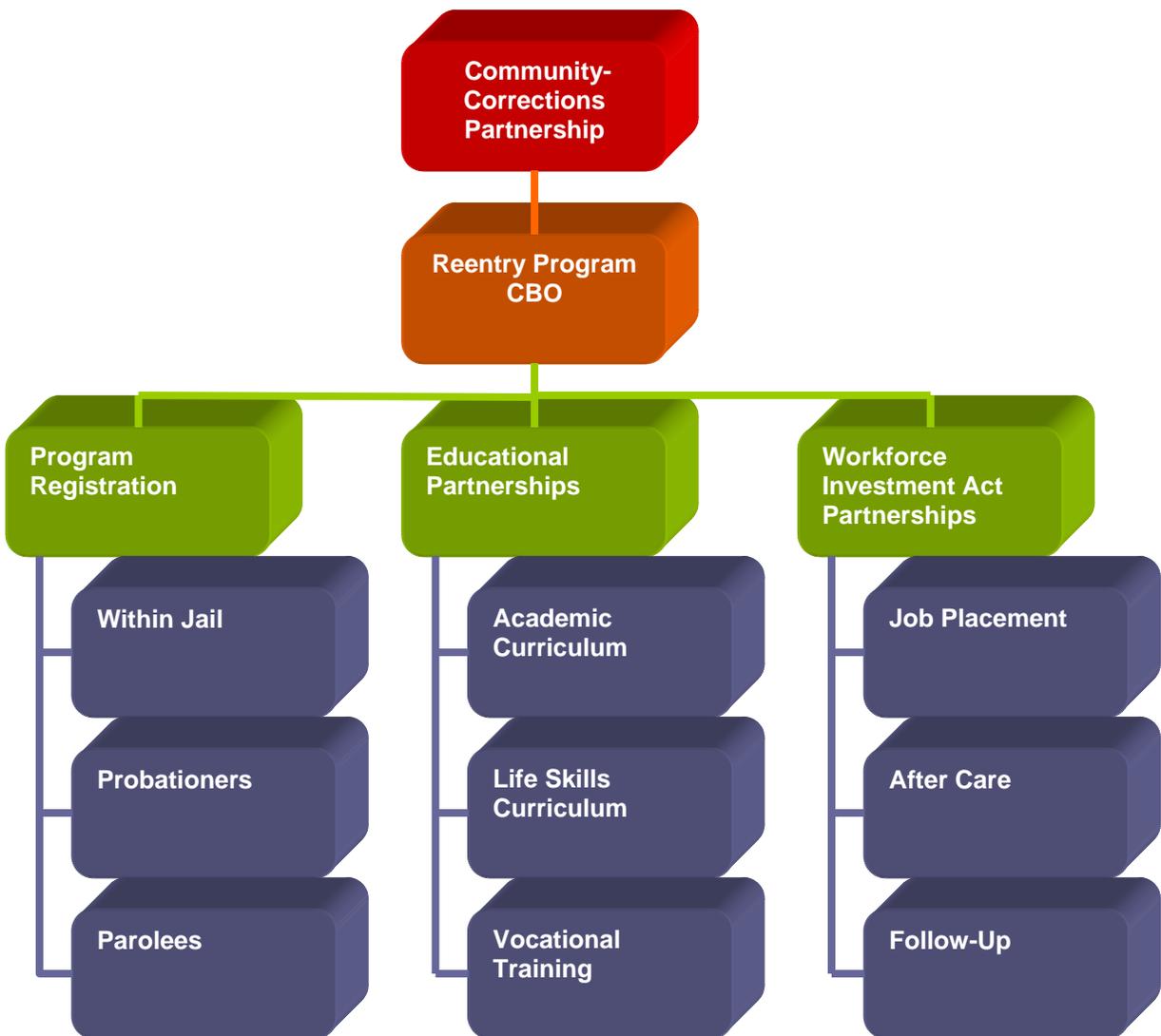
Maximizing cost savings

A collective of social service organizations funded by community-based support, grants, endowments, and other charitable sources are written into the Reentry Center model to provide goods and services at minimal cost to the program. Partnering with academia for internships to facilitate delivery of the "life-skills" curriculum is yet another example of cost-cutting, collaborative resourcing.

Just the Beginning

It will take a sustained effort over time for a substantive reentry model to become fully functional. Absent a shared vision of this sort, the same failed policies of the past that led California's correctional system to the doorstep of collapse will come to roost at the local level. Top administrators who work collaboratively with a long-view of building a legacy that will outlive their tenure will see success, and their respective communities will be the beneficiaries. With this in mind, the model that follows is designed to achieve a realistic balancing of duties between and among custody operations, post-release supervision, and reentry services at the local level.

County "Realignment" Model



The Reentry Center Concept

The Reentry-Center concept is designed around a simple premise—providing ex-offenders a fighting chance to break-away from the entrenched recidivism cycle that has dominated California corrections for decades is a win-win proposition. The emphasis is on offenders who stand the greatest chance of re-offending once they are released back into the community—i.e., those with no job, no marketable skill-sets, no support structure, and most often, those with substance abuse and/or emotional challenges.

Reentry-Centers should not be located in a residential neighborhood or close to a school or park. The Center should have meeting rooms, classrooms, a library, offices and study areas. One or more vocational training classes may also be located at the Center that can serve as a hub for ex-offenders where they receive support services. Transitional housing is a critical support element—whether co-located with the Reentry-Center or elsewhere, this need must be addressed. Carefully screened personnel with suitable professional skills and acumen for the job can provide Reentry-Center security under contract.

A corner-stone of the model outlined is the “**PACT**” (Probation and Community Team) meeting, a mandatory “coming home” orientation that brings together the ex-offender, law enforcement, service providers, and training providers. This meeting is scheduled weekly, bi-weekly or monthly depending on the volume of ex-offenders returning to the community.

The Reentry-Center is essentially a hub through which services and vocational training for ex-offenders will be provided. Part of the mix will be a number of rehabilitative programs to help ex-offenders adapt to life in the community; i.e., drug and alcohol avoidance, family relations, anger management, budgeting, time management, and others. Keys to success include:

- ❖ Grant writer / manager on staff (could be consultant position);
- ❖ Carefully crafted screening and placement criteria that focuses squarely on offenders who have been shown most likely to recidivate;
- ❖ Low-cost “life skills” component built around credentialing interns;
- ❖ Start with and build upon proven vocational training programs;
- ❖ Emphasize learning continuum; life-skills, high school diploma, vocational training.

Life Skills and academic curriculum can be offered either on-site at the Reentry-Center by Adult Charter School (ACS) instructors or at another ACS site. Counseling should be provided to assist the ex-offender in successfully completing the program. All vocational training courses should be designed with a specific end-in-mind—helping the ex-offenders land a livable-wage job. Continual labor market studies can help to ensure that ex-offenders are trained in skill sets which lead to employment.

A few examples of vocational training are:

- ❖ Truck and Bus Driving
- ❖ Welding and Metal Fabrication
- ❖ Heavy Equipment Operator and Mechanic
- ❖ Automotive Technician / Mechanic
- ❖ Railroad Equipment Repair
- ❖ Moving and Storage, Driver and Helper
- ❖ Forklift Operator / Warehouse Worker
- ❖ Auto Body/Glass Repair and Auto Detailing
- ❖ Custodial-Entry Level and Supervision
- ❖ Chef – Culinary Arts
- ❖ Green Construction
- ❖ Electronic Technician
- ❖ Heating and Air Conditioning
- ❖ Building Maintenance Technician
- ❖ Landscaper/Landscape Maintenance
- ❖ Union Apprenticeships (Ironworker, Laborer, Carpenter, Plumber and Pipe fitter, Electrician, Stagehand, Masonry, and others)

Program Components

Each offender participating in the Reentry Program must undergo screening, orientation and assessment, and must complete training programs in accordance with phase I through IV of the program. The following services should be available through the Reentry-Center.

Individualized Service Plan— This element is the basis for the offender's participation in Reentry Program; A case manager develops the plan.

Substance Abuse Testing for Alcohol and Drug Use— Substance abuse history and supervision level will determine placement in this program under the auspice of the supervising probation officer.

Substance Abuse Treatment— This sixteen-week program includes anger management, life skills (competencies required for daily life, such as balancing a checkbook, shopping, etc.), and parent and family reintegration.

Anger Management— This element addresses the emotional tools to control anger and aggression.

Domestic Violence Education and Prevention— The focus here is on breaking the cycle of violence in the home.

Cognitive and Life Skills Development— This element encompasses counseling sessions under the direction of a Marriage and Family Therapist or related discipline.

Community Service— Each ex-offender in the program should participate in at least 200 hours of community service work.

High school diploma or GED Preparation— Programs offered by either the Local Education Agency (LEA) or an Adult Charter School (ACS) under the umbrella of the LEA. (NOTE: In this way, the LEA can collect ADA monies from the State to help the counties defray costs).

Job Readiness/Job Search/Job Placement— Services to prepare the ex-offender for employment either by assisting with job placement if the ex-offender is already qualified for a particular job or by providing vocational training.

Transitional Housing— This is a crucial element in helping the ex-offender to avoid returning to custody. The Reentry Center Social Services Coordinator will access area-wide housing providers to transition homeless ex-offenders.

Aftercare and Tracking— Successfully completing the Reentry program is important, but continued success is the ultimate goal for both the ex-offender and the program. A Case Manager and Aftercare Worker should continue to track and document the whereabouts and activities of the ex-offender as-needed.

Program Delivery

Phase I: Assessment

This phase encompasses screening, service assessment, and service planning—it is where the inside component of an “inside-outside” approach begins, and forms the foundation from which the remaining phases will unfold. A review of the offender’s educational level will be performed with special emphasis on language and math skills.

All offenders who do not have a high school diploma or equivalent should automatically be enrolled in one or both of these programs. An overarching theme in this phase is to minimize idle time for offenders.

Length of stay in this phase will vary depending on individual circumstances, and may extend to post-release services through the Reentry-Center. In all cases, Phase-I includes post-release Reentry-Center orientation (rules, expectations, role of participants and staff, etc), and issuance of a photo ID card. A Case Manager in concert with a qualified therapist will conduct an intake Interview to review the offender’s service plan and assess individual health issues. This will include a review of the offender’s most recent test results applicable to their service plan.

Weekend Parenting and Family Reintegration Groups designed to assist the offender and family members in developing coping skills as a requisite to effective

communication, problem solving, building relationships, using appropriate parenting strategies, and encouraging school attendance can be included on a case-by-case basis as part of an offender's service plan.

Phase II: Implementation

Phase II will focus on continued delivery of services identified in the offender's Individual Service Plan, to include components of the reentry curriculum started but not completed prior to an individual's release from custody. Participants should be in close contact with the Reentry-Center during this phase, if not actually reporting to the Center five days a week, eight hours per day and four hours on weekends until their individual goals for services are met.

Length of stay in this phase will vary but is expected to range from 16-weeks to double this time-frame depending on the ex-offender's vocational and educational needs. The Reentry-Center Education and Vocational Training Coordinator will select and coordinate community service activities. The ex-offender has the option of completing 200-hours of community service requirement in Phase II or III. Active participation in small control group counseling to confront individual values contributing to substance abuse and criminal behaviors is expected during this phase.

During this phase, most program participants should be enrolled in a program encompassing Substance Abuse, Anger Management, Cognitive Behavior Training, Domestic Violence Prevention, and Parenting and Family Reunification either as a continuation of life-skills training began on the inside, or otherwise, as a means to an end insofar as nurturing mental and physical wellness toward completion of their educational and vocational training.

Phase III: Completion

Here, the focus is on completing the Reentry Program as determined in the ex-offender's Individual Service Plan. During this phase, each participant is expected to be gainfully employed or be a full-time student. The length of stay in this phase is dependent upon each participant's progress. Generally this phase does not exceed 60-days, depending on the course requirements for vocational training/education and job placement.

Ex-offenders may continue to participate in service treatment programs through the Center during and after Phase III, focusing on securing and maintaining full-time employment. During this period high-risk ex-offenders and family members (as appropriate) will participate in a weekend class called "Stay-Out" to develop cognitive and life skills to help them function successfully in the community.

By this time, an ex-offender should also have completed his/her minimum 200 hours of community service work. A Job Developer and Aftercare Case Worker will monitor the ex-offender's progress via jobsite, home, and school visits to provide support.

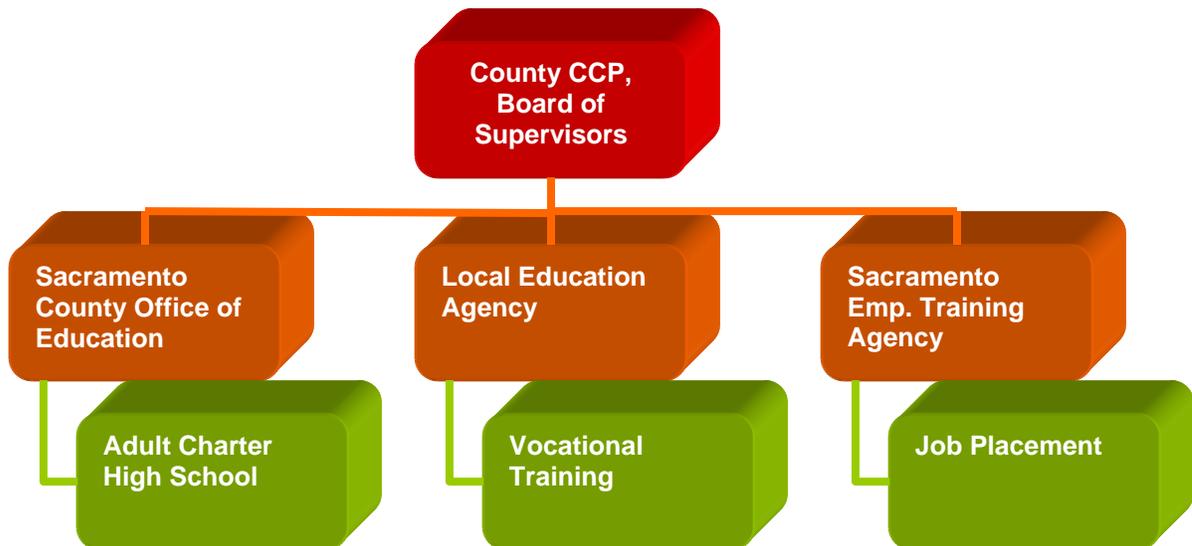
Phase IV: Aftercare

This phase includes ex-offender check-in at the Reentry-Center at least once a week. The Aftercare phase may include a variety of social service intervention support group activities like Alcoholic/Narcotic Anonymous, Anger Management, Family Reintegration and Community Services.

The Aftercare Counselor should conduct a minimum of one personal or phone contact with the ex-offender each week to monitor the ex-offender's attendance and progress at designated social services programs to ensure the ex-offender is in compliance with his/her goals to complete the program. All ex-offenders entering the Reentry-Center program will be tracked during their parole period to ensure successful reintegration into the community.

Reentry-Center staff should maintain regular communication between the supervising case agents and participating ex-offenders in order to share information regarding an ex-offender's progress. The most important objectives are social services support for substance abuse treatment, the avoidance of drugs and alcohol, completing the program, and obtaining livable-wage employment. At the end of the Aftercare Phase, data on the ex-offender's goals, attendance, activities and performance should be collected, recorded and analyzed.

County Ex-offender Reentry Network



Efforts Already Underway

An illustration of efforts currently underway can be found in Sacramento County where the Sheriff's Rio Cosumnes Correctional Center (RCCC) has become increasingly proactive in starting the "reentry" process for inmates well in advance of their release. They have built upon a longstanding relationship with the Elk Grove Unified School District (EGSD) dating back to 1976, when the Board of Supervisors authorized the establishment and maintenance of classes in connection with jail facilities for the education and vocational training of prisoners.

These jail training and education programs have helped many prisoners turn their lives around. In the 2010-11 school year there were 2,529 students enrolled in one of the programs. Fully 211 of these students gained new computer and technical skills, 300 improved basic reading, writing and math skills, 104 improved parenting skills through CPS approved curriculum, 209 worked towards their GED, 276 earned CTE certificates, and 26 earned their GED. If a student begins the GED testing process while incarcerated they can continue with the 5-part series free of charge at an adult education site established by the EGSD on Gerber Road. The Sacramento Employment Training Agency also has a "one-stop" center (one of eleven in Sacramento County) co-located at this location. The program provides for a "job readiness coach" both on-site and post release. Components of the program include:

Academic programs

ABE – Adult basic education is offered to help students improve their reading, writing, and math skills. This course is designed to improve skills to an eighth grade level.

ESL – Students learn basic verbal communications skills pertinent to the employment arena and limited everyday social interaction.

GED – Preparation covers math, English language arts, social science and science content assessed by the GED examination. Students take practice tests and prepare to take the five-part examination. Students take the official GED exams once they have passed the practice tests. The fee for these tests is paid for through the Sheriff's Department.

Vocational programs

Career Preparation and Re-entry – Students set long and short term goals for post-release employment. They are connected to support systems and the local career center. They also receive an opportunity to build a resume and cover letter, get interview practice and learn soft skills needed to gain and retain employment.

Culinary Arts – Students learn core culinary skills and are provided with basic training that enables them to get employment in the food service industry.

Custodial – Students become proficient in various custodial techniques and safety procedures.

Cake Decorating – Students learn core skills of cake decorating and are provided with the training to prepare them for employment in a bakery, deli or pastry shop.

Computer Applications for the Workplace – Students learn office skills to compete in today's job market, including computer applications in MS Office, Word, PowerPoint and Excel. Students learn filing procedures, telephone communications, mail procedures and record duplication.

Ornamental Horticulture and Landscape—Students are exposed to different techniques of propagation and irrigation with an emphasis on environmental horticulture and landscape maintenance.

Safety and Sanitation (ServSafe) – This course teaches the following subjects: safety procedures, bacterial diseases, personal hygiene, and pest control. This is a mandatory class for all kitchen workers.

Beginning in January 2012: Welding Technology.

Under consideration for development are courses in truck and bus driving, forklift operator, and small engine repair.

Health and Safety

Parent Education – Instruction is provided within a supportive environment and the curriculum is CPS approved.

Housing for Accountable Living Transition/Residential Substance Abuse Treatment – This comprehensive program provides substance abuse treatment and re-education to offenders with a multi-faceted approach to treatment that addresses factors of the offender's everyday life that must be overcome in order to change learned behaviors and not re-offend.

Beginning in January 2012: "Thinking for a Change," a cognitive behavior training class.

Points of Entry

The Elk Grove Adult and Community Education program was one of eight recipients nationally awarded a demonstration grant from the Open Society Foundation. The project is known as *Points of Entry*. EGACE has included the Sheriff's Department as a partner and the RCCC has developed a plan which will be implemented in January 2012 and continue through the end of the year to meet the goals of the grant.

The program goals are in part to: improve access to career pathway services; create access to comprehensive support services including behavioral change interventions; integrate pre-release and post-release services to facilitate pursuit of education, training and employment.

This demonstration grant should prove to be an effective program to provide data for analysis to continue with and improve reentry training and discharge planning.

Individualized Re-Entry plan

Effective December 13, 2011, inmates sentenced to the Rio Cosumnes Correctional Center are interviewed by Sheriff's Department social workers who use a template to develop an individualized re-entry plan. The interview consists of an educational assessment, student goals, work history, and attempt to identify any barriers to success upon release. The social workers mission has been redefined to that of case management in that this plan will be used as a road map to guide educational and vocational training as well as to prepare for discharge planning.

Building for the Future

The examples noted of existing partnerships in Sacramento County to spearhead reentry for incarcerated individuals constitute the sort of ready-made stage upon which to broaden the impact of such programs through the Reentry-Center concept. For example, the Sacramento County Office of Education (SCOE) operates the Sacramento Community Based Coalition (SCBC) at a small facility at Mather Field. The SCBC is a good idea which can be expanded as a Reentry hub under the model suggested.

There is no doubt a similar need for all these services in North Sacramento, dictated by the geography of the county and thus the necessity for a Reentry Center in this area as well. The Twin Rivers Adult School already operates four (4) adult vocational education programs which are proving to be helpful to ex-offenders; Heavy Duty Truck Driving; Heating and Air Conditioning Technician; Green Construction and Custodial Supervision. Over the last fourteen years, the Truck Driving Program has a documented recidivism rate of seven percent (7%) among parolees who complete the program. Educators in this already-viable program who may be interested in establishing an Adult Charter School in the north area could build on the successful SCBC model, and work collaboratively with SCOE in this project. The keys to making this work include:

- ❖ Pragmatic pre and post release educational and vocational models;
- ❖ Functional interagency collaboration and business-sector coordination;
- ❖ Wrap around support services to address housing, child care, transportation, substance abuse and mental illness;
- ❖ Vocational venues consistent with the regional labor market;
- ❖ Assessment and refinement through accurate data collection and analysis.

Funding Reentry-Center Education Programs

Governor Brown's Legislative or "initiative" plans to permanently fund realignment are still very much a work-in-progress. Realignment is principally funded with a dedicated portion of state sales tax revenue and Vehicle License Fees (VLF) outlined in trailer bills, AB 118 and SB 89. The latter provides revenue to counties for local public safety programs and the former establishes the Local Revenue Fund for counties to receive the revenues and appropriate funding for Public Safety Realignment. The reallocation formulas will be developed more permanently using appropriate data and information for the 2012-13 fiscal year and each fiscal year thereafter.

Grant Funding - Each participant in the vocational training program should be able to qualify for a PELL financial assistance grant in the amount of \$5,500 toward training, living, and related expenses. Other Federal "reentry" grants that align with the program will likewise almost assuredly become viable sources of funding.

ADA Funding - If the Local Education Agency establishes an Adult Charter School, state ADA monies will be payable to the Charter School and thereby the LEA. This represents a very significant potential funding source.

Education & Training Programs: Funding Sources and Estimates

Vocational Education Via Local Education Agency

Program	Tuition	Total Hours	Total Weeks	Cost/Hr	WIA Funded*	Pell Funded*	Cost to Sacramento
Truck / Bus Driving	\$3,695	1080	27	\$3.42	\$753	\$2,942	\$0
Green Construction	\$3,695	1200	30	\$3.08	\$677	\$3,018	\$0
Custodial	\$1,995	660	18	\$3.02	\$665	\$1,330	\$0

Academic Education Via the Adult High School Charter

Course	Est. Cost	Total Hours	Total Weeks	Est. Cost/Hr	ADA/Hr	Charter Funded*	Cost to Sacramento
Workplace English	\$480	120	8	\$4.00	\$6.23	\$748	\$0
Workplace Mathematics	\$480	120	8	\$4.00	\$6.23	\$748	\$0
Changing Behaviors	\$480	120	8	\$4.00	\$6.23	\$748	\$0
Addiction and Health	\$480	120	8	\$4.00	\$6.23	\$748	\$0
Community Service	\$480	120	8	\$4.00	\$6.23	\$748	\$0
Personal Economics	\$480	120	8	\$4.00	\$6.23	\$748	\$0
Independent Study	\$480	120	varies	\$4.00	\$6.23	\$748	\$0

*Average expected amount of funding. Students may qualify for more or less based upon a variety of issues.

Measures of Success

Clearly, the overarching measure of success for Reentry Programs will be a drop in the recidivism rate for ex-offenders. Other criteria include:

- ❖ Certificates of completion for courses within individualized service plans;
- ❖ Reentry Program completion / failure rates;
- ❖ High school diplomas / GED certificates issued;
- ❖ Job placement;
- ❖ Frequency rate of negative contacts with law enforcement among participants.

It is equally important to track the impact of realignment insofar as local jail facilities and the administration of justice within the respective counties are concerned. A baseline should be quickly established from which to monitor and report on the following criteria.

- ❖ Jail population
- ❖ Length of commitments
- ❖ Inmate "demographics"
 - Nature of offense
 - Criminal history
 - Affiliations
 - Grievance and disciplinary rates
- ❖ Return to custody rate
- ❖ Early-release rates
- ❖ Alternative sentencing measures
- ❖ Increase administrative costs, such as Correctional Health Services
- ❖ Prosecution rates by category of offense

Conclusion - Implementation Strategies

There is good reason to believe that solid vocational training in carefully selected skill sets which are realistic for ex-offenders, will provide success and thereby create law-abiding taxpayers with livable-wage jobs. The real question is where and through whom the training will take place. It is important to remember that the training will have to include parallel life skills curriculum, and reliable, solid follow-up. This will produce the data necessary to judge the totality of the program and set the stage for future modification and/or expansion.

Formation of a Joint Powers Authority (JPA) is one way to consolidate vital services and strategies to address the myriad of unanswered questions around "realignment". Participating entities would each be empowered, pursuant to California Government Code Section 6500, et seq., to exercise their common powers jointly by agreement.

The JPA would represent a collaborative vehicle for community crime prevention through education and vocational training opportunities leading to livable-wage jobs for ex-offenders, and a means to this end through networking between and among local law enforcement, community-based organizations, and the academic community.

Alternatively, the model outlined herein can be a stand-alone program administered by a third-party (TP), operating under the direction of the Community Corrections Partnership in each county. The third-party can and should be an organization (either for-profit or non-profit) which has specific experience in dealing with parolee job training and rehabilitation.

The JPA/TP would network with potential program managers, staff and specialized partners who are thoroughly experienced in the management and delivery of services. Success will come through communication and relationships built around the joint efforts of all of the entities involved. By necessity, this venture must contemplate the need to expand alternative sentencing strategies and early release provisions to give Sheriffs around the State a measure of breathing room to manage their inmate population within finite housing parameters—first and foremost, this is a collaborative venture.

The design of the program is by definition fluid to align with individualized needs in order to ensure the successful reintegration of ex-offenders into the community. Inmates who are subject to post-release county supervision and who statistically are at highest risk to recidivate are the primary initial focus group. The idea is to set measureable and achievable goals, the most important of which is to reduce recidivism within the target group.

The JPA/TP would coordinate with local agencies to ensure pre-release assessment and needs-based curriculum for parolees within the focus group. The inmate will start his or her readiness training “**Inside**” during their incarceration leading to release from custody. Upon release the ex-offender will attend a mandatory PACT meeting and Reentry Center staff will complete an outside “coming home” assessment of his/her needs, and place the ex-offender in the “**Outside**” segment of the program.

As the ex-offender is completing his/her outside training, internships with area employers will be used to start the process of reintegration into the workforce. There will be counseling, monitoring, tracking and documentation to support ex-offenders’ efforts to successfully complete the program leading to a vocational certification and placement in a livable wage job.

If the foregoing elements are systematically addressed, the magnitude of adverse crime and social problems associated with “realignment” will be significantly mitigated and recidivism will gradually be reduced, resulting in very substantial cost savings to the State of California and the counties as well. Nothing succeeds like success; there must however be a jumping-off point—that is the core purpose for the JPA/TP.

Summary

What most parolees or probationers want and need is a livable-wage job. What every other law abiding resident of our communities wants is to live in peace and security, free from the threat of increased crime and violence—"realignment" of correctional services from the State of California to California's counties has folks concerned, and with good reason.

Realignment represents the single-most significant challenge for law enforcement to come along in decades. This legislation was enacted with one overarching purpose—to reduce overcrowding in the State's prisons, as mandated by the U.S. Supreme Court. Many questions remain in terms of how local government is to cope with an influx of inmates and parolees in their jails and communities.

Seizing local control in order to craft measures in mitigation responsive to the policy and structural implications of correctional realignment is absolutely essential—time is of the essence. The model suggested herein is one approach—there are no doubt others. The idea is to move the discussion forward, toward the adoption of workable plans that fit the individual needs and circumstances of municipalities through a pragmatic joining of resources.

Overview of Sacramento County Jail Operations

Sheriff's Correctional Services are administered through the below-described Divisions. The operation in its entirety is both costly and at the same time essential to public safety. The scope and breath of correctional services entails an ongoing balancing of resources.

The **Main Jail Division** is the largest single division within the Sheriff's Department, with over 243 sworn deputies and 104 civilian staff. The maximum capacity for this facility, which does not house juveniles, is 2,432 inmates with an average daily count of 2,134. The Main Jail is at or near the top of the list in terms of annual bookings at like jail facilities throughout California; (47,064 for calendar-year 2011).

Sacramento's Main Jail is the primary custodial facility for pretrial inmates. This facility is also the primary housing unit for newly arrested inmates from federal, state, and local law enforcement agencies, as well as prisoners in transit to other jurisdictions. A portion of the ground floor is dedicated to four courtrooms inside the Lorenzo E. Patino Hall of Justice, where an average of over 6,000 cases per month are calendared, mostly for defendants who are in custody at the Main Jail.

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 other jurisdictions. Many prisoners who formerly would have gone to state prison are now sentenced to RCCC. In total, 244 deputies and civilian staff work around the clock to ensure that inmates are secured and cared for while in custody at this facility.

The RCCC is the principal reception point for parole violators held pending revocation hearings in the Sacramento region. It is also the central transportation point for all defendants sentenced to state prison by Sacramento County courts. Additionally, RCCC serves as an adjunct facility for pretrial inmates from the Main Jail.

A women's dorm, as well as minimum, medium, and maximum security facilities are located on-site at the RCCC; the daily population count in recent months has averaged about 1750 inmates. A variety of support services are offered to assist inmates including educational, vocational, medical, and psychological programs.

The **Correctional Health Services Division (CHS)** provides medical, mental health, and dental services to the Sheriff's inmate population (approximately 4,200) housed at the Main Jail and the RCCC, at an annual budget of \$36 million. This includes on-site care as well as case management of care provided to inmates via off-site facilities. CHS operates daily nurse and physician sick-call, providing over 130,000 visits annually. On any given day, approximately 65% of the inmate population is receiving medications.

The **Work Release Division** employs a wide array of alternatives to traditional incarceration, thereby reducing both jail population pressures and the enormous cost of incarceration. The program was created in 1978 and has evolved into one of the largest alternative correctional programs in the nation. The population count for the Sheriff's Work Project Program averages around 825 inmates, while the Home Detention program supervises an average of 240 inmates.

SSD Inmate Population Trends

Planning, organizing, staffing, and directing day-to-day correctional services entails a sense of trends related to the population served. Noteworthy trends reported by SSD Correctional Services include:

- The average daily inmate population at the Main Jail increased only slightly from last year at .42%;
- Inmate-on-inmate assaults at the Main Jail increased by 12.6% over last year and assaults on staff decreased by 28.9% during the same period;
- Approximately 14.9% of all assaults that took place at the Main Jail in 2011 were gang related;
- The average daily inmate population at the RCCC is trending slightly downward: in 2011 the average daily inmate population was 1,884 with the highest average in February at 2,125. In comparison in 2010 the average daily inmate population was 1,921 with the highest average in October at 2,203;
- In 2011 inmate assaults on staff at RCCC decreased to 10 incidents from 14 as reported in 2010, while inmate-on-inmate assaults stayed the same at 185 incidents;

- Incidents of medical casualties at RCCC significantly decreased with 37 incidents reported in 2011 down from 62 incidents in 2010, a 40% decrease;
- The current population count for the Sheriff's Work Project Program is approximately 825; the Home Detention program supervises 240 inmates. In 2010, the Work Project population count was 1,000 and Home Detention supervised 221 inmates;
- The revenue collection total at the Work Release Division for fiscal year 2010/2011 was \$4,820,557.40. The revenue collection total for fiscal year 2009/2010 it was \$ 5,960,082. This is a 19% reduction in revenue collected.

Inmate Grievances and Incident Reports

Incarcerated individuals must have a viable way to air grievances concerning the conditions of their confinement. This is the purpose of the inmate grievance system. In turn, an equitable process to hold inmates accountable for their actions which put the safety and security of the facility or the wellbeing of others in jeopardy is integral to jail operations. Incident and disciplinary reports are central to this process.

Inmate grievances, incident reports and disciplinary reports for each SSD Correctional Services Division have been formatted within a viable tracking system allowing for assessment of trends and corrective action consistent with ongoing evaluation. Figures for calendar year 2011 are reflected in the tables which follow.

Main Jail Grievances

Inmate grievances at the Main Jail were compiled for tracking purposes during 2011. An overview of ***grievances*** is reflected here.

PROPERTY								
Mail	Money	Personal	Tank Property					Total
46	64	16	0					126
PROGRAMS								
Education	Religious	Work Project						Total
2	3	1						6
SERVICE								
Clothing	Recreation	Phones	Commissary	Food	Showers	Visits	Laundry	Total
6	6	9	51	35	9	3	1	120
LEGAL								
Attorney	Courts	Law Library						Total
5	3	14						22
STAFF CONDUCT								
Treatment	Use-of-Force	Misconduct						Total
81	7	1						89
POLICY/PROCEDURES								
Discipline	Classification	Security	Facility	Other				Total
31	21	0	26	23				101
OTHER								33
TOTAL GRIEVANCES 2011							Grand Total	497
OUTCOMES								
Denied	Corrective Action	Resolved	Not Grievable	Outstanding				Total
281	211	6	156	8				662

Grievance outcome counts include grievances assigned to Correctional Health Services for processing. See page 67 CHS Grievance counts.

Main Jail Incidents

The following chart reflects Main Jail documented *incidents* for 2011. It includes: inmate-on-inmate assaults; inmate assaults on staff; Jail Psychiatric Services (JPS) incidents (most commonly suicidal ideations); medical events and casualties, and unscheduled medical transports to a medical treatment center:

2011	Assault (Inmate)	Assault (Staff)	JPS	Med Casualty	Med Transport
January	28	2	108	38	77
February	22	3	86	21	48
March	35	2	103	30	126
April	22	3	96	30	109
May	20	3	88	30	204
June	22	6	94	40	93
July	36	4	112	35	83
August	27	2	121	28	107
September	24	4	107	35	73
October	32	6	99	45	84
November	33	2	111	32	74
December	33	8	135	32	74
Year Total	334	45	1260	396	1152
Mthly Avg.	27.8	3.8	105	33	96

RCCC Grievances

Inmate grievances at the Rio Cosumnes Correctional Center were compiled for tracking purposes during 2011. An overview of ***grievances*** is reflected here.

PROPERTY

Mail	Money	Personal	Tank Property	Total
30	21	61	20	132

PROGRAMS

Education	Religious	Work Project	Total
6	0	10	16

SERVICE

Clothing	Commissary	Food	Laundry	Recreation	Phones	Showers	Visits	Total
8	57	80	10	3	13	8	6	185

LEGAL

Attorney	Courts	Law Library	Total
2	4	7	13

STAFF CONDUCT

Misconduct	Treatment	Use-of-Force	Total
4	44	2	50

POLICY/PROCEDURES

Classification	Discipline	Facility	Security	Other	Total
59	123	10	2	77	271

TOTAL GRIEVANCES 2011

Grand Total 667

OUTCOMES

Denied	Corrective Action	Resolved	Not Grievable	Outstanding	Total
360	286	94	60	2	802

Grievance outcome counts include grievances assigned to Correctional Health Services for processing. See page 67 CHS Grievance counts.

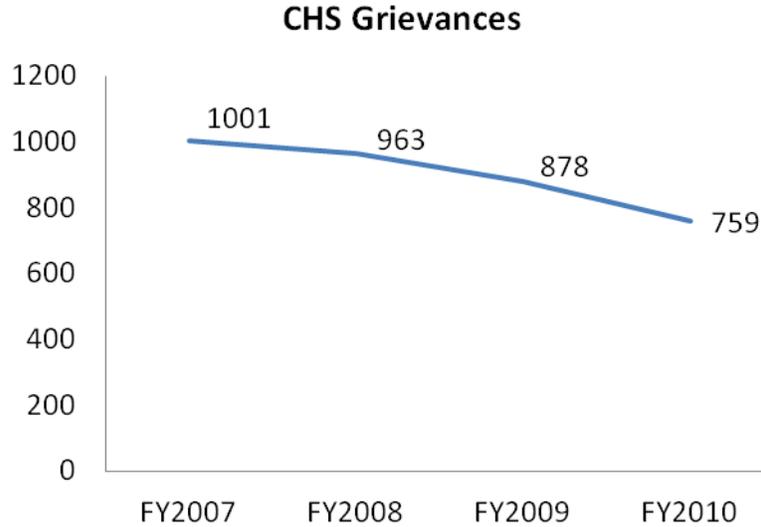
RCCC Incidents

The following chart reflects RCCC documented *incidents* for 2011. It includes: inmate-on-inmate assaults; inmate assaults on staff; Jail Psychiatric Services (JPS) incidents (most commonly suicidal ideations); medical events and casualties, and unscheduled medical transports to a medical treatment center:

2011	Assault (Inmate)	Assault (Staff)	JPS	Med Casualty	Med Transport
January	14	0	9	1	14
February	27	0	6	6	9
March	10	0	4	0	9
April	10	2	7	0	4
May	14	0	2	1	6
June	6	2	3	1	3
July	22	3	21	22	14
August	10	1	7	5	7
September	28	2	13	0	3
October	13	0	9	1	4
November	13	0	7	0	11
December	18	0	6	0	30
Year Total	185	10	94	37	114
Mthly Avg.	15.4	0.8	7.8	3.1	9.5

Correctional Health Services (CHS) Grievances

In fiscal year 2010, ending June 30, 2011, the total number of grievances related to medical and psychiatric care was reduced by 14% to 759 from 878 in fiscal year 2009. The below chart reflects a four-year pattern in declining grievances.



There are three primary reporting categories for CHS grievances: Access to Care, Scope of Practice/Treatment and Medication Administration.

Category of Grievance Issue	FY2009	FY2010
Access to Care	232	209
Scope of Practice/Treatment	310	223
Medication Administration	244	319

Access to Care:

Over the last year, CHS has moved to a triage approach for attending to the medical needs of the patient-inmates. This change allows for the medical conditions and situations to be matched with the appropriate medical resources. In some situations, patient-inmates that once went directly to a doctor may now be directed to an RN. Additionally, patient-inmates that want changes in the dosage or type of their medication may have their chart reviewed instead of a face to face visit.

This change has allowed CHS to correctly respond and efficiently meet the medical needs of the patient-inmate population. This has led to a 10% decrease in Access to Care grievances.

Scope of Practice/Treatment:

Grievances related to scope of practice and various treatment decisions decreased by 28%. This is mainly related to CHS triaging the medical needs, and being able to provide the needed medical care to the patient-inmates. CHS takes this information as it is more able to truly meet the medical needs of the patient-inmate population and is correctly directing its medical resources.

Medication Administration:

There was a 30% increase in grievances for Medication Administration. The bulk of these grievances continue as CHS continues to implement stricter guidelines and practice criteria in prescribing opiate pain medications. These alternative pain therapies have generated grievances, inasmuch as inmates want to receive the exact same medication they were receiving outside of custody. Moving patients to these alternative pain therapies has allowed CHS to provide a consistent, more manageable drug formulary that enhances patient care. In addition, the new pharmacy system has allowed CHS to monitor use of various other medications. Through this analysis CHS has been able to move inmates to a consistent formulary which results in improved patient-inmate care and cost efficiency.

In 2012 CHS will implement the final phase to the new pharmacy system. This final phase will provide electronic tracking of medication administration. CHS will have information on exact times and amounts of medications administered. The impact of the following years report is unknown at this time.

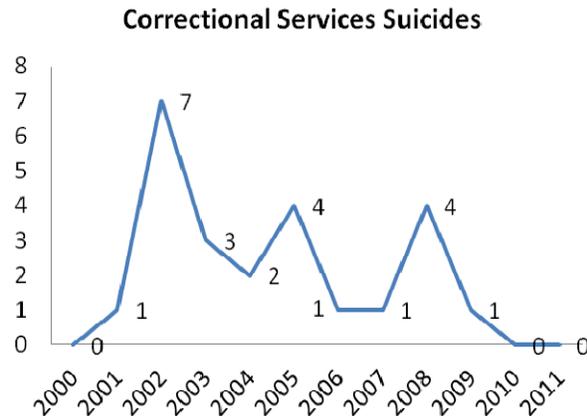
The following chart reflects CHS documented grievances for fiscal year 2010. It includes: Access to Care; Scope of Practice/Treatment; Medication Administration, and Jail Psychiatric Services (JPS):

FY2010 (ending June 2011)	Main Jail				RCCC			
	Access To Care	Scope of Practice/ Treatment	Med. Admin.	JPS	Access To Care	Scope of Practice/ Treatment	Med. Admin.	JPS
January	8	10	13	0	8	9	11	0
February	9	9	11	2	10	7	12	0
March	10	12	14	0	9	7	11	1
April	7	9	18	0	9	8	10	0
May	7	11	10	0	8	8	11	1
June	6	7	16	1	8	10	13	0
July	9	10	17	0	7	8	14	0
August	12	13	21	0	8	9	13	1
September	7	10	13	0	6	7	11	0
October	12	13	18	0	7	6	12	0
November	11	10	15	0	10	9	12	1
December	12	11	14	1	9	10	9	0
Year Total	110	125	180	4	99	98	139	4
Mthly Avg.	9.2	10.4	15.0	0.3	8.3	8.2	11.6	0.3

Inmate Deaths / Interventions

Safeguarding the well being of incarcerated individuals is a challenge heightened by the reality that desperate people sometimes do desperate things. Sadly, inmate deaths will continue to confront custody professionals. Sheriff's officials have initiated proactive measures to mitigate conditions underlying in-custody deaths.

Two in-custody deaths other than those resulting from natural causes occurred during 2011, as reported in the "Critical Events" section of this report (supra, page 41). Ongoing Suicide prevention training and tier fencing in the Main Jail seem to be having a positive impact. Additionally, direct intervention by custody staff to prevent death or serious injury occurs with some regularity.



Direction and Challenges

Ongoing enhancements to safety, security, and quality of care are an important part of correctional services. Realistically, the challenge is to prioritize those things which will do the most good, since not everything that is desirable is likewise feasible. A flexible vision and adapting to changing circumstances will become increasingly important.

Main Jail

The newly formed Sacramento County Community Corrections Partnership (supra pg-44) has awarded the Sheriff's Department funding to develop and implement a new Pretrial Release and Supervised Own Recognizance (OR) Program. Staffed by Sheriff's Records Specialists working out of the Main Jail, this program, scheduled to begin mid-February 2012, will provide round-the-clock pretrial screening of arrestees booked into both the Main Jail and the Sheriff's Correctional Center. The Program will utilize the Virginia Pretrial Risk Assessment Instrument which is an objective, researched-based method of gauging a defendant's failure risk while on supervised pretrial release.

Starting in January 2012, additional resources paid for with "realignment" funding to offset workload redistribution were allocated to the Main Jail—Nine Sheriff's Records Specialists and one Sheriff's Records Officer are included in this augmentation. Additionally, one Program Expert who will assist in developing and delivering training for all pretrial staff, (to include court personnel and Judges), in conjunction with the above-described program was funded.

During the coming year, custody personnel, in concert with Correctional Health Services medical and psychiatric staff at the Main Jail, will redevelop and reinstitute a

suicide prevention program that contemplates changes in inmate composition under “realignment”. The program is intended to educate staff in recognizing and responding to suicidal inmates.

Correctional Center

The Sheriff’s Rio Cosumnes Correctional Center (RCCC) has initiated proactive measures to address the impacts of “realignment” at the local level. They have developed an assessment form for sentenced inmates to address individual education and life-skills “Reentry” curriculum designed to facilitate post-release reentry into the community. A team of employees will oversee implementation of evidence-based strategies designed to reverse the cycle of recidivism through practical educational and vocational models and post-release wrap around support services to address housing, substance abuse, family reunification, transportation, mental health, and employment issues; (supra pg-52).

The facility Commander is moving to establish a Re-Entry Council comprised of managers and decision makers from law enforcement, education, community and faith based organizations, business, health and human services agencies to most effectively deal with the high rate of recidivism. This Council will help to maximize efforts undertaken by the Department with this end-in-mind.

A full-time Classification Program has been added at the RCCC to mitigate complications arising from the changing “demographics” and criminal sophistication of inmates who are now sentenced to lengthy terms of confinement at the facility. Finally, a full-time Work Release Coordinator will now work in conjunction with the Work Release Division to maximize the number of inmates participating in this alternative program in order to reduce the inmate count.

In a very significant turn of events, the Board of Supervisors near the end of 2011 authorized application for jail-construction grant funding, (pursuant to Assembly Bill 900), which will require \$10 million in matching funds, if funding is obtained to expand and renovate the RCCC facility. Sheriff’s officials will now move forward with the extensive application process.

Correctional Health Services

Automated systems will play an increasingly important role in delivery of inmate health services. The coming year will see implementation of an automated pharmacy system which will allow nursing staff to document medications using a tablet computer and a bar code scanner, thus enhancing both safety and efficiency. CHS will also implement an eForms medical records system. This will eliminate manual processing and filing of roughly 30 different forms and documents, resulting in rapid access to patient medical information, improved accuracy, and a safer, more efficient and less costly system.

The greatest unknown for CHS is how long-term incarceration triggered by “*Public Safety Realignment*” for a certain segment of the jail population will impact delivery of

health services. Budget reductions over the past three years have necessitated workload efficiencies at every level within the health services system. A recent OIG audit of CHS revealed that while many innovative solutions have been brought to bear, staff/inmate ratios have fallen far behind industry standards for like jail facilities. Although the Division has done a remarkable job of making ends meet, finding creative efficiencies with available staff to ensure the continued delivery of essential services is a remedy that has been fairly well exhausted.

Work Release Division (WRD)

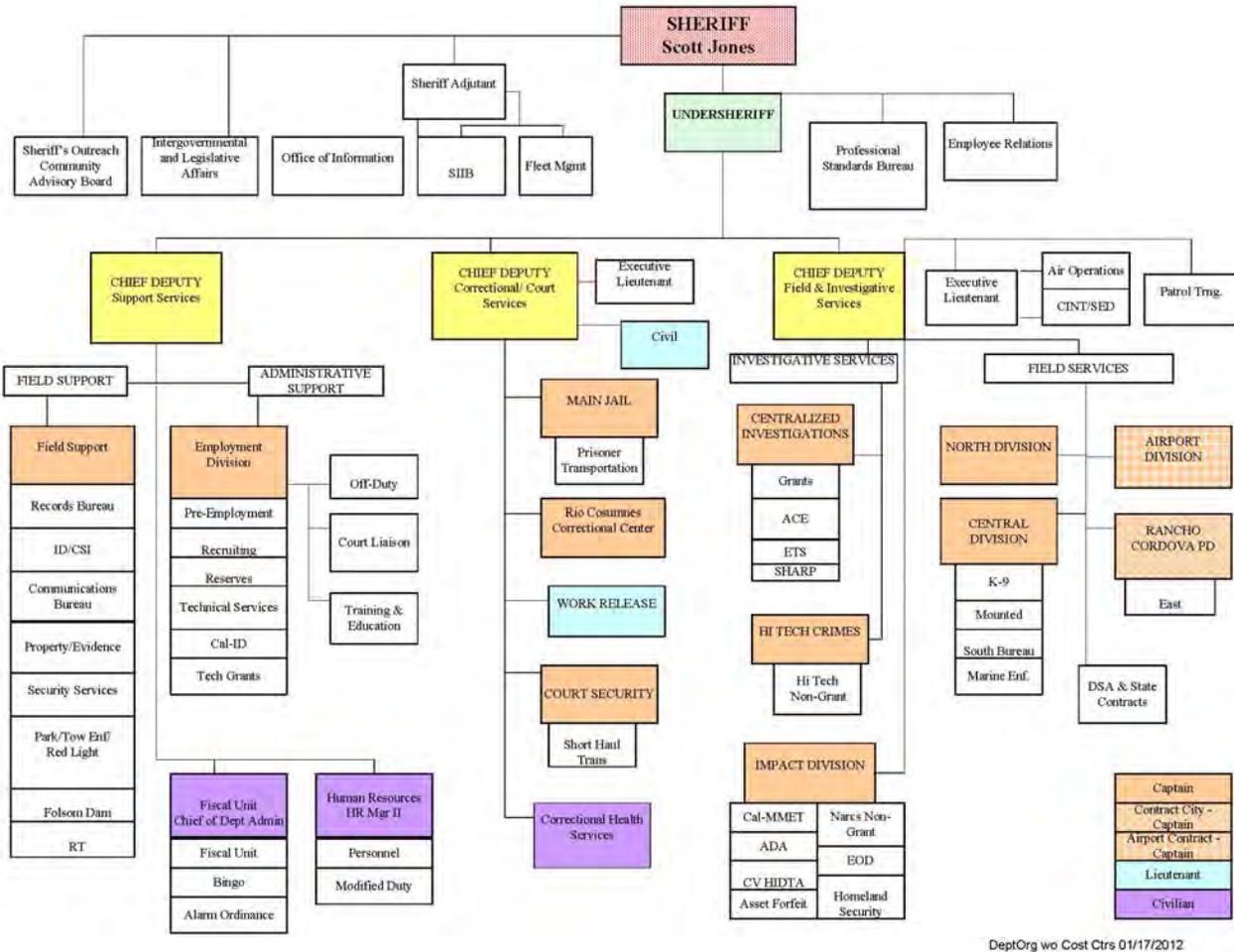
The Sacramento County Community Corrections Partnership (AB-109) recently awarded the Sheriff's Department's Home Detention Program funding to increase the scope of its operation. The addition of one Sergeant, ten Deputies, four Records Officers, and four part-time Reserve Officers included in this augmentation will expand to 600 inmates the capacity of the Sheriff's home detention program.

In a new direction, WRD will play a significant role in the forthcoming pretrial release program administered through the Main Jail. Under the auspice of its home detention program, staff will monitor defendants placed on supervised pretrial release status to help ensure that follow through as well as communication within the "system" works as intended to keep the program viable. This program will utilize electronic kiosks placed at designated SSD Divisions. As with any new program, specialized training will be a necessary component of implementation.

There is an open question in terms of how sentencing policies, civil assessments, and the expansion of alternative-sentencing venues will impact the average population of the Sheriff's Work Project Program, which hovers at around 800 inmates. The future here will be somewhat dependent on internal policies and the unfolding dynamic of "realignment" in terms of how things play out at the local level. No one has all the answers—this is very much a work-in-progress; our challenge is to remain flexible and spot issues before they become problems.

2011 Annual Report-Appendix A

Sacramento Sheriff's Department Table of Organization



Note: There are three Chief Deputy positions, one for each "Service Area". Each Division is under the direction of a Sheriff's Captain or equivalent professional staff.

SSD Table of Organization: Functional Responsibilities

Office of the Sheriff

Sheriff's Outreach Community Advisory Board (SOCAB):

Citizen group appointed by the Sheriff, Board of Supervisors, and local municipalities, who advise the Sheriff on matters of community interest; published agenda, open to the public.

Intergovernmental and Legislative Affairs:

Tracks and analyzes legislative matters and political action at the state and local level that may impact the Sheriff's ability to deliver essential services

Office of Information:

Facilitates media interaction and release of public information for and on behalf of the Sacramento Sheriff's Department.

Office of the Undersheriff

Professional Standards Bureau:

Administers misconduct investigations through the Internal Affairs Unit, compiles related data and statistical reports, and provides functional oversight of the Department's risk mitigation endeavor, Project Horizon.

Employee Relations:

Principal liaison through which employment and workplace issues are addressed in the interest of ensuring a positive working environment.

Support Services

Field Support Division:

Provides communications, identification, and crime scene investigation services as well as maintains Department records.

Employment Division:

Provides pre-employment and recruiting services for the Department. Includes Technical Services, which is responsible for supporting the Department's information technology systems.

Fiscal Unit:

Prepares SSD annual budget and manages revenue and reimbursement to the Department. Manages facilities, purchasing, bingo compliance and alarm ordinance.

Human Resources Division:

Ensures continuity of personnel in the numbers needed and with the qualifications required to staff the various job classifications within the organization.

Correctional & Court Services

Main Jail Division:

Primary custodial facility for inmates pending final adjudication.

Rio Cosumnes Correctional Center:

Primary custodial facility for post-adjudication inmates.

Work Release Division:

Provides management of qualified offenders to work in supervised programs to benefit the community, redress jail population pressures, and reduce expense to taxpayers.

Correctional Health Services:

Primary health service provider for inmates within the Sacramento County correctional system.

Court Security Division:

Security and law enforcement services throughout the Sacramento County courts.

Civil Division:

Administers civil process in the manner prescribed by statute.

Field & Investigative Services

Centralized Investigation Division:

Provides centralized investigations for the crimes of homicide, burglary, sexual and elder abuse, child abuse, sexual assault, auto theft, and real estate fraud; oversight of major crimes and narcotics units.

Hi-Tech Crimes Division:

Provides centralized investigative resources targeting internet crimes against children and identity theft, and oversight of the Sacramento Valley Hi-Tech Task Force.

Impact Division:

Specialized investigative units focusing on reducing and investigating high level drug trafficking and drug endangered children. Also consists of the explosives ordinance bureau, asset forfeiture unit and homeland security.

Airport Division:

Patrol and security services at and in the vicinity of the Sacramento International Airport.

North Patrol Division-East & West Areas:

Patrol station serving Rio Linda, North Highlands, Elverta, Fair Oaks, Antelope, North Carmichael, Gold River, Foothill Farms, and Orangevale.

Central Patrol Division / South Bureau:

Patrol station serving Fruitridge Vista, Florin, The Parkways, south end of Oak Park, Rancho Murieta, Wilton, Herald, Sherman Island, Walnut Grove, Hood-Franklin, Courtland, Thorton, and the out-skirts of the cities of Galt and Isleton. Specialized services such as marine, K-9, and mounted units.

Rancho Cordova Police Department:

Patrol station serving the contract City of Rancho Cordova and the Rosemont, Larchmont, Churchill Downs, Vintage Park, and Mather areas.



**County of Sacramento
Board of Supervisors**

Phil Serna, District 1

Jimmie Yee, District 2

Susan Peters, District 3

Roberta MacGlashan, District 4

Don Nottoli, District 5

County Executive
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