
County of Sacramento Office of Inspector General



Safeguarding the Public Trust
~ Integrity, Accountability, Transparency ~

County of Sacramento Office of Inspector General

~ Calendar Year 2010 Annual Report ~

Table of Contents

A MESSAGE FROM THE INSPECTOR GENERAL	1
THE OFFICE OF INSPECTOR GENERAL	2
EXECUTIVE SUMMARY	3
COMPLAINTS AND DISCIPLINE	7
INTRODUCTION	7
SSD WORK FORCE AND AREA DEMOGRAPHICS	12
USE-FORCE-COMPLAINTS	13
PROFESSIONAL STANDARDS DIVISION (PSD)	20
DIVISIONAL INVESTIGATIONS	27
COLLABORATIVE OUTREACH	34
PROJECT HORIZON	34
SHERIFF'S OUTREACH COMMUNITY ADVISORY BOARD	37
RACE AND VEHICLE STOPS	38
BACKGROUND	38
SACRAMENTO SHERIFF'S DEPARTMENT STUDY	39
ADDITIONAL ASSESSMENT	39
CRITICAL EVENTS	42
OFFICER-INVOLVED SHOOTINGS	42
IN-CUSTODY DEATHS	47
SHERIFF'S JAIL OPERATIONS	51
OVERVIEW	51
SSD INMATE POPULATION TRENDS	52
INMATE GRIEVANCES AND INCIDENT REPORTS	53
INMATE DEATHS / INTERVENTIONS	63
ENHANCEMENTS	66
DIRECTIONS AND CHALLENGES	69
JAIL STAFFING STUDY	71
EXECUTIVE SUMMARY	71
INTRODUCTION	73
OVERVIEW	73
CALIFORNIA'S STATUTORY FRAMEWORK	74
SACRAMENTO COUNTY SHERIFF'S DEPARTMENT	75
PART I BENCHMARK AGENCIES	79
SACRAMENTO SHERIFF'S DEPARTMENT	80
ALAMEDA SHERIFF'S OFFICE	83
ORANGE COUNTY SHERIFF'S DEPARTMENT	86
RIVERSIDE SHERIFF'S DEPARTMENT	88
SAN BERNARDINO SHERIFF'S DEPARTMENT	90
SAN DIEGO SHERIFF'S DEPARTMENT	91
SAN JOAQUIN COUNTY SHERIFF	93

PART I SUMMARY	95
PART II STAKEHOLDER PERSPECTIVE	95
FRONT LINE PERSPECTIVE	96
COMMAND STAFF PERSPECTIVE	100
ADMINISTRATIVE PERSPECTIVE	101
PART III FINDINGS AND CONCLUSIONS	102
FINDINGS	102
CONCLUSIONS	104
SUMMARY	105
2010 ANNUAL REPORT-APPENDIX A	111

A Message from the Inspector General

The economic down-turn has hit home for the Sacramento Sheriff's Department—quite simply, staffing reductions challenge the notion of proactive law enforcement throughout unincorporated areas of the county. Nonetheless, the focus must now shift to providing a continuum of essential law enforcement services and how best to achieve this challenging but indispensable mission.

Against this backdrop, it is clear that the existing *SSD 2008-2013 Strategic Plan* assumed certain funding parameters which have fallen short of expectations. Thus, revitalizing a shared sense of mission will take a concerted effort and a carefully defined internal planning mechanism that sets priorities, measures outcomes, and allows for necessary course corrections along the way—SSD's future depends on it.

While the entirety of SSD's strategic plan may no longer be viable, using it as a springboard to reconfigure plans within the context of both today's fiscal reality and the new Sheriff's vision for SSD would seem to make sense—indeed, early indications are that this scenario is starting to unfold. By any measure, that's good news. A structured planning and reporting model that encourages new ideas, ensures follow through, and promotes accountability will instill both purpose and a sense of direction as SSD prepares for the challenges that lie ahead.

Ongoing support from the organization's top leaders will be essential for this planning and reporting paradigm to flourish. On the heels of a contested Sheriff's election and internal jockeying with at least the perceived pall of political "fall-out", one message needs to be unequivocal—the higher one's rank, the greater their circle of influence and the greater their responsibility to put differences aside for sake of the greater good; the burden here rests with every individual leader.

Prioritizing certain key functions will lay a foundation for success. For example, compliance with the Department's policies and procedures is at best hit-or-miss. An ever-present reminder of this is habitual non-compliance with internal policy that spells out acceptable time frames for concluding citizen complaints. As chronicled by the Office of Inspector General (OIG) three years running, this costly and continuing deficit begs correction. Other critical areas are discussed in this *OIG 2010 Annual Report*.

The OIG has published a number of reports with recommendations to improve SSD's operational effectiveness; jail operations stand out in this regard. Aside from the *OIG annual report*, there has been no coordinated effort from inside the Department to quantify a response to these recommendations; *reversing this expectation through a standing place-holder within the Department's strategic planning process would be a good starting point to encourage a continuum of assessment and follow through designed to strengthen the Department's overall mission.*

In summary, SSD is at a pivotal juncture in its organizational history. The good news is that there are a host of professional, dedicated employees who are ready, willing and able, under direction from newly elected Sheriff Scott Jones, to carry out their mission, once a viable process is in place to define priorities, establish goals, and ensure forward progress. It is a journey which must now unfold.

The Office of Inspector General

Established in September of 2007, the Sacramento County Office of Inspector General (OIG) has oversight of the Sheriff's Department internal disciplinary process and broad discretionary powers to evaluate and recommend ways to improve the overall quality of law enforcement services. The Inspector General reports directly to the Board of Supervisors in consultation with the Sheriff. Open-door interaction with members of the community as well as employees of the Sheriff's Department is welcomed.

Sacramento County Inspector General Lee Dean is a member of the California State Bar trained in police auditing and dispute resolution and a former top law enforcement administrator. As Chief of Police in the central and southern California cities of Vacaville and San Bernardino, he worked closely with civic and community groups to reduce crime and improve the quality of life. He also served as an expert police-services consultant to the California Department of Mental Health under Federal Consent Judgment, and has lectured and taught extensively, combining practice and theory to raise awareness of law enforcement's evolving mission to safeguard public safety.

The OIG conducts audits of investigative practices and other audits or inquiries as necessary to achieve its primary mission. In monitoring Sheriff's Department operations, the OIG evaluates levels of compliance with internal policies, as well as competency to industry standards. Systemic concerns are addressed in relationship to their potential impact on stewardship, transparency, and operational effectiveness. Isolated conduct as well as widespread patterns or practices are evaluated based on whether and to what extent they promote or hinder:

- Accountability;
- Constitutional protections;
- 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;
- Overall effectiveness.

This annual report is one means by which the diverse communities served throughout the greater Sacramento area can gauge the effectiveness of law enforcement service rendered by and through the Sacramento Sheriff's Department (SSD).

Executive Summary

During calendar year 2010 the Office of Inspector General (OIG):

- Met with community groups, special interest representatives, and members of the public to resolve conflict, screen complaints, and answer inquiries;
- Reviewed all complaints and investigations alleging excessive use of force;
- Monitored SSD's response to a number of critical events;
- Worked in concert with the Sheriff's Outreach Community Advisory Board to prioritize community-based service benchmarks;
- Completed an independent jail staffing study;
- Conducted internal fact-finding at the behest of Sheriff McGinness;
- Coordinated a collaborative venture to mitigate and equitably resolve claims against the county arising from on-duty conduct by SSD personnel. (*Project Horizon*, page 36)

Recommendations within the *OIG 2009 Annual Report* to strengthen and improve delivery of law enforcement were evaluated by SSD during 2010; these include:

Conduct and Discipline

- Establish a meaningful system of accountability to remedy overdue misconduct complaint resolution;
 - A tracking system is now in place and progress has been noted relative to the timeliness of investigations that fall under the purview of Internal Affairs. Delinquent cases still persist however, in terms of the overall review process, reflecting a compelling need to strengthen individual accountability. This is an ongoing problem that is overdue for a permanent fix. (See page 10)
- In conjunction with an earlier study completed by the Department on race and vehicle stops, assess the impact of on-board cameras in patrol vehicles in concert with the Sheriff's Outreach Community Advisory Board;
 - Sheriff McGinness approved this recommendation. The effort is currently underway. (See page 41)
- Implement the Department's policy on tactical review of officer-involved shootings, custodial deaths, and use-of-force cases as provided for in General Order 2/17;
 - [The review process outlined in this policy remains dormant. Subject to administrative review, the OIG recommends that the provisions of this directive be implemented or otherwise redirected as soon as feasible.](#)

Correctional Services

- Effect timely notice and billing to state officials pursuant to Penal Code Section 4016.5 for post-conviction inmates awaiting removal from the County jail system to state prison, in order to encourage prompt removal of these individuals from county facilities to help mitigate jail overpopulation;
 - Adopted as standing practice through SSD's Fiscal Bureau. All indications are that the desired outcome has been realized. To-date, state invoices are in arrears. Billing however is now intermittent inasmuch as prisoners are being removed from the facility by State officials in a timely manner.
- Facilitate a 30-day Main Jail classification review of state and federal prisoners to evaluate the nature and extent of prisoner history information provided at time of booking. Ensure corrective action as needed to include follow through with the State Corrections Standards Authority relative to uniformity of procedures;
 - Nov. 17, 2009, the OIG received a letter from the California Department of Corrections and Rehabilitation (CDCR) stating, "...*In terms of your request for complete prisoner classification information...we may have significant legal hurdles that prevent us from sharing this information*". From a safety and security standpoint, CDCR and county jail facilities are both stakeholders in resolving this issue. [This matter needs to be addressed either legally through the Office of County Counsel, or legislatively through the State Sheriff's Association.](#)
- Implement staffing recommendations for the RCCC and Main Jail set forth in the *SSD Management Analysis and Planning Jail Operations Study* and examine jail staffing alternatives to mitigate costs and maximize resources;
 - At the behest of the Board of Supervisors, Sheriff, and County Executive the OIG completed an independent jail staffing study. A proposed staffing model to achieve minimum jail staffing was endorsed by Sheriff McGinness, but its status is uncertain; (See page 73)
 - Eliminate as inefficient the practice of having sentenced inmates serve weekends at the RCCC, which creates an administrative overburden and exacerbates an already acute overpopulation dilemma at this facility. Present this recommendation to the Sacramento County Criminal Justice Cabinet for review and action;
 - An Adult Facility Planning and Operations Committee (AFPOC) was formed through the Criminal Justice Cabinet to evaluate measures to mitigate jail overpopulation. Systematic changes have been slow in coming, and prisoners are still serving weekends at the RCCC. [It is recommended that the Board of Supervisors schedule a report back on AFPOC mitigation](#)

strategies, (either implemented or in the works), to help address the problem of overpopulation in the Sheriff's jails.

- Implement a joint-powers interagency *Parole Partnership Program* (federal, state and local agencies) to address the public safety implications from early release of state prisoners, to encompass parolee orientation, oversight of high-risk offenders, information exchange, community education, and apprehension of re-offenders or parolees at large;
 - Taken under submission; no action to-date. It is recommended that the incoming sheriff's administration revisit this item as grant funding begins to replenish staffing vacancies in field operations.
- Audit the real-time cost of administering SSD contracts to house state and federal prisoners against the revenue gained from these agreements, and manage the number of contracted beds so as to remain within the rated capacity for SSD jail facilities;
 - SSD views inmate contracts as a revenue source; thus, there is no inclination to ascertain this important piece of information, which by definition, is linked to fiscal and operational planning. SSD's average daily cost to house an inmate is \$92.70; the State rate paid under contract is \$77.17. Proactive management of inmate contracts is recommended to mitigate cost overages; including this strategy in the Department's strategic plan insofar as Correctional Services is concerned will help to ensure a measure of oversight.

Field Services and Investigations

- Implement a field services pilot program to identify patterns of conduct that expose the SSD and individuals to liability, in order to engage preemptive strategies (*Project Horizon*);
 - Steering group members representing the OIG, SSD, County Counsel, Risk Management, and the County's claims adjustor have developed a prospectus to mitigate and equitably resolve claims arising from on-duty conduct by Sheriff's personnel. (See page 36)

The Coming Year

In October 2010, the Department was awarded a Federal grant to restore a number of sworn positions previously cut from the budget due to the economic downturn. Nonetheless, developing strategies in mitigation to offset a measurable reduction in overall public safety resources will entail a fundamental change in thinking around service priorities and alternatives. This paradigm shift can occur through the

Department’s strategic planning process, which has been restructured to facilitate an on-going assessment of efficient, cost-effective delivery of essential services.

First published in 2008, the Department’s strategic plan is a good starting point for assessing priorities and strategic objectives that reflect contemporary fiscal realities. Taking advantage of prior planning efforts just makes sense.

2008 SSD Strategic Objectives

<p>1: Reduced Crime</p> <p>1.1 Enhance Department-wide crime analysis 1.2 Enhance crime prevention initiatives 1.3 Enhance enforcement initiatives</p>	<p>5: Advanced Technology Solutions</p> <p>5.1 Advance integration capabilities 5.2 Advance communications technology 5.3 Advance technology support and infrastructure 5.4 Enhance technology business processes</p>
<p>2: Organizational Excellence</p> <p>2.1 Enhance our culture of excellence 2.2 Develop the organization 2.3 Develop employees 2.4 Develop exemplary leadership 2.5 Enhance recruitment, hiring, training, and retention of employees 2.6 Enhance accountability</p>	<p>6: Effective and Efficient Asset Management</p> <p>6.1 Enhance fleet aesthetics and management 6.2 Enhance management of equipment and other assets 6.3 Enhance management of software assets</p>
<p>3: Strengthen Relationships</p> <p>3.1 Strengthen internal communications 3.2 Strengthen community relations 3.3 Strengthen governmental relations</p>	<p>7: Enhanced Correctional Services</p> <p>7.1 Provide a safe and secure correctional environment 7.2 Provide optimum health care services 7.3 Provide rehabilitative opportunities 7.4 Optimize system management</p>
<p>4: Strengthened Homeland Defense</p> <p>4.1 Optimize first-responder capabilities 4.2 Optimize protection of critical infrastructure 4.3 Optimize intelligence capabilities 4.4 Optimize explosive detection and response capabilities 4.5 Optimize community disaster preparedness</p>	<p>8: Enhanced Facility Development and Use</p> <p>Objectives TBA</p>



The Pavilions – Fair Oaks

Complaints and Discipline

Introduction

Officers sworn to uphold the law have a special obligation to observe the rights of all people. The California Penal Code requires that law enforcement officials publish written procedures specific to their respective agency for investigating complaints against officers. At the same time, officers must be free to exercise their best judgment 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.

The Sacramento County Office of Inspector General (OIG) provides independent oversight of the Sacramento Sheriff's Department (SSD) complaint process, ranging from complaints concerning policy and procedure to use of excessive force. Complaints made during calendar year 2010 are summarized in this report.

During calendar year 2010, the Office of Inspector General (OIG):

- Processed 49 complaints/inquiries directly from the public and facilitated follow through from allegations of misconduct involving Sheriff's Department employees;
- Reviewed all investigations alleging excessive or unnecessary use of force;
- Received documents, reports, or other items necessary to monitor/audit misconduct investigations to ensure a thorough, objective, and fair investigation;
- Interviewed or re-interviewed complainants and witnesses in select cases to ensure that investigations are factually accurate and complete.

Formal complaints are directed to the Sheriff's Professional Standards Bureau and monitored by the OIG. Contact is maintained with the complainant to ensure that status reports follow and questions are addressed. In order to fulfill this function, the OIG maintains a close working relationship with the Sheriff's Professional Standards Bureau.

Dealing forthrightly with allegations of misconduct that raise questions of public trust is essential. In this regard, sustaining misconduct based on facts and exonerating employees innocent of wrongdoing are equally important. Central to this process is the notion that due diligence and due process go hand-in-glove.

Internal Audit

Internal timelines are established by policy to help ensure that misconduct investigations are resolved expeditiously. The time allotted by policy for resolution of complaints has routinely been exceeded, as reflected in previous editions of the *OIG Annual Report*. This is significant in that untimely or failed discipline erodes both public trust as well as the core values of the Department.

An initial audit published by the OIG in 2008 covering a two-year period found that on average, the initial investigation by the Internal Affairs Unit took 110 days (versus 75 days set by policy) and that the review process for these cases took 31 days (versus 15 days set by policy). Cases handled at the Divisional level took an average of 123 days to complete (versus 90 days set by policy).

With concurrence from Sheriff McGinness, and with assistance from the Professional Standards Bureau, an exception reporting model was established to track and report weekly on the status of all misconduct investigations, including those delinquent under policy. A follow through audit for calendar year 2009 reflected measured improvement in timely completion of internal affairs investigations (from 110 to 83 days) but no significant change in terms of the overall process.

Yet another audit was conducted at the end of 2010 to determine whether the Department is gaining ground in meeting timelines set by policy for complaint resolution. This audit, which covers calendar year 2010, reflects that completion of internal affairs investigations went from 83 days under the prior audit to 80 days, reflecting improvement, but still not in compliance with policy. The Division-level review process for these cases took 34 days, or in other words, over twice the time allotted by policy. Less serious divisional-investigation cases handled by the respective divisions took an average of 156 days to complete—versus 90 days set by policy.

One category of delinquent cases was particularly costly. Specifically, a number of employees were placed on paid administrative leave pending resolution of the complaints made against them. 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.

Decisive steps are urgently needed to deal forthrightly with elevating expectations and accountability with respect to timely administration of the disciplinary process; the diligence currently shown by a minority of managers needs to become the norm. In this regard, newly elected Sheriff Scott Jones and his Executive Staff are poised to initiate an internal audit program to increase efficiency and accountability tied to the Department's mission and core values. The intent of this program is one of overall

analysis and evaluation of the Divisions' compliance with Department policy, operating procedures, and internal guidelines that regulate how day-to-day operations are carried out. The design is for this program to be a collaborative venture in which the Divisions take a proactive role from the beginning and throughout.

This effort should have a remedial impact on timely administration of the SSD disciplinary process. At the end of 2011 the OIG will initiate a follow through audit and report its findings.

Uniform Standards

Certain "Disciplinary Assessment Benchmarks" were adopted by the Department early in 2008 as one outcome from a workshop on internal discipline facilitated by the OIG at the behest of Sheriff McGinness. The whole idea is to achieve uniform application of disciplinary standards. These benchmarks set forth a solid framework for evaluating misconduct. When referenced in the investigative findings completed by Command and Executive Staff, they are a powerful tool for reaffirming expectations regarding conduct. Continuing professional training for supervisors, managers, and command staff to reinforce the importance and application of these benchmarks will ensure that they become a part of the SSD culture.



Airport Bicycle Patrol

**Sacramento Sheriff's Department
DISCIPLINARY ASSESSMENT BENCHMARKS**

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

Acts which violate your organization's core values, (i.e. dishonesty, criminal conduct, moral depravity, etc.), represent one end of the disciplinary spectrum. Such conduct implicates both the *Peace Officers Code of Ethics* and the *Oath of Office*. Public trust and confidence in the Department are put at issue when this sort of conduct occurs, and often remain tenuous throughout the investigation and disposition phases. While there are obviously gradations here, sustained violations of this sort merit strict scrutiny in terms of discipline.

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 three core reasons for discipline?

- Punish the conduct;
- Correct the behavior;
- Reaffirm expectations within the organization and deter further misconduct.

Where the weight is placed between and among these three reasons depends on the nature of the conduct in question and the context in which it occurs. The notion that higher rank equates to greater accountability is also at issue here.

D. Are there mitigating or aggravating circumstances which tilt the balance in terms of the appropriate sanction?

- 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; i.e., contemporaneous with an enforcement action, isolated event, etc;
- Other facts or circumstances unique to the occurrence which either aggravate or mitigate;
- Viability of corrective intervention, i.e. whether prior steps have been taken to correct the behavior.

Complaint Data

The OIG tracks all misconduct complaints and has established a quarterly reporting model specifically for this purpose. 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. Special thanks go to the SSD Professional Standards Division staff for their assistance in compiling the data needed for this report. 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 example, the Sheriff's Department has a noteworthy overall sustained rate of 60%. This means that misconduct was found to have occurred in approximately two-thirds of all investigations. Also, about half of these investigations were initiated internally. In other words holding employees accountable for their actions isn't the problem—timely administration of the SSD disciplinary system however, as noted in this report, needs immediate attention.

The magnitude of services provided by members of the Sheriff's Department during the reporting period is also useful to consider. Such services include 598,845 calls for service, 213,479 dispatched events, over 15,615 adult arrests, approximately 54,636 prisoner bookings, and literally thousands of other community contacts.

As a means of benchmarking the Department's efforts to mirror in its makeup the diverse community served, this section is introduced with a comparison of SSD workforce figures relative to Sacramento County demographics.



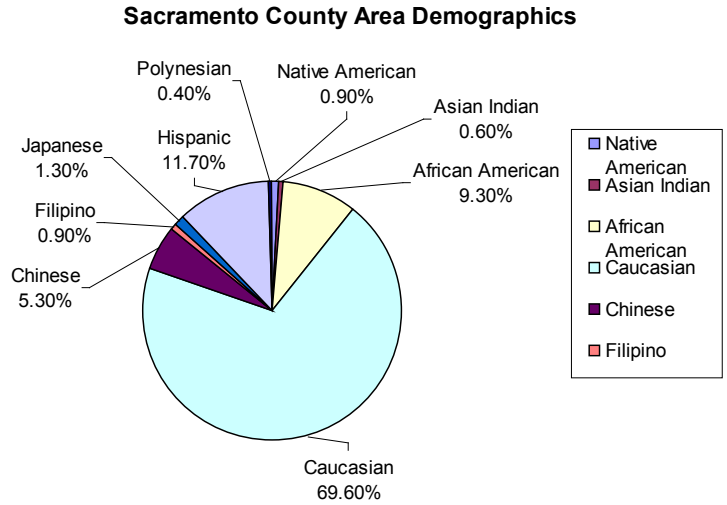
Butterfield Light Rail Station

SSD Work Force and Area Demographics

The Sacramento metropolitan area and the Sacramento Sheriff's Department reflect a diverse make up of cultures, race, ethnicity, and heritage as reflected in current data provided by the Sacramento County Department of Personnel Services and Sacramento County Sheriff's Department Human Resources Division.

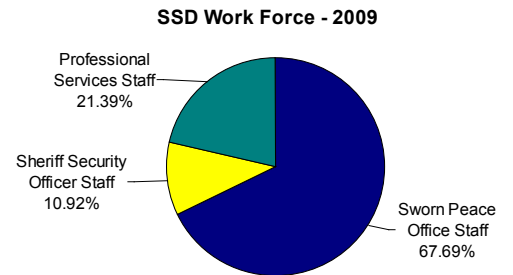
Sacramento County Area Demographics – Current Census

Native American	0.90%
Asian Indian	0.60%
African American	9.30%
Caucasian	69.60%
Chinese	5.30%
Filipino	0.90%
Japanese	1.30%
Hispanic	11.70%
Polynesian	.40%
Total	100.00%



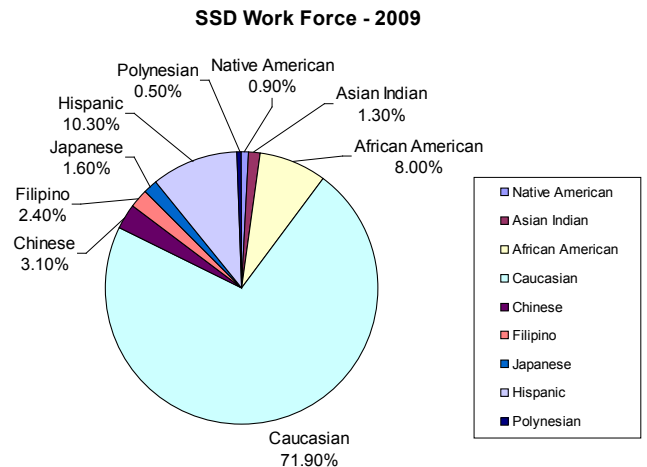
SSD Work Force - 2009

Sworn Peace Officer Staff	1718	67.69%
Sheriff Security Officer Staff	277	10.92%
Professional Services Staff	543	21.39%
Total	2538	100.00%



SSD Work Force 2009

Native American	23	0.90%
Asian Indian	33	1.30%
African American	203	8.00%
Caucasian	1,825	71.90%
Chinese	79	3.10%
Filipino	61	2.40%
Japanese	40	1.60%
Hispanic	261	10.30%
Polynesian	13	0.50%
Total	2,538	100.00%



Note: Total percentages figures pages 14 to 34 rounded.

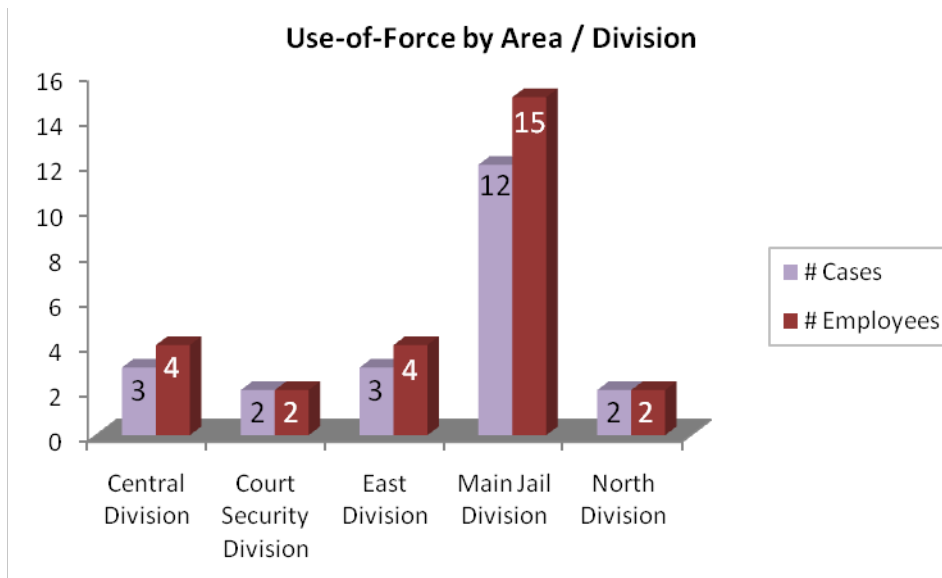
Use-Force-Complaints

Twenty-two use-of-force complaints involving 27 employees were investigated by the Sacramento Sheriff's Department (SSD) Professional Standards Division and closed during 2010. SSD General Order 2/11 defines use-of-force as:

Any use-of-force resulting in a visible or reported injury, or involving the use of firearms, impact weapons, chemical weapons, carotid control holds, or vehicles. This includes any incident as outlined in 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.

Employees Involved in Use-of-Force Cases by Division

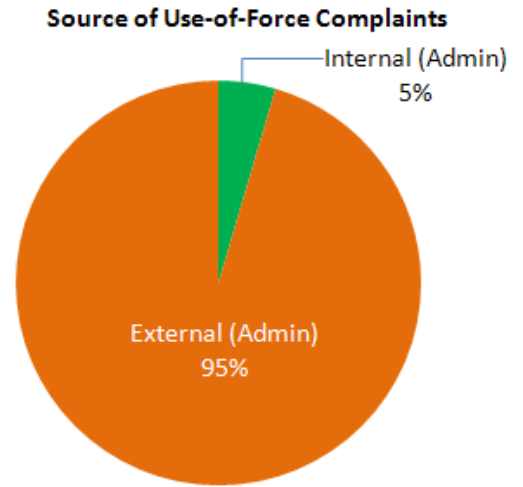
Central Division	3 Cases	13.64%	4 Employees	14.81%
Court Security Division	2 Cases	9.09%	2 Employees	7.41%
East Division	3 Cases	13.64%	4 Employees	14.81%
Main Jail Division	12 Cases	54.55%	15 Employees	55.56%
North Division	2 Cases	9.09%	2 Employees	7.41%
Total	22 Cases	100.00%	27 Employees	100.00%



Source of Use-of-Force Complaints

1 case was internally initiated (administrative) – 5%

21 cases were externally initiated (citizen) – 95%



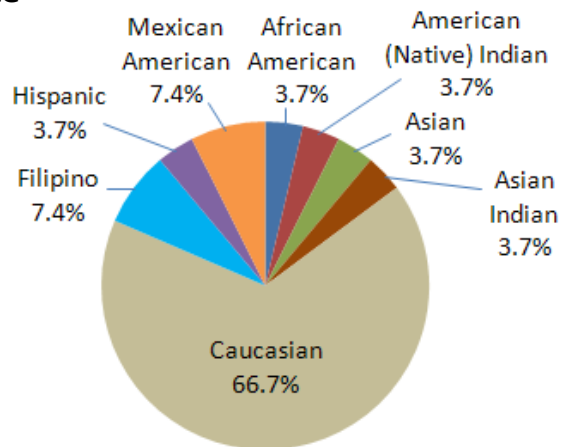
Employees Involved in Use-of-Force Cases by Gender and Classification

Male	23	85.19%
Female	4	14.81%
Deputies	27	100.00%
On-Call Deputies	0	0.00%

Employees Involved in Use-of-Force Cases by Race

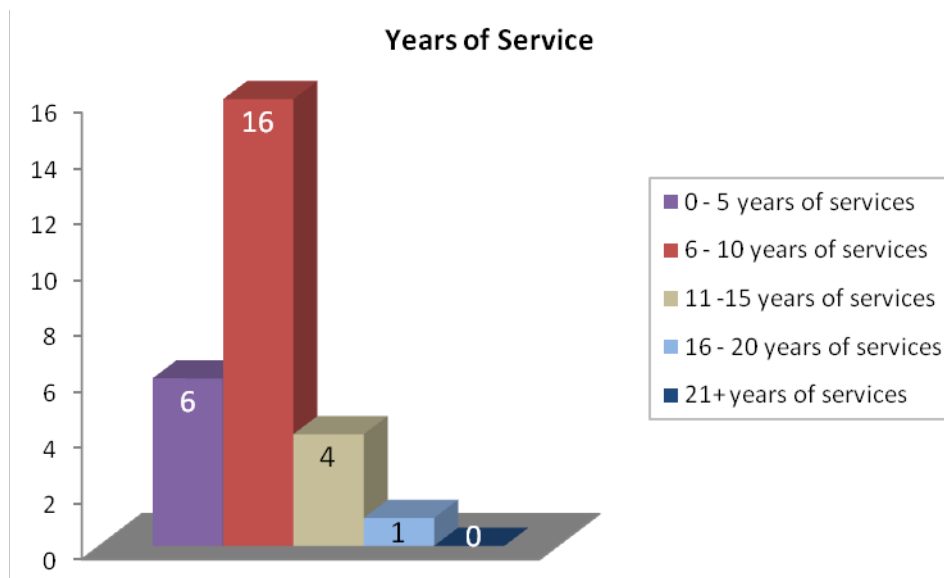
African American	1	3.70%
American (Native) Indian	1	3.70%
Asian	1	3.70%
Asian Indian	1	3.70%
Caucasian	18	66.67%
Filipino	2	7.41%
Hispanic	1	3.70%
Mexican American	2	7.41%
Total	27	100.00%

Use-of-Force by Employee Race



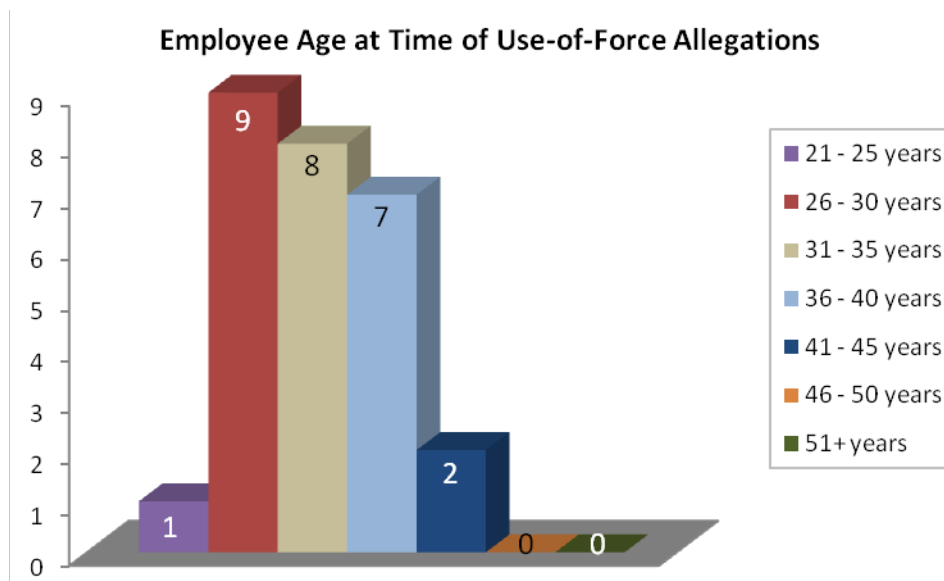
Years of Service by Employees Involved in Use-of-Force Cases

0 – 5 Years	6	22.22%
6 – 10 Years	16	59.26%
11 – 15 Years	4	14.81%
16 – 20 Years	1	3.70%
20+ Years	0	0.00%
Total	27	100.00%



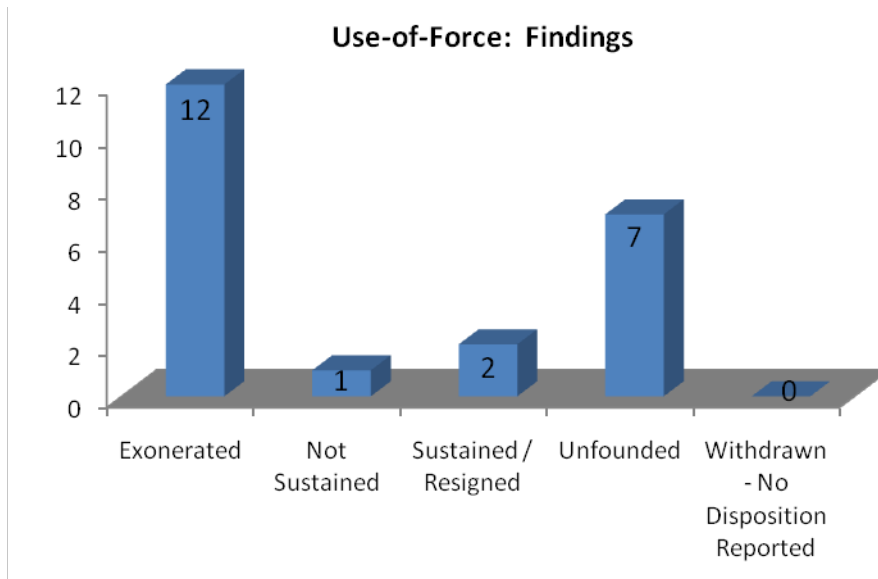
Age of Employee at Time of Use-of-Force Allegation

21 – 25 Years Old	1	3.70%
26 – 30 Years Old	9	33.33%
31 – 35 Years Old	8	29.63%
36 – 40 Years Old	7	25.93%
41 – 45 Years Old	2	7.41%
46 – 50 Years Old	0	0.00%
51+ Years Old	0	0.00%
Total	27	100.00%



Use-of-Force: Findings

Exonerated	12	54.55%
Not Sustained	1	4.55%
Sustained	2	9.09%
Unfounded	7	31.82%
Withdrawn – No Disposition Reported	0	0.00%
Total	22	100.00%



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.

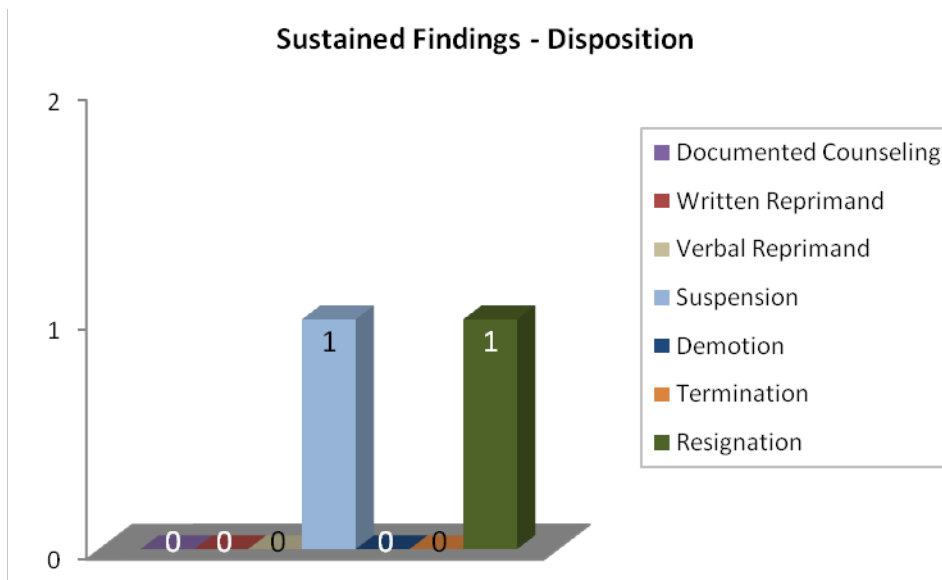
Unfounded - The investigation indicates the act complained of did not occur.

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

Use-of- Force: Sustained Findings – Action Taken

Documented Counseling *	0	0.00%
Written Reprimand *	0	0.00%
Verbal Reprimand	0	0.00%
Suspension	1	50.00%
Demotion	0	0.00%
Termination	0	0.00%
Resignation	1	50.00%
Total	2	100.00%

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



**Use-of-Force Complaints
Sustained Findings Details by Service Area and Division**

	Misconduct Allegations »	Use-of-Force	Totals
Support Services Area	Administrative Division		
	Field Support Division		
	Communications Division		
	Technical Services Division		
Correctional & Court Services Area	Civil Bureau		
	Correctional Health Services Division		
	Court Security Division		
	Main Jail Division	1	1
	Rio Cosumnes Correctional Center		
	Work Release Division		
Field & Investigative Services Area	Airport Division		
	Central Division	1	1
	Centralized Investigation Division		
	East Division		
	Metropolitan Division		
	North Division		
	Security Services Division		
		2	2

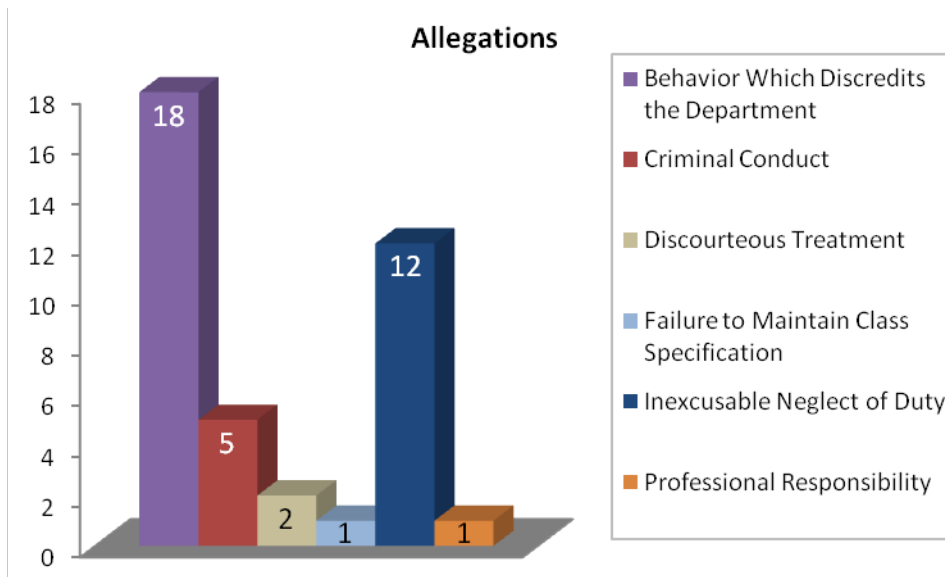
Professional Standards Division (PSD) Investigations, Excluding Use-of-Force

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) Internal Affairs Unit or by the Fair Employment Officer (FEO) when disparate treatment based on sexual harassment or protected-class status is alleged.

Thirty-nine employee misconduct cases were closed during 2010. These cases encompass six distinct allegations involving 43 SSD employees.

Misconduct Allegations

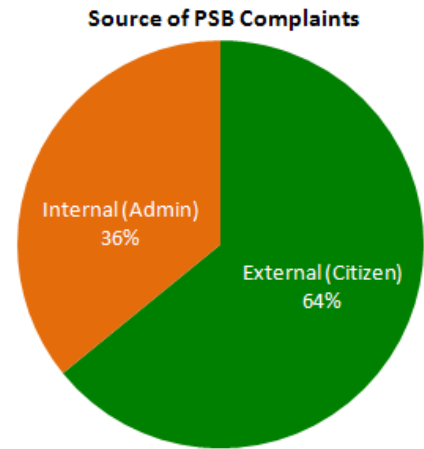
Behavior Which Discredits the Department	18	46.15%
Criminal Conduct	5	12.82%
Discourteous Treatment	2	5.13%
Failure to Maintain Class Specification	1	2.56%
Inexcusable Neglect of duty	12	30.77%
Professional Responsibility	1	2.56%
Total	39	100.00%



Source of PSD Complaints

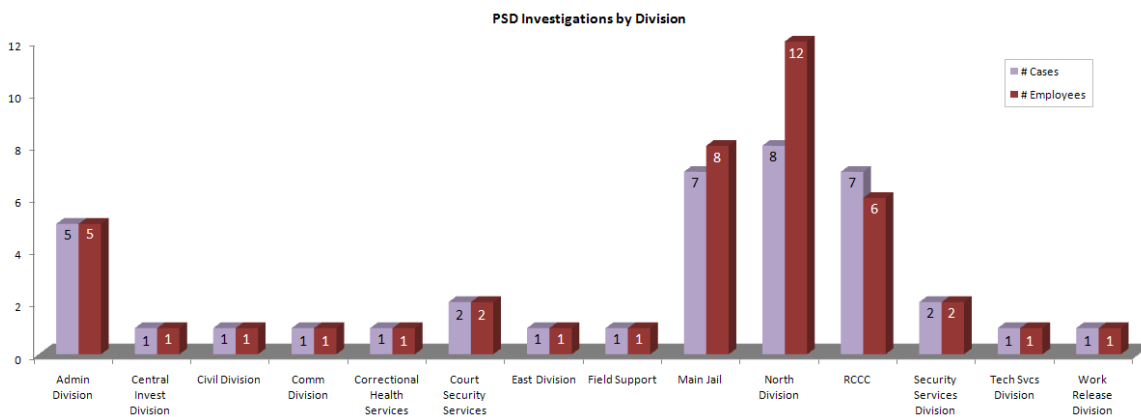
25 cases were internally initiated (administrative) – 64%

14 cases were externally initiated (citizen) – 36%



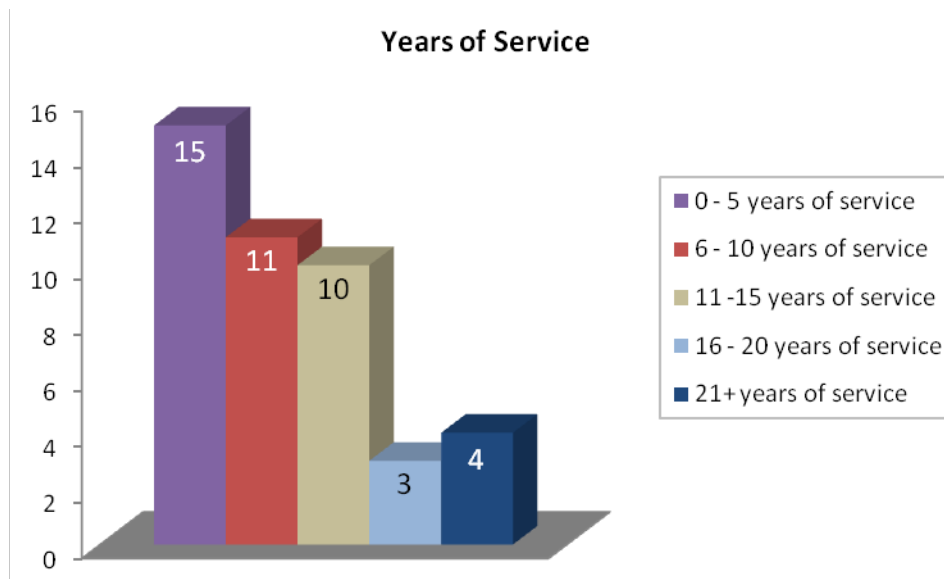
Employees Involved in PSD Complaints by Division

Admin Division	5 Cases	12.82%	5 Employees	11.63%
Central Investigations Division	1 Case	2.56%	1 Employee	2.33%
Civil Division	1 Case	2.56%	1 Employee	2.33%
Communications Division	1 Case	2.56%	1 Employee	2.33%
Correctional Health Services	1 Case	2.56%	1 Employee	2.33%
Court Security Services Division	2 Cases	5.13%	2 Employees	4.65%
East Division	1 Case	2.56%	1 Employee	2.33%
Field Support	1 Case	2.56%	1 Employee	2.33%
Main Jail Division	7 Cases	17.95%	8 Employees	18.60%
North Division	8 Cases	20.51%	12 Employees	27.91%
Rio Cosumnes Correctional Center (RCCC)	7 Cases	17.95%	6 Employees	13.95%
Security Services Division	2 Cases	5.13%	2 Employees	4.65%
Technical Services Division	1 Case	2.56%	1 Employee	2.33%
Work Release Division	1 Case	2.56%	1 Employee	2.33%
Total	39 Cases	100.00%	43 Employees	100.00%



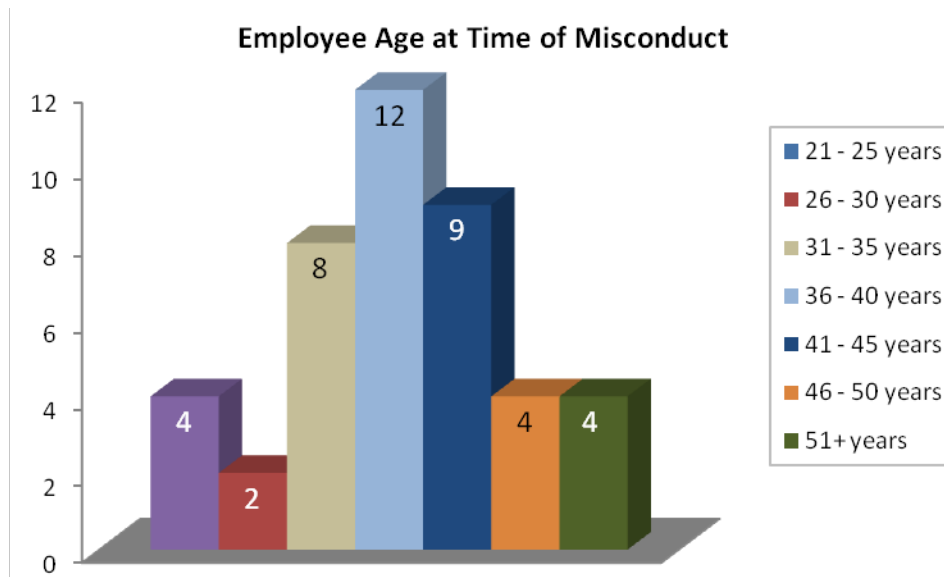
Years of Service by Employees Involved in PSD Complaints

0 - 5 years of services	15	34.88%
6 - 10 years of services	11	25.58%
11 -15 years of services	10	23.26%
16 - 20 years of services	3	6.98%
21+ years of services	4	9.30%
Total	43	100.00%



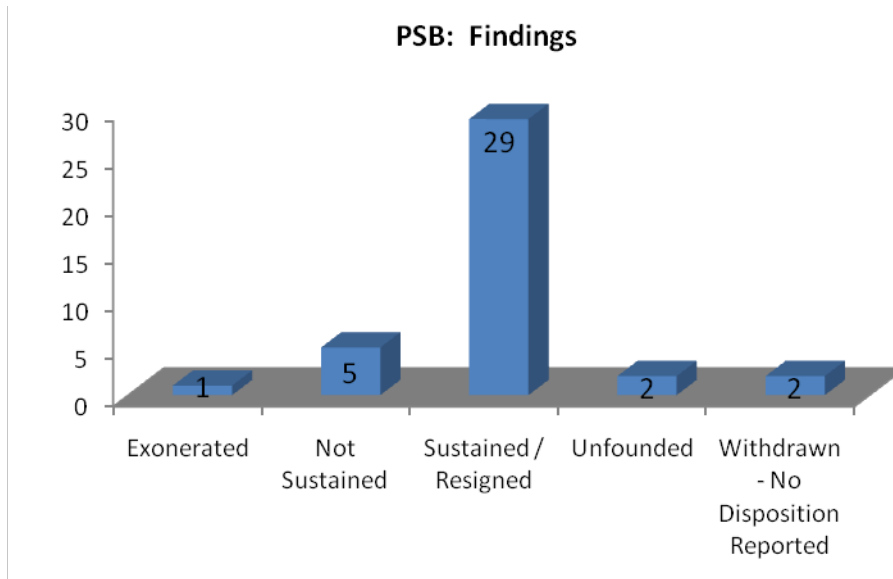
Age of Employee at Time of Misconduct

21 - 25 Years Old	4	9.30%
26 - 30 Years Old	2	4.65%
31 - 35 Years Old	8	18.60%
36 - 40 Years Old	12	27.91%
41 - 45 Years Old	9	20.93%
46 - 50 Years Old	4	9.30%
51+ Years Old	4	9.30%
Total	43	100.00%



PSD Complaints: Disposition

Exonerated	1	2.56%
Not Sustained	5	12.82%
Sustained / Resigned	29	74.36%
Unfounded	2	5.13%
Withdrawn – No Disposition Reported	2	5.13%
Total	39	100.00%



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 than not true.

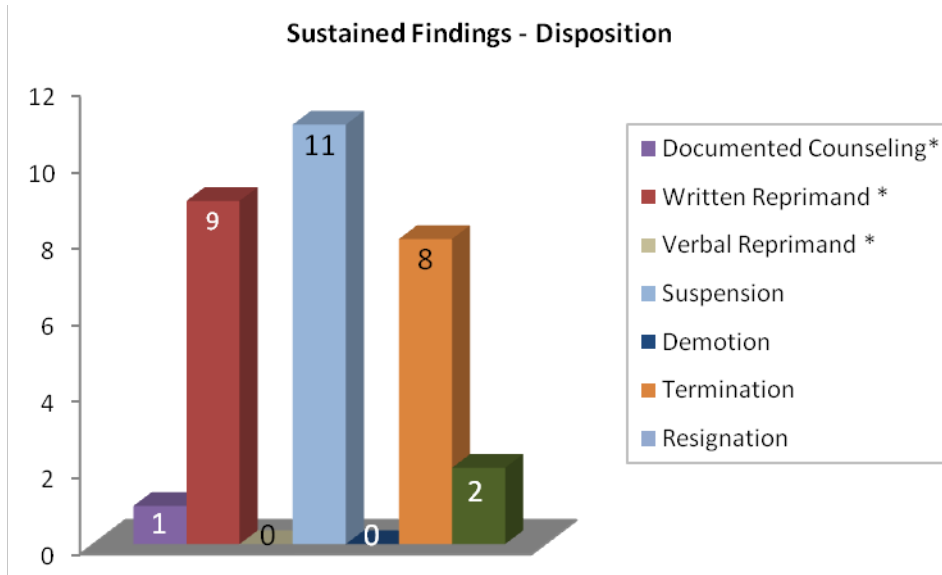
Unfounded - The investigation indicates the act complained of did not occur.

Resigned - Employee resigned. No further investigation.

PSD Complaints: Sustained Findings – Action Taken

Documented Counseling *	1	3.23%
Written Reprimand *	9	29.03%
Verbal Reprimand *	0	0.00%
Suspension	11	35.48%
Demotion	0	0.00%
Termination	8	25.81%
Resignation	2	6.45%
Total	31	100.00%

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



**PSD Complaints
Sustained Findings Details by Service Area and Division**

Misconduct Allegations »		Behavior Which Brings Discredit to the Depart.	Criminal Conduct	Discourtesy	Inexcusable Neglect of Duty	Professional Responsibility	Totals
Support Services Area	Administrative Division	1	1		1		3
	Field Support Division	1					1
	Communications Division		1				1
	Technical Services Division	1					1
Correctional & Court Services Area	Civil Bureau				1		1
	Correctional Health Services Division	1					1
	Court Security Division						
	Main Jail Division	5			2		7
	Rio Cosumnes Correctional Center	3	1		1		5
	Work Release Division			1			1
Field & Investigative Services Area	Airport Division						
	Central Division						
	Centralized Investigation Division				1		1
	East Division				1		1
	Metropolitan Division						
	North Division	1	1		3	1	6
	Security Services Division		1		1		2
		13	5	1	11	1	31

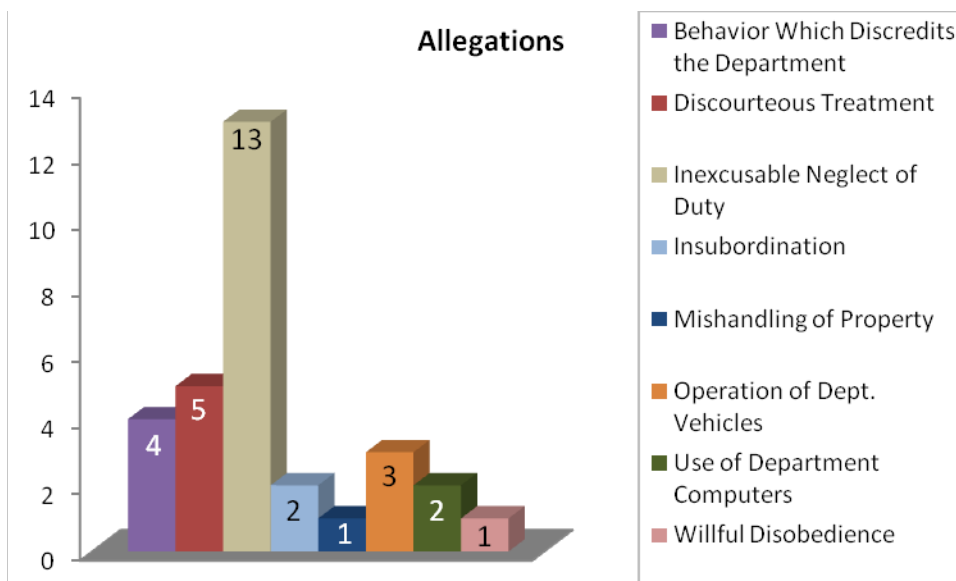
Divisional Investigations

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-one employee misconduct cases were investigated by Division Commanders during 2010. Of these cases, seven distinct allegations were made involving 37 SSD employees.

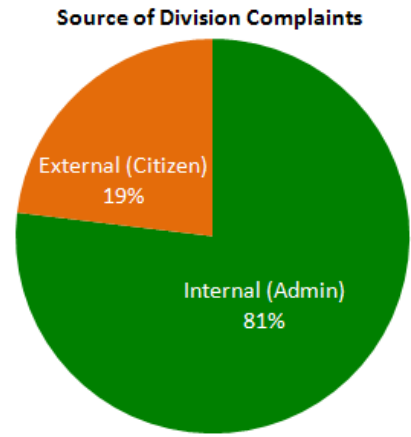
Divisional Investigations Allegations

Behavior Which Discredits the Department	4	12.90%
Discourteous Treatment	5	16.13%
Inexcusable Neglect of Duty	13	41.94%
Insubordination	2	6.45%
Mishandling of Property	1	3.23%
Operation of Department Vehicles	3	9.68%
Use of Department Computers	2	6.45%
Willful Disobedience	1	3.23%
Total	31	100.00%



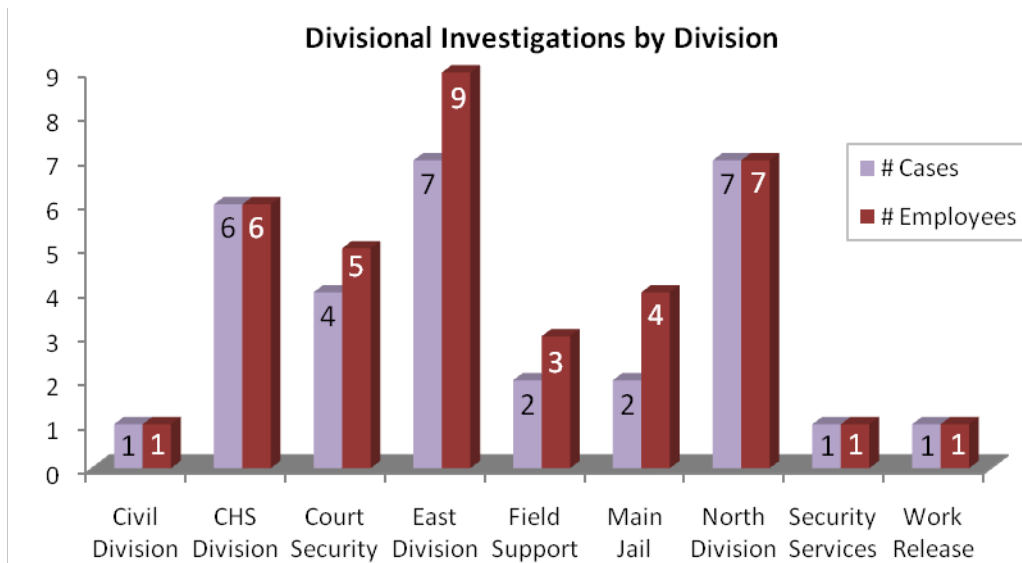
Source of Divisional Investigations

25 cases were internally initiated (administrative) – 81%
 6 cases were externally initiated (citizen) – 19%



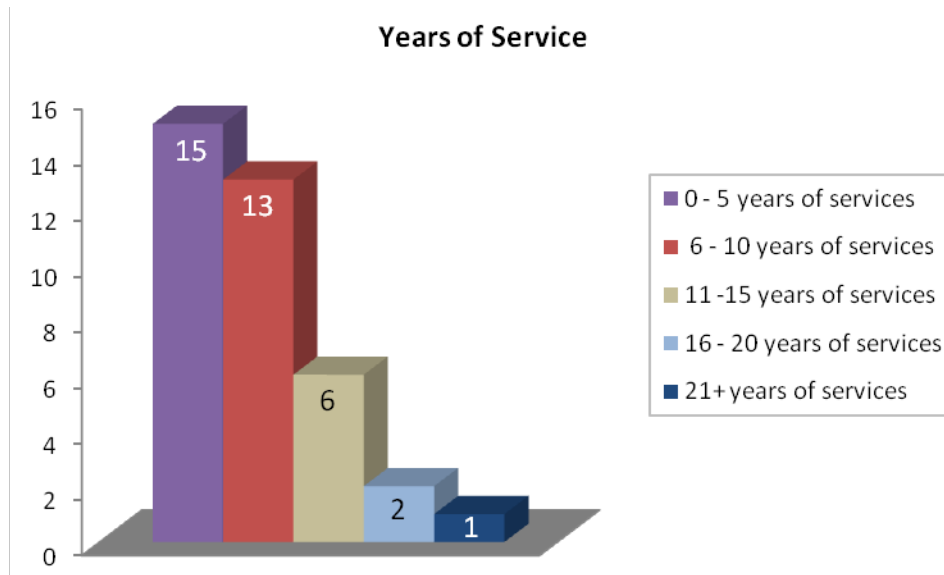
Employees Involved in Divisional Investigations by Division

Civil Division	1 Case	3.23%	1 Employee	2.70%
Correctional Health Services Division	6 Cases	19.35%	6 Employees	16.22%
Court Security Division	4 Cases	12.90%	5 Employees	13.51%
East Division	7 Cases	22.58%	9 Employees	24.32%
Field Support Division	2 Cases	6.45%	3 Employees	8.11%
Main Jail Division	2 Case	6.45%	4 Employee	10.81%
North Division	7 Cases	22.58%	7 Employees	18.92%
Security Services Division	1 Case	3.23%	1 Employee	2.70%
Work Release Division	1 Case	3.23%	1 Employee	2.70%
Total	31 Cases	100.00%	37 Employees	100.00%



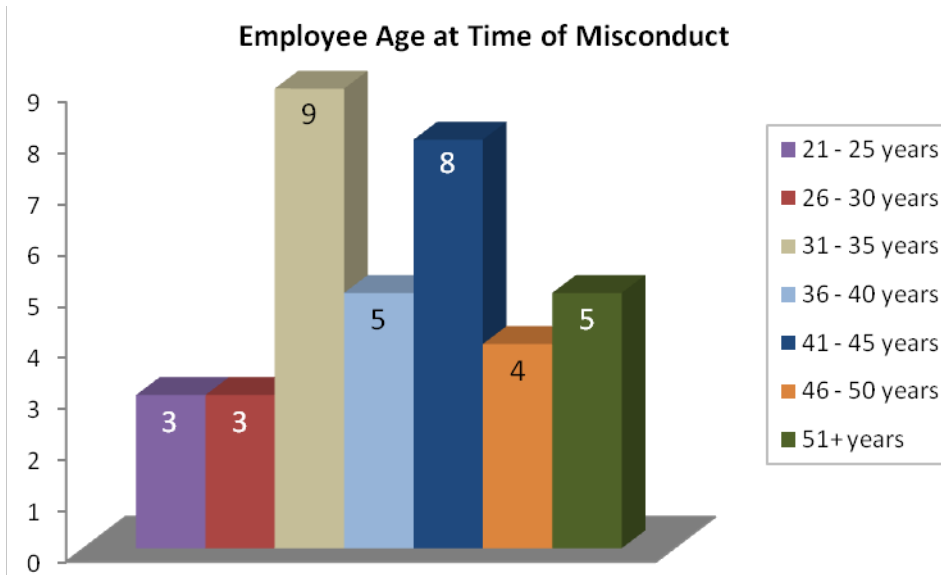
Years of Service by Employees Involved in Divisional Investigations

0 - 5 years of services	15	40.54%
6 - 10 years of services	13	35.14%
11 -15 years of services	6	16.22%
16 - 20 years of services	2	5.41%
21+ years of services	1	2.70%
Total	37	100.00%



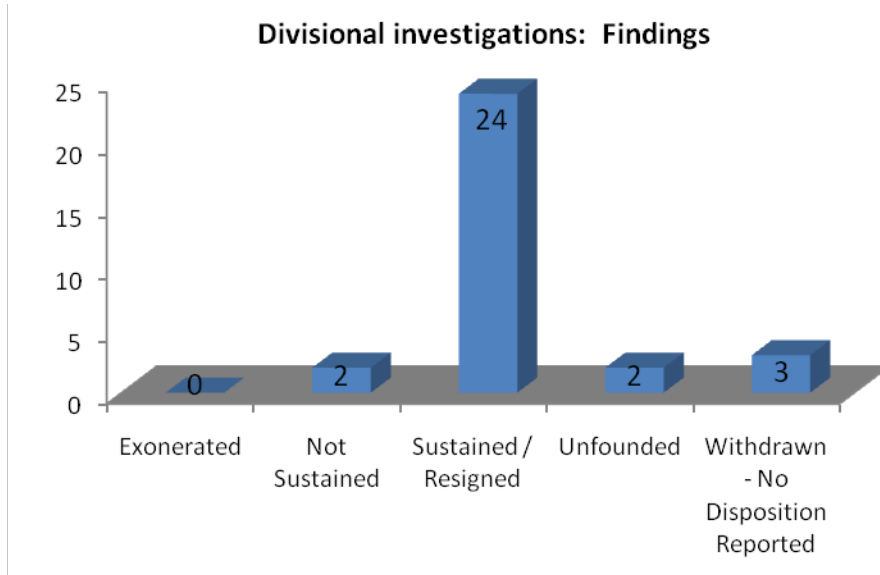
Age of Employee at Time of Divisional Investigation

21 - 25 Years Old	3	8.11%
26 - 30 Years Old	3	8.11%
31 - 35 Years Old	9	24.32%
36 - 40 Years Old	5	13.51%
41 - 45 Years Old	8	21.62%
46 - 50 Years Old	4	10.81%
51+ Years Old	5	13.51%
Total	37	100.00%



Divisional Investigations: Findings - Disposition

Exonerated	0	0.00%
Not Sustained	2	6.45%
Sustained / Resigned	24	77.42%
Unfounded	2	6.45%
Withdrawn - No Disposition Reported	3	9.68%
Total	31	100.00%



Definitions:

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

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

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

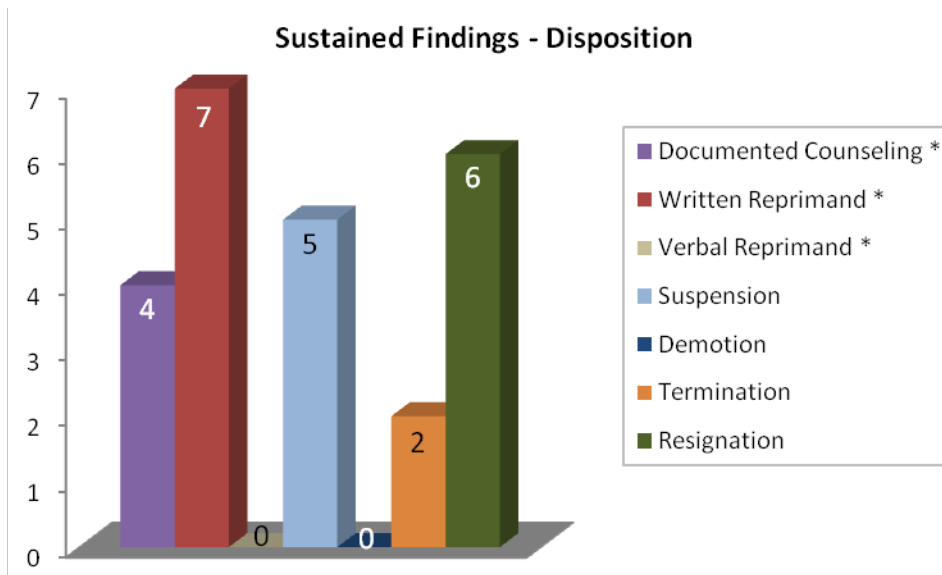
Withdrawn - The claim of misconduct was recanted by the claimant and available evidence did not support continuing the investigation.

Resigned - Accused employee resigned employment prior to disciplinary proceedings.

Divisional Investigations: Sustained Findings – Action Taken

Documented Counseling *	4	16.67%
Written Reprimand *	7	29.17%
Verbal Reprimand *	0	0.00%
Suspension	5	20.83%
Demotion	0	0.00%
Termination	2	8.33%
Resignation	6	25.00%
Total	24	100.00%

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



**Divisional Investigations
Sustained Findings Details by Service Area and Division**

Misconduct Allegations »		Behavior Which Brings Discredit to the Dept.	Discourteous Treatment	Inexcusable Neglect of Duty	Insubordination	Mishandling of Property	Operation of Motor Vehicles	Use of Dept. Computers	Totals
Support Services Area	Administrative Division								
	Field Support Division	1	1						2
	Communications Division								
	Technical Services Division								
Correctional & Court Services Area	Civil Bureau			1					1
	Correctional Health Services Division		1	2	2			1	6
	Court Security Division			1		1			2
	Main Jail Division	1							1
	Rio Cosumnes Correctional Center								
	Work Release Division								
Field & Investigative Services Area	Airport Division								
	Central Division								
	Centralized Investigation Division								
	East Division	1		3			2		6
	Metropolitan Division								
	North Division	1		3			1		5
	Security Services Division			1					1
		4	2	11	2	1	3	1	24

Collaborative Outreach

Project Horizon

Project Horizon is about understanding and managing complaints, claims, lawsuits, and certain high-risk activities associated with day-to-day operations of the Sacramento Sheriff's Department (SSD). Specifically, the adopted mission statement is:

"To better serve the community by identifying and tracking patterns of conduct by SSD employees that expose the Department and individuals to criminal, civil, and administrative liability, in order to engage preemptive strategies in the form of policy, practice, training, and education."

Training, policy, procedure or other discretionary intervention all come into play. The goal is to proactively address inherently risky activities, problematic practices, and liability-creating conduct. A parallel objective is to fashion an improved process for expediting resolution of potentially viable claims against Sacramento County. Business sense, customer service, and notions of equity dictate this direction.

An early endeavor initiated by the OIG, the *Project Horizon* steering group first met in July 2008. Members from the County Counsel's Office, County Risk Management, SSD Professional Standards Bureau, Office of the Sheriff, George Hills Company (County's claims administrator) and the OIG make up the group. Over the succeeding months, industry practitioners have provided input and best practices have been examined.

Pilot Program:

In December 2009, Sheriff McGinness approved a year-long *Project Horizon* pilot study in SSD field services. The goal is to implement certain claims settlement strategies and preemptive measures that represent the sort of forward-thinking perspective urgently needed in today's challenging times.

Under stewardship of the SSD Professional Standards Bureau, considerable progress has been made via implementation of newly adopted policy on *Early Claims Resolution* and *Review of Claims*. In May 2010, Paul Hight of County Risk Management, Randy Rendig of George Hills Company, and Lieutenant Milo Fitch, then Commander of the Professional Standards Bureau, attended field services briefings and gave deputies, supervisors, and watch commanders an overview of the new policy on early claims resolution.

Analyst Mike Daly from Risk Management has developed a reporting template for each of the loss categories to be tracked during the pilot program. Quarterly

reporting is anticipated during the study in order to assess direction and make any required course corrections.

Early Claims Resolution

A risk management response team has been approved as a means of expediting the claims process. The steps now include:

- Knowledge of potential liability incident;
- Contact Risk Management Response Team;
- Respond to meet with affected party and gather facts;
- Determine legal liability and possible exposure to the County;
- Determine potential settlement authority and enter negotiations if approved;
- If settlement is negotiated, a claim form is to be filled out by the claimant for filing with the Board of Supervisors;
- A release must be obtained prior to disbursement of funds;
- All paperwork is routed through the Board of Supervisors and then to Risk Management.

The goal is to be much more proactive in terms of responding to, investigating, and resolving claims in order to elevate accountability, enhance “real-time” supervision and management, effect equitable outcomes, improve the public image of the Sheriff’s Department, reduce costs, and facilitate preemptive strategies.

The following benchmarks comparing historical data to figures developed during the trial period will be used to measure the effectiveness of the early intervention program:

- Average adjuster fees for non-litigated claims;
- Average length of time between loss date and claim payment or closure;
- Average time between receipt of claim and claim payment or closure;
- Total number of non-litigated claims paid;
- Total number of non-litigated claims closed without payment;
- Total property damage claims costs (capped at \$7,500 per claim).

Review of Claims

In February of 2010, the Sheriff’s Department implemented a new procedure in response to claims filed against the Department. The past protocol had been to wait until an adjuster from the George Hills Company had requested information or documentation to assist in evaluating or processing the claim; this may have been months from the occurrence.

With the new procedure (General Order 3/10) all claims upon receipt are sent to the respective Division Commander for review and investigation, at which time a primary contact person is assigned by the Division to liaison with the county's claims adjuster. The Commander is tasked with gathering and preserving all documentation and evidence pertinent to the occurrence, and shall provide a report within 20 days to the service area Chief Deputy. The report shall include:

- All information obtained from reviewing the claim, including a list of witnesses and their statements, any conflicting versions as to what occurred, and each source of information;
- All training, policies or procedures pertinent to the occurrence and any perceived issues of non-compliance;
- Whether an administrative or criminal investigation is warranted;
- Identification of personnel involved in or witnessing the occurrence;
- Jurisdictional background relative to whether the event occurred in the unincorporated county versus one of the Sheriff's contract cities, and any corresponding issues relative to personnel, facilities, and/or scope of employment;
- Any other insights or assessments that may help in assessing the claim.

All documentary or physical evidence relating to the civil claim is forwarded to the Sheriff's Professional Standards Bureau for review and disposition.

Next Steps-Data Analysis

The *Risk Mitigation* database to support this element of the project has been coordinated with County Risk Management to track and report the top five loss categories to the Division level. Aside from this, a central SSD repository for collecting data to analyze employee behavior is foundational to designing preemptive strategies in the form of training, procedures, and other discretionary measures. The Sheriff's Professional Standards Division is the best place to collect and assimilate this data. Former Professional Standards Bureau Commander Lieutenant Milo Fitch, at the behest of Sheriff McGinness, will help coordinate this endeavor.

For example, while the Department mandates completion of "pursuit reports" as well as detailed "vehicle accident reports", there is no central repository for this valuable information. Also, data from the "weapon discharge" report is merely stored in a stand-alone data base. These protocols have left SSD without the ability to track trends and patterns or employee history as it relates to high risk activities.

A similar problem exists in terms of analyzing use-of-force claims, historically one of the highest categories in amounts paid; approximately \$2.5 million over the past five years. Nonetheless, there is no requirement that use-of-force incidents be captured

in a stand-alone reporting format, and thus, there is no central repository for tracking and trending of use-of-force incidents.

Reporting and capturing for analysis certain high-risk activities is integral to any viable early intervention system. As SSD progresses in the continuum of risk management, the obvious evolution will be to analyze employee behavior and other factors to develop intervention strategies. [Timely completion of the following steps is strongly encouraged to bring the Department's early intervention efforts to fruition:](#)

- [Enter on-duty vehicle accident information into the Professional Standards Division data base \(IA PRO\);](#)
- [Develop a vehicle pursuit data base to interface with IA PRO;](#)
- [Develop policy for collecting use-of-force data and interface same with IA PRO;](#)
- [Build interface with the Weapons Discharge data bases to auto-fill the associated fields in IA PRO;](#)
- [Utilize the Early Intervention "Alert" component of IA PRO to identify and address performance issues and departmental needs such as preemptive training.](#)

Summary

Once all of the formative steps outlined here have been completed, an extension of the pilot program sufficient to fairly assess its impact will be requested. At the conclusion of such trial period, a follow up report assessing the merits of the program will be completed by the *Project Horizon* steering group.

Sheriff's Outreach Community Advisory Board

The Inspector General attends regularly scheduled sessions of the *Sheriff's Outreach Community Advisory Board* (SOCAB). SOCAB's mission is to facilitate open and direct communication between community members and the Sheriff's Department in order to promote understanding of law enforcement and improve community relations.

Near the end of 2009, the Sacramento County Office of Inspector General (OIG), at the behest of SOCAB, facilitated a workshop to assess service priorities in conjunction with implementation of the [Sheriff's Department 2008-2013 Strategic Plan](#). The impetus for this workshop was the reality that budget cuts would result in a substantial reduction in law enforcement services. One of the priorities that surfaced from this forum is to, "*Deal forthrightly with the topic of racial profiling in terms of community relations, perceptions, and outreach to concerned organizations and individuals.*" Related priorities included:

- Targeted enforcement of “crime challenged” areas, working collaboratively to prevent degradation of living conditions, and promote community safety;
- Uniformity and equality in terms of excellent service throughout every service area, and cultural training by individuals with the background and qualifications needed to deliver the topic;
- Continued movement toward openness and transparency throughout SSD; i.e. SOCAB activities and similar community-based outreach;
- Actively liaison with all ethnic and immigrant minority business communities via cultural awareness and outreach focusing on reporting crime;
- Build reciprocity through consistent and ongoing contact with leaders of constituent groups in order to advance community policing and create mutually supportive outcomes.

By necessity, SSD must begin to plan, organize, staff and direct resources in partnership with the community. This will entail a change in thinking from “what can law enforcement do for the community”, to “what can law enforcement do in concert with the community.” [The burden is on SSD to proactively strengthen relationships with community-based organizations and leaders to establish a reservoir of goodwill. A pre-imminent example of this is ensuring follow through with respect to SOCAB’s express priority of addressing the topic of racial profiling.](#)

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.

A number of studies chronicled by the *Police Executive Research Forum (PERF)*, a premier law enforcement “think-tank” working under the auspice of the United States Department of Justice, have found that one or more minorities were disproportionately stopped when compared to their representation in the driving-age population. African-Americans are most likely to be overrepresented in vehicle stops relative to the proportion they comprise of all drivers. In addition, minorities are often found to be searched and arrested more often than non-minorities.

Without being able to assess an officer's actual thought process, it is impossible to determine for sure whether racial stereotyping, profiling, or simply effective policing has been involved. After repeated stops however, 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 individual stopped with the feeling that he or she is generally regarded as a suspect.

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. The resulting report covers three years of data (December 1, 2003 through November 30, 2006) and is based on records of 105,698 vehicle stops throughout the County. The objectives of this study were to:

- Ensure that accurate data on vehicle stops are available for analysis;
- Interpret the data to provide a clear picture of how and why stops are made;
- Identify possible training needs, and;
- Promote constructive dialogue between the community and law enforcement.

The study sought to determine whether, in comparison with their representation in the driving age population, minorities are overrepresented among drivers stopped, and whether any overrepresentation found may reflect racial bias. Sheriff's deputies were required to report characteristics of each vehicle stop they made, including the driver's race, age, gender, and residence location, as well as the legal authority for the stop and its duration and disposition. They also reported on whether a search had taken place and, if so, whether contraband was found.

African-Americans were found to be stopped three times as often as their representation in the presumed driver population would suggest; no other racial group appeared to be overrepresented. Major differences were not found among racial groups in terms of their likelihood of being searched or discovery of contraband incident to such search.

Caucasian deputies stopped African-American drivers with no greater frequency than African-American deputies; the same held true for Hispanic drivers and Hispanic deputies. The researchers concluded that it cannot be determined from this study whether the overrepresentation of African-Americans among drivers stopped reflects actual bias among Sheriff's deputies. Further analysis taking neighborhood data and other contextual factors into account was recommended.

Additional Assessment

Near the end of the previous SSD study on race and vehicle stops, a program to install video cameras in all patrol vehicles was undertaken. The objectives of installing video cameras in officers' vehicles were to enhance officer safety, gather evidence, and promote accountability in encounters between law enforcement personnel and the public. Because the practice is relatively new, assessment of the impact of these cameras has not yet taken place.

To affect yet another layer of transparency, the Office of Inspector General recommended that such assessment be completed at no additional cost by using encumbered grant funding to engage the services of the USC research team that did the initial study. Possible areas of impact include:

- Volume of vehicle stops by officers;
- Racial distribution of drivers stopped;
- Average time elapsed during stops;
- Tendency to search drivers or detain them for an extended time period;
- Disposition of stops (for example, warning, citation, arrest).

An assessment of the impact of video cameras comparing data collected before and after the cameras went into operation is the focus of this effort. Data already analyzed for the earlier report serves as a baseline against which to compare vehicle stop data collected after the cameras became operative. Baseline data comprise records of 105,698 vehicle stops that took place between December 1, 2003 and November 30, 2006. Data on these stops would be compared with 87,441 stops on which data was reported between December 1, 2006, and December 31, 2009. Special analyses could be done within the context of area-specific assignments, demographics, calls for service, crime patterns, etc.

Installation of the cameras should reinforce accountability accompanied by no reduction in efficiency or effectiveness. The hypothesis is that officers under surveillance via camera will act no differently than officers working without such monitoring. Absence of change in volume of stops and average time elapsed during a stop would serve as evidence that effectiveness and efficiency were being maintained. On the dimension of accountability a finding of no material change in the racial distribution of drivers stopped would suggest an absence of institutionalized bias-based practices among Sheriff's deputies.

Sheriff's administrators acknowledge that deployment of crime suppression resources, particularly in high-crime areas, is in all likelihood a significant factor in the above-described study results. In other words, a collateral outcome of this deployment strategy can be a disproportionate impact on underrepresented groups that may be disproportionately represented within the areas of concentrated crime suppression.

The Sheriff's Outreach Community Advisory Board (SOCAB), upon recommendation by the OIG and with concurrence from Sheriff McGinness, appointed delegates to serve as stakeholders in an extension of the initial SSD study on race and vehicle stops. The focus of this endeavor is to assess the impact of on-board cameras. The OIG facilitated a kick-off meeting on December 16, 2009. Former Professional Standards Bureau Lieutenant Milo Fitch, at the behest of Sheriff McGinness, has assumed the lead on facilitating the study extension. Aside from assessing the raw data and a portfolio of randomly selected representative vehicle stops captured by

the on-board cameras, the underlying purpose for concluding the study is to provide a springboard for discussion, mutual understanding, and responsive strategies that contemplate the stigma and operational complexities around the subject of biased-based policing.

Project for Ukraine

In December, the Office of Inspector General was invited to meet with delegates from the independent state of Ukraine. These visitors were invited to the United States under the auspices of the U.S. Department of State International Visitor Leadership Program.

The group's primary focus was the U.S. prison system and independent oversight of law enforcement. An information packet with statutory references, model policies, and other pertinent materials was provided to the delegates and served to facilitate a healthy exchange.

The OIG was honored to play a small part in this goodwill endeavor, and wished the delegates a productive journey in visiting diverse venues throughout the United States to learn about programs that may have utility throughout their Homeland.



Gordon D. Schaber Courthouse

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.

Near the beginning of 2006, the Department approved General Order 2/17 establishing a Tactical Review Board (TRB) to review officer-involved shootings, custodial deaths, and use-of-force cases. For some time now, for reasons which are not entirely clear, the review process outlined in this policy has been dormant. The review process outlined in this policy remains dormant. [Subject to administrative review, the OIG recommends that the provisions of this directive be implemented or otherwise redirected as soon as feasible.](#)

Officer-Involved Shootings

January 8, 2010, 7100 block of Fair Oaks Boulevard

Armed with an arrest warrant, Sheriff's detectives from the Major Crimes Bureau and the Gang Unit went to an apartment complex in the 7100 block of Fair Oaks Boulevard in search of a 28-year-old fugitive named in the affidavit, who had fled from deputies during a vehicle stop on December 12, 2009, and then fought with and injured officers a week later during an attempted apprehension.

Unsuccessful in their initial search of the complex, all but one of the detectives left to check a nearby location; the fugitive then returned and tried to enter the apartment where the lone remaining detective was questioning a resident. Unable to arrest or control the suspect during a violent struggle, and fearing he was in imminent peril, the detective drew his department issued semi-automatic handgun and fired one shot; the suspect was struck in the upper body and was then placed under arrest. Paramedics transported the suspect to a local hospital where he was treated for his gun-shot wound; he was then booked pursuant to the warrant for his arrest as well as for assaulting a peace officer.

In accordance with Sacramento County Sheriff's Department's policies and procedures the detective involved in this shooting, a 50-year-old 27-year department veteran, was placed on paid administrative leave. He sustained minor injuries but was otherwise unharmed. The shooting was investigated by the Sacramento Sheriff's Department's Homicide Unit, Internal Affairs Unit, and the Sacramento County District Attorney's Office. Use of deadly force was found to be both lawful and within policy.

March 24, 2010, 37th Avenue and Vista Avenue

At 10:49 p.m., deputies responded to a call of shots fired inside a residence located on the corner of 37th Avenue and Vista Avenue. Upon arrival, they encountered two male subjects standing in the driveway. One of the subjects was armed with a handgun and ignored deputy's commands to drop the weapon. Fearing he was in imminent peril, one deputy fired multiple shots at the 24-year-old suspect, wounding him at least once in the upper body. Deputies recovered the suspect's handgun and detained the second subject as well as several subjects from inside the residence. Paramedics transported the wounded suspect to a local hospital; he survived and was medically cleared for incarceration at the Main Jail where he was booked on the charge of assault with a deadly weapon.

In accordance with Sacramento County Sheriff's Department's policies and procedures the male deputy involved in this shooting, a 42-year-old 20-year department veteran, was placed on paid administrative leave. The shooting was investigated by the Sacramento Sheriff's Department's Homicide Unit, Internal Affairs Unit, and the Sacramento County District Attorney's Office. The use of deadly force was found to be both lawful and within policy.

April 3, 2010 Days Inn on Watt Avenue

At approximately 12:30 a.m. deputies responded to a call of shots fired at the Days Inn on Watt Avenue. While on-scene, they heard several more gunshots. Deputies located and stopped two separate vehicles believed to be involved in the incident. As soon as the first vehicle pulled over, a suspect jumped from the car with a gun in his waistband and fled. When the second vehicle was pulled over by another patrol car, a second suspect jumped from that vehicle and fired several rounds at the officers. Officers returned fire and the suspect fled on foot.

Other deputies and officers from neighboring jurisdictions quickly established a perimeter. K9 resources and members of the Sheriff's Special Enforcement Detail responded. The first suspect was quickly taken into custody without incident. After approximately 2 ½ hours, the second suspect was located hiding within the perimeter and was taken into custody without further incident. The second suspect appears to have suffered a minor gunshot wound to his shoulder; he was taken to the hospital for treatment and cleared for incarceration. The officers were uninjured.

The circumstances surrounding this shooting were investigated by the Sacramento Sheriff's Department's Homicide Unit, Internal Affairs Unit, and the Sacramento County District Attorney's Office. The use of deadly force was found to be both lawful and within policy.

April 9, 2010, Thomas Drive and Brock Drive

At 2:15 a.m. two deputies working a single patrol unit came across an occupied stolen vehicle in the area of Thomas Drive and Brock Drive. A short pursuit ensued during which the suspect vehicle made a sudden u-turn and collided head-on with the patrol vehicle. After the collision one of the deputies exited his vehicle and fired one gunshot from his department-issued handgun at the suspect's vehicle. It is unknown if the suspect was struck by the gunfire as he drove from the scene. The patrol vehicle was disabled by the collision.

The two deputies, a 36-year-old 12-year veteran and a 37-year-old 8-year veteran, suffered minor injuries from the collision and were transported to a local hospital as a precautionary measure. Both deputies were treated and released.

The unoccupied suspect vehicle was found a short distance from the scene of the collision. A perimeter was quickly established and a search initiated. The suspect was described only as a white male, in his early 20's, dressed in dark clothing. The California Highway Patrol, the Citrus Heights Police Department, and the Twin Rivers Police Department assisted in the search. The suspect, who faces the charges of assault with a deadly weapon on a peace officer, possession of stolen property, and evading arrest, was not located. A crime alert bulletin and reward were posted but no arrest has been made to-date.

July 25, 2010, 8500 block of Greenback Lane

At 6:52 a.m., the sheriff's communications center received a 9-1-1 call from a man who said that he had interrupted a burglary in-progress and that the suspect was armed with a knife and pump action gun. Witnesses on-scene told deputies that the suspect had ducked into some bushes near Greenback Lane and Kenneth Avenue and that he was still armed.

Deputies located the suspect and ordered him to drop his weapons and come out of the bushes. Instead, the suspect pointed the gun at the deputies, who fearing for their safety and the safety of others, fired at the suspect. The suspect was not struck; he did however surrender and was taken into custody without further incident. Deputies recovered the suspect's knife and gun, which they discovered was a bb/pellet gun.

The suspect, identified as 47-year-old Dorel Muresan was interviewed by detectives and booked into the Sacramento County Main Jail on charges including assault with a deadly weapon on a peace officer. During his interview, he told the detectives that had he had a shotgun, he would have used it against the officers.

In accordance with the Sacramento County Sheriff's Department policies and procedures the deputies involved in this shooting, a 44-year-old/12-year department veteran, and a 41-year-old/11-year-veteran were placed on paid administrative

leave. The circumstances surrounding the shooting will be investigated by the Sheriff's Department's Homicide Unit, Internal Affairs Unit, and the Sacramento County District Attorney's Office.

Assault on Officers

April 11, 2010, 6600 block of Sunnyslope Drive

Shortly before 1:30 a.m., deputies responded to a drive-by shooting at an apartment complex in the 6600 block of Sunnyslope Drive. No one at the complex was struck by the gunfire. A California Highway Patrol officer saw a vehicle matching the description of the suspect's vehicle enter a mobile home park in the 7400 block of Stockton Boulevard and initiated a vehicle stop. The driver of the suspect vehicle refused to stop and the passenger fired what appeared to be a semi-automatic rifle at the CHP officer. The bullets missed the officer.

The suspect vehicle drove onto Highway 99 with the CHP officer in pursuit. During the freeway pursuit, the passenger in the vehicle continued to fire at the CHP officer. Once again, the officer was not struck, but the suspects eluded capture. One of the suspect's bullets struck a minivan driving on Highway 99 near Florin Road. A four-year-old passenger in the vehicle suffered a minor injury from flying debris caused by the bullet. Paramedics treated and released the child at the scene.

A short time later, a Sacramento Police Department officer located the suspect vehicle and detained a 23-year-old Sacramento Hispanic gang member armed with a handgun in the parking lot of a motel on Massie Court. This individual was identified as the suspect who had fired at the CHP officer. A semi-automatic rifle was recovered inside the vehicle. Several other subjects were detained from a room at the motel. One of the subjects, a 26-year-old Hispanic gang member from Elk Grove, was identified as the driver of the suspect vehicle. Both suspects were arrested and booked into the Sacramento County Main Jail on multiple felony charges including attempted murder.

Hostage Rescue

On June 9, 2010, 2400 block of Arden Way

The Concord Police Department (CPD) contacted the Sheriff's Department for assistance in apprehending a suspect wanted in connection with three armed-robberies and the attempted murder of a CPD officer. It was later determined the suspect had also been implicated in a recent San Francisco bay area homicide. The CPD had tracked the suspect to his female cousin's apartment in the 2400 block of Arden Way in Sacramento.

On June 9, 2010, at 11:30 a.m., Sheriff's Major Crimes Bureau detectives accompanied CPD officers and FBI agents went to the apartment complex to arrest

the suspect. The suspect saw the officers as they were approaching and retreated inside the apartment holding his cousin's 16-month-old child. The suspect's cousin and other adults were able to escape from inside the apartment. A four-year-old child was rescued by officers through a rear window of the apartment.

Believing the suspect was armed, the officers quickly established a perimeter around the apartment, evacuated the complex, and requested the Sheriff's SWAT team and Critical Incident Negotiations Team (CINT). Upon their arrival, the SWAT team took over the interior perimeter positions and negotiators attempted to contact the suspect via telephone.

Negotiators had limited success in establishing meaningful dialogue with the suspect, who shot at officers multiple times during the course of the standoff and was himself fired upon by officers. A decision was made to breach the wall of the apartment after nearly three days of continuous efforts by hostage negotiators to bring the incident to a peaceful resolution were unsuccessful.

On June 11, 2010, at 7:24 p.m., the longest hostage standoff in the modern history of the Sacramento County Sheriff's Department came to an end when the 26-year old suspect was shot and killed during a gun battle with Sheriff's SWAT team members. The gun battle occurred after Sheriff's Explosive Ordinance Detail members used an explosive charge to breach an interior wall of the suspect's apartment to see where he was hiding. Shortly after the smoke from the explosion cleared, one of the SWAT team members looked through the hole in the wall and saw the suspect armed with a handgun. The SWAT officer and the suspect exchanged gunfire. As the first officer was engaged in the shooting, additional SWAT team members entered the apartment through a broken window and engaged the suspect with gunfire as well.

After the shooting had stopped, the 16-month-old baby boy, who was being held hostage by the suspect, was carried out of the apartment by a SWAT team member. The suspect was pronounced dead at the scene. The baby was taken to a local hospital for a precautionary examination and later released to his family. One of the SWAT team members was seriously cut by glass as he climbed through the broken window during the entry. He was taken to a local hospital where he was treated and released.

In accordance with Sacramento County Sheriff's Department policies and procedures the SWAT team members involved in this shooting were placed on paid administrative leave. The circumstances surrounding the shooting will be investigated by the Sacramento Sheriff's Department's Homicide Unit, Internal Affairs Unit, and the Sacramento County District Attorney's Office.

Allied law enforcement and public safety agencies provided invaluable assistance in this operation including: the Sacramento Police Department, the California Highway Patrol, the Concord Police Department, the Federal Bureau of Investigation, the

Folsom Police Department, the Sacramento Metro Fire Department, the Red Cross, and the Sacramento Office of Emergency Services. Additionally, residents and business owners, and community members impacted by evacuation and street closures showed admirable patience, understanding and support during this unprecedented incident.

In-Custody Deaths

Background

Notification procedures for inmate deaths at the sheriff's jail facilities are outlined in Jail Operations Order 3/10 and General Order 7/04. Early in 2010, as a result of an assessment of internal review procedures following in-custody deaths the preceding year, 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 (Sergeant or Lieutenant) 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.

April 27, 2010, Main Jail

Shortly after 1:00 p.m., staff at the Sacramento County Main Jail received notification that a 55-year-old male inmate who had been transported to Sutter General Hospital at 9:15 a.m. that morning had died. The inmate had notified deputies that he was experiencing severe stomach pain at approximately 9:00 a.m. and was transported to the hospital via ambulance. The inmate had been in custody at the Main Jail since April 25, 2010 for violating his parole.

The Sheriff's Department completed a thorough inmate-death investigation in accordance with Department procedures and state laws. The Sacramento County Coroner's Office determined that the decedent died of natural causes.

May 21, 2010, RCCC

At approximately 5:00 a.m. deputies at the Rio Cosumnes Correctional Center were alerted by inmates that a 60-year old female inmate was having what appeared to be a heart attack. Deputies immediately responded and also summoned jail medical staff to render aid. Paramedics and an ambulance arrived promptly and transported the inmate to a local hospital where she died.

The deceased inmate had been serving time at the correctional center since April for possession of a controlled substance. Sheriff's staff completed a thorough death investigation. The coroner's office determined that the decedent died of natural causes.

October 9, 2010, Main Jail

At 5:33 a.m. an on-call medical doctor at the Main Jail ordered that a 55-year old inmate with a history of medical problems, including heart, kidney, and liver ailments, be transported by code-3 ambulance to the hospital due to poor vital signs. Twenty minutes later the inmate was transported to Sutter General Hospital. He had apparently suffered a heart attack, but was revived in the emergency room. The inmate later succumbed to his condition shortly after 9:00 a.m. while at the hospital.

The deceased inmate was a federal prisoner delivered to the Sheriff's custody in March; he was serving time on drug charges. Sheriff's staff completed a thorough death investigation. The coroner's office determined that the decedent died of acute pancreatitis related to his preexisting medical condition.

December 12, 2010, Main Jail

At 10:06 a.m., an inmate at the Sacramento County Main Jail notified deputies he was unable to wake his 46-year-old cellmate. Deputies responded to the inmates' cell and found the cellmate unconscious and not breathing. They immediately began performing cardio pulmonary resuscitation until they were relieved by jail medical staff minutes later. Soon thereafter, fire department paramedics arrived and continued to provide life-saving measures. All efforts to revive the inmate were unsuccessful and he was pronounced dead at 10:32 a.m.

The inmate had been in custody at the Main Jail since August 22, 2010. He was facing charges of resisting arrest, burglary, grand theft, possession of stolen property, and evading a peace officer by driving in a reckless manner. This death does not appear suspicious. A preliminary report by the Sacramento County Coroner's Office indicates that the death resulted from natural causes.

The Sheriff's Department will conduct a thorough inmate-death investigation in accordance with department procedures and state laws.



Sheriff's Department K9 Vehicle

SHERIFF’S JAIL OPERATIONS	51
OVERVIEW	51
SSD INMATE POPULATION TRENDS	52
INMATE GRIEVANCES AND INCIDENT REPORTS	53
INMATE DEATHS / INTERVENTIONS	63
ENHANCEMENTS	66
DIRECTIONS AND CHALLENGES	69
JAIL STAFFING STUDY	71
EXECUTIVE SUMMARY	71
INTRODUCTION	73
OVERVIEW	73
CALIFORNIA’S STATUTORY FRAMEWORK	74
SACRAMENTO COUNTY SHERIFF’S DEPARTMENT	75
PART I BENCHMARK AGENCIES	79
SACRAMENTO SHERIFF’S DEPARTMENT	80
ALAMEDA SHERIFF’S OFFICE	83
ORANGE COUNTY SHERIFF’S DEPARTMENT	86
RIVERSIDE SHERIFF’S DEPARTMENT	88
SAN BERNARDINO SHERIFF’S DEPARTMENT	90
SAN DIEGO SHERIFF’S DEPARTMENT	91
SAN JOAQUIN COUNTY SHERIFF	93
PART II STAKEHOLDER PERSPECTIVE	95
PART III FINDINGS AND CONCLUSIONS	102
SUMMARY	105

SHERIFF'S JAIL OPERATIONS

Overview

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 provided entails an ongoing balancing of resources. Special thanks go to the Division Commands for providing pertinent information concerning their respective areas of responsibility.

The **Main Jail Division** is the largest single division within the Sheriff's Department, with over 250 sworn deputies and 130 civilian staff. The maximum capacity for this facility, which does not house juveniles, is 2,432 inmates with an average daily count of 2,400. The Main Jail is at or near the top of the list in terms of average bookings per year (56,000) at like jail facilities throughout California.

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 and contracts with state and federal authorities to house sentenced prisoners. In total, 300 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; daily population count ranges from 2,100 to 2,400 inmates. In August 2008, the Roger Bauman Facility reopened, which created 275 new beds for the facility. 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 4,500) housed at the Main Jail and the RCCC, at an annual budget of \$35 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 evolved into one of the largest alternative correctional programs in the nation. The current population count for the Sheriff's Work Project Program is approximately 1,000; the Home Detention program supervises 221 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 dropped by 6.4% this year over last (January - August);
- Inmate-on-inmate assaults at the Main Jail increased by 16.7% this year over last, and assaults on staff decreased by 22.6% during the same period (January - August);
- Approximately 18.7% of all assaults that took place at the Main Jail in 2010 (January - August) were gang related;
- The average daily inmate population at the RCCC is trending slightly downward: in 2009 the average daily inmate population was 2,212 with a high of 2,354 in February; in July 2009 – July 2010 the average daily inmate population was 2,023, with a high of 2,326 in September. This number was affected by the temporary closure of two inmate housing facilities at RCCC. Both facilities have been re-opened and are now filled to capacity. Average inmate population levels are expected to rise again as a result. A change to Penal Code 4019, which dictates the Good Time and Work Time credits on inmate sentences, was enacted and went into effect on January 25th. This change resulted in a one-time release of several hundred inmates, which artificially lowered the average inmate population for several months.
- The current trend at RCCC is a decrease in inmate violence. In 2009 there were a total of 209 inmate-on-inmate assaults (with an average of 17.4 per month) and 5 assaults on staff. In the reporting period of July 2009 through July 2010 there were 185 assaults (12.3 per month), a 11% decrease from the previous year, and 12 assaults on staff, an 8% decrease from the previous reporting period.
- A full 52% of all inmate-on-inmate assaults that occurred at RCCC in July 2009 – July 2010 involved documented gang members or gang associates, whereas only 25% of assaults on staff involved documented gang members or associates. *Note: The statistics are artificially low due to chronic under-reporting of incidents since last July (the period of initial SSD staff layoffs).

Past trends suggest that the true numbers are anywhere from 50% to 100% higher than the current numbers indicate.

- Of the 413 parties involved in assaults during the reporting period of July 2009 through July 2010, a total of 49% were County sentenced inmates (a 20% increase over the previous reporting period), 24% were pre-trial inmates (a 25% decrease from the previous reporting period), and 24% were state prisoners (a 4% decrease from the previous reporting period). Of the state inmates, 16% were PC 3056 parole violators (a 19% increase from the previous reporting period) and 8% were in custody on a state prison commitment (a 33% decrease from the previous reporting period).
- During the last two budget cycles, Correctional Health Services lost 58 full time positions, resulting in a serious imbalance between the acuity and need for medical and psychiatric services, and the capacity to meet this need.
- The current population count for the Sheriff's Work Project Program is approximately 1,000; the Home Detention program supervises 221 inmates. These counts have steadily dropped on the heels of a protracted court battle interpreting good time/work time credits under Penal Code section 4019. The matter now appears to have been settled and this trend may change course.
- The revenue collection total at the Work Release Division for fiscal year 2009/2010 was \$ 5,960,082. The revenue collection total for fiscal year 2008/2009 was \$ 6,582,043. This is a 9% 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 2010 are reflected in the tables which follow.

Main Jail Grievances

Inmate grievances at the Main Jail were compiled for tracking purposes during 2010. An overview of ***grievances*** is reflected here.

HEALTH

JPS	Treatment	Medication	Medical	Total
28	133	186	59	406

PROPERTY

Mail	Money	Personal	Tank Property	Total
68	52	25	19	164

PROGRAMS

Education	Religious	Work Project	Total
1	8	0	9

SERVICE

Clothing	Recreation	Phones	Commissary	Food	Showers	Visits	Laundry	Total
7	14	10	77	51	8	3	1	171

LEGAL

Attorney	Courts	Law Library	Total
6	4	51	61

STAFF CONDUCT

Treatment	Use-of-Force	Misconduct	Total
61	4	9	74

POLICY/PROCEDURES

Discipline	Classification	Security	Facility	Other	Total
92	21	6	88	68	275

TOTAL GRIEVANCES 2010	Grand Total	1160
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OUTCOMES

Denied	Corrective Action	Resolved	Not Grievable	Outstanding	Total
381	421	18	157	183	1160

Main Jail Incidents

The following chart reflects Main Jail documented **incidents** for 2009. 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:

2010	Assault (Inmate)	Assault (Staff)	JPS	Med Casualty	Med Transport
January	13	4	8	15	45
February	20	4	15	25	70
March	27	3	9	17	116
April	27	9	12	22	84
May	24	4	14	12	77
June	30	5	16	19	103
July	22	5	16	16	50
August	23	7	32	33	86
September	29	6	27	23	142
October	22	4	37	28	86
November	26	3	39	37	61
December	28	4	58	23	74
Year Total	291	58	283	270	994
Mthly Avg.	24.25	4.83	23.58	22.5	82.83



Main Jail POD

RCCC Grievances

Inmate grievances at the Rio Cosumnes Correctional Center were compiled for tracking purposes during 2010. An overview of ***grievances*** is reflected here.

HEALTH

JPS	Medical	Medication	Treatment	Total
31	110	100	49	290

PROPERTY

Mail	Money	Personal	Tank Property	Total
22	49	24	24	119

PROGRAMS

Education	Religious	Work Project	Total
3	1	7	11

SERVICE

Clothing	Commissary	Food	Laundry	Recreation	Phones	Showers	Visits	Total
6	41	39	3	1	1	5	7	103

LEGAL

Attorney	Courts	Law Library	Total
1	5	18	24

STAFF CONDUCT

Misconduct	Treatment	Use-of-Force	Total
0	46	8	54

POLICY/PROCEDURES

Classification	Discipline	Facility	Security	Appeals	Other	Total
58	125	4	1	12	100	300

TOTAL GRIEVANCES 2010

Grand Total **901**

OUTCOMES

Denied	Corrective Action	Resolved	Not Grievable	Outstanding	Total
379	103	320	45	54	901

RCCC Incidents

The following chart reflects RCCC documented **incidents** for 2010. 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:

2010	Assault (Inmate)	Assault (Staff)	JPS	Med Casualty	Med Transport
January	10	1	6	3	11
February	8	1	9	11	5
March	7	1	12	2	8
April	15	0	7	1	16
May	18	1	4	11	8
June	12	1	4	0	13
July	15	1	5	10	8
August	17	2	5	8	10
September	26	0	4	4	13
October	16	1	12	1	10
November	23	2	9	10	15
December	18	3	10	1	5
Year Total	185	14	87	62	122
Mthly Avg.	15.42	1.17	7.25	5.17	10.17

Correctional Health Services (CHS) Grievances

The total number of grievances related to medical and psychiatric care went down 9% to 878, compared to 963 grievances submitted during the prior reporting period. The below chart reflects a three-year pattern in declining grievances for the three primary reporting categories.

Category of Grievance Issue	July 07 – June 08 (1001 grievances annually)	July 08 – June 09 (963 grievances annually)	July 09 – June 10 (878 grievances annually)
Access to Care	28%	21%	18%
Scope of Practice/Treatment	48%	37%	38%
Medication Administration	24%	39%	43%

Access to Care:

The 3% reduction in access to care grievances is directly attributable to better management of patient care in the jail facilities. Correctional Health Services has replaced many paper-based processes with electronic systems to improve the delivery of medical care. As a result, the medical practice is equipped to manage and track an inmate's care more efficiently today than in past years. These efficiency measures have proven invaluable as a partial offset to significant reductions in funding and staffing the last two years.

Scope of Practice/Treatment:

Grievances related to scope of practice and various treatment decisions increased slightly by 1% due to changes made in the medical practice. CHS has implemented a new triage procedure to better identify inmates with urgent medical needs versus those that do not need immediate medical attention. The new triage process allows CHS to correctly match patient medical needs with the appropriate provider. Because of this change in medical practice, an increasing number of inmates see nurses as opposed to doctors for their healthcare needs.

Medication Administration:

Grievances in this area have gone up by 4% which is a result of transitioning to a new automated pharmacy system and new pharmaceutical drug formulary. The bulk of these grievances are related to a significant reduction of narcotic medications dispensed from the jail pharmacies. CHS has cut down on the use of narcotics by 85% in the last two years by implementing 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 us to monitor our use of various other medications. Through this analysis CHS has been able to move inmates to a consistent formulary which results in improved patient care and cost efficiency.

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

2010	Main Jail				RCCC			
	Access To Care	Scope of Practice/ Treatment	Med. Admin.	JPS	Access To Care	Scope of Practice/ Treatment	Med. Admin.	JPS
January	3	10	12	1	17	13	17	1
February	4	13	15	1	12	10	7	5
March	0	8	10	0	13	6	3	3
April	2	13	16	0	8	7	5	3
May	2	7	2	0	10	16	4	2
June	4	15	10	1	12	18	12	3
July	12	15	7	0	9	4	7	3
August	7	10	13	0	17	11	10	1
September	10	19	13	0	14	4	2	2
October	12	40	20	0	8	4	8	0
November	12	19	13	2	16	12	10	5
December	25	33	21	1	3	3	7	1
Year	93	202	152	6	139	108	92	29
Mthly Avg.	7.75	16.83	12.66	0.50	11.58	9.00	7.66	2.41

Misconduct Complaints

The goal of any disciplinary system should be to eliminate or at least combat the effect of conditions tending to cause or perpetrate misconduct. Reaffirming admirable behavior and managing discipline along with conditions which give rise to misconduct are ultimately internal functions of supervision and command. Thus, having collective knowledge of adverse behavior becomes a means to an end for the respective Division Commander. Misconduct cases for Correctional Services are summarized below for calendar year 2010.

Note: Cases pending final findings will be reported in the succeeding year.

Main Jail Division Misconduct Complaints

Date Received	SSD Case #	Allegation	Findings
4-Feb-10	2010IA-009	Complainant alleges excessive force was used against him by deputies at the Main Jail.	Unfounded
7-Apr-10	2010IA-023	Civilian employee arrested for DUI while off duty.	Sustained
29-Apr-10	2010IA-028	Complainant alleges Main Jail deputy subjected him to excessive force.	Sustained
11-May-09	2009IA-025	Employee was arrested for real estate fraud.	Sustained
25-May-10	2010IA-034	Complainant is the mother of an inmate at RCCC. She alleges son was physically mistreated by deputies when booked into the Main Jail.	Unfounded
27-May-10	2010IA-051	Complainant alleges deputies at the Main Jail subjected him to excessive force.	Unfounded
23-Jun-10	2010IA-042	Main Jail inmate alleges deputies subjected him to excessive force.	Exonerated
14-Jul-09	2010IA-033	Main Jail Deputy allegedly gave special favors to an inmate	Sustained
27-Jul-10	2010IA-054	Complainant alleges deputies were discourteous and subjected him to excessive force.	Exonerated
31-Aug-09	2009DIV-020	Deputy intentionally avoided contact by Court Liaison on a subpoenaed case causing case to be dismissed and re-filed.	Unfounded
1-Sep-09	2009IA-052	Civilian employee arrested for DUI while off duty.	Sustained
15-Sep-09	2009IA-056	Employee used his position as a deputy in an attempt to intimidate his neighbor.	Sustained
25-Sep-09	2009IA-058	Complainant alleges her arm was broken by deputies while at the main jail.	Unfounded

Date Received	SSD Case #	Allegation	Findings
29-Oct-09	2009IA-076	Complainant alleged deputy subjected him to excessive force at the Main Jail	Not Sustained
5-Nov-10	2010IA-060	Complainant alleges deputies used excessive force against her at the Main Jail.	Unfounded
26-Oct-09	2009IA-063	Complainant alleged deputies subjected him to excessive force at the Main Jail	Exonerated
12-Nov-09	2009IA-062	Complainant alleged deputies subjected him to excessive force at the Main Jail	Unfounded
25-Nov-09	2009IA-073	Civilian employee arrested for DUI while off duty.	Sustained
9-Dec-10	2010IA-070	Complainant alleges a deputy at the Main Jail subjected him to excessive force.	Exonerated

Rio Cosumnes Correctional Center Misconduct Complaints

Date Received	SSD Case #	Allegation	Findings
28-Jan-10	2010IA-006	Deputy allegedly used department computers for non-official business.	Sustained
9-Feb-10	2010IA-010	Complainant accused deputy of committing fraud while off duty.	Exonerated
1-Apr-10	2010IA-022	Deputy was allegedly discourteous to an inmate when he distributed photographs depicting a homosexual celebrity throughout the inmates pod. The inmate closely resembled the celebrity.	Sustained
4-Sep-09	2009IA-053	Civilian employee arrested for various domestic violence related offenses; all charges later dismissed.	Sustained
7-Sep-10	2010IA-057	Deputy failed to maintain his classification.	Unfounded
17-Nov-09	2009IA-072	Deputy failed to show for court under subpoena, and was discourteous to the Deputy DA.	Sustained

Correctional Health Services Misconduct Complaints

Date Received	SSD Case #	Allegation	Findings
8-Jan-10	2010IA-002	Civilian employee was arrested for public intoxication.	Sustained
16-Feb-10	2010DIV-007	Nurse at RCCC was allegedly neglectful and incompetent in her duties.	Resigned
23-Feb-10	2010DIV-009	Civilian employee allegedly engaged in a prohibited relationship outside of work.	Resigned
4-May-10	2010DIV-014	Civilian employee was allegedly rude and discourteous to other employees	Withdrawn
20-Aug-09	2009DIV-037	Employee not performing her duties because she was sleeping on duty.	Sustained
24-Sep-10	2010DIV-033	Civilian employee was allegedly insubordinate with a supervisor.	Resigned

Work Release Misconduct Complaints

Date Received	SSD Case #	Allegation	Findings
25-Feb-10	2010IA-011	Sgt was rude and discourteous to subordinate employees	Sustained
19-Jul-10	2010DIV-024	Civilian employee abusing sick leave and failing to notify supervisor in a timely manner.	Withdrawn



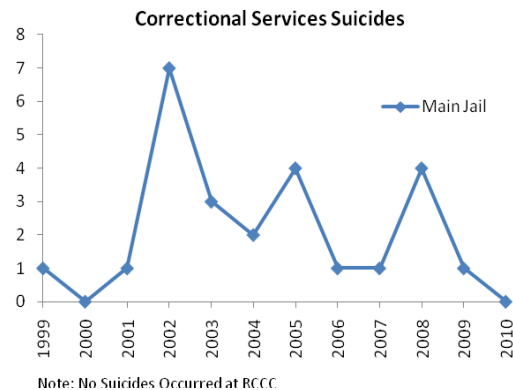
Star V Air Unit

Inmate Deaths / Interventions

At the core of any custodial system is its ability to safeguard the well being of those incarcerated. This challenge is heightened by the reality that desperate people sometimes do desperate things. Sadly, inmate deaths will continue to confront and challenge custody professionals. The inquiry is whether those in charge can point to a proactive, ongoing process designed to evaluate, mitigate, and preempt conditions underlying in-custody deaths.

No in-custody deaths, other than those resulting from natural causes, occurred during 2010, as reported in the "Critical Incidents" section of this report (supra, page 49).

Quite often, direct intervention by custody staff to prevent death or serious injury to an inmate does occur. Upon request from the Office of Inspector General, SSD Correctional Services provided the following information:



Main Jail Interventions

Date	Means	Successful Intervention
1/4/10	Strangling	Deputies intervened.
1/26/10	Strangling	Deputies intervened.
2/1/10	Strangling	Deputies intervened.
2/5/10	Jumped from upper tier	Deputies intervened.
2/16/10	Strangling	Deputies intervened.
2/20/10	Strangling	Deputies intervened.
3/18/10	Jumped from upper tier	Cellmate informed Deputies who intervened.
4/14/10	Strangling	Deputies intervened.
4/16/10	Hanging	Deputies intervened.
4/18/10	Strangling	Deputies intervened.
5/6/10	Overdose	Deputies who intervened.
5/19/10	Jumped from upper tier	Deputies intervened.
5/27/10	Strangling	Deputies Intervened
6/4/10	Hanging	Deputies intervened.
6/7/10	Strangling	Deputies intervened.
6/26/10	Strangling	Deputies intervened.
6/27/10	Jumped from upper tier	Deputies intervened.
7/7/10	Strangling	Deputy Intervened
7/17/10	Strangling	Deputy Intervened
7/30/10	Strangling	Deputy Intervened
8/7/10	Hanging	Deputy Intervened
8/14/10	Hanging	Deputy Intervened
8/19/10	Strangling	Deputy Intervened
8/20/10	Strangling	Deputy Intervened

Date	Means	Successful Intervention
8/30/10	Strangling	Deputy Intervened
9/11/10	Strangling	Deputy Intervened
9/19/10	Strangling	Deputy Intervened
9/22/10	Jumped from upper tier	Taken to hospital
9/30/10	Cut wrists	Deputy Intervened
10/1/10	Jumped from upper tier	Taken to hospital
10/11/10	Hanging	Deputy intervened and inmate taken to hospital
10/13/10	Strangling	Deputy Intervened
11/29/10	Overdose	Taken to hospital
12/22/10	Strangling	Deputy Intervened
12/28/10	Strangling	Deputy Intervened

Note: Strangling denotes self-inflicted harm

Rio Cosumnes Correctional Center Interventions

Date	Means	Successful Intervention
8/23/2010	Razor blade	Deputies restrained, took weapon
9/24/2010	Hanging	Deputies cut down
10/30/2010	Hanging	Deputies cut down, chaired for safety.
12/18/2010	Hanging	Deputies cut down



Sheriff's Department Mobile Command Vehicle

Enhancements

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, perseverance, and adapting to changing circumstances will no doubt become increasingly important. Recently implemented or currently pending enhancements include:

Main Jail Division Enhancements

In September 2010 the dialysis room was moved to a location where officers and medical staff can resourcefully monitor dialysis patients. This relocation resulted in no degradation of service, while at the same time enhancing overall safety and security. Additional cameras have been installed in the law library to enhance safety and security of staff and inmates alike. We are continuing to deploy a mail-room officer which has proven to be effective in preventing introduction of contraband into the facility.

The upper screening/rail project was launched last year to reduce inmate suicides and assaults on the upper tiers. The entire first phase has been completed consisting of all four pods on Floor 8 West and all three pods on Floor 3 East. The next phase of the upper screening project has been postponed due to budget cuts.

The Elevator Upgrade Project has been scheduled to begin December 2010 to upgrade our aging elevators with new cabling, hardware, and motor mechanisms; this will be a two year project. Also slated for December 2010 is the installation of the CCTV (Camera) Project. When completed, the Main Jail will be equipped with closed caption cameras throughout the facility, including the exterior perimeter.

Rio Cosumnes Correctional Center Enhancements

Safety and security enhancements affecting the operational efficiency and quality of care concerns are ongoing at RCCC. They include new DNA collection equipment in booking areas; the installation of card readers to expedite warrant and criminal history searches for social visits; the installation of additional CCTV cameras and monitors; relocating the inmate law library – step one of a two-part plan to eliminate contact visits; completion of a new modular building to facilitate much needed office space for our projects, safety and Board of Parole Hearing officers; and replacing older inmate transportation busses with new busses.

The RCCC would benefit from eliminating the inefficient practice of having sentenced inmates serve weekends at that facility, which creates an administrative overburden and exacerbates an already acute overpopulation dilemma at this facility. This enhancement is being re-visited for review and action.

Correctional Health Services Enhancements

An automated sick-call program that distinguishes between and among nurse, nurse-practitioner, and doctor visits has significantly increased the volume of patient visits. Residual visits are automatically rescheduled which ensures that no one is overlooked.

Recent implementation of the automated pharmacy system is working well and has saved the division over \$2.4 million annually in drug costs through efficiency and elimination of waste. All orders are now directly placed by the clinician and approved by a pharmacist before being automatically dispensed, and are again checked at the patient level. Each facility now operates a fully licensed pharmacy in compliance with all Board of Pharmacy regulations. Enhancements to safety and reliability from this new system are clear.

Our latest enhancement is implementation of an electronic medical records system (E-Chart). E-Chart replaced an out-dated, labor intensive paper-based medical records system. E-Chart has resulted in better management of patient medical records through more timely access to patient medical information and reduced administrative costs associated with managing the old paper-based system. The savings generated from E-Chart are being redirected to help stem the loss of skilled medical personnel in both jail facilities due to budget shortfalls.

Work Release Division Enhancements

As an enhancement to safety and security, a camera system to monitor the front lobbies of the Sheriff's Work Project and Home Detention programs have been added. Cameras also monitor the front and rear parking areas of the facility to increase employee safety.

The Sheriff's Toy Project has purchased a large cargo trailer to deliver gifts, goods, and materials during the Christmas holiday and at other events throughout the year; it will no longer be necessary to rent trailers for each event. They have also co-sponsored an upcoming Law Enforcement Appreciation night with the Sacramento Kings and other local law enforcement agencies calendared for February 1st, 2011. A portion of each ticket sale will be returned to the Sheriff's Toy Project program.

Our inmate tracking system (ITS) went live in October 2008, and the new fingerprint devices have all been programmed ready for use. Our technical services division is working on the software to make the devices compatible with the new ITS program. Other higher priority projects have delayed the start date for the new fingerprint devices, such as the new CAD system, and subpoena tracking system.

The Home Detention program completed a conversion to a new monitoring company (Sentinel) earlier this year. We are now able to achieve an upgraded monitor for alcohol offenders which comprise approximately 80% of our population. Home Detention officers also received upgraded cell phones capable of immediate alerts from monitoring equipment in the field.

December 2010 is the target date for activation of updated computer revenue collection software for the Sheriff's Work Release Division. Updated licensing fees are the only cost associated with this enhancement, which is not expected to diminish productivity. Computerized thumb scanners for work project sites will also be introduced to increase the efficiency and accountability of check-in and check-out procedures.

The Sheriff's Home Detention Program hopes to realize increased efficiency and effectiveness during the forthcoming year through upgraded monitoring and newer technology designed to mitigate error and reduce booking time.

Direction and Challenges - As Synopsized by the Respective Divisions

Main Jail

As a result of department-wide budget shortfalls, the Main Jail has reduced its daily staffing. The result is a strain on deputies assigned to the division, as they seek to carry out the difficult task of meeting mandated services. Lay-offs, transfers, and demotions have been devastating to morale, creating unprecedented management challenges.

In addition to the staffing challenges, inmate population management has become a central focus. Although statistics suggest populations have decreased over the calendar year, the classification of inmates is such that isolation and separation is necessary to maintain jail harmony. The difficult task of managing this classification issue is being handled by fewer deputies with the minimal expertise and decreased flexibility based on physical plant restrictions. Improving morale, managing the inmate population, and staffing shortages are the key challenges that lie ahead.

RCCC

Challenges confronted by RCCC largely concentrate on a steadily increasing inmate population coupled with inadequate staffing levels. Attempts to reduce the inmate population met with negative results. Staff time is focused on providing basic programs and services to the inmate population while reduced staffing levels have negatively impacted their ability ensure facility security. All non-mandated or unfunded training has been cancelled. Opportunities to institute fiscal or operational efficiencies in all aspects including food service, laundry and warehouse operations continue to be explored. Long term planning will be necessary to overcome these issues. Steadily working toward achieving the staffing levels contained in the *June 2010 Jail Staffing Study* completed by the Office of Inspector General is our goal.

Correctional Health Services

For two consecutive years, CHS has seen unprecedented reductions in its operating budget. A 25% reduction was absorbed in FY 2010-11, and the threat of additional cuts looms as a constant reminder of the current economic down-turn. This has had a profound effect on medical care services in the jail facilities. The division lost an additional 34.5 employees this year, (mostly clinical positions), bringing the total number of full-time positions laid off over the past two years to approximately 60. When the loss of temporary employees is factored in, CHS has reduced its staffing levels by 45% during this timeframe. It goes without saying, that service levels have been severely compromised.

Industry wide, CHS is now at or near the bottom relative to staff/inmate ratios for like jail facilities. For example, on any given shift, CHS now has only four or five

nurses on staff. Additionally, deployment of nurses from the floors to intake severely threatens their ability to respond to emergencies or issues with patients on the acute units. The net result is a bottleneck at intake, now staffed by a single nurse; this has been voiced as no small concern by law enforcement agencies that rely on county jail services.

Three years ago CHS established a no-rollover policy which meant that a patient would be seen within 24 hours from the time of request for services. This policy was effective in reducing emergency transports and associated costs and proved to be a proactive method for managing the practice. Regrettably, this no roll-over practice has given way to staffing reductions, resulting in treatment delays and compounded difficulties in attending to medical and psychiatric needs.

Work Release

The Sheriff's Work Project and Home Detention programs have seen staffing roughly cut in half from their FY 2009 levels. Inmate work crews have been sent home with credit for time served for want of staffing to supervise their work.

The Home Detention program is accepting inmates who have extensive criminal history, and gang affiliation, while at the same time having to balance a decreased level of field monitoring and the increasing necessity to assist with program administration. Eleven full-time officers supervise an average of 225 high control inmates, 7 days a week, 24 hours a day.

The closure of Sheriff's Service Centers may impact the Sheriff's Toy Project holiday toy distribution, inasmuch as volunteers at each center helped to wrap presents, and administer the program. Toy distribution may need to be scaled down depending on the number of sheriff's volunteers available.

The Sheriff's Work Project program needs to expand as an alternative to traditional incarceration. The problem is that staffing reductions have resulted in numerous schools, churches, and other non-profit inmate work sites being cut from the program. Maintaining a safe inmate-to-deputy ratio is essential and additional depletion of resources could jeopardize our ability to service and maintain existing contracts.

Jail Staffing Study

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

In July, 2010, Sheriff McGinness informed the Board of Supervisors and County Executive of his intent to implement the proposed jail staffing model. The impetus for doing so was to achieve minimally safe jail staffing levels. In the months that followed, although this position was not rescinded or modified, an internal decision was made to deviate from the Sheriff's original design of going forward with the staffing plan. Ostensibly, the reason cited was that fiscal and political constraints would have made it unwise to proceed.

Time and circumstances obviously march on, and the internal assessment noted above may hold true. However, the fact that this decision was made in a vacuum is troubling. [Now that the dust has settled however, it is recommended that the Department update the Board of Supervisors and the County Executive as to whether the former Sheriff's direction to move ahead with the proposed staffing model to achieve minimum jail staffing levels has been modified, and if so, the rationale behind this change in direction.](#)

Excerpts from the staffing study are reprinted here.

Executive Summary

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

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

Anecdotal experience suggests key considerations in transitioning to custody officers; these include: limiting the number of classifications doing the same or similar work, clear delineation of duties in order to mitigate inherent labor tension, choosing a

classification that affords a practical range of utility, emphasizing training, supervision and high standards, and evaluating circumstances unique to a particular jurisdiction and community.

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

Part II of this study captures input from those who perform, supervise, and administer correctional services in Sacramento County and on how things are viewed from Labor's perspective. These are the individuals who will be left to implement and live with any changes made in jail staffing. Thus, they are clearly stakeholders in this endeavor in terms of their concerns and constructive input. With this in mind, representative groups were interviewed and provided their perspective, detailed in part II.

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

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

In Sacramento County, the rather unique history of using part-time, on-call deputies and annuitants to staff jail operations is an important factor. The impact of demotions and transfers from the recent round of lay-offs has essentially created a static corrections class of Sheriff's Department employees. The recommendations in part III contemplate this background within the context of fiscal constraints and uncertainties confronting the County. The good news is that there is a way forward

that both mitigates the immediate staffing crunch and balances resources as the months and years unfold. It will require a measure of courage and balancing of interests from all concerned.

Introduction

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

Overview

Several years ago, a handful of counties throughout California initiated a move to staff their jails using custody-officers in lieu of more costly fully sworn deputy sheriffs. The whole point was to stretch limited revenues. Enabling legislation grew around this movement, and today, most counties throughout California have adopted some combination of public officers, limited peace officers, or custody assistants to augment jail deputies.

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

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

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

inmates; these non-sworn classifications staff public counters, operate control rooms, and perform a variety of similar security functions.

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

California's Statutory Framework

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

PC Section 830.1 grants **full peace officer authority** to any sheriff, undersheriff, or deputy sheriff, employed by a county in that capacity; Sacramento County jail deputies fall within this classification. They have completed POST academy training (6 months) in addition to a supplemental course for officers assigned to corrections entitled, Standards in Training for Corrections (STC). They must also complete 24 hours of annual training selected at the discretion of the employing agency. The Corrections Standards Authority in Title 15 of the California Code of Regulations specifies the STC training required and curriculum is developed jointly by the state Sheriffs and their Jail Managers Association for all sworn and non-sworn custodial classifications.

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

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

Custodial officers have limited powers of arrest *only* in the performance of their official duty. They do not have the authority to make an arrest based upon

reasonable cause to believe that a felony has occurred in the officers presence, arrest for a felony offense not occurring in the officers presence, or arrest on reasonable cause whether or not a felony has been committed.

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

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

Sacramento County Sheriff's Department (SSD)

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

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

- Line-level staffing throughout SSD correctional services is precipitously low.
- Inmate overpopulation within the SSD jail system is acute.
- A looming large-scale release of state prisoners and changes in parolee supervision threaten to exacerbate jail overpopulation.

- Sacramento County is one of nine remaining counties in California that rely predominantly on fully sworn peace officers (deputy sheriffs) in performing duties requiring contact supervision of jail inmates.
- Expanding the use of Home Detention, Work Project, and the Sheriff's Parole Program, as alternatives to in-custody jail time, is a strategy whose time has come for SSD Correctional Services.
- As services on the outside dry up for want of funding, a steady influx of inmates with a host of chronically neglected medical and mental health issues stand to overwhelm local jails seeking to remediate these often acute individual health conditions.
- Sacramento County receives substantial annual revenue from contracts to house state and federal prisoners. Measuring the real-time cost of servicing these agreements (litigation, injuries to inmates and staff, workers compensation, disability retirements, inmate disruptions, medical/mental health services, etc.) against the revenue gained has never been done.
- Evaluating which employee classifications strike the most effective and cost efficient approach to jail staffing is something all counties throughout the State, including Sacramento County, must weigh according to their needs and individual circumstances.

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

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

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

The genesis of this staffing model is instructive. In 1979, the SSD Chief Deputy for Special Services and Training Captain appeared before the California Peace Officer Standards and Training Commission (POST) and received for SSD the first "*Extended*

Format Certification” in the state to train officers under section 830 of the California Penal Code (PC). These academy classes, held in the evenings and on weekends, made certified training available to the Department’s reserve officers, and upon graduation from either the *“Intensified Academy”* or the extended format academy these officers could work as full-time or on-call deputies. The only additional requirement for them to work in corrections was completion of the STC supplementary jail operations training.

Aside from ad-hoc, limited-term needs, on-call deputies were first used in early 1980 to operate the sheriff’s work-project program. Thereafter, this supplemental workforce evolved from a short-term, back-fill resource to a stable pool of employees used routinely in lieu of filling full-time deputy positions with permanent hires. The obvious reason for this practice was that it reduced personnel costs.

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

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

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

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

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



American River

Part I Benchmark Agencies

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

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

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

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

Sacramento Sheriff's Department

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

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

- The Main Jail is the primary custodial facility for pretrial inmates, fresh arrests from regional law enforcement agencies, and prisoners in transit to other jurisdictions. A portion of the first floor at the Main Jail is dedicated to four courtrooms inside the Lorenzo E. Patino Hall of Justice, where an average of 6,800 cases per month are calendared, mostly for defendants who are in custody at the Main Jail; (overflow cases are handled at the main courthouse).
- The Rio Cosumnes Correctional Center (RCCC) is the primary custodial facility for inmates sentenced by the Sacramento County courts. RCCC also houses inmates in transit to state prison or other jurisdictions and is the principal reception point for parole violators pending revocation hearings in the Sacramento region. Over 400 prisoners under contract with state and federal authorities as well as overflow pretrial inmates from the Main Jail are housed at RCCC.
- The Work Release Division employs alternatives to traditional incarceration to reduce both jail population pressures and the enormous cost of incarceration. In the past, an average of 1,500 inmates participated in the program during any given week along with 300 inmates on home-detention electronic monitoring. These numbers are dropping significantly along with the number of deputies deployed to supervise inmates serving in these programs.
- SSD staffs its jails under a 3/12 – 4/12 schedule, with 84 hours of straight time paid bi-weekly. Each shift team is provided an additional half-hour of overtime pay to cover administrative duties at start-of-watch, and all personnel are briefed once per month. There is an exchange of information at shift change between officers and they review messages, shift logs, and a web-folder (Main Jail) for important information. Shift Sergeants liaison with officers during their 12-hour shift to pass along important information and matters of interest to the facility.

(The Main Jail recently suspended the half-hour overtime pay as a cost-cutting measure).

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

SSD academy commander anticipates that a similar academy for custodial officers would attract a number of applicants in the present economy. Many see this is an optimal situation in terms of cost effectiveness.



Old Florin Town

Alameda Sheriff's Office

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

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

- Alameda County relies on sworn deputies to perform jail duties requiring “primary security and custody of inmates.” They employ “Sheriff’s Technicians” to handle the myriad of security and administrative functions associated with running a correctional facility. Technicians are unarmed, non-sworn employees who work rotating shifts, weekends and holidays. They are distinguished from deputies who have peace officer responsibilities; this represents their only career ladder. Officials do not contemplate deviating from this jail staffing.
- General supervision and work assignments for Sheriff’s Technicians are received from the office in charge of their respective activity, with day-to-day supervision provided by sergeants assigned within the same unit. Under their negotiated agreement, Technicians receive a compensated meal break and hourly breaks as well, which is something of an awkward distinction between the bargaining units and other staff not similarly situated. Sheriff’s Technicians may have only limited contact with inmates coincidental to their primary duties. These duties include:

 - Operates control systems, such as housing control systems.
 - Interviews new prisoners; enters personal data and arrest information on booking forms, and enters in AJIS/CORPUS Computer System; fingerprints and photographs prisoners; computes sentences and release dates.
 - Accepts and record funds or bonds received in payment of bails and fines.

- Receives and accounts for money and personal effects from prisoners; stores property and release prisoners in accordance with established procedures; takes inventory and conducts periodic purges of unclaimed property.
 - Stores, exchanges, and issues to inmates prison clothing and linens.
 - May supervise inmates assigned to assist in routine clerical and storekeeping tasks.
 - Delivers food trays to inmate housing areas and returns used trays to kitchen.
 - Answers inmate request forms.
 - Pulls file jackets for inmates listed on court calendars.
 - Arranges with statewide transport services for pick-up and delivery of inmates to and from other locations within California.
 - Maintains control of cite books, suspense files and holds from other jurisdictions; utilizes microfiche records as necessary.
 - May conduct tours of facilities.
- Alameda County also employs a Civilian Administrative Support classification to perform administrative support functions in the jail system. These individuals perform secretarial duties, sort inmate mail, track billings for contract inmates, and work in the jail lobby, but may not have inmate contact.
 - The county does use a few sworn retired annuitants, but this is closely monitored by the Deputy Sheriff's Association. Twenty annuitants presently work the courts and two others work in corrections pursuing possible grants.
 - The county has the ability to place all correctional staff on 7-days a week for 12-hour shifts to facilitate deployment of additional staff in case of any emergency. This resource has been used in response to earthquakes, the Oakland Hills fire, and several protests. They train jail deputies annually on what they are required to do if assigned to field duties during a call-out.
 - Officers are POST trained in the Alameda County Sheriff's Training Academy and are not assigned to patrol training until they are rotated from corrections to field duties. Officials state that assignment to patrol is the goal of most young deputies, but that their tour of duty in the jail system is extensive; it was up to five years, but when the 3% at 50 retirement benefit became effective the wait time was cut in half. Under current economic conditions the wait time for transfer to patrol is beginning to go back up.
 - Jail deputies work 12-hour shifts and are briefed for 15 minutes at the start of each shift. This is done by what they call "staggered shifts". For example: 5:00 a.m., first half of shift reports, gets briefed and relieves half of the working shift. This is repeated at 7:00 a.m. when the second half of the working shift is briefed and then reports to their assigned work stations.

- The Sheriff's Technicians would like to work 12-hour shifts along with the deputies, but they cannot gain agreement under the operative M.O.U. that all employees represented by the Service Employees International Union (SEIU) be given a 15-minute break every hour and a 30-minute lunch break every shift; deputies are allowed two 15-minute breaks and a 30-minute lunch break on each 12-hour shift.



Sculpture – Sacramento County Animal Care Shelter

Orange County Sheriff's Department

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

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

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

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

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

Riverside Sheriff's Department

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

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

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

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

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

San Bernardino Sheriff's Department

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

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

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

San Diego Sheriff's Department

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

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

- San Diego first started using limited peace officers in 1988. Once they decided to fully integrate this classification within their jails and courts, it took a little over ten years to complete the conversion which was accomplished through attrition.
- When assigned in a detention facility, staff works 12.5-hour shifts at regular salary, 5 days on and 5 days off, 2 days on and 2 days off. Shifts change from days to nights every 3-4 months.
- Correctional deputy training is handled in-house over twelve weeks, and meets or exceeds requirements through the regional training course. In-service training consists of 24 hours STC (Standards Training in Corrections) annually.
- The role description for limited peace officers and fully sworn deputies serving in the jails and courts is virtually identical: "A Detentions / Courts Deputy Sheriff provides a full range of security and custodial functions within the detention and court facilities. He/she maintains security in the courtrooms and premises and preserves order among spectators and participants during court proceedings." Under contract, the courts are staffed by 50% deputies and 50% correctional deputies. Correctional deputies do receive firearms training and also make felony arrests.
- Jail deputies work 85 hours per pay period at regular salary, which allows for 30 minute briefings, training, and distribution of information prior to the start of each shift.
- The department retains a small number of 830.1 deputy positions (roughly 3%) in the jails for training deputies prior to their assignment to patrol. Deputies serve in these transitional positions for twelve months. The rationale is that this

is valuable training for street enforcement purposes. The number of deputies serving in these slots roughly approximates their patrol attrition rate.

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

classifications; however, the perception still exists, as expressed by departing staff during exit interviews.

San Joaquin County Sheriff

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

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

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

- San Joaquin County trains all jail personnel in a classroom setting; they are then assigned to a Jail Training Officer for three months of on-the-job training before they are allowed to work alone.

- Under general supervision, Correctional Officers are responsible for following clearly established procedures in receiving prisoners, maintaining discipline and preventing escapes. Their work is initially performed under close supervision, but as experience, knowledge and skill are gained, supervision becomes more general. Correctional Officers are deputized, but only while on duty. This class differs from that of sworn deputies in that an incumbent of this class is assigned duties that are not within the scope of active law enforcement, to include:
 - Receives prisoners from law enforcement officers for detention in County jail and honor farm; obtains information from prisoners; receives and records prisoners' personal property; searches, photographs and fingerprints prisoners and assigns them to cells.
 - Supervises work and personal activities of inmates including eating, bathing, recreation, and other daily activities; supervises prisoner counseling, work rehabilitation and therapy programs; transports low security inmates.
 - Releases prisoners from jail on proper authorization; returns prisoner's clothing and other personal property; receives cash and surety bail bonds; reviews bonds for correctness and legality before releasing prisoners.
 - Collects and dispenses prisoner clothing, maintains clothing, linen, and cleaning supplies inventories.
 - Examines packages, letters, and other articles coming into the jail for the prisoners; insures that all items conform to established policy; removes contraband.
 - Administers first aid for minor injuries; arranges for medical treatment.
 - Maintains records and reports of prisoner activities and conduct; utilizes data terminals for keeping records and obtaining information.

- In terms of the equal pay for equal work issue, officials point to an internal study that compared deputies to custody officers and set 5% as the median difference between the classifications. Deputies also receive POST incentive pay which is factored into the 5% difference in salary.

- Officials emphasize the need to clearly define the custodial officer's duties and scope of authority, and to use this description in conjunction with job fairs, advertisements and other recruiting venues. They also stress the importance of maintaining fair and equitable working conditions. While they have not tracked it as such, officials do not believe that transitioning to the custodial officer classification has made any difference in the volume of complaints, adverse actions, or litigation arising from jail operations.

Part I Summary

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

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

Part II Stakeholder Perspective

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

Labor Perspective-Deputy Sheriff's Association

- Transitioning to a custody officer classification raises a number of issues that need to be anticipated ahead of time. Core competencies, bifurcated training, supervision, administrative oversight, and discipline in the form of punitive transfers to corrections fall into this arena.
- Jail officers must have powers of arrest and be able to perform the full range of sworn deputy sheriff duties both inside corrections and during special operations or emergencies outside a secure facility. (By definition, this would restrict the field to 830.1(c) PC limited peace officers or Deputy I & II classifications).
- A perception of change for the sake of change will be detrimental and will generate strong opposition. Examining where efficiencies can be gained through a collaborative model that prioritizes the best interest of the Department as well as the employees doing the job does make sense.

- The history of SSD using on-calls and annuitants to staff corrections is a lesson in inefficiency. For example, maintaining a pool of over 400 on-calls and annuitants comes with a substantial overhead cost in the form of administrative oversight, training, uniform allowance, and pay-outs for vacation accrual over maximum.
- The current ad-hoc approach to scheduling intermittent staff (laid-off deputies), and on-calls to meet minimum staffing requirements in corrections is cumbersome. Scheduling sergeants rely on intermittent laid-off deputies, on-calls, and overtime, in that order, to fill scheduling vacancies. This ad-hoc approach needs to be replaced by fixed assignments for part-time personnel at each facility according to an agreed-upon percentage of minimum staffing.

Front Line Perspective-Managers, Supervisors, Deputies

Deputies

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

- Alternatively, they point to intermittent and on-call deputies as a viable resource to augment staffing. Their concern in this regard is that the inefficiencies built into the current scheduling process need to be replaced with a system that is both equitable and predictable, characterized by fixed assignments with intermittent deputies first being offered an opportunity to opt in/out, followed by the on-call (non-annuitant) deputies. (The annuitant classification is seen as the least attractive alternative due to perceptions of suitability and commitment to perform the requisite tasks inside a custodial setting).
- The one caveat to using intermittent and on-call deputies as a stable resource for jail staffing is viability of recruitment and retention. Extending some level of medical coverage to incumbents is seen as the single-most important factor in this regard. A parallel concern is designing an equitable system that creates a reliable process for those who desire full-time employment with SSD to reach this goal.

Sergeants

- Problems associated with chronic understaffing of both sworn and non-sworn staff are compounded when deputies are redirected from their primary assignment to deal with an emergency, which impedes other interrelated jail operations. This problem is becoming worse insofar as Correctional Health Services is concerned. The safety implications when this occurs are very real, inasmuch as disruption in the jail setting has a spin-off effect that causes tension and increases the likelihood of behavioral problems among inmates.
- It was noted at the outset that the ultimate fix for staffing in corrections will be to fund the operation according to need and figure out ways to spread the cost of doing so. There is a strongly held belief that reclassifying jail deputies makes little sense in terms of cutting costs, and that doing so will potentially create more problems than it will solve when careless or errant behavior by staff exposes the county to greater liability.
- On any given day, both the Main Jail and the RCCC figure that their shift schedule reflects roughly a 20-25% vacancy factor. The scheduling sergeants must then scramble to find part-time or overtime staff to fill these vacancies. All agree that this process is inefficient at best and leads to unsafe conditions due to chronic understaffing and the stressful conditions this creates.
- Certain incentives were noted relative to staying in corrections such as predictable hours and work schedules that allow for ample time off. In this regard, the group felt that a career track (i.e. promotion through the ranks) for corrections should be explored.
- There is absolute consensus that jail officers must be sworn peace officers. There is a lot to lose and little to gain from reclassification to custody officers. In this

regard, the Deputy I & II model, (Orange County), would be a second choice following maintenance of the current system. Full academy training with this model is seen as essential for giving deputies a greater breadth of knowledge going into the job and in terms of drawing from correctional staff for local emergencies and special operations.

- Concern was expressed relative to equitable management of the part-time workforce, now comprised of intermittent and on-call deputies. While there are ways to use this resource to the advantage of all concerned, the process needs to be both fair and predictable. A strongly-held belief is that medical insurance for this group needs to be part of the mix. This and other enticements such as optional purchase of service credit toward retirement for time spent as a part-time worker will help retain individuals serving in these positions, which will ultimately benefit both the Department and the employees.
- Bifurcation of sworn and non-sworn duties is an area that should be included as part of any realignment of jail staffing. While the group doesn't see large gains to be made here, they do believe that Records Officers can perform certain duties that presently fall mostly to the deputies.

Lieutenants

- Corrections should be the "core" of SSD in terms of staffing to ensure its primary mission. Title 15 section 1027 of the California Code of Regulations requires that jail operations be adequately staffed to ensure a safe and secure operation; that standard is not being met in Sacramento County. Site inspections by the Correctional Standards Authority at the Main Jail and RCCC less than 30-days ago reaffirm this problem.
- Staffing levels for the Main Jail and RCCC established by the Department's Management Analysis and Planning Unit, (MAP), set minimum staffing for each facility that should be acknowledged as the *first* step in developing a staffing model for Correctional Services.
- Staffing shortages are becoming increasingly acute due to cutbacks in other ancillary service areas; two illustrations are cuts in the number of jail psychiatric personnel and Sheriff's Records Officers. All agree that the collateral impact from these reductions will intensify in light of the demand for services heretofore provided by these classifications.
- The impact of demotions and transfers from the recent round of lay-offs has essentially created a corrections class of employees. This is significant in terms of evaluating any new and different classification of employee to staff corrections. Morale is already in the dregs; this is not a good time to start down the path to integrating a custody officer classification.

- There is room to examine bifurcation of duties between sworn and support staff. Presently, the ad hoc approach to staffing and recent lay-offs of Records Officers necessitates sworn staff performing duties that could otherwise be carried out by non-sworn personnel. All agree that the Sheriff's Records Specialist is not a good fit for corrections due to the limited nature of duties that can be performed by this classification.
- Safety in corrections is being compromised by fewer shakedowns and inspections. This is especially troubling in light of the fact that the criminal history, sophistication, and organized associates that profile the majority of today's county inmates are more reflective of the state prison population. This is yet another area where staffing shortages are beginning to weaken the overall operation. A looming concern here is pending state action to house inmates at the local level and how this stands to exacerbate an already acute situation.
- The inability to fill behind staff on long-term leave of absence is a problem that begs a solution. Any staffing model that comes from this study must contemplate some sort of offset for staff carried in this status so that minimum staffing levels (once set) reflect actual staffing.
- All agree that the staggered shifts that Alameda County uses would be beneficial to SSD since a shift briefing can then be held without the need to pay overtime. This is especially important given the need for increased communication to help offset mounting operational challenges around diminished esprit de core from recent demotions, transfers, etc.
- Jail officers must be sworn peace officers and have full powers of arrest. This is imperative for their primary duty and to the extent that emergency deployment outside the facility becomes necessary. Cost savings reflected among the benchmark agencies that retain sworn officers were shown to be nominal. Thus, there is a real question in terms of the good to be gained from going to a custody officer classification. Another concern is that SSD will become a feeder agency for employees who leave corrections for better paying, more stable jobs with outside agencies.
- Given the length of stay in correction, a system of rotating most assignments should be considered as part of any forthcoming changes in staffing corrections. This will preempt stagnation in a particular assignment and ultimately result in greater utility within the workforce.
- The current practice of corrections being a punitive assignment following sustained misconduct needs to be expressly addressed as part of any new staffing model. All agree that sending disciplined employees to corrections creates a weak link in the chain in terms of elevating standards and fostering professional esprit de core.

- Use of intermittent and on-call deputies to meet minimum standards (once set) would seem to make sense given recent events and the Department's with this workforce. These employees should be deployed in fixed assignments as a permanent, part-time resource, at least for the foreseeable future, and incentives for this classification to help stabilize the "pool" should be contemplated.

Command Staff Perspective-Division Commanders

- No staffing plan, however effective and efficient it may be, will address the acute infrastructure issues at the aging RCCC. A Federal Consent Judgment caps the Main Jail population at 2,432 inmates. The RCCC has a state-rated capacity of 1,625 inmates, but its population routinely exceeds 2,500 inmates when overflow from the Main Jail is figured in. Non-compliance with state mandates regarding minimum facilities requirements has for all intents and purposes become static at the RCCC. Remedial efforts to address this situation have gone unheeded.
- Perhaps for the first time in the history of SSD, conditions are ripe for a change in the organizational paradigm that subordinates corrections to filling other needs throughout the Department. Circumstances over the past year have created a de facto custody classification made up of officers who now anticipate an extended stay in corrections. Also, about a third of the officers are on "waiver," meaning that they have opted to work custody indefinitely.
- Because conditions have created a "custody class" of employee, it makes little sense, for the time being, to spend a lot of energy trying to make a "custody officer" classification, as demonstrated by the benchmark agencies in the study, fit the bill. As the Department figures out what the new normal is in the long-term, a sworn custody officer classification may make sense; the caveat is that such classification needs to have peace officer powers in order to be fully utilized in jail operations and during local emergencies or special operations outside the secure setting.
- The point of beginning for any staffing plan for corrections is to acknowledge and adopt the recommended staffing model outlined in the SSD Management Analysis and Planning (MAP) jail staffing study. At the request of the Board of Supervisors, these staffing thresholds were reaffirmed by an independent assessment through the consulting firm of Joseph Brann and Associates. The MAP recommended staffing model was specifically designed for SSD corrections and it remains valid today.
- Once adequate resources are made available to each facility, they need to remain unencumbered; at that point, the facility commanders can be held accountable for effectively managing their respective operations. Intermittent and on-call deputies are the logical choice to bring staffing to acceptable levels (MAP model). Fixed positions need to be filled using this labor pool; the ad hoc staffing

approach currently relied upon is flatly inefficient. Annuitants can then be used as a back-up pool for day-to-day shortages of personnel.

- SSD stands to be challenged in a big way around recruitment and retention of top quality personnel to work corrections. To keep the part-time pool viable by way of preempting loss of personnel to outside agencies, any inducements for these employees to stay with the Department will pay returns. Medical coverage for this classification is probably the single-most important benefit in this regard. Policy and procedures that create venues for skill development and promotional opportunities within corrections need to part of an express retention plan.
- Marketing of programs and a streamlined process for contracting services are keys to the future success of the Sheriff's Work Release Division. There is a strongly held commitment to the mission of providing alternatives to incarceration and to stretching resources to meet this objective. When handled properly, this aspect of corrections can essentially become enterprise driven.
- Success of the Sheriff Work Project and Home Detention Program are directly related to staffing proportionate with need. The number of participants in these alternative venues is down considerably due to staffing cuts. The essential ingredient is a flexible annuitant pool to staff contracts for service.
- Oversight of inmate work crews and individuals on home detention must not drop below levels needed to ensure the integrity of these programs; this threshold has been reached.

Administrative Perspective-Sheriff, Undersheriff, Correctional Services Chief Deputy

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

- Irrespective of any future transition to a custody officer classification, a career ladder within corrections is something the Department should seriously explore given the findings from this study and the likely evolution of SSD Correctional Services.

Part III Findings and Conclusions

Findings

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

- A custody officer career ladder, top-quality training, entry-level screening, and powers of arrest need to be included as part of any plan for transitioning to this classification of employee. The prevailing feedback is that together, adherence to these “quality control” standards will help to ensure the long-term efficacy of using custody officers in jail operations.
- Changing from fully sworn deputies to custody officers will entail a long-term process and anticipated savings have proven to be tenuous justification for making this move. Thus, the threshold inquiry must be the motivation and projected commitment behind any such change. When times are fraught with economic uncertainty, as they are today, this first step becomes all the more critical.
- Expectations, accountability, supervision, and sustained leadership in corrections stand out as the glue that holds things together regardless of what staffing model is in place. It is easier to achieve continuity in this regard if the workforce is stable. Conversely, endless turn-over of deputies and supervisors who are passing through corrections as one step in their career path creates some real challenges in sustaining a commitment to higher standards inside the jail system.
- Where different classifications perform essentially the same duties, there is a risk that any modicum of savings gained by converting to a custody officer classification will be eviscerated via judicial intervention under an equal work for equal pay scenario. There is also a measure of inherent tension from the perception among those serving at a lower pay grade that they are viewed and treated as “second-class employees”.
- Even today, after many years in the state-wide laboratory of local corrections, widely differing opinions exist around the merits, utility, and cost effectiveness of utilizing deputies versus custody officers. The most advanced agency in transitioning to public safety officers and keeping corrections under the purview of the Sheriff, San Diego County, has been at it for over twenty years. They are

persuaded that the change has worked to their advantage, but point out that it ultimately has not been a huge money-saving venture. Santa Clara County has also been at it a long time and runs an independent department of corrections. In this regard, governing officials there, even now, are evaluating the merits of sustaining the status quo in this regard versus returning to a more “traditional” approach.

- Anecdotal experience suggests that in transitioning to custody officers, an agency should limit the number of classifications doing the same or similar work and choose a classification that affords the widest range of utility.
- Circumstances unique to a particular jurisdiction are an important part of the mix when it comes to jail staffing. In Sacramento County the SSD’s rather unique history of using part-time on-call deputies and annuitants to staff jail operations comes into play. None of the benchmark agencies surveyed come even close to approximating SSD in this regard.
- The impact of demotions and transfers from the recent round of lay-offs has essentially created a static corrections class of employees in SSD. This coupled with acute staffing shortages in corrections leading to unsafe conditions argue strongly in favor of corrective intervention in the form of immediate remedial strategies.
- Realistic baseline staffing for the Main Jail and the RCCC needs to first be adopted. The Department’s unique hybrid staffing model that incorporates part-time and annuitant employees has effectively preempted this. The SSD Management Analysis and Planning (MAP) unit previously completed a study to determine the number of line-level deputy positions needed to run the Main Jail and RCCC. At the request of the Board of Supervisors, the staffing levels recommended in this study, (Main Jail-250 positions, RCCC-243 positions), were reaffirmed by an independent assessment through the consulting firm of Joseph Brann and Associates. The MAP recommended staffing model was specifically designed for SSD corrections and it remains valid today.
- According to POST, on-call deputies and annuitants who comply with annual continuing professional training requirements can work indefinitely without having to recertify their peace officer status. One continuous year of full-time employment however is needed to obtain a basic POST certificate; this can create a retention problem for on-calls who wish to fulfill this requirement.
- Other factors in the mix insofar as Sacramento County is concerned that stand to influence the certainty and commitment underlying a transition to custody officers include the pending election for the Office of Sheriff, further cutbacks and pertinent labor agreements, “cityhood” efforts underway in parts of the

community served, and the need for immediate fiscal relief versus a long-term plan with hoped-for savings.

Conclusions

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

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

- Adopt in principle the MAP staffing model designed and vetted for SSD corrections. Work toward this goal under the Department's Strategic Plan for Correctional Services.
- Beginning with FY 2010/11, adopt an agreed-upon 50/50 line-level sworn staffing goal for corrections consisting of half full-time and half part-time staff. The thrust of this proposal is to preserve expertise, put laid-off employees back to work, facilitate return of skilled resources to patrol and investigative services, and lay the ground-work for transitioning to a custody staffing model.
- As a first step, allocate permanent part-time FTE positions equal to twice the amount spent during the last half of FY 2009/10 for extra help and overtime to staff the Main Jail and RCCC; this equates to \$3,784,496 or 37 positions inclusive of medical coverage for the part-time class. Draw from the intermittent and on-call ranks to fill these positions on a stable basis
- Stabilize the part-time pool by providing medical coverage to individuals in this class, (see above), and reaffirm their option to "by-back" service credit toward retirement if and when they are hired as full-time Sacramento County employees. The cost of having to recruit and train replacements for lost personnel will more than off-set the cost of providing these inducements.
- Invite intermittent (laid-off) deputies to opt-in to fill the aforementioned FTE positions. Follow suit with on-call deputies. Once the intermittent class is exhausted, sustain a viable on-call pool according to need and mitigate excessive overhead to control costs. Use this resource toward attrition to the 50/50 staffing target.
- As savings accrue under attrition to the 50/50 staffing plan for corrections, prioritize return of skilled staff to vital positions in Correctional Health Services,

patrol and investigations. This proviso is essential to ensure that the plan has an underpinning of goodwill and continuum of support. (Last year, 35 line-level deputies retired from or left the Department). See Appendix A

- Sustain a limited annuitant pool for ad hoc staffing needs and encourage aggressive enterprise-based growth (via contracts for service) in the Sheriff's Work Release Division via reliance on this resource pool. This will have the dual benefit of helping to alleviate jail overpopulation and facilitating blight abatement throughout the communities served.
- Assess the continuing viability of the Sheriff's Records Specialist and whether duties currently performed by sworn personnel can alternatively be absorbed by Sheriffs Records Officers or Security Officers whose ranks may need to increase proportionately; adjust the MAP staffing model accordingly.
- Adopt the Alameda County staggered shifts model to enhance communication and reduce costs by eliminating overtime for briefings at start-of-watch.
- Determine the real-time cost of housing state and federal inmates. Take steps to charge according to actual cost or get out of the business altogether, as recommended in the September 2009 Office of Inspector General Jail Audit. (There is an obvious disparity in the reported daily cost per-inmate between SSD and most of the benchmark agencies).
- As the 50/50 staffing model becomes fully operational, revisit the timeliness and merits of transitioning to a custody officer classification. Adopt as a working model, an agency that has a sworn classification such as San Diego County or Orange County, and look to replicate their success. "Grandfather" then-existing staff to facilitate the transition based on demonstrative need via a collaborative effort that contemplates stability and long-term success.

Summary

Desperate times call for desperate measures. Under normal circumstances, the steps recommended in this study would probably not be realistic. Simply put, there are no easy answers left. The Office of Inspector General is charged with working collaboratively to ensure effective law enforcement services to residents of Sacramento County. That is the impetus for the recommendations made herein.

Jail Staffing-Appendix A

Sheriff's Department Deputy vs On Call Deputy

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

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

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

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

Note:

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

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

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

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

Note:

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

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

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

Savings based on estimated attrition rate of 10%

Recommended full time deputies to staff the Main Jail and RCCC
 Estimated costs for
 493 deputies

493
 \$ 67,977,305

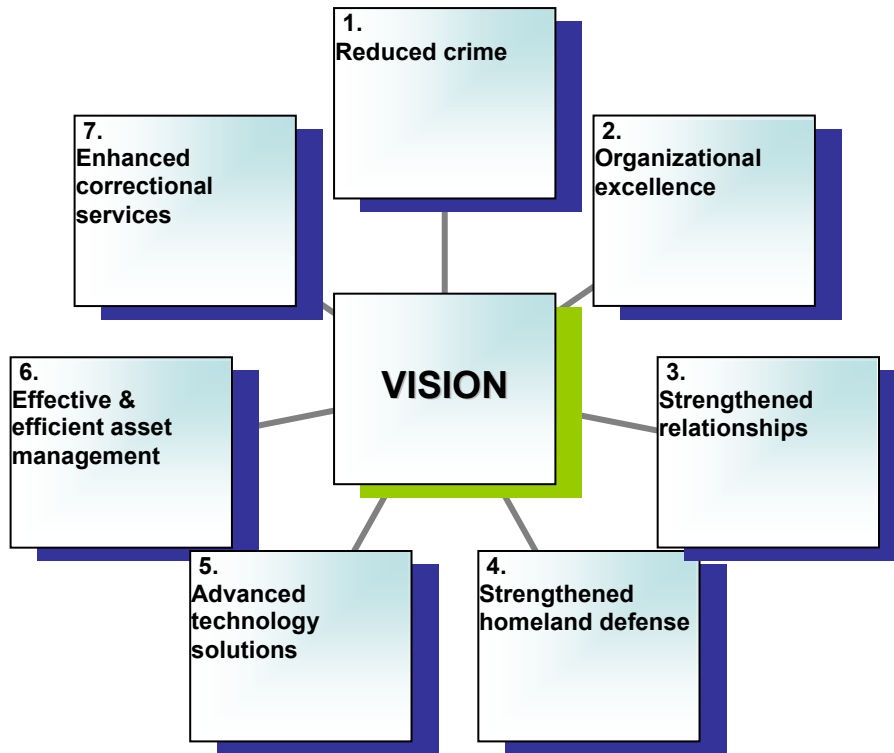
(1) Estimated Full Time Deputy Annual Costs (Step 7) \$137,885
 (3) Estimated 1560 Extra Help Deputy Annual Costs \$79,743

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

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

Sacramento County Sheriff's Department

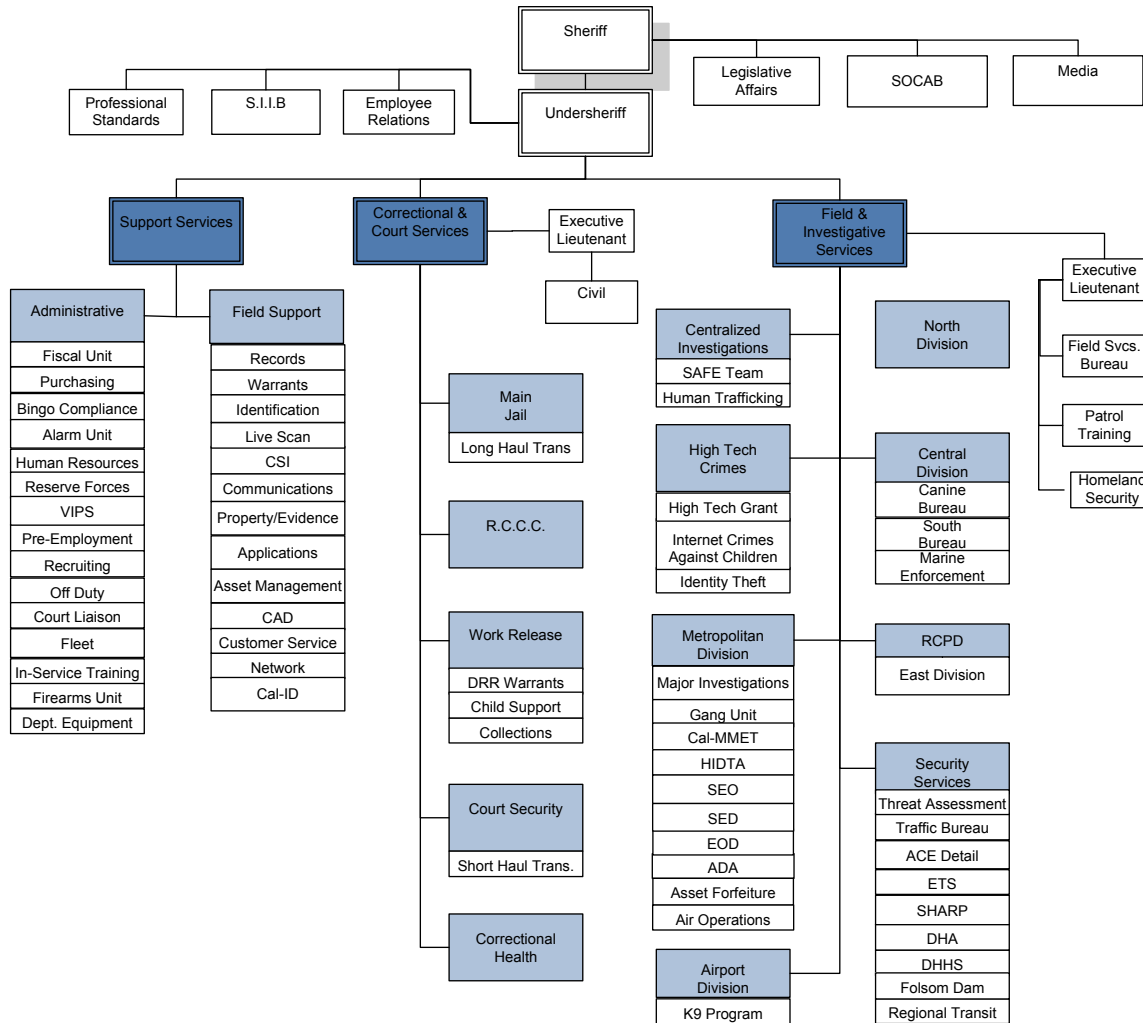
Strategic Directions and Objectives



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

2010 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

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.

California Emergency Management Agency (Cal-EMA):

Statewide taskforce provides emergency and disaster preparedness and prevention.

Media & Public Affairs:

Public information and affairs for the Sacramento Sheriff's Department.

Sacramento Regional Office of Homeland Security:

Develops and implements first responder strategies and capabilities, and optimize protection of critical infrastructure as well as disaster preparedness.

Office of the Undersheriff

Professional Standards Division:

Conducts misconduct investigations through the Internal Affairs Unit and provides legal advice to the Sheriff and staff on day-to-day operations of the Department. Functional oversight of the SSD Strategic Plan, health and safety, compliance and risk management.

Employee Relations / Fair Employment:

Responsible for addressing all activities involving Equal Employment Opportunity and workplace issues with an emphasis on maintaining a positive working environment.

Support Services

Field Support Division:

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

Technical Services Division:

Responsible for supporting the Department's information technology systems.

Administrative Division:

Manages fiscal affairs, facilities, purchasing, bingo compliance, alarm ordinance, and fleet management.

Fiscal Bureau:

Prepares SSD annual budget and manages revenue and reimbursement to the Department.

Property:

Manages intake, classification, tracking and safe storage of all evidence and other property booked by SSD personnel.

Correctional & Court Services

Main Jail Division:

Primary custodial facility for short-term inmates within Sacramento County.

Rio Cosumnes Correctional Center:

Primary custodial facility for long-term inmates within Sacramento County.

Work Release Division:

Provides management of participating non-violent 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.

Metropolitan Division:

Specialized units consisting of the violence suppression bureau, air operations, explosives ordinance bureau, and the major case narcotics bureau.

Security Services Division:

Provides security services throughout Sacramento County.

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.

East Division:

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

Field Services Bureau:

Specialized services such as reserve forces, K-9, and mounted units.



Fair Oaks Bridge



**County of Sacramento
Board of Supervisors**

Phillip R. Serna, District 1

Jimmie Yee, District 2

Susan Peters, District 3

Roberta MacGlashan, District 4

Don Nottoli, District 5

**Interim County Executive
Steve Szalay**

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