

Sutter County Sheriff's Office

Organization Assessment and Staffing Study

January 2022

**Management
Partners**





January 12, 2022

Sheriff Brandon Barnes
Sutter County Sheriff's Office
1077 Civic Center Boulevard
Yuca City, CA 95993

Dear Sheriff Barnes:

Management Partners is pleased to transmit this report detailing our organization assessment and staffing study of the Sutter County Sheriff's Office (SCSO). The purpose of this study was to ensure efficient operations and identify resources the agency will need to properly serve the Sutter County community.

Our team began this engagement with a thorough learning phase including a detailed review of documents and data. We also engaged Sutter County employees through interviews and focus groups and learned of the organization's efforts to improve internal communications and enhance technology. We later conducted a comparison of key operational details, budget and staffing in the SCSO with relevant peer agencies, and found your organization is generally well-aligned with the peers except in the area of resources.

Many of the concerns we heard in the interviews and focus groups stem from resource gaps and staff vacancies which have resulted in mandatory overtime and impacts to morale. Filling vacant positions throughout the organization will be an important step in bolstering morale.

In addition to filling vacancies, we believe the SCSO should modify its existing and any future agreements for law enforcement services to ensure full cost recovery. For instance, our review of the data showed that services delivered to the City of Live Oak exceed the resources identified in the 2007 agreement.

Our evaluation of the jail showed that the closed control room and related housing units will require reopening once the average jail occupancy exceeds 238 inmates (the average occupancy in the last three years was 231 inmates). This report also details the additional staff resources that will be necessary in the jail.

We were pleased to see that the patrol unit, which is the second largest functional area in the SCSO, is well aligned with best practice guidelines established by two leading professional groups. Despite this some changes to staffing will be necessary in patrol.

We know the organization is concerned about the dispatch unit given the workload and critical services it provides. Our team believes filling vacancies and reassigning certain administrative duties to the Operations Division will provide dispatchers the relief they need to focus on handling 911 calls and communicating effectively with field personnel.

This report includes 22 recommendations to address these and other related issues. Thank you for the opportunity to assist you and the Sutter County organization.

Sincerely,



Jerry Newfarmer

President and CEO



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Executive Summary

Management Partners was engaged to conduct an organization structure and staffing study of the Sutter County Sheriff's Office (SCSO). The Sheriff wanted to ensure the agency was operating efficiently and had the proper resources and personnel to serve the communities in Sutter County.

We were asked to analyze key benchmarks such as calls for service, response time, workload, and other operational needs. The goal of this evaluation was to provide a clear understanding of the organization's needs and to prioritize recommendations for future budget consideration.

The SCSO was also interested in potential revenue opportunities and existing or future tax exchange agreements that could be structured to ensure the SCSO was properly funded for the services it provides.

As a part of this engagement, Management Partners conducted interviews with key leaders and staff in the Sutter County Sheriff's Office, and we conducted multiple focus groups with the organization's personnel.

We learned through this employee outreach about improvements in internal communication and enhancements in technology in the agency. The organization has also bolstered relationships with other law enforcement agencies. However, we understand that a high degree of employee turnover, concerns about compensation levels, and mandatory overtime have impacted morale.

Management Partners also conducted a survey of five peer sheriff departments to provide context in terms of budgets, operations, functional responsibility, and staffing. This survey showed that the SCSO is well aligned with the peer agencies in most respects except for budget. The funding allocation for law enforcement in Sutter County is lower than in any of the peer counties we studied for this engagement. Examples of the lack of resources were evident in each of the major functional areas of the SCSO.

The SCSO is organized into three major divisions, and we believe this arrangement is efficient. However, we believe clarifications in the structure are warranted to reflect the differences in operational scope between the Support Division as compared to the Jail and Operations Divisions. We also recommend clarifying that sworn positions in administrative roles report through a sworn chain of command. Our team also concluded that using civilian correctional technician positions in the jail could improve cost effectiveness and create more career ladder opportunities.

The structure of Sutter County's agreement with the City of Live Oak for law enforcement services focuses on providing a certain level of staffing. But we learned from analyzing computer-aided dispatch (CAD) data that law enforcement services provided to the City of Live Oak, at times, exceed the assumed staffing levels in the 2007 agreement between the City and Sutter County. Management Partners believes Sutter County should transition this and any future agreements for service to a model used by other counties to provide a cost recovery mechanism when the services requested or required by the city exceed the baseline assumptions.

There are concerns throughout the organization about staffing gaps caused by vacant positions. This report recommends filling these vacancies, with a priority on filling vacancies in the dispatch unit.

One portion of jail has been closed since early 2020 due to operational modifications related to the COVID-19 pandemic. Closing this portion has enabled the SCSO to save costs and maintain efficiencies; this was possible because the average jail occupancy has been below the jail's capacity of 238 inmates. However, this closed portion of the jail (one control room and related housing unit) will need to reopen once average capacity exceeds this capacity and this will trigger the need for more correctional positions. Further, this reopening may be necessary sooner than expected because jail capacity has averaged about 231 inmates over the last three years.

We compared staffing in the Operations Division, which includes the patrol unit, and found it is well aligned with guidelines established by the International City/County Management Association (ICMA) Center for Public Safety Management and the International Association of Chiefs of Police (IACP). This comparison showed that the allocation of patrol resources is properly balanced between handling calls for service, administrative tasks, and providing proactive law enforcement services. However, the analysis also showed that the patrol unit overuses sergeants for responding to calls for service. This practice is inefficient,

and it prevents the sergeants from providing appropriate levels of supervision in the field, which is their primary role. This report recommends adding one more deputy per shift to address this issue as well as providing more coverage for outlying areas of the county.

The Support Division, which includes the dispatch unit, is well organized and operates efficiently. However, as noted above, there are key dispatcher vacancies that must be filled. We also recommend reassigning certain administrative duties currently handled by dispatchers so they can focus on their core duties related to handling 911 calls and communicating with field personnel.

This report includes a total of 22 recommendations which are summarized in Attachment A. The recommendations are designed to optimize operations in, and services provided by, the SCSO. Since some of the recommendations relate to personnel changes, we have included a table in Attachment B summarizing the existing and recommended positions.

The remainder of this report is organized into the following sections:

- Background
- Project Approach
- Themes from Employee Input
- Peer Agency Comparison
- Organization Structure
- Jail Division Staffing
- Operations Division Staffing
- Support Division Staffing
- Miscellaneous Issues
- Opportunities for Partnerships and Civilianization
- Conclusion

Background

Region

Sutter County is a 608-square mile area in the Sacramento Valley situated between the Sacramento and Feather Rivers. As with much of California, the County's roots are in agriculture. In fact, a January 2021 report by the California Department of Food and Agriculture, *County Agricultural Commissioner's Reports Crop Year 2018-2019*, showed that Sutter County had the 20th highest agricultural production among California's 58 counties. Much of the County's land area remains rural and is devoted to various agricultural products.

The Sutter County population in January 2021 was 101,289, according to California Department of Finance estimates. Almost 80% of this population is located within the County's two incorporated cities (Yuba City and Live Oak). In 2021, the Yuba City population was 70,776 (70%) and the Live Oak population was 9,637 (9%).

While most of the population is concentrated in the two cities, the cities combined represent only 3%¹ of the county's land area. Further, the two cities are situated in the northerly portion of Sutter County. This is important because the county territory is expansive, stretching about 40 miles from north to south. This is a factor in the deployment of law enforcement services since longer distances can affect response times.

Sutter County Sheriff's Office

The SCSO is responsible for law enforcement services for the county at large, though it also provides law enforcement services under a November 2007 agreement with the City of Live Oak. This agreement specifies that the City of Live Oak will cover the costs for a total of 7.4 full-time equivalent (FTE) positions provided by the SCSO, as shown in Table 1.

¹ Yuba City is approximately 15 square miles; Live Oak is approximately 3 square miles.

Table 1. Law Enforcement Staffing Provided by SCSO for City of Live Oak

Position Classification	Number of Positions
Patrol Lieutenant (100%)	1.0 FTE
Sergeant Detective (80%)	0.8 FTE
Deputy Sheriff (7 positions at 80%)	5.6 FTE
TOTAL	7.4 FTE

Source: *Agreement – Law Enforcement Services, City of Live Oak and Sutter County, November 1, 2007*

The Live Oak agreement also provides funding for one part time motor deputy, including motorcycle and safety equipment, and one K9 unit including the cost of the dog, training, vehicle, equipment, applicable upkeep, and maintenance.

In addition to the County's agreement with the City of Live Oak, the SCSO provides law enforcement services for two geographic patrol areas (South Beat and North Beat) within unincorporated Yuba City under the *Sales Tax Sharing and Master Property Tax Exchange Agreement* between Sutter County and Yuba City, which was adopted in July 2000. This agreement provides that Yuba City will begin providing law enforcement services for these two beats once it annexes 82% of the dwelling units in the South Beat and 90% of the dwelling units in the North Beat.

The Sutter County Sheriff's Office provides an array of law enforcement services, including core services related to the jail, dispatch, and patrol. These core services represent 87% of the agency's budget and 85% of its personnel, as shown in Table 2. The SCSO also serves as the coroner, provides court-related services, and supports other miscellaneous functions.

Table 2. Sutter County Sheriff's Office Budget and Staffing, FY 2021-22

Function	Division	FY 2021-22 Appropriation	Appropriation Percentage	Authorized Positions	Positions Percentage
Dispatch	Support Division	\$3,179,228	10%	21.0	14%
Patrol	Operations Division	\$10,016,514	32%	48.5	32%
Jail	Jail Division	\$14,195,791	45%	58.0	39%
Other¹	N/A	\$4,100,429	13%	22.5	15%
TOTAL		\$31,491,962	100%	150.0	100%

¹ Functions include court bailiffs, narcotic enforcement team, training center, public administrator, inmate welfare and boat patrol.

Project Approach

Management Partners began this engagement with a kickoff meeting followed by the activities discussed below.

- ***Confidential interviews.*** We conducted 14 confidential interviews with Sutter County Sheriff's Office members and key County leaders.
- ***Document review.*** We reviewed numerous documents pertinent to this assessment including the following:
 - Calls for service (CFS) data from the County's computer-aided dispatch/report management system (CAD/RMS),
 - Agency work schedules,
 - Employee Memoranda of Understanding (MOUs),
 - Service agreements with Cities of Yuba City and Live Oak
 - Deployment of patrol beats and beat geography,
 - Response times,
 - FBI Uniform Crime Report data,
 - Other workload indicators, and
 - Budgets and other financial documents.
- ***Focus groups.*** We facilitated four focus groups, one each for sergeants, patrol officers, correction officers, and civilians. A total of 47 employees were invited to these sessions.
- ***Observed operations.*** Management Partners staff toured the department and observed staff working at the jail, within operations and at the dispatch center.
- ***Workload analysis.*** Management Partners conducted a data-based analysis of the department's workload to determine recommended staffing levels. We also analyzed staffing using other methods as a comparison and to illustrate the advantages of the workload-based method.
- ***Peer agency comparison.*** We surveyed and compiled data from five comparable sheriffs' offices to provide context for our analysis of the Sutter County Sheriff's Office, and later analyzed

numerous data points as well as best practices. This peer survey is summarized in the body of this report, and a complete compilation of the results is included in Attachment C to this report.

Themes from Employee Input

Staff Interviews

As shown in Table 3, Management Partners interviewed a total of 14 individuals in Sutter County. The purpose of the interviews was to learn about the organization, understand what is working well and identify areas that could be improved.

Table 3. List of Staff Interviewed

Position Titles	
Sheriff	County Administrator
Undersheriff	Patrol Lieutenant (2)
Correctional Lieutenant	Division Commander (Captain) – Operations
Live Oak Station Commander (Lieutenant)	Dispatch Supervisor
Division Commander (Captain) – Jail	Administrative Services Officer
Communications Manager	Evidence Technician
Operations Lieutenant	

Focus Groups

In addition to individual interviews, Management Partners conducted a series of four focus groups with certain groups of employees: Patrol Officers, Sergeants, Civilians, and Correctional Officers. Like the individual interviews, the focus groups were designed to capture employee input about what is working well and to identify areas that could be improved.

Interview and Focus Group Themes

We combined the results of the interviews and focus groups so they could be expressed in topical areas or themes. The comments below are from employees and are grouped into six key themes.

1. What's Working Well

- Communication is much better under the new administration, though both sworn and civilian personnel noted a need for further improvements.
- The newly implemented CAD/RMS system is an improvement.
- The department is currently updating its policies through Lexipol.
- The SCSO has improved its relationships with neighboring sheriffs' offices and local police departments.
- There have been recent equipment upgrades including a new body scanner at the jail.
- The community response team is working well.

2. What's Not Working Well

- Morale reportedly suffers from pressures caused by high turnover and insufficient staffing levels.
- The SCSO has become a training ground, with employees leaving for higher paying agencies.
- There are concerns about compensation being low, which can lead to greater turnover when staff leave SCSO for other agencies.
- The SCSO has had challenges recruiting enough qualified candidates for vacancies.
- There is a lack of succession planning and there are limited opportunities for career progression.
- Some interviewees said that SCSO personnel do not consistently follow the chain of command.
- There are concerns about communication, which could be improved with more frequent and focused meetings.

3. Staffing Gaps

- Patrol is short staffed, and it was reported that coverage in outlying areas of the county is insufficient.
- Jail staffing is insufficient to handle the maximum capacity of 396 inmates. However, the jail is not fully open.
- Dispatch is short staffed with employees unable to take breaks.

4. Position Utilization

- The duties handled by the training lieutenant should be reassigned to a civilian position.

- The department should increase the use of community service officers (CSOs).

5. Revenue Opportunities

- The SCSO should focus on more grant opportunities and could hire a grant writer to help with this work.
- Contracts with other agencies should be reevaluated.
- Instituting a public safety tax was referenced, but the need for obtaining voter support for such a measure was also acknowledged.

6. Growth Impacts

- The southern portion of the county is expected to see robust residential growth which will increase service demands.

Peer Agency Comparison

Management Partners conducted a peer agency comparison which reviewed the Sutter County Sheriff's Office with similar operations in five peer counties. Management Partners compiled data and analyzed information provided by the peer agencies with respect to organization structure, staffing, workload, and best practices. The complete results of the peer agency comparison are provided in Attachment C. Highlights of the comparison are also shown throughout this report.

Selection of Peer Agencies

Five peer agencies were selected based on several factors, including similarities in size (population and physical size of the jurisdiction), budget, staffing, and best practices. The peer agencies were selected based on their location, demographics, and geographic similarity to Sutter County.

The peer comparison data shown in tables throughout this report was self-reported by each agency and, where necessary, Management Partners followed up to clarify or confirm data.

A list of the peer agencies and other pertinent background information is provided in Table 4.

Table 4. Comparison of Sutter County Sheriff's Office to Peer Counties

County	2021 Population Estimate ¹	Household Income ¹	Square Miles ¹	FY 2020-21 Sheriff's Office Expenditures	Number of Positions	Expenditures per Capita
Yuba	79,407	\$58,054	632	\$43,859,410	183	\$478
Nevada	97,466	\$66,096	958	\$41,313,998	170	\$430
Sutter	101,289	\$59,050	602	\$31,481,962	150	\$301
Kings	152,543	\$57,848	1,389	\$47,734,183	311	\$307
Madera	158,474	\$57,585	2,137	\$48,280,816	230	\$416
Butte	219,186	\$52,537	1,636	\$61,902,177	290	\$276

¹ 2015-2019 United States Census Estimate

The following sections highlight important conclusions from the comparison with peer agencies. The data presented were provided from the peer agencies in response to the survey prepared by Management Partners.

Budget and Staffing

The total county budgets, sheriff's office budget, patrol budget, jail budget, and overtime budget for each peer agency is shown in Table 5.

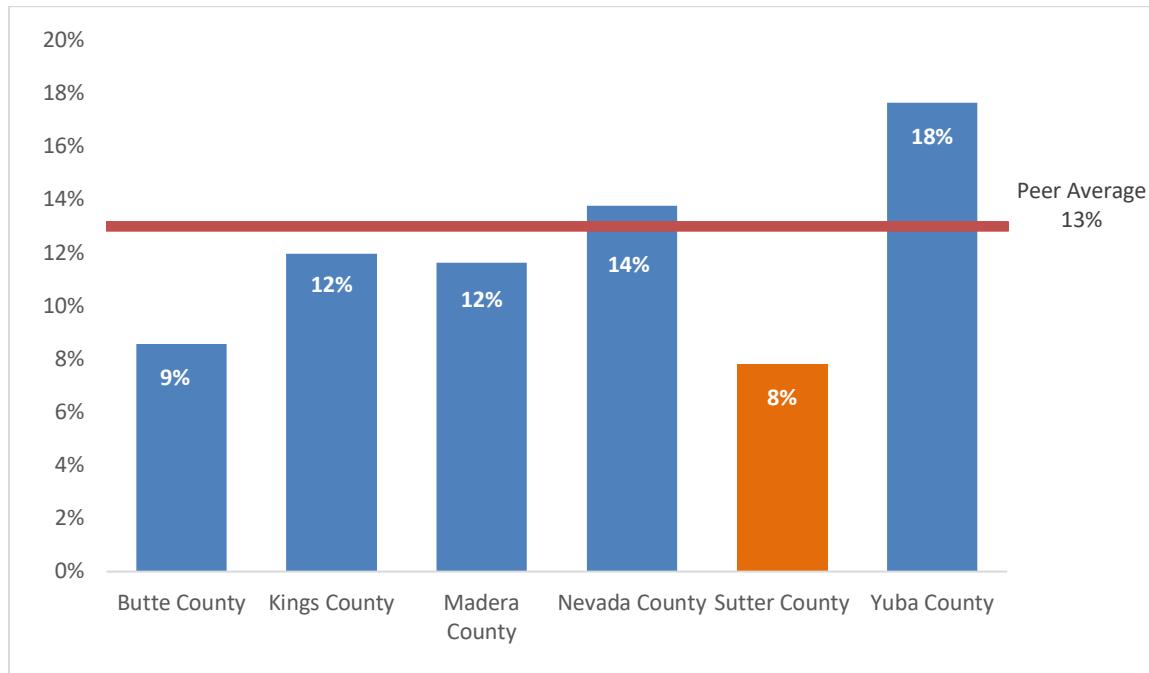
Sutter County has the third highest total county budget among the peer agencies yet dedicates the smallest percentage of its budget for law enforcement operations. As a result, the corresponding jail and patrol budgets are the smallest of all peer agencies.

Table 5. Comparison of FY 2021-22 Budgets and Sheriff's Office Budgets, Peer Counties

Agency	Total County Budget	Sheriff's Office Budget	Patrol Budget	Jail Budget	Overtime Budget
Butte County	\$721,500,000	\$61,902,177	\$23,527,609	\$28,906,386	\$2,876,985
Kings County	\$398,939,197	\$47,734,183	\$12,915,984	\$25,530,401	\$2,386,000
Madera County	\$414,984,007	\$48,280,816	\$29,179,782	\$19,101,034	\$1,413,500
Nevada County	\$299,864,980	\$41,313,998	\$13,682,608	\$16,019,349	\$1,652,719
Sutter County	\$402,659,849	\$31,491,962	\$10,016,514	\$14,195,791	\$1,301,000
Yuba County	\$248,465,883	\$43,859,410	\$19,986,824	\$20,417,174	\$724,523

As shown in Figure 1, the Sutter County Sheriff's Office budget is 8% of the total county budget, the lowest such percentage among all peer agencies.

Figure 1. Sheriff's Office Budget as a Percentage of Total County Budget



In summary, the peer comparison showed that the SCSO is not funded at the same level as the peer agencies in relationship to total county budgets. It is important to note that some agencies provide additional services within their counties (i.e., animal control services) that have some impact on the percentages noted above.

Organization Structure

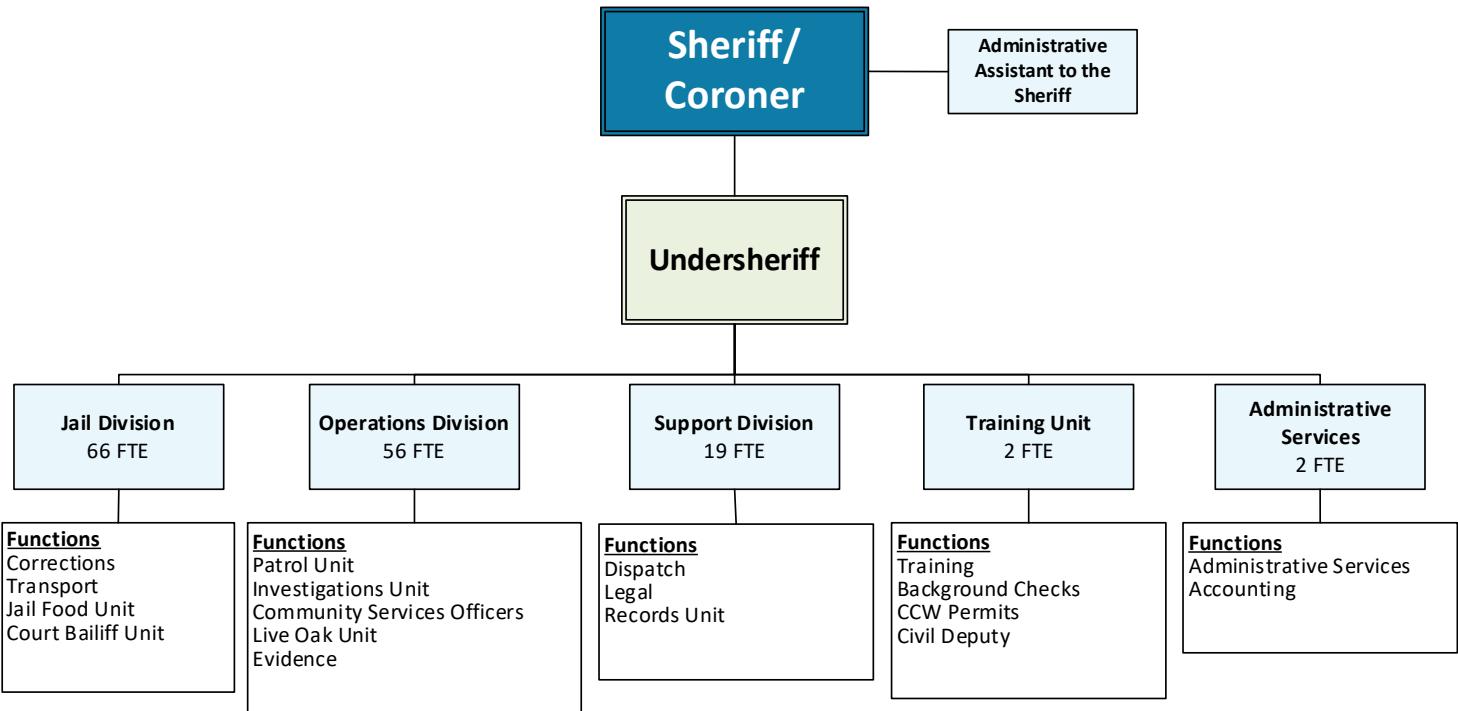
Overview

The Executive Staff of the Sutter County Sheriff's Department consists of the elected Sheriff/Coroner and an undersheriff who is tasked with assisting the Sheriff and handling the day-to-day responsibilities of managing agency operations. The agency has three divisions, including the Jail Division, the Operations Division, and the Support Division. These divisions are led by two captains and a communications manager, respectively.

The agency also has an administrative services officer, which is a management level position and is responsible for preparing the agency's budget, oversight of grant opportunities, as well as claims and billing tasks. Additionally, there is a training unit and an administrative function that reports to the undersheriff.

The SCSO has a total of 150 positions, as shown in the organization chart provided in Figure 2.

Figure 2. Functional Organization Chart for the Sutter County Sheriff's Office



Management Partners believes the organization and reporting structure for the Sutter County Sheriff's Office works well.

Jail Division

The organization structure and chain of command within the Jail Division in Sutter County is efficient and more economical than using deputy sheriff positions to operate the jail. Later in this report, however, we highlight opportunities to use civilians for certain duties for jail operations. Further, the Jail Division provides ancillary functions such as transport and court-related services (bailiffs). In a larger agency, these ancillary duties might be structured under a separate division but separating these functions in Sutter County would be inefficient and more costly. Later in this report we highlight opportunities to better utilize civilians for certain duties for jail operations.

Operations Division

The Operations Division provides the agency's core law enforcement services. Again, in a larger agency the investigations unit might warrant being a separate division. But the current structure in SCSO is more efficient and it gives the division commander (captain) a broader scope for addressing crime.

Support Division

We believe the Support Division is properly designated as a separate division. Management Partners compared the structure for support services in the SCSO to other agencies and found similar arrangements for most peers. For instance, functions such as dispatch and records are typically aligned under a separate administrative structure.

Allocating a communications manager to lead the Support Division also provides an effective reporting structure. Many agencies struggle to create career pathways for civilian personnel and the SCSO is commended for having a high-level management position in the civilian ranks.

Division Commander Role

We learned that the communications manager is considered a division commander and, thus, is part of the Executive Staff. This is a concern within the agency because the responsibilities of the position are not commensurate with other division commander positions who are both sworn captains and have broad operational responsibilities.

Management Partners believes the communications manager position serves a vital, high-level role in the agency, yet we agree it is not on par with the responsibilities of the two division commanders. For this reason, the organization structure should be amended so the communication manager is shown as a member of management but not part of the Executive Staff. This would create a clearer organization structure and yet continue to convey the level of responsibility assigned to the communications manager position.

Recommendation 1. Revise the organization chart to clarify that the communications manager position is part of the management team, but not the Executive Staff.

Management Partners has prepared a revised organization chart (Attachment D) showing this change.

Civil Unit

The civil unit is comprised of 2.0 FTE legal specialists and 1.0 FTE civil deputy, which is a sworn position. The unit is responsible for handling civil processes prescribed by law such as evictions, restraining orders, writs, till-taps, and keeper levies.

The current SCSO organization chart shows that the civil deputy reports to the training lieutenant, who reports to the undersheriff. But the two

legal specialists who support the civil deputy report to the communications manager.

We heard past concerns about sworn personnel reporting to a civilian manager, though we understand those practices have changed. We make recommendations later in this report regarding the training lieutenant and therefore believe the civil deputy should report to a shift sergeant in patrol (Operations Division) or an administrative sergeant.

**Recommendation 2. Change the reporting relationships
so the civil deputy reports to the Operations Division.**

The sworn deputy assigned to the civil unit handles most of the assignments that require personal service, but this employee works a 3/12 schedule. As a result, several assignments each week must be assigned to a patrol deputy, who is pulled away from patrol duties. This is not ideal.

We also heard from staff that using patrol deputies can result in a variety of administrative errors which impact the civil process (e.g., problems with returning necessary paperwork). Management Partners was not able to quantify the workload or the error rate because these data are not available. However, we believe this issue could be addressed by moving the civil deputy to a more traditional schedule versus the current 3/12 schedule. We understand this change may trigger requirements in the labor agreements. However, this simple change would result in a more efficient and effective approach to handling civil matters.

**Recommendation 3. Revise the schedule for the civil
deputy to Monday through Friday.**

Jail Division Staffing

Overview

The SCSO operates a Type II² jail facility, which has multiple housing units that allow the agency to assign inmates in accordance with categories and risk profiles (i.e., high, medium, and low).

The jail facility is located at the site of the Sheriff's Department Headquarters in Yuba City, California. The facility was originally built in 1975 and most recently underwent an expansion and modernization project which was completed in 2019. In addition to the housing units for inmates, the facility has many of the services found in modern jails such as a commissary, kitchen and limited medical services.

As shown previously in Table 2, the jail represents SCSO's largest division by budget and by number of staff. The division commander (captain) charged with management of jail operations is supported by a staff of correctional personnel who operate the jail facility 24 hours a day, seven days a week. Except for the employees who manage the food service operations within the facility, the jail is staffed and managed by sworn employees of the Sutter County Sheriff's Office.

Table 6 provides a listing of Jail Division personnel.

Table 6. Authorized Positions in the Jail Division in FY 2021-22

Position Classification	Number of FTE
Sheriff's Captain	1.0
Correctional Lieutenant	1.0
Correctional Sergeant	5.0
Correctional Officer	54.0
Food Supervisor	1.0
Food Worker	3.0
Secretary	1.0
TOTAL	66.0

² Pursuant to Board of State and Community Corrections, Title 24, §1231

Of the 54 correctional officers in the jail, two are assigned to transportation services (transporting inmates to and from the courthouse and other jail facilities), two are assigned as medical officers (managing inmates requiring medical attention outside the jail facility)³, one is assigned to work release supervision and one is assigned as a commissary officer. The remaining officers are assigned to shift work in the jail where they manage the intake of detainees, provide security within the facility, and perform other necessary duties.

Additionally, the Jail Division provides bailiff services for the Sutter County Superior Court. This unit is comprised of one correctional sergeant who manages seven correctional officers (from the 56 total), and one sheriff's deputy.

Jail Capacity and Current Staffing

The jail's maximum population is 396 inmates. This capacity includes the jail expansion project completed in 2019. However, at the time of this report there are capacity restrictions in place due to COVID-19 quarantine and social distance mandates. These restrictions limit the current maximum population to 238 inmates. The reduced number of inmates has allowed the SCSO to close a portion of the jail facility, thereby alleviating some of the staffing concerns that the facility normally experiences. This reduced jail occupancy requires a minimum of 7.0 FTE correctional officers plus sergeants.

The correctional officers and sergeants who are responsible for intake and overseeing the housing units work a 3/12 schedule.

Court-related Functions

The Sutter County Superior Courthouse is located near the Sutter County Jail and the Jail Division is responsible for providing bailiff staffing and related services to the court.

There are 7.0 FTE correctional officers and 1.0 FTE deputy sheriff that serve as bailiffs. Each of these positions is assigned to a superior court judge and courtroom. The bailiffs are responsible for courtroom security, maintaining courtroom decorum, and ensuring the safety and security of

³ The two correctional officers assigned to medical duties only work during the day shift. If medical attention is required for an inmate after hours, it falls on one of the other correctional officers on shift to transport and sit with an inmate while treatment is received at an offsite medical facility.

inmates while in court. The bailiffs are supervised by a correctional sergeant.

We were pleased that personnel who serve the courts were able to participate in the focus groups, and that we were able to interact with them during our site visits. Management Partners identified no employee concerns during the employee engagement phase of our work, and we believe the supervision and operation of court-related functions is effective and should be retained.

Rank Structure

The captain who oversees the jail is classified as a peace officer pursuant to California Penal Code (CPC) Section 830.1(a). This authority *“extends to any place in the state”* and includes powers of arrest. The correctional personnel in the jail are also classified as peace officers but their authority is narrower pursuant to CPC 830.1(c):

“extends to any place in the state only while engaged in the performance of the duties of his or her respective employment and for the purpose of carrying out the primary function of employment relating to his or her custodial assignments, or when performing other law enforcement duties directed by his or her employing agency during a local state of emergency.”

The rank structure in the jail includes four classifications and a progression of responsibility which, in our experience, is typical of similar organizations. Correctional officers provide core jail services, and they are supervised by a correctional sergeant on each shift. The lieutenant manages the work of the various shifts and ancillary duties, and the division commander (captain) oversees the entire division.

The rank structure and peace officer authority for the sworn positions in the Jail Division is outlined in Table 7.

Table 7. Rank Structure of Sworn Positions in the Jail

Classification	Peace Officer Status
Division Commander (Captain)	CPC Section 830.1(a)
Correctional Lieutenant	CPC Section 830.1(c)
Correctional Sergeant	CPC Section 830.1(c)
Correctional Officer	CPC Section 830.1(c)

Other Service Delivery Models

We have observed that counties in California use a range of service delivery models in their jails. Some agencies use deputy sheriffs for some

or all duties within a facility. Other agencies use a model like Sutter County which relies on correctional officer positions.

Cost is a key factor since deputy sheriffs are typically more expensive than correctional officers. Rotation is another important factor. For example, in facilities staffed with deputy sheriffs, it is common to see a rotation of deputies working in the jail who then rotate to other assignments such as patrol. With the correctional officer model (as in Sutter County) career pathways and rotation opportunities are more limited to the corrections environment, but this model can be more cost-effective.

Use of Civilian Correctional Technicians

The County's job classification system includes a civilian position titled correctional technician, and we understand that 1.0 FTE correctional technician has been contemplated in the past. The classification is intended to perform various administrative tasks, assist with inmate intake, and participate in ensuring jail security. However, the division has not filled positions in this classification for some time. It is our understanding that the SCSO determined it was more efficient to fill all positions with sworn correctional officers to provide greater flexibility, since correctional officers would be better equipped and trained to assist with uncooperative and violent inmates.

We agree that correctional officers provide greater flexibility. However, the cost difference between the correctional technician and correctional officer positions is approximately 25%. As the division adds personnel in the future, consideration should be given to filling positions at the correctional technician level to be more cost effective.

Although a correctional technician would have less contact with the inmate population, there are assignments in the jail that could utilize this position, such as administrative tasks, commissary functions, data entry in the booking and jail database applications, and assignments within the housing control rooms maintaining electronic oversight of inmate areas. Moreover, we note that the job specification for the correctional technician envisions them assisting with problem inmates in certain circumstances: *"Under exigent circumstances, assists in the physical control of inmates."*

We also believe that adding correctional technicians would expand the career ladder in the Jail Division.

Recommendation 4. Evaluate the use of correctional technician positions instead of correctional officers for some positions in the jail.

Jail Administrative Oversight

We observed, and employees confirmed, there is a gap in the division's capacity for administrative oversight related to jail monitoring and reporting. This is the result of workload imbalances and the lack of a dedicated person to coordinate these tasks. This work is now performed by a secretary with assistance from the shift sergeants. The work would be better handled by a management- or supervisory-level position.

Allocating a new sworn correctional sergeant for this oversight function would improve the division's ability to manage jail operations. Aside from the benefits of having one position manage administrative oversight issues, the position could also be available for shift coverage when another sergeant is off work. Alternatively, this role could be filled by a new correctional lieutenant position, but this would be more costly. A new position would improve continuity and oversight of jail compliance and allow the division to reassign certain duties which are currently handled by others. This change would also facilitate better reporting of Board of State and Community Corrections (BSCC) requirements.

Recommendation 5. Add 1.0 FTE correctional sergeant to the Jail Division to improve jail administrative oversight.

Interim Supervision in the Jail

There are 4.0 FTE correctional sergeants assigned to jail operations, each supervising a shift of correctional officers. We believe that supervision of jail operations is sufficient when correctional sergeants are on duty. In the absence of a regularly scheduled sergeant, however, the division attempts to fill the shift with another corrections sergeant. But it is common that no sergeants are available for the additional shift and so the duty falls upon an officer in charge (OIC) to supervise the shift.

The OIC is a correctional officer designated by the shift sergeant, and this officer is provided a stipend for the additional duties. Although the designee is typically an officer with ample experience, they are not trained as supervisors. Staff highlighted concerns with this OIC position during the employee focus groups, specifically pointing to the lack of authority and the fact that the position is in effect supervising its peers.

Using senior employees to serve as interim supervisors is relatively common in law enforcement, especially in organizations that have a small

number of supervisors. However, given liability concerns and the constantly changing situations in a correctional facility, we believe it is prudent that employees acting as supervisors have training commensurate with the correctional sergeants. Correctional sergeants typically complete supervisory training within their first year.

Aside from the need for training, it would also be important to permanently differentiate the OIC role from the other correctional officers by creating four new senior correctional officer positions (one per shift). These positions would strengthen the OIC role and have training on par with shift supervisors. The senior positions would be permanent but provide supervision only during shift sergeant absences. They would also hold a higher position in the organization than the personnel they would supervise. This new position could also be a steppingstone for future correctional sergeant positions.

Recommendation 6. Create a new senior correctional officer classification and allocate 4.0 existing FTE at this level.

Overtime

The Jail Division schedules 10.0 FTE correctional officers for each shift. However, it is common that only 7.0 FTE correctional officers are on duty due to absences. Specifically, these absences are typically related to vacation, illness, injury, training, or Family Medical Leave Act (FMLA) matters. This staffing level has been minimally adequate for jail operations during the COVID-19 pandemic because of the modified facility protocols and lower capacity discussed later in this report.

The modified staffing levels in place during the COVID-19 pandemic have lowered the overtime required to maintain full shift staffing. Of course, the mandatory overtime issue is worsened by vacancies and employee absences. We address the staffing impacts associated with these absences later in this section.

Overtime mandates were cited by employees as a contributing factor to employee burnout and fatigue. Although keeping any law enforcement agency fully staffed can be challenging, we believe that filling vacant positions is essential and that doing so will have a positive impact on jail operations and morale.

Recommendation 7. Fill the existing correctional officer vacancies.

Comparison of Jail Staffing with Peer Agencies

In addition to the foregoing, Management Partners also compiled staffing data from the peer agencies we studied for this engagement. As shown in Table 8, this provides the relative staffing in each agency, and it shows that the SCSO has the fewest personnel among its peers.

Table 8. Total Authorized Personnel by Division, Peer Sheriff Departments

Agency	Administration	Patrol	Detective	Internal Affairs	Jail	Dispatch	Court	Coroner	Other	Total
Butte County	27	93	23	0	120	14	13	0	0	290
Kings County	24	45	20	3	173	18	15	3	10 ¹	311
Madera County	28	71	14	0	104	9	0	3	1 ²	230
Nevada County	19	45	8	4	69	12	6	2	5 ³	170
Sutter County	12	43	10	0	56	13	9	0	6 ⁴	149
Yuba County	8	62	11	0	68	18	8	0	8 ⁵	183

¹Animal Services

²Office Assistant

³Animal Control

⁴Records

⁵Animal Care Services

Jail Capacity and Utilization

As noted earlier, due to the COVID-19 pandemic the SCSO determined that a portion of the jail could be temporarily closed. This reduced the maximum jail capacity from 396 to 238 inmates, a reduction of 158 inmates. This also reduced the number of jail staff required to operate the facility. However, this portion of the jail will have to be reopened if the jail population exceeds 238 inmates on a regular basis.

Closing a portion of the jail was possible due to the pandemic, fewer arrests, and SCSO's modified cite-and-release practice. It is also important to note that the average jail population data shows that the facility was below its maximum capacity of 396 in each of the last three calendar years prior to the COVID-19 pandemic, as reflected in Table 9. In fact, the average daily population prior to the pandemic (245 in 2019) was just slightly above the population capacity currently in place due to COVID-19 (238).

Table 9. Average Number of SCSO Jail Beds Occupied per Day from 2018 to 2020

Year	Jail Population
2018	258
2019	245
2020	189

Analyzing Jail Staffing

Analyzing staffing in the Jail Division is complicated because there are no clear professional guidelines or widely accepted approaches for determining optimum staffing levels. Further, jails typically lack the kind of granular data that could be used to understand workload. In contrast, evaluating staffing for the Operations Division is more straightforward because it has ample calls for service data in the CAD system to portray patrol workload.

A number of studies have been published that attempt to compare staffing-to-inmate ratios of comparable agencies, but this approach is not an industry standard. The problem is that staffing-to-inmate metrics do not account for variations in facility design and operations, collateral duties of correctional officers, staff training, or unique factors related to the inmate population. For these reasons, this approach is not recommended⁴.

Tailored Approach for Assessing Staffing

A more tailored approach would be to collect and evaluate workload data, and to supplement this with an analysis of the facility, including its design, construction, layout, and where inmates are housed. This would provide a rationale for forecasting staffing and supervision needs. The SCSO should work to identify appropriate metrics and begin compiling information so it can monitor jail staffing in the future.

Recommendation 8. Establish metrics to quantify jail workload and begin collecting these data for future analysis.

Given the lack of specific workload information, Management Partners relied on jail utilization and capacity data to analyze staffing in the SCSO jail. This involved an examination of the impact of the jail expansion, an understanding of the jail facility design, a review of how absences affect staffing levels, and projections for how future increases in the jail population will trigger the need for more staff. We also compared the relative jail utilization among the peer agencies for context.

Jail expansion project. During the interviews with staff, we learned that the jail expansion and modernization project completed in 2019 included

⁴ Management Partners compiled staffing-to-inmate data from the peer agencies because we anticipated that readers of this report might ask about this method of comparison. These data are presented in Attachment C. However, our observations and recommendations do not rely on this approach.

plans to expand staffing by 5.0 FTE correctional officers. As the project neared completion, however, the agency and county management decided not to add those positions. It appears that this was possible because the jail population was well below its capacity. As a result, when the facility expansion was completed, additional staff were not added.

Jail facility design affects staffing. The Sutter County Jail has four control rooms, but one control room and its related housing section is currently closed. At present, the partially opened jail (three control rooms and related housing units) is staffed with 7.0 FTE correctional officers and 1.0 correctional sergeant on each shift.

However, if all four control rooms and their respective housing sections were opened and had inmates, it would require an additional 3.0 FTE correctional officers (total of 10.0 FTE) to ensure adequate inmate supervision and required checks, and collateral duties such as booking and medical checks after hours.

Absences also affect staffing requirements. As noted above, the fully reopened jail would require a total of 10.0 FTE correctional officers on each shift. But this would not address the impacts of vacancies and absences. Earlier in this section we recommended filling the division's vacancies to address part of this challenge. It is our understanding that there are normally no more than 10 correctional officers scheduled per shift. Because of this, we believe the division should add 2.0 FTE correctional officers per shift to account for absences and contingencies. In other words, a total of 12.0 correctional officers would become the new baseline staffing for the jail.

Recommendation 9. Add 2.0 FTE correctional officers per shift when the closed control room and related housing unit reopens to ensure the facility has proper resources given staff absences.

Timing for adding new staff is linked to increases in jail population. The discussions above speak to how many staff are necessary, but not when they will be required. While the ultimate capacity of the jail is 396 inmates, the need for adding staff will be triggered once the facility regularly exceeds the capacity of the three control rooms and related housing units (i.e., 238 inmates). Jail occupancy data showed that the facility was below the 238-inmate capacity in 2020, but the average occupancy exceeded this threshold in 2018 and 2019. It is reasonable to anticipate that the jail inmate population will again exceed the 238 capacity when COVID-19 protocols end and operations return to previous operational levels. In other words, the SCSO may need to hire

more correctional staff relatively soon. Earlier in this report we recommend evaluating the use of a civilian correctional technician classification. This would allow the agency to use this classification for some or all of these additional positions per shift.

Jail utilization in peer agencies. We compared the jail utilization in Sutter County with the utilization reported by the peer agencies. Table 10 shows that jail facilities in the other counties had higher utilization rates than in Sutter County over the last three years.

Table 10. Comparison of Average Percent of Jail Beds Occupied per Day from 2018 to 2020, Peer Agencies

Agency	2018	2019	2020
Butte County	91%	92%	82%
Kings County	84%	92%	86%
Madera County	85%	89%	74%
Nevada County	84%	76%	69%
Sutter County	65%	62%	48%
Yuba County	83%	86%	62%
PEER AVERAGE	85%	87%	75%

Board of State and Community Corrections

It is important to note that the current staffing level and schedules have been provided to the California Board of State and Community Corrections (BSCC) for review during the biannual inspections of the jail facility. The BSCC has not raised any concerns over this staffing level, but SCSO staff have acknowledged that the facility is at minimum staffing.

Jail Maintenance

There are concerns in the organization about maintenance services in the jail facility, which are handled by county maintenance staff as they arise.

Some staff believe the division should have its own internal maintenance employee because it would provide a more streamlined level of service. Although we understand why having dedicated maintenance staff is desirable, there was no indication that the current approach for providing maintenance is deficient.

The division should develop metrics and compile workload data to determine whether this and other future staffing changes are warranted. For example, the division could monitor the following data points:

- Identify the number of maintenance tasks handled by maintenance staff.
- Develop metrics such as the number of hours spent per maintenance task and lag time to complete service requests and compare these data to the maintenance workload in other county agencies.

Recommendation 10. Develop workload metrics and compile data to evaluate future staffing needs related to jail maintenance.

Operations Division Staffing

Overview

The Operations Division is responsible for a variety of functions including patrol, specialized enforcement units, an investigations unit including coroner investigations, civilian community service officers, and the agency's property and evidence functions. Our review showed that these functions are well aligned, meaning that they are properly placed, they operate collaboratively, and they are effective.

The Division, which includes mostly sworn personnel, represents the second largest component of SCSO's budget (32%) and staff (32%), as previously shown in Table 2. Most of these sworn personnel are allocated to patrol, and this is typical in most law enforcement agencies.

The Operations Division also has patrol responsibilities within the unincorporated areas of the County and provides contract services to the Cities of Live Oak and Yuba City. The contract services provided to the City of Live Oak are managed by a lieutenant who serves as the police chief for the community.

The Operations Division is managed by a sheriff's captain and multiple lieutenants, sergeants, detectives, and deputies. These positions are itemized in Table 11, which appears later in this section.

Patrol services are deployed in 12-hour shifts and organized into 10 beats. On average, there are four deputy sheriffs and one sergeant on duty during each shift. This means that each deputy may be responsible for more than one beat. Also, four of these beats are focused on the cities of Live Oak (Beats 1 and 2) and Yuba City (Beats 6 and 7). A map showing the geography of the beats is provided in Appendix 1.

Patrol Workload and Staffing

As discussed earlier in this report, examining an organization's workload data is the most reliable method of determining whether changes in staffing are warranted. This is the approach we used for assessing the patrol function.

Law enforcement agencies typically use computer-aided dispatch systems to manage the activities of patrol units. Although many aspects of CAD data provide insights into public safety activity, there are also challenges inherent in such an analysis.

Differences in Workload Data Format

Sutter County's current CAD system (Central Square) was implemented in March 2021, and it replaced the earlier SunGard CAD system. Our review of the data concluded that comparing the data series from the two systems is not possible because of differences in database design, protocols for how information was reported, and differences in how data were entered into the two systems. We were not surprised to encounter these issues. In fact, it is common when agencies upgrade their CAD systems.

Fortunately, these compatibility issues were not a problem in conducting this analysis. The new Central Square software only contains several months of data, so it does not provide a sufficient time series for analyzing workload trends. Apart from the formatting differences discussed above, we believe the data from both systems are reliable. This is important because we needed at least five years of data to analyze trends, and this meant we needed to use data from the SunGard CAD. We reviewed data from this system for six years (2015 to 2020).

Reporting Administrative Time

In most law enforcement organizations, administrative time is significantly underreported. For example, time spent writing reports is often not reported because, as time and workload permit, deputies will sometimes stop at a convenient location and write their reports, while waiting for their next call for service. Our review of the CAD data showed that SCSO patrol and dispatch staff do a much better job of logging these activities than most law enforcement organizations. Still, it is unlikely that all activity such as breaks are fully reported.

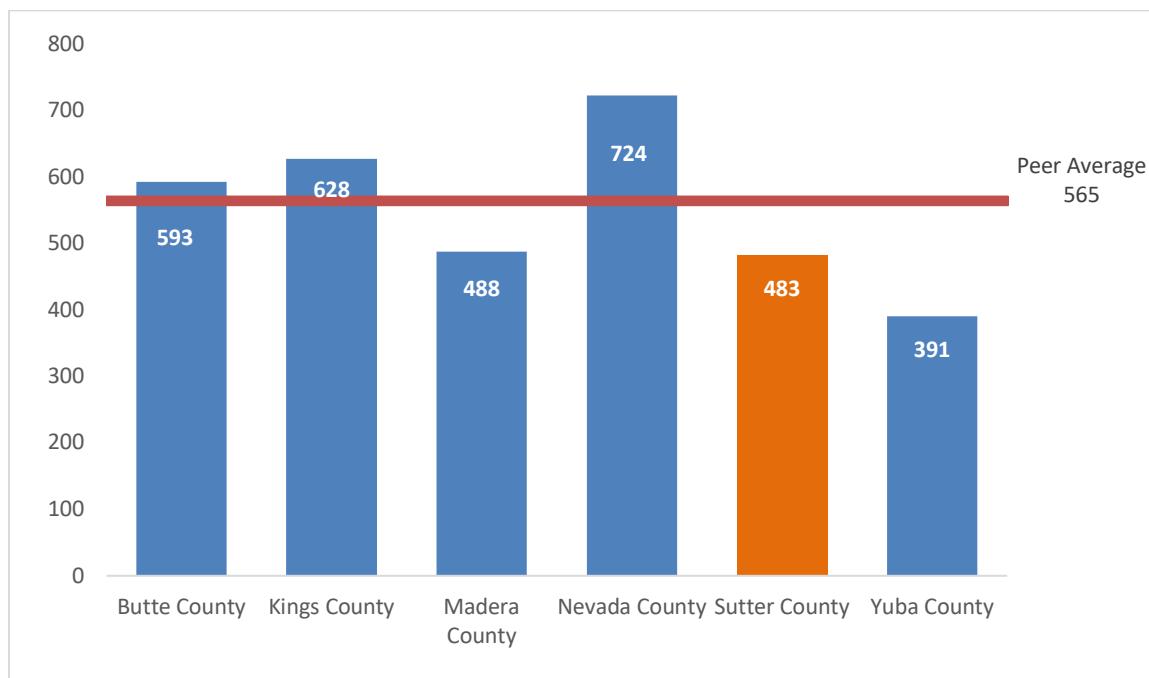
Administrative activities are an important part of an organization's workload, and they must be fully documented to understand staffing needs.

Recommendation 11. Develop policies and procedures to ensure that all activity for field units is accurately tracked.

Comparing Patrol Workload in Peer Agencies

Management Partners gauged relative workload of the peer agencies by comparing citizen-initiated calls for service per patrol unit, as shown in Figure 3. The SCSO patrol personnel responded to fewer citizen-initiated calls for service per patrol personnel than the peer average.

Figure 3. Citizen-Initiated Calls for Service per Patrol Authorized Personnel in 2020



Methodology

Analyzing workload is considered the best approach for assessing law enforcement staffing because it is rooted in an agency's core work rather than being based on population ratios or older methods of determining staffing levels.

We used two key approaches for assessing staffing in the patrol function. The International City/County Management Association (ICMA) Center for Public Safety Management and the International Association of Chiefs of Police (IACP) have provided workload-based studies and recommendations to many law enforcement agencies to assist in determining appropriate staffing levels.

Recognizing that no single solution will apply to all agencies because of different service demands, local crime patterns, and resource limits, the focus of ICMA and IACP is on providing guidelines for assessing patrol staffing. We use both approaches for comparison purposes, though their primary methods are quite consistent.

ICMA Methodology

James McCabe Ph.D., with the ICMA Center for Public Safety Management, authored a white paper⁵ focused on patrol staffing. His study evaluated the law enforcement function in 61 cities and towns located in 26 states and recommends three “Rule of 60” metrics to assess patrol staffing. Since the McCabe study focused on municipal law enforcement agencies, however, we adjusted the methodology to account for the differences found in a county sheriff’s department. These adjustments will be described later in this section. The ICMA guidelines are outlined below.

Rule of 60 Metrics

1. Percent of sworn positions in patrol. This guideline says that approximately 60%⁶ of the sworn officers in a law enforcement agency should be assigned to the patrol segment of the agency.
2. Call for service workload percentage. This guideline says the average Call for Service (CFS) workload should not exceed 60% of the total shift time available. Workload under this category is defined as the total time consumed by CFS from the community, deputy-initiated calls, administrative and out of service time, and time spent on directed patrol activities. The remaining 40% should be focused on proactive patrol and being available to respond to emergencies.
3. Total Service Time. This guideline evaluates the amount of time spent by deputies on public and agency initiated CFS. It suggests that the service time should not exceed an average of 60 minutes.

IACP Methodology

In a 2018 analysis for the City of Long Beach, California, *Operations and Management Study*, the IACP outlines a similar approach for how patrol shift time should be allocated, as outlined below.

- 30% on obligated tasks,
- 30% on unobligated tasks,
- 30% on administrative tasks, and

⁵*An analysis of police department staffing: How many officers do you really need?* ICMA Center for Public Safety Management.

⁶ Since counties have broader law enforcement responsibilities (e.g., duties generally related to the jail, court, and coroner functions), we have adjusted the ratios to account for the additional personnel in the Sutter County Sheriff’s Office.

- 10% on flexible tasks.

Obligated tasks. IACP defines obligated work as including all CFS, including calls generated by the community and the agency. It is identical to ICMA's definition of CFS time.

Unobligated tasks. Unobligated work is the time reserved for solving community problems, conducting community outreach, and engaging in proactive enforcement activities.

Administrative tasks. Administrative work describes tasks related to writing reports and documenting the delivery of law enforcement services.

Flexible tasks. As the title implies, flexible time is applied to the other task categories as needed. Since SCSO's CAD does not itemize flexible time specifically, Management Partners assumed this time was evenly divided across the other three categories.

Similarities in the Methods

There are similarities in the ICMA and IACP methods that are worth noting. For example, the ICMA study suggests that CFS plus administrative time should amount to 60% or less, while the sum of IACP's obligated work and administrative work should also be about 60% of total duty time. Of course, this recognizes that seasonal variations in workload or other transient impacts may require extra time dedicated to one task category or another.

Both the ICMA and IACP recommend an approach to patrol workload and staffing that recognizes the need to address community problems as they occur. So, both organizations' methodologies generally divide the patrol workload into thirds: one third represents calls for service; one third represents administrative tasks; and one third represents unobligated (proactive) time.

The organizations emphasize the importance of having unobligated time to ensure deputies can engage in preventative patrol, problem-solving, community outreach, and responding to emergencies as they occur.

ICMA's concept of retaining 40 percent unobligated time does not represent downtime or break time. Instead, it recognizes there is a point at which patrol deputies can become saturated by CFS. For instance, deputies would ideally use their time between calls for proactive law enforcement, problem solving, community engagement, and other agency priorities. But when their CFS workload is too high, deputies will tend to wait for their next CFS, which they anticipate will come at any moment.

In other words, maintaining unobligated time is more efficient because it does not exceed the point of diminishing return. It allows deputies to deliver more well-rounded services that have a greater overall impact on the community.

Adjustments to Analysis

The ICMA study examined urban, suburban, and semi-rural police departments. The primary focus of such agencies is law enforcement and emergency management, and not on the additional functions handled by county sheriffs. For example, the focus on detention facilities is generally a minor function in municipal police departments but is a core function in a sheriff's organization. Further, municipal police rarely provide support services to the courts, and they typically do not handle coroner matters or civil processes.

We normalized the staffing data in the SCSO to analyze the percentage of sworn positions in patrol per the ICMA methodology. As shown in Table 11, the sworn positions in the agency are listed, excluding those positions in the jail or other county-related functions.

Table 11. Sworn Positions in Sutter County Sheriff's Office, Excluding Jail and Civil Unit Personnel

Sworn Positions in Patrol	Administration	Investigation	Patrol	Training
Sheriff	1.0			
Undersheriff	1.0			
Captain (Operations Division)			1.0	
Lieutenant			1.0	
Lieutenant (Live Oak)			1.0	
Lieutenant		1.0		
Lieutenant				1.0
Sergeant			5.0	
Sergeant (Live Oak)¹			1.0	
Sergeant		1.0		
Deputies			25.0	
Deputies (Live Oak)¹			7.0	
Detectives		8.0		
TOTAL BY FUNCTION	2.0	10.0	41.0	1.0
TOTAL SWORN²		54.0		
PERCENT SWORN IN PATROL			76%	

Source: County of Sutter, FY 2021-22 Recommended Budget

¹ These positions are analyzed at 100% for purposes of analyzing the percentage of sworn personnel in patrol, but the positions are allocated at 80% for budgeting purposes pursuant to the agreement between Sutter County and the City of Live Oak.

² This number of sworn positions excludes personnel in the Jail Division and the civil deputy in administration.

Percent of Sworn Positions in Patrol

The data above show that 41 of 54 (76%) sworn positions in SCSO (excluding Jail Division staff and the Civil Deputy) are allocated to the patrol function.

We were not surprised this percentage is higher than the ICMA guideline of 60% given the SCSO's contract with the City of Live Oak which includes a net of 7.4 FTE. More important, the purpose of the metric is to identify a misallocation of sworn positions where too many FTEs are allocated to administration, investigation, or training functions. The data show this is not a problem in Sutter County.

Call for Service Workload Percentage

This metric focuses on patrol deputies' workload during an average shift. Patrol tasks are divided into three categories and, ideally, the percentage of time is evenly divided among the categories.

- **Calls for Service** – includes requests for assistance by members of the public or deputy-initiated activity.
- **Administrative Tasks** – includes time required for organizational tasks such as meetings, court time, breaks, report writing, and training.
- **Proactive Time** – includes unassigned time for security patrolling, conducting community outreach, problem solving, and ensuring sufficient personnel are available to respond to emergencies as they occur.

Data from the county's CAD system from 2015-2020, as shown in Table 12, indicate the percentage of time patrol personnel spent in the three service delivery categories. These data include time spent by both patrol deputies and sergeants and show a good overall workload balance. It should be noted that this analysis is based on a count of personnel on duty each day over this period and does not indicate how many of these individuals may have been working on overtime.

Table 12. Percent of Time Spent on Patrol Tasks, SCSO

Year	Calls for Service	Administrative	Proactive
2015	29.5%	33.5%	37.0%
2016	35.9%	33.6%	30.5%
2017	47.7%	19.9%	32.4%
2018	31.5%	18.3%	50.2%

Year	Calls for Service	Administrative	Proactive
2019	31.4%	20.1%	48.5%
2020	38.0%	40.8%	21.3%
AVERAGE	35.5%	27.7%	36.8%

Use of Sergeants for Handling Calls for Service

The patrol data also reveal an issue pertaining to the number of calls for service where sergeants are assigned as the primary units, as shown in Table 13. Assigning general calls for service to patrol sergeants is not ideal because it reduces their availability for supervisory functions.

Table 13. Calls Assigned to Patrol Sergeants

Year	Number of Calls	Percent of All Calls Assigned to Patrol Sergeants
2015	861	2.3%
2016	1,081	4.3%
2017	1,398	4.6%
2018	955	4.1%
2019	692	3.5%
2020	1,170	3.9%

While the percentages showing sergeant involvement in CFS appear to be relatively low at first glance, a more telling problem is evident if the sergeants are factored out of the analysis. For instance, Table 14 shows the workload balance of patrol deputies if sergeants were not assigned to calls for service over the six-year period.

Table 14. Average Workload without Sergeants Assigned to Calls for Service

Calls For Service	Administrative	Proactive
41.4%	32.2%	26.4%

The point of this analysis is to show that the SCSO was only able to maintain a reasonable workload balance in patrol by using sergeants to perform tasks that would have ideally (due to cost and operational efficiency) been assigned to deputies. Removing sergeants from this analysis would increase the time deputies spend responding to CFS (from 35.5% to 41.4%) and decrease their time performing proactive law enforcement (from 36.8% to 26.4%).

Patrol sergeants are a critically important operational asset. They are uniformed officers in marked patrol units and, to most of the public, there

is nothing to differentiate them from traditional patrol deputies. Of course, it is common in law enforcement that sergeants will become involved in CFS, but this is typically in emergency call responses, in a backup role or when a supervisor is needed.

The best practice is that sergeants should not regularly handle calls for service as a primary unit. Their role is better allocated to provide operational oversight and to be available when deputies need a supervisor. There are certain instances where sergeants should be involved as the primary responding unit, but these typically relate to high priority emergency calls.

In summary, sergeants should be focused on providing field supervision rather than responding to CFS. This change, however, would mean patrol deputies would be significantly less available for proactive law enforcement. It would also place the patrol unit outside the ICMA and IACP guidelines. For these and other reasons, we recommend below that patrol staffing be increased.

Service Levels in Outlying Areas

Using sergeants to balance the CFS workload compounds concerns about service levels (deputy presence and response time) in outlying portions of Sutter County. For example, response times to the outer areas of the county average over 19 minutes on higher priority calls for service (Priority 1 response times to Beats 4, 8, 9 and 10).

This is an excessively long response time given the circumstances of these types of calls, which often require code three responses. These problems occur because most of the patrol staff are concentrated in the populated areas of Sutter County where most of the calls for service originate. In other words, the problems are rooted in resources and geography.

Management Partners believes adding patrol personnel would be the best way to bolster the law enforcement presence in outlying areas. This would be a better approach than deploying more of the existing resources to outlying areas because such an approach would just trade one problem for another. Additionally, the analysis shows that adding 1.0 FTE deputy sheriff per shift would also rectify the problems with using sergeants as the primary response units.

Recommendation 12. Increase staffing in patrol by 1.0 FTE deputy sheriff per shift and discontinue the practice of having sergeants provide the primary response.

Patrol Minimum Staffing Levels

Current patrol minimum staffing levels are four deputies and one sergeant per shift. The above recommendation increases that baseline staffing number by 1.0 FTE deputy sheriff per shift. At the time of this report the department had seven deputy sheriff vacancies. As with other parts of SCSO operations, employee workload and mandatory overtime for shift coverage are taking a toll on the workforce. For these reasons, we believe the agency should prioritize filling the vacant deputy sheriff positions.

Recommendation 13. Fill the current deputy sheriff vacancies.

Unfortunately, this baseline staffing level does not account for employee absences that occur as part of normal scheduling. We encourage the SCSO to ensure that an adequate number of personnel are normally scheduled to accommodate these absences and still provide baseline staffing without excessive overtime use.

It should be noted that SCSO recently created a community service officer (CSO) classification and hired two employees in the classification to assist patrol with certain calls for service. This is a best practice and is an efficient way to balance the workload for patrol deputies. Expanded use of CSOs in patrol and other parts of SCSO's operation is encouraged. Given the limited deputy sheriff staffing and the extended response time to outlying areas of the county, the CSOs should not supplant the baseline staffing level noted above. As discussed later in this report, we nevertheless encourage the expanded use of CSOs in patrol and investigations.

Average Time Required for Each Call for Service

The third guideline in ICMA's methodology examines the amount of time patrol personnel spend handling each call for service. The goal is that the total service time should not exceed 60 minutes. It should be noted that service time is not the same thing as response time, which refers to how long it takes for a deputy to arrive on scene.

Management Partners analyzed six years (2015 to 2020) of CFS data in Sutter County. This showed that patrol staff spent an average of 28 minutes, 24 seconds handling each call. This is well within the guideline, but the SCSO should monitor this metric periodically.

City of Live Oak

Management Partners examined service levels in the City of Live Oak to determine if they are adequate and to see whether they are aligned with services provided countywide. We also reviewed the agreement between Sutter County and the City of Live Oak to determine whether the resources identified in the agreement are consistent with the resources the city receives. As we explain below, we ultimately concluded the challenges related to the City of Live Oak are not inadequate staffing or service levels, but limitations in the data and the way the agreement was structured.

Data Limitations

Although the SCSO's call for service data is quite detailed, it does not include the fine-grained information necessary to calculate the total patrol workload attributable to the City of Live Oak or other discreet portions of Sutter County. This is typical of CAD systems in our experience, and it poses no problems for most law enforcement organizations.

It is a challenge, however, in cases where it is necessary to isolate certain types of data for portions of a service area. While the City of Live Oak is a separate local government, it is designated as two beats within the CAD system and there is significant intermingling of resources between the County and Live Oak.

As a further illustration of the data limitations, the CAD system calculates the amount of time deputies spend on each CFS, but it does not capture the time spent when a second or multiple deputies respond to the same call. This is problematic because the data showed there are typically as many as six deputies who handle some type of service demand in the City of Live Oak. The additional deputies handle tasks ranging from being the primary response to a call if the regular assigned deputy is unavailable, to providing back up to the Live Oak deputy when needed.

Dispatch Operations and Patrol Staffing in Live Oak

Despite the data limitations, Management Partners was able to make several observations. For instance, the data shows that the City of Live Oak accounts for an average of 25% of the total calls for service received by the dispatch center. This is consistent with the City's size, which

represents 32% of the Sutter County population excluding the City of Yuba City⁷.

We also concluded that the SCSO provides an effective level of patrol resources and that service levels in the City of Live Oak are consistent with or better than those provided countywide. For instance, the SCSO typically allocates at least one deputy per shift to cover Live Oak beats. This represents one quarter of the county's total patrol staffing on each shift. It is common, however, that additional deputies and other resources are provided to Live Oak when there is a need.

Response time in the City of Live Oak is also very good despite recent increases in CFS. For example, the data showed that 2020 was a busy year relative to Live Oak's five-year (25% average) portion of the County's CFS. In 2020, the city accounted for 33.8% of the total CFS in the county. The Priority 1 response time within the City of Live Oak, however, was 8:55 minutes compared to the remaining county average response time of 17:22. The response time in the rest of the county is largely due to its geographic size and the remote locations of many calls, but residents of the City of Live Oak receive excellent service.

Additionally, our recommendation to add 1.0 FTE deputy sheriff per shift coupled with refocusing sergeant duties on providing field supervision will enhance service levels, shorten response times, and improve accountability countywide. For all the above reasons we do not foresee a need to add more deputy resources earmarked for the City of Live Oak.

Structure of Agreement

As shown in Table 1 on page 5, the Live Oak agreement provides for a total of 7.4 FTE. This includes reimbursement of 80% of salaries and benefits for 1.0 FTE sergeant/detective and 7.0 FTE deputy sheriffs, and 100% of 1.0 FTE patrol lieutenant who oversees law enforcement services in the City of Live Oak. The agreement also includes reimbursement for certain ancillary functions such as the costs related to a K9 unit.

The agreement assumed that Live Oak deputies would have to respond out of the city to assist other county units during their shift. As explained later in this section, the data implies the opposite is occurring i.e., county units are often responding to handle Live Oak matters. The Live Oak agreement, however, does not allow for increases to baseline personnel.

⁷ Yuba City is excluded because it has its own dispatch center.

Since language in the agreement focuses on salaries and benefits, Management Partners is also concerned about whether Sutter County's fully burdened costs, including direct and indirect expenses, are being reimbursed. Future updates to the agreement should include a review of the county's cost allocation methodology to ensure all costs are included in the reimbursement arrangement.

Recommendation 14. Evaluate the County's cost allocation methodology to ensure it includes all direct and indirect expenses related to the agreement with the City of Live Oak.

While we believe the SCSO should work with its CAD vendor and County Information Technology staff to expand the data gathering and reporting capabilities related to the City of Live Oak, we were able extract enough data to show that Sutter County is delivering more services than were contemplated in the 2007 agreement. For instance, we analyzed the number of hours deputies spent handling CFS in the City of Live Oak over a five-year period, as shown in Table 15.

Table 15. Patrol Hours Handling Calls for Service in the City of Live Oak, 2016 to 2020

Year	Number of CFS Hours ¹
2016	4,179
2017	6,051
2018	3,627
2019	3,867
2020	8,390
AVERAGE	5,223

¹ As discussed previously, the data does not include the hours when more than one deputy is required in responding to a call for service.

It is important to note, as discussed earlier in this report, that the IACP and ICMA methodologies specify that responding to calls for service represents just one portion (ideally one third) of the total workload. We used this methodology to project the other workload components and estimate the patrol staffing resources provided to the City of Live Oak. Table 16 estimates the average number of FTE provided to the City of Live Oak from 2016 to 2020.

Table 16. Estimated Patrol Workload in Live Oak from 2016 to 2020

Number of Total Hours				FTE ³
Calls for Service ¹	Administrative ²	Proactive ²	TOTAL	
5,223	5,223	5,223	15,669	7.50

¹ These are actual hours reflected in the SCSO CAD system; however, they do not include the hours when multiple deputies are required for a call for service.

² The CAD system does not break out administrative and proactive hours in the City of Live Oak. These hours are imputed based on the IACP and ICMA methodologies.

³ This assumes 2,080 hours per FTE, but this is a theoretical standard since most organizations do not realize 2,080 hours of effective work from an employee due to vacations, leave time, training, administrative duties, and other activities. To address this problem, many organizations reduce the theoretical standard to 75% to 90% to provide a more realistic metric. For instance, using a 90% effective hour metric (1,872 hours) would result in an estimate of 8.37 FTE being provided to the City of Live Oak.

Our analysis suggests the SCSO delivers more services than were contemplated in the agreement, including at least 7.5 FTE in calls for service alone (this likely underreports the actual FTE because the calculation is based on a theoretical 2,080 hours per year). The agreement contemplated only 5.6 FTE deputy sheriffs. Further, the estimate in Table 16 does not include 1.0 FTE patrol lieutenant, 1.0 FTE sergeant detective, or the additional services delivered when multiple deputies are required.

The Live Oak agreement allows for separate billing associated with vehicle purchases, vehicle maintenance, a K-9 unit, overtime costs and other miscellaneous expenses. We observed, however, that the agreement does not account for other costs associated with SCSO infrastructure, dispatch operations, records, or detectives. Further, the rate (salaries and benefits) billed per position is based on a designated pay step for each rank and a breakdown of the benefits the employee receives. It does not appear to be a fully burdened rate as discussed earlier in this section.

A best practice for providing contract law enforcement services is to establish a baseline level of service expressed in terms of service units⁸, as is done in other organizations such as Los Angeles and Santa Barbara counties. Model agreements also include provisions for recovering costs when additional services are required.

Sutter County should transition to this approach in future agreements, including amendments to the Live Oak agreement. For instance, future agreements should establish anticipated staffing levels which maintain a balance between calls for service, administrative, and proactive time. Additional services should be billed to the jurisdiction based on the fully burdened cost to Sutter County. These costs would include services

⁸ Service units are used by other sheriffs' agencies, such as the Los Angeles County Sheriff's Department (LASD) and the Santa Barbara County Sheriff's Office (SBCSO). Appendix 2 includes a two-page excerpt from an earlier Los Angeles County agreement with the City of Commerce to illustrate this approach. Other representative examples can be found in the agreements between Los Angeles County and the City of Calabasas, as well as between Santa Barbara County and the cities of Goleta, Carpinteria, Solvang and Buellton.

provided by other SCSO personnel such as additional patrol time, detective time, administrative or clerical time, and forensic services time.

Recommendation 15. Expand the data collection and reporting capabilities of the CAD system to include all workload components related to the City of Live Oak.

Recommendation 16. Transition existing and future agreements for law enforcement services to provide baseline services and include provisions for recovering the cost of additional services above baseline.

Other Models for Analyzing Staffing

Various approaches have been used in the past to evaluate staffing levels for law enforcement agencies in the United States. However, a number of these models have fallen out of favor in contemporary law enforcement because of inherent errors or bias in the methods. The best model, although also the most complicated, is to analyze staffing levels based on detailed workload data. This is the approach Management Partners used in our analysis, as summarized in the preceding sections.

While a workload-based analysis yields more accurate results, we realize that some people may still be curious about the conclusions that would result from some of the older methodologies. We address those questions in the following section and compare the data to the workload-based methodology we used.

Five Models for Evaluating Police Staffing

According to the previously referenced white paper by James McCabe, Ph.D., cities have historically used five methods to determine the proper staffing of a law enforcement agency. Many of these approaches have a common-sense appeal and remain in use because of this appeal and the ease of analysis. Descriptions of these approaches are summarized below.

Workload-Based Allocation

As illustrated by the workload analysis presented earlier in this report, determining patrol resources based on the actual workload of the department is simple in concept but more difficult in practice because it requires compilation and analysis of complicated data points. However, this approach has become more practical given the technological advances of CAD software, which makes the detailed data sets more accessible.

We will not provide an example of this approach in this section, since it is illustrated in the preceding sections of this report.

Crime Trend Allocation

This model for evaluating law enforcement staffing uses trends in crime levels to determine proper staffing levels. It is based on the idea that more deputies equate to lower crime levels. When crime levels increase, more deputies are therefore added.

As Professor McCabe points out, however, this approach is inefficient because it adds more officers when the “police are ineffective at combating crime...” Conversely, when officers are more effective at addressing crime, this model concludes fewer officers are necessary. This approach “provides incentives for poor performance and disincentives for good performance” and for these reasons is not commonly used.

The method is also impractical as a tool for determining how many police officers a community needs because of the fluctuating nature of crime rates and the substantial lag time involved in deputy recruitment, screening, testing, training, and probation. This recruitment process can easily take 18 months, during which time crime rates could be entirely different.

As an illustration, Table 17 shows the total number of violent crimes (murder and non-negligent manslaughter, rape, robbery, and aggravated assault) and property crimes (burglary, larceny-theft, and motor vehicle theft) in Sutter County for a five-year period, together with the total number of sworn deputies, and the crimes per sworn deputy.

These data show as much as an 8.1% fluctuation in total crime, but relatively consistent staffing.

Table 17. Total Crimes per Sworn Deputy Staffing in Sutter County

Year	Violent Crimes	Property Crimes	Total Crimes	Sworn Deputies	Crimes per Sworn Deputies
2015	104	562	666	40	16.65
2016	88	618	706	42	16.81
2017	87	600	687	42	16.36
2018	64	591	655	42	15.60
2019	77	576	653	44 ¹	14.84

¹Includes 2 CSOs which perform patrol functions but are not sworn peace officers

Per-Capita Allocation

Analyzing law enforcement staffing based on a per-capita calculation of officer-to-population ratio is appealing because it is simple and easy to compare across jurisdictions. However, this approach is inefficient because there is not a linear relationship between the number of residents in a community and the allocation of law enforcement resources.

Understanding how to allocate law enforcement resources requires a separate understanding of workload factors together with insights about the community such as geography and unique community characteristics.

The problem with the per-capita allocation approach is that it would add more deputies as a community grows even though the workload or actual demand for resources may have declined. This over-staffing would be especially problematic in California given the high costs of public safety departments due to increases in pension, health care and other expenses.

Table 18 shows the number of sworn deputies relative to the population in unincorporated Sutter County during a five-year period. The number of officers per 1,000 population has decreased slightly but remained largely consistent over the past six years.

Table 18. Population and Sworn Deputies Over Time

Fiscal Year	Unincorporated County Population ¹	Total Sheriff's Department FTEs	Sworn Deputies ²	Sworn Deputies per 1,000 Population	Total Department Staff per 1,000 Population
2015-16	21,045	138	42	2.00	6.56
2016-17	21,069	145	42	1.99	6.88
2017-18	21,074	146	42	1.99	6.93
2018-19	21,177	146	44	2.08	6.89
2019-20	21,114	148	44	2.08	7.01

¹ Data is sourced from the California State Association of Counties.

² Includes 2 CSOs which perform certain patrol-related functions but are not sworn peace officers.

Authorized/Budgeted Allocation

This methodology determines law enforcement staffing based on what a community can afford, rather than what it needs. The approach relies on the budgeting process to determine the appropriate level of resources allocated to law enforcement. This determination is often based on a review of prior year allocations, rather than the true need.

This approach can quickly result in imbalances if resource allocations become politicized or staffing decisions are based on arbitrary factors. Obviously, a county may want or need more law enforcement resources than it can afford but understanding the real need should be the primary goal.

Minimum Staffing Allocation

The concept of a minimum staffing allocation is illustrated when law enforcement resources are imputed by policy for maintaining a certain number of patrol deputies during a given shift or in a geographic area. Minimum staffing standards are often the result of a collective bargaining process, but they are unreliable in matching the true need for resources with the actual workload.

This approach is not considered a best practice, in part because of the circular logic where law enforcement staffing is predetermined. Further, such standards can result in an agency being able to add personnel but not being able to curtail or alter the staffing resources to meet actual needs based on workload.

In addition to being inefficient, this method of determining staffing can result in higher overall law enforcement costs.

Other Considerations

Traffic

We learned that there are no dedicated traffic enforcement patrols assigned to county areas. However, there is one part-time deputy position that provides traffic enforcement for the City of Live Oak contract.

Management Partners heard concerns from SCSO leaders about traffic issues in the outlying areas of the county, which also have a light patrol presence. These outlying areas have many open highways and the SCSO receives complaints about speeding. We understand the agency would like to have dedicated traffic enforcement, but it lacks sufficient resources.

Normally, the California Highway Patrol (CHP) is responsible for traffic investigations and enforcement within unincorporated areas of the State. But enforcement in outlying areas is only possible if the local CHP station has sufficient resources.

There were no data available to quantify the problem with traffic violations in outlying areas. Management Partners was unable, therefore, to analyze the traffic concerns and to formulate recommendations. We

believe, however, a small investment in a traffic speed trailer could allow the SCSO and the community to understand the scope of the problem.

Modern speed trailers not only capture speed and flash that speed back at the approaching motorist but will catalog the data for future analysis. This can help an agency determine if resources should be deployed to address a problem. Armed with that data, the CHP may be more inclined to provide additional resources, or Sutter County may determine it should allocate resources for traffic enforcement.

Recommendation 17. Purchase and deploy a traffic speed trailer.

Special Operations

The Sutter County Sheriff's Office maintains its own special weapons and tactics (SWAT) team. To maintain proficiency, the team trains several times per month. The team is comprised of 10 to 12 sworn members who are normally assigned to other primary duties such as patrol or investigations.

We did not conduct a cost analysis of maintaining a SWAT team. However, aside from the direct costs of equipment and overtime expenditures for training and deployments there are opportunity costs associated with lost duty time on primary assignments.

Further, the number of department members engaged in this ancillary assignment make up approximately 20% of the sworn staff. We encourage the SCSO to evaluate the cost of maintaining its own SWAT team as compared to the number of deployments. An alternate approach would be to engage regional partners to create a regional team to share the operational benefits and expenses. For example, we understand the City of Yuba City also has a SWAT team.

Coroner

The Sheriff is also the elected Coroner for Sutter County. Coroner responsibilities include investigating the cause and manner of death when persons die from criminal violence, accidents, suicide, unexpected deaths when there is no attending physician, suspicious or unusual deaths or in cases where the deceased is unidentified.

Deputies are cross trained to perform coroner investigations and attend autopsies. Toxicology tests are contracted to outside entities. When cases arise, a deputy is dispatched to investigate. The field investigation is forwarded to the detective bureau for any necessary follow up and

further action. Property related to coroner cases is managed through SCSO's evidence function.

Some agencies structure the coroner function as a stand-alone division. However, as Table 19 indicates, the workload for this function in Sutter County is lower than in the each of peer agencies, averaging about two cases per week over the last three years.

Table 19. Coroner Cases per Week from 2018 to 2020

Agency	2018	2019	2020
Butte County	16.75	14.96	17.35
Kings County	7.69	7.56	12.17
Madera County	8.98	8.42	11.02
Nevada County	10.23	9.10	9.83
Sutter County	1.75	1.94	2.44
Yuba County	4.73	6.52	5.33
PEER AVERAGE	9.68	9.31	11.14

Management Partners believes the SCSO is following best practices related to its coroner responsibilities, including how it structures the coroner function. We observed no other problems or issues in our assessment.

Community Response Unit

Shortly before this organization review was initiated, the SCSO started a Community Response Unit made up of personnel in the Operations Division. The purpose of this small unit is to address long-term problems that patrol personnel do not have the time or resources to address (e.g., homelessness and problem locations with disproportionately high calls for service). Teams such as this are an industry best practice to address problems in a community with long-term and hopefully creative solutions.

The SCSO team has not been in place long enough to evaluate its effectiveness in solving problems and reducing service demands on the agency. However, we encourage the SCSO to develop metrics for monitoring the effectiveness of the team. Doing so will provide essential information for future decisions about the continued use and potential expansion of the team.

Community Outreach

The Sutter County Sheriff's Office has a robust presence on social media, specifically Facebook. Social media use by law enforcement organizations has become an industry best practice and is an expected component of community outreach efforts. These platforms have enabled agencies to communicate directly with community members. They have also become crucial for disseminating accurate and timely information to both the community and the professional media.

Many agencies assign communication duties to multiple staff members as collateral duties, as the SCSO does. Some other agencies, in our experience, have determined that expanding communications capabilities has become so important that full-time staff are warranted.

In this context, SCSO leaders have thought about expanding the agency's social media presence and outreach by creating a full-time community affairs position. Having a full-time community affairs position would improve the continuity and clarity of SCSO's outreach and communication. Another alternative would be for the SCSO to contract with a firm who could assist with these communications duties.

If the agency pursues either approach, it should recruit an individual or firm with a media or public relations background given new complexities in the media environment. The importance of effective communication, as well as avoiding communication pitfalls, deserves serious consideration in the SCSO.

Support Division Staffing

Overview

The Support Division is managed by a civilian communications manager who oversees the communications unit (dispatch), the records unit and the civil unit. This manager also collaborates with the training unit to coordinate department training, employee background investigations and requests for concealed carry weapons (CCW) permits.

Dispatch operations are 24/7 and the employees within this unit work a shift rotation of 3/12 one week and 4/12 the next week. Dispatch operations, when fully staffed, are comprised of 4.0 FTE dispatch supervisors and 9.0 FTE dispatchers. The records function is comprised of 3.0 FTE records technicians who report to the civilian manager and work a traditional schedule (day shift).

Communications Unit

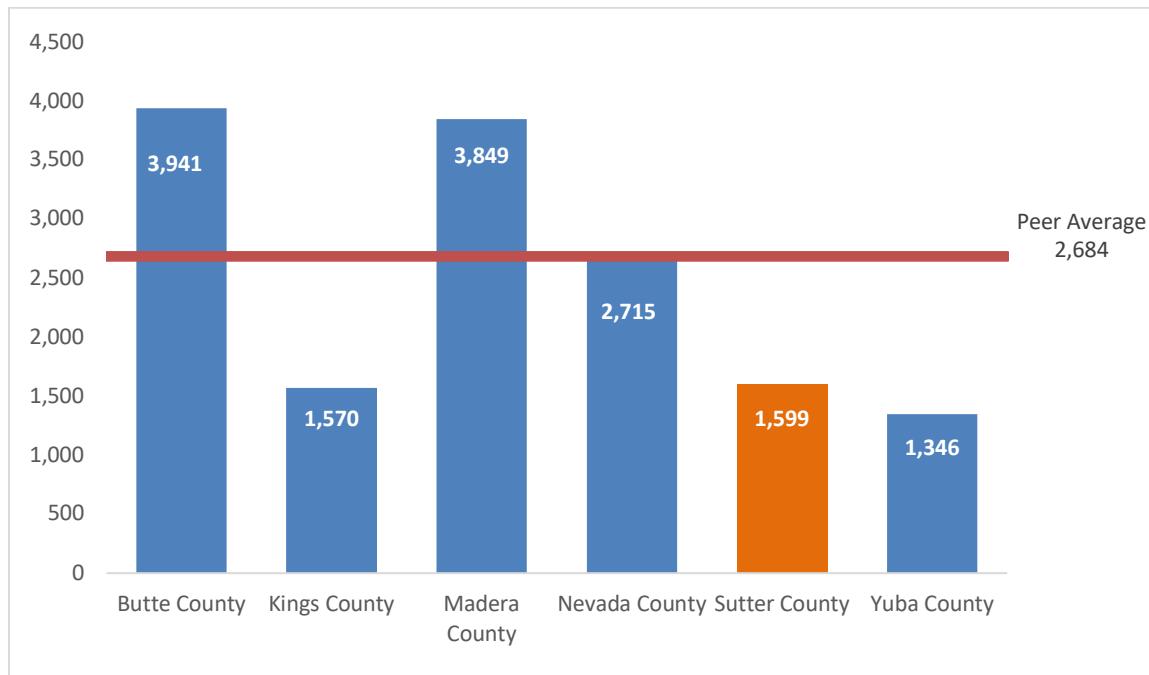
The Sutter County Sheriff's Office manages a communications center which is located at the SCSO main facility. The communications center is staffed by a minimum of two dispatchers 24 hours a day, 7 days a week.

Authorized staffing for the facility is 4.0 FTE dispatch supervisors and 9.0 FTE dispatchers. At the time of this report, there are four vacancies, including two dispatch supervisor vacancies and two dispatcher vacancies.

Calls for Service Volume

Sutter County dispatch staff received fewer citizen-initiated calls for service than the peer agency average as shown in Figure 4.

Figure 4. Comparison of Citizen-Initiated Calls for Service per Dispatch Authorized Personnel in 2020, SCSO and Peer Agencies



Vacant Positions

Public safety dispatch positions can be difficult to fill due to the demanding nature of the job and skills required to be successful. Dispatchers must also undergo rigorous training and not all candidates are successful during this phase.

A regionalized service delivery model (discussed later) can spread the workload among a larger pool of employees, thus lowering the individual minimum staffing levels of each agency involved in the partnership. However, until regionalism is a consideration, maintaining full staffing in Sutter County will be essential to avoid, or at least minimize, the impacts on existing employees.

Communications unit staff are currently frustrated with the mandated overtime in dispatch operations. We understand the required overtime is the result of the current vacancies as well as the fact that multiple employees had been off work on long-term leave. This has left the remaining staff to cover the shifts. Although the long-term leave issues will resolve themselves in time, we believe that the SCSO should prioritize recruitment for the current vacancies.

Recommendation 18. Fill existing vacancies within the communications unit.

Collateral Duties for Dispatchers

Aside from traditional dispatcher duties of answering 911 calls and providing communication services to agency staff, Sutter County dispatchers have additional duties such as processing police reports and transmitting those reports to the District Attorney, answering the main lobby telephone, and providing some general clerical duties.

It is common in law enforcement organizations for employees assigned to a specific job task to handle other ancillary duties. Our experience with other organizations is that dispatchers sometimes assist records staff when dispatch workload permits. However, Sutter County dispatchers are also tasked with packaging cases and transmitting those cases to the District Attorney's Office for criminal filings. The process involved in packaging criminal cases can sometimes be complex and requires some degree of expertise.

A dispatcher's primary responsibility is ensuring 911 calls are answered in a timely and professional manner. Dispatchers are also tasked with operating the radio system to communicate with patrol deputies and other field staff. It is unlikely that dispatchers can perform their core duties while providing an appropriate level of oversight and detail in the case filing process.

It would be more appropriate for community services officers, assigned to the investigations unit, to handle these case filing responsibilities. These operations staff would be more familiar with the cases and understand what is required for successful filings. This should also reduce errors and provide greater checks and balances in the process. Many agencies assign a sergeant in investigations, ensuring that cases are appropriately disseminated within the unit and are properly reviewed and investigated.

Recommendation 19. Reassign case filing responsibilities to the Operations Division (Investigations).

Adding CSOs to the investigations unit will not only bolster the case filing process but can also be used for certain case assignments to augment the investigative workload, just as CSOs augment the patrol workload.

Recommendation 20. Hire two community services officers for the Investigations Unit.

Records

The records unit consists of 3.0 FTE records technicians. These staff handle public records requests, permit requests and agency subpoenas. The traditional duties performed by the records staff in many departments, such as data entry, are largely handled by automated reporting technology that SCSO recently acquired. Staff were comfortable that the workload assigned to records with the assistance of dispatchers is manageable. Management Partners met with employees in the records unit, discussed the workflow and agree that the unit is adequately staffed.

Miscellaneous Issues

Teambuilding

During our focus group sessions with employees, we heard a number of reoccurring themes related to internal department relationships, communication and employee morale. In general, employees were complimentary of the current leadership and recognized recent efforts to improve morale, pride, and communication within the department. However, there were still several concerns about mixed messages between managers and supervisors, inconsistent supervision and accountability, and mandated overtime hours which impacts employees' personal lives and families.

Our experience is that most organizations have employees with concerns about what they perceive as negative working conditions. The Sutter County Sheriff's Office was no exception.

Management Partners believes the agency could benefit from a teambuilding workshop between management and supervision to collectively address some of the employee concerns. Such a session could help to motivate and provide an environment where these leaders can develop their strengths, address weaknesses, and learn to work together more effectively.

The California Commission on Peace Officer Standards and Training (POST) provides excellent teambuilding workshops⁹.

"The Team Building Workshop (TBW) Program pairs independent specialized consultant services with the management team of a local agency to assist with problem solving, developing organizational goals and objectives, and/or team building within the agency. POST has an approved list of over 20 presenters to present/facilitate the workshop. The facilitation of the workshop by a POST-approved, impartial, non-client agency employee is crucial to the success of each

⁹ <https://post.ca.gov/team-building-workshop-program>

workshop. Only POST-approved presenters, on the provided list, may be selected to conduct the workshop.”

Recommendation 21. Engage in a teambuilding / leadership workshop with agency management and supervision.

Technology

The SCSO uses technology like that found in other modern law enforcement agencies in California. Personnel are equipped with personal computers in offices, and within patrol vehicles. Further, the SCSO replaced its computer assisted dispatch and records management system in 2021. Additionally, in 2021 SCSO began transitioning to a web-based policy software program (LEXIPOL) that allows the department to have timely and best practice policies in place as the industry and laws change.

The department also adopted a wellness app (Cordico Shield) in recent months that is designed to provide first responders and their families with resources to best handle the demanding nature of a law enforcement career.

The biggest technology limitation reported by staff is the lack of a professional crime analyst who can assist by leveraging the agency's investment in technology and information.

A professionally trained crime analyst can provide critical information about crime trends to assist an agency in making appropriate operational decisions to address crime trends. However, fully qualified crime analysts are difficult to recruit. Moreover, Sutter County is small and is not inundated with serious crime issues that would require a dedicated crime analyst. Our experience is that, for an organization the size of the SCSO, agency personnel intuitively know about emerging crime trends.

For these reasons, we do not recommend that the SCSO add a dedicated crime analyst position at this time. Our experience is that many agencies with dedicated crime analysts underutilize the position and simply use the employee to replicate information already available in the CAD system. The resulting reports typically provide only basic information, and do not provide the level of analysis and insight that make crime analysis so valuable. As a result, the results become routine. We believe this level of work can be accomplished by other employees in the organization if the existing CAD software is set up to produce reports with the required information.

Body Worn Cameras

Body worn cameras (BWCs) are a best practice and have become commonplace in law enforcement. The technology has been embraced by the law enforcement profession and it is usually welcomed by the communities they serve because it provides greater transparency and enhances accountability.

Sutter County does not have a BWC program primarily because of the costs, though SCSO staff are interested in establishing a program. We encourage the organization to evaluate the full costs of such a program. For instance, aside from the cost of the camera, there are costs related to storing data, ongoing maintenance, and personnel costs.

Thousands of law enforcement agencies have invested in this technology and there are countless examples where the program investment has paid dividends in reduced liability costs and protected the actions of the agency and its officers. There are also many examples of agencies that invested in the program but severely underestimated the true cost of maintaining the program.

Future Growth

Growth in Sutter County over the past 10 years has been below the state average according to United States Census data. The county's population grew about 5% from 2010 to 2020 (94,765 to 99,633), which was a little slower than the 6.5% growth statewide during the same period. As we noted previously, Yuba City accounts for nearly 70% of the residents within Sutter County.

Although growth in Sutter County during the past 10 years has been relatively slow, there are plans for future development in the southern portion of the county, bordering Sacramento County. Development in the Sutter Pointe area would encompass 7,528 acres (about 11.8 square miles) in what is envisioned as a third city in Sutter County. This new development area has been contemplated for many years. For instance, the Sutter Pointe Specific Plan was adopted in 2009.

While the Sutter Pointe land area includes 7,528 acres, only about 2,900 acres of this area is expected to be developed, according to the 2009 Final Environmental Impact Report (FEIR) for the Sutter Pointe Specific Plan. The remainder of the land area would be set aside for open space and flood protection. The FEIR assumes that a total of 17,500 housing units would be constructed at full build out, and that this would represent a population of 39,000 (or 2.23 persons per household).

The first phase of this development was approved in November 2020 for an 873-acre site (about 1.4 square miles). This phase would entail construction of about 3,800 dwelling units, over 70 acres of commercial area including employment and shopping centers, plus an array of parks and open spaces and an elementary/middle school.

We believe the Sutter Pointe population estimate may be low based on a review of the population per household found in Sutter County as a whole, and in the cities of Yuba City and Live Oak.

According to United States Census Bureau, Sutter County had an average of 2.91 persons per household during the period from 2015 to 2019. For comparison, we also reviewed the persons per household in the cities of Yuba City and Live Oak. The draft 2021-2029 Yuba City Housing Element showed the population per household was 2.94 in 2018. The City of Live Oak website reports having 3,694 dwelling units and as noted earlier in this report, its population in 2021 is 9,637. This equates to an average of 2.61 persons per household in Live Oak. In summary, the persons per household in Sutter County ranges from 2.61 to 2.94.

Management Partners used these population metrics as a guide for estimating the potential population of phase one of the Sutter Pointe development. We assume phase one of this new community could add about 9,900 to 11,000 new residents to unincorporated Sutter County, and with a total build out population ranging from about 46,000 to 51,000 when the entire land area is developed.

Since the ultimate build out of the new community could take decades, we believe the SCSO should focus for now on the impacts of phase one. At minimum, we anticipate that phase one will impact SCSO's jail operations. The patrol unit will also be impacted as new development comes online, though our understanding is that the long-term goal is for the Sutter Pointe area to incorporate and become a city. The SCSO would have patrol responsibilities for this development in the short term.

The buildout timeline for the project is unknown. The number of homes, businesses and residents will likely remain fluid and subject to change. It appears, however, that the phase one development in southern Sutter County could be at least as large as the City of Live Oak. We encourage SCSO to plan appropriately given that this area is situated in an outlying portion of county where the current patrol deputy presence is minimal. Further, placement (recruitment, backgrounds, academy, field training, probation) of new deputies can take 18 months or longer.

Opportunities for Partnerships and Civilianization

Regional Dispatch Centers

The State of California encourages regionalized dispatch centers where one center can provide services for multiple agencies. There are many successful examples of this model in California and in other parts of the country. In fact, regionalized dispatch is seen as a service that can be more effectively provided at a regional level given emerging technologies for NextGen911.

Transitioning to a regional model, however, involves important considerations related to technology platforms, regional cooperation and how costs are shared. In discussing this with SCSO representatives, it appears regional cooperation may be an impediment at present. Further, we learned that a number of agencies, such as the City of Yuba City, use different CAD systems and other technology. Common approaches to technology are key to successful regional partnerships.

The SCSO always has two dispatchers on duty. This is the minimum staffing consistent with industry standards. A thorough analysis of regional operations and workload may yield future savings, but we believe more effort should be devoted to establishing potential regional partners before such an analysis is initiated.

Training

Except for specialized units such as SWAT and K-9, all department training is managed by a sheriff's lieutenant. This role was cited by many throughout the organization as one that could effectively be managed by a civilian employee.

In reviewing the responsibilities associated with the position we learned that most of the workload is scheduling employees for required training. In other words, the position is largely administrative and does not provide training or instruction to agency personnel. For these reasons, we agree with staff that the position would be better served by a civilian employee. This employee does not need to be at the management level. The duties associated with the position are largely administrative and

scheduling in nature and can be filled by a CSO, administrative assistant, or similar level position in the organization.

Recommendation 22. Fill a civilian position to coordinate the agency's training needs.

Management Partners did not audit the training records of the agency. However, we did hear from employees during the focus group discussions that the methods used to ensure that employees were scheduled for training are confusing.

SCSO has a typical review process for training requests by the chain of command, which considers both budget and staffing issues. We were advised, however, that the position responsible for training has many other duties and this can result in gaps between the approval process and notifying employees. We encourage the department to better define the training notification and follow-up process.

Additionally, the department recently added a motor officer position that works under the City of Live Oak agreement on a part time basis. The employee was a former motor officer and was certified by POST while employed at another agency. Our experience is that the skills required by a motor officer to show proficiency and obtain POST certification are perishable. We encourage the department to adopt a training policy for any officers working a motor officer assignment that includes demonstrated proficiency on a regular basis i.e., quarterly.

Investigations

We learned from staff that Sutter County handles a majority of investigations occurring within its jurisdiction including murders, and investigations of a sensitive nature. Officer involved shooting (OIS) investigations are managed by the District Attorney's Office with the assistance of SCSO. Having a model where an outside agency manages OIS investigations is a best practice and alleviates the concerns and scrutiny that comes with managing those cases within the same agency.

The Sutter County Sheriff's Office also has a presence on a regional narcotics and gang task force. This is also a best practice to ensure those types of cases that do not abide by jurisdictional boundaries are addressed on a broader scale.

We observed during one of our onsite visits that several detectives were on leave, and it appeared the capacity of the detective bureau was limited at the time.

Additional Information on Civilianization

For comparison purposes, Management Partners compared SCSO's use of civilian employees with the peer agencies.

Table 20 summarizes the authorized positions by civilian and sworn personnel. Sutter County has the second lowest ratio (21%) of civilian staff among the peer agencies. Both Butte and Kings counties have nearly one-third of their staff in civilian classifications. Supplementing sworn positions with civilian personnel when practical is a best practice in law enforcement.

Table 20. Comparison of Civilian and Sworn Staffing, SCSO and Peer Agencies

Agency	Civilian	Sworn	Total	Percent Civilian
Butte County	92	198	290	32%
Kings County	103	208	311	33%
Madera County	51	179	230	22%
Nevada County	103	67	170	61%
Sutter County	31	119	150	21%
Yuba County	36	147	183	20%

To illustrate the use of civilian classifications further, Table 21 shows the civilian positions in the peer agencies and highlights in red those positions that are not used in the SCSO. We also note that Butte and Nevada counties use civilian correctional technicians in the jail. Further, Butte, Kings, and Yuba counties each use civilians as investigative assistants or crime analysts while Sutter County does not.

Table 21. Civilian Position Titles, SCSO and Peer Agencies

Agency	Civilian Position Titles
Butte County	<p>Correctional Technician¹ Sheriff's Clerk Investigative Assistant Information Systems Evidence Technician Court Security Officer Sheriff's Administrative Assistant, Senior</p>
Kings County	Secretary, Fiscal Analyst, Account Tech Department Specialist Records Manager/Clerks Evidence/Fingerprint Technician, Investigative Assistant Dispatchers Detention Tech, Clerks, Cooks Animal Services
Madera County	Administrative Assistant/ Admin Analyst Corrections Record Specialist II Accounting Technician II Human Resources Technician II Program Assistant I/II/Sr Business System Analyst II/ Maintenance Communications Dispatcher
Sutter County	Communications Manager Admin Services Officer-Law Admin Asst to Sheriff and Secretary Sheriff Legal Specialist, Criminal Records Techs, Accounting Tech Community Service Officers, Evidence Tech Dispatchers, Dispatch Supervisor Jail Food Service Worker, Supervisor
Yuba County	Admin Services Manager, Executive Assistant Finance Manager, Fiscal Analyst, Sr Acct, Acct Tech Evidence Technician, Crime Analyst Community Services Officer Communications Manager, Records Clerk Civil Services Associate, Office Specialist ACS Manager, Officer, Tech, Admin Tech, Office Spec

¹Red indicates a civilian position that Sutter County does not have

Conclusion

This study reviewed the Sutter County Sheriff's Office organization and staffing to evaluate the efficiency of its operations and to identify resources the agency will need to properly serve the community.

The organization has made important improvements in the areas of internal communication and implementing new technology. Further, Management Partners' analysis showed the organization is generally in alignment with its peer agencies, except for funding; the SCSO has a significantly lower budget.

There are significant staffing vacancies which constrain operations throughout the organization, result in mandatory overtime, and impact morale.

Like other functional areas, the jail has a substantial number of vacancies and will need additional resources when it reopens. We also believe the SCSO should consider adding civilian correctional technicians to lower costs and provide a broader range of career opportunities.

Our analysis showed the existing law enforcement services agreement with the City of Live Oak does not account for the full services the SCSO provides. Amendments to that agreement, or future agreements for other service partners, should ensure full cost recovery.

Filling vacancies in the dispatch unit and reassigning certain administrative duties will create the additional capacity necessary for this vital function.

The 22 recommendations in this report address these and related issues in the Sutter County Sheriff's Office.

Attachment A – List of Recommendations

- Recommendation 1. Revise the organization chart to clarify that the communications manager position is part of the management team, but not the Executive Staff.
- Recommendation 2. Change the reporting relationships so the civil deputy reports to the Operations Division.
- Recommendation 3. Revise the schedule for the civil deputy to Monday through Friday.
- Recommendation 4. Evaluate the use of correctional technician positions instead of correctional officers for some positions in the jail.
- Recommendation 5. Add 1.0 FTE correctional sergeant to the Jail Division to improve jail administrative oversight.
- Recommendation 6. Create a new senior correctional officer classification and allocate 4.0 existing FTE at this level.
- Recommendation 7. Fill the existing correctional officer vacancies.
- Recommendation 8. Establish metrics to quantify jail workload and begin collecting these data for future analysis.
- Recommendation 9. Add 2.0 FTE correctional officers per shift when the closed control room and related housing unit reopens to ensure the facility has proper resources given staff absences.
- Recommendation 10. Develop workload metrics and compile data to evaluate future staffing needs related to jail maintenance.
- Recommendation 11. Develop policies and procedures to ensure that all activity for field units is accurately tracked.
- Recommendation 12. Increase staffing in patrol by 1.0 FTE deputy sheriff per shift and discontinue the practice of having sergeants provide the primary response.
- Recommendation 13. Fill the current deputy sheriff vacancies.
- Recommendation 14. Evaluate the County's cost allocation methodology to ensure it includes all direct and indirect expenses related to the agreement with the City of Live Oak.
- Recommendation 15. Expand the data collection and reporting capabilities of the CAD system to include all workload components related to the City of Live Oak.
- Recommendation 16. Transition existing and future agreements for law enforcement services to provide baseline services and include provisions for recovering the cost of additional services above baseline.
- Recommendation 17. Purchase and deploy a traffic speed trailer.
- Recommendation 18. Fill existing vacancies within the communications unit.
- Recommendation 19. Reassign case filing responsibilities to the Operations Division (Investigations).
- Recommendation 20. Hire two community services officers for the Investigations Unit.

Recommendation 21. Engage in a teambuilding / leadership workshop with agency management and supervision.

Recommendation 22. Fill a civilian position to coordinate the agency's training needs.

Attachment B – Existing and Recommended Positions

Position Title	Existing FTE	Recommended FTE	Comments
Administrative Services Officer	1	1	
Administrative Assistant (Sheriff)	1	1	
Communications Manager	1	1	
Community Services Officer	2	4	
Correctional Food Supervisor	1	1	
Correctional Food Worker	3	3	
Correctional Lieutenant	1	1	
Correctional Officer	54	58	
Correctional Sergeant	5	6	
Correctional Technician	1	0	See Recommendation 4 ¹⁰
Deputy Sheriff	42	46	
Dispatch Supervisor	4	4	
Dispatcher I/II	9	9	
Division Commander / Captain	2	2	
Evidence Technician	1	1	
Legal Specialist	2	2	
Patrol Lieutenant	4	4	
Records Technician	3	3	
Secretary / Law	3	3	
Senior Correctional Officer	0	4	New Position (Recommendation 6)
Sheriff / Coroner	1	1	
Sheriff Sergeant Detective	7	7	
Training Coordinator	0	1	New Position (Recommendation 22)
Undersheriff	1	1	
TOTAL	149	164	

¹⁰ This recommendation involves the expanded use of correctional technicians in the jail, where some or all the vacant correctional officer positions could instead be filled with this civilian classification.

Attachment C – Peer Agency Comparison

Introduction

Sutter County engaged Management Partners to evaluate the Sheriff's Office with the goal of maximizing efficiency and ensuring effective staffing levels. As part of the engagement Management Partners conducted a survey of five peer California counties to compare best practices and performance metrics. The data presented were provided from the peer agencies in response to a detailed survey developed by Management Partners. The data are presumed to be accurate. This document shows the full results of the peer comparison survey.

Framework for Selecting Comparable Peers

It is important to establish objective criteria to guide the peer selection process. This helps to select comparable communities with similar service profiles and somewhat similar levels of resources to serve as peers.

We have found that selection criteria for identifying peers vary depending on the objectives of the comparison. For example, a sheriff's department might consider the size of the geographic area to narrow the range of comparable peers; that same criterion may not be appropriate when analyzing peers for an administrative services department.

Management Partners used the data points below to frame this analysis.

1. ***County Population.*** This indicator reflects the size of the population served by the county. Similar size often results in peers with similar agencies, services, and community needs.
2. ***Median Household Income.*** This indicator reflects the median income in the county and correlates to the size of the tax base. Including peers that have similar income levels helps with resource comparability.
3. ***Square Miles.*** The size of a county can affect the distance a deputy may be forced to travel. Including peers with similar geographic size helps with staffing comparability.
4. ***Location.*** Management Partners prioritized similar counties located in more rural areas, due to Sutter County's location and in recognition of regional differences in deployment needs.
5. ***Budget and Staffing.*** This indicator reflects the scale of an organization. Including similarly sized organizations allows for a more robust comparison.

Identifying Peers for Sutter County City

Based on the data points above, Management Partners reviewed all counties in California using information from the United States Census Bureau and publicly available budget information. Table 1 shows the peer agencies reviewed by Management Partners.

Table 1. Sutter County Potential Peers

County	2021 Population Estimate ¹	Household Income ¹	Square Miles ¹	FY 2020-21 Sheriff's Office Expenditures	Number of Positions	Expenditures per Capita
San Benito	63,526	\$86,958	1,339	\$19,743,017	68	\$311
Lake	63,940	\$47,040	1,256	\$35,391,419	150	\$554
Tehama	65,084	\$44,514	2,949	\$23,285,492	115	\$358
Yuba	79,407	\$58,054	632	\$43,859,410	183	\$478
Mendocino	86,669	\$51,416	3,506	\$36,590,631	187	\$422
Nevada	97,466	\$66,096	958	\$41,313,998	170	\$430
Sutter	101,289	\$59,050	602	\$31,481,962	150	\$301
Humboldt	130,851	\$48,041	3,568	\$44,709,361	296	\$342
Kings	152,543	\$57,848	1,389	\$47,734,183	311	\$307
Madera	158,474	\$57,585	2,137	\$48,280,816	230	\$416
Butte	219,186	\$52,537	1,636	\$61,902,177	290	\$276
Yolo	220,500	\$70,228	1,015	\$52,147,507	277	\$236

¹ 2015-2019 United States Census Estimate

Background and Budget Comparison

Tables 2 and 3 and Figures 1 through 4 show the results of survey responses about background and budget information. The Sutter County Sheriff's Office (SCSO) budget is 8% of the total County budget, the lowest such percentage among all peer agencies. SCSO is in alignment with the peer agency average of patrol, jail, and overtime budgets as a percentage of the total sheriff's office budget.

Table 2. Population, Patrol Area, and Number of Stations

Agency	Population Served	Size of Patrol Area (square mileage)	Number of Stations	Number of Substations
Butte County	67,599	1,600	1	3
Kings County	33,162	1,392	1	7
Madera County	70,000	2,130	1	3
Nevada County	100,000	933	1	1
Sutter County	38,000	604	1	1
Yuba County	59,347	644	1	2

Table 3. Budgets for FY 2021-22

Agency	Total County Budget	Sheriff's Office Budget	Patrol Budget	Jail Budget	Overtime Budget
Butte County	\$721,500,000	\$61,902,177	\$23,527,609	\$28,906,386	\$2,876,985
Kings County	\$398,939,197	\$47,734,183	\$12,915,984	\$25,530,401	\$2,386,000
Madera County	\$414,984,007	\$48,280,816	\$29,179,782	\$19,101,034	\$1,413,500
Nevada County	\$299,864,980	\$41,313,998	\$13,682,608	\$16,019,349	\$1,652,719
Sutter County	\$402,659,849	\$31,481,962	\$12,424,105	\$14,195,791	\$1,301,000
Yuba County	\$248,465,883	\$43,859,410	\$19,986,824	\$20,417,174	\$724,523

Figure 1. Sheriff's Office Budget as a Percentage of Total County Budget

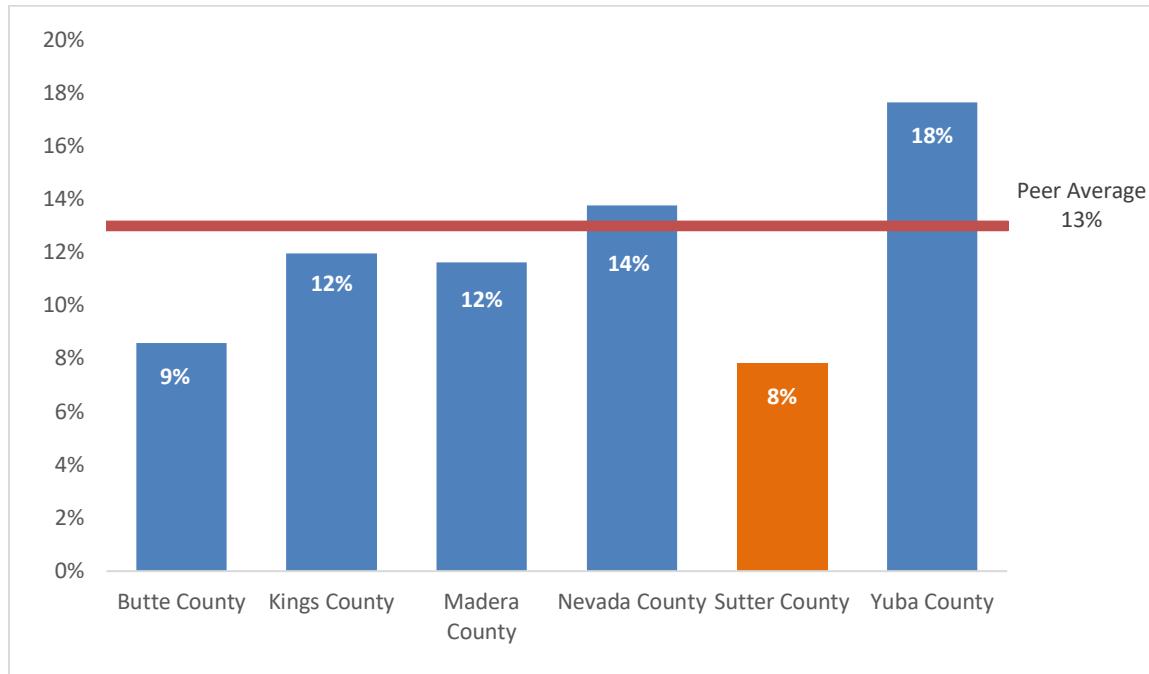


Figure 2. Patrol Budget as a Percentage of Total Sheriff's Office Budget

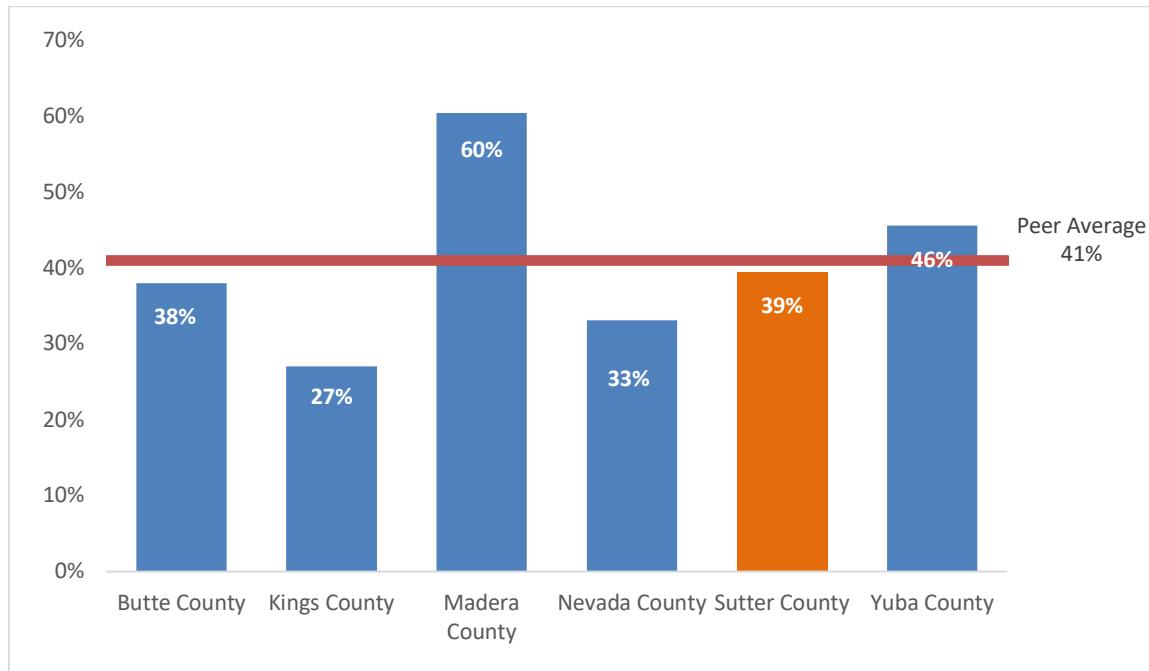


Figure 3. Jail Budget as a Percentage of Total Sheriff's Office Budget

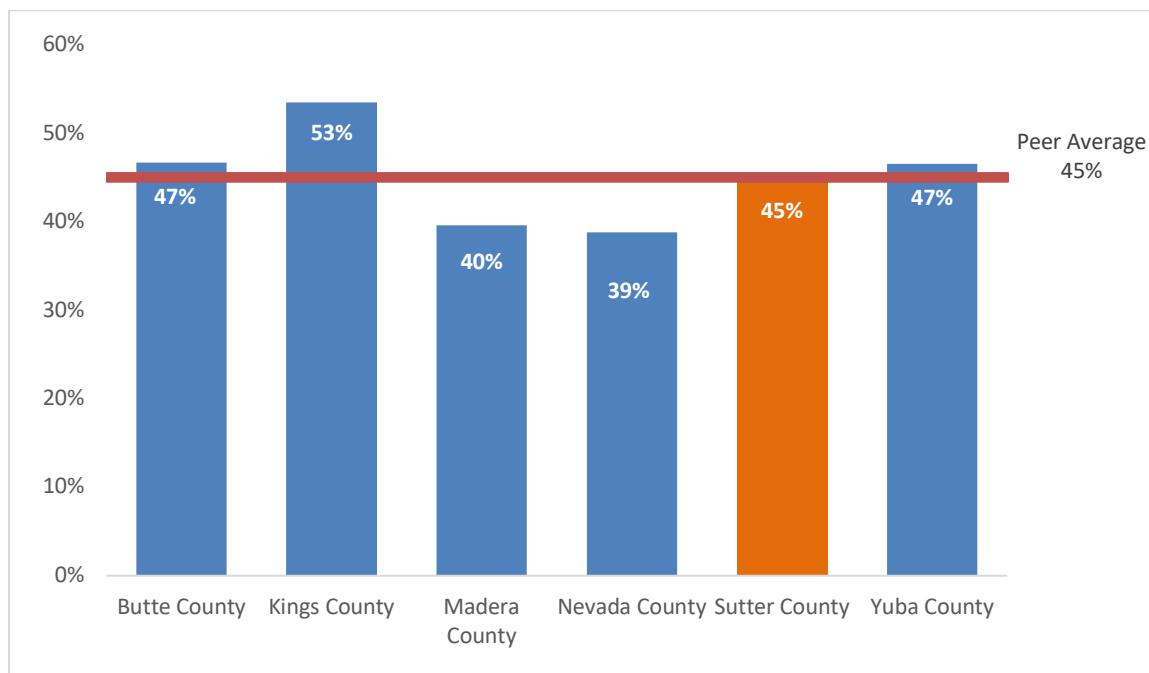
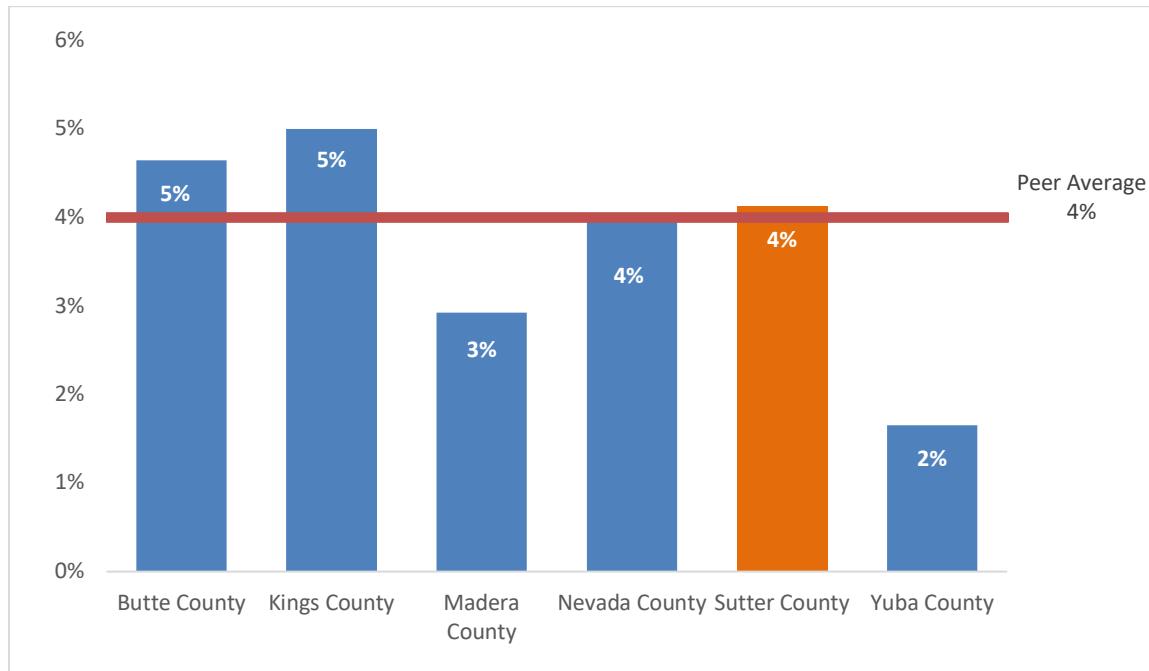


Figure 4. Overtime Budget as a Percentage of Total Sheriff's Office Budget



Staffing Comparison

Authorized Positions

Tables 4 through 11 detail the authorized positions in each agency by division and indicate whether the position is sworn or civilian. As shown in Table 11, Sutter County has the second fewest civilians as a percentage of total staff.

Table 4. Total Authorized Personnel by Division

Agency	Administration	Patrol	Detective	Internal Affairs	Jail	Dispatch	Court	Coroner	Other	Total
Butte County	27	93	23	0	120	14	13	0	0	290
Kings County	24	45	20	3	173	18	15	3	10 ¹	311
Madera County	28	71	14	0	104	9	0	3	1 ²	230
Nevada County	19	45	8	4	69	12	6	2	5 ³	170
Sutter County	12	43	10	0	57	13	9	0	6 ⁴	150
Yuba County	8	62	11	0	68	18	8	0	8 ⁵	183

¹Animal Services

²Office Assistant

³Animal Control

⁴Records

⁵Animal Care Services

Table 5. Number of Authorized Personnel for Administration Services

Agency	Civilian	Sworn	Total
Butte County	21	6	27
Kings County	18	6	24 ¹
Madera County	23	5	28
Nevada County	17	2	19
Sutter County	3	9	12
Yuba County	6	2	8

¹Includes Civil and Court Liaison Deputy

Table 6. Number of Authorized Personnel for Patrol Services

Agency	Civilian	Sworn	Total
Butte County	8	85	93
Kings County	0	45	45 ¹
Madera County	0	71	71
Nevada County	0	45	45
Sutter County	3	40	43
Yuba County	7	55	62

¹Includes four school resource officers

Table 7. Number of Authorized Personnel for Detective Services

Agency	Civilian	Sworn	Total
Butte County	10	13	23
Kings County	3	17	20
Madera County	0	14	14
Nevada County	0	8	8
Sutter County	2	8	10
Yuba County	2	9	11

Table 8. Number of Authorized Personnel for Jail Services

Agency	Civilian	Sworn	Total	Percent Civilian
Butte County	28	92	120	23%
Kings County	54	119	173	31%
Madera County	15	89	104	14%
Nevada County	67 ¹	2	69	97%
Sutter County	5	52	57	9%
Yuba County	8	60	68	12%

¹Correctional Officers in Nevada County are not sworn

Table 9. Number of Authorized Personnel for Dispatch Services

Agency	Civilian	Sworn	Total
Butte County	14	0	14
Kings County	17	1 ¹	18
Madera County	9	0	9
Nevada County	12	0	12
Sutter County	13	0	13
Yuba County	3	15	18 ²

¹This sworn position is a commander

²This includes records staff

Table 10. Number of Authorized Personnel for Court Services

Agency	Civilian	Sworn	Total
Butte County	11	2	13
Kings County	0	15	15
Madera County	N/A	N/A	13
Nevada County	0	6	6
Sutter County	0	9	9
Yuba County	2	6	8

Table 11. Total Authorized Personnel

Agency	Civilian	Sworn	Total	Percent Civilian
Butte County	92	198	290	32%
Kings County	103	208	311	33%
Madera County	51	179	230	22%
Nevada County	103	67	170	61%
Sutter County	31	119	150	21%
Yuba County	36	147	183	20%

Civilian Staff

Table 12 summarizes the civilian position titles by agency while information about the number of FTE and the assignments for each position is shown by agency in Tables 13 through 17.

Table 12 highlights the differences in civilian positions by showing in red those that are not present in Sutter County. Butte County uses civilian correctional technicians in the jail while every other agency uses sworn correctional personnel. Butte, Kings, and Yuba counties each use civilians as evidence technicians or crime analysts while Sutter County does not.

Table 12. Civilian Position Titles

Agency	Civilian Position Titles
Butte County	Correctional Technician ¹ Sheriff's Clerk Investigative Assistant Information Systems Evidence Technician Court Security Officer Sheriff's Administrative Assistant, Senior
Kings County	Secretary, Fiscal Analyst, Account Tech Department Specialist Records Manager/Clerks Evidence/Fingerprint Technician, Investigative Assistant Dispatchers Detention Tech, Clerks, Cooks Animal Services
Madera County	Administrative Assistant/ Admin Analyst Corrections Record Specialist II Accounting Technician II Human Resources Technician II Program Assistant I/II/Senior Business System Analyst II/ Maintenance Communications Dispatcher
Sutter County	Communications Manager Administrative Services Officer-Law Administrative Assistant to Sheriff and Secretary

Agency	Civilian Position Titles
	Sheriff Legal Specialist & Criminal Records Techs and Accounting Tech Community Service Officers and Evidence Tech Dispatchers and Dispatch Supervisor Jail Food Service Worker and Supervisor
Yuba County	Administrative Services Manager, Executive Assistant Finance Manager, Fiscal Analyst, Senior Accountant, Accounting Tech Evidence Tech, Crime Analyst Community Services Officer Communications Manager, Records Clerk Civil Services Associate, Office Specialist Animal Care Services Manager, Officer, Tech, Administrative Tech, Office Specialist

¹Red indicates a civilian position that Sutter County does not have

Table 13. Sutter County Sheriff's Office Civilian Position Titles, FTE, and Assignments

Position Title	FTE	Assignments
Communications Manager	1	Dispatch/Records Commander
Administrative Services Officer-Law	1	Finance
Administrative Assistant to Sheriff and Secretary	4	Sheriff Secretary and other law secretaries
Sheriff Legal Specialist, Criminal Records Techs, Accounting Tech	5	Civil, Records, Finance Staff
Community Service Officers, Evidence Technician	3	Non-sworn community service officers and evidence
Dispatchers and Dispatch Supervisor	13	911 Dispatchers
Jail Food Service Workers and Supervisor	4	Food services for inmates

Table 14. Butte County Sheriff's Office Civilian Position Titles, FTE, and Assignments

Position Title	FTE	Assignments
Correctional Technician	20	
Sheriff's Clerk	13	
Investigative Assistant	5	
Information Services	5	
Evidence Technician	3	
Court Security Officer	11	
Sheriff's Administrative Assistant, Senior	1	

Table 15. Kings County Sheriff's Office Civilian Position Titles, FTE, and Assignments

Position Title	FTE	Assignments
Secretary, Fiscal Analyst, Account Technician	5	Administrative duties to Sheriff, administrative staff, budget, payroll
Department Specialist	5	Concealed Carry Weapons, Civil, Live Scan, Jail administration, reception duties
Records Manager/Clerks	8	Records
Evidence/Fingerprint Technician, Investigative Assistant	4	Evidence storage, latent analysis, Coroner assistance
Dispatchers	17	Dispatch
Detention Technician, Clerks, Cooks	54	Jail doors, cameras, no inmate contact
Animal Services	10	Field and shelter services

Table 16. Madera County Sheriff's Office Civilian Position Titles, FTE, and Assignments

Position Title	FTE	Assignments
Administrative Assistant/ Administrative Analyst	2	Administration
Corrections Record Specialist II	5	Jail Records Division
Accounting Technician II	2	Accounting Division
Human Resources Technician II	2	Human Resources
Program Assistant I/II/Senior	23	Jail Division/Records/Coroner/Detectives
Business System Analyst II/ Maintenance	2	Jail Division
Communications Dispatcher	9	Dispatch

Table 17. Yuba County Sheriff's Office Civilian Position Titles, FTE, and Assignments

Position Title	FTE	Assignments
Admin Services Manager, Executive Assistant	2	Administration
Finance Manager, Fiscal Analyst, Senior Accountant, Accounting Tech	4	Finance
Community Services Officer, Evidence Tech, Crime Analyst	7	Support services
Community Services Officer	2	Detective Division
Communications Manager, Records Clerk	1	Dispatch and records
Civil Services Associate, Office Specialist	2	Courts
Animal Care Services Manager, Officer, Tech, Administrative Tech, Office Specialist	8	Animal care services

Scheduling, Shift Staffing, and Response Time

Tables 18 and 19 show patrol shift scheduling, average staffing, minimum staffing, and average response times. Each agency uses a similar shift schedule (either 3/12, 4/12, 4/10 or a combination thereof). Sutter and Yuba counties have the fewest patrol staff per shift at just four while Madera County has the most at 11. Sutter County similarly allows the fewest minimum patrol staffing levels.

The average response times from call pickup to first arrival on scene vary greatly between agencies though in general Sutter County response times are among the longest in the peer group.

Table 18. Patrol Shift Schedule, Average Patrol Staffing, Minimum Patrol Staffing Levels

Agency	Patrol Shift Schedule	Average Patrol Staff per Shift	Minimum Patrol Staffing Level
Butte County	4/12 (3 days on 4 off/4 days on 3 off)	10	10
Kings County	4/12	9.5	5
Madera County	3/12	11	6
Nevada County	Hybrid (4/10 and 3/12)	7	
Sutter County	3/12	4	4
Yuba County	4/10 Sunday to Wednesday 3/12 Thursday to Saturday ¹	4	4 on days; 5 on swings; 3 on graveyard

¹The 3/12 shift has an additional eight-hour day every other week

Table 19. Average Response Time from Call Pickup to First Arrival on Scene

Agency	Priority 1 Calls	Priority 2 Calls	Priority 3 Calls	All Other Calls
Butte County	05:41	14:30	31:10	
Kings County	08:52	10:08	09:43	13:06
Madera County	13:47	14:22	13:22	
Nevada County	17:00	18:00	26:00	23:00
Sutter County	15:59	20:46	25:57	38:02
Yuba County	08:25	09:19	09:43	12:42

Workload

Calls for Service

Table 20 and Figures 5 and 6 detail calls for service workload data. As Figure 5 shows, patrol personnel in Sutter County are responding to fewer calls for service than the peer average and

second fewest among the peer group. Similarly dispatch staff are responding to fewer calls for service than the peer average and third fewest among the peer agencies.

Table 20. Citizen Initiated Calls for Service from 2018 to 2020

Agency	2018	2019	2020
Butte County	54,552	51,648	55,178
Kings County	27,119	27,143	28,253
Madera County	24,321	23,493	34,639
Nevada County	28,851	29,220	32,574
Sutter County	19,276	19,951	20,782
Yuba County	22,640	22,832	24,224

Figure 5. Citizen Initiated Calls for Service per Patrol Authorized Personnel in 2020

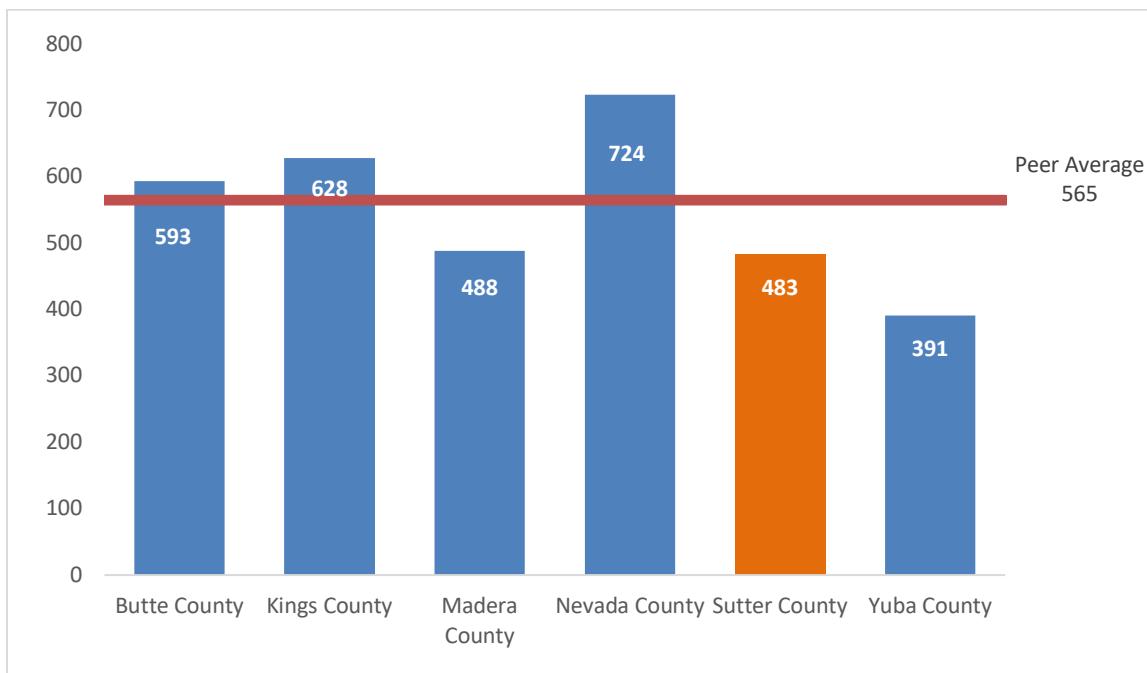
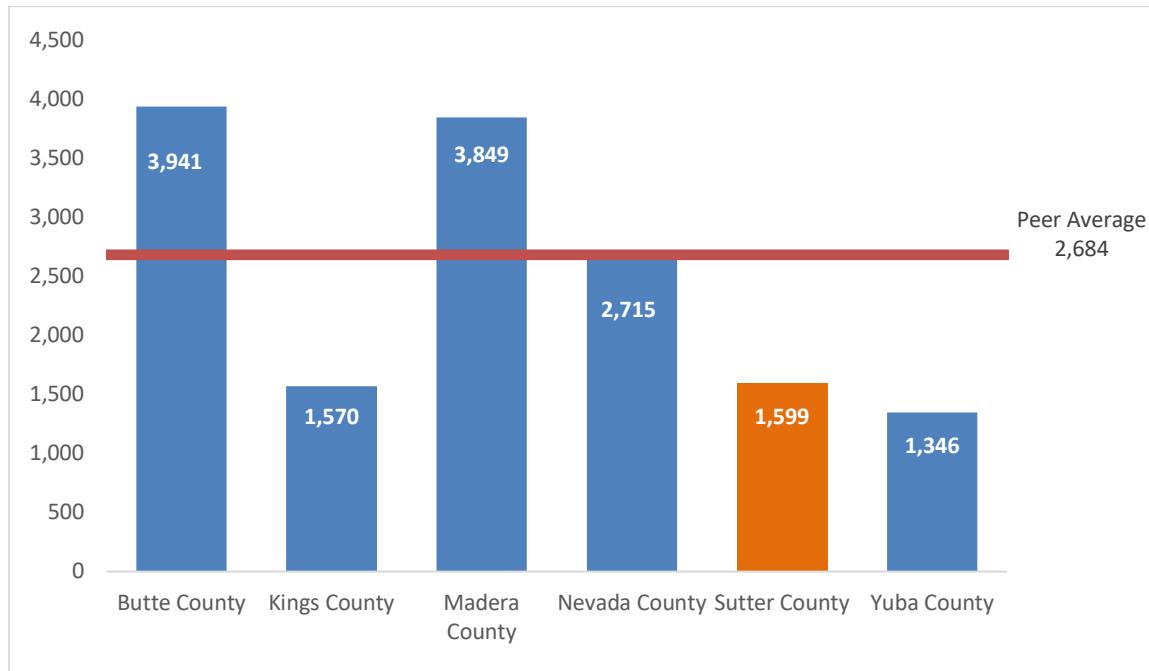


Figure 6. Citizen Initiated Calls for Service per Dispatch Authorized Personnel in 2020



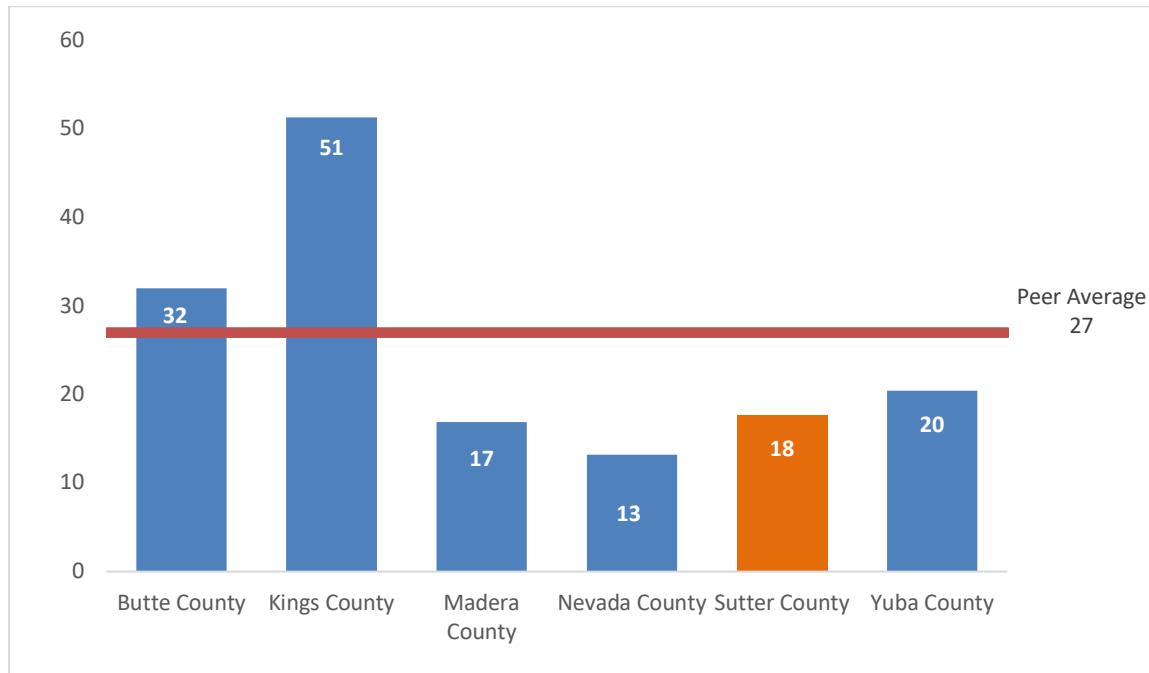
Arrests

Table 21 and Figure 7 detail the total arrests and arrests per patrol personnel in 2020. Sutter County patrol personnel are arresting fewer people than the peer average.

Table 21. Total Arrests from 2018 to 2020

Agency	2018	2019	2020
Butte County	4,014	3,980	2,979
Kings County	2,398	2,742	2,309
Madera County	1,068	1,165	1,200
Nevada County	1,333	946	595
Sutter County	707	860	760
Yuba County	1,790	1,922	1,267

Figure 7. Total Arrests per **Patrol** Authorized Personnel in 2020



Coroner Cases

Table 22 details the number of coroner cases in each agency between 2018 and 2020.

Table 22. Coroner Cases from 2018 to 2020

Agency	2018	2019	2020
Butte County	871	778	902
Kings County	400	393	633
Madera County	467	438	573
Nevada County	532	473	511
Sutter County	91	101	127
Yuba County	246	339	277

Jail

Information about each agency's jail operation is shown in Tables 23 through 27 and Figures 8 and 9. Sutter County has an older jail facility but has updated the facility more recently than other peers. Sutter County has the second fewest jail staff on average per shift at 10, above only Nevada County at 8.

During the three-year period from 2018 to 2020 Sutter County consistently had the lowest percent of jail beds occupied per day among all peer agencies. Additionally, Sutter County is below the peer average of the number of jail beds occupied per day per jail authorized

personnel. In other words, jail personnel in Sutter County are responsible for monitoring fewer occupied jail beds, on average, than the peer agencies.

Tables 28 through 30 and Figure 10 show bookings data. Sutter County is slightly above the peer average of bookings per jail authorized personnel.

Table 23. Age of Jail Facility and Number of Pods

Agency	Age of Jail Facility	Total number of Pods
Butte County	57 years (main facility); 27 years (west facility)	12 pods in West Facility
Kings County	15 years (with additional construction phases in 2018 and 2019)	3 Housing Pods, 1 Mental Health Unit and 1 Out-Patient Housing unit
Madera County	33 years (updated in 2011)	12
Nevada County	30 years	3 pods, booking, medical
Sutter County	44 years (updated in 2019)	20 separate housing units (3 pods; two in operation)
Yuba County	59 years (updated in 1992)	18

Table 24. Jail Shift Schedule, Average Staffing, and Minimum Staffing

Agency	Jail Shift Schedule	Average Jail Staffing per Shift	Minimum Jail Staffing Level
Butte County	0700 to 1900 and 1900 to 0700	16	16
Kings County	Sworn staff in posted positions work 12-hour shifts	17 sworn housing/ booking positions 6 to 7 support staff positions	N/A
Madera County	2300 to 0700 0700 to 1500 1500 to 2300	12 staff and 1 watch commander	11 officers + 1 supervisor on 2300 to 0700 shift; 12 officers + 1 supervisor on all other shifts
Nevada County	3/4 12-hour shifts	8	7
Sutter County	3-4/12-hour shifts	10	9 officers + 1 supervisor on days; 8 officers +1 supervisor on nights
Yuba County	36/44-hour work weeks	12 days/9 nights	9 days/8 nights

Table 25. Number of Jail Beds

Agency	Number of Beds for Males	Number of Beds for Females	Total Number of Beds
Butte County	516	98	614
Kings County	N/A	N/A	637 ¹
Madera County	474	90	564
Nevada County	216	58	274
Sutter County	318	78	396
Yuba County	364	64	428

¹Units may be male or female based on population need

Table 26. Average Number of Jail Beds Occupied per Day from 2018 to 2020

Agency	2018	2019	2020
Butte County	558	563	506
Kings County	534	589	548
Madera County	478	500	417
Nevada County	230	207	188
Sutter County	258	245	189
Yuba County	355	368	265

Table 27. Average Percent of Jail Beds Occupied per Day from 2018 to 2020

Agency	2018	2019	2020
Butte County	91%	92%	82%
Kings County	84%	92%	86%
Madera County	85%	89%	74%
Nevada County	84%	76%	69%
Sutter County	65%	62%	48%
Yuba County	83%	86%	62%
Peer Average	85%	87%	75%

Figure 8. Average Percent of Jail Beds Occupied per Day from 2018 to 2020

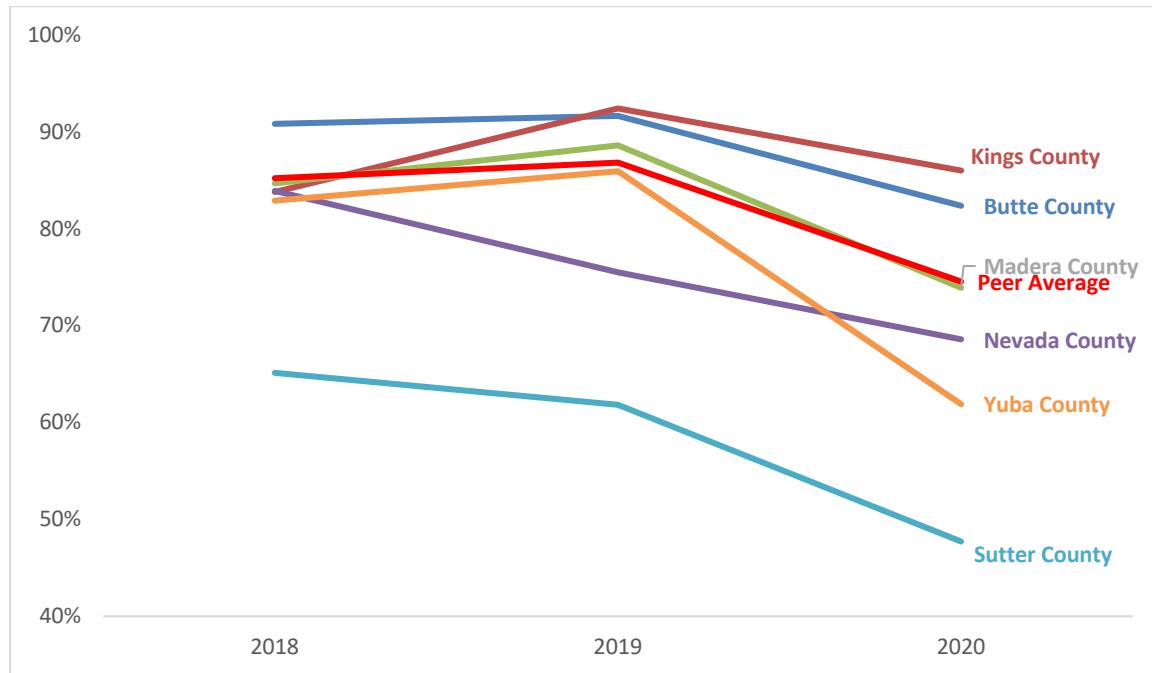


Figure 9. Average Number of Jail Beds Occupied per Day per Jail Authorized Personnel in 2020

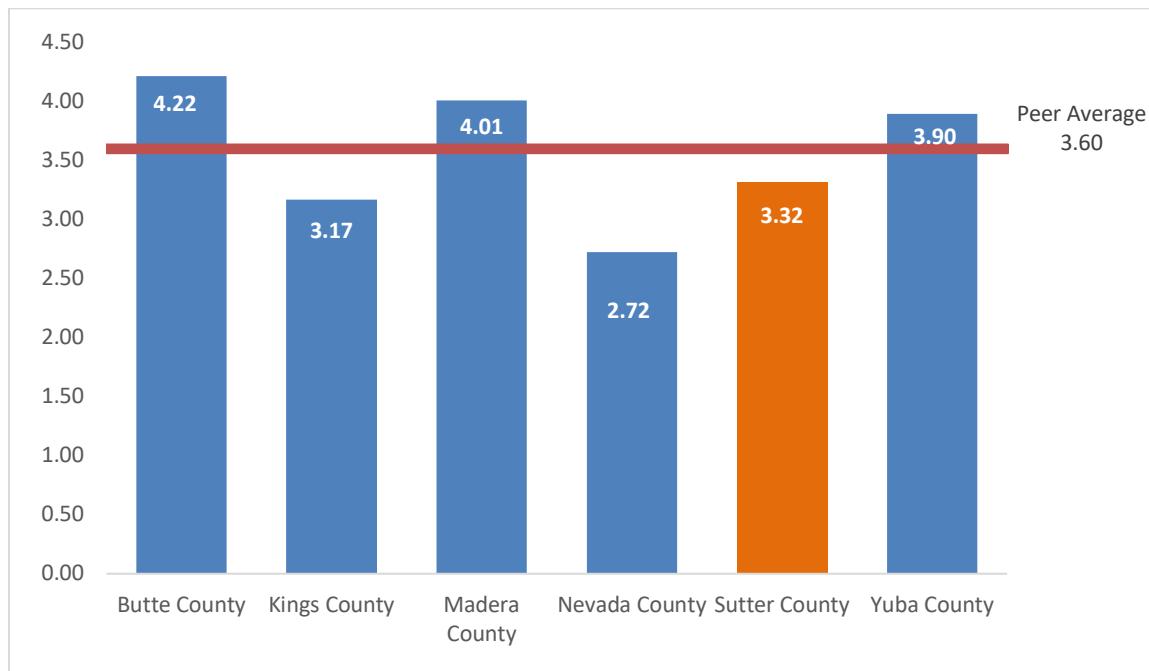


Table 28. Total Bookings from 2018 to 2020

Agency	2018	2019	2020
Butte County	13,584	12,864	9,002
Kings County	6,588	6,721	4,766
Madera County	5,449	5,543	4,187
Nevada County	4,204	3,770	2,287
Sutter County	4,716	4,799	2,833
Yuba County	5,337	5,466	2,998

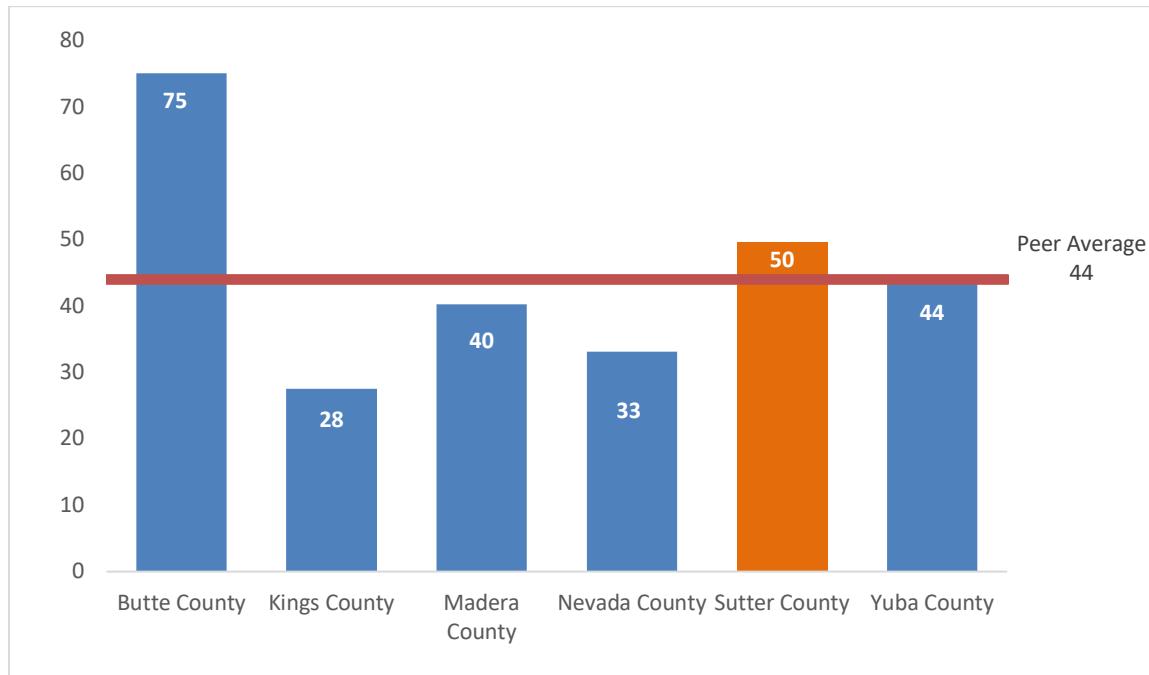
Table 29. Total Felony Bookings from 2018 to 2020

Agency	2018	2019	2020
Butte County	4,143	4,068	3,459
Kings County	N/A	N/A	N/A
Madera County	4,795	4,878	3,685
Nevada County	1,199	1,179	897
Sutter County	1,715	1,669	1,121
Yuba County	2,899	2,890	1,572

Table 30. Total Misdemeanor Bookings from 2018 to 2020

Agency	2018	2019	2020
Butte County	8,052	7,205	4,993
Kings County	N/A	N/A	N/A
Madera County	654	556	502
Nevada County	2,809	2,452	1,353
Sutter County	3,001	3,130	1,712
Yuba County	2,438	2,576	1,426

Figure 10. Total Bookings per Jail Authorized Personnel in 2020



Best Practices

Table 31 describes the various work release programs in each peer. SCSO is the only agency that dedicates fewer than 1 FTE to the administration of the work release program. Butte County uses 10 FTE, Kings County uses 4 FTE, and Yuba County uses 2 FTE while Nevada County does not have a work release program.

Table 32 shows whether the peers share the dispatching function with other agencies. While Sutter County does not share the dispatching function, Butte, Kings and Yuba counties provide dispatch for other regional agencies and partners.

Table 33 details the contracted services each agency provides. Sutter County provides contracted services to Live Oak and Yuba City and is the only peer to provide contract police dispatch service to other agencies. Kings County and Yuba County each provide animal care services through a contract to other agencies.

Table 31. Work Release Programs

Agency	How is your work release program managed?
Butte County	Sheriff's Work Alternative Program Alternative Custody Day Center Program - currently 10 FTE. Coordinate w/ education office/various count agencies/vendor provide programming. Currently 124 on programs. Varies due to COVID-19
Kings County	We have one Programs Senior Deputy and three Detentions Deputies assigned to the Programs Unit. Animal Services, County Shop, the remainder of the job sites are on site at the jail. The program includes auto detail, wood splitting, pheasant program, and kitchen and laundry service. County Shop/Animal Services pick up and supervise the inmate workers while at the job site. The work sites at the jail are monitored by Programs Deputies.
Madera County	The work release program is managed by the county parole board. The board is able to assign the applicants to a supervised work detail with our community service office or the animal shelter. The number of prisoners varies from month to month depending on their release dates.
Nevada County	We do not have a work release program. We have a Home Detention and Weekender Program. We have 1 Correctional Officer assigned to the program. The number of inmates that participate fluctuates (generally one to five at a time).
Sutter County	Work release is overseen by one Correctional Officer who spends 60% of his time on work release program.
Yuba County	Manager: Admin Services Manager (1) SWAP program officer (Correctional Officer) (1) SWAP Community Service Officer Typically <10 participants a month

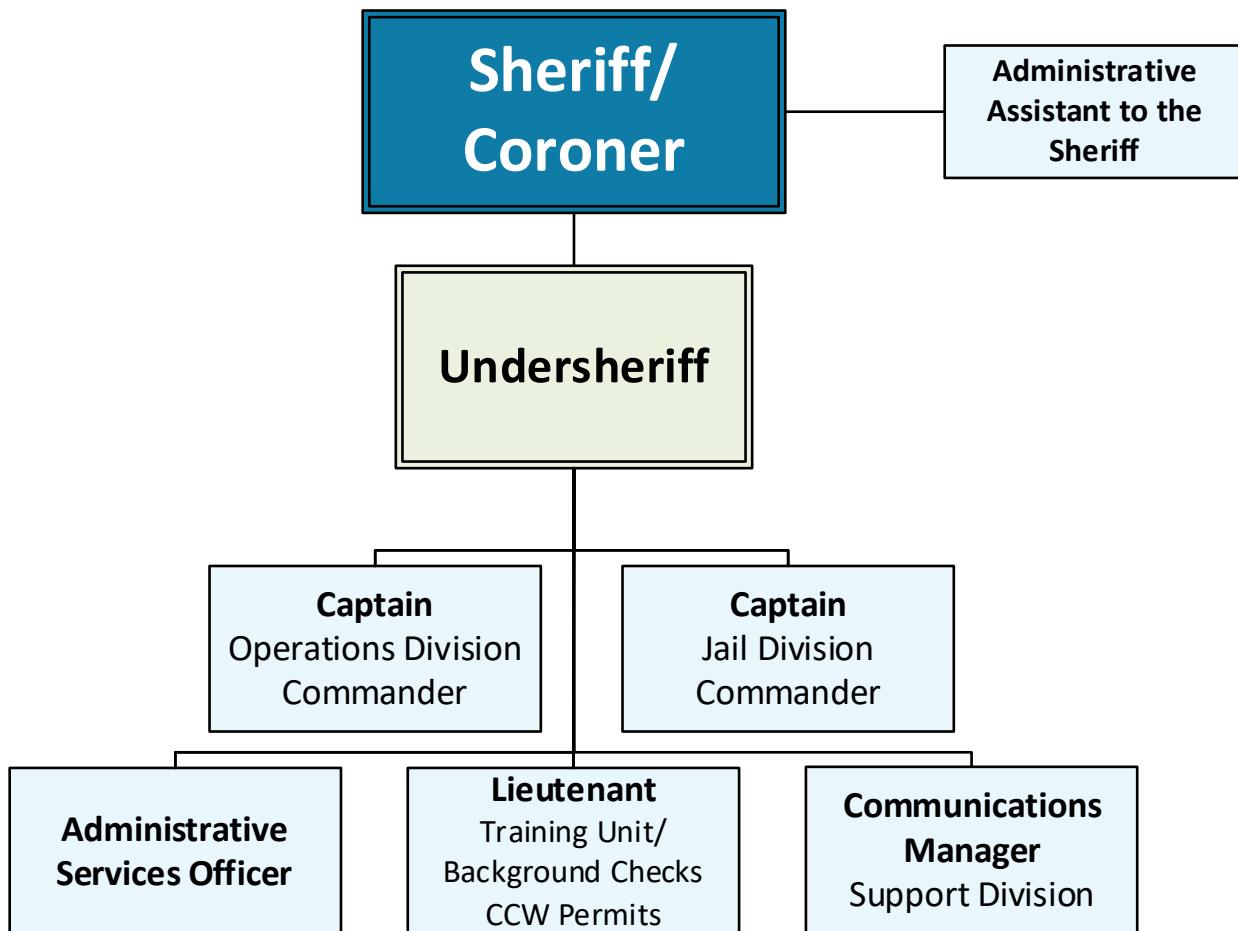
Table 32. Dispatch Shared Services

Agency	Do you share dispatch services with other law enforcement or fire agencies? If so with whom?
Butte County	Dispatch for Paradise Police and Town of Biggs
Kings County	Dispatch for Probation, District Attorney, Welfare Investigators, County Fire in addition to Police/Fire for City of Avenal
Madera County	No
Nevada County	No Response
Sutter County	No
Yuba County	Dispatch for Wheatland PD, Yuba College PD, Linda Fire, Olivehurst Fire, Wheatland Fire and Yuba County Probation

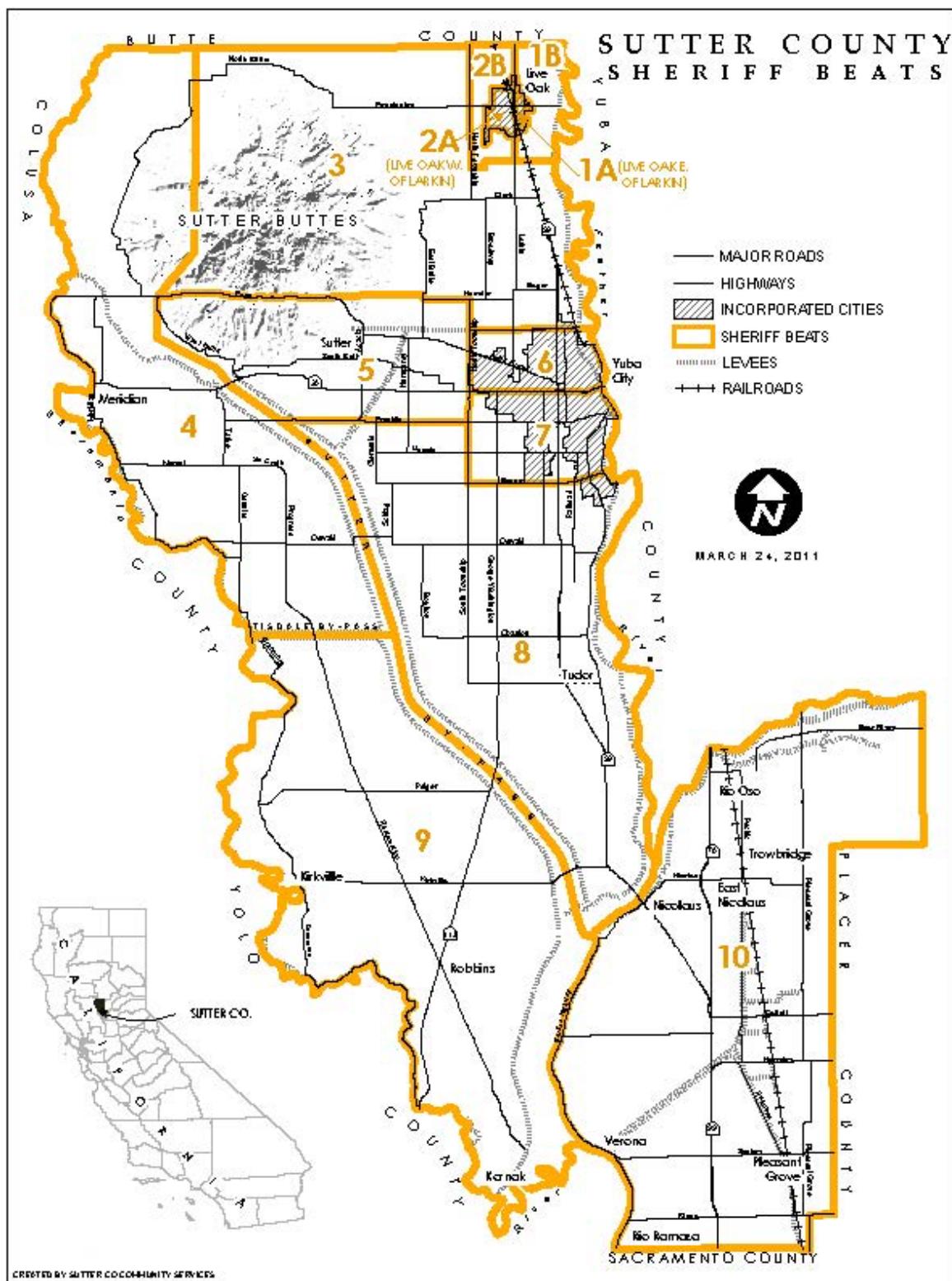
Table 33. Contract Services

Agency	Do you provide any services to other jurisdictions? If so, what services? How is it arranged?
Butte County	Dispatch services via contract to Paradise Police Department and Town of Biggs
Kings County	Animal Shelter serves City of Hanford, Lemoore and Corcoran via MOU.
Madera County	No
Nevada County	No Response
Sutter County	There could be mutual aid or automatic aid with surrounding agencies for fire or medical related calls. If Code 55 or 1199 is called, per MOU, dispatch will notify patrol and they will post or respond based on the instructions. Contract for Live Oak PD and portions of Yuba City.
Yuba County	Contracts: Animal Care Services to City of Wheatland and City of Marysville; ICE Detainee Housing, USFS Campground and Controlled Substances, Range Usage for Yuba College PD, CHP, Marysville Police Department and Wheatland Police Department, Marysville Joint School District-School Resource Officer

Attachment D – Revised Organization Chart



Appendix 1 – Beat Map



Appendix 2 – Excerpt from Los Angeles County Agreement for Law Enforcement Services with City of Commerce



LOS ANGELES COUNTY SHERIFF'S DEPARTMENT

CONTRACT CITY LAW ENFORCEMENT SERVICES
Service Level Authorization



CITY: *Commerce*

FISCAL YEAR: 2013 - 2014

EFFECTIVE DATE: 7/1/2013

CODE #	SERVICES	TOTAL SERVICE UNITS PURCHASED			CONTRACT LAW USE ONLY
		NEW	PREVIOUS	CHANGE	
306	DEPUTY SHERIFF SERVICE UNIT				
	40 Hour	0.0000	0.0000	0.0000	
	56 Hour	11.0000	11.0000	0.0000	
	70 Hour	0.0000	0.0000	0.0000	
310	Non-Relief	4.0000	4.0000	0.0000	
301	DEPUTY SHERIFF SERVICE UNIT (BONUS LEVEL)				
	40 Hour	0.0000	0.0000	0.0000	
	56 Hour	0.0000	0.0000	0.0000	
303	70 Hour	0.0000	0.0000	0.0000	
	Non-Relief	0.0000	0.0000	0.0000	
305	GROWTH DEPUTY, UNITS (Non-Relief Only)				
	Deputy	0.0000	0.0000	0.0000	
	Deputy (with a dedicated vehicle)	0.0000	0.0000	0.0000	
	Deputy, B-1	0.0000	0.0000	0.0000	
335	Deputy, B-1 (with a dedicated vehicle)	0.0000	0.0000	0.0000	
358	GRANT UNITS (Non-Relief Only)				
	Deputy	0.0000	0.0000	0.0000	
	Deputy (with a dedicated vehicle)	0.0000	0.0000	0.0000	
383	Deputy B-1	0.0000	0.0000	0.0000	
	Deputy B-1 (with a dedicated vehicle)	0.0000	0.0000	0.0000	
360	SUPPLEMENTAL POSITIONS (Non-Relief Only)				
	Lieutenant	0.0000	0.0000	0.0000	
	Sergeant (SAO)	0.0000	0.0000	0.0000	
	Sergeant (Motor)	0.0000	0.0000	0.0000	
348	Watch Deputy	0.0000	0.0000	0.0000	
	Motor Deputy	3.0000	3.0000	0.0000	
	CSA	0.0000	0.0000	0.0000	
	Security Officer	0.0000	0.0000	0.0000	
349	Law Enforcement Tech	1.0000	1.0000	0.0000	
	Operations Asst I	0.0000	0.0000	0.0000	
	Operations Asst II	0.0000	0.0000	0.0000	
	Operations Asst III	0.0000	0.0000	0.0000	
351	Station Clerk II	0.0000	0.0000	0.0000	
	Crime Analyst	0.0000	0.0000	0.0000	
	Custody Assistant	0.0000	0.0000	0.0000	
	Other (Need to insert cost on Pg 2)	0.0000	0.0000	0.0000	

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**CITY OF COMMERCE
 ESTIMATED LAW ENFORCEMENT BUDGET
 FISCAL YEAR 2013/2014**

**STATUS QUO
 RATES REFLECT 2.40% UNIT COST INCREASE**

	UNIT COST	# of UNITS	FY 2013-2014 PROJECTED COST
GENERAL LAW ENFORCEMENT			
One Deputy (40 hours non-relief)	\$236,962	1	\$ 236,962
One Deputy (56 hours)	\$364,921	8	\$ 2,919,372
TRAFFIC LAW ENFORCEMENT			
Law Enforcement Technician	\$ 84,201	1	\$ 84,201
One Deputy (56 hours)	\$364,921	3	\$ 1,094,764
Motor Deputy (non-relief)	\$249,942	3	\$ 749,826
SPECIAL ASSIGNMENTS			
Dedicated Sergeant	\$202,465	1	No Charge
Special Problems Team (non-relief)	\$236,962	3	\$ 710,886
General Law Enforcement Sub-Total:			\$ 5,573,088
4% Liability Insurance:			\$ 222,923
General Law Total			\$ 5,796,012
Helicopter Patrol (Supplemental) (Non-Life Threatening Incidents)	\$1164 (est. per hour)	12 hours (estimate)	\$ 13,968
Supplies and cell phones (Supplemental)			\$ 5,000
Supplemental Law Enforcement Sub-Total:			\$ 18,968
TOTAL:			\$ 5,814,980