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Improving performance to better serve our county residents

Countywide operational performance review –
Santa Barbara Sheriff's Office

October 2020

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Scope and methodology

The County of Santa Barbara (the County) contracted with KPMG LLP (KPMG) in May 2019 to conduct an operational and performance review of all County departments. The Sheriff's Office (the Office) review commenced in February 2020. The purpose of this review is to provide a high-level assessment of the Office, identify strengths and opportunities, and benchmark financial and operational areas with similar jurisdictions with the focus to improve the overall operational efficiency, effectiveness, and service delivery provided by the Office.

Over a 12-week period, the KPMG team conducted the following activities:

— **More than 55 interviews** with Office leadership and staff to understand the organizational structure, roles and responsibilities, operations, and processes of the Office

— **Analysis of data available, reports, and policy documents** to understand the demands upon and the operations of the Office

— **A benchmarking and leading practice review** was conducted of the County with eight recommended benchmark counties: Marin, Monterey, Placer, San Luis Obispo, Santa Cruz, Solano, Sonoma, and Tulare. Specific additional counties were analyzed based on feedback from Sheriff's Office leadership, subject matter experts, and available online information.

This report outlines the findings of the operations and performance review and details recommendations for the management of the Sheriff's Law Enforcement Operations and Custody Operations branches. These branches were selected as focus areas for the review as they are the largest subunits in the Sheriff's Office, with the largest number of resources and highest expenditures.

It is important to note that this review commenced prior to the COVID-19 pandemic however as revenue and cost constraints grow due to the economic impact of the COVID-19 pandemic, pressure will increase for law enforcement agencies to diagnose cost drivers and develop savings solutions—without undermining the delivery of public safety services to county residents. Given this fiscal environment, this report outlines recommendations to maximize the impact of the Sheriff's Office's available resources through strengthened budget and funding management, staffing and performance management, population and strategy management, and program management.

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Office orientation

Mission statement: The Sheriff's Office mission is to enforce the laws, uphold the U.S. and California Constitutions, and provide custody and support services, focusing on enhancing the quality of life of Santa Barbara's residents through effective partnerships, by protecting persons and property, and serving as role models to our community.

Sheriff responsibilities within the scope of this review:

1 Provision of law enforcement services for the unincorporated area of the County, plus the cities of Buellton, Carpinteria, Goleta, and Solvang by contract

2 Provision of correctional services for the entire County

As detailed on the previous page, the Law Enforcement Operations and Custody Operations branches were selected as focus areas for the review as they are the largest subunits in the Sheriff's Office, with the largest number of resources and highest expenditures.

Organizational structure
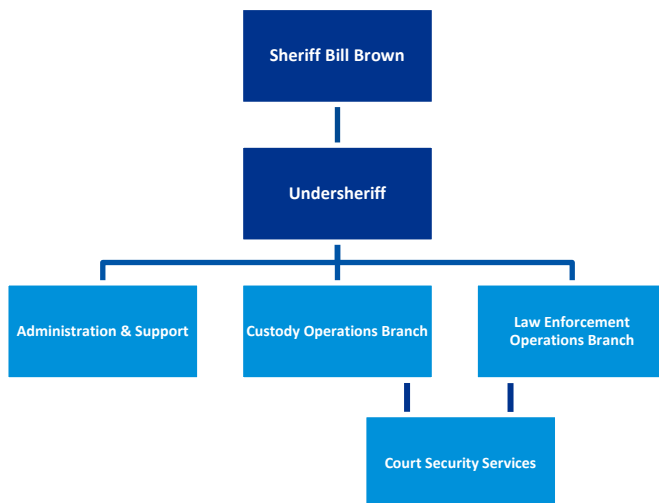
Recommended budget (2019–2020):

$154.8M	$1.3M	737.17
Operating expenses	Capital expenses	Full-time equivalents (FTE)

County benchmarks:

	Budgets in $'000	Santa Barbara County	Average
FY19	*Sheriff FTE*	737	572
	Percent of Enterprise	17.35%	15.49%
	Sheriff Budget	$154,871	$128,127
	Percent of Enterprise	13.57%	11.19%

*It is important to note that budgets may be driven by the number of contract cities within Law Enforcement Operations and rated bed capacity in Custody Operations, which vary across the benchmark counties.

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Commendations

Creation of the Sheriff's Service Technician position

The Sheriff's Office should be commended for the creation of the Sheriff's Service Technician (SST) position. Nationwide, counties are shifting eligible job responsibilities (such as administrative or analytical tasks) from law enforcement deputies to civilian staff. Designed to enable this in the County, the SST position is a highly versatile, civilian position that can be utilized in both custody and law enforcement-related job functions. This report details recommendations to expand the use of this position.

Sheriff's Treatment Program

The Sheriff's Treatment Program provides rehabilitative programming to inmates with the goal of addressing their underlying criminogenic needs. The program strives to support the mental and physical health of incarcerated people through peer groups, a substance use treatment program, and coaching sessions. The Sheriff's Office should be commended for this investment in efforts to curb the cycle of incarceration and reduce demand for jail beds in the County.

Construction of the North County Jail

The Sheriff's Office is preparing for the opening of the North County Jail. The modern design will enable the more efficient delivery of in-custody supervisory, healthcare, and rehabilitative services. This new facility will also alleviate crowding at the Main Jail, which typically exceeds its rated bed capacity.

Alternative Sentencing Bureau

The Sheriff's Office should be commended for its Alternative Sentencing Bureau (ASB), which operates two diversion programs that allow sentenced individuals to avoid jail time by serving their sentences in community-based settings. Reducing jail utilization, when feasible, can deliver fiscal savings to the County, as well as broad public health, economic, and social benefits to the Santa Barbara community.

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Renew '22 mapping

The recommendations made within the operational and performance review of the Office have been aligned to the Renew '22 Transformation Behaviors to help ensure that the recommendations are driving towards the Renew '22 strategic vision, as seen in Figure 1 below. The blue tiles identify the Renew '22 Transformation Behaviors that align to each recommendation.

			Transformation Behaviors				
			Alignment with Vision	Data Driven Decision Making	Strategic Thinking	Risk Taking	Collaborative Problem Solving
Office Recommendations	1.1	Adopt demand-based, workload-driven processes to optimize staffing and service levels	■	■	■		■
	1.2	Restructure staffing model and assess obstacles to recruiting and retention to reduce vacancies	■	■	■	■	■
	2	Implement data-driven decision-making to enhance operational decision-making	■	■	■	■	■
	3	Maximize technology enablement through strategic planning, investments, and vendor management to increase operational efficiency	■	■	■	■	■
	4	Enhance performance measurement and management processes to streamline operations, finance, and service delivery	■	■	■		■

Figure 1 – Source: KPMG LLP

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Office recommendations

Office recommendations relate to the systems and processes needed for the Sheriff's Office as a whole to more efficiently manage its operations in delivering public safety services to County residents. The recommendations outlined below focus on providing strategic alignment and direction across all in-scope Sheriff's Office functions.

#	Office recommendations
1.1	Adopt demand-based, workload-driven processes to optimize staffing and service levels
1.2	Restructure staffing model and assess barriers to filling funded positions and drivers of attrition
2.0	Implement data-driven decision-making to enhance operational decision-making
3.0	Maximize technology enablement through strategic planning, investments, and vendor management to increase operational efficiency
4.0	Enhance performance measurement and management processes to streamline operations, finance, and service delivery

This report details recommendations that can be implemented by the Sheriff's Office to enable increased operational efficiency and effectiveness. However, the performance and operations review also identified challenges and improvement opportunities affecting the Office that will require interagency collaboration to implement. Referenced below, these interagency recommendations will be detailed in an addendum report to the CEO. Below are some examples and areas of focus:

Interagency observations
Observation and analysis

Enhance the interagency Criminal Justice Working Group to resolve challenges in criminal justice administration

— To address interagency challenges, including those enumerated below, it is recommended that the County focus their interagency Criminal Justice Working Group—including the District Attorney, Public Defender, Probation, and the Sheriff's Office, as well as the Superior Courts- to develop solutions and pilot projects to address overlapping populations. It should be noted that the Sheriff's Office currently participates in and supports interagency problem-solving initiatives through multiple inter-agency forums. Other stakeholders, such as Behavioral Wellness, should be invited to attend on an as-needed basis.

Collaborate with criminal justice partners and implement a long-term video arraignment solution to reduce the operational burden related to inmate transportation

— The County's lack of video arraignment creates avoidable workload for both the Sheriff's Office and the Public Defender's Office despite efforts made within the County to progress this initiative over the last number of years. It is important to note that during the period encompassing COVID-19, the Sheriff's Office has dedicated nine rooms to Zoom and Skype capabilities for inmates. This is a positive step that should receive focus on continuing this practice sustainably. Implementing a long-term video arraignment solution will require cooperation across the County's criminal justice agencies, including the District Attorney, Public Defender's Office, Courts, and Sheriff's Office.

Strengthen strategic external relationships with organizations to improve reentry service delivery to minimize recidivism

— The County employs reentry, discharge, or case management planners in multiple criminal justice departments, including the Sheriff's Office, Probation, and Public Defender's Office. Strong relationships with County agencies and nonprofit partners can facilitate the delivery of supporting services—including housing, employment, and substance use services—to County residents.

Collaborate with the CEO, HR, and ICT to utilize Power BI to develop operational reports and dashboards

— As enumerated in Office Recommendation 2, there is a critical need in the Sheriff's Office for increased data analysis, visual dashboards, and reporting that can help drive critical decision-making around staffing, utilization, overtime, resource prioritization, and more. However, the Sheriff's Office does not have employees with the required skillset who are dedicated exclusively to data analytics and report generation. The Sheriff's Office, with the support of the Chief Executive Officer (CEO), should collaborate with Human Resources (HR) and Information and Communications Technology (ICT), with appropriate CIJS training, to identify employees who can be trained to perform data analysis and create Power BI dashboards as needed and then develop a training program for Sheriff's Office employees to learn how to use Power BI.

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Branch recommendations

Branch recommendations identify opportunities for the Sheriff's Office and the branches to more effectively prioritize activities, generate more efficient and effective operations, and improve service to the public. Where office recommendations are observations in which there is close similarity among the branches of the office, branch recommendations are meant to address the challenges that are unique to the branch.

#	Branch recommendations
Law Enforcement Operations Branch	
5.1	Realign call type descriptions and priority levels to enable tracking and in-depth analysis of calls for service
5.2	Implement tracking of response time targets to improve service delivery and performance
5.3	Expand call diversion, telephone reporting, and online reporting to allow for the appropriate prioritization of resources
5.4	Develop and codify consistent, data-driven policies to govern the use of overtime
5.5	Improve deputy time tracking to enhance understanding of productivity and utilization
Custody Operations Branch	
6.1	Conduct jail utilization analysis to better understand drivers of incarceration
6.2	Expand diversion programs to reduce jail utilization
6.3	Assess drivers of Custody Operations Branch overtime to better reflect demand for service
6.4	Realign Custody Operations Branch staffing mix and increase utilization of SST
6.5	Enhance programming and increase capacity in the ASB to reduce overpopulation
6.6	Increase internal collaboration and support of the Sheriff's Treatment Program to address inmates' criminogenic needs

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Current and recommended operating model

Figure 2 below summarizes the Sheriff's Office's current-state operating model across six design layers, as well as the target state that can be achieved by implementing the recommendations in the following sections. Each operating model layer describes a continuum of maturity that articulates how the Sheriff's Office can be designed to deliver services optimally. These layers were also used to structure the observations, analysis, and recommendations of the review of the Sheriff's Office. Detailed descriptions of the six design layers can be found in Appendix D.
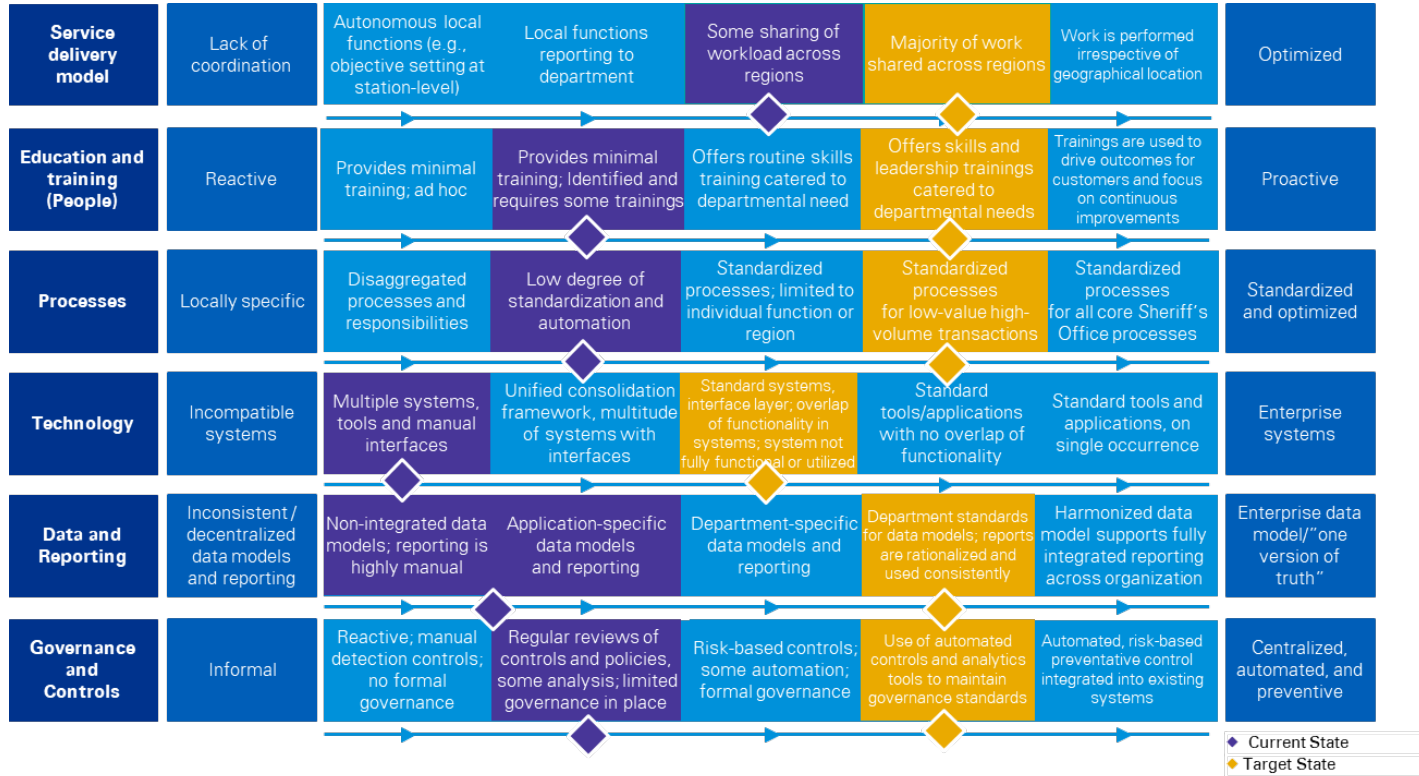
Service delivery model	Lack of coordination	Autonomous local functions (e.g., objective setting at station-level)	Local functions reporting to department	Some sharing of workload across regions	Majority of work shared across regions	Work is performed irrespective of geographical location	Optimized
Education and training (People)	Reactive	Provides minimal training; ad hoc	Provides minimal training; Identified and requires some trainings	Offers routine skills training catered to departmental need	Offers skills and leadership trainings catered to departmental needs	Trainings are used to drive outcomes for customers and focus on continuous improvements	Proactive
Processes	Locally specific	Disaggregated processes and responsibilities	Low degree of standardization and automation	Standardized processes; limited to individual function or region	Standardized processes for low-value high-volume transactions	Standardized processes for all core Sheriff's Office processes	Standardized and optimized
Technology	Incompatible systems	Multiple systems, tools and manual interfaces	Unified consolidation framework, multitude of systems with interfaces	Standard systems, interface layer; overlap of functionality in systems; system not fully functional or utilized	Standard tools/applications with no overlap of functionality	Standard tools and applications, on single occurrence	Enterprise systems
Data and Reporting	Inconsistent / decentralized data models and reporting	Non-integrated data models; reporting is highly manual	Application-specific data models and reporting	Department-specific data models and reporting	Department standards for data models; reports are rationalized and used consistently	Harmonized data model supports fully integrated reporting across organization	Enterprise data model/"one version of truth"
Governance and Controls	Informal	Reactive; manual detection controls; no formal governance	Regular reviews of controls and policies, some analysis; limited governance in place	Risk-based controls; some automation; formal governance	Use of automated controls and analytics tools to maintain governance standards	Automated, risk-based preventative control integrated into existing systems	Centralized, automated, and preventive

Legend: ◆ Current State ◆ Target State

Figure 2 – Source: KPMG LLP

Office recommendations

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#	Office recommendations
1.1	Adopt demand-based, workload-driven processes to optimize staffing and service levels
1.2	Restructure staffing model and assess barriers to filling funded positions and drivers of attrition
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4.0	Enhance performance measurement and management processes to streamline operations, finance, and service delivery

Office Recommendation 1

1.1	Adopt demand-based, workload-driven processes to optimize staffing and service levels
Observation and analysis	

In interviews, Sheriff's Office leadership expressed a desire for the Office's staffing level to be an area of focus, with particular attention given to placing the Office's current staffing in historical context. Given this guidance, an analysis was conducted of available demand, staffing, and overtime data, with a particular focus on the Law Enforcement Operations and Custody Operations branches of the Sheriff's Office.

Based on the analysis conducted it is recommended that the Sheriff's Office implement the below recommendations:

- Conduct a detailed workload analysis to understand the drivers of demand, staffing levels required, and how deputy time can be re-prioritized for the highest and best use

- Utilize the workload analysis to develop demand-driven patrol and custody schedules, reviewing the most appropriate shift pattern to meet demand and amend schedules, including, shift start and end times for each station/jail facility accordingly

- Review drivers of overtime usage and alignment to demand to enable closer management and opportunities for overtime reduction

The analysis below outlines trends in demand, staffing, productive hours, and overtime usage across the Law Enforcement Operations and Custody Operations branches. Additionally, given ongoing discussions regarding the appropriate staffing level at the Office, as well as leading practices from other law enforcement agencies, it is recommended that the Sheriff's Office adopt demand-based, workload-driven processes to optimize staffing and scheduling Office-wide.

Trends in Office-wide budget and staffing

An analysis of historical budget documents shows that office-wide, Sheriff's Office staffing has grown since FY07. As shown in the graphic on the right, between FY07 and FY19 there was a 6 percent increase in budgeted FTEs, as well a 64 percent increase in the overall Sheriff's Office budget in nominal dollars. When adjusting for inflation, the FY07 budget, in FY19 dollars, is $123.6 million versus the FY19 budget of $154.8 million, a 25 percent increase. It is important to note that since FY07, positions have shifted from being

Sheriff's Office Budget and Budgeted FTEs

Figure 3: Source - KPMG LLP analysis of Sheriff's Office budget data

general fund-based positions to being funded by another revenue stream i.e. non-general fund. Since FY07 the overall staffing change has resulted in a reduction of 99 general fund positions and an increase of 140 non-general fund positions. Within the reduction of general fund positions approximately 61 of these positions related to core sworn positions e.g. Sheriff Lieutenant, Sergeant, and Deputy, however there was
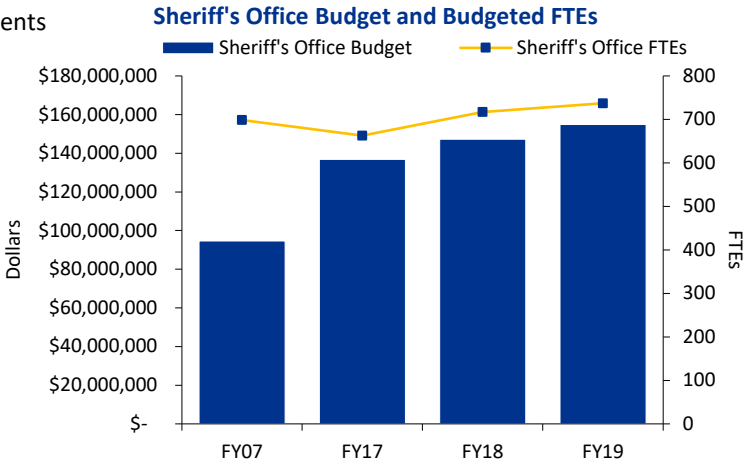
an increase of 99 of these same position types through non-general fund allocations. In some instances, this has the impact of limiting the ability of the positions to flex to where the need is, however, the data was not able to determine where these positions were allocated within the Office. In addition, the increase in non-general fund allocations includes positions related to the Northern Branch Jail, while these positions are recorded as non-general fund, they are technically funded by the general fund. Separately, and as enumerated in the recommendations below, it is recommended that staffing requirements be based on regulatory-based standards (such as jail staffing minimums) and demand for service, as opposed to annual position rollover.

While Sheriff's Office funding and staffing have grown since FY07, interviewees expressed a sentiment that the Office currently has insufficient staff, resulting in growing overtime expenditures. It should be noted that staffing increases can be attributed in part to preparations for the opening of the Northern Branch Jail, which is scheduled to occur in 2020.

To assess the efficiency of the Sheriff's Office's current staffing and overtime usage, this report contains below a detailed analysis of staffing and overtime trends as compared to demand for Law Enforcement Operations Branch and Custody Operations Branch services.

Law Enforcement Operations Branch: Trends in staffing, overtime, and demand

This report examines five years of Computer Aided Dispatch (CAD) data, three years of staffing data and overtime data, and eight years of budget data in order to conduct staffing, demand, and overtime analyses for the Law Enforcement Operations Branch.

Since 2017, staffing and overtime usage for the Law Enforcement Operations Branch has grown even as calls for service have declined. As detailed in the chart to the right, the Law Enforcement Branch's FTE count has increased by approximately 3 percent since 2017, from 274 FTEs in 2017 to 282 FTEs in 2019. As discussed this increase may have been the result of increased non-general fund positions to recruit for the Northern Branch Jail however the exact number cannot be determined due to data limitations. Concurrently, calls for service declined by 6 percent between 2017 and 2019. It is important to note that a similar decline in call volumes is observed when this analysis is restricted to Priority 1 (P1) and Priority 2 (P2) calls. This suggests that the overall decline in calls for service was accompanied by a similar decline in high-priority calls. The graphic on the following page provides a breakout of calls for service by

Figure 4: Source - KPMG LLP analysis of Sheriff's Office budget and CAD data

priority between 2017 and 2019 to illustrate this downward trend by priority level, with specific and notable decreases in the volume of P1 calls for service. At present, the Office sets a goal of responding to 90 percent of all P1 and P2 calls within 8 minutes. In the past three fiscal years, the closest the Sheriff's Office has been to achieving that performance metric is 70 percent.

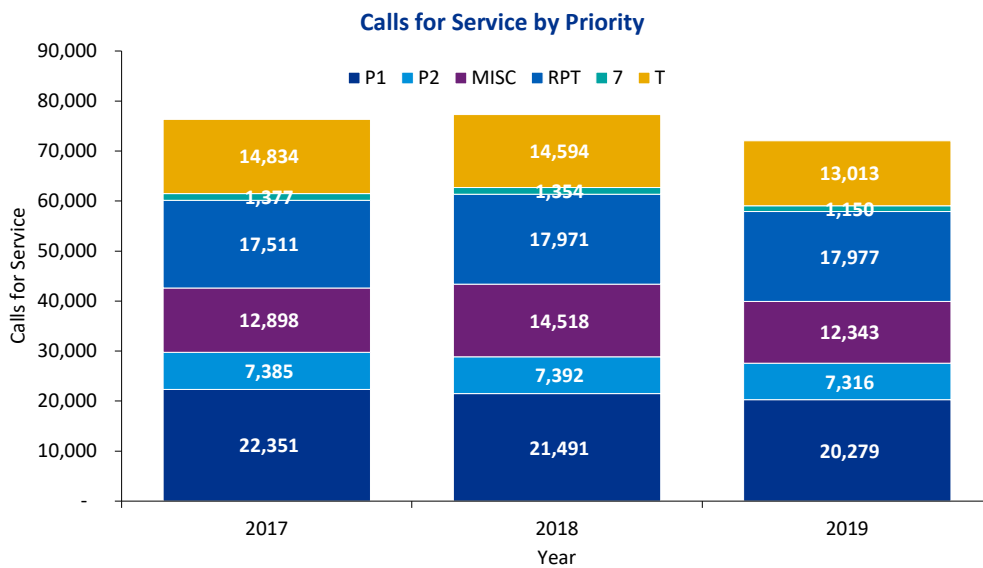**Calls for Service by Priority**

Figure 5: KPMG LLP analysis of County CAD data

Below is also an analysis of the top 5 calls for service during that time period, demonstrating high levels of consistency from year to year as to what calls the public demands for service. It is important to note that demand is also impacted by the type of call which determines the number of deputies required to safely address the call for service. Additionally, due to the geographic distribution of the county, this may impact demand and deputy crewing, however, with the use of geographic analyses, as demonstrated in Recommendation 5.2, enhanced staffing decisions can be made that takes both location, priority, and call type into account. Additionally, patrol staffing is also determined by contractual obligations with the contract cities. Four cities contract with the Sheriff's Office for patrol services which is usually determined through a set number of service hours to be provided per year, the contract requirements will impact Law Enforcement Branch staffing.
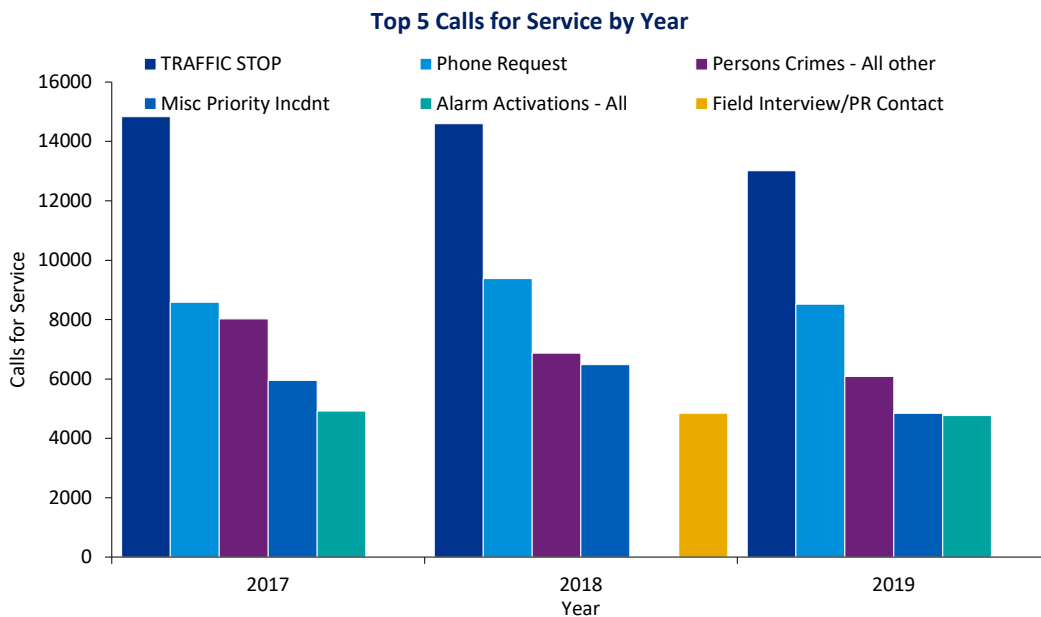
Top 5 Calls for Service by Year

Figure 6 - Source: KPMG LLP analysis of Sheriff's Office CAD data

Even as calls for service declined, overtime hours grew in the Law Enforcement Branch. Overtime usage grew by 160 percent from 2017 to 2018, rising from approximately 14,600 hours to 38,200 hours. A portion of this increase is likely attributable to the disasters and debris flow experienced by the county; however,

overtime usage remained elevated in 2019 following that disaster, as the Sheriff's Office utilized approximately 23,300 hours of overtime, a 60 percent increase over its 2017 usage.

The priority designations referenced in Figure 5 are further detailed in Figure 24 of Law Enforcement Operations Recommendation 5.1. There are nine priority types; however, six priorities make up the vast majority of calls for service. It should be noted that the Sheriff's Office has been working to expand the granularity of this call type data. The six listed above are representative of:

— P1 – A crime against a person in progress

— P2 – A crime against property in progress

— MISC – A low-risk, not-in-progress call for service

— RPT – A call for reporting

— 7 – A low-priority call for information of administrive actions such as a vehicle tow

— T – Traffic stops.

Increasing staffing and overtime expenditures during a period of declining demand suggests there may be opportunities to increase efficiency in the Sheriff's Office's current processes governing staffing and overtime usage. This section of the report details recommendations related to the Office's staffing processes, while a comprehensive analysis of processes related to the Law Enforcement Operations Branch overtime can be found in Recommendation 5.3.

To inform this staffing review, an analysis of the productive hours worked by Law Enforcement Operations Branch employees was conducted. Productive hours are the number of hours the average employee has available to work after training, sick, and vacation leav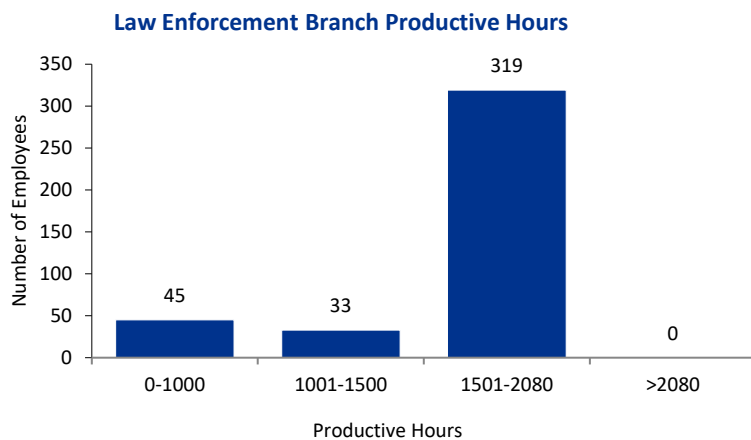e are factored in. In the Law Enforcement Operations Branch, 86.3 percent of hours worked by employees are productive. As illustrated by the graph below, there are some maximum outliers, but they are less than a standard deviation above the average. The minimum outliers are small in number, and a close review of the data reveals they are typically attributable to sick leave or other forms of long-term leave.

Law Enforcement Branch Productive Hours

Figure 7 - Source: KPMG LLP analysis of County lost time data

It is important to note that during discussions with leadership in the Sheriff's Office, there were differences between the determination of what "productive" is representative of regarding the number of hours per week. The expectation of the Office is that each law enforcement deputy will be available to perform duties directly related to law enforcement 1,669 hours per year, with the remaining hours being attributable to vacation, sick time, training, and other various assumptions for use of hours. This indicates that a law enforcement deputy will be "productive" roughly 80 percent of the year. However, due to training hours being charged to the same charge code as regular working hours, this creates an inability to separate training hours from the calculation, which leads to a higher percentage of "productive" hours per year as shown above. It is recommended that a 'training' code be implemented to allow these hours to be tracked separately from 'regular' hours to allow Office leadership to track trends and changes in productivity levels annually.

Implementation of the recommendation should be phased in across the Office, with prioritization given to units or branches with the highest staffing costs, highest overtime expenditures, and most readily available data. By aligning staffing to current and projected demand, the Sheriff's Office can most efficiently use available resources (both financial and personnel) to carry out its mission.

Transitioning to a demand-based, workload-driven approach to allocating patrol staffing and overtime hours will allow the Sheriff's Office to best align its staffing to calls for service, resulting in the most efficient use of staff hours and overtime. It is important to note that workload is not derived exclusively from tracking call volumes, but will include data points such as deputy supply, deputy crewing expectations by type of call, incident duration, report writing, self-initiated activities, and more. The result of combining these metrics is a comprehensive assessment of workload through both calls for service and other predetermined operational assumptions. For this analysis, workload was calculated using CAD data from the Sheriff's Office, as illustrated in the graphic to the right. First, the total call count by priority was multplied by the length of time associated with each call (including the travel time and length of time on scene) and the number of responding deputies for each call. This results in the total number of hours utilized on calls for service. This number can then be divided by the average annual productive hours for a deputy to determine workload.
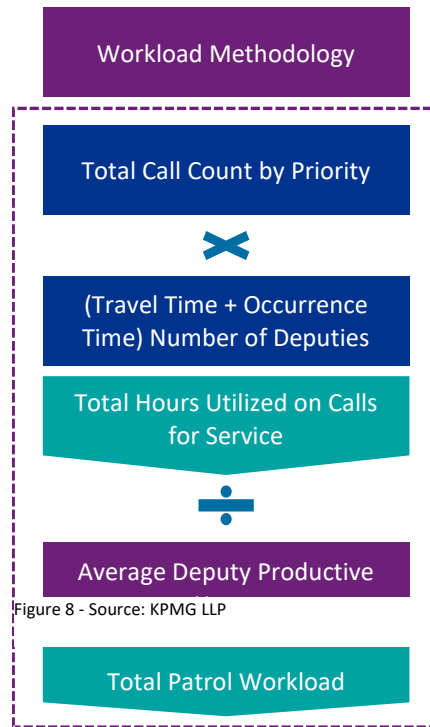

Figure 8 - Source: KPMG LLP

A demand-based, workload-driven approach estimates future staffing needs of sheriff's offices by modeling the level of current and historical demand for patrol services, the historical workload, and therefore the associated staffing requirements. The graphic below illustrates analysis of peaks and troughs in demand for service in another law enforcement agency that KPMG supported in developing a demand-based scheduling model. The areas highlighted in red illustrate
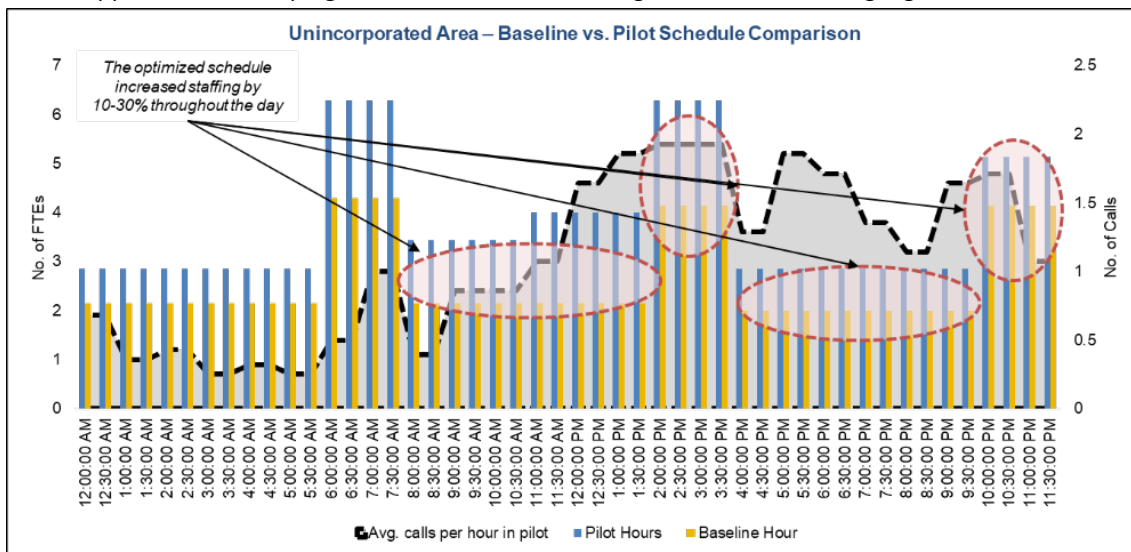

Figure 9: Source: KPMG LLP analysis of the Riverside County Sheriff's Office schedules

periods in which a comprehensive temporal understanding of trends in demand enabled the agency to optimize staffing and scheduling by flexing staffing towards the peaks in demand.

The International Association of Chiefs of Police is a strong advocate of the workload-based staffing approach, as it relies on actual levels of demand for patrol services and matches that demand with the

supply of law enforcement resources. Typically, this approach relies on an examination of calls for service received by an agency, and these calls are modeled to understand demand and supply by both time and location. Workload demands should be modeled and then placed in context with other operational demands facing the agency, as well as factors such as geography and service contracts with cities. The result is a comprehensive assessment of workload through both calls for service and other sustained operational commitments placed on the agency.[1] Workload-based staffing analysis can also facilitate data-driven assessments of unit performance, and reveal trends in workload that may indicate changing activity levels and conditions in criminal activity.[2]

An initial analysis of the County Sheriff's Office CAD data reveals there may be opportunities to reallocate existing patrol staff (by time and location) to more efficiently meet demand for Law Enforcement Operations Branch services, as illustrated by the graphics on the following pages.

Interviwees stated that seven staff are scheduled to be on duty at any given time at most stations for each shift, and staffing is permitted to fall by two to "critical minimum staffing" levels overnight. These critical minimum staffing hours were determined using a heat map analysis of calls for service received, drawing on CAD data. Office leadership also notes that current policy also allows staffing to drop by one deputy for an additional four hours beyond the current minimum staffing hours, and that a number of stations are staffed with less than seven deputies. For example, smaller stations such as Lompoc and Cuyama are staffed at one or two deputies, while Carpinteria, Santa Ynez, and Santa Maria are staffed at five deputies.

Each shift worked is 12 hours. It is worth noting that research suggests a 12-hour shift pattern may carry significant negative impacts, including decreased deputy alertness, increased fatigue, and heightened risk of accident to deputies and citizens.[3] The below analysis is representative of calls for service and self-initiated calls.
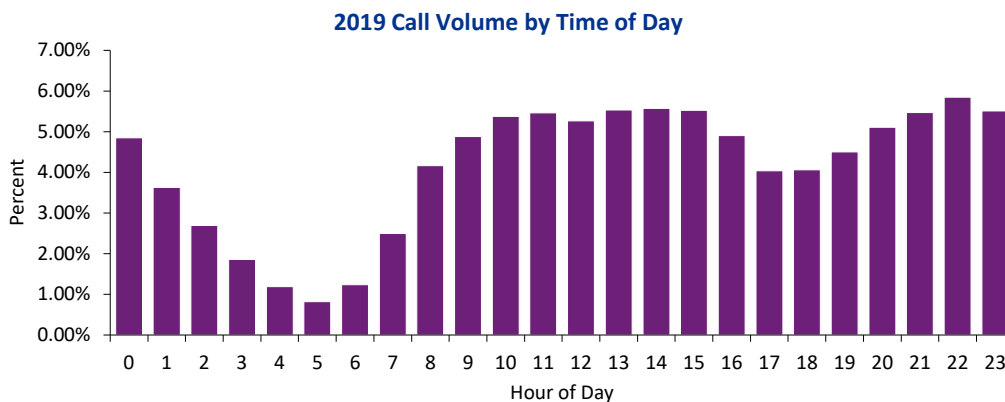

Figure 10: Source - KPMG LLP analysis of Sheriff's Office CAD data

CAD analysis reveals that demand for patrol services, however, is not flat across time of day or across shifts. It should be noted that some of the above demand represents officer-initated activity, rather than calls for service however the delination between caller-initiated and officer-intiated is not recorded within the CAD data. The diagram above illustrates the changing volume of calls for service experienced by the Sheriff's Office throughout the day. The Office experiences a consistent lull in demand between the hours of 1 a.m. and 7 a.m. This trend holds trues across multiple years, indicating a consistency in when call demand is lowest.

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[1] An analysis of police department staffing: How many officers do you really need? A Review of 62 Police Agencies Analyzed by the ICMA/CPSM by Professor James McCabe, Ph.D., Senior Associate ICMA Center for Public Safety Management.

[2] Police Staffing Allocation and Managing Workload Demand: A Critical Assessment of Existing Practices (Jeremy M. Wilson, and Alexander Weiss).

[3] "The Impact of Shift Length in Policing on Performance, Health, Quality of Life, Sleep, Fatigue, and Extra-Duty Employment," Karen Amendola et al., National Institute of Justice.

The use of "critical minimum staffing" overnight, when calls for service typically decline (as shown in the figure above), is a smart first step towards data-driven staffing. However, there appears to be additional opportunities to build on this practice to better match staff schedules to demand.

First, the Sheriff's Office may benefit from matching staffing to projected trends in temporal demand for services at the station level. It is important to note that such demand-based staffing would need to consider the Office's contractual obligations to provide specified service hours to contract cities within the County, as well as the geography of the areas served by each stations. Stations experience differing temporal trends in demand for services. For example, the graphics on the right compare call for service demand at Buellton Station and the Isla Vista Station, it is important to note that the CAD data does not differentiate between a call from the public and a call that was initiated by a deputy and therefore this data set may include both activities, and reveal an opportunity to better match staff supply to demand by shifting away from a flat staffing pattern by day of week. While the Sheriff's Office may continue to utilize the 12-hour shift model, despite research evidencing an 8-hour or 10-hour shift pattern being more efficient in allowing flexibility, due to bargaining unit agreements, there are alternative staffing models that allow a more flexible approach to better conform to demand. For example, staggered shifts and power shifts allow for strategic overlap of shifts to coincide with historical demand, ensuring that there are enough deputies on shift to stay within performance and response parameters.

Buellton Station - Average Daily Calls for Service

Day	Percent of Calls
Monday	16.7%
Tuesday	14.9%
Wednesday	15.2%
Thursday	14.2%
Friday	12.9%
Saturday	11.3%
Sunday	14.7%
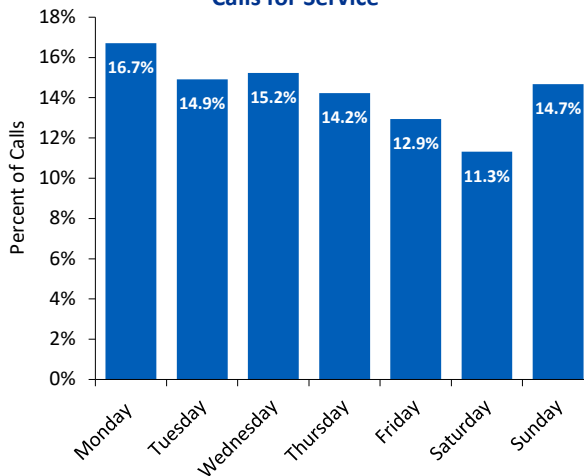
Figure 11: Source - KPMG LLP analysis of Sheriff's Office CAD data

Buellton Station experiences the most calls for service on Monday, while demand in Isla Vista peaks on Friday. While Isla Vista Station leadership reports that they request additional deputies when the university begins its fall and spring terms, in order to account for historical increases in demand during these period, this practice of altering staffing to meet demand is not implemented across the Branch. To more fully implement demand-based staffing in the Law Enforcement Operations Branch, the Office should consider evaluating current minimum staffing requirements to ensure they align with historical workload at each station by day of week and time of day.

Isla Vista Foot Patrol Station - Percent of Calls for Service by Day of Week

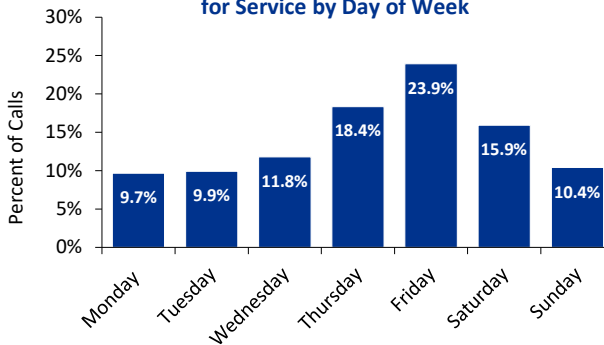| Day	Percent of Calls
Monday	9.7%
Tuesday	9.9%
Wednesday	11.8%
Thursday	18.4%
Friday	23.9%
Saturday	15.9%
Sunday	10.4%

Figure 12: Source - KPMG LLP analysis of Sheriff's Office CAD data

In addition, the Sheriff's Office may benefit from aligning staffing to projected workload experience at each station, however, it must be noted that scheduling for any law enforcement agency is a complex activity that requires high levels of coordination and insight into the day-to-day activities of deputies, in addition to georgraphic considerations, deputy safety, and contractual obligations. Call composition and call volume differs across station. High priority calls (specifically, Priority 1 and Priority 2 calls, which refer to "in progress" events) typically require more responding deputies and consume more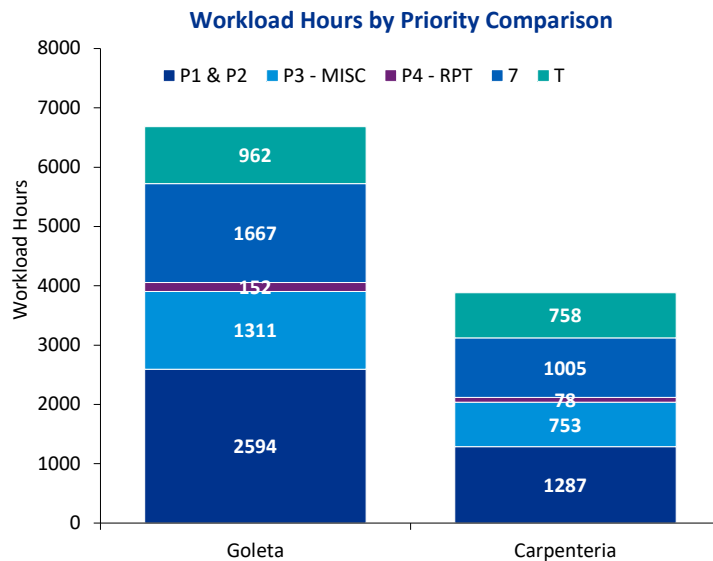 deputy time. The graphic to the right provides a comparative analysis of the the workload experienced by the Goleta and Carpinteria Stations, broken down by call type. This graphic combines P1 and P2 calls as they are considered "in progress" and require immediate dispatch. While staffing levels are the same between the Goleta and Carpinteria stations, based on provided schedules, the Goleta Station typically requires 72 percent more deputy hours worked than Carpinteria Station based on the workload analysis. Developing a comprehensive understanding of demand and workload by station will not only assist in developing staffing requirements but also assist in finding geographical areas in which there is a high probability of calls for service, leading to an improvement of response times and the ability to focus efforts on demand reduction techniques.

Workload Hours by Priority Comparison

Figure 13: Source - KPMG LLP analysis of Sheriff's Office CAD data

Another consideration to be made when determining staffing is to develop an understanding of what the drivers of call volumes and workloads are. An analysis of call volumes for the Office in 2019 show that "Traffic Stop", "Phone Request", and "Persons Crimes – All other" are the top three calls for service, however, when analyzing workload hours, the top 3 calls that have workload associated with them are "Persons Crimes – All other", "Traffic Stop", and "Phone Request", which equates to 9.9 FTEs, based on 2019 data, dedicated to these calls. This type of analysis should be used to better develop a prioritization framework for addressing the priority level and standard response for call types.

Custody Operations Branch: Trends in staffing, overtime, and demand

From 2017 to 2019, overtime usage within the Custody Operations Branch fell as staffing increased and demand declined, as evidenced by the County's declining jail population during this period. As detailed in the chart on the following page, overtime usage in the Custody Operations Branch fell by 12 percent from 2017 to 2019. Overtime usage initially declined by 13 percent from 2017 to 2018, before climbing by 2.3 percent between 2018 and 2019. The analysis on the following page represents the Office's regular overtime (OTR) and accrued overtime (OTA) categories.

Across this same period, Custody Operations Branch's staffing actuals grew by 9 percent from 234 FTEs in 2017 to 256 FTEs in 2019. These increases occurred as the Office prepares for the opening of the Northern Branch Jail, which is scheduled to occur in late 2020, however, the specific number of employees directly hired for the Northern Branch Jail were not able to be provided.. Also, important to note is that while it is assumed that the majority of the employees hired within Custody will eventually work in the Northern Branch Jail, due to the jail not being opened they have been utilized to provide supplemental staffing inside the Main Jail following their training period. The positions for the Northern Branch Jail are documented as non-general fund positions, however are technically funded by the general fund, and therefore this may skew how the position data is represented.

Additionally, as with the Law Enforcement Operations Branch, demand appears to have declined from 2017 to 2019: the jail's average daily population (ADP) fell from approximately 1,100 in 2017 to approximately 1,000 in 2019, a 9 percent decrease in average daily population. It is worth noting that ADP is an imperfect representation of demand—changes in jail population characteristics (for example, an increase in the number of inmates with mental illness or high-risk classification) also has the potential to significantly affect deputy workload. Equally important is noting that while the ADP did see decreases year over year, the jail was still operating over capacity. The jail data that was conveyed did not include classification information, which limits the depth of this analysis.
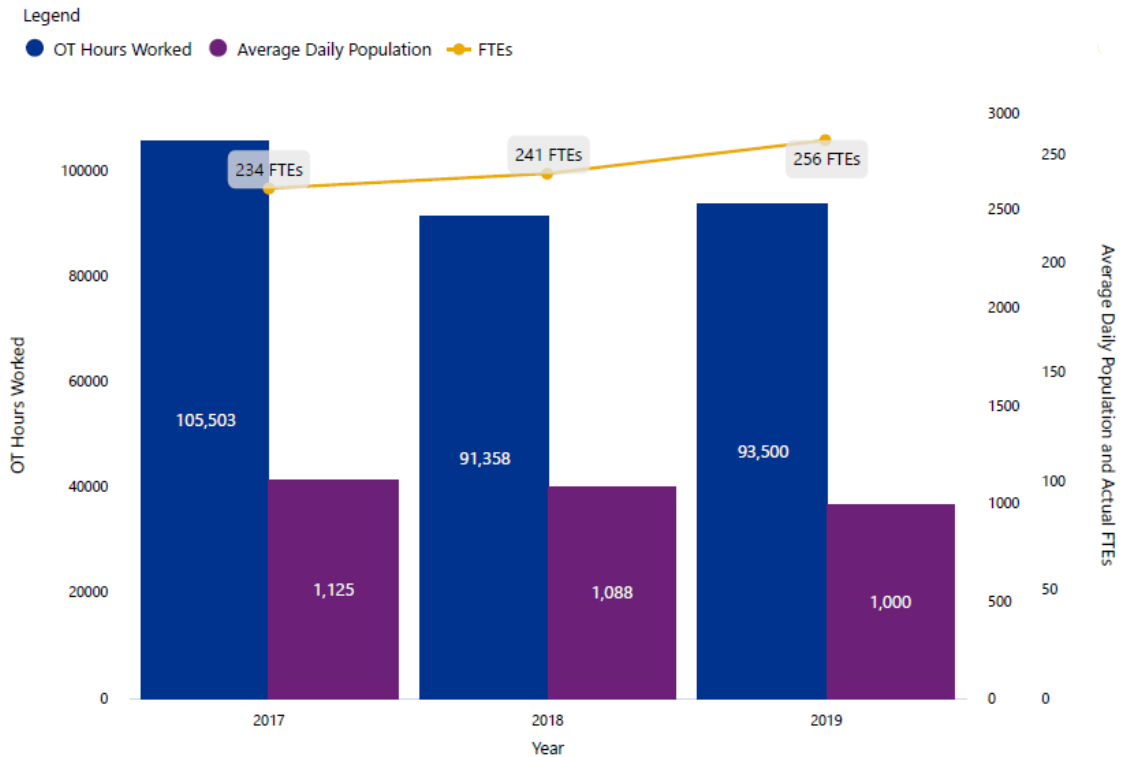

Figure 14 - Source: KPMG LLP analysis of Custody Operations Branch data

While it is a positive indicator that overtime has decreased in recent years, interviewees expressed concern that these gains may evaporate and overtime usage increase once staff are deployed to the Northern Branch Jail upon its opening. At present, these staff, who have been hired to staff the Northern Branch Jail, are utilized to augment staffing at the Main Jail once they have completed their required training period.

Finally, an analysis of the productive hours of Custody Operations Branch employees was conducted to inform the staffing review. As illustrated by the graphic on the following page, 85.3 percent of the total hours in Custody Operations Branch are classified as being productive on average. However, there is variation across branch employees. For example, two employees recorded greater than 3,500 productive hours in 2019; equivalent to working 10 hours a day for 365 days in a year. This merits further analysis into the veracity of this data and to develop an understanding of these findings.

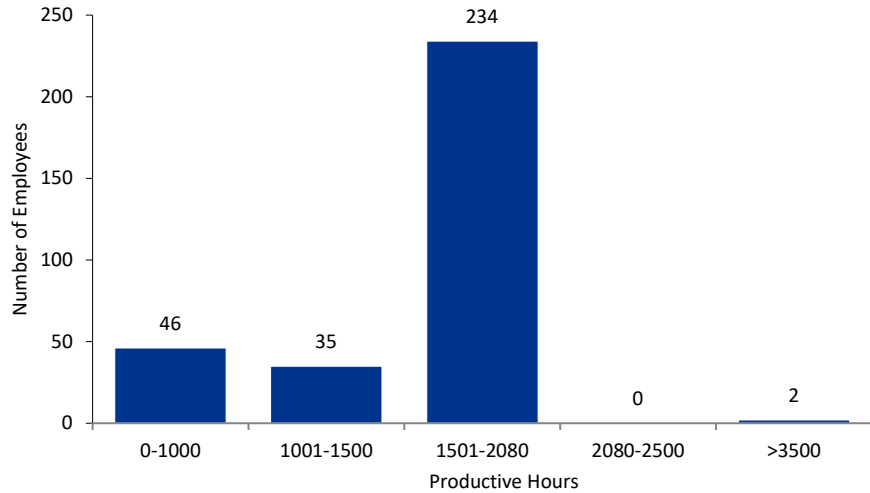**Custody Operations Branch Productive Hours**

Figure 15 - Source: KPMG LLP analysis of County lost time data from FIN

As with the Law Enforcement Operations Branch, to help ensure the most efficient use of overtime, it is recommended that the Custody Operations Branch adopt demand-based, workload-driven proccesses for correctional staffing and overtime. Based on previous projects, optimized scheduling could allow the Sheriff's Office to achieve an estimated 10 percent reduction in resource supply hours while maintaining service levels.[4]

The National Institute of Corrections has developed a standard template for designing a staffing model through answering questions around coverage plans, activity schedules, and staff summary.[5] Additionally, Figure 15 illustrates another viable methodology to utilize historical demand data to predict future needs. For example, based on critical staffing data, jail activity documents, field observations, and line-of-sight requirements, the Office can forecast workload intensity by unit or facility by time of day, as illustrated in the graphic on the following page. These workload assessments can then be used to determine appropriate staffing and scheduling practices at each unit within each facility.
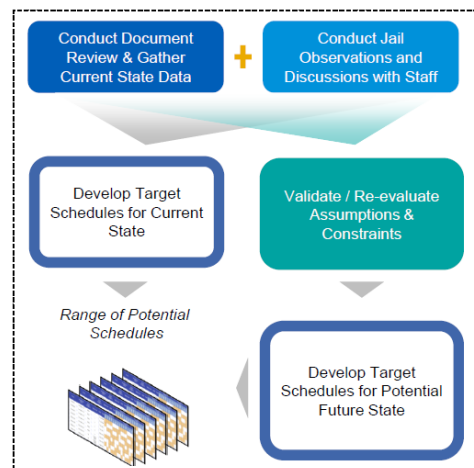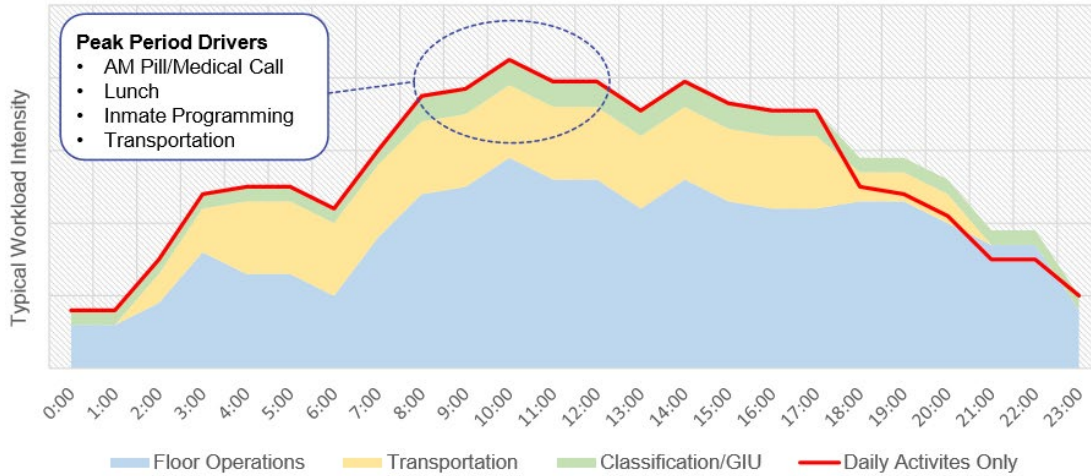

Figure 16: Source - KPMG LLP, 2020

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[4] Estimate drawn from previous staffing assessments and designed to be conservative.

[5] https://s3.amazonaws.com/static.nicic.gov/Library/016827.pdf

Figure 17: Source - KPMG LLP, 2020

The most important aspect of demand-driven staffing is that it is not an analysis that can be done once and refreshed every few years. The Sheriff's Office needs the capability to assess demand on a continuous, at least monthly, basis to dynamically flex staffing levels across units and facilities, and to also allow for flexing across budget years. Equally important is to take consideration around whether or not scheduling or shift changes will be impacted by the bargaining units of relevant employees.

Anticipated impact

By aligning staffing to projected trends in demand, the County Sheriff's Office can more efficiently schedule its available staff while minimizing overtime and service delays. Additionally, the implementation of a demand-based schedule can allow Sheriff's Office leadership to model the financial and operational impact of various staffing scenarios in order to guide leadership decision-making and budget conversations with the County CEO's office. Staffing needs for the Law Enforcement Operations and Custody Operations branches will also be affected by the efficiency of each branch's processes and operations. Process-specific recommendations for the branches are detailed in Recommendations 5 and 6.

1.2	Restructure staffing model and assess barriers to filling funded positions and drivers of attrition
Observation and analysis	

Developing data- and demand-driven processes to develop Sheriff's Office staffing requirements is only a first step towards securing appropriate staffing for Office operations. Once the Sheriff's Office and the County have determined a demand-based staffing plan, Office and County staff must recruit and retain sufficient staff to fill these positions, including the necessary positions required to meet demand which may not always require a sworn deputy. At present, the Sheriff's Office has been unable to fill all of its budgeted positions.

An analysis of the Sheriff's Office's budgeted and filled positions illustrates that in FY18/19, 12 percent of the budgeted positions remained vacant at the end of the fiscal year, indicating the Sheriff's Office has not been able to recruit and retain sufficient staff to fill all budgeted positions, which can be partially attributable to the cost of living challenges within Santa Barbara County. This is particularly important at a time when Sheriff's Office leadership and staff express that they feel they do not have sufficient staff to carry out their mission.

The graph below illustrates the difference between the actual number of FTEs and the budgeted number of FTEs in each branch of the Sheriff's Office. From FY2013 to FY2018, the Law Enforcement Operations and Custody Operations branches consistently experienced funded vacancies.
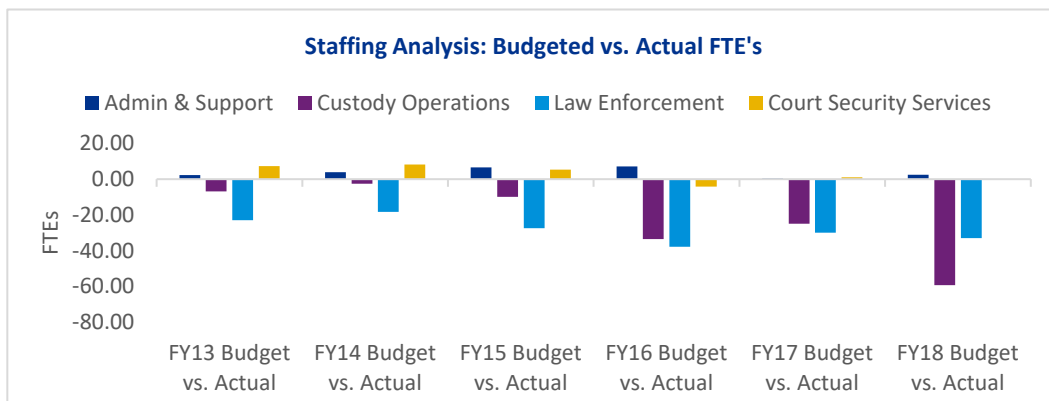

Figure 18: Source - KPMG LLP analysis of Sheriff's Office budget data

It is recommended that the Sheriff's Office adopt a two-part strategy to resolve this issue. First, the Sheriff's Office should implement a working group to develop a clear understanding of the barriers to recruiting and drivers of staff attrition. In interviews, staff asserted that the Office's current retirement and healthcare benefits are not competitive with nearby law enforcement agencies, and they also cited dissatisfaction with the County's workers' compensation medical carrier and administrator as a barrier to retention. Interviewees also observed that some recruits appear to join the County Sheriff's Office to get training and experience, and then ultimately move to a peer law enforcement agency that offers better compensation. Through focus groups with current staff and researching the salary and benefits offered by peer agencies who compete for staff, the Sheriff's Office leadership can develop a stronger understanding of current barriers to recruiting and retaining staff. This exercise should be done in partnership with County HR to help ensure independence and anonymity when gathering feedback on reasons for attrition and retention.

Having completed this study, Sheriff's Office leadership should work with County HR and the relevant unions to develop a strategy to address these challenges and guide the Office's workforce recruiting and retention efforts. For example, the Office may consider working with local colleges, universities, technical schools, and/or even organizations such as Vandenberg Airforce Base to develop a recruiting pipeline. County HR is particularly well suited in assisting the Sheriff's Office in benchmarking recruiting efforts made by other law

enforcement jurisdictions in the area to develop a best practices model approach that incorporates successful recruiting strategies in attracting the ideal age range.

Additionally, the Sheriff's Office should consider opportunities to create a promotion pipeline within the organization. For example, in interviews, Law Enforcement Operations Branch leadership noted that they prefer to hire Sheriff's deputies with a few years of work and life experience, rather than candidates directly out of high school. Recommendation 6 outlines opportunities to increase the number of nonsworn staff at the Sheriff's Office, such as SSTs. One opportunity for an internal promotion pipeline may be to hire younger candidates as SSTs, with a pathway for promotion to a sworn position, this is an initiative the Sheriff's Office has established and is underway.

Anticipated impact

Developing a strategy for recruiting and retention is critical to the sustainability of the Sheriff's Office. By studying and resolving challenges in recruiting and retention, the Sheriff's Office can position itself to compete for the talent it needs to fulfill its mission in the long term.

Office Recommendation 1

Implementation tear sheet: Adopt demand-based, workload-driven processes to optimize staffing and service levels

By aligning staffing to projected trends in demand, the County Sheriff's Office can more efficiently schedule its available staff, minimizing overtime and service delays. This tear sheet provides an action plan for the analysis of productive hours, and the tracking and managing of workloads as it relates to staffing and scheduling.

Key activities:

— Analyze productive hours to understand the current average number of productive hours being generated by staff. Where possible, the generation of these reports should be automated, and where it cannot be automated, a data analyst or systems engineer staff should be assigned to producing the reports. This analysis should be refreshed on an annual basis. Simultaneously, each branch must define their core functions when delivering a service to the public, and establish a baseline comparative analysis to understand individual workloads, and workload distribution among stations and region.

— Improve time tracking and adherence to time tracking requirements. Activities may include administrative time, report-writing time, proactive time, overtime, and others. It is incumbent on each shift leader to ensure employees are following established time tracking procedures.

— Use time tracking data to calculate the workload necessary for various types of demand (call priority, type, volume, scheduled inmate movement, bookings, releases, etc.). Calculate workload required at the station, unit, and post level by time of day of week.

— Use the workload analysis alongside the productive hours analysis to determine the total number of staff needed Office-wide, and the branch level, and at the unit, post, or station level, including relief factor.

— Combine the workload and temporal analysis to develop schedules that align with available personnel to patters in demand (e.g., regular peaks and troughs).

— Refresh this analysis on a monthly basis.

Resources	Deliverables
— Sheriff's Office executive leadership — Sheriff's Office IT and data staff	— Analysis of employee workloads and tracking methods for use in staffing

Level of impact	Level of effort	Duration
High impact	High – a significant amount of workload data is already collected and analyzed	Nine to twelve months

Office Recommendation 2

2.0	Implement data-driven decision-making to enhance operational decision-making

Observation and analysis

Data-driven decision-making, core to the operations of the modern government agency, requires robust, efficient processes for (1) recording data, (2) analyzing this collected information to draw meaningful insights, and (3) operationalizing these insights to drive decision-making and Office operations. In interviews, however, Sheriff's Office leadership described the Office as "data rich and information poor." That is, while a large amount of data is recorded by Sheriff's Office staff, processes to analyze and operationalize this data are inefficient and/or insufficient to meet the Office's needs.

Three software systems—CAD, RMS, and JMS—produce the bulk of the data used by the Office, as detailed in the graphic below.

CAD	RMS	JMS
—CAD is the initial call creation and dispatch system from which deputies are assigned 911 calls. —Interviewees describe CAD as the most reliable and comprehensive dataset of the Sheriff's Office's three systems, albeit the oldest. —There are changes that could and should be made to some of the underlying data structures, namely around call type naming and priority structure.	—The Record Management System (RMS) is the software system in which all police reports and case information are stored. —During interviews with the IT staff in the Sheriff's Office, it was noted there is currently an 18-month timeline for upgrading the RMS.	—The Jail Management System (JMS) stores information about the county's incarcerated population. —Sheriff's Office staff identified challenges in that the functionality promised during the procurement process is not present in current iterations of the software. —There is difficulty in the ability of Sheriff's Office staff to extract and analyze data, as well as automate those processes.

Figure 19: Source - KPMG LLP, 2020

At present, technical and staffing hurdles impede the efficiency of the Sheriff's Office's data collection and analysis processes:

— The CAD, RMS, and JMS systems are isolated, which leads to rework as staff must separately enter data into each system. This technology-driven inefficiency also poses challenges to efficient data analysis. The RMS upgrade will improve the system integration challenges.

— In addition to this technical hurdle, there is only one FTE assigned to a crime analyst role. Although the Sheriff's Office has nine IT staff dedicated to system engineering and IT help desk roles, these positions do not currently assist with data analysis. As a result, a single staff member is responsible for fulfilling all Uniform Crime Reporting (UCR) functionality, and they are also the point person for data extraction and reporting from all three systems. This has created a backlog in data reporting for internal purposes. As the sole data analyst must prioritize mandated reporting to the FBI and state, bureau, and branch leadership report that they must pull their own data, do without this information, or endure long delays to have requests fulfilled by one staff member. The Office would benefit from a data analysis

position to help conduct the data analysis required to facilitate data-driven decision making and information sharing.

Below are a series of iterative recommendations designed to position the Sheriff's Office to more efficiently utilize data and analytics to develop actionable insights and guide Office decision-making.

Develop a prioritization framework to identify critical pieces of data collection and analysis

As a first step toward addressing the above challenges, it is recommended that the Office develop a data collection roadmap for performance management and reporting. The first step to developing this roadmap is to develop a prioritization framework to determine which metrics and reports are most needed to inform Office operations, and which datasets feed these metrics and reports. This will allow for the prioritization of projects, given minimal resources. Some of the reporting capabilities of software systems will require upgrades to receive full functionality, and with the FY19 Capital Expenditures budget being $1.3 million, a concurrent upgrade or refresh to hardware and software could require general fund budget, necessitating a need for a comprehensive understanding of priority.

When developing this prioritization framework, the following questions should be considered:

—— What reporting (beyond what is required by state of federal government) should be developed? Can it be automated?

—— What reports and metrics would be most valuable in driving operations?

—— To build these reports, what data should be collected and how?

—— How should this information be stored and analyzed?

—— How should this prioritization framework drive capital investment into software and hardware systems?

Having answered these questions, this framework should provide prioritization across data-related initiatives, positioning the Sheriff's Office to identify critical capabilities, develop a timeline for proposed changes, and estimate the costs and staffing resources required to conduct this work. The first step to developing a prioritization framework is to identify staff that will be responsible for overseeing the process. The Sheriff's Office may consider establishing an internal working group to lead this initiative, consisting of an executive sponsor in the form of the Sheriff or Undersheriff, an IT manager to lead the day-to-day operations of the project, and bureau or branch-level leadership from of Law Enforcement Operations Branch and Custody Operations Branch to serve as subject matter experts. It is critical to follow the policy-based guidance of the ICT Executive Information Technology Committee to ensure compliance with technology and policy best practices set for the County.

Develop and implement low burden or automated processes for data "pulls," data visualization, and analysis

In developing standard dashboards and reports, Sheriff's Office leadership should direct upper and middle management to design, produce, and use reports on a routine basis to guide operational decisions to enhance service levels. It should be noted that the Sheriff's Office is working with the CJDC to import Jail data to a Power BI reporting to allow data sharing between multiple county agencies. Some examples of potential standard reports and the function they could provide are:

o   Law enforcement using temporal and spatial analyses of calls for service to develop dynamic staffing models

o   Custody Operations Branch using automated analytics of classification of inmates to guide where rehousing could and should occur

o   Custody Operations Branch using connected data to improve management of jail population, and automating the identification of diversion or early release opportunities

o CAD developing better call types to drive insights into seasonality of calls, as well as layering in online reporting data to create a whole view of demand for service.

Two exemplar dashboards are included below, looking at jail and patrol utilization, respectively.
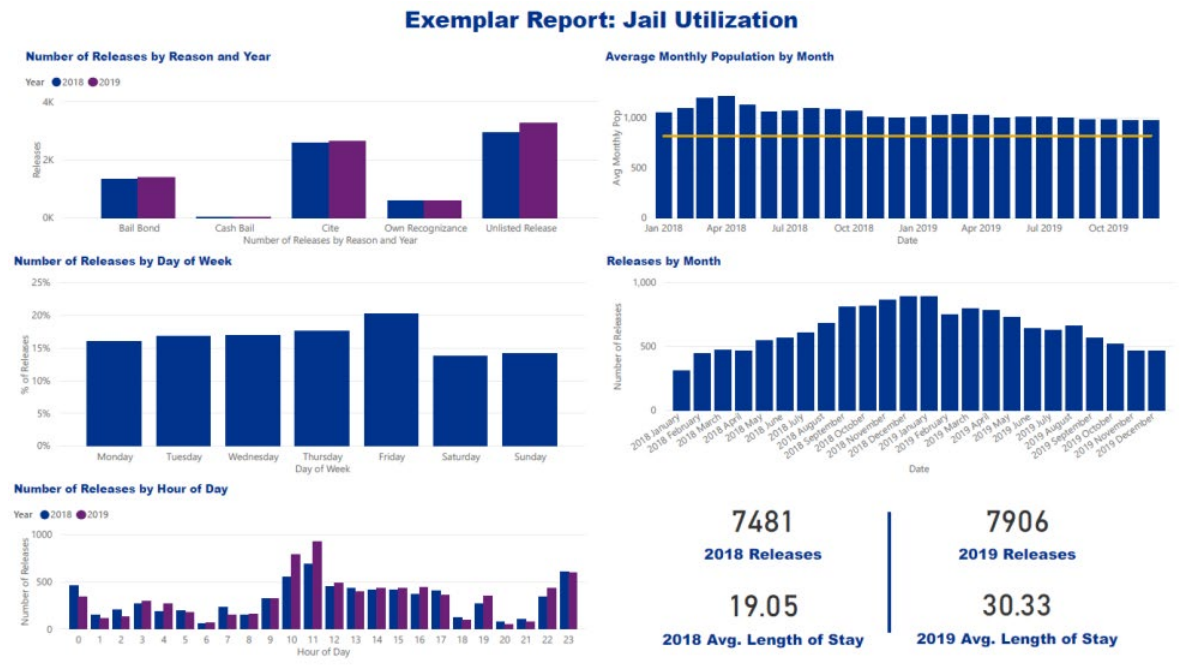

Figure 20: Source - KPMG visualization of SBSO data

The proof of concept dashboard above includes exemplar graphics related to the Custody Operations Branch. Key data visualizations include:

— An illustration of release data as compared with average monthly population data to help understand workload burden for staff responsible for discharge

— A summary of previous-year release data and average length of stay to help illuminate potential drivers for overpopulation, and encourage collaboration on resolution to challenges. Custody Operations Branch is required to be a reactive function as they cannot control who is booked and the time it occurs, and as such, it is important to fully understand historical operational context to drive future work.

The second proof of concept dashboard, below, contains exemplar key visualizations related to the Law Enforcement Operations Branch.

Key graphics include:

— A visualization of call volume by station, call type, and average calls by month and day of week. This dashboard could be made more robust by developing an underlying data connection with the master scheduling spreadsheet and Office-wide raw payroll data, both of which were not readily available.

— Two data points that demonstrate the response time of deputies, and the average number of deputies responding to calls. These two data points are both important to understanding workload and performance as compared to Office-wide expectations.

The most critical aspect, and strength, of a dashboard like the one below is its drill-down and filtering capabilities. The top left of the dashboard allows for multiyear comparisons of workload, and the "Call Volume by Station" visualization allows for selection filtering at the station level. Features like this are

critical for a managerial and executive understanding of workload and performance, and for flagging areas of focus.
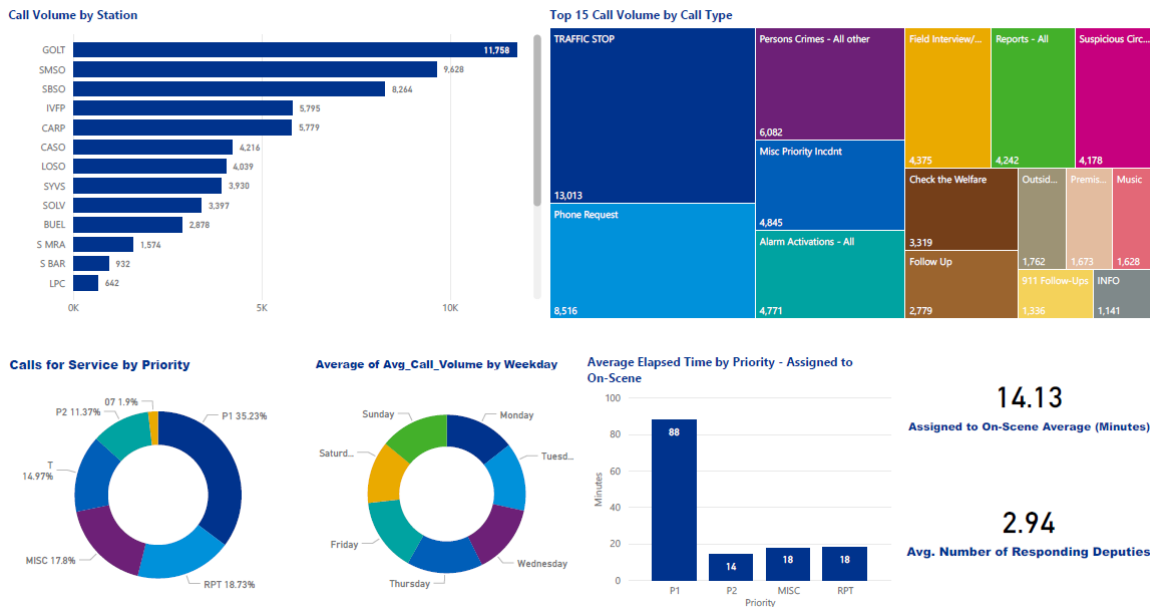

Figure 21: Source - KPMG visualization of SBSO data

As stated previously, much of the data being pulled from the Sheriff's Office's key data systems requires highly manual processes that can only be run by a handful of people. The Office should identify the steps necessary to automate the reporting functionality of each system. To the greatest extent possible, data extraction, blending, and visualizations should be automated to minimize the impact on the limited people assigned to data analysis and extraction currently.

Increased automation for reporting out of existing systems may require collaboration with vendors to negotiate the feasibility of automation and the cost associated with the work. The availability for automated reports should be improved with the implementation of the new Record Management System (RMS). Prior to coordinating with the vendor, the Office should first determine if automated reporting solutions can be developed internally. In some instances, there may be fees for the vendor to develop custom report functionality; however, interviewees referenced instances in which automated reporting functionality was promised during contracting but not delivered. These conversations with vendors should be conducted in collaboration with County Purchasing and Counsel in order to maximize the value and fulfillment of contracts.

Automated reporting is only a first step toward developing a low-burden process for data analysis. After reporting functionality is improved across the Sheriff's Office's three systems, the Office should develop and document work flows and permission structures for extracting, blending, and visualizing data, including automated dashboards. There will be instances in which data pulls and report generation cannot be automated; in those instances, it is critical to document the workflows around pulling that information to provide consistency in the data being reported. These dashboards and data visualizations should be rooted in Power BI as the Office already has two hosted Power BI servers, and they should focus on developing an understanding on how each of the functions of the Office impacts and reacts to one another. During the interview process, it was noted that the purchase of the Power BI servers was intended to serve as a hosting platform for dashboards that would focus on response times in contract cities; however, that has yet to be completed. The County is on track to become an Office365 organization, and having a hosted Power BI server naturally fits into the Office365 platforms and structures.

Review staffing requirements for data and analytics need in an effort to match analyst FTEs to demand

As discussed above, there are currently nine systems engineers and desktop support professionals in the Office who are tasked with hardware and software support. However, there is only one crime analyst to perform all report generation and data analysis for the Office. This individual can serve as a bottleneck, given their numerous responsibilities, and interviewees mentioned multiple instances in which data reports were being manually compiled by senior leadership in the Office, or leadership were making decisions without data analysis due to workload constraints on existing data analysis staff.

Having developed a prioritization framework to guide its data collection efforts and having designed efficient processes for data reporting and visualization, Sheriff's Office leadership can then proceed to determine the required staffing to implement these operations. The Office would benefit from a data analysis position to help conduct the data analysis required to facilitate data-driven decision making and information sharing. However, it is important to ensure that an analysis of staffing need is performed after all potential automations has occurred, and not before, so Office leadership can accurately assess the appropriate number of staff or working hours to carry out the Office's data-related workload.

Utilize data to drive operations, decision-making, oversight, and problem solving

In interviews, Sheriff's Office leadership and staff stated that the Office's data tracking and analysis efforts typically focused on completing the reporting necessary to comply with regulations and reporting requirements, rather than guiding operational decisions. The Office would benefit from an expectation set by Sheriff's Office leadership that branch leadership will use data strategically and consistently to inform their decision-making. This may take two primary forms:

— Developing a routine monitoring of performance, as enumerated in Office Recommendation 4, is critical to not only holding staff, teams, and branches accountable to their respective responsibilities and expectation, but also allow for collective problem solving as an organization.

— Additionally, enhanced data collection may yield insights that can be employed to guide operational decisions by Office leadership. For example, regular analysis of CAD data and calls for service may guide the Office's deployment of resources and use of tactics, as it works to address trends in crime that are revealed by this data analysis. Effective processes for data gathering and analysis should result in meetings where Office executives and deputies discuss and analyze crime problems and the strategies used to address those problems.

This message should be emphasized by Sheriff's Office leadership in meetings and performance reviews, and Office leadership should also monitor the extent to which bureau, branch, and unit leadership are implementing data-driven decision-making.

Anticipated impact

Data-driven decision-making can enable improved Office operations around nearly all of the priorities and recommendations detailed in this report, including workload, performance measurement, outcome measurement, staffing, and demand management. Strengthening processes for collecting, analyzing, and operationalizing data will allow Office leadership and County leadership to develop a more comprehensive understanding of the operations of the Sheriff's Office. Additionally, the recommendations above will allow the Office to position itself to make informed and strategic decisions on upgrades, prioritization, staffing, and *ad hoc* problem solving.

Office Recommendation 2

Implementation tear sheet: Implement data-driven decision-making to enhance operational decision-making

A fundamental tool to understanding and managing operations is having cleaned and blended data readily available for supervisors to aid in operational decision-making. Equally important is to aggregate that data in a way that is easy to understand and gain insight from. This tear sheet provides steps to extract and aggregate data into meaningful reports, and deliver those reports to the decision-makers who will make them actionable.

Key activities:

— Identify the staff members who are expected to oversee the storage, structure, extraction, and blending of data. These staff members must collaborate with the leaders of the functional areas they are responsible for (chiefs and commanders) to identify the high-priority data points and data sets, and work with Sheriff's Office IT to attempt to automate data extraction. Critical to this exercise is to identify the need and ensure that the staffing levels are adequate to match that need.

— Develop a reporting frequency that is pursuant to the criticality of the data points and reporting structure. For example, deputy availability for work, overtime usage, and crime trending would be reporting that should be done daily or weekly, while clearance rates and call frequency reporting should be done monthly.

— Develop Power BI dashboards that showcase performance metrics in a consumable way for all levels of supervision. There should be strong consideration to partnering with the CEO, HR, and ICT to identify Power BI power users across the County that can be utilized to help quickly develop these dashboards.

— Set the expectation that employees at the Chief, Commander, Lieutenant, Sergeant, and Senior Deputy levels use data analytics and reports to make informed, day-to-day decisions that drive operations and enhance the delivery of services to the public.

Resources	Deliverables
— Office leadership — Sheriff's Office IT	— List of metrics, where they are housed, and the level of effort to pull those metrics — Performance dashboards and reports

Level of impact	Level of effort	Duration
High	High	Development: Nine to twelve months Management: Ongoing

Office Recommendation 3

3.0	Maximize technology enablement through strategic planning, investments, and vendor management to increase operational efficiency
Observation and analysis	

Hardware and software both play critical roles in enabling Sheriff's Office operations. Software systems such as CAD, RMS, and JMS enable law enforcement and custody operations, acting as data repositories for all 911 calls, investigation and outcomes data, and inmate information. Similarly, hardware currently owned such as ruggedized laptops, radios, in car cameras, body worn cameras, and security cameras support patrol in the field and the monitoring of inmates.

The two main technology-based challenges facing the Office are not fully utilizing the capabilities of current technology systems and infrastructure, and limited strategic planning around purchasing and vendor management. An example of the former is the inability of patrol deputies to access the RMS via their in-vehicle laptops with the latter being demonstrated by the Sheriff's Office not receiving the same version of a software product as promised during the negotiation and contracting phrase.

Based on the operational importance of the hardware and software systems used by the Sheriff's Office, there is an opportunity to develop an enhanced strategic approach and justification for purchases, upgrades, and modernization, resulting in improved processes with a reduction in steps for staff. For example, the system in which deputies enter information about arrestees does not automatically send that information to the JMS, resulting in a duplication of effort. Below are a series of recommendations to develop a targeted approach to technology modernization.

Create a priority and justification framework to guide and plan for technology investments

Sheriff's Office staff describe an environment in which the Office has been operating under a "fix what is broken" model with regards to technology. Purchasing and investment decisions often appear to be driven by an effort to address presenting challenges, rather than a forward-thinking strategy. Below are examples identified in the interview process in which staff cited instances of outdated technology, or a lack of technology, regularly creating operational challenges:

— **Not all patrol cars have laptops in them**, **and none of the cars with laptops can access RMS.** This creates challenges for patrol staff when they need to fill out reports. Deputies have to type their reports either on their in-car laptops and move what is typed into a thumb drive that is then connected to a computer connected to RMS, or go into a station and type their reports on a computer connected to RMS, which reduced their availability to answer calls. These process inefficiencies, stemming from technological hurdles, contribute to administrative time that pulls deputies out of service. The Sheriff's Office is currently in the process of procuring and exchanging the current in-car laptops with newer laptops that will allow for use of RMS in the vehicles. The Board of Supervisor's approved the funding for this project, however, COVID-19 has caused delays in the delivery of the mounts.

— **Radios are inconsistently digital and analog.** Over the next three to five years, the County will be moving from an analog to digital radio network. Having a digital radio allows deputies to tap into an enhanced network that provides geolocation, and also allows those deputies to be a part of the digital radio network that other jurisdictions are on. It is important that the infrastructure is in place to give that functionality to as many deputies as possible prior to County launching its digital public safety radio network and should be factored into account when developing a technology strategy. This is important because it allows Sheriff's deputies to broadcast on the digital and analog networks and will also help to spread out the capital costs of radio purchases over time. There is currently an RFP out to

bid to address this challenge, and the Office's Motorola radios are outfitted to broadcast on the digital radio network.

— **Some software systems are not operating on the latest version,** and would be considered "legacy," limiting the ability of staff to capitalize on modern features and incorporate automation and improved workloads inherent to new data systems. For example, the RMS system is multiple versions behind.

A sound technology strategy recognizes that there is always going to be a need for hardware and software to receive regular updates, and while these can be expensive, there should be a strategy and an accompanying budget plan for those updates. Compounding these challenges are instances in which the functionality of the technology is different than what was promised during the procurement process.

The Sheriff's Office should develop a technology and hardware strategy that allows the Office to prioritize, justify, and budget for future needs. This strategy will need to be supported by a comprehensive catalog of hardware and software assets, including documentation of their useful life and current operating version. The County, led by General Services, recently completed a countywide assessment similar to this, which should be used as a starting point for this exercise. There should then be a structured plan to prioritize which systems are upgraded or refreshed, and when. Finally, there should be a collaboration with General Services and ICT to identify potential funding vehicles beyond General Fund expenditures for upgrading technology associated with the core functionality of the Sheriff's Office. Funding options to be considered include:

— Ending fund balances or other Office-specific funds

— Non-debt-funded Capital Improvement Plan, which is the standard fund managed by the General Services Department in which most capital improvement projects are funded

— Grant funding.

Maximize product functionality and efficiency through contract management

Interviewees cited multiple instances in which the Sheriff's Office received a product with differing functionality than was originally demonstrated during the procurement process, or in which the Office would benefit from improved service from a vendor. To cite two examples:

— The Sheriff's Office procured a scheduling system for $75,000 in an effort to more efficiently manage the schedules of patrol deputies. According to leadership interviews, after purchasing the software the Sheriff's Office became aware that it lacked the functionality that was promised by the vendor and created more work for the supervisors in the Office to manage their schedules. The Sheriff's Office canceled the contract and then had a deputy create an Excel-based, internally created system, which remains in use.

— The Office does not appear to be getting a desired level of capability out of their current JMS contract. This manifests in additional workload for staff, including leadership, and a lack of key information and reports. At present, report creation and generation for Custody Operations Branch is primarily performed by leadership. There is no automation of reporting, and most reporting conveyed is highly manual. Additionally, the JMS system and the court system do not have a data interface, requiring manual data input for all information that originates outside of the system. When the court releases their schedules, the deputies are having to manually gather information on the inmates required in court, and when inmates return from court, they bring paper court orders that must then be entered into the Sheriff's JMS by hand by someone in the Clerical Records Unit. This is not only inefficient, but it can also result in errors.

The Office should hold vendors accountable to their commitments, take the appropriate actions when not receiving that compliance, and continuously work with vendors to help ensure the services delivered are meeting the Office's needs. These conversations related to vendor management should be conducted in

collaboration with County Purchasing and Counsel in order to maximize the value and fulfillment of contracts.

There are many methodologies for appropriate vendor management. Below is a high-level look at the iterative steps needed to develop a successful structure around vendor management and compliance. This graphic helps to set up a structured approach to identifying, measuring, and acting on contract compliance, with an added component of preserving learned experiences to ensure avoiding challenges and repeating successes. Most important to following the below structure is to include the Purchasing division of General Services, as they will be able to provide support during challenging situations.

Begin vendor discussions
- Bring vendors to the table and discuss current challenges
- Develop a timeline and requirements for mitigation
- Set expectations

Determine next steps
- Define success for vendor engagement
- Define failure and determine consequences

Design the standard approach
- Define the value system of the Sheriff's Office and the steps leading to cancellation
- Collaborate with Purchasing to understand options for mitigation of poor vendor performance

Measure success
- Memorialize successes and failures during vendor negotiations
- Document conversations leading up to success or failure

Understand the current state
- Analysis of currently held contracts and where breach of contracts have occurred
- Prioritization of challenges to address first

Feedback loop
- Develop repository of strategy, technique, successes, and failures that is accessible to all staff
- Ensure mistakes are not repeated

Vendor Strategy

Figure 22: Source - KPMG LLP, 2020

Anticipated Impact

Hardware and software are the backbone of consistently delivering a high-quality service to the residents of the County. With a limited capital expenditure budget, upgrades and modernization must have a structured approach that balances resources and needs appropriately. Whether it is through an actual platform or version upgrade, or through negotiations with vendors to maximize value out of a contract, creating a structure, measured approach helps to alleviate unforeseen costs and identify savings, reduce frustration among the workforce, increase productivity, and ensure the highest level of functionality out of hardware and software.

Office Recommendation 3

Implementation tear sheet: Maximize technology enablement through strategic planning, investments, and vendor management

This tear sheet describes the steps needed to develop a strategy for prioritization, upgrading, and modernizing technology in the Sheriff's Office.

Key activities:
— Use the current inventory of all data systems, recently completed in conjunction with the General Services department, and develop an enhanced understanding of system versions, functionality, criticality of the system, gaps in functionality identified versus desired state, frequency of use, and whether licensing is expired or close to expiration.
— Collaborate with the Technology Committee and Technology Advisory Group, Sheriff and Undersheriff to identify prioritization, and then host a series of meetings and focus groups with leadership and staff to understand which technology has the highest operational priority. This exercise is also an opportunity to understand and document where the largest gaps in functionality are, and to classify the upgrading or development of functionality as "wants," "needs," and "nice to haves." In addition to developing a priority, there must also be an identification of sequencing and potential funding mechanisms, which may require conversations with County leadership and CEO analysts.
— Develop a cost and time estimator that focuses on defining the owner of the upgrade or enhanced functionality. Consideration must be made as to whether the owner of the work is an internal team or a vendor. In the event in which the owner is a vendor, there must be a clearly documented understanding of the timing and cost associated with the upgrade of enhancement of functionality.
— Build an upgrade and functionality enhancement roadmap that enumerates time, cost, stakeholders, impact, and whether or not a vendor needs to be involved. This document should be presented to the Sheriff and ACEO as a tool to make an informed decisions on budget, FTE, and priority for technology.

Resources	Deliverables
— Office leadership — Sheriff's Office IT — WTC Report	— Comprehensive list of hardware and software across the Office — Prioritization framework for upgrade and increasing functionality of hardware and software

Level of impact	Level of effort	Duration
High impact	Medium – the WTC Report has already documented all software	12–15 months

4.0	Enhance performance measurement and management processes

Observation and analysis

At present, there appears to be a lack of formalized organizational performance management processes within the County Sheriff's Office, across both the Law Enforcement Operations and Custody Operations branches. While the Office's budget books do identify a handful of performance metrics, these are bureau-level or unit-level targets (e.g., response time goals, or number of inmates informed of their rights under the Prison Rape Elimination Act), and do not provide a comprehensive assessment of operations across the Office, including at the branch and unit levels. In interviews, Custody Operations Branch leadership expressed a need for guidance on developing appropriate performance measures to assess operational performance at the unit level. Similarly, Law Enforcement Operations Branch leadership stated they do not use existing data collection processes to assess and understand deputy workload or staff performance. This recommendation outlines a process to build a more comprehensive performance management process:

Establish performance measures at the unit, bureau, and Office levels

It is recommended that the Sheriff's Office establish performance measures, or Key Performance Indicators (KPIs) at the individual level, unit, bureau, and office level. These measures should be aligned to the Office's strategy and goals and allow for the more effective measurement of progress towards these key office goals. This begins with understanding the highest level KPIs that truly drive value for an organization, and translating these KPIs into meaningful metrics at different levels and roles within the organization. Relevant measures may focus on issues such as resource utilization, productivity, clearance rates, response times, etc. These measures will allow Sheriff's Office leadership to monitor staff behavior, activities, outcomes, and performance based on data, and implement relevant corrective action based on this information.

This process of cascading metrics through an organization can be challenging, an exercise that requires attention to make sure that the right metrics are established. The foundation of an effective performance management organization rests on the clear alignment of an organization's vision, mission, and strategy with how it focuses on and executes its daily work. Often when working with clients, we refer to testing this alignment as conducting an organization's strategy "cascade" mapping. Further enumerated in Recommendation 1.2 of the CEO report, the Sheriff's Office should develop a routine set of performance

Strategic planning and target-setting & Performance management governance

1 — Identify KPIs that drive performance and support strategic goals
2 — Determine KPIs that are relevant for specific roles in organization
3 — Determine data availability and quality
4 — Deploy data governance plan to clean data & close gaps
5 — Develop dashboards and scorecards
6 — Upload data into data warehouse to automate process
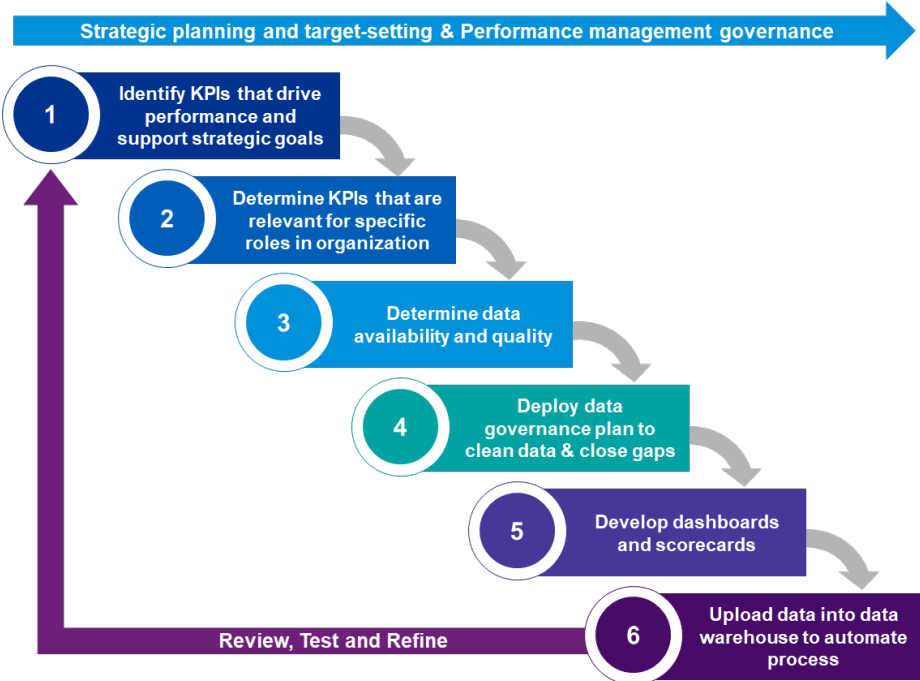
Review, Test and Refine

Figure 23: Source - KPMG LLP, 2020

meetings that focus on identifying the KPIs that allow for informed decision-making at each level of managerial responsibility.

The graphic below provides exemplar data and KPIs for patrol, investigations, custody, and air support operations.

Law Enforcement - Patrol	Law Enforcement - Investigations	Custody	Air Support
— Call for service response times — Suppression of violent crime — Non-enforcement interactions with the public (community policing) — Clearance rates — Number of non-P1 and P2 calls for service responded to — Number of citizen-generated complaints	— Clearance rates — Frequency of contact with victim or victim's family — Number of active cases with average case age	— Inmate versus inmate assaults — Inmate versus staff assaults — Major disturbances (year over year) — Minor disturbance (year over year) — Narcotics found — Number of electronic monitoring participants violating terms — Number of electronic monitoring participants	— Flight hours logged — Number of active crime assists — Number of search and rescue efforts — Number of homeland security flight checks — Cross-departmental and jurisdictional assists — % of hours flying vs grounded — Number of times grounded for mechanical issues

Figure 24 - Source: KPMG LLP, 2020

Enhance data collection processes, as necessary, to allow for evaluation of the above performance measures

After target metrics are identified, the next step involves determining the availability and quality of the data that is needed to calculate the metrics, drill down on the data, and begin addressing identified challenges in a comprehensive, collaborative way. To the right is an example of measures to use in a balanced approach to system performance evaluation. This work ties into the steps outlined in Recommendation 2 regarding data management. The Sheriff's Office must develop an understanding of what data is
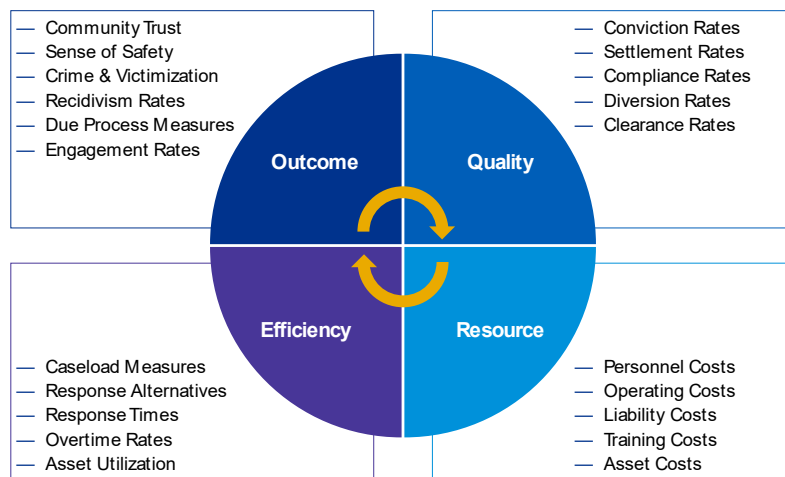

Outcome
— Community Trust
— Sense of Safety
— Crime & Victimization
— Recidivism Rates
— Due Process Measures
— Engagement Rates

Quality
— Conviction Rates
— Settlement Rates
— Compliance Rates
— Diversion Rates
— Clearance Rates

Efficiency
— Caseload Measures
— Response Alternatives
— Response Times
— Overtime Rates
— Asset Utilization

Resource
— Personnel Costs
— Operating Costs
— Liability Costs
— Training Costs
— Asset Costs

Figure 25 - Source: KPMG LLP

reliable and ready for immediate metrics tracking, and what data will need to be addressed. The Office must also establish efficient processes and appropriate staffing to regularly analyze available performance data.

Establish performance reporting and management feedback loop

Although performance-related conversations do occur currently at the station level, the Sheriff's Office does not have a formalized organizational performance feedback system in which learned lessons, exceptional practices, or failures are relayed to the office at large. It is recommended that the Sheriff's Office implement bureau, unit, and individual evaluations on a rolling schedule against the performance measures identified above. Units or branches whose performance is not in line with established measures, may be subject to interventions such as closer monitoring and regular reviews until any performance issues have been resolved. As the Sheriff's Office designs an enhanced performance reporting process, the office may benefit from the development of automated analytic tools, reports, and dashboards to allow for the rapid visualization and reporting of relevant performance data as discussed in Office Recommendation 2. Exemplar graphics are illustrated in the graphic below.

Figure 26 - Source: KPMG LLP

Anticipated impact

Establishing KPIs accompanied with routine performance meetings will allow the Office to track performance, identify areas of improvement, and make improvements in a structured and measured way.

Office Recommendation 4

Implementation tear sheet: Enhance performance measurement and management processes

This tear sheet enumerates the steps towards developing and routinely measuring performance metrics across the office.

Key activities:

— Develop a comprehensive list of performance metrics for each station, bureau, and branch. This effort should be led by the lieutenants, with guidance and supervision from the commanders and chiefs of the functional areas. It is important to develop a strong understanding of the difference between workload metrics and performance metrics: workload metrics define the volume of works, with performance metrics defining how well or quickly the work is performed.

— Establish internal service level agreements to hold employees accountable to established performance measures. If available, the service levels should be set based on the 90th percentile of cycle time data as reported from RMS, JMS, or CAD, and a 10 percent improvement expectation should be factored in.

— Instruct supervisors to establish a formal monthly meeting, in addition to informal biweekly meetings, with their direct reports to review performance metrics. The tools to drive these meetings should be the reports and dashboards developed under Office Recommendation 2. It is important to avoid making the meeting punitive in which only failures are discussed, but to frame them as a collaborative discussion around challenges and how to navigate them appropriately. This meeting should be a rolling discussion that feeds in to the desired operational outcomes, in which areas identified as a challenge are collaboratively addressed. These meetings should also be used as the formal venue in which to share successes or failures, and ensure that learned lessons are passed on throughout the Sheriff's Office. As discussed in the CEO Report Enterprise Enablement Recommendation 1.2, this meeting should be inclusive of the ACEO and budget analysts where appropriate.

— Annually re-evaluate all performance measures and KPIs to ensure that tracked metrics are still relevant to the Sheriff's Office mission, vision, and legal mandates. For example, a metric or goal worthy of tracking may be lowering the average daily population of the jail to below 900. As that goal is achieved, it should no longer be a topic of discussion in performance meetings or tracked routinely, unless is rises again.

Resources	Deliverables
— Office leadership — Branch, bureau, station, and unit leadership	— List of performance metrics with improvement factors identified — Monthly performance meetings that identify areas of focus and sets action plans — Annual reassessment of metrics

Level of impact	Level of effort	Duration
High	High	12–15 months

Branch recommendations

Branch recommendations identify opportunities for the Sheriff's Office and branches to more effectively prioritize activities, generate more efficient operations, provide strategic insight to other County departments, and improve service to the public.

#	Branch recommendations
Law Enforcement Operations	
5.1	Realign call type descriptions and priority levels to enable tracking and in-depth analysis of calls for service
5.2	Implement tracking of response time targets to improve service delivery and performance
5.3	Expand call diversion, telephone reporting, and online reporting to allow for the appropriate prioritization of resources
5.4	Develop and codify consistent, data-driven policies to govern the use of overtime
5.5	Improve deputy time tracking to enhance understanding of productivity and utilization
Custody Operations	
6.1	Conduct jail utilization analysis to better understand drivers of incarceration
6.2	Expand diversion programs to reduce jail utilization
6.3	Assess drivers of Custody Operations Branch overtime to better reflect demand for service
6.4	Realign custody staffing mix and increase utilization of SSTs
6.5	Enhance programming and increase capacity in the ASB to reduce overpopulation
6.6	Increase internal collaboration and support of the Sheriff's Treatment Program to address inmates' criminogenic needs

Law Enforcement

5.1	Realign call type descriptions and priority levels to enable tracking and deeper analysis of calls for service

Observation and analysis

The Law Enforcement Operations Branch in the Sheriff's Office is responsible for delivering patrol services to residents in the unincorporated areas of the County, as well as the contract cities of Buellton, Carpinteria, Goleta, and Solvang. It is comprised of three branches: South County Operations, North County Operations, and the Criminal Investigations Branch. To develop recommendations related to these two branches, an analysis of CAD data, extensive interviews, and best practice research and benchmarking was conducted.

Well-organized CAD data allows for an analysis of response times, workload, and other temporal factors based on call type. This information can help sheriff's offices predict deputy workload, patterns in calls for service and crime types, and other trends that may inform office planning and decision-making.

At present, however, meaningful analysis of Sheriff's Office CAD data is inhibited by vague or overly broad call types, which do not provide a clear understanding of the drivers and activity behind each call, as well an unclear structure governing call priority levels. The paragraphs below include additional detail on each of these issues.

Developing clear call type categories
Currently, the Sheriff's Office uses more than 48 call types in CAD to record activities undertaken by patrol deputies. However, in many cases, these call type categories are too vague to enable effective analysis without a case-by-case analysis of call notes and disposition. This lack of clear call categories is illustrated in the graphic on the following page, which provides a depiction of all 2019 calls for service broken out by call type, as pulled from the CAD system. Call types such as "Phone Request," "Follow Up," "Reports – All," "INFO," and "Miscellaneous Dispatch" are too broad to clearly convey the type of call activity.
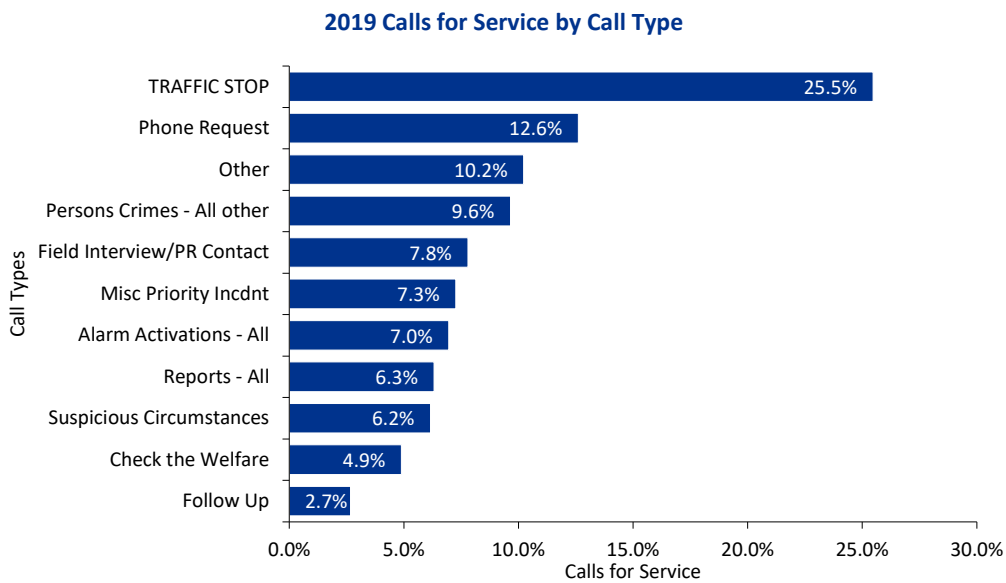
2019 Calls for Service by Call Type

Figure 27: Source - KPMG LLP analysis of Sheriff's Office CAD data

By incorporating clearer naming conventions of call types into the CAD system, office leadership will be able to run analyses to inform decision-making around issues such as staffing levels, overtime, and scheduling by improving the top-line understanding of the demand generated by the public and ensuring that the force mix and response times appropriately meet that demand. With the County preparing for Next Generation 911 and the move to National Incident-Based Reporting System (NIBRS), now would be an appropriate time to redefine call types to develop a more substantive understanding of call demand.

Revising call priority framework

Additionally, the Law Enforcement Operations Branch would benefit from a more robust grading framework for the priority levels assigned to calls, particularly for P3, P4, P5, P6, 07, and T calls. Below is a listing of the call priority types and a brief description of each priority type as explained by the Sheriff's Office's dispatch team. Appropriately, the distinction between Priority 1 and 2 calls and Priority 3 calls is "in-progress" versus "not in-progress." However, priority types are not clearly distinguished beyond this point with P3 described as "Miscellaneous" and P4 "Reports."

	Priority Description	Emergency/Non-Emergency	Comments
00	Unknown	Emergency	Safety/Catch-all for uncommon incidents
P1	Person in progress (Perin)	Emergency	Highest priority in-progress – more than 1 unit recommended
P2	Property in progress (Propin)	Emergency	Highest priority in-progress – more than 1 unit if available
P3	Miscellaneous	Emergency	Not in-progress – low risk – no rush
P4	Reports	Non-Emergency	Reports – handle if available
P5	Staffing per supervisor	Non-Emergency	Internal tracking
P6	Critical staffing	Non-Emergency	Internal tracking – call that can be handled when staffing levels increase
07	07	Non-Emergency	Low priority for information or administrative actions such as vehicle tow
T	Traffic Stops	Emergency	Default priority assigned to traffic stops

Figure 28: Source - KPMG LLP analysis of Sheriff's Office CAD data

The nonspecific call types currently in use, coupled with the current priority structure, limit the Sheriff's Office's ability to gain analytical insight into drivers of calls for service through CAD analysis.

To detail an example of the challenge associated with the current practice:

— In 2019, the call type "Misc. Priority Incident" was the fourth most common call type, with the Sheriff's Office receiving 10,171 calls with that designation, which equaled 7.6 percent of total calls for 2019. The majority of those calls received a P3 priority, or "Miscellaneous"; however, there were also calls received that were given P1 and P4 designations. Any executive level report viewed by Office leadership would not be able to provide any meaningful insights into what those calls mean or whether or not there are any criminal patterns associated with it.

As stated earlier in the report, the Sheriff's Office is currently preparing for NextGen911, migrating CAD systems from analog to digital, and the transition to NIBRS, which will provide a natural opportunity to review both CAD call type descriptions and priority designations. Key priorities include developing a clear set of call types that group calls into discernable categories for analysis, and to develop them in such a way that there will minimize call types being outside of typical priority levels. There were instances in which problem types that seemed inherently logical did not receive the priority assignment, such as "Suicidal Subject" being assigned to "Traffic" priority, and "Assault in progress" being assigned to "Report" priority. Below is an example of potential reorganization of the priority levels based on an aggregation of multiple national best practices[6,7] and case studies of effective naming conventions.
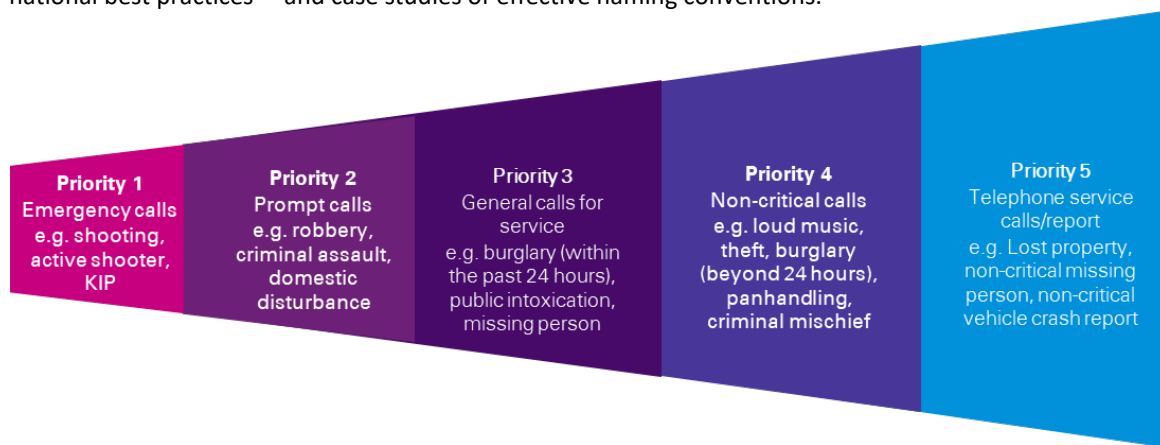

Priority 1
Emergency calls
e.g. shooting, active shooter, KIP

Priority 2
Prompt calls
e.g. robbery, criminal assault, domestic disturbance

Priority 3
General calls for service
e.g. burglary (within the past 24 hours), public intoxication, missing person

Priority 4
Non-critical calls
e.g. loud music, theft, burglary (beyond 24 hours), panhandling, criminal mischief

Priority 5
Telephone service calls/report
e.g. Lost property, non-critical missing person, non-critical vehicle crash report

Figure 29: Source - KPMG LLP, 2020

Anticipated impact

Foundational to making decisions around scheduling, overtime, and training is a clear understanding of the demand generated by the public. By realigning call types and priority designations, there will be an enhancement of a high-level understanding of the demand profile and increase the ability of leadership to be manage workload and define staffing requirements. Procedures to enable more effective CAD analysis will inform decision-making around staffing, performance management, call diversion, and more.

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[6] https://www.vera.org/downloads/publications/911-call-processing-system-review-of-policing-literature.pdf

[7] http://ncem-pa.org/wp-content/uploads/2016/05/CAD-Event-Codes-5-2016.pdf

5.2	Implement tracking of response time targets to improve service delivery and performance

Observation and analysis

During Office leadership interviews, it was noted that there is no current reporting or routine monitoring of response times. While this information is available based on the Office's CAD data, analysis on this data is not completed regularly, and office leadership does not have easy access to this information.

It is recommended that the Sheriff's Office implement processes to produce station-level analysis of response times, and use these performance indicators to assess performance at the shift, station, and branch level. At present, the Sheriff's Office appears only to have response time goals for P1 and P2 calls, which are listed in the annual budget. Specifically, the Office sets a goal that 90 percent of P1 (in-progress persons crimes) and P2 (in-progress property crimes) calls will have a deputy arrive within eight minutes of being dispatched.

In the exemplar graphic below, the average caller wait time is broken out by priority, as is the average assigned time. In this graphic, the average assigned time is defined as the time difference between the call being assigned by dispatch to the deputy arriving on scene, and the average caller wait time is defined as the time difference between the call being answered by dispatch to a deputy arriving on scene, also known as "Hello-to-Hello." Also, important to note is that the stations "HQ/Support" and "SLU" were removed from this analysis, due to insignificant call volumes (fewer than 35 annually) and the call types being largely related to support from adjacent counties.
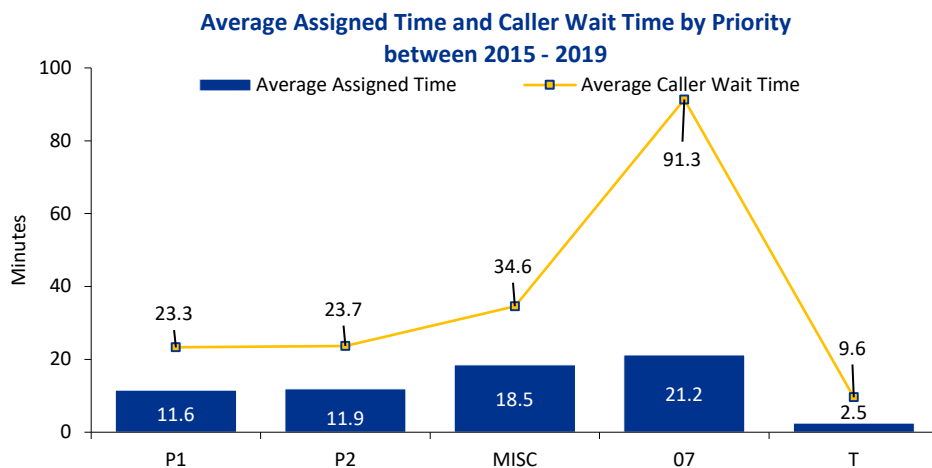
Figure 30: Source - KPMG LLP analysis of Sheriff's Office CAD data

The graphic above demonstrates the importance of using data to illuminate varying perspectives for the purpose of tracking and performance management. The Sheriff's Office is not meeting response time goals for P1 and P2 calls at present; rather, response times for these calls average 11.7 minutes. Additionally, as demonstrated in the yellow line, callers are waiting approximately 24 minutes, on average, for a deputy to arrive to an in-progress call. There must also be consideration by leadership on perspectives such as these, to ensure that the stations, and Office as a whole, are providing a high-level service to the public.

It is important to note that while caller wait times are a useful high-level, Office-wide metric to assess service delivery, these wait times cannot be solely attributed to deputy productivity or effectiveness. Rather, wait times are influenced in part by the dispatch time, which is not within the control of the deputy. However, assessments of deputy performance may benefit from analysis of average travel time, the period that elapses between the time in which a deputy flags themselves as "en-route" and the moment they arrive on scene. This metric more accurately represents what the deputy, or their superiors, could be measured on because it removes the aspects of the response that they can't control. Geospatial analysis can be used to determine where deputies should patrol in order to minimize travel times to projected calls for service. Below are examples from a previous client of optimization and performance tracking dashboards that allow for an enhanced and comprehensive view into operations and performance. However, Figure 30, above, is a

Figure 31 - Source: KPMG LLP

heat map of the call volumes for the patrol area of unincorporated Santa Barbara. As discussed previously, a data analyst position would allow the Office to generate these data insights and inform operational decision making.
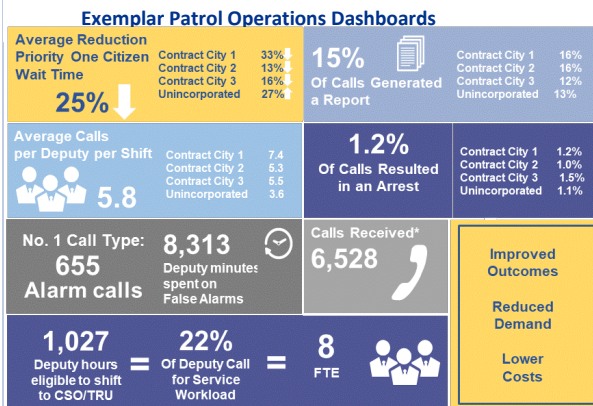
Figure 33 - Source: KPMG LLP
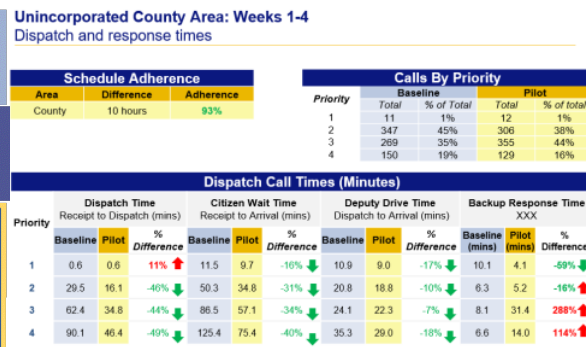
Figure 32 - Source: KPMG LLP

Developing response time targets and tracking progress against them, understanding geospatial trends, understanding the number of deputies responding to calls, and the length of time spent can all be a useful management tools as Sheriff's Office leadership works to deliver a high-quality service to the residents of the County. Developing these reports will not be a difficult task as the quality of the data inside the CAD system may allow for automated reporting through the development of crystal reports. Increases and decreases in response times can be used to assess Office performance and enable iteration to reduce citizen wait times.

Service levels in contract cities

In interviews, Office leadership and staff expressed concern that residents in the unincorporated areas may not receive the same level of service as the contract cities. Analysis of CAD data evidences that callers in the unincorporated area typically wait longer for service than callers in contract cities. This disparity may reflect, in part, geographic differences between the contract cities (which are typically more concentrated urban areas) and the unincorporated areas (which typically have a lower population density). Below is an analysis of deputy travel time (from the time a deputy is assigned to the time they arrive at the scene of an

incident) and average caller wait times (from the point at which the caller first speaks to dispatch to when a responding deputy arrives at the scene) by priority and contract status.
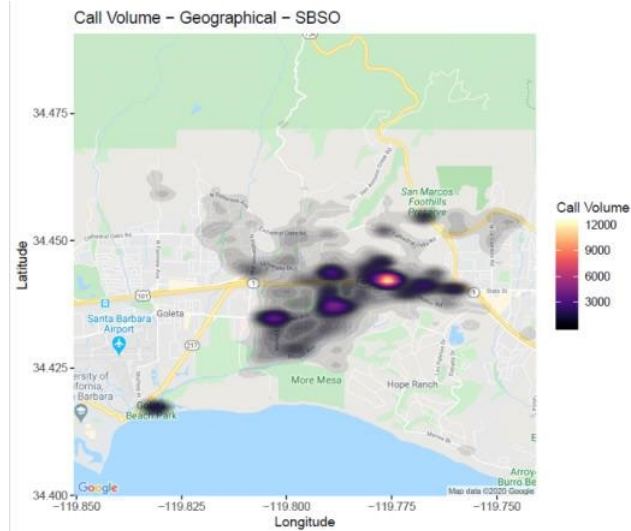
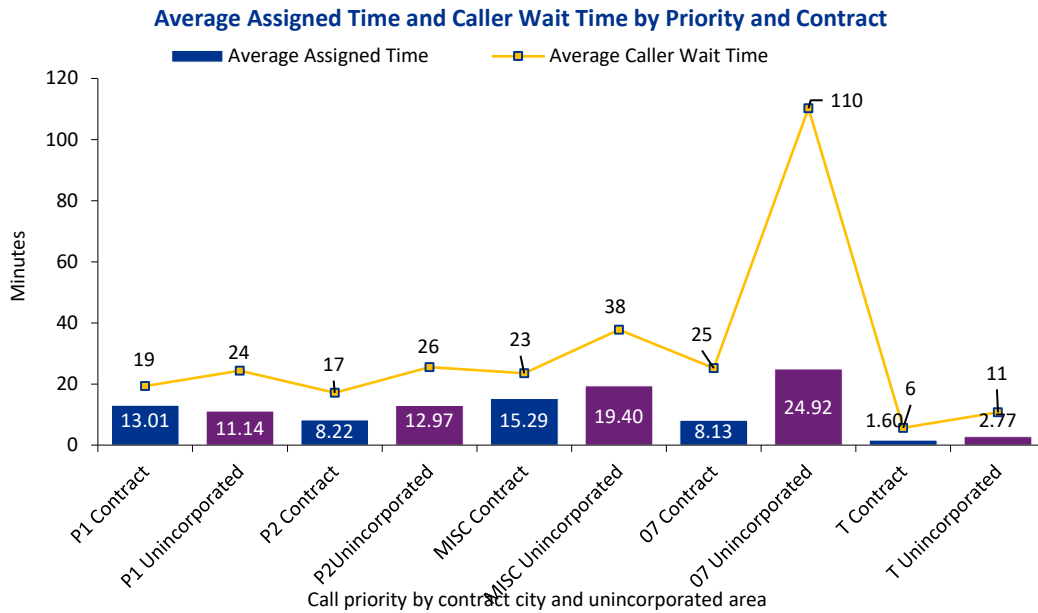**Average Assigned Time and Caller Wait Time by Priority and Contract**

Figure 34: Source - KPMG LLP analysis of Sheriff's Office CAD data

With the exception of P1 calls, the contract cities receive quicker response times than the unincorporated area. On average, the deputies are arriving 30 percent sooner to calls in contract cities than in the unincorporated areas, and the callers of contract cities are waiting 43 percent less time between making the call and the deputy arriving. An anecdote given for the reason for generally longer wait times for the unincorporated residents was that deputies who patrol the unincorporated areas are pulled into filling contractually required patrol slots in the cities, which creates a lack of patrols in the unincorporated area.

The Sheriff's Office would benefit from developing a comprehensive understanding of the drivers of response times in various areas in the County, and developing a response protocol to guide corrective action if delays are not attributable to an allowed explanation. To accomplish this, as stated above, there must be a routine review of response times and station-specific activity by station leadership. Separately, the Sheriff's Office should consider developing a service level agreement, similar to what is enumerated in the contracts with cities, for the unincorporated areas of the county. This would allow for the development of performance expectations, as well as the ability to clearly tie resource allocations to operations and performance.

Anticipated impact

Developing a comprehensive, granular understanding of response times will allow leadership, at all levels, to make informed operational decisions around prioritization of focus and effort, ultimately leading to an improved level service to the residents of the County, and improving the management of expectations.

5.3	**Expand call diversion, telephone reporting, and online reporting to allow for the appropriate prioritization of resources**

Observation and analysis

High-priority calls require an immediate response from sworn deputies; however, the Sheriff's Office can most efficiently manage lower-priority demand drivers by diverting them to alternative demand management mechanisms, including telephone reporting, online reporting, use of Community Service Officers (CSOs), and scheduled appointments.

Public satisfaction with patrol agencies is driven by more than just response times. Research suggests the public often accepts slower response time or alternatives to a patrol deputy response such as telephone reporting, and online reporting for crimes that are not in progress at the time of the call, particularly if the rationale for this alternative is properly presented and explained.[8]

Data regarding the County Sheriff's Office's use of alternative call mechanisms was not available at the time of this analysis. However, leading practice research evidences that alternative mechanisms may be particularly well-suited for lower-priority calls. Priority 3 calls in the County, defined as "not in progress," accounted for 24 percent of calls for service and 16 percent of workload in 2019. Workload, for the purposes of this analysis, was defined as the sum of time for the CAD fields of "Call Duration" and "Travel Time" multiplied by the number of deputies attending the call.

Much of the lower priority workload may be eligible to be diverted to the response mechanisms outlined below:[9]

— **Telephone and online reporting:** The Sheriff's Office should determine if there are any additional call types that may be eligible for telephone reporting and online reporting. Based on these eligible call categories, the Sheriff's Office should analyze historical CAD data to determine the anticipated call volume that could be diverted and the temporal trends to inform staffing and scheduling requirements for the telephone reporting unit and the resultant potential impact of call diversion on patrol deputy workload. Once determined, call takers should be advised of which calls, beyond what is already being diverted by call takers, should be consistently diverted to the online reporting system. It is important to note that the Sheriff's Office currently has an online reporting system[10] and should investigate if there is a way to increase its utilization. It is important to note that the Sheriff's Office has been working on increasing the use of SSTs to respond to lower priority calls, however, there is an opportunity to expand this program. Additionally, there is an opportunity to expand the use of the online reporting tool. As demonstrated in the graphic below, crimes reported via the online tool are consistently representative of less than 2 percent of the overall calls for service recorded within the

[8] "Police Response Time: Its Determinants and Effects," Tony Pate, Amy Ferrara, Robert Bowers, and Jon Lorence, Police Foundation, https://www.policefoundation.org/wp-content/uploads/2015/07/Pate-1976-Police-Response-Time.pdf
[9] "Making Policing More Affordable," George Gascón and Todd Foglesong, Harvard Kennedy School and National Institute of Justice, available at https://www.ncjrs.gov/pdffiles1/nij/231096.pdf
[10] https://www.sbsheriff.org/home/make-a-report/

CAD data.

Online Reporting and 911 Calls for Service

■ 911 Call Volume ■ Online Reporting Totals ▲ Online Reporting Percent of Total
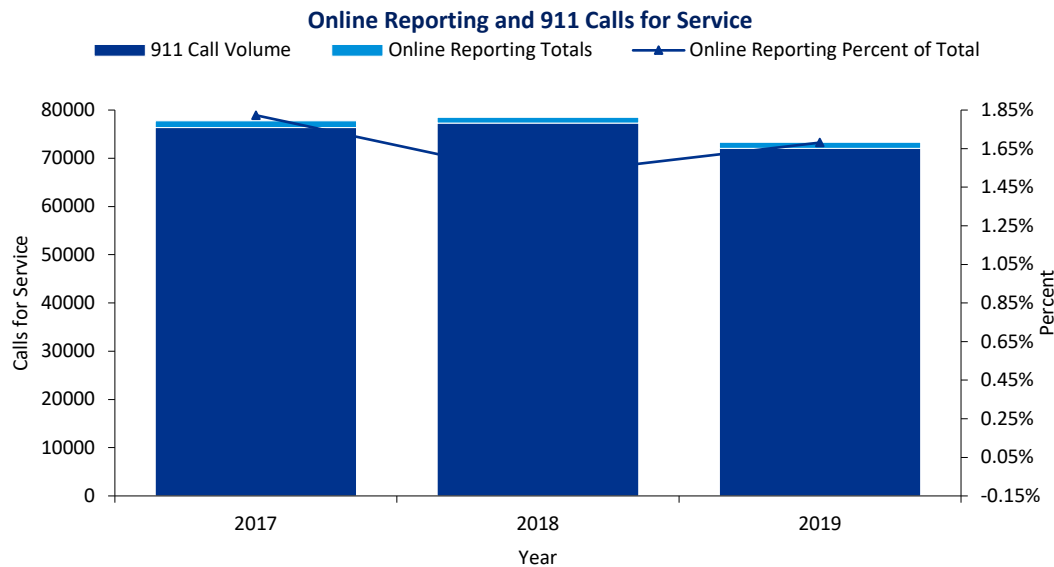

Figure 35 - Source: KPMG LLP analysis of Sheriff's Office CAD and Online Reporting Data

— **CSOs and SSTs responding to lower-priority and report-only calls:** Within many community policing models, for example within the Riverside County Sheriff's Office[11] and the New York Police Department,[12] CSOs and Neighborhood Policing Officers (NPOs) are responsible for not only community engagement activities such as community meetings and school visits but also providing a response to lower-priority calls for service. Those calls for service may be deemed "quality of life" calls where a response is also providing a mechanism for community engagement and problem solving. In the County, the Sheriff's Office employs SSTs, rather than NPOs. The Sheriff's Office should conduct a CAD analysis to determine the number of calls that could be diverted to SSTs. A potential breakout could be that SSTs receive the calls that are low priority or are administrative calls for service such as report writing for vehicular collisions with no injuries. Above is an analysis performed for the Riverside County Sheriff's Office demonstrating the peak time of calls that would have been best suited for CSOs that can help to guide staffing and deployment of staff to nonpriority, nonemergency calls for service.

Figure 36 - Source: KPMG LLP analysis of Riverside County Sheriff's Office

— **Appointments:** In an effort to provide an enhanced level of service to citizens, there is the option to provide appointments. Appointments are typically provided for nonemergency calls and scheduled around other community engagement activities. The use of appointments allows citizens the flexibility of receiving a response from a deputy but at a time convenient to them that does not impact their work, childcare, or other commitments they may have. Appointments are typically scheduled within a 72-hour period to help ensure an appropriate response is provided. Again, this could offer an opportunity to redirect lower-priority calls to CSOs and allow patrol deputies to focus on the higher-priority calls.

Anticipated impact

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[11] http://agency.governmentjobs.com/riverside/job_bulletin.cfm?JobID=21934
[12] https://www1.nyc.gov/site/nypd/bureaus/patrol/neighborhood-coordination-officers.page

By shifting workload to the alternative response mechanisms outlined above, the County Sheriff's Office can focus sworn deputy capacity on the highest-priority calls for service, while efficiently responding to lower-priority calls.

5.4	**Develop and codify consistent, data-driven policies to govern the use of overtime**
Observation and analysis	

As shown in Figure 4 in Office Recommendation 1, overtime usage in the Law Enforcement Operations Branch has grown even as budgeted FTEs has risen and demand for service has fallen. It should be noted that while overall staffing within the Office has increased, these have primarily been through contract or grant positions and not general fund positions however data provided is unable to distinguish which Branch or division these positions have been reduced or added to over time Analysis reveals that there is a consistent increase in overtime expenditures, averaging to approximately 15 percent increase per year, over the past eight fiscal years. Recommendation 1 details the importance of shifting to a demand-based, workload-driven staffing model as a way of managing overtime expenditures. This methodology, which is often enabled by the use of a schedule optimization tool, can determine the appropriate number of staff at the office, branch, and unit levels, as well as an optimal number of overtime hours to meet service levels, geographic requirements, and deputy safety needs. However, even once these staffing and overtime targets have been determined, the Sheriff's Office will need processes to implement the use of overtime efficiently, as detailed in the recommendations below.

Track and enforce overtime usage and approval

At present, the process for filling an overtime shift is handled consistently across Law Enforcement Operations Branch stations: if there is a shift available, an email is sent out to all sworn personnel, and the first person to respond is selected to cover that shift. Notably, the person selected may not perform the work that shift requires on a regular basis, which can impede that temporary staff's ability to effectively fill the post.

The Law Enforcement Operations Branch is not operating under mandatory overtime. As a result, if no one volunteers to take an overtime shift, interviewees report that lieutenants and sergeants frequently elect to fall below minimum staffing in order to avoid mandating overtime. As a result, adherence to minimum staffing appears *ad hoc* if overtime is necessary to fill a spot. The Office also does not appear to be tracking and analyzing when it falls below minimum staffing due to a failure to fill an overtime post to determine whether these reduced staffing levels impact the Office's performance or to attempt to identify these lulls in staff availability and plan for them in advance.

Additionally, there is not a comprehensive tracking of the reason for the use of overtime, while high level reasons for overtime usage are tracked internally, this information is not recorded within the FIN system. Without this information, it is difficult to analyze the drivers of overtime usage within the Office. Developing an understanding of whether usage was due to an illness, critical staffing needs, or a special event, for example, would allow for analysis on the drivers of overtime and development of strategies to manage it. Further, staff reported that individuals filling an overtime shift outside of their typical territory do not always know how to appropriately code their overtime. For example, someone not typically assigned to a contract city might not charge their overtime appropriately, and as such it was flagged during interviews that on occasion supervisors end up dedicating time to review appropriate adherence to administrative processes related to recording overtime, pulling them away from their standard duties.

In order to help ensure the most efficient use of overtime, the Sheriff's Office should develop clear policies and procedures for unit, station, and branch leadership to monitor overtime to help ensure that overtime positions are filled by the appropriate staff, that the correct codes are used in order to facilitate an analysis of the drivers of overtime, that overtime is used consistently across units to position the Office to fulfill its mission, and that overtime is used judiciously to fulfill the strategic priorities of Sheriff's Office leadership. Specifically, the supervisors who approve or request overtime should be responsible for noting who is working overtime and which code and reason should be used to track the overtime.

Use data to understand the fiscal impact of overtime

Law enforcement deputies report 27,535 overtime hours for 2019, equating to approximately 13.2 FTEs in terms of hours. While all of these overtime hours were worked by Law Enforcement Operations Branch deputies, a small portion of the hours were charged to the Court Security Services or Custody Operations Branch budgets—meaning Law Enforcement Operations Branch deputies were working overtime outside of the Law Enforcement Operations Branch. Of the 13.2 FTEs of overtime hours, 11.2 FTEs were charged to the countywide Law Enforcement Operations Branch budget. The Office may benefit from analyzing patterns in its overtime usage to determine whether the use of 11.2 FTEs worth of overtime is based on a true need, a product of unmanaged overtime expenditures, or could be mitigated by identifying process efficiencies.
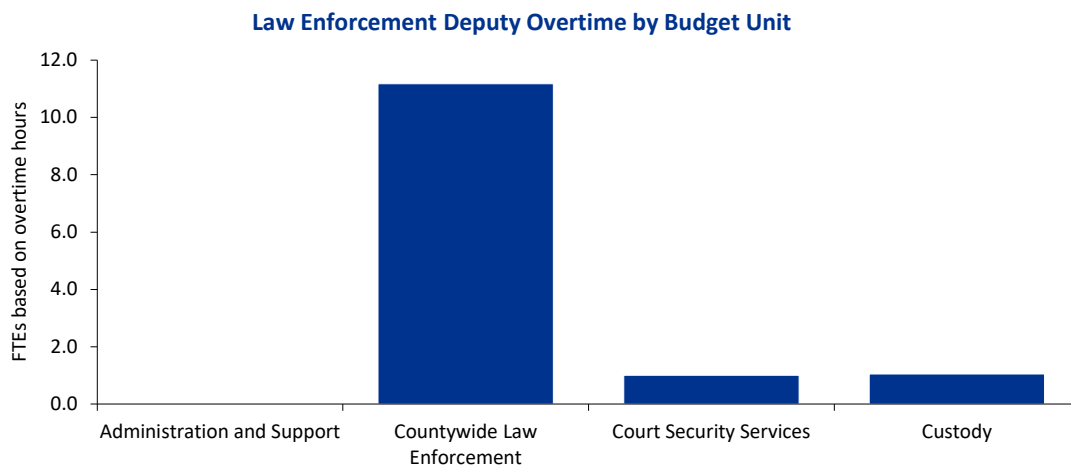
Law Enforcement Deputy Overtime by Budget Unit

Figure 37: Source - KPMG LLP analysis of Sheriff's Office payroll data

Specifically monitor first shift overtime

Additional overtime analysis reveals there are instances in which a deputy's first shift worked in a pay period is worked as overtime. For example, in the first day of the first pay period of a fiscal year, it is possible for a deputy to work and earn overtime. This creates a downstream budgetary issue in which staff could be working more overtime in a pay period than regular hours. There should be a deep-dive analysis into the contributing factors behind this challenge, and identify if the reason is anything other than an operational need.

Staff receive overtime whenever they work a shift that is not on their typical schedule. However, if a deputy works an "extra" shift at the start of a pay period, they accrue overtime for that shift, even though they have not yet exceeded their regular hours for the pay period, and they may not exceed hours if they end up calling out sick or taking PTO. This also manifests as a challenge when trying to balance overtime and comp time. If a deputy works an overtime shift (e.g., of 12 hours), they earn either 1.5x pay for those hours or can bank 18 hours of comp time. However, when they use this comp time, given current staffing levels, the office typically needs to pull in another deputy on overtime to cover, resulting in 18*1.5 hours of comp time being accrued (27 hours). This system results in cascading overtime costs for the Sheriff's Office.

Interviewees noted that (a) "it is difficult to tell your friends 'no' when they ask for overtime," and (b) "[we] didn't use to see overtime being taken at the beginning of the pay period." During interviews, it was noted by supervisory staff that while there was no change in formal policy in the Sheriff's Office, there was a more frequent appearance of overtime being taken at the beginning of pay periods. Separately, it was also noted by supervisory staff that it can be difficult to refuse requests for overtime from staff. Without guidance, and with data not being used to create an informed policy, there are inevitably situations in which overtime is not used but should have been, and situations in which overtime was used and should not have been. There is a potential that overtime accruals and usages are dictated by the memorandums of understanding with bargaining units, and should be consulted prior to the drafting of amended policies and procedures.

Anticipated impact
By developing a strict set of policies and procedures and tracking mechanism around overtime, the Sheriff's Office will be able to manage overtime usage and develop a more accurate prediction as to when overtime will be needed.

5.5	Improve deputy time tracking to enhance understanding of productivity and utilization

Observation and analysis

Tracking and managing deputy administrative time is a critical component of effectively managing Law Enforcement Operations Branch staffing. Additionally, tracking administrative time can guide initiatives to implement more efficient processes or technologies to streamline administrative responsibilities or nonpatrol activities. Some examples of administrative time are in the table to the right.

Administrative Tasks
— Time coding
— Report writing
— Breaks
— Booking process
— Non-justice related data entry
— Various software interactions for regular job duties

Figure 38 - Source: KPMG LLP

To allow for more comprehensive tracking of administrative time, the Sheriff's Office's recently added an "out of service" button to its current time-tracking processes. With the addition of the button, there are now multiple ways in which deputies can flag themselves as "out of service". It can be done via radio, in person, or by marking it in Sheriff's Office software systems. With this addition, the Sheriff's Office should be better able to assess the amount of deputy activity is spent responding to calls and on self-initiated activities, as opposed to out of service doing administrative work.

However, interviewees reported that a lack of staff compliance has been a challenge in the implementation of this "out of service" button, preventing the Sheriff's Office from developing an ability to assess how much time deputies spend spent filing reports and other administrative activities and how much time was spent on patrol activities. This is attributable to a lack of enforcement of already existing standard operating procedures and enforcement/compliance when going out of service. Many RMSs have additional methods/capabilities for tracking administrative time (deputies can enter it after the fact, or there can be automated tracking); however, it is unclear whether the current RMS has this capability and whether it has been configured by the IT team.

It is recommended that the Sheriff's Office develop standard operating procedures around deputies designating themselves out of service and when using doing administrative-related work, and train staff accordingly. Adherence to administrative time tracking should be routinely evaluated by supervisors to ensure appropriate levels of time tracking.

Anticipated impact

Being able to track when deputies are out of service, and for what reason, is critical to being able to understand workload and improving on the service delivered to the public. Moreover, it allows for data tracking around administrative, but necessary tasks, such as report writing, and to help prioritize opportunities for improving software functionality and streamlining deputy administrative work to more quickly get them back on patrol.

Custody Operations

Observation and analysis	

The Custody Operations Branch is the correctional law enforcement organization within the Sheriff's Office, responsible for managing inmates within the County's jail facilities. At present, the County Sheriff's Office operates one jail, the Main Jail Campus, which is rated for a total population of approximately 800 beds. However, the Custody Operations Branch is expected to open a second facility in 2020 called the Northern Branch Jail, located in Santa Maria. This new facility will have a population rating of 344 rated beds and 32 special use beds, and its modern design is expected to facilitate the Sheriff's Office's efforts to better manage inmates with physical and mental health challenges.

In interviews, Custody Operations Branch leadership and staff highlighted two pressing issues facing the branch:

— The County jail's average daily population consistently exceeds the facility's rated population, which creates a litigation risk as well as a public health risk given the COVID-19 epidemic. Below is a graphic demonstrating that over the past five years, the jail has been operating at least 122 percent over capacity.

Percent Over Rated Population

Year	2015	2016	2017	2018	2019
Percentage	137%	148%	137%	133%	122%
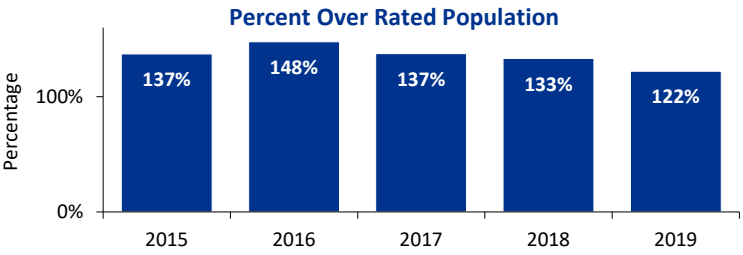
Figure 39: Source - KPMG LLP analysis of Sheriff's Office JMS data

— Additionally, Custody Operations Branch staff operated under mandatory overtime as recently as this summer, which negatively impacts staff morale, retention, and, at times, performance. It has been noted by the Sheriff's Office that due to a decreasing ADP due to COVID-19, mandatory overtime was discontinued on July 1st, 2020.

These two factors combined pose long-term risks to the morale and performance of Custody Operations Branch staff. The following pages outline a series of recommendations to better understand demand for jail beds in the County, the workload associated with these custody services, and opportunities to transition to a more sustainable operating model. It is important to note that this analysis was conducted prior to the COVID-19 pandemic, due to the pandemic jail utilization has now dropped to historic lows as shown in Figure 49. This reduction may impact the recommendations made in recommendations 6.1 – 6.3.

Conduct jail utilization analysis to better understand drivers of incarceration

Managing the size of the County's jail population will require cooperation across all of the County's criminal justice agencies, including the District Attorney, Probation Department, Public Defender, and Superior Courts. However, to lead and inform this collaboration, it is recommended that the Sheriff's Office conduct in-depth jail population analytics at regular intervals. Below, this recommendation presents a high-level analysis of the jail utilization data provided during the course of this review. The Office would benefit from running in-depth jail utilization analysis on a recurring basis, considering metrics including:

— Size of the pretrial population

- Number of people incarcerated with behavioral health needs
- Population by charge type and recidivism risk
- Sentenced and non-sentenced releases
- Capacity releases
- Recidivism statistics broken out by new crimes or recommittal of same crime.

Trends in jail utilization

While the jail's average daily population has declined steadily between 2016 and 2019 from 148 percent to 122 percent of rated capacity, the facility continues to operate well above capacity. This overcrowding will be alleviated somewhat by the opening of the Northern Branch Jail; however, bed capacity may continue to be a challenge given the spread of coronavirus and potential need for social distancing. Below is a graphic that depicts the average daily population between 2015 and 2019, as compared to the rated population capacity. Notable to this analysis is that as the average daily population is falling, Custody Operations Branch is taking efforts to reduce the population in specific units to expedite the shutting down of units when possible.
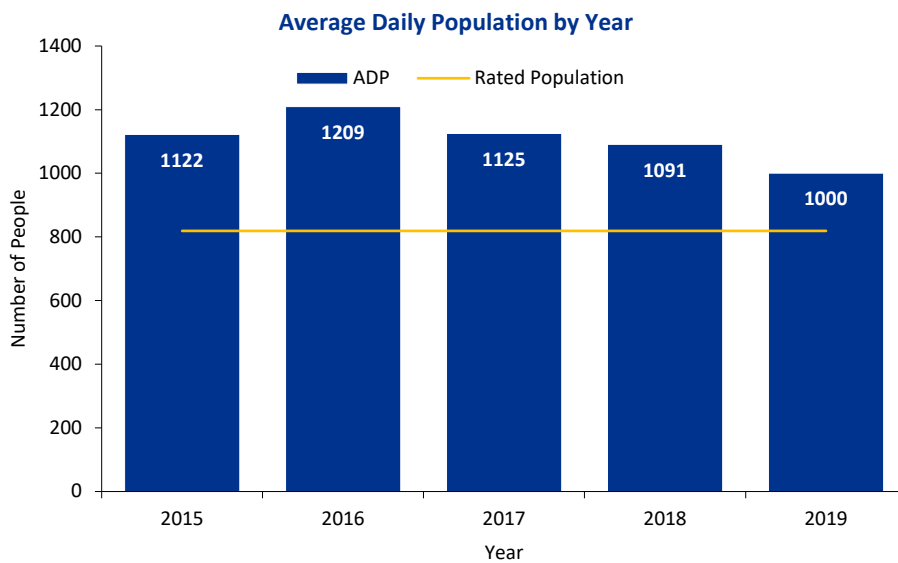
Figure 40: Source - KPMG LLP analysis of Sheriff's Office JMS data

The jail system's average daily population is determined both by the number of people sentenced to jail as well as the length of their incarceration. The Sheriff's Office does not independently control either of these factors, although the Office does possess some tools to manage the size of its in-custody population, as detailed in the recommendations below on the ASB and Sheriff's Treatment Program. As discussed previously, the Sheriff's Office should be commended for its efforts to manage the size of the County's jail population and support inmates through these two programs.

Exemplar population analytics based on currently available data

Two jail population-related data sets were provided during the course of the review. One data set was a highly granular analysis of four specific release types (Own Recognizance, Cash Bail, Cite Release, and Bail Bond) which allowed for an average length of stay calculation. The other data set was a monthly aggregate of bookings, releases, and arresting agency for 2017–2019. While both data sets provide insight into jail

operations, they, alone, lack the granularity to allow for a comprehensive analysis of all jail operations. Key takeaways from an analysis of the available data are detailed below:

Annual Average Daily Population by Status

— Demonstrated to the left is a breakout of the annual average daily population by whether or not the inmates are sentenced or non-sentenced. It should be noted that ADP by status may differ slightly from overall ADP due to statistical rounding and averaging.
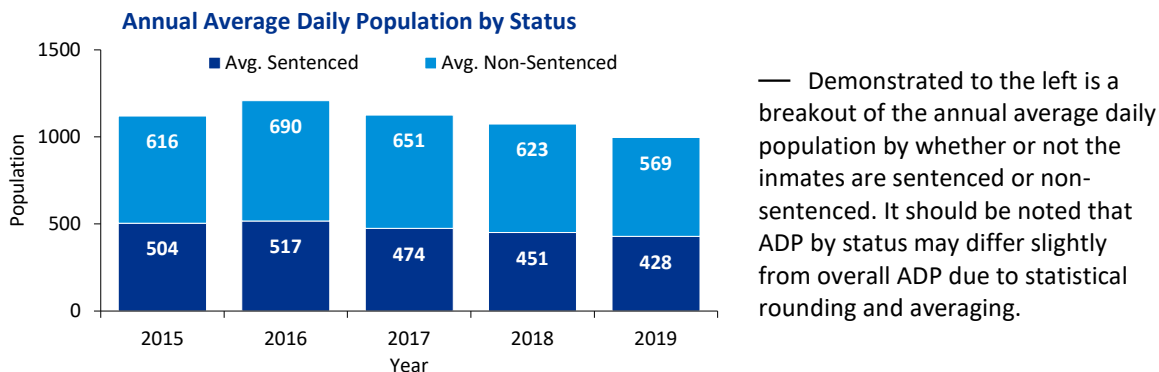
Figure 41 - Source: KPMG LLP analysis of inmate data 2017–2019

— As shown to the right, the percentage of population remanded to custody has been on a downward trend, indicating that fewer people are being held in jail while awaiting trial.

— Between 2017 and 2019, cite releases increased by 1.2 percent as a share of total releases, growing from 27.1 percent to 28.3 percent, as demonstrated below in Figure 41. Cite releases are defined as instances in which a person is arrested, booked, and immediately released with a citation and does not spend any time in jail.

Remand to Custody as a Percentage of Total Bookings

Figure 42 - Source: KPMG LLP analysis of inmate Data 2017–2019'

Cite Release as a Percent of Total Bookings
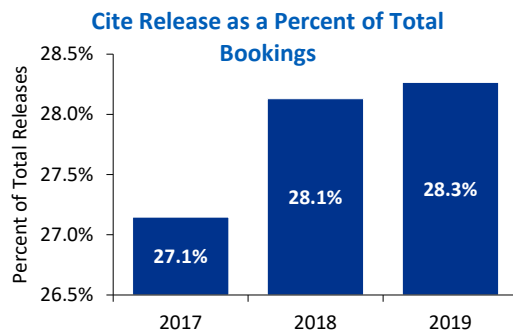
Figure 43 - Source: KPMG LLP analysis of inmate data 2017–2019'

— There has been a decrease in the number of people incarcerated for revocation of parole and probation violations. While this data point is attributable to the discretion of the parole and probation officers managing people on parole and probation, it positively impacts the jail and allows for fewer inmates to be present.

Revocation of Parole and Probation Bookings 2017-2019
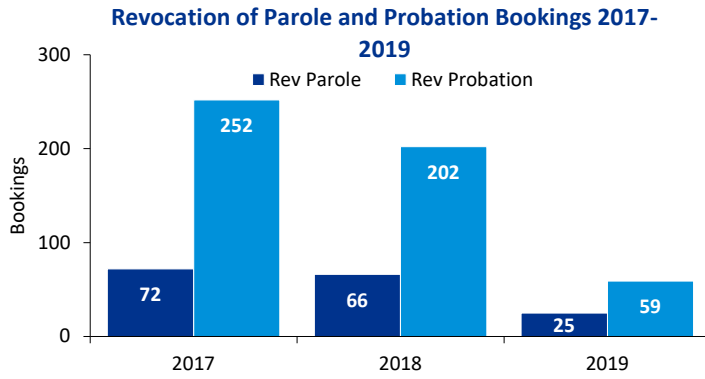
Figure 44 - Source: KPMG LLP analysis of inmate data 2017–2019'

— Between 2017 and 2019, there has been a 14 percent decrease in the number of annual bookings in Santa Barbara County Jail, as shown in the chart below. As further discussed in Recommendation 4, the Custody Operations Branch has seen both an increase in FTEs and overtime over that same period, despite this decrease in bookings.

— The County Sheriff's Office and County Police Department are the two primary arresting agencies for individuals in the jail, followed by the Santa Maria Police Department, California Highway Patrol, and Lompoc Police Department.

Bookings by Arresting Agency 2017-2019
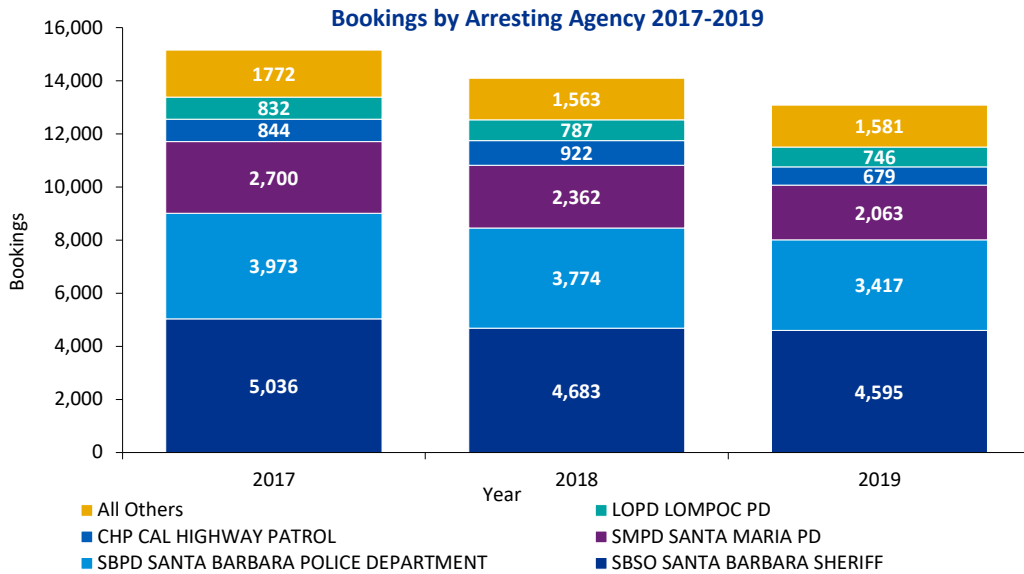
Figure 45 - Source: KPMG LLP analysis of inmate data 2017–2019'

— The average length of stay for inmates in the jail grew by 50 percent from 2018 to 2019. Data analysis of length of stay was limited to the 2018 to 2019 period, and is not inclusive of all releases. The data sets release reasons were limited to Cash Bail, Own Recognizance, Cite Release, and Bail Bond. The Sheriff's Office release data was internally inconsistent, and as a result the Office may benefit from reviewing existing data tracking processes regarding releases to enable more thorough analysis.

Average Length of Stay by Year
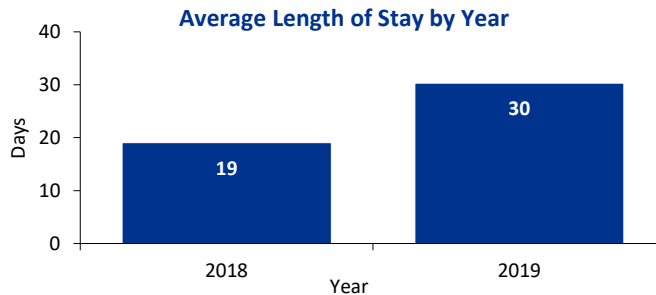
Figure 46: Source - KPMG LLP analysis of 20200309 Releases 2019

— Due to the COVID-19 pandemic, the State of California lowered bail for misdemeanors and low-level felonies to $0. This allowed to Office to selectively release incarcerated people as allowed by the State of California. Below is an analysis of a snapshot taken between the months of March – June 2020 of the charge and sentencing status of inmates in jail. There are two very important items to note in the below graphic:

— The population that the Office has the most control over is the "sentenced" population as there are opportunities for the Sheriff to enroll them into programs such as the work program or the electronic monitoring program. As such, the data clearly shows a marked decrease in the felony and misdemeanor sentenced populations, indicating that the Office worked quickly to lower the number of inmates incarcerated. This becomes even more apparent when comparing the COVID-19 period to the 2019 average daily population: felony sentenced decreased from 30% of total population in 2019 to 21% in June 2020, and misdemeanor sentenced decreased from 13% of total population in 2019 to 4% in June 2020.

— The unsentenced population now accounts for a significantly larger proportion of the ADP, as compared to historical population mix and represents a further opportunity for the Office to reduce the jail population. There are a number of tools that the Office can use to reduce the unsentenced population including: cite and release upon arrival at the jail and pre-trial electronic monitoring. It is recommended that the unsentenced population is reviewed for opportunities to reduce the jail population further. This effort may require cooperation with the Probation Department and the Courts.

COVID-19 Impact on Average Daily Population
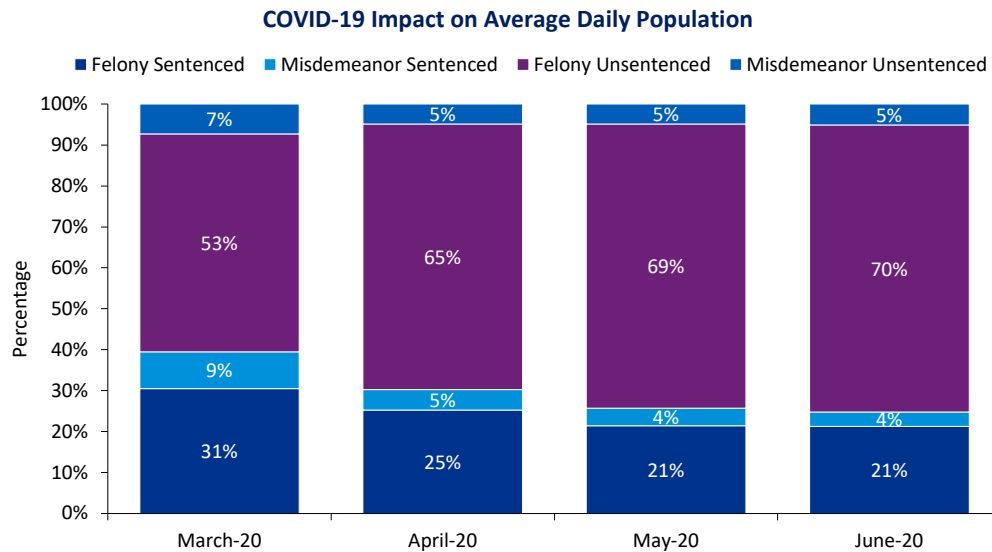
Figure 47 - Source: KPMG LLP analysis of Custody Operations data

Growth in the average length of stay in the jail poses significant repercussions for Sheriff's Office finances, as well as the finances of the County as a whole. A 2015 Jail Staffing and Operating Costs Analysis of Santa Barbara County study by CGL[13] developed a cost per bed per day calculation that took the total Custody Operations budget and divided it by the number of available beds. Using that same methodology, the FY19 cost per bed per day is $224.

FY 19 Custody Operations Budget	$66,964,000
Number of Beds	819
Cost Per Bed Per Year	$81,761.13
Cost Per Bed Per Day	$224

Figure 48: Source - KPMG LLP analysis of Sheriff's Office budget data

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[13] http://www.countyofsb.org/ceo/asset.c/2609

It is important to note that while this is an industry standard for understanding operational costs, this calculation does not take into account that the County consistently has an average daily population higher than the rated number of beds. In addition, this calculation includes both variable and fixed costs. As a result, any cost avoidance calculations using this metric will only be realized in full if population reductions enable the closing of units or reductions in staff. While variable costs account for roughly 15 – 25 percent of the overall Custody Operations budget and could be avoided through a reduced population, the largest driver of cost is length of stay.

In 2019, there were 7,906 releases, based on the four release types as mentioned above, with an average length of stay of 30.33 days, leading to 239,698 jail bed days. If the average length of stay had been held to 2018 levels, that would be 150,214 jail bed days; a reduction of 89,484 jail bed days. Shown differently, below is an analysis calculating the cost per bed per day, and the cost avoidance potential in if the average length of stay had remained at 2018 numbers instead of the nearly doubled 2019 average length of stay. It is important to note that the estimations below assume that declines in average length of stay and ADP allow for the closing of some housing units and a reduction in Sheriff's Custody staff. If units and staff cannot be reduced as the average daily population decreases, then cost avoidance may be lower and based on soft costs.

2019 Releases	7,906
FY19 Cost per bed per day	$224
2018 Average length of stay	19
2019 Average length of stay	30
2019 Operational costs at 2019 average length of stay	$53,128,320
2019 Operational costs at 2018 average length of stay	$33,647,936
Potential variable cost avoidance (15-25% of op. costs)	**$2.9M - $4.9M**

Figure 49: Source - KPMG LLP analysis of Sheriff's Office budget data

Anticipated impact

Regularly updated jail population analytics can provide a key tool for leadership decision-making at the Sheriff's Office. Analytics will allow Office management to identify population trends and develop solutions to manage the County's jail population in a cost-effective manner. These analytics can also inform the development of diversion programs, as detailed in the following recommendation.

| 6.2 | Expand jail diversion programs to reduce jail utilization |

Observation and analysis

Reducing jail overcrowding would likely have a positive impact on outcomes for residents in Santa Barbara, while reducing County expenditures associated with jail operations and staffing and reducing the current overtime burden on Custody Operations Branch staff. While it is already known that Santa Barbara County Jail has chronically had overpopulation challenges, an analysis of benchmark counties, listed in Figure 48 below, also shows that Santa Barbara County Jail average daily population compared to the rated population is significantly higher than peer counties. Figure 47 demonstrates that the annual ADP of peer counties averages at approximately 85 percent of rated capacity, while the County is routinely over 105 percent of rated capacity. Separately, Figure 48 is the disaggregated, benchmarked comparison of annual average daily population over time.

Average Daily Population by Year and Benchmark Counties
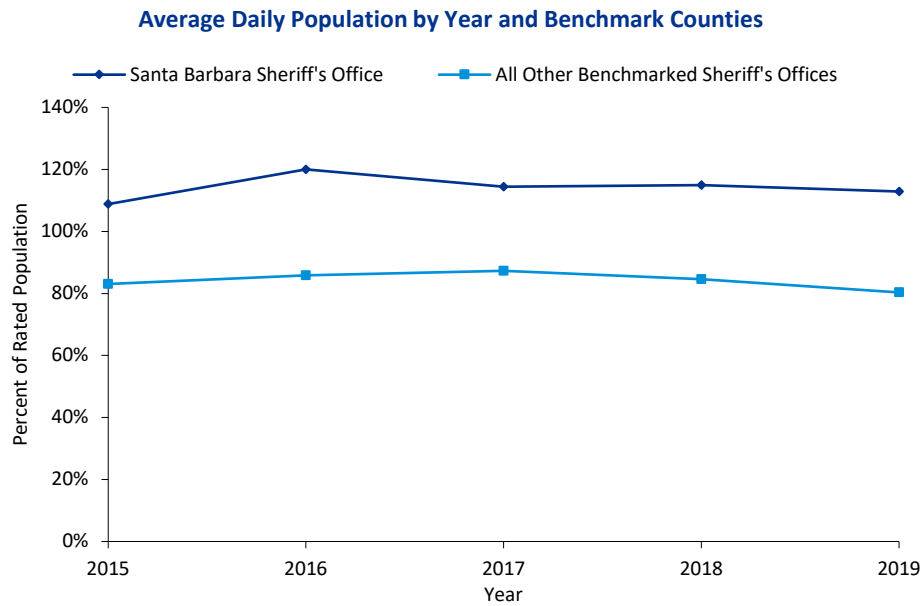
Figure 50 - Source: http://www.bscc.ca.gov/m_dataresearch/

	2015	2016	2017	2018	2019	2019 Rated Capacity
Santa Barbara County	109%	120%	114%	115%	113%	819
Marin County	76%	91%	93%	92%	81%	349
Monterey County	111%	110%	108%	106%	105%	825
Placer County	69%	76%	79%	80%	76%	912
SLO County	82%	83%	89%	82%	79%	690
Santa Cruz County	90%	92%	92%	100%	90%	447
Solano County	75%	67%	68%	54%	51%	1435
Sonoma County	73%	77%	74%	75%	73%	1409
Tulare County	88%	91%	96%	88%	88%	1718

Figure 51 - Source: http://www.bscc.ca.gov/m_dataresearch/

While the average daily population of the County has been historically higher than rated capacity, it is important to note that due to COVID-19 the Judicial Council of the California Courts issued 11 orders on

April 6, 2020 that focused on efforts to "safely reduce jail population" in California[14]. One of those orders included lowering the statewide bail for misdemeanors and lower-level felonies to $0. This created a unique opportunity for the Sheriff's Office to quickly lower the average daily population of the jail, and observe what effect this had on overtime usage. Below is an analysis that compares the average daily population between March 2, 2020 to May 4, 2020, corresponding with pay periods 202006 and 202011. Between that time there was a 37 percent decrease in the average daily population and a 32 percent decrease in overtime hours used by Custody Operations. While this is a positive trend when looking at the overall decrease, there were three weeks, March 9 – April 13, in which there was an increase in overtime hours (16 percent) and a decrease in ADP (23 percent). This analysis should be used in understanding the drivers of overtime, and should be treated as a null hypothesis when trying to determine the relationship between ADP and overtime.

March 2020 - May 2020 Overtime and ADP
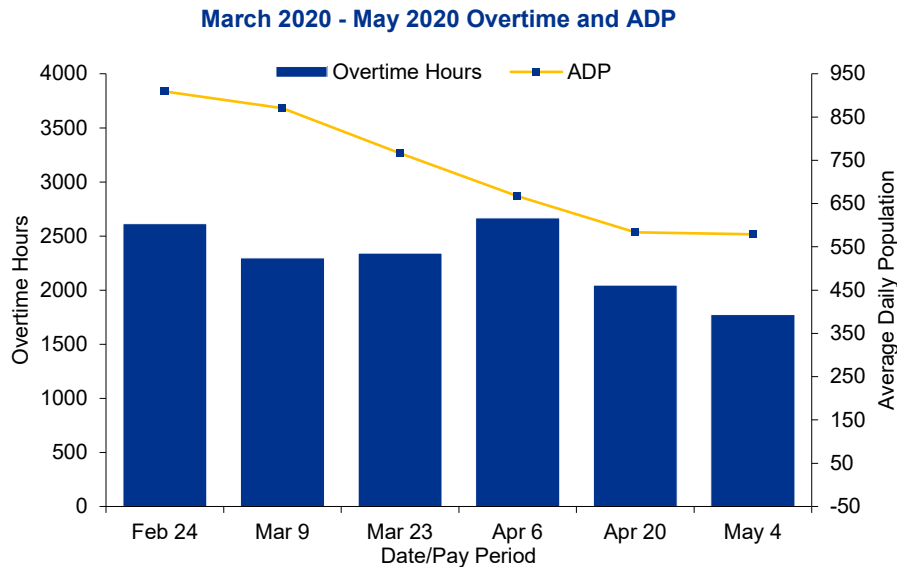
Figure 52 - Source: Santa Barbara County jail and payroll data

The implementation of jail diversion programs should be guided by the Office's jail population analytics, as mentioned in the previous recommendation. Again, the Sheriff's Office cannot independently solve the issue of overcrowding within the County's jail system, which is determined in part by partner agencies including the County Courts, District Attorney's Office, and Probation Department. However, based on the data currently available, it is recommended that the Sheriff's Office undertake four actions to begin to address overcrowding in the jail:

— First, the Sheriff's Office should evaluate whether the ROVAR score used during the classification process is leading to an over classification of the incarcerated population, precluding them from participating in work release or electronic monitoring. As discussed in Recommendation 6.5, the current state of the electronic monitoring program consists of highly manual processes and a cap on the number of participants that does not appear to be evidence-based. The implementation of this recommendation could allow for an increase in the number of participants eligible for the program, and a subsequent reduction in the incarcerated population.

—   Second, the Sheriff may be able to influence criminal justice policy in the county by working collaboratively with other criminal justice partner agencies. To cite one potential opportunity, data analysis of the jail daily population shows that, on average, the approximately 57 percent of people incarcerated in the County are presentencing. This should be the starting point for cooperation with the Courts, Public Defender's Office, and District Attorney's Office to determine whether portions of this presentence population can be transferred to community supervision. Maximizing the number of individuals under community supervision will be even more important given the COVID-19 pandemic, as evidence nationwide demonstrates that correctional settings are high-risk environments and infections can easily spread from incarcerated settings to the community. The graphic to the right is an analysis of the sentencing and charge breakout of the average daily population between 2015 and 2019, demonstrating that the Sheriff can have significant impact on jail

Average Daily Population by Charge Type and Status

Average Misdemeanor Non-Sentenced 9%

Average Felony Sentenced 30%

Average Felony Non-Sentenced 48%

Average Misdemeanor Sentenced 13%
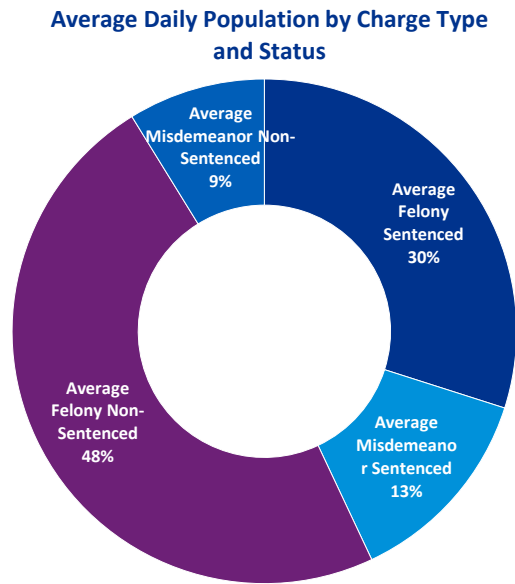
Figure 53: Source - KPMG LLP analysis of Sheriff's Office JMS data

overpopulation by focusing on expeditiously dealing with the non-sentenced population incarcerated. When broken out by year, as demonstrated in Figure 51 below, it is clear that there has been very little change to the breakout of non-sentenced and sentenced populations, further indicating that this can and should be an area of focus due to the multi-year consistency. Moreover, when comparing averages across benchmark counties, as shown in Figure 52 below, it becomes clear that each County jail population is vastly different from each other and almost not comparable. It is worth noting, however, that the County has a very low average misdemeanor non-sentenced population as compared to the benchmarking counties.

Average Daily Population by Charge Type and Status

■ Avg. Felony Sentenced   ■ Avg. Misdemeanor Sentenced
■ Avg. Felony Non-Sentenced   ■ Avg. Misdemeanor Non-Sentenced

Year	Avg. Misd. Non-Sent.	Avg. Felony Non-Sent.	Avg. Misd. Sent.	Avg. Felony Sent.
2015	9%	46%	15%	30%
2016	11%	47%	14%	29%
2017	8%	50%	12%	30%
2018	9%	49%	12%	30%
2019	7%	50%	13%	30%
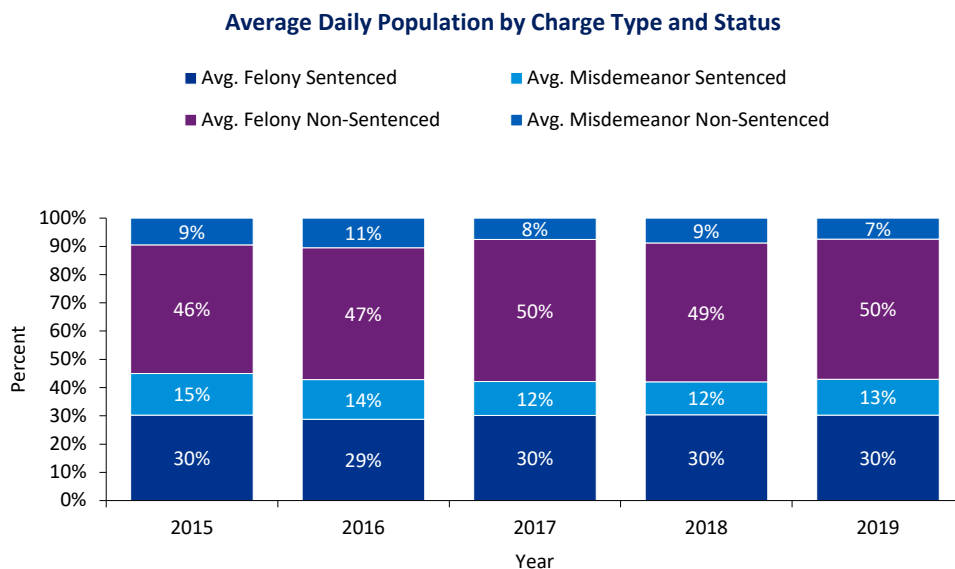
Figure 54 - Source: KPMG LLP analysis of jail data

Average Daily Population by Charge Type and Status by County 2015-2019

■ Avg. Felony Non-Sentenced ■ Avg. Misdemeanor Non-Sentenced
■ Avg. Felony Sentenced ■ Avg. Misdemeanor Sentenced
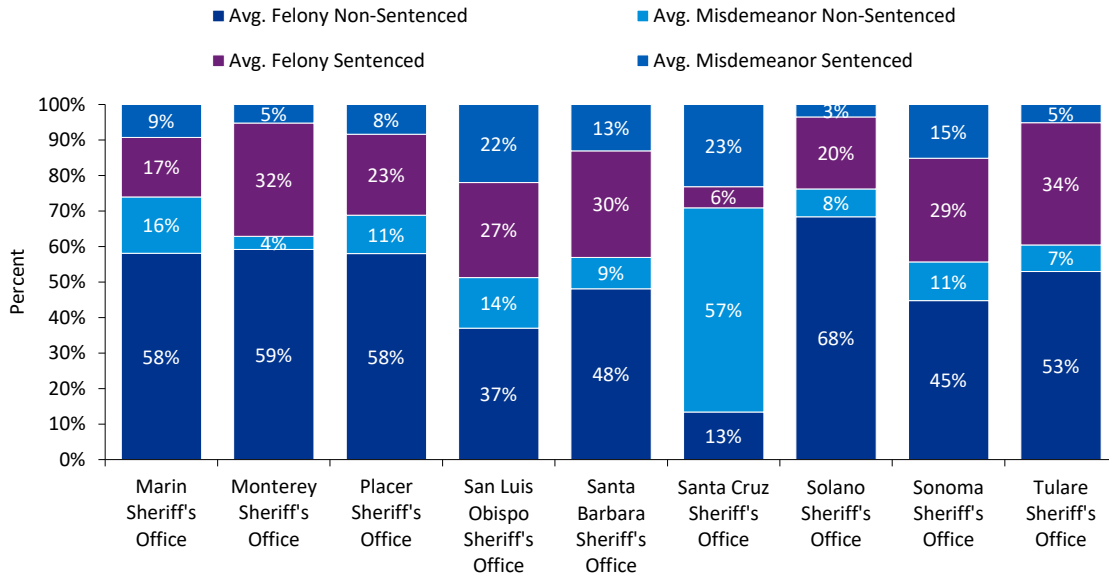
Figure 55 - Source: http://www.bscc.ca.gov/m_dataresearch/

— Third, as detailed in Recommendations 6.5 and 6.6, the Sheriff's Office should maximize the utilization of its existing diversion and rehabilitative programs offered through the ASB and Sheriff's Treatment Program.

— Finally, there should be consideration made around leveraging Behavioral Wellness, the Public Health Department, and other community-based organizations to assist in providing wrap-around services post-incarceration to minimize the chances of recidivism related to mental health and substance abuse challenges. It is critical to note that this exercise will need to be a Countywide collaborative process to both identify, and enhance the capacity and offerings of, community-based treatment facilities which is a current constraint faced by the County.

Anticipated impact

For many incarcerated people, jail time often does little to address the root causes of criminal behavior, such as untreated mental health or substance use disorders. Jail stays also come at significant fiscal cost to the County, and create a waterfall effect that impacts jail staffing, overtime, and staff morale. Yet the costs associated with incarceration are not only financial: individuals who are sentenced to jail time may be pulled away from their jobs, family, and education—factors that decrease their likelihood of future heavy usage of county criminal justice or human services—as well as existing childcare or eldercare responsibilities.

By directing eligible individuals to community-based programs, or rehabilitative programs that address their underlying criminogenic needs, the Sheriff's Office can improve outcomes for County residents while safeguarding public safety.

6.3	Assess drivers of Custody Operations Branch overtime to better reflect demand for service

Observation and analysis

An area of focus raised by leadership and staff alike was that the Custody Operations Branch typically operates under mandatory overtime. It has been noted by the Sheriff's Office that due to a decreasing ADP due to COVID-19, mandatory overtime was discontinued on July 1st, 2020. This policy of mandatory overtime has continued even as the average daily population in the jail has declined and the branch's staffing has increased. As illustrated in the graphic below, overtime usage declined by 13 percent from 2017 to 2018 before rising by approximately 2 percent from 2018 to 2019. From 2017 to 2019, there was a reduction of approximately 14,145 hours in overtime usage, the equivalent of 6.8 FTEs. During that same period, the Custody Operations Branch actual FTEs grew by 7 FTEs, a staffing increase that stems from the Office's preparations to open the Northern Branch Jail.

Custody Branch Overtime between 2017-2019
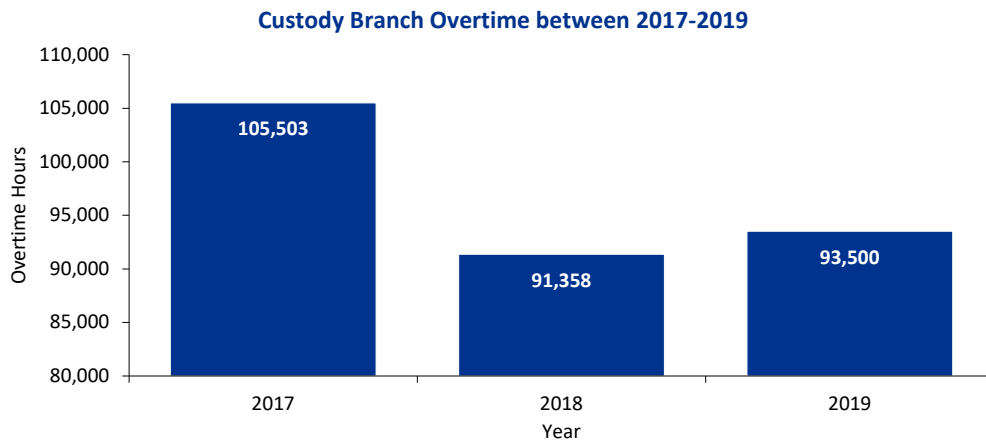
Figure 56: Source - KPMG LLP analysis of Sheriff's Office budget data

Staffing in the Custody Operations Branch has grown as leadership has hired to staff the Northern Branch Jail, which has not yet opened due to delays. As a result, there is an artificially large pool of staff to support the Main County Jail. In interviews, Custody Operations Branch deputies asserted that mandatory overtime "isn't that bad" at present because of the Custody Operations Branch's elevated staffing levels. However, in the coming months, with the opening of the Northern Branch Jail, many of these deputies will be reassigned, and overtime may further increase.

It is recommended that the Sheriff's Office undertake a granular analysis of overtime usage, examining factors such as the reason for overtime beyond it being "mandatory," and what are the key drivers for this overtime, and when the overtime is occuring. There needs to be a comprehensive understanding of what the minimum staffing level is to meet federal and state requirements for the operation of the jail, and juxtapose that with the number of FTEs' regular and overtime hours used. This will help to build an understanding of core needs, quickly highlight areas where there is an inefficient use of resources, and allow for the Custody Operations Branch to develop a more sustainable operating model.

Anticipated impact
Improved overtime tracking will enable the Sheriff's Office to more accurately forecast its overtime budget and potentially schedule some overtime shifts in advance based on projected peaks in demand, an ability that may prove an asset in managing staff morale related to overtime.

6.4	Realign custody staffing mix and increase utilization of Sheriff Service Technician

Observation and analysis

Staffing in the Santa Barbara County Jail currently consists primarily of Custody Operations Branch deputies in contrast to the Law Enforcement Operations Branch, which is staffed primarily with Sheriff's Office deputies. While both of these positions are peace officers under Section 830.1 of California Code, Custody Operations Branch deputies are staffed only in custody-related responsibilities (e.g., positions related to inmate housing, booking, transportation, etc.) and receive custody-specific training, while Sheriff's Office deputies are permitted to serve in the community. Custody Operations Branch deputies also earn an average salary below that of a Sheriff's Office deputy.

In addition to these peace officer positions, the County also employs a number of public officer positions in the jail in the form of SSTs. As defined by Section 831 of California Code, these public officers are permitted to manage incarcerated people, but they are not permitted to carry firearms.

Nationally, a growing number of correctional agencies are shifting to a staffing model reliant on correctional officers who are not peace officers. A transition to this staffing model can bring significant cost savings while stil meeting all operational demands. Correctional staff who are not peace officers carry a lower cost profile and require less training than peace officers (who typically perform patrol functions), and can typically receive specialized training to meet their specific performance needs. Additionally, correctional agencies may transfer some responsibilities to civilian staff, who typically do not have inmate contact but often carry out administrative and analytical responsibilities.

By delegating correctional responsibilities across peace officers, public officers, and civilian staff—with their varying cost profiles—Sheriff's Offices can carry out critical operations in the most cost-effective manner. The County Sheriff's Office should be commended for already adopting this three-tiered staffing model. Below is a benchmark analysis of custody-related positions, what their high-level job duties entail, and the average starting salary range. A cursory comparison among the positions listed below demonstrates that the peace officer correctional positions cost, on average, 46 percent more than non-peace-officer positions.

County	Position	Peace officer?	Allowed inmate interaction – physical?	Allowed inmate interaction – verbal?	Average salary
Santa Barbara	Sheriff Deputy (patrol only)	Yes	Yes	Yes	$ 91,362
Santa Barbara	Custody Deputy (custody only)	Yes	Yes	Yes	$ 76,134
Santa Barbara	Service Technician	No	Yes	Yes	$ 62,010
Solano	Correctional Officer	Yes	Yes	Yes	$ 75,186
Solano	Sheriff Service Technician	No	Yes	Yes	$ 55,926
SLO	Correctional Technician	No	No	Yes	$ 49,374
SLO	Correctional Deputy	Yes	Yes	Yes	$ 76,464
Monterey	Corrections Deputy	Yes	Yes	Yes	$ 91,014
Monterey	Custody and Control Specialist	No	No	Yes	$ 58,872
Sonoma	Correctional Deputy	Yes	Yes	Yes	$ 60,923
Sonoma	Detention Specialist	No	No	Yes	$ 48,202

| Sonoma | Detention Assistant | No | No | No | $ 51,270 |

Figure 57: Source - KPMG LLP, 2020

Review workforce mix in the jail to increase the use of public officer correctional staff

Some responsibilities carried out by Custody Operations Branch deputies (i.e., peace officers) likely could be transferred to public officer staff. As noted above, a growing number of correctional agencies are shifting to a model heavily reliant on public officers. For example, Riverside County has long relied on a blend of public officers and peace officers in its jails.[15] Peace officers can carry out responsibilities such as inmate transportation outside of the facility, which may require a firearm, while public officers maintain order within the facility.

In the County, the FY19 Custody Operations Branch budget shows there are only 10 SSTs in the Custody Operations Branch, as compared to approximately 193 Custody Operations Branch deputies, as shown to the right. A review of the job description for SSTs suggests that there may be opportunities to transfer responsibilities from Custody Operations Branch deputies to SSTs, thereby increasing the use of these lower-cost positions.

The SST position is a versatile, public officer position that can assist in numerous capacities inside the Sheriff's Office. The SST job classification and description specifies a number of functions related to jail operations, some of which

Custody Branch Breakout of Custody Deputy and Sheriff Service Technician

Sheriff Service Technician, 10, 5%

Custody Deputy, 193.25, 95%
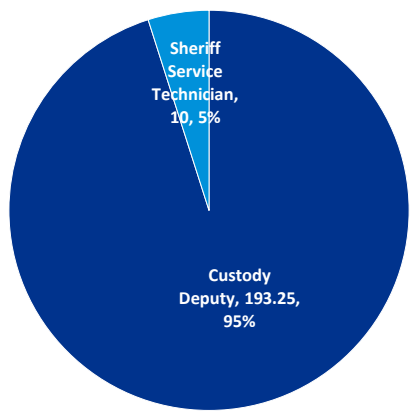
Figure 58 - Source: KPMG LLP analysis of Sheriff's Office budget

are not currently undertaken by SSTs and allow for interaction with inmates. The first five examples of SST duties[16] in the job description are corrections related but not currently performed by SSTs, and are as follows:

1 Assigns, trains, monitors, and manages inmates in various work assignments such as in the warehouse, laundry facility, property room, or maintenance crews.
2 Supervises inmate workers and inmates during meal periods and issue of clothing, bedding, personal items, and housekeeping supplies, and also during recreation.
3 Oversees inmate behavior as it relates to compliance with rules and regulations; prepares detailed narrative reports of activities observed and action taken.
4 Operates County vehicles for business-related details, pick-ups, deliveries, and transportation of low-risk inmates to work assignments and other destinations.
5 Supports Custody Operations Branch deputies in maintaining the security of the detention facility; monitors alarms, video cameras and radio traffic; operates communication systems; controls and operates interior and exterior electronically controlled security doors and gates; monitors and screens entry and exit of authorized personnel.

It is critical to note duty number one, as it very closely aligns with the first duty enumerated in the job description for the County Custody Operations Branch deputies: Instructs and oversees the work of a group of inmates assigned to maintenance, operational, or other rehabilitative activities. Alternatively, if SSTs do not currently receive sufficient training to carry out tasks related to inmate management, the Office may

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[15] https://patch.com/california/lakeelsinore-wildomar/rcsd-transitions-sworn-correctional-deputies-oversee-jails
[16] https://www.governmentjobs.com/careers/sbcounty/classspecs/1197847?keywords=sheriff%20technician&pagetype=classSpecifications

benefit from creating a new public officer position with the requisite training to take on some of the inmate management responsibilites currently conducted by Custody Operations Branch deputies.

Additionally, it is critical to note that the Santa Barbara Jail will need to retain a certain number of peace officer staff to conduct activities that public officer staff cannot perform. This may include functions such as transportation outside of the jail, serving on an emergency response team within the jail, or functions that may require the utilization of a firearm in the course of their duties that are critical to the operations and safety of the jail.

To the right is an analysis of the cost implications of a blended staffing model in which there is an increase in the number of SSTs used in jail operations and a decrease in the number Custody Operations Branch deputies. It is important to note that the salaries are based on the average starting salary range, and have a benefit multiplier incorporated to account for full employee cost. The below model shows that moving 25 percent of the current Custody

		Staff Count and Savings	
25% Model	*Sheriff's Service Technician*		51
	Custody Deputy		122
	Savings Delta	$	765,177
35% Model	*Sheriff's Service Technician*		67
	Custody Deputy		106
	Savings Delta	$	1,071,249
50% Model	*Sheriff's Service Technician*		92
	Custody Deputy		82
	Savings Delta	$	1,530,355

Figure 59: Source - KPMG LLP analysis of Sheriff's Office budget data

Operations Branch deputy workforce to SSTs could enable an annual savings of $765,000, while moving 35 percent and 50 percent could net an estimated annual savings of $1.1 million and $1.5 million, respectively.

Increasing the SST utilization in jail operations provides fiscal benefits, based on the cost profile the ratio of Custody Operations Branch deputy to SST is 1:1.2, meaning that for every 10 Custody Operations Branch deputies, the Office could employ 12 SSTs. Moreover, increasing the number of employees may enable a reduction in overtime, leading to more savings.

Anticipated impact

By increasing the number of SSTs into the custody workforce mix, there will be an ability to realize cost savings through utilizing lower-cost profile employees and adding the potential to increase the number of employees through that savings delta.

6.5	Enhance programming and increase capacity in the Alternative Sentence Bureau to reduce overpopulation

Observation and analysis

The Sheriff's Office's ASB operates two diversion programs that allow sentenced individuals to avoid jail time by serving their sentences in community-based settings:

—— The Sheriff's Work Alternative Program (SWAP) allows eligible inmates to perform community service with approved organizations in lieu of jail time. Participants reside in their homes, rather than in the jail, while completing this service.

—— The Office's Electronic Monitoring Program (EM) allows eligible individuals to serve their sentences at home while being monitored by GPS devices, which are affixed to the individual's ankle. Participants live in the community and are permitted to attend work, school, doctor's appointments, or other approved activities while under supervision.

To be eligible for ASB programs, individuals must be sentenced to jail time, which therefore applies only to the 43 percent of ADP that is not pretrial. Inmates and sentenced people learn about these programs through the courts, through their attorneys, or through word of mouth. Interested individuals may complete an application for alternative sentencing, but all applicants are initially booked into the jail. If their application is approved, the inmate is then released to the community to fulfill their sentence. The County has a separate, albeit similar, program for individuals who are *sentenced* to community service by the courts, which is supervised by the Probation Department. In contrast, individuals in SWAP and EM have been sentenced to jail time, and the Sheriff's Office approves their diversion into a community-based program. The courts can recommend that an individual participate in alternative sentencing, and they can also bar individuals from eligibility for alternative sentencing, but eligibility for SWAP and EM is primarily determined by the Sheriff's Office.

Given the economic benefits to the County of reducing jail utilization—as well as broad public health, economic, and social benefits of reducing incarceration—the County has strong incentives to maximize the use of ASB programs. As detailed previously, the County's jail facility has been operating above its rated capacity, which poses litigation risk to the County and strain on Sheriff's Office staff. Additionally, incarceration is an expensive intervention: estimates of the cost of a jail bed day in the County range from approximately $150 to $225, which is comprised of both variable and fixed costs. Yet the costs associated with incarceration are not only financial: individuals who are sentenced to jail time may be pulled away from their jobs or school as well as existing childcare or eldercare responsibilities. However, to avoid the negative externalities associated with incarceration, the Sheriff's Office should maximize participation in its ASB jail diversion programs for eligible inmates. A series of recommendations to achieve this are detailed below.

Streamline and automate ASB application process to reduce barriers to applying and relieve the administrative burden on ASB staff

At present, to apply for the program, interested inmates complete a nine-page paper application. Once this is received, ASB officers build a file for each applicant, which includes background information such as criminal history, a COMPAS assessment (a statistically based risk and needs assessment used by numerous criminal justice agencies nationally), and compliance with any past supervision. Additionally, inmates must reside in the Tri-Counties (Santa Barbara, San Luis Obispo, and Ventura Counties) to be eligible.

It typically takes at least two weeks for ASB staff to complete the background file, and this review process can take up to a few months. In interviews, ASB staff mentioned that this often involves tracking down records from the Probation Department or other criminal justice agencies. This work is carried out by ASB officers, who are sworn and balance this investigatory work with their supervision responsibilities. As noted on the application form, there is a $50 application fee[17] to apply into the program as well as a daily

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maintenance fee, and inmates who do not speak English are expected to bring an interpreter to the booking process.

It is recommended that the Sheriff's Office assess whether the $50 application fee and interpreter requirements disincentivize eligible inmates from applying for the program. Given that the financial savings to the County of reducing the jail population potentially amount to far more than $50 per inmate, it may be in the Sheriff's Office's financial interest to eliminate this fee. Additionally, ASB leadership should assess opportunities to lean and digitize the ASB application, thereby reducing unnecessary data entry responsibilities associated with the application process. Most importantly, ASB leadership should assess opportunities to automate or reduce the workload associated with the background investigation process. In addition to reducing the paper and data entry associate with the application process and background investigation, this may include examining opportunities to streamlined data sharing with the Probation Department and other relevant agencies.

Develop data-driven processes to assess demand for the program

At the time of this analysis, detailed utilization data for these programs was not available. However, interviewees stated that approximately 75 individuals are currently enrolled in the Office's electronic monitoring program at any given time. In interviews, ASB staff asserted that the Sheriff's Office currently meets all demand for the ASB program, as they rarely reject applicants. However, at present, application into the program is reliant on the initiative of the inmate, their lawyer, or the court. The Sheriff's Office does not have processes to assess what percentage of its inmate population might be eligible for alternative sentencing, or determining whether those eligible inmates have applied. The Sheriff's Office may be able to increase utilization of the program by instituting processes at booking to flag inmates who may be eligible and encouraging them to apply. These flags can be based on charge type, criminal history, and other factors routinely discussed at booking. Final eligibility can still be determined by ASB staff following a more in-depth background investigation. In addition to instituting processes to inform eligible inmates of the program, the Sheriff's Office should track what percentage of eligible participants apply for the program, what percentage are denied, and what percentage are accepted. The Office can use this utilization data to determine and resolve barriers to application, acceptance, and completion, thereby maximizing program utilization.

Assess caseload size and opportunities for civilianization

Currently, the ASB targets a supervision ratio of one sworn ASB officer to 25 individuals on the EM program; however, caseloads often exceed this ratio, according to interviews. ASB officers are responsible for reviewing GPS data, typically on a daily basis, to monitor the movements of individuals under their supervision. In addition, ASB officers are responsible for communicating with individuals on their caseload about any changes to their expected schedule, reviewing applications for the program, and responding to alerts from the program's GPS Monitor Center. The GPS Monitor Center contacts ASB staff by phone or text, 24 hours per day, if GPS data suggests that an individual's ankle monitor has malfunctioned or been tampered with. In responding to these alerts, ASB staff first review the available GPS data themselves in an effort to discern whether it is a mechanical issue, a location issue, or a tamper issue. If necessary, they will then contact the individual under supervision by phone. If this is unsuccessful, then they may initiate escape protocols. If they reach the individual and suspect tampering, then they will ask the individual to come into a law enforcement office or substation to inspect the device.

The responsibilities outlined above and described in interviews involve little direct contact with individuals under supervision. Rather, ASB staff appear to spend a majority of their time reviewing applications, examining data, or coordinating with the individuals under their supervision by phone. When there is contact with people under supervision, this typically takes place in a Sheriff's Office building—when an ankle monitor is fitted or examined, for example. As a result, it is recommended that Sheriff's Office leadership review whether sworn staff are a necessity for the operation of this program, or whether non-sworn staff (such as Sheriff Service Technicians) could perform a large portion of these duties at a lower cost. Additionally, given that the ASB commonly exceeds the recommended caseload of 25 individuals per officer, ASB leadership should determine what supervision ratio is optimal for the program based on a standard activity model that sets expectation for involvement and engagement for that size of a caseload.

Sheriff's Office leadership should then work to adjust the program's staffing to allow for this optimal supervision ratio, while meeting demand for the program. If it is ultimately necessary to hire additional officers, the civilianization of this role has the potential to minimize personnel costs associated with this endeavor and relieve capacity for sworn deputies to be reassigned to other areas of Custody Operations Branch operations.

Anticipated Impact

Improving the data quality and capacity of the ASB will allow for increase numbers of participants, which will allow for a lower average daily population. Moreover, it will allow for opportunities to streamline and automate processes around identification of potential applicants into the program, minimizing staff administrative time, and allow for an increased capacity to provide enhanced services.

6.6	Increase internal collaboration and support of the Sheriff's Treatment Program to address inmates' criminogenic needs

Observation and analysis

The Sheriff's Treatment Program is an in-custody rehabilitative program that attempts to improve long-term outcomes for high-risk inmates in the County's jail. The program provides inmates with services such as case management, release and reentry planning, and drug and alcohol education, as well as cognitive behavioral training on issues such as criminal and addictive thinking, relapse prevention, and anger management.

The Sheriff's Treatment Program is a valuable program to the County, and the public, as it helps to address the root causes of criminogenic behavior instead of the symptoms. By addressing addiction, anger, relapse, and mental health, as well as creating a platform in which incarcerated individuals can discuss the choices that led them to jail, this program could be the vehicle in which Sheriff's Office can positively address recidivism for the County. Because of that potential, it is important to address the underlying threats to the success of the program.

During the interview process, stakeholders expressed that the program's impact may be limited by its broad purview, small staff, and lack of integration into the classification and alternative sentencing processes. Below are a series of recommendations to increase support for the program, memorializing the program, establishing interconnectivity in the JMS, and developing performance measures to track outcomes.

Review discharge planning staffing
Discharge planning is a critical Sheriff's Office function intended to help ensure each person released has access to their core needs once they are released. At present, discharge for all inmates is the sole responsibility of Sheriff's Treatment Program staff, and there is one discharge planner dedicated to this function. To put that staffing level in perspective, in 2019 there were 7,906 releases from the Santa Barbara County Jail. At the time of this analysis, the share of inmates who received discharge planning services prior to release was not available.

The discharge planner is currently responsible for helping ensure that inmates' mental healthcare, medication, housing, and transportation needs will be met upon their release into the community. Moreover, the Sheriff's Office's discharge planner collaborates on these and other reentry issues with staff at the Probation Department and Public Defender. The Office's current staffing does not appear to be aligned to the importance of the discharge planning role or the volume of work for this function.

Discharge planning has increasingly become a core component of the successful reintegration of people coming out of incarceration. There are many studies that show the impact on the general population coming out of jail, but also measure the impact on specific groups measured against a control. For example, a study conducted on women in the Rhode Island state prison[18] showed significantly lower recidivism rates among women who received discharge planning with wrap-around services, and an analysis that showed incarcerated people with a diagnosed mental health or substance abuse problem[19] had recidivism rates that were half of those who did not go through a discharge planning program.

Integrate the Sheriff's Treatment Program into the JMS
In addition to the challenges posed by this low staffing level, the Sheriff's Office discharge planner currently does not use the JMS to keep records of their work, but instead relies on locally stored spreadsheets. Interviewees identified that this process poses challenges—preventing more effective outcome tracking and reducing collaboration and resiliency.

To further explain this challenge, the full profile of any person currently in the County jail, including their classification, medical information, and other critical information points, is kept inside the JMS. However,

[18] https://doi.org/10.1089/jwh.1999.8.409

[19] https://journals.sagepub.com/doi/abs/10.1177/1078345811421117

any discharge planning work, classes an inmate has attended, or progress an inmate has made through rehabilitative programs is kept locally in a spreadsheet outside of the JMS. This creates an inability of non-Sheriff's Treatment Program staff to fully understand the work performed by Sheriff's Treatment Program staff, the programming participation of the inmate, and any foreseen challenges once the inmate is released. By not storing Sheriff's Treatment Program data in JMS, there is a high likelihood that other critical aspects of jail operations (e.g., ASB, Classification, etc.) are not seeing the participation or successes the incarcerated person is realizing through the programming they are participating in. Additionally, JMS data cannot be used to track outcomes for individuals who completed various programs as that data is not stored within the system. Separately, it creates a gap in the ability of staff to identify program participation during the booking process for people who are coming back to jail.

Moreover, the work performed by the Sheriff's Treatment Program is not limited to the discharge process. There are peer-led support groups, anger management classes, and alcoholics and narcotics anonymous meetings that inmates attend, which should have an impact on the classification process. Yet, the details of those meetings and the involvement of the inmate in those programs are kept outside of the system in which classification is determined and logged.

Despite their desire to do so, the Sheriff's Treatment Program does not have an established timeline to integrate into the JMS. By prioritizing the migration of the programming participation of an inmate into JMS, there will be a more robust profile created for the inmates that will, in turn, lead to more accurate and appropriate decision-making around the discharge planning process and conditional release programs such as electronic monitoring and work releases.

Establish a clear strategy and vision for the Sheriff's Treatment Program, and dedicate the funding and resources necessary to achieve this strategy and vision
It is stated that the treatment program is a priority, yet the Office does not dedicate non-grant funding to it; the program lacks classroom space, and, most significantly, there is no clear strategy for the program.

During the interview process, it was clear that the employees of the program are dedicated to the mission of the Sheriff's Treatment Program. However, there is a lack of strategic, operational, and performance goals for the program from Office leadership. Without a clear strategy, or even targeted outcomes, it is difficult for the program to make a convincing, data-driven argument to justify or expand the program's funding and staffing levels, or to track outcomes and success.

The majority of the budget for the Sheriff's Treatment Program comes from the Community Corrections Partnership, which was a one-time $2.45 million fund that originates from the Public Safety Realignment Act (Assembly Bill 109 {AB109}), and has a stated primary goal of increasing housing access for individuals re-entering the community.

The Sheriff's Treatment Program needs to have a mission, vision, and strategy roadmap developed to help guide the rollout and expansion of programming, and to address challenges identified in this section. This strategy development will also help to prioritize current budget and make a case for an expanded budget with increased staffing, especially if the program can measure the success of the programming via recidivism and outcome analysis.

Develop strategic external relationships to address housing
During the interview process, it was noted that the largest challenge in discharge planning is identifying housing options for people being released from jail. This challenge is exacerbated by the policies of the Housing Authority of the County of Santa Barbara (HACSB), the local authority for affordable housing for extremely low-income residents of the County. One of the largest barriers to successful re-entry for people coming out of jail and prison is access to housing, making HACSB a potential, natural partner for the Sheriff's Office and the discharge planning process. However, HACSB has policies that go beyond restrictions set by the U.S. Department of Housing and Urban Development (HUD), which create a substantial barrier for housing options for people coming out of prison and their families. Federal code defines drug-related activity as the "illegal manufacture, sale, distribution, or use of a drug, or the

possession of a drug with intent to manufacture, sell, distribute, or use the drug," but HUD does not require local housing authorities to use this definition as an exclusion to residents applying for housing vouchers. However, the HACSB, in their Statement of Policies[20] Section 3-III.C., chose to go beyond what HUD requires and exclude a family from receiving housing aid if a person fits the above definition. In addition to HACSB, the Office may benefit from strengthening its collaboration with Behavioral Wellness, as well as community-based mental health and substance use service providers.

The policy of the HACSB, which is more restrictive than the minimum guidelines set by HUD, could be preventing people re-entering society from addressing one of the most critical components of minimizing recidivism. The Sheriff's Treatment Program leadership, with direct support from the Sheriff, should establish a relationship with the HACSB to amend these restrictions or, at the very least, develop a pilot program that would test the success of a partnership.

Increase collaboration and formal communication with other Sheriff's Office units
During the interviews it was noted that the Sheriff's Treatment Program has an informal relationship with the other units and bureaus in which their work could affect outcomes or strategy. The two most notable discussed was the Classification Unit and the ASB. Both groups have a critical role in working with the incarcerated population, and do informally rely on the Sheriff's Treatment Program for informational updates and opinions of program participants. The Classification Unit will discuss performance in the programming and attitudes of the inmates when assessing risk of the population. The ASB will also ask the Sheriff's Treatment Program staff for their opinions on staff when determining whether or not an inmate qualifies for electronic monitoring release. Although the Treatment Program is consulted by both of those functions for their opinion on inmates, there is no formal relationship established and no processes to support that interaction.

After the Sheriff's Treatment Program's data and processes are migrated into the JMS environment, the workflows of both the Classification Unit and the ASB should factor in the informational updates and professional opinions of the Sheriff's Treatment Program. Having a formalized relationship between these programs will increase the share of inmate data to make informed decisions on classification, early release, and program participation.

Physical barriers to success
Finally, as stated throughout this report, the main jail's physical layout is a barrier for providing services in a way that benefits the participant of the program and maintains the safety of the staff or volunteer leading the program. The main jail does not have classrooms, leading to instructors doing work "behind the bars," meaning they are located in cells or housing units.

The Sheriff's Office should be commended for recognizing this challenge, and applying learned experience during the North Branch Jail design phase as these issues are addressed in the new jail. However, this issue must be top of mind in the upcoming redesign and upgrade of the Main Jail.

Additionally, given the COVID-19 pandemic, the Sheriff's Office should evaluate options to implement virtual learning and reentry programming, should health concerns require increased restrictions on movement within the jail.

Anticipated impact

The Sheriff's Treatment Program is a critical piece of programming as it helps to address underlying issues to make the time a person is incarcerated more beneficial to them, but to also help address recidivism and prevent that person come coming back to prison. It is imperative to focus on discreet and continuous ways to improve programming and interconnectivity between internal and external partners.

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[20] https://hasbarco.org/wp-content/uploads/2017/09/HACSB_ACOP_Eff_2017-09-01-1.pdf

Implementation tear sheets

The implementation roadmap is accompanied by a detailed "tear sheet" for each Office recommendation outlined in the roadmap, and for each branch recommendation that would have the most impact or is anticipated to be the most difficult to implement. Each tear sheet provides an explanation of the activities, resources required, impact, level of effort, and other considerations. With careful assessment of these factors and the organization's current capabilities, the sequence of recommendations reflects the appropriate course of action that the County should take in implementing the recommendations.

Law Enforcement

Realign call type descriptions and priority levels to enable deeper analysis of demand

This tear sheet describes the steps needed to be taken to realign call types and priority levels

Key activities:

— Create a stakeholder group that has representation from the call center, patrol deputies, sergeants, lieutenants, and commanders, in which this group is tasked with providing guidance and perspective on the value of the naming conventions and priority levels of calls for service.

— Create a list of the top 25 call types averaged over the past five years for Sheriff's Office, in which they should be ranked in clarity of meaning. For example, the call type "Traffic Stop" is clearer than "Miscellaneous Priority Incident." This ranking will establish the priority of work for this group.

— Establish a list of national best practices, cohort county call types, and priority levels that will help to establish examples that can guide the group when identifying new naming conventions and priority types. Consideration must also be given to Next Generation 911 standards, if applicable, and to the new reporting structures enumeration in the transition to NIBRS.

— Develop a plan for the restructuring of call types and priorities, with a strict focus on removing dubiousness on the meaning of the call type. The group should consider coordinating with the Project Management Office of the General Services Department to assist with guiding the project and developing the project charter, scope, and timeline.

Resources	Deliverables
— Sheriff's Office leadership — General Services Project Management Office — Sheriff's Office IT and CAD employees	— New CAD law enforcement naming conventions — New priority structure for call types

Level of impact	Level of effort	Duration
High	Medium	12 months

Custody Operations

Change custody staffing mix and increase utilization of Sheriff Service Technician

This tear sheet describes the steps that should be taking to develop a Custody Operations Branch staffing mix that incorporates an increased number of SSTs or a newly created public officer position.

Key activities:

— Conduct staff interviews and work shadowing to develop a comprehensive list of activities being performed by each bureau and unit in Custody Operations Branch. This list should include the criticality of the task, whether or not it requires a peace officer to perform the duty (as enumerated in the California Penal Code), and the classification(s) of the incarcerated persons interacted with during the performance of that task.

— Develop a plan to begin utilizing SSTs in the management of incarcerated people in the jail. This plan should have a phased approach that prioritizes low-security areas first to act as a pilot. The Office may need to recruit qualified individuals to fill new posts dedicated to SSTs or a newly created public officer position type. There should be close observation and documentation to any challenges or training needs identified, and should be used as a guide to amend job descriptions and training requirements for SSTs.

— Create a comprehensive report after 9–12 months of this pilot that enumerates successes, failures, and, most importantly, projected cost savings and reductions in overtime.

Resources	Deliverables
— Custody Operations Branch leadership	— List of duties performed in jail broken out by duties that necessitate a sworn officer to perform — Iterative plan to increase SST numbers in Custody Operations Branch

Level of impact	Level of effort	Duration
High	High	One to two years

Appendix A: Benchmark comparisons

Benchmark comparisons were conducted with the recommended eight benchmark counties. It should be noted that not all County budgets present information on budget and staffing at the branch level and therefore this limitation drove what information is presented in the following branch-level benchmarking tables. Counties with zero values for either FTEs or budget have not been included in the averaging.

Sheriff's Office Benchmark Comparison

Figure 60 – Source: KPMG LLP 2020

	Budgets in $'000	Santa Barbara County	Average	Monterey	Solano	Sonoma	Tulare	Placer	San Luis Obispo	Marin	Santa Cruz
FY17	Sheriff FTE	664	522	458	535	654	870	571	428	312	350
	Percent of Enterprise	16.27%	15.29%	8.78%	17.69%	15.60%	17.39%	19.66%	15.38%	13.64%	14.17%
	Sheriff Budget	$138,183	$104,029	$109,832	$106,113	$183,999	$102,373	$134,897	$76,451	$44,018	$74,549
	Percent of Enterprise	12.83%	10.73%	8.37%	10.66%	13.34%	9.30%	15.57%	12.69%	6.28%	9.60%
FY18	Sheriff FTE	714	518	447	531	634	869	573	429	311	353
	Percent of Enterprise	17.14%	12.68%	8.41%	17.31%	15.20%	17.27%	0.00%	15.37%	13.65%	14.22%
	Sheriff Budget	$146,895	$106,902	$111,236	$112,012	$177,394	$113,379	$141,255	$76,331	$44,444	$79,168
	Percent of Enterprise	13.31%	10.17%	7.44%	10.66%	11.27%	10.05%	14.55%	12.08%	6.26%	9.07%
FY19	Sheriff FTE	737	513	469	529	625	798	574	436	313	359
	Percent of Enterprise	17.35%	15.08%	9.07%	17.45%	15.54%	15.63%	19.71%	15.56%	13.54%	14.13%
	Sheriff Budget	$154,871	$112,242	$120,660	$117,342	$180,503	$121,486	$147,392	$81,377	$44,135	$85,044
	Percent of Enterprise	13.57%	10.39%	7.99%	11.54%	11.07%	9.44%	14.26%	12.85%	5.72%	10.28%

Overall, the County Sheriff's Office has had a higher than the average number of FTEs and budget than its cohort, and

Figure 61 - Source: KPMG LLP 2020   also has a higher percentage of the overall County budget.

Agency	Patrol	Custody	Investigations	Air Support Unit	Court Security Services
Santa Barbara County, Sheriff's Office	✓	✓	✓	✓	✓
Marin County, Sheriff's Office	✓	✓	✓	✓	✓
Monterey County, Sheriff's Office	✓	✓	✓		✓
Placer County, Sheriff's Office	✓	✓	✓	✓	✓
SLO County, Sheriff's Office	✓	✓	✓		✓
Santa Cruz County, Sheriff's Office	✓	✓	✓	✓	✓
Solano County, Sheriff's Office	✓	✓	✓		✓
Sonoma County, Sheriff's Office	✓	✓	✓	✓	✓
Tulare County, Sheriff's Office	✓	✓	✓	✓	✓
Summary	9 of 9	9 of 9	9 of 9	6 of 9	9 of 9

Figure 62 - Source: KPMG LLP 2020

	County Square Miles	County Population (2019)	Population Served by Sheriff's Office	Number of Contract Cities
Santa Barbara County	3,789	446,499	197,236	4
Sonoma County	1,768	494,336	178,187	2
Tulare County	4,839	466,195	139,725	-
Solano County	906	447,643	29,547	1
Monterey County	3,771	434,061	142,116	-
Placer County	1,502	398,329	125,536	2
SLO County	3,616	283,111	123,278	-
Santa Cruz County	607	273,213	132,982	-
Marin County	828	258,826	67,901	-

The County Sheriff's Office conducts functions similar to those carried out by peer cohort agencies, as shown in Figure 62 above, despite the variations in staffing and budget noted above. Important to note is that the Santa Barbara County Sheriff's Office not only holds the highest number of contracts with cities for law enforcement services, but also serves the highest number of people.

Countywide Law Enforcement Benchmark Comparison

	Budgets in $'000	Santa Barbara County	Average	Monterey	Solano	Sonoma	Tulare	Placer	SLO
FY17	*Countywide LE FTE*	315	238	-	182	317	-	251	201
	Percent of Enterprise	7.71%	7.35%	-	6.02%	7.55%	-	8.64%	7.20%
	Countywide LE Budget	$64,603	$51,450	$37,420	$30,805	$101,275	$48,756	$56,637	$33,806
	Percent of Enterprise	6.00%	4.98%	2.85%	3.09%	7.34%	4.43%	6.54%	5.61%
FY18	*Countywide LE FTE*	315	233	-	182	298	-	251	202
	Percent of Enterprise	7.56%	5.07%	-	5.93%	7.13%	-	0.00%	7.22%
	Countywide LE Budget	$65,010	$50,891	$38,323	$31,181	$92,996	$50,860	$57,307	$34,677
	Percent of Enterprise	5.89%	4.56%	2.56%	2.97%	5.91%	4.51%	5.90%	5.49%
FY19	*Countywide LE FTE*	314	232	-	179	298	-	251	200
	Percent of Enterprise	7.40%	7.26%	-	5.91%	7.39%	-	8.62%	7.13%
	Countywide LE Budget	$67,375	$53,543	$39,313	$33,044	$93,229	$56,099	$62,124	$37,451
	Percent of Enterprise	5.90%	4.64%	2.60%	3.25%	5.72%	4.36%	6.01%	5.91%

Figure 64: Source - KPMG LLP 2020

While the Countywide Law Enforcement Operations Branch is close to having the same number of FTEs as a percentage of the total County FTEs, the budget as a percentage of the County budget is higher than the cohort. It must be noted that the counties that have zeros in this benchmark table did not readily, or logically, break out patrol and investigation functions in way that allowed for a direct comparison.

Custody Operations Benchmark Comparison

Figure 63 - Source: KPMG LLP 2020

Budgets in $'000	Santa Barbara County	Average	Monterey	Solano	Sonoma	Tulare	Placer	SLO
FY17								
Countywide Custody FTE	266	264	-	292	285	-	269	212
Percent of Enterprise	6.51%	8.33%	-	9.66%	6.80%	-	9.26%	7.60%
Countywide Custody Budget	$54,339	$51,252	$48,722	$51,550	$69,733	$46,978	$59,149	$31,378
Percent of Enterprise	5.05%	5.04%	3.71%	5.18%	5.06%	4.27%	6.83%	5.21%
FY18								
Countywide Custody FTE	315	263	-	288	285	-	269	212
Percent of Enterprise	7.57%	5.95%	-	9.39%	6.83%	-	0.00%	7.58%
Countywide Custody Budget	$62,602	$54,410	$49,690	$54,132	$71,734	$54,765	$62,893	$33,246
Percent of Enterprise	5.67%	4.94%	3.32%	5.15%	4.56%	4.85%	6.48%	5.26%
FY19								
Countywide Custody FTE	337	263	-	282	285	-	269	218
Percent of Enterprise	7.92%	8.35%	-	9.30%	7.08%	-	9.24%	7.77%
Countywide Custody Budget	$66,964	$57,101	$56,436	$55,545	$74,351	$57,015	$63,441	$35,818
Percent of Enterprise	5.87%	5.00%	3.74%	5.46%	4.56%	4.43%	6.14%	5.66%

While the Custody Operations Branch has a lower number of FTEs as a percentage of total employees, the budget as a percent of the enterprise budget is almost 1 percent higher. It must be noted that the counties that have zeros in this benchmark table did not readily, or logically, break out custody functions in way that allowed for a direct comparison.

Custody Population to Rated Capacity Benchmark Comparison

	2015	2016	2017	2018	2019	2019 Rated Capacity
Santa Barbara County	109%	120%	114%	115%	113%	819
Marin County	76%	91%	93%	92%	81%	349
Monterey County	111%	110%	108%	106%	105%	825
Placer County	69%	76%	79%	80%	76%	912
SLO County	82%	83%	89%	82%	79%	690
Santa Cruz County	90%	92%	92%	100%	90%	447
Solano County	75%	67%	68%	54%	51%	1435
Sonoma County	73%	77%	74%	75%	73%	1409
Tulare County	88%	91%	96%	88%	88%	1718

It is clear that the County's average daily population as a percentage of rated capacity has been on a downward trend since 2016; however, it is significantly higher than all benchmark counties, with the exception of Monterey County, which has also been operating above rated capacity.

Figure 65: Source: http://www.bscc.ca.gov/m_dataresearch/

Sheriff's Office Employee Workforce Mix Comparison

	2017 Total Peace Officers	2017 Total Civilians	Percent Peace Officer	2018 Total Peace Officers	2018 Total Civilians	Percent Peace Officer
Santa Barbara County	458	168	73%	454	170	73%
Marin County	189	102	65%	196	95	67%
Monterey County	296	150	66%	304	122	71%
Placer County	250	288	46%	260	283	48%
SLO County	270	105	72%	305	104	75%
Santa Cruz County	141	185	43%	140	188	43%
Solano County	124	410	23%	123	384	24%
Sonoma County	229	385	37%	232	376	38%
Tulare County	547	200	73%	536	225	70%

The above benchmarking table compares the number of peace officers and civilians as employed by the Sheriff's

Figure 66: Source: https://ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017/tables/table-80/table-80-state-cuts/california.xls   Offices. This data is extracted from the

FBI's UCR database, and it must be noted that it is representative of actual FTEs. What is notable is that the County carried the joint highest percentage of peace officers among its cohort in 2017, and the second highest in 2018. It should be noted that the Sheriff's Office peace officer data includes both Law Enforcement and Custody peace officers.

Appendix B: Meeting tracker

This section provides detail on the meetings held with the Sheriff's Office during the review.

Subject	KPMG Attendees	Meeting Date
Interview with Sheriff Brown and Undersheriff Linver	Bill Zizic, Caoimhe Thornton, Alex Rothman, Steven David	2/18/2020
Interview with Chief Wasilewski	Bill Zizic, Caoimhe Thornton, Alex Rothman, Steven David	2/19/2020
Interview with Undersheriff Linver	Bill Zizic, Caoimhe Thornton, Alex Rothman, Steven David	2/20/2020
Interview with Chief Bonner	Bill Zizic, Caoimhe Thornton, Alex Rothman, Steven David	2/25/2020
Interview with Commander Sullivan	Alex Rothman, Steven David	2/25/2020
Interview with Joe Ayala – CAD discussion	Caoimhe Thornton, Nick Kaufman, Alex Rothman, Steven David	3/4/2020
Interview with Commander Huddle	Alex Rothman, Steven David	3/10/2020
Interview with Dierdre Smith	Steven David, Charles Larson	3/11/2020
Interview with Lt. Zepf	Alex Rothman, Steven David	3/16/2020
Interview with Commander Fotheringham	Alex Rothman, Charles Larson	3/17/2020
Interview with Lt. Arnoldi	Alex Rothman, Steven David	3/18/2020
Interview with Lt. Hsueh	Alex Rothman, Steven David	3/18/2020
Interview with Lisa Mathiasen	Steven David, Charles Larson	3/19/2020
Interview with Commander Plastino	Alex Rothman, Charles Larson	3/20/2020
Interview with Lt. Brooks	Steven David, Charles Larson	3/23/2020
Interview with Hope Vasquez – CFO	Steven David, Charles Larson	3/24/2020
Interview with Lt. Thielst	Alex Rothman, Steven David	3/24/2020
Interview with Lt. Camarena	Alex Rothman, Steven David	3/25/2020
Interview with North County Operations Branch	Alex Rothman, Steven David, Charles Larson	3/26/2020
Interview with SB Jail Branch	Alex Rothman, Steven David, Charles Larson	3/26/2020
Interview with Christina Sibley – Fiscal Officer	Steven David	3/26/2020
Interview with Nemie Holman – IT Manager	Steven David	3/26/2020
Interview with Deputy Sandu (Community Deputy)	Steven David, Charles Larson	3/26/2020
Interview with CDII Martinez (ASB Unit)	Steven David, Charles Larson	3/26/2020

Figure 67: Source: KPMG LLP

Appendix C: Data tracker

This section provides detail on data received throughout the Sheriff's Office Review.

Data Item	File Name
Staffing	02 Feb 2020.xlsx
Staffing	03-March 2020-.xlsx
Staffing	11 November 2019.xlsx
Staffing	12 December 2019.xlsx
Staffing	2017 Training Flyers (1).pdf
Staffing	2018 Training Flyers (1).pdf
Staffing	2019 Training Flyers (1).pdf
Staffing	2020 Training Flyer (1).pdf
Staffing	All Travel Log 2016-2019.xls
Staffing	C001 Attachment A1 Carter Goble Associates Jail Staffing and Operating Cost Analysis.pdf
Staffing	C001 Crout Sida Report.pdf
Staffing	CIB schedule PP 6 2020.pdf
Staffing	Clarification_ Update to Sheriff's Bulletin 18-9 re_ Critical Minimum Staffing.msg
Staffing	Copy of BONNER RE.xlsx
Staffing	Forensics PP 6 2020.pdf
Staffing	Job Descriptions for all positions at the Santa Barbara Sheriff.docx
Staffing	mou-dsa-2018-2022.pdf
Staffing	mou-local-620-2018-2021.pdf
Staffing	mou-sma-2018-2022.pdf
Staffing	mou-uapd-2018-2022.pdf
Staffing	NCOD Schedule Effective 02-24-20.pdf
Staffing	Patrol Schedule and Staffing Dec 3 2018.pdf
Staffing	Patrol Schedule and Staffing May 29, 2019.pdf
Staffing	RE_ 2+1 Staffing issues.msg
Staffing	RE_ Patrol schedule and staffing_ Changes to Central Stations critical minimum staffing requirement.ms
Staffing	resolution-confidential-Asst dept head.pdf
Staffing	resolution-confidential-Dept Head.pdf
Staffing	resolution-confidential-ee.pdf
Staffing	resolution-confidential-Elected.pdf
Staffing	SCOD Schedule eff 2-24-20.pdf
Staffing	Sheriff's Bulletin 18-9 - Critical Minimum Staffing (002).pdf
Staffing	SIB PP 6 2020.pdf
Staffing	01 Jan-2020.xlsx
Reports	007 Santa Barbara_Detention Facilities Inspection Report 16-18 Adult.pdf
Reports	11-17-15 Board Letter - Main New Jails Staffing Operating Cost Analysis.pdf
Reports	16-17 BodyCameras.pdf
Reports	16-17 DetentionFacilities.pdf
Reports	16-17 DetentionFacilities_SD.pdf
Reports	16-17 DetentionFacilities_SMCC.pdf

Data Item	File Name
Reports	16-17 MainJail.pdf
Reports	16-17 MainJail_BOS.pdf
Reports	16-17 MainJail_SD.pdf
Reports	16-17 MedicalMHCareJail.pdf
Reports	16-17 MedicalMHCareJail_SD.pdf
Reports	16-17 PublicSafetyRadioCoverage.pdf
Reports	16-17 PublicSafetyRadioCoverage_BOS.pdf
Reports	16-17 PublicSafetyRadioCoverage_SD.pdf
Reports	17-18 MandatoryOT_SD.pdf
Reports	17-18 MandatoryOTSO.pdf
Reports	17-18 MandatoryOTSO_BOS.pdf
Reports	18-19 ContrabandinJail.pdf
Reports	18-19 ContrabandinJail_SD.pdf
Reports	18-19 DeathinCustody.pdf
Reports	18-19 SuicideCustody.pdf
Reports	18-19 SuicideCustody_BOS.pdf
Reports	18-19 SuicideCustody_SD.pdf
Reports	2013-2015 Annual Report.pdf
Reports	Attachment A1 Carter Goble Associates Jail Staffing and Operating Cost Analysis.pdf
Reports	Audit Report on Sharing the Cost of Santa Barbara County's Public Safety Dispatch Center.pdf
Reports	Citygate Map Appendix[1].pdf
Reports	Citygate Report Feb. 2012.pdf
Reports	Copy of SBSO Positions 7-3-17.xlsx
Reports	Copy of SBSO Positions PP 14-2017.xlsx
Reports	Copy of SBSO Positions PP 15-2017.xlsx
Reports	Copy of SBSO Positions PP 16-2017.xlsx
Reports	Copy of SBSO Positions PP 17-2017.xlsx
Reports	Copy of SBSO Positions PP 18-2017.xlsx
Reports	Copy of SBSO Positions PP 19-2017.xlsx
Reports	Copy of SBSO Positions PP 20-2017.xlsx
Reports	Copy of SBSO Positions PP 21-2017.xlsx
Reports	Copy of SBSO Positions PP 22-2017.xlsx
Reports	Copy of SBSO Positions PP 23-2017.xlsx
Reports	Copy of SBSO Positions PP 24-2017.xlsx
Reports	Copy of SBSO Positions PP 25-2017.xlsx
Reports	Copy of SBSO Positions PP 26-2017.xlsx
Reports	Dispatch Audit Nov 2012.doc
Reports	DWX Final Report 7-12-17.docx
Reports	Ghost Postions 5-2020.xlsx

Data Item	File Name
Reports	Goleta Matrix Report 2012.pdf
Reports	KPMG Time Allocation Breakdown.xlsx
Reports	RCC Report 8-2014.pdf
Reports	RETIREE, PROMO, NEW HIRES 2016.xlsx
Reports	RETIREE, PROMO, NEW HIRES 2017.xlsx
Reports	RETIREE, PROMO, NEW HIRES 2018.xlsx
Reports	RETIREE, PROMO, NEW HIRES 2019.xlsx
Reports	RETIREE, PROMO, NEW HIRES 2020.xlsx
Reports	SBSO 2016 Annual Report.pdf
Reports	SBSO 2017 Annual Report.pdf
Reports	SBSO Positions PP 01-2018.xlsx
Reports	SBSO Positions PP 01-2019.xlsx
Reports	SBSO Positions PP 01-2020.xlsx
Reports	SBSO Positions PP 02-2018.xlsx
Reports	SBSO Positions PP 02-2019.xlsx
Reports	SBSO Positions PP 02-2020.xlsx
Reports	SBSO Positions PP 03-2018.xlsx
Reports	SBSO Positions PP 03-2019.xlsx
Reports	SBSO Positions PP 03-2020.xlsx
Reports	SBSO Positions PP 04-2018.xlsx
Reports	SBSO Positions PP 04-2019.xlsx
Reports	SBSO Positions PP 04-2020.xlsx
Reports	SBSO Positions PP 05-2018.xlsx
Reports	SBSO Positions PP 05-2019.xlsx
Reports	SBSO Positions PP 05-2020.xlsx
Reports	SBSO Positions PP 06-2018.xlsx
Reports	SBSO Positions PP 06-2019.xlsx
Reports	SBSO Positions PP 06-2020.xlsx
Reports	SBSO Positions PP 07-2018.xlsx
Reports	SBSO Positions PP 07-2019.xlsx
Reports	SBSO Positions PP 08-2018.xlsx
Reports	SBSO Positions PP 08-2019.xlsx
Reports	SBSO Positions PP 09-2018.xlsx
Reports	SBSO Positions PP 09-2019.xlsx
Reports	SBSO Positions PP 10-2018.xlsx
Reports	SBSO Positions PP 10-2019.xlsx
Reports	SBSO Positions PP 11-2018.xlsx
Reports	SBSO Positions PP 11-2019.xlsx

Data Item	File Name
Reports	SBSO Positions PP 12-2018.xlsx
Reports	SBSO Positions PP 12-2019.xlsx
Reports	SBSO Positions PP 13-2018.xlsx
Reports	SBSO Positions PP 13-2019.xlsx
Reports	SBSO Positions PP 14-2018.xlsx
Reports	SBSO Positions PP 14-2019.xlsx
Reports	SBSO Positions PP 15-2018.xlsx
Reports	SBSO Positions PP 15-2019.xlsx
Reports	SBSO Positions PP 16-2018.xlsx
Reports	SBSO Positions PP 16-2019 CS.xlsx
Reports	SBSO Positions PP 17-2018.xlsx
Reports	SBSO Positions PP 17-2019 .xlsx
Reports	SBSO Positions PP 18-2018.xlsx
Reports	SBSO Positions PP 18-2019 .xlsx
Reports	SBSO Positions PP 19-2018.xlsx
Reports	SBSO Positions PP 19-2019.xlsx
Reports	SBSO Positions PP 20-2018.xlsx
Reports	SBSO Positions PP 20-2019.xlsx
Reports	SBSO Positions PP 21-2018.xlsx
Reports	SBSO Positions PP 21-2019.xlsx
Reports	SBSO Positions PP 22-2018.xlsx
Reports	SBSO Positions PP 22-2019.xlsx
Reports	SBSO Positions PP 23-2018.xlsx
Reports	SBSO Positions PP 23-2019.xlsx
Reports	SBSO Positions PP 24-2018.xlsx
Reports	SBSO Positions PP 24-2019.xlsx
Reports	SBSO Positions PP 25-2018.xlsx
Reports	SBSO Positions PP 25-2019.xlsx
Reports	SBSO Positions PP 26-2018.xlsx
Reports	SBSO Positions PP 26-2019.xlsx
Operations	007 Santa Barbara_Detention Facilities Inspection Report 16-18 Adult.pdf
Operations	013-015 2015 Inmate Data (Yearly Count).pdf
Operations	013-015 2015-2019 Inmate Data (Daily Population).pdf
Operations	013-015 2016 Inmate Data (Yearly Count).pdf
Operations	013-015 2017 Inmate Data (Yearly Count).pdf
Operations	013-015 2018 Inmate Data (Yearly Count).pdf
Operations	2019 Quarter Inventory - Central Stations.doc
Operations	2020 Admin Master Schedule (PP 04 to PP 06).xlsx
Operations	2020 Carp Weapon Inventory Spreadsheet.xlsx
Operations	ASU-Operations-Manual-2013.pdf

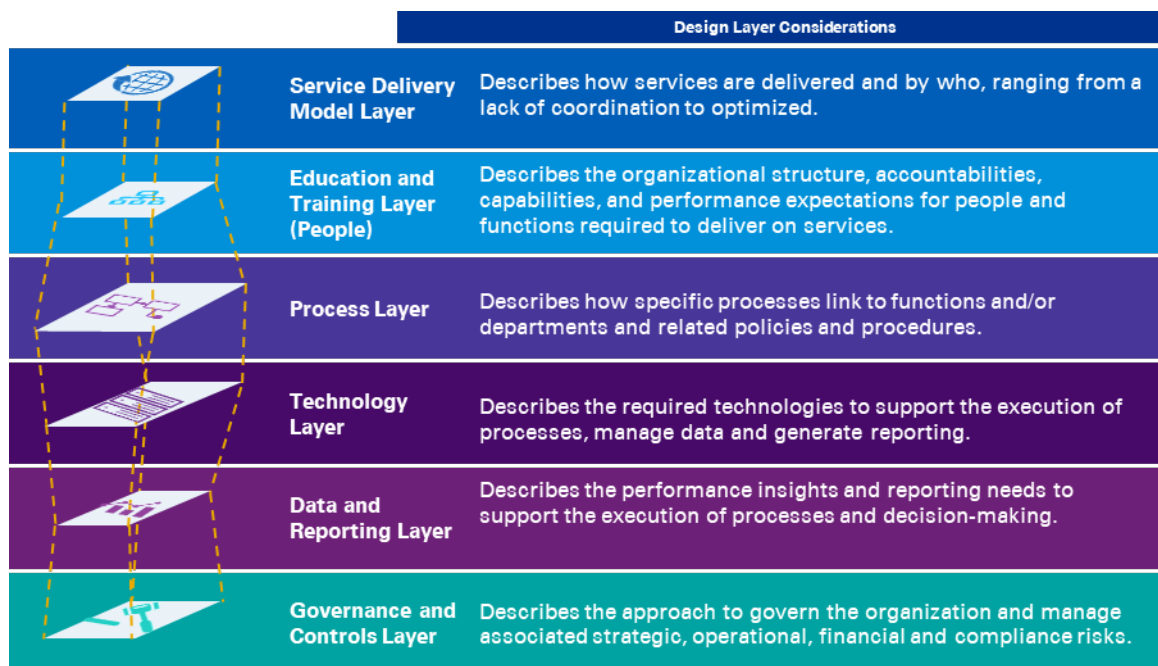| Data Item	File Name
Operations	CID INVENTORY TRACK SHEET.xls
Operations	CID OT Report PP3-2020.docx
Operations	CoSB-Systems-inventory-extract_02sf.xlsx
Operations	Deputy Lost Time FY 1718.xlsx
Operations	Deputy Lost Time FY 1819.xls
Operations	Deputy Lost Time FY 1819.xlsx
Operations	Deputy Lost Time FY 1920 1st & 2nd Qtr.xls
Operations	Draft - Courts MOU 1-3-20.docx
Operations	Goleta Inventory Report (March 2020 UPDATED) In progress - Copy.xlsx
Operations	Isla Vista Inventory 2020.xlsx
Operations	N205KS 5 year maintenance reports.pdf
Operations	N205KS Component and Inspections REPORT 05 11 2020.pdf
Operations	N911HN - Component and Inspections REPORT 05 11 2020.pdf
Operations	N911HN 5 year maintenance reports.pdf
Operations	N911KP - Component and Inspections REPORT 05 11 2020.pdf
Operations	N911KP 5 year maintenance reports.pdf
Operations	N1580R 5 year maintenance reports.pdf
Operations	N1580W 5 year maintenance reports.pdf
Operations	N1850R - Component and Inspections REPORT 05 11 2020.pdf
Operations	N1850W - Component and Inspections REPORT 05 11 2020.pdf
Operations	N4911S - Component and Inspections REPORT 05 11 2020.pdf
Operations	N4911S 5 year maintenance reports.pdf
Operations	Narc Vic Intel HT.xlsx
Operations	NCOD OT Analysis PP03.docx
Operations	NCOD Schedule Effective 01-13-20.docx.doc
Operations	Reports Generated - By Year.xlsx
Operations	Santa Maria 2020 1st Qtr Inventory.xlsx
Operations	SCOD OT Analysis PP 03-2020.docx
Operations	SCOD Schedule eff 1-13-20.pdf
Operations	Service Level Metrics- Contract City 2018-2019 Annual Report.pdf
Operations	Vendor list- Contact info incl.pdf
Operations	ASU Flight Logs 2016
Operations	ASU Flight Logs 2017
Operations	ASU Flight Logs 2018
Operations	ASU Flight Logs 2019
Operations	00 Heat Maps - Calls per hour.xlsx
Operations	003 Custody Operations - Policy and Procedures Manual REDACTED.pdf
Operations	003 Mandates Adult-Title-24-Min-Standards-for-Local-Detention-Facilities-2013.pdf

Data Item	File Name
Operations	003 Mandates Adult-Titles-15-Effect-4-1-17.pdf
Finances	Financials 1617 to 1819.xlsx
CAD requests	2015
CAD requests	2017
CAD requests	2018
CAD requests	2019
CAD requests	911 STATS 2010-present LM.xlsx
CAD requests	AGENCY CFS STATS Increases, decreases 2-20-20.xlsx
CAD requests	Calls For Service 2005-present.xlsx
CAD requests	Callsign changes.xlsx
CAD requests	Disposition Codes.xlsx
CAD requests	KPMG LAW 2015.xlsx
CAD requests	KPMG LAW 2016.xlsx
CAD requests	KPMG LAW 2017.xlsx
CAD requests	KPMG LAW 2018.xlsx
CAD requests	KPMG LAW 2019.xlsx
CAD requests	KPMG Law CAD data1.xlsx
CAD requests	KPMG Law Unit Listing.xlsx
CAD requests	KPMG Problem Types.xlsx
CAD requests	LawRA_24x36_082510.pdf
CAD requests	Performance FY2016-2018.xlsx
CAD requests	Performance FY2017-2018.xlsx
CAD requests	Performance FY2018-2019.xlsx
CAD requests	Performance FY2019-March 2020.xlsx
CAD requests	Performance Jul18_Feb20 raw data.xlsx
CAD requests	Performance measures 2017-2018.xlsx
CAD requests	Response Times by CY.xlsx
CAD requests	Station names_beats_callsigns.xlsx

Figure 68: Source: KPMG LLP

Appendix D: Operating model framework

This section describes the operating model framework that was developed to articulate how a function should be designed, structured, and operated to improve operational efficiency, effectiveness, and service delivery. It consists of six interacting layers that need to be considered in conjunction with each other to determine how to optimally deliver services to the public.

Figure 69: Source - KPMG LLP, 2020

Design Layer Considerations	
Service Delivery Model Layer	Describes how services are delivered and by who, ranging from a lack of coordination to optimized.
Education and Training Layer (People)	Describes the organizational structure, accountabilities, capabilities, and performance expectations for people and functions required to deliver on services.
Process Layer	Describes how specific processes link to functions and/or departments and related policies and procedures.
Technology Layer	Describes the required technologies to support the execution of processes, manage data and generate reporting.
Data and Reporting Layer	Describes the performance insights and reporting needs to support the execution of processes and decision-making.
Governance and Controls Layer	Describes the approach to govern the organization and manage associated strategic, operational, financial and compliance risks.

Appendix E: Station analysis (2019 CAD data)

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