



Improving performance to better serve our county residents

Countywide operational performance review –
Santa Barbara Sheriff's Office

October 2020

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Executive summary

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.



Executive summary

Office orientation

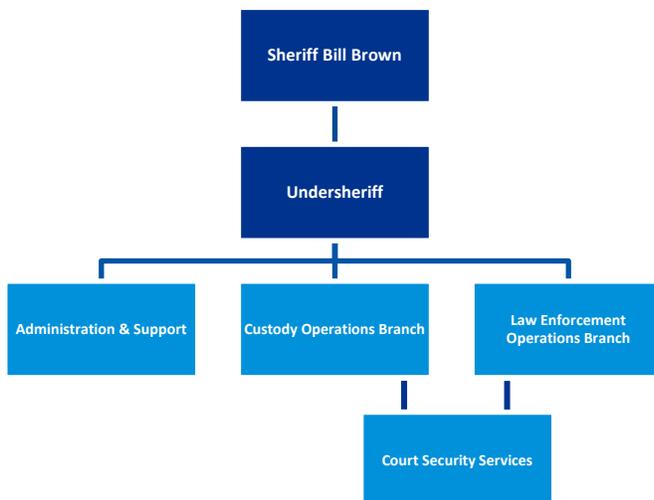
Mission statement: The Sheriff’s Office mission is to enforce the laws, uphold the U.S. and California Constitutions, and provide custody and support services, focusing on enhancing the quality of life of Santa Barbara’s residents through effective partnerships, by protecting persons and property, and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

		Santa Barbara County	Average
		Budgets in \$'000	
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.

Executive summary

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.

Executive summary

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

Executive summary

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.

Executive summary

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

Executive summary

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.

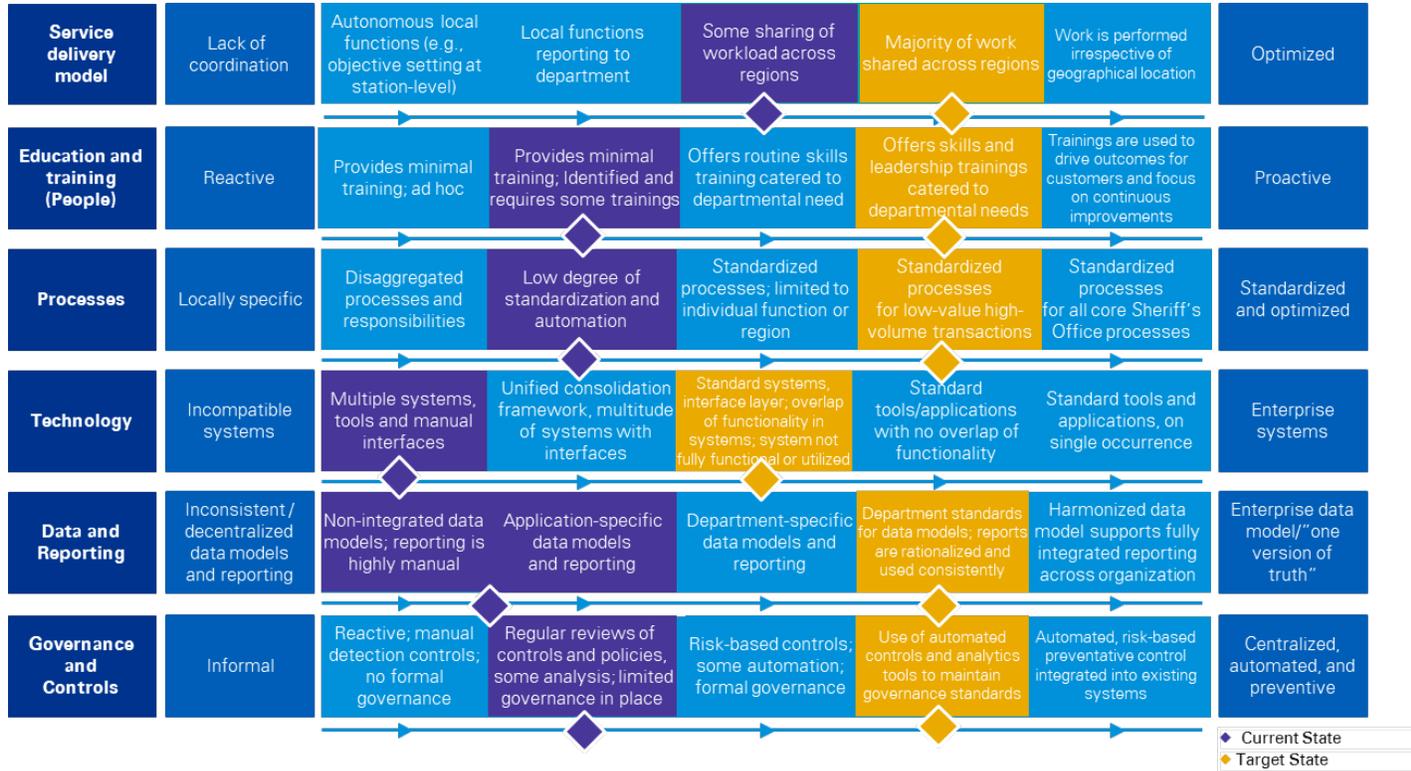


Figure 2 – Source: KPMG LLP