



**MENDOCINO COUNTY BOARD OF SUPERVISORS**  
**ONLINE AGENDA SUMMARY**

**BOARD AGENDA # \_\_\_\_\_**

- Arrangements for public hearings and timed presentations must be made with the Clerk of the Board in advance of public/media noticing
- Agenda Summaries must be submitted no later than *noon* Monday, 15 days prior to the meeting date (along with electronic submittals)
- Send 1 complete original single-sided set and 1 photocopy set – Items must be signed-off by appropriate departments and/or Co. Co.  
*Note: If individual supporting document(s) exceed 25 pages each, or are not easily duplicated, please provide 7 hard-copy sets)*
- Transmittal of electronic Agenda Summaries, records, and supporting documentation must be emailed to: [bosagenda@co.mendocino.ca.us](mailto:bosagenda@co.mendocino.ca.us)
- Electronic Transmission Checklist:  Agenda Summary  Records  Supp. Doc.  If applicable, list other online information below
- Executed records will be returned to the department within one week. *Arrangements for expedited processing must be made in advance*

**TO:** Board of Supervisors **DATE:** October 6, 2011

**FROM:** Supervisors Smith and McCowen **MEETING DATE:** October 18, 2011

**DEPARTMENT** Carmel J. Angelo, CEO **PHONE:** 463-4441 Present  On Call   
**RESOURCE/CONTACT:** Tom Allman, Sheriff **PHONE:** 463-4411 Present  On Call

Consent Agenda  Regular Agenda  Noticed Public Hearing  Time Allocated for Item: 1 hr.

■ **AGENDA TITLE:** Presentation of the Efficiency Audit of Mendocino County Sheriff’s Office Prepared by Harris and Harris Enterprises; and Possible Action Regarding the March 2011 Board Ad-Hoc Committee Referral

■ **PREVIOUS BOARD/BOARD COMMITTEE ACTIONS:** The Sheriff’s Ad-Hoc Committee was established by the Board on March 22, 2011; On June 14, 2011 the Board of Supervisors approved the agreement with Harris and Harris Enterprises; and Since March 2011 various meetings of the Sheriff’s Ad-hoc Committee have taken place.

■ **SUMMARY OF REQUEST:** Per the Board of Supervisors Rules of Procedure No. 31, on March 22, 2011 the Board of Supervisors approved the formation of a Sheriff’s Ad-Hoc committee. The Board appointees consist of Supervisors Smith and McCowen. The Committee was charged with working with the Sheriff and CEO to discuss the appropriateness of hiring a consultant to review efficiencies of the Sheriff’s Department.

On June 8, 2011, the Committee unanimously agreed to enter into a contract for services with Harris and Harris Enterprises to provide Mendocino County with professional consulting services related to providing an operations and staffing efficiency report (excluding the Jail and Corrections).

In accordance with Board action, the Ad-hoc Committee has met on several occasions culminating with final review of the Harris Efficiency Audit on October 3, 2011. The Committee has requested that Harris and Harris Enterprises provide an overview of their audit report to the Board.

■ **SUPPLEMENTAL INFORMATION AVAILABLE ONLINE AT:**

■ **ADDITIONAL INFORMATION ON FILE WITH THE CLERK OF THE BOARD (CHECKED BY COB IF APPLICABLE):**

FISCAL IMPACT:			
Source of Funding	Current F/Y Cost	Annual Recurring Cost	Budgeted in Current F/Y
N/A	N/A	N/A	Yes <input type="checkbox"/> No <input type="checkbox"/>

■ **SUPERVISORIAL DISTRICT:** 1  2  3  4  5  All  ■ **VOTE REQUIREMENT:** Majority  4/5ths

■ **RECOMMENDED ACTION/MOTION:** That the Board of Supervisors accepts the presentation by Harris and Harris Enterprises; and further directs that the March 2011 Ad-Hoc Committee referral has been concluded thereby disbanding the committee.

■ **ALTERNATIVES:** That the Sheriff’s Ad-Hoc Committee is to remain in “active” status, and the Board provides further direction to staff.

■ **CEO REVIEW (NAME):** \_\_\_\_\_ **PHONE:** 463-4441

**RECOMMENDATION:** Agree  Disagree  No Opinion  Alternate  Staff Report Attached

**BOARD ACTION (DATE: \_\_\_\_\_):**  Approved  Referred to \_\_\_\_\_  Other \_\_\_\_\_

**RECORDS EXECUTED:**  Agreement: \_\_\_\_\_  Resolution: \_\_\_\_\_  Ordinance: \_\_\_\_\_  Other \_\_\_\_\_

2011

# Efficiency Audit of the Mendocino County Sheriff's Office

**Harris & Harris Enterprises -**  
*with assistance from Steven Reader Enterprises*

10/14/2011



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## **INTRODUCTION AND EXECUTIVE SUMMARY**

On June 28, 2011 The Mendocino Board of Supervisors authorized a contract with *Harris and Harris Enterprises* to conduct an efficiency audit of the Mendocino County Sheriff's Office. The results of the audit are directed to Sheriff's Office Ad hoc Committee. The committee expressed that in the recessed economic environment they desired to have this audit commissioned to determine if there are opportunities to optimize the Sheriff's Office efficiency.

The focus of the audit is on all operations other than the Corrections and Court staffing, which has been reviewed in the past. The audit provides an overview of the organization including management, staffing, service delivery methods, structure, public accessibility, and resources deployment.

Included in the final report are the findings and recommendations by the project team for the Sheriff's Office and other County leaders to consider for potential modifications where appropriate.

It is the belief of the project team that Local government has a variety of responsibilities: roads, utilities, public health, education, parks and recreation, and public safety - among others. However, not all of these responsibilities are equal. When they are all weighed and all means to provide them are measured, keeping its citizens safe is the foremost obligation of local government. This social commitment largely includes the use of fire departments, code enforcement, and of course, law enforcement. In the case of Mendocino County and in the context of this study, that obligation falls to the Sheriff's Office, and ultimately, its independently elected Sheriff.

The project team acknowledges the immense challenge in funding these operations when weighed against the county's myriad of departments, programs, and competing interests. In the final analysis, we urge all participants in this process to work collaboratively and always in the best interests of the citizens of Mendocino County; this has been our guiding principle and intended outcome for this study.

The project team also recognizes the importance of the Sheriff's Office employees and the challenge of the Sheriff to keep them safe while they do their job and within his means to do so. We also recognize his aim in keeping them employed in order to assure their welfare and the welfare of their families.

This study, at times, may give the impression of an overly clinical viewpoint, and therefore we concede that we do not know all of the personalities and personal issues involved with decisions that have been made regarding the staffing and practices within the Sheriff's Office. Without knowing, or the means to know all of the historical perspectives on every decision, our intent was to fall back to a position of putting public safety as a first priority and to recommend industry "best practices" where our knowledge, experience, and the data outcomes led us to do so.

Finally, we understand that this is not a binding document for any party, but rather an outside view looking into the staffing, spending, and practices of the Sheriff's Office administration where there may be opportunities for them to save money or institute efficiencies that improve their service delivery to the public. Conversely, while a study like this is often commissioned to discover possible inefficiencies and savings, findings may uncover a need for additional staff or expenditures.

**Executive Summary**

The project team's review of the Mendocino County Sheriff's Office was a revealing undertaking that offers both promise and concern. The Sheriff and many of the men and women of the department are to be commended for the level of cooperation and candor demonstrated during the survey, but more importantly for their level of professionalism in austere budget times.

The reality is that changes in upper level management, coupled with severe budget cutbacks, has resulted in lower than desired morale with some staff. Understandably, many are concerned, and have expressed trepidation about the future. This is not uncommon when staff undergoes a change in the Sheriff's office chief executive staff. This also can reduce productivity, and therefore "morale" has been addressed in some areas of the study from an efficiency standpoint.

The below matrix provides a condensed review of the findings and recommendations. A more complete analysis can be found on the subsequent pages and are referenced in the matrix. We urge all examiners of this document to read the complete text to get a full understanding of our analysis of the issues and the perceptions of the study participants.

**I. FINDINGS AND RECOMMENDATIONS MATRIX**

Finding	Recommendation	Reference Page No.
<b>County Administrators Concerns</b>		
<p>Information from several sources stated the belief the County must identify, and then make use of a more collaborative process for public safety budget decisions. Current levels of acrimony and mistrust are detrimental to reaching a reliable budget all can agree upon.</p>	<p>Study results validate a need for a more collaborative process in which communication is improved. Interviewed parties mentioned models they had seen, however, any new process needs to be one that all can agree upon.</p>	<p>Page 21,22</p>
<p>There is concern that there is inadequate patrol coverage to provide sufficient around the clock response.</p>	<p>While differing views are subjective, clearly there are holes in adequate coverage; no or little patrol officers assigned between 4:00AM and 8:00 AM, with City police sometimes responding to County areas. There is also concern of shortages of assigned officers in the Coast sector.</p>	<p>Page 21,22,23,41</p>
<b>Sheriff's Overall Operations and Organizational Structure</b>		
<p>The current organizational chart shows an Administrative Captain-Undersheriff, however, the freezing of this position has resulted in a confusing chain of command in which the Field Operations Commander is managing approximately sixty percent</p>	<p>Consider realigning chain of command structure to balance out staff between Field Operations, Corrections, and Administration. This could include filling the position of Administrative Captain or structuring the administration division</p>	<p>Page 23,25,26</p>

<b>Finding</b>	<b>Recommendation</b>	<b>Reference Page No.</b>
<p>of the department personnel and is responsible for six significant units of the department, five of which are considered having substantial responsibility and importance to the citizens of Mendocino County. Additionally, the result is that certain lower ranking officers and employees (Finance, some sergeants) no longer report up the chain of command, but rather bypass the typical hierarchy and report directly to the Sheriff. The result is a confusing chain of command with typical layers of management and supervision omitted.</p>	<p>under the oversight of one of the two captains. If at all possible, only the captains should report directly to the Sheriff with all other employees under the Captain's chain of command.</p>	
<p>Reiterating the above, related to the chain of command, the issue of first line supervisors (sergeants) reporting directly to the Sheriff was a concern.</p>	<p>The Sheriff's Department is a paramilitary organization that should follow a strict hierarchy of chain of command.</p>	<p>Page 25,26</p>
<p>Some Sergeants are in roles with little or no staff to supervise. The main role of a sergeant should be to supervise other staff with a proper span of control.</p>	<p>There exists a shortage of sergeants to adequately supervise the patrol function, with over-reliance on remote technology instead of in-person supervision. The Sheriff's Administration should evaluate all sergeants'</p>	<p>Pages 30 thru 35</p>

Finding	Recommendation	Reference Page No.
	<p>positions to determine effective use. Some of the positions to be studied and evaluated are:</p> <ul style="list-style-type: none"> <li>• OES Sergeant</li> <li>• Special Operations Sergeant</li> <li>• Professional Standards Sergeant</li> <li>• Marijuana Eradication Sergeant</li> <li>• Point Arena City Counsel-South Coast Sergeant</li> </ul> <p>Providing adequate patrol sergeants for days and nights in key areas should be a high priority.</p>	
<b>Field Operations</b>		
<p>The size of the County in square miles, combined with geographic separation of areas requires decentralized services. The significance of this is that there is geographically extended staffing deployment and need. This, coupled with an austere workforce, has resulted in difficulty providing adequate patrol coverage around the clock, also in the supervision and</p>	<p>In some combination the possible solutions to this issue are:</p> <ul style="list-style-type: none"> <li>• Fill vacant positions</li> <li>• Assess and possibly change the patrol schedule for certain parts of the year</li> <li>• Assess and reassign sergeants who under-supervise</li> <li>• Transfer staff as needed to balance workload,</li> </ul>	<p>Pages 34,35,53,55,56</p>



Finding	Recommendation	Reference Page No.
<p>management to adequately oversee these operations. Currently there does not appear to be adequate patrol deputies and sergeants assigned for the needed coverage.</p>	<p>calls for service and supervision needs</p> <ul style="list-style-type: none"> <li>• Do not eliminate or freeze positions unless and until adequate replacements are in place</li> </ul>	
<p><u>Patrol</u> The current two-squad patrol staffing plan with common Wednesday has several positive benefits and is used frequently in the industry; however, it does not maximize staff availability.</p>	<p>Sheriff's Administration should consider using a combination of the current two-squad 10-plan when entering a training cycle and the overlapping 10-plan during other parts of the year. This could be accomplished by having three, four or six month shift cycles.</p>	<p>Page 46,47</p>
<p>It was emphasized by study participants the difficulty in staffing the Coast Sector for many reasons, including housing availability and cost living.</p>	<p>A possible solution is to have a focused recruitment and hiring for the coast sector. A three part program to find officers from outside the coast: hire local coast residents and send them to the academy and mentor coast high school students to prepare them for a career with the department.</p>	<p>Page 51,53,55,56</p>
<p>A significant portion of management and supervision believe that some calls can be handled via phone reports, mail-in reports, or online reports.</p>	<p>Consider implementing more online and mail-in reporting for:</p> <ul style="list-style-type: none"> <li>• Identity Theft</li> <li>• Failure to Pay for Services</li> </ul>	<p>Page 38,39</p>

<b>Finding</b>	<b>Recommendation</b>	<b>Reference Page No.</b>
<p>Some can be as a matter of policy and others at the discretion of a supervisor. Mitigating factors can override this process. This can result in some eliminated or reduced savings, but also reduced service delivery. This can also be a temporary stopgap measure when/if budgetary improvements return.</p>	<ul style="list-style-type: none"> <li>• Lost Property</li> <li>• Petty Theft</li> <li>• Mail Theft</li> <li>• Theft from a Vehicle</li> <li>• Telephone Harassment</li> <li>• Illegal Dumping</li> <li>• Vandalism</li> </ul>	
<p>There is concern about the current method of replacing older emergency vehicles. Approximately three years ago the process of setting aside funds on a per mile basis to pay for replacing department vehicles, including patrol units, was ended in an attempt to save funds in the Sheriff's budget. The current system uses drug seizure money when it is available.</p>	<p>Operating emergency vehicles with excessive miles endangers the officers and the general public. While use of other funds should be a consideration for funding vehicle replacement, emergency vehicles with excessive mileage should be replaced.</p>	<p>Page 54</p>
<p>Related to saving patrol vehicle mileage the implementation of "Patrol with a Purpose" resulted in reduced service delivery to the public and lowered morale for many staff members. The program does not seem to meet the best practices standards.</p>	<p>Consider elimination of the "Patrol with a Purpose" program in its most recent form. If the program is to continue in some form, involve significant numbers of staff in the planning and ensure patrol persons are used to their fullest.</p>	<p>Page 54,55</p>

<b>Finding</b>	<b>Recommendation</b>	<b>Reference Page No.</b>
<p>The lack of 24-hour patrol coverage has required a lieutenant and captain to come in early and cover calls for service. It has also required the detectives to cover a portion of the day for calls for service as well. This is not the best use of these staff positions nor does it provide the best service delivery for the public.</p>	<p>Consider improving 24-hour patrol coverage with other than a lieutenant, captain, or detectives. One method would be to use a staggered 10-plan rather than squad 10-plan. If possible at least one double car should be on patrol and available for calls. This doubled unit could include a sergeant and deputy.</p>	<p>Pages 46,47</p>
<p>Many agencies are leveraging their diminished resources by hiring and implementing the use of "Field Community Service Officers." These are non-sworn positions that attend a minimal academy and handle low-level assignments that compliment patrol deputies. They do not replace sworn staff, but can augment them in the field.</p>	<p>Consider implementing the use of "Field Community Service Officers" to handle cold reports, found property retrieval, phone reports, vacation checks, assist in implementing community policing such as encouraging volunteers, STARS, providing resources to schools, crime prevention programs, etc. Encouraging volunteers could be of value in providing some level of presence at the various sub-stations and community stations, which currently are unstaffed a great deal of the time.</p>	<p>Page 43</p>
<p><u>North</u> The Covelo area in the North Sector is remote with extended response times for coverage and officer</p>	<p>Consider providing patrol sergeant time to the remote, but challenging area of Covelo.</p>	<p>Page 50</p>

Finding	Recommendation	Reference Page No.
<p>back-up. It is also home to residents that would benefit from an accessible liaison to the Sheriff's Office via a supervisor.</p>		
<p><u>Coast</u>            Due to cutbacks, there have been layoffs, demotions, and transfers. The consequence of this was that the junior officers and sergeants were all from Fort Bragg and the Coast sector, and mandatory transfers were not made to fill the vacancies. This left the Coast Sector short of management, supervision and patrol deputies. This situation is still not fully rectified. Appointing the acting sergeant in Fort Bragg reduced the Coast patrol deputy allocation by one. With three primary beats in the Coast Sector and only six deputies assigned to fill them, they are unable to adequately staff their patrol beats. (It takes 5.6 to 5.9 deputies to staff a single beat.)</p>	<p>The project team recommends that the Sheriff and County Executive consider developing a plan to delay further layoffs until arrangements and coverage are in place for adequate beat coverage and supervision. If it is determined that the beat structure needs to be enlarged (based on calls for service and acceptable response times) then adequate realignment of staffing and supervision should be allocated to the sector prior to staff reductions within seniority and Civil Service rules. The intent is to have an adequate coverage plan in place prior to implementing layoffs.</p>	<p>Page 51,52,53,55,56</p>
<p><u>Investigations</u>            The Uniform Crime Reporting (UCR) practices may not be in compliance with Federal guidelines. This significantly changes the</p>	<p>Consider reviewing and training staff in crime clearance criteria consistent with UCR reporting requirements. This will help to make comparative analysis to</p>	<p>Pages 57 thru 63</p>

Finding	Recommendation	Reference Page No.
clearance rates and makes accurate staffing decisions very difficult.	State and National trends and will help Sheriff's administration to make appropriate staffing decisions. As noted in the analysis of the Bureau, comparative analysis alone should not be used solely for any decision regarding staffing. All other factors listed should be taken into account.	
Typical of any organization, there are overlapping systemic issues between one part of the department and another. Patrol impacts investigations, which impacts evidence, which impacts patrol, etc. The reduced staffing due to implemented austerity measures is requiring the detectives to cover patrol from 0600 to 0800 hours. This may not be the busiest time for calls for service, but it can prevent the detectives from efficiently using their time to solve cases, which should be their primary focus.	Consider covering patrol with patrol deputies, not detectives.	Page 64
<p><u>Special Operations Unit</u></p> <p>The special operations' unit is staffed and coordinated by one acting sergeant and is augmented by department members and</p>	With the diminished supervision in the Coast Sector, the project team recommends that this acting sergeant allocation be returned to the Coast.	Page 71

Finding	Recommendation	Reference Page No.
<p>outside agencies as needed for special missions. An extensive operation is underway and will conclude sometime this fall. Once the operation is over, it is unknown what the status of the sergeant will be. It is the project teams' understanding that the acting sergeant is from the Coast Sector.</p>		
<p><u>OES</u></p> <p>This sergeant handles duties that could be dispersed among other field operations staff, with the exception of the OES function. The patrol division is in need of sergeant allocations in Fort Bragg and Covelo. There is no justification for this position to have a span of control of 1:0.</p>	<p>Consider reallocating this position within the Sheriff's Office and return the OES function back to the CEO's office. Use the allocation for a supervisor in Fort Bragg or Covelo.</p>	<p>Page 71</p>
<p><u>COMMET</u></p> <p>The COMMET unit has demonstrated that they are very effective. However, the span of control (ratio of 1:1) for the unit is not justified.</p>	<p>Consider folding COMMET unit into the general investigations unit and disperse the Bureau's employees between the two supervisors. Assign two detectives to the COMMET unit, but not one supervisor and one detective. Additional resources for a significant operation can be taken from the general detectives' pool, the MMCTF, and patrol on an as-needed and temporary</p>	<p>Pages 37,65,66</p>

Finding	Recommendation	Reference Page No.
	basis. The current sergeant has a span of control ratio of 1:1.	
<p><u>Evidence Unit</u></p> <p>The evidence unit either needs additional staff or improved and streamlined practices. They are inundated with property that needs to be legally disposed of in the near term, and as an ongoing practice. The storage locations at Fort Bragg and Ukiah are unnecessarily saturated with property.</p> <p>The District Attorney's Office and the Courts know the disposition of every case when it is concluded either in court or through a plea agreement. Most jurisdictions have a disposition form that is completed and sent back to the originating agency to advise them of the case outcome. This allows them to dispose of property upon receipt of the form, when appropriate.</p>	Consider implementing a Disposition Form from the District Attorney's Office on every case. This practice would increase the number of items that can be cleared from storage through destruction, auction, or returned to owner.	Pages 72 thru 76
The District Attorney has the unit sending all controlled substances (except marijuana) to the DOJ lab for testing. This is not	The DA's Office could request only those cases that are being prosecuted to be sent for DOJ testing. Not having to expend staff time and shipping costs	Pages 74,75,76

<b>Finding</b>	<b>Recommendation</b>	<b>Reference Page No.</b>
necessary.	unnecessarily could realize a savings in time and expense.	
The unit supervisor has not attended updated property management or evidence collection training since 2002	Consider sending the unit supervisor to current training in property management and the latest evidence collections techniques.	Pages 74,75,76
The current property booking process has deputies duplicating information onto logs that could easily be changed into one that reduces their workload.	For however long this agency continues the practice of manual evidence booking, it is our recommendation that they modify their evidence booking procedure to include a large evidence sheet, rather than the small tag for every item. A sample is attached. This will be a time saving measure for field operations staff that translates into improved efficiency.	Pages 74,75,76
<b>Animal Control</b>		
There is a significant number of staff that recommended this unit should be given back to the county's Animal Control. It was reported to us that this unit is no longer funded and is absorbed into the Sheriff's budget. These responsibilities seem to serve no benefit for the Sheriff's Office, but have an added burden on staffing and funding. As a result, there are increased calls for service for patrol staff and	Consider returning this unit to Animal Control in HHSA.	Pages 37,76,77,78



Finding	Recommendation	Reference Page No.
dispatchers. This has also become a distraction from other <u>core</u> responsibilities.		
<b>Communications (Dispatch)</b>		
Dispatch staffing coverage is currently inadequate, however, could be rectified by hiring the current vacant position and changing staff scheduled hours.	Consideration for the short term; adjust appropriate dispatcher(s) hours to provide for two dispatchers on-duty during hours currently covered by one dispatcher.	Page 80
	Consideration for the long term; fill vacant dispatcher position at earliest opportunity and assign to early morning hours when only one dispatcher is assigned.	
Currently, one of the supervisors is reporting early in the morning to cover some of the time when only one dispatcher is assigned; this is not the optimum hours for a supervisor to work.	Consider covering the early morning hours by adjusting a dispatcher schedule and adjusting one supervisor's hours to better overlap with peak workload and schedules of technicians, supervisors and managers.	Page 82
The dispatch center location is virtually separated from the rest of the department, which is problematic for several reasons.	This area of concern cannot be rectified until a new building, which consolidates Sheriff's Department functions is built. Until that time, Field Operations managers and supervisors should consider ways to increase personal interactions with the dispatch unit.	Page 80
There is no policy, program or ordinance in place to monitor and track the	Consider developing and implementing an ordinance that requires an	Page 83

<b>Finding</b>	<b>Recommendation</b>	<b>Reference Page No.</b>
<p>expense and manpower of false burglar alarms.</p> <p>It is not uncommon to track the number of false alarms and the time spent responding to these. A loss of manpower could be identified with a result of providing law enforcement services more efficiently and less costly.</p>	<p>alarm permit and a fee schedule for the number of responses to a false alarm by law enforcement staff. This allows for effective tracking and a mechanism for reimbursement of those unnecessary expenses. Over time, this encourages homeowners and business owners to keep their alarm systems in good working order. This in turn, reduces responses to false alarms and wasted time.</p>	
<p>There is constant printing of non-useful documents in dispatch that could be reduced to only those that are pertinent.</p>	<p>Recommends that this be evaluated for improvement.</p>	<p>Page 83</p>
<b>Administrative Services</b>		
<p>The current situation in which Administrative Services staff is in two buildings is inefficient. Steps are being taken to move Finance and Sheriff's Administration to the Field Operations-Jail building.</p>	<p>When the move is complete and work locations are in place, perform an evaluation and consider consolidation of workload and duties of administrative staff (Reception, as well as Coroner and Professional Services clerical staff, may provide opportunities).</p>	<p>Page 83</p>
<p>The Administrative staff members working in the front area of the Jail-Field Operations building serves three divisions and have responsibilities to each; Administrative Services, Jail</p>	<p>As part of the new building move and consolidation of staff, it is an opportune time for Sheriff's Administrators to better align the staff duties and responsibilities to those</p>	<p>Page 84</p>

<b>Finding</b>	<b>Recommendation</b>	<b>Reference Page No.</b>
and Field Operations, supervision, direction and responsibility is somewhat unclear.	who the work serves.	
As mentioned in County leadership interviews, there is a desire for better communication and cooperation between the CEO's office and Sheriff's office. The need to produce budget numbers, which are the same and agreed upon, was emphasized. There seems to be a mutual respect and confidence between the Sheriff's Administrative Services Manger and the Deputy Chief Executive Officer (CEO Office)	Recommend taking steps to strengthen relationships, foster trust, and improve candid and forthright communication.	Pages 20,21
The Admin Captain and Undersheriff positions have been frozen. This requires the Sheriff to provide supervision of the Administrative Service Manager, a task he may not have time for.	Consider moving the Administrative Service Manager and unit under one of the two remaining Captains, or filling the Administration Captain position.	Page 84
The finance unit is very austere with only two employees handling the bulk of all financial endeavors and providing supervision to several employees with significantly diverse duties in different buildings. Also there is no	The finance unit staffing is thin. The project team recommends further evaluation for potential staff addition(s). Span of control is difficult and should be evaluated as part of the building move. Consider providing a	Page 84

Finding	Recommendation	Reference Page No.
"lead" or supervisor, only the Administrative Services Manager.	supervisory resource for the unit.	
	The Criminal Justice Policy Committee is comprised of three groups working in concert. In order to coordinate efforts for the entire criminal justice system, a body should be in place to make decisions that impact the day-to-day operations of the criminal justice system.	Page 93

## II. STUDY METHODOLOGY

The project team employed several techniques in analyzing the Sheriff's operations to obtain a clear picture for this report.

- Questionnaires were developed specific to the unit or group to be surveyed. Surveys were provided via the consultant's Internet website for ease of response and confidentiality of the information.
- Interviews were conducted including County Administrators, the Sheriff and his management team, supervisors and other employees in key roles.
- The project team collected a mixture of diverse data to assist in determining workloads, unit and department effectiveness.
- Of primary emphasis was a comparison of department operations, practices and staffing with law enforcement best practices and common standards of operations utilized by most agencies.
- Areas of concern are identified with an explanation of the negative aspects of the issue and potential solutions.

- Much of collected data has been placed into tables, graphs, or charts. Some has been placed into narrative, while some has been deemed to be irrelevant to this study.

**Note:** The project team would normally rely heavily upon response times for staffing analysis. Detailed information of this data was unavailable for a number of reasons, some of it being technically impossible to retrieve from the current records management system. Hopefully, with implementation of the new system, that data can be retrieved and analyzed for more accurate staffing decisions.

### III. MENDOCINO COUNTY GOVERNMENT OFFICIALS PERSPECTIVE

Interviews with members of the Board of Supervisor's Ad hoc Committee were conducted, which indicated a desire for a spirit of cooperation, to work collaboratively, and to make intelligent and meaningful budgetary and allocation decisions for Sheriff's operations.

The loss of much of the fishing and timber industry coupled with a severe national recession has forced critical revenue shortfalls. The County has been faced with unprecedented financial constraints in recent years with all areas of County Government being considerably reduced. Because cutbacks have already been made, additional cuts have become more difficult and contentious. It was voiced in the interviews that the irritability level has risen among participants as issues become more difficult. Those involved must use all available diplomacy and consideration to ensure amicable relations are preserved.

**While there was some dissenting opinion, there is a confidence that the overall leadership of the County offers the skill, talent and diplomacy to work together for informed and thoughtful decisions related to public safety.**

In project team interviews and review of surveys, clearly there is a mutual respect for the administrators currently in place in Mendocino Government. There was agreement that new people in decision-making positions have excellent skills and a coherent, shared goal to improve Mendocino Government services. It was noted that for the first time in approximately six years, the budget is one of the more responsive to the needs of Sheriff's Office. That said, there is realization that these are very difficult financial times that clearly have led to acrimony and disagreement, which can destroy relationships and stymie the path to shared goals.

**Concerns were voiced regarding a need for providing candid communication in the budget process and budget expenditures.**

It was suggested that County Executive staff and Sheriff's Finance staff work closer together for a better understanding of needs, statistics, and budget numbers, which have shown discrepancies through the years between the two departments.

**The importance of transparent and accurate budget expenditures and tracking**

Unfortunately, this request raises a larger question on budget allocations. For example, it was expressed that funding for the jail are spent only for jail purposes and not to offset Field Operation over-expenditures. The counter to this being that the Sheriff has priorities for public safety that he and his staff feel must be met, and if important programs or needs are underfunded, the Sheriff has to have the discretion to use the available

funding to meet the public safety needs he deems are critical. Conversely, constituents and possibly Sheriff's employees (this was implied, but unstated) have approached Board members and CEO staff with concerns. Some feel that certain practices and staff assignments utilized by the Sheriff are wasteful and inefficient. The resulting conflict fosters frustration and mistrust. Unless there comes a time when unlimited funds come available to the County, this issue will always be present to some extent and can only be mitigated by more trust, better communication, collaboration, and understanding of needs and priorities.

**Budget shortfalls and resulting funding cuts have led to frustration and public comments, which are counter-productive.**

It was mentioned by multiple interviewed parties that some verbal comments related to the budget process made in open sessions were felt to be inflexible and confrontational rather than understanding of the issues and willing to find middle ground. Clearly, the various County leaders' view of this issue is different. Sheriff's Administrators are clearly starting to feel desperate. They share a sense that staff and public safety are in danger and further cuts just make a bad situation worse. The reality is that the nationwide financial crisis has spawned more and more threats and vitriolic interplay between government leaders. It remains particularly important that officials remain composed, and as much as possible, unemotional and dispassionate, seeking to find agreement.

**While County Leaders strive to provide an adequate level of County services, the reality is not all services provided have the same life and death consequences.**

It was mentioned by one administrator that they are making cuts to all County Departments and they have responsibility to ensure the viability of those non law enforcement departments and services they provide. In fact, certain other County department heads have complained that the Sheriff's Office gets too much of the available funding. However, Sheriff's staffs argue, and rightfully so, that unlike certain other government functions, if law enforcement is cut beyond safe operational capacities, there could be deadly consequences for staff and the public. The Board of Supervisors and County Executive must constantly be mindful that after years of cutbacks, there comes a point where the Sheriff's Office cannot effectively ensure staff and public safety. One of the declared reasons the Committee contracted this study is to insure the department is operating efficiently and that public safety is being met.

**The County should identify, and then make use of a more collaborative process for public safety budget decisions**

During interviews with County staff, there seemed to be a certain level of mistrust and rancor between those involved in the public safety budgeting process. However, one person did mention that the last budget cycle included a more all-inclusive process over several meetings that were more harmonious than years past. This process reflected the essentials of a "Budget Workshop" and by some accounts resulted in a

more favorable outcome, though this was not a consensus among all of those interviewed.

The project team has recommended the implementation of a Criminal Justice Policy Committee (section XVI, page 93). This is not considered a part of the budgetary process, but does form critical relationships and a broader understanding of countywide public safety issues that can translate into a more concordant practice and final budget.

**County leaders have received concern that there is inadequate patrol coverage to provide sufficient around the clock response.**

With the current level of Sheriff's patrol coverage and schedule limitations, County leaders have heard from other allied law enforcement agencies (such as police departments) that they are requested to respond to Sheriff's emergency calls. The stated reason this occurs is that they are closer than a Sheriff's deputy who has to be called out from a station. There have been concerns related to the potential dangers and liability associated with this practice. (See "Patrol with a Purpose," page 51).

#### **IV. ORGANIZATIONAL AND MAGAGEMENT STRUCTURE**

This section addresses the overall organizational structure of the department, including management responsibility and chain of command. The project team reviewed department organizational charts from the past and interviewed managers and supervisors related to the current structure. It is clear that the organization's structure and management have been in a significant state of flux the last few years. Even during the short time of this report process, the project team has seen changes in supervision allocations of the department. Significant issues related to this difficult section are discussed below:

**The size of the County in square miles, combined with geographic separation of areas served, and facility workplace separation, will invariably make it more difficult to provide adequate levels of supervision and management, and degrade efficiency, continuity, and communication.**

Mendocino is a very large county with population areas separated by many square miles of forest and wilderness and tied together by mostly two lane roadways that wind through the hilly and mountainous terrain. To serve this vast area, the Sheriff's Office has decentralized its work force to better take services to the citizens of the County. The need for this strategy is inescapable, but does not come without consequence. While not without precedent, the Mendocino challenge is somewhat unique.

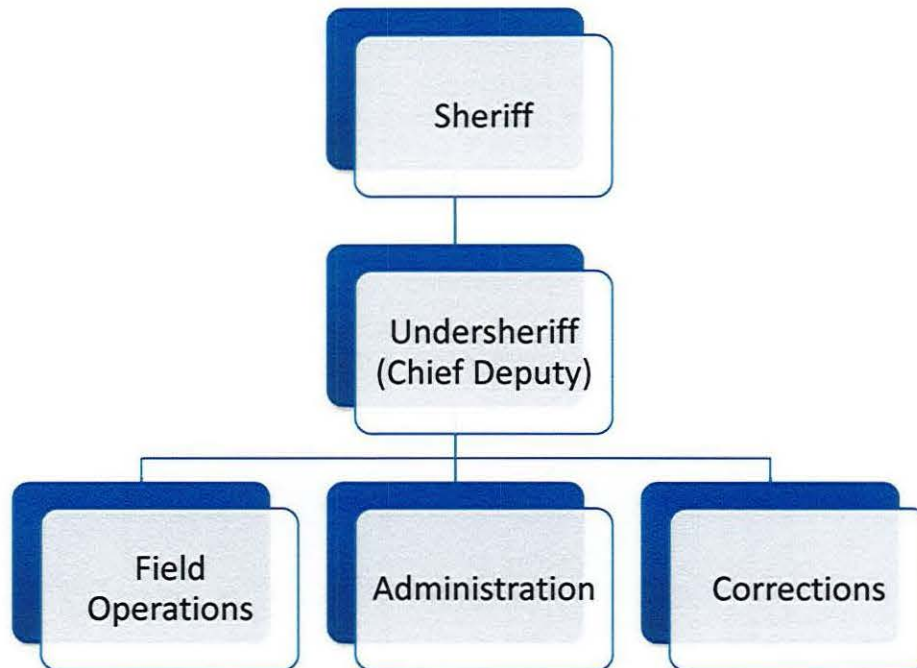
**Decentralization of services over many miles makes providing adequate staffing and supervision very difficult, yet no less important.**



The Sheriff's main office is located in Ukiah with substations in Willits and Fort Bragg, and community offices in Point arena, Covelo, Laytonville, Boonville and Potter Valley (Mendocino Town office not used recently). The relatively small department is sparsely spread over the County. The significance of this extended staffing deployment and need, coupled with an austere workforce, is manifested in the difficulty in providing adequate patrol coverage around the clock, and the supervision and management to adequately oversee these far spread operations. The dilemma is that this situation often relies on other jurisdictions (that also have insufficient staff) for officer back up, and at times, first response to Sheriff's calls. Supervision is often times provided via radio, phone, or relayed through a dispatcher; best practices would be having a supervisor physically present when at all possible. Over reliance on these other means can lead to miscommunication.

**Financial issues have resulted in a retreat from a common command structure to the less than efficient and very austere configuration and chain of command currently in place.**

Due to budget a constraint in recent years, the Sheriff's Office has not backfilled vacancies, or in some case has eliminated supervisory and management positions. As a result, the Sheriff's Office organizational structure has changed from what was a more common, sound, and accepted three-division configuration, to a more austere and less effective model. Law Enforcement agencies commonly utilize a paramilitary rank structure, which provides a hierarchy of responsibilities based on rank. By the current elimination of the Undersheriff and Administrative Captain positions, lower ranking officers and employees no longer report up the chain of command, but rather bypass the typical hierarchy and report directly to the Sheriff. The result is a confusing chain of command with typical layers of management and supervision omitted. While the new structure certainly reduces the budget, it also causes less accountability, is less efficient, and could result in ineffective direct supervision of certain employees. A typical law enforcement agency similar in size to Mendocino Sheriff's Office would usually have the following three divisions and organizational structure:



- Field Operations (Directly enforcing laws and statutes or utilizing programs to prevent crime)
- Administration (a compilation of most other units and functions of the agency, such as Reception, Records, Finance, Communications-Dispatch, I.T.-Data Processing, Professional Standards-Human Resources)
- Corrections (Correctional housing or alternatives to incarceration, rehabilitation, and court process for offenders)
- There are three subunits, which can fall under either Field Operations or Administration; they are Coroner, Civil and OES. Also, in some agencies, because of the court responsibility, civil can be a part of the Corrections Division. Communications-Dispatch can be part of the Field Operation Division or Administration; however, because of the clearly different job duties, reliance on technology and relationship with other responders, such as fire and ambulance and with the higher responsibility and workload of the current Field Operations command staff; placement under an Administrative Captain seems advisable.

Notes: It is not uncommon for the three Captains to report directly to the Sheriff because they are all speaking for the staff below them from the same position of authority and position. Not having an Undersheriff can create concerns in the

Sheriff's absence or when decisions of discipline require a high ranking hearing officer with the Sheriff as the point of appeal.

**The current command structure lacks a clear and ordered chain of command and management responsibility for both numbers of staff and work to be accomplished is heavily weighted to the Field Operations Division**

The Mendocino Sheriff's Office is currently divided into three divisions; however, without a Division Head for the Administration Division the organizational structure is less than optimal. Adding to the challenge is the loss of the Undersheriff position that was being utilized to manage the Administration Division after the loss of the Captain's position. The use of the Undersheriff for this purpose wasn't ideal, but was more efficient than the current configuration.

The Field Operations Commander manages approximately sixty percent of the department personnel and is responsible for six significant units of the department, five of which are considered having substantial responsibility and importance to the citizens of Mendocino County.

The Corrections Division Commander has the difficult task of managing an impacted jail facility and currently does not have responsibility for warrants and jail clerical (Administration) even though the staff are located in the same building and next to the Corrections management team. Court security commonly falls under corrections; however, because staff for the Court must come from Field Operations (street deputies), the current management scheme for Court Security seems appropriate.

The Administration Division is currently without a Commander; however, under the current delegation of responsibilities the limited units and personnel assigned to this Division, the Administrative Services Manager has responsibility for the bulk of the Administration employees including the Finance and Clerical components.

The below list of divisions and units point to a structure in which certain employees report directly to the Sheriff, with other than a second in command or executive assistant-secretary. This is not necessarily reflected in the official organizational chart, but the project team believes that this has become the functional reality.

Each division may have sub-units. The divisions and sub-units are listed below:

- I. **Note:** Executive (For the purposes of below organizational table, the Executive Unit is not a Division)



There has been a sense from all levels of the organization that these positions circumvent the proper chain of command. This functional structure does not meet the standard of "best practices."

### **Administration**

#### Administrative Services

Includes accounting-finance, civil process, Administration, criminal and jail records, reception and permits, *LiveScan* printing, registrants, jail commissary and warrants.

**Administrative Services**

Accounting  
Finance

Civil

Administration

Records  
(Criminal &  
Jail)

Reception &  
Permits

LiveScan  
Fingerprinting

Registrants

Jail  
Commissary  
Warrants

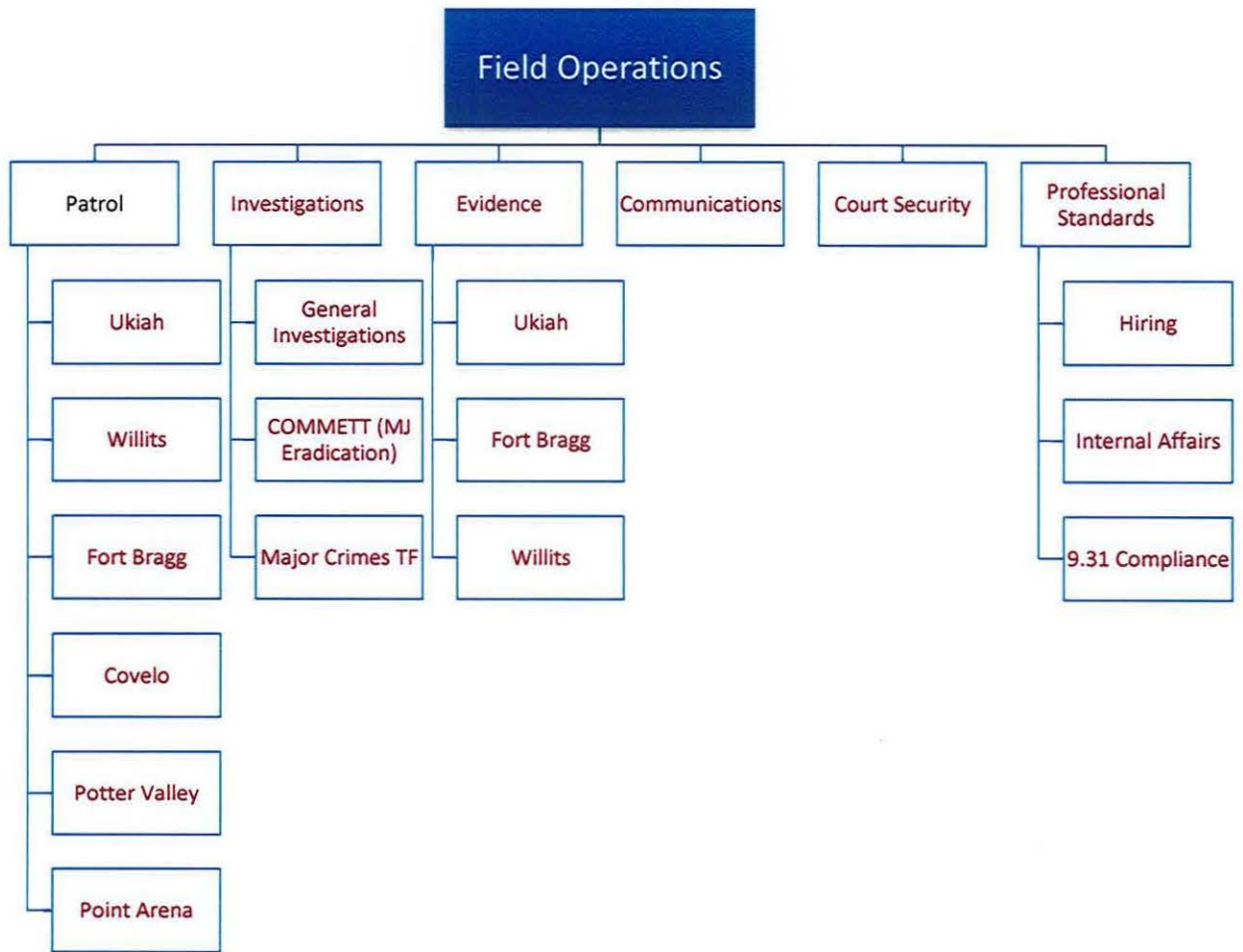
## Corrections

Included in corrections are the jail operations, alternative programs and transportation unit.

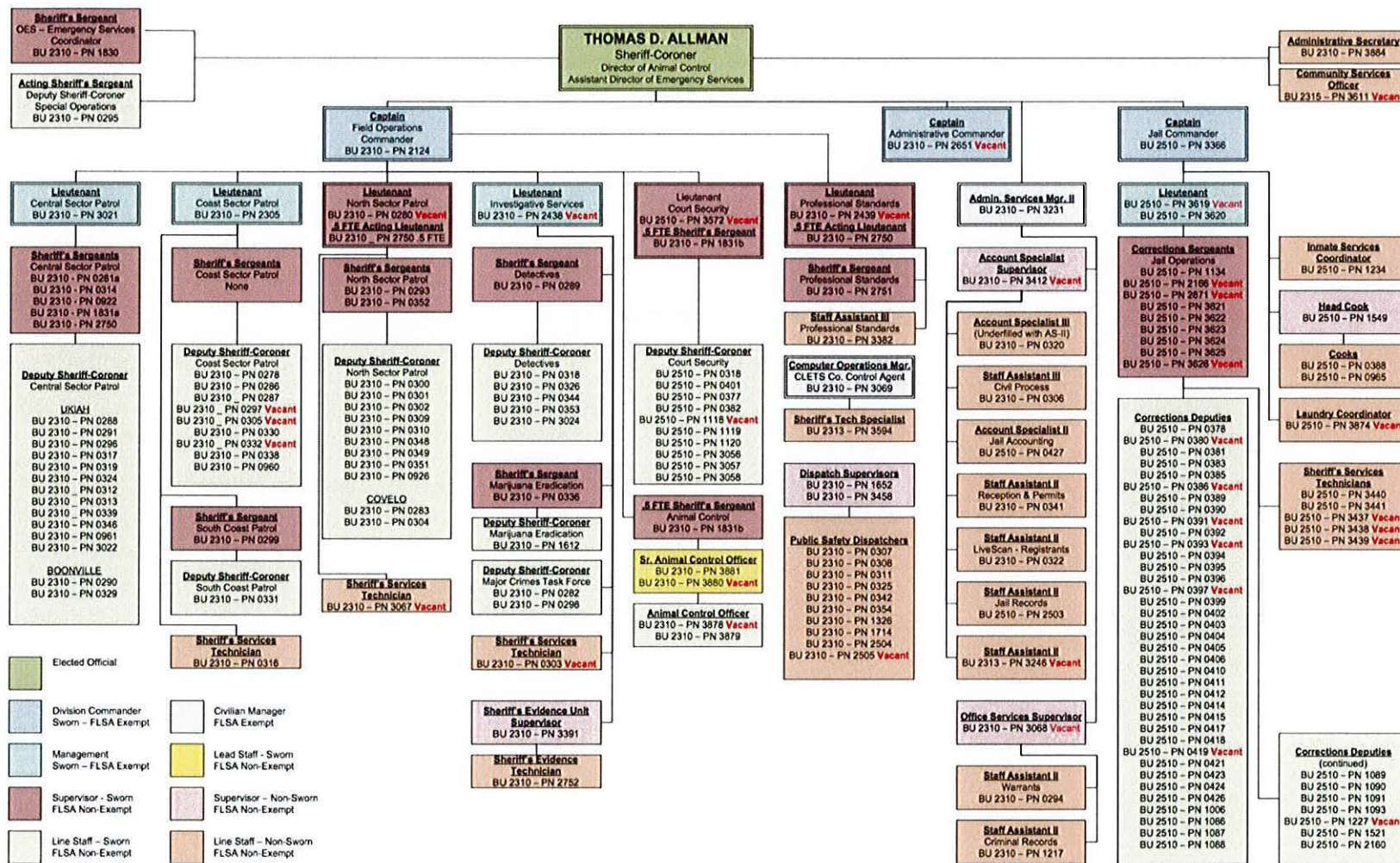


## Field Operations

- Patrol
  - Includes stations and community stations at Ukiah, Willits, Fort Bragg, Covelo, Potter Valley, Point Arena
- Investigations
  - Includes criminal, marijuana (COMMET) and Major Crimes- narcotics task force
- Evidence
- Communications-Dispatch
- Court Security
- Professional Standards Unit



# Mendocino County Sheriff's Department Organizational Chart



- Elected Official
- Division Commander Sworn - FLSA Exempt
- Management Sworn - FLSA Exempt
- Supervisor - Sworn FLSA Non-Exempt
- Line Staff - Sworn FLSA Non-Exempt
- Civilian Manager FLSA Exempt
- Lead Staff - Sworn FLSA Non-Exempt
- Supervisor - Non-Sworn FLSA Non-Exempt
- Line Staff - Non-Sworn FLSA Non-Exempt



**There are concerns related to the chain of command that includes certain first line supervisors (sergeants) reporting directly to the Sheriff.**

It is unusual for a department this size to have sergeants reporting directly to the Sheriff. As mentioned earlier in the report, the reason for this is that a chain of command must provide a "level playing field" with a structure for fairness and equal treatment. A sergeant reporting directly to the Sheriff circumvents the chain of command and allows a first line supervisor to have more authority than a Lieutenant and equal to a Captain. It facilitates a staff member with little or no personnel to supervise and a smaller budget to be on equal footing for decisions as a Captain with responsibility for numerous staff and millions of dollars of budget responsibility. It also puts the Sheriff in the position of supervising a line supervisor.

**In Mendocino County, some Sergeants are in roles with little or no staff to supervise. The main role of a sergeant should be to supervise other staff.**

In the past (in many jurisdictions) officers with specialized skills or specialized assignments were rewarded by being promoted to sergeant; this is no longer the case. It is now common that sergeants supervise people, and specialists are rewarded with an allocation that pays more than other deputies, i.e., "Deputy III", "Corporal", "Bomb Squad", or "Homicide Detective".

There are at least four examples of sergeants whose duties should be evaluated related to the number of staff supervised:

- OES Sergeant Staff supervised routinely (0)
- Special Operations Sergeant Staff supervised routinely (0)
- Professional Standards Sergeant Staff supervised routinely (2)?
- Marijuana Eradication Sergeant (COMMET) Staff supervised routinely (1)
- \*Point Arena City Council Liaison Sergeant Staff supervised routinely (1)

\*The Point Arena position has responsibility to report to the City Council of this contract city and thus should have the position of a sergeant; however, whenever there is no sergeant on duty along the coast out of Fort Bragg, this sergeant who has limited staff to supervise at Point Arena, should provide direct supervision as if he were a Fort Bragg sergeant. Not via phone or computer, but in person.

**V. SPAN OF CONTROL**

Span of control is integral to effective and efficient management. Supervisors must be able to adequately supervise and control their subordinates, as well as communicate

with and manage all resources under their supervision. There is no perfect span of control and each agency must determine the appropriate span for their organization. However, there are some factors and considerations that are common to law enforcement. There are several definitions of "span of control," but the essential concept is the number of staff a supervisor or manager can effectively communicate with and manage.

Law enforcement has a traditionally low span of control compared to current business models. In other words, they have low or "narrow" ratios of supervisor to employees. The need for this is driven by the necessity to handle critical and sometimes deadly incidents efficiently and safely. A common practice for law enforcement patrol is to have a 1:5 to 1:8 supervisor-to-employees ratios. Some business models (and some correctional facilities) may have a 1:15-25 ratio.

Below are some factors to consider for determining appropriate span of control ratios for law enforcement.<sup>1</sup> Some of these factors are applicable considerations for the Mendocino County Sheriff's Office.

### **Factors Enabling an Increased Span of Control**

1. The simplicity of Work - The simpler the task, the less need for supervision. The more diversified, complex tasks require more supervision.
2. Efficient use of information technology - Readily available information technologies can obtain needed information to do the job as well as receive direction from a supervisor increases that span of control. In-car computers, cameras, and individual communication systems enable officers to be in constant touch with supervisors.
3. The quality, skills, and capabilities of subordinates - Having employees with the necessary education, training, and experience to be able to handle their assignments requires less supervision.
4. The skills and capabilities of the supervisor - Agencies that invest in developing capable supervisors and managers find that the more knowledgeable and skillful the supervisor - along with the ability to communicate the work - the more people he or she can supervise.
5. The quality of the department's training program - Subordinates fully knowledgeable in the laws, procedures, and administrative processes require less supervision.

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<sup>1</sup> Span of Control for Law Enforcement Agencies - By Troy Lane, Assistant Chief, Kansas State University Police Department, Manhattan, Kansas  
([http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display\\_arch&article\\_id=1022&issue\\_id=102006](http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1022&issue_id=102006)), accessed August 3, 2011

6. The harmony of the workforce – When the subordinates are of like minds and working towards the same objectives in harmony, fewer incidents require supervision intervention.

### **Factors Narrowing the Span of Control**

1. Change taking place in the work environment – When the work is forever changing, and new procedures and processes are introduced into the work, the greater the need for narrow supervision.
2. Dispersed workforce, either by time or geography – The greater the geographic distances and the difference in time that the force works, the smaller the supervision ratio. This is often observed in the investigative division, which frequently requires more supervisors in relation to the number of investigations.
3. New and inexperienced workforce – Law enforcement is experiencing significant retirement numbers requiring the promotion of less experienced staff to fill supervision and management vacancies.
4. Administrative requirements – The greater the administrative burden on each level of management, the greater the need for a narrow span of control. Jobs free of bureaucratic requirements can focus on work.
5. The extent of coordination – When the employee's work must be coordinated and the subordinates depend upon each other to accomplish the work, the narrower the supervision requirements. This relationship exists in many of the tactical and technical positions in a department.
6. Employee's expectations – The higher the employee's expectations for feedback, career and development coaching, and management interaction, the narrower the requirement for supervision. Many observe that the new workforce entering policing today look s for immediate feedback from management on their progress.

*"In widely dispersed departments, such as rural sheriffs' departments...each officer may patrol a considerably large geographic area. ...a manageable span of control should be smaller than a relatively smaller geographical jurisdiction. Expecting a sergeant to respond to the needs of several officers spread out over a thousand square miles may be unrealistic."*<sup>2</sup>

Our project team agrees with this position, within reason.

A high span of control (more officers per supervisor) also has issues. There is less time for a supervisor per employee, but reduced operating costs. High ratios require more empowerment of employees, which in turn provides many with a feeling of trust and less micromanagement.

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<sup>2</sup> Span of Control for Law Enforcement Agencies - By Troy Lane, Assistant Chief, Kansas State University Police Department, Manhattan, Kansas  
([http://www.policchiefmagazine.org/magazine/index.cfm?fuseaction=display\\_arch&article\\_id=1022&issue\\_id=102006](http://www.policchiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1022&issue_id=102006)), accessed August 3, 2011

A low or narrow span of control often creates additional layers of communication and greater risk of miscommunication. There are also additional costs that are difficult to justify.

Without conducting an extensive workload analysis (something outside the scope of this study) and with the recent practice of "Patrol with a Purpose" there is currently no way to determine the exact appropriate ratio and preferred patrol time (time not encumbered with calls for service). However, as previously mentioned, there are some supervisors in positions where the ratios are inordinately low. There was another area where the opposite appeared to be the case.

- Fort Bragg – No sergeants (supervised from Point Arena sergeant)<sup>3</sup>

The project team believes that a supervisor should be responsible for more than just himself or herself, even if the job is complex or geographically diverse. Certainly, job complexity and geography may result in much lower ratios, but to supervise no one or only one or two people is rarely justified.

Lack of proper supervision and inadequate span of control in law enforcement is a common factor in incidents of corruption and high liability actions exposing the County to litigation and expense.

### Mendocino County Sheriff's Office Span of Control Ratios



## **VI. SHERIFF'S OFFICE MANAGEMENT AND SUPERVISOR PERSPECTIVE**

It is our belief that the management and supervisory members of the department have the most intimate knowledge of its daily functions and staffing levels. Over the course of

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<sup>3</sup> Since the initial visit of the Fort Bragg station, the project team was told that there are now two acting sergeants and one acting lieutenant in Fort Bragg. However, the acting lieutenant is the sergeant from Point Arena and the Fort Bragg acting sergeants have reduced the deputies by two.

this study, the project team interviewed most of the management team and several sergeants and supervisors. The project team also collected information from an online survey. The following points were conveyed to the team, many of them repeatedly. While not every point was mentioned as consensus, the recurring themes are emphasized.

**Reduction of deputies, sergeants and lieutenants, along with sergeants that have limited responsibilities, has led to concerns about appropriate service delivery levels and safety (both public and officer).**

There was across the board concern within the Sheriff's Office that budget reductions and staff cuts in recent years have had a deleterious effect on the efficiency and effectiveness of the department. There appears to be genuine concern that there are now holes in staffing may be dangerous.

**Certain Supervisory positions with limited responsibilities and limited staff supervision should be reevaluated.**

Some of these recommendations by department members overlap into staffing and program changes. The most pervasive opinion was that there are programs within the department that are staffed with sergeants that could be staffed with non-sworn professional staff or deputy sheriffs, and/or that the programs they run could be returned to their origin.

**The 9.31 County Ordinance program should be evaluated as the program continues to evolve.**

The 9.31 program is by far the program that causes the greatest chasm of disagreement within the department. Some feel strongly it is a program that is based in the reality of the situation related to marijuana in California and is a realistic and worthwhile program whose time is now. Others believe the program is illegal, runs counter to overall crime prevention in Mendocino County, is potentially criminal friendly, reduces morale, and is poised to bring more crime to the County and potential corruption to the department. There is significant concern that there is a public perception that Mendocino County is significantly less likely to take a strong stance against drug production and sales, and that this could attract more criminal activity, more gang activity (often associated with illegal drug production), violent drug robberies, and other activities endemic to drug production. The Federal Government view of marijuana illegality has sparked greater concern about County Ordinance 9.31 and those in government involved with its provisions.

The project team also noted that there has been increased workload on the front office staff that perform other functions but now must also oversee and provide issuance of permits/zip-ties and handling large sums of cash.

There was also voiced the opinion that the 9.31 program should be run with a non-sworn professional staff or retired annuitants and that the sergeant allocation be used to fill critical sergeant shortages in field operations. The need to provide patrol response and supervision of the patrol function is currently inadequate. At the same time, it was emphasized by many that the entire 9.31 program should be evaluated and above all have close scrutiny and supervision and be a part of a collaborative unit function of the Field Operations Division.

**Many different events, policies, and budget cuts in recent years has had a damaging impact on employee morale.**

One of the commonly stated concerns is the degradation of Sheriff's Office overall morale during recent years. It was repeatedly expressed that many events have contributed to a staff morale that has degraded to a point where overall efficiency is impacted. Some of the reasons given in support of this contention are:

- Several devastating personal staff tragedies
- 10% base pay cut
- Elimination of positions and demotions, coupled with not filling vacancies has led to shorthanded, overworked staff and inability to provide coverage and back-up
- Questionable emergency vehicle replacement practices and resulting direction to use the often criticized "Patrol with a Purpose" program which was seen by many as designed to limit the cost of patrol vehicle mileage as well as limiting overtime; the result was viewed as less effective crime intervention
- Measures to reduce overtime such as limiting patrol stops for vehicle code violations which were viewed as also limiting proactive crime reducing tactics
- The 9.31 ordinance, which is viewed by many staff as acquiescing to the drug culture and potentially could attract gangs and more criminality

Low morale in law enforcement agencies has led to inefficiency and lack of effort, ignoring calls for service, failure to follow up on criminal cases, acrimonious conflicts with the public, corruption and excessive force complaints.

Low morale is not a fictitious problem. It can and does have a negative effect on the mission and efficiency of an agency. The consequences can also include the emotional and physical wellbeing of the staff.

The "Law Enforcement Research Group"<sup>4</sup>, which provides morale research for policing, describes the importance of morale this way:

*"A healthy agency is one with good morale; when this is lacking, the result can be both financially staggering and physically unfavorable, especially in small police agencies. It is difficult to put a dollar amount or human toll to the effects of low morale, but consider the following:*

**Absenteeism**

*Absenteeism and abuse of sick time increase as morale decreases. This creates a ripple effect on the agency; as workload increases due to shift shortages, morale decreases further and absenteeism increases. Constant shift shortages can plague law enforcement personnel with increased workload, which feeds the sick time cycle and increases turnover.*

**Low productivity**

*As morale decreases, so do productivity and pro-activity. As case work builds and coworkers don't handle their responsibilities, others are left to do more than their share, further decreasing morale. The negative impression left on the community further damages an agency one call at a time, as law enforcement professionals make less and less of an effort to help the community deal with non-criminal issues.*

**Turnover**

*Turnover can hurt an agency in many ways, but it can be particularly costly to small agencies. New hires typically take almost a year before they fully trained to work the streets; this can cost thousands in overtime, academy, and FTO costs. The loss of senior professionals with a firm working knowledge of the laws and the community damages not only the agency, but also the communities they serve.*

**Community complaints of increased use of force**

*As morale decreases, community complaints about the agency rise. This can lead to negative press, reduced community support, and civil lawsuits — all of which can cost an agency its reputation, money, and personnel.*

**Sworn personnel suicides**

*In addition to these factors, which can place financial and physical strain on agencies and those they serve, loss of life is another possible result of low morale. Low agency morale cannot be directly linked to this [law enforcement's] high suicide rate, but if morale is generally low, it can be difficult for supervisors and fellow sworn personnel to recognize if a coworker is exhibiting warning signs."*

**Animal Control responsibility has had a significant impact on existing Sheriff's functions.**

Less pervasive, but also mentioned by some of the respondents in both surveys and interviews was the opinion that Animal Control should returned to "Animal Care." Specifically, the dispatch workload has increased due to Animal Control responsibilities

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<sup>4</sup> <http://www.policemorale.com/morale.htm>. Accessed August 16, 2011

dramatically. The workload of supervisors, managers, and financial staff has also been impacted.

**Some feel the COMMET team should work as part of the Department’s Investigation Unit**

Another repeatedly heard comment was that the marijuana eradication team (COMMET) should be folded back into the general Investigations Bureau as well as the staff that are participating in the Major Crimes Task Force. These positions would bolster the understaffed Bureau, but still be allowed to handle those specialized tasks when necessary.

**Certain calls should be considered mail-in or online reports rather than having a patrol deputy response.**

It was also a general consensus that there are a number of calls for service that could be handled as mail-in or online reports - as a matter of policy, but some also preferred that these calls be screened and the outcome determined by an on-duty supervisor. Many agencies have adopted this policy to conserve valuable patrol resources and ensure officers are available to respond to life threatening or more significant calls for service. The below table depicts the combined outcome of those opinions.

	Send Deputy	Mail-in / Online / Phone Report Okay	Supervisor Discretion Only
<b>Cold Burglary</b>	<b>28%</b>	22%	50%
<b>Identity Theft</b>	<b>0%</b>	75%	25%
<b>Failure to pay for services</b>	<b>0%</b>	50%	50%
<b>Lost Property</b>	<b>0%</b>	83%	17%
<b>Petty Theft</b>	<b>0%</b>	46%	54%
<b>Grand Theft</b>	<b>42%</b>	1%	57%
<b>Illegal Dumping</b>	<b>1%</b>	33%	66%
<b>Mail Theft</b>	<b>0%</b>	75%	25%
<b>Vandalism</b>	<b>.06%</b>	40%	59%



<b>Theft from Vehicle</b>	<b>0%</b>	47%	53%
<b>Telephone Harassment</b>	<b>0%</b>	60%	40%

As the table depicts, there was a 100% consensus that a deputy did not need to physically respond to the following (unless there were some mitigating factor[s]):

- Identity Theft
- Failure to Pay for Services
- Lost Property
- Petty Theft
- Mail Theft
- Theft from a Vehicle
- Telephone Harassment

Additionally, only one person (less than 1%) believed a deputy needed to respond to the following:

- Illegal Dumping
- Vandalism

There was a *strong* consensus (minimum of 75%) that as a matter of policy (not necessary for a sergeant to determine) that the following crimes did not need a deputy to respond:

- Identity Theft
- Lost Property

There was a *general* consensus (minimum of 60%) that as a matter of policy (not necessary for a sergeant to determine) that the following crime did not need a deputy to respond:

- Telephone harassment

There was a *general* consensus (minimum of 60%) or *significant concern* (minimum of 50%) that the following should at least have a sergeant decide if a deputy needed to respond:

- Cold Burglary
- Failure to Pay for Services
- Petty Theft

- Grand Theft
- Illegal Dumping
- Vandalism
- Theft from Vehicle

The following table depicts the opinions of the respondents regarding potential savings regarding specific outside sources that significantly affect the Sheriff's Office. The question asked was: "Are there any changes to ancillary services that may have a potential for savings?"

	<b>Yes</b>	<b>No</b>
<b>Procurement</b>	50%	50%
<b>Vehicle maintenance</b>	45%	55%
<b>Building maintenance</b>	1%	99%
<b>Janitorial services</b>	0%	100%
<b>Fuel (purchase or consumption)</b>	1%	99%
<b>Energy</b>	33%	67%
<b>Supplies</b>	1%	99%
<b>Technology</b>	25%	75%
<b>Other (Please list)</b>	30%	70%

Several respondents expressed concerns about the arduous process of procurement (time consuming) and an apparent 13% user fee charged to the Sheriff's Office by County Procurement Services.

Some respondents recommended that vehicle maintenance could be outsourced. In the experience of the project team, this is not an uncommon practice, but often with the consequence of lay-offs of county garage staff.

The below table identifies opinions of the respondents regarding potential savings in the respective areas. "Are there any opportunities for savings or efficiency improvements in any of the following areas?"

	<b>Yes</b>	<b>No</b>
<b>Redeployment of personnel</b>	58%	42%
<b>Consolidation of job duties or staffing</b>	33%	67%
<b>Use of stations</b>	<b>.08%</b>	<b>99%</b>
<b>Change of policy or practices</b>	42%	58%
<b>Changing staff hours or work schedules</b>	18%	82%
<b>Revenue opportunities (sensitive or not)</b>	30%	70%
<b>Contracting for services</b>	17%	83%
<b>Training delivery</b>	27%	73%
<b>Holiday deployment</b>	<b>0%</b>	<b>100%</b>
<b>Court appearances</b>	42%	58%
<b>Equipment changes</b>	18%	82%

Many members believe that there are areas within the department that could yet realize savings and efficiencies. However, 90% believed that there were no further areas within the department where reductions could be made. 58% believed that a redeployment of personnel might provide improved savings and efficiency; while 33% believed a consolidation of duties might provide the same opportunities. Of those 33%, the consolidation of the Coroner secretary and Professional Standards secretary duties might be an opportunity to save the department money.

Specifically regarding Field Operations, 30% of the respondents believed there was opportunity to save money and/or be more efficient. One suggestion recommended using one or more Community Service Officers (CSO's). Several agencies now use a "Field Community Service Officer" to handle some of the more mundane field operations duties including cold burglaries with no suspects, petty thefts, property

recovery, etc, so long as no suspects are present and the scene is stabilized. There are also several Field CSO academies in the State to meet this growing trend. The project team read one survey from another agency that indicated that sworn staff, once accustomed to the Field CSO, overwhelmingly approved of the practice and appreciated the service the Field CSO provided to them and the community.

The below table represents the opinion of the staff regarding their belief if there is enough staffing in the listed areas:

	Yes	No
<b>Patrol</b>	.08%	99%
<b>Dispatch</b>	50%	50%
<b>Investigations</b>	17%	83%
<b>Evidence</b>	46%	54%

The above table reveals there is a *very strong* consensus that Patrol and Investigations are understaffed, and a *significant concern* that Evidence and Dispatch are understaffed.

The project team will address many of these concerns in the summary and recommendations.

## **VII. REVIEW OF STATIONS AND PUBLIC ACCESS**

The size and geography of Mendocino County coupled with the separation of significant population centers has forced the Sheriff's Office to use a wide variety of offices and sub-stations to provide services to the communities served. With the main office in Ukiah and four sub-stations and three community offices, the department is well positioned with places to meet with the public.

Two of the sub-stations are more traditional:

- Willits
- Fort Bragg

These stations provide a broad array of services and during business hours are usually open with community services-reception present.

Two of the sub-stations would better fit in the category of community offices. Both are in rooms in the local fire department of the respective communities.

- Laytonville
- Covelo

Neither station has significant staffing, receptionist, or office staff present

There are three community offices that are mainly utilized to provide a place for deputies to meet with the public and write reports and little else:

- Boonville
- Point Arena
- Mendocino (Town)

In many departments with more available community service staff and a greater emphasis on community policing, volunteers are recruited to help with manning community stations, taking minor reports, assisting with evidence and found bicycles, volunteer patrols (example-STARS), helping with anti-drug programs such as DARE and providing neighborhood watch and other crime prevention programs. Putting these programs in place is a difficult task and requires staff interested in mentoring and involving the public through citizen academies and community policing presentations. Given the lack of available staff and other factors, along with uncertain public interest, this would be difficult but should be explored at some point in the future. There are numerous exemplary programs that could be studied for implementation ideas.

## **VIII. ANALYSIS OF FIELD OPERATIONS UNITS**

### **Introduction**

The Sheriff has three primary duties: keep the peace (e.g., make arrests, respond to calls); attend the courts (e.g., superior court bailiffs); and operate the county jail.

The Field Operations Division with a captain as division head is tasked with keeping the peace and is comprised of those units that provide traditional law enforcement services to the citizens. In the case of Mendocino County, the Sheriff's Office has structured the following services under the Field Operations Division:

- Patrol
- Investigations
- Property and Evidence
- Marijuana Eradication Team
- Major Crimes Task Force
- Animal Control

Patrol services for any jurisdiction should have some overarching goal to provide public safety to their constituents. While there is no constitutional requirement for patrol other than to keep the peace, this goal should have the following minimum objectives to effectively carry out that responsibility.

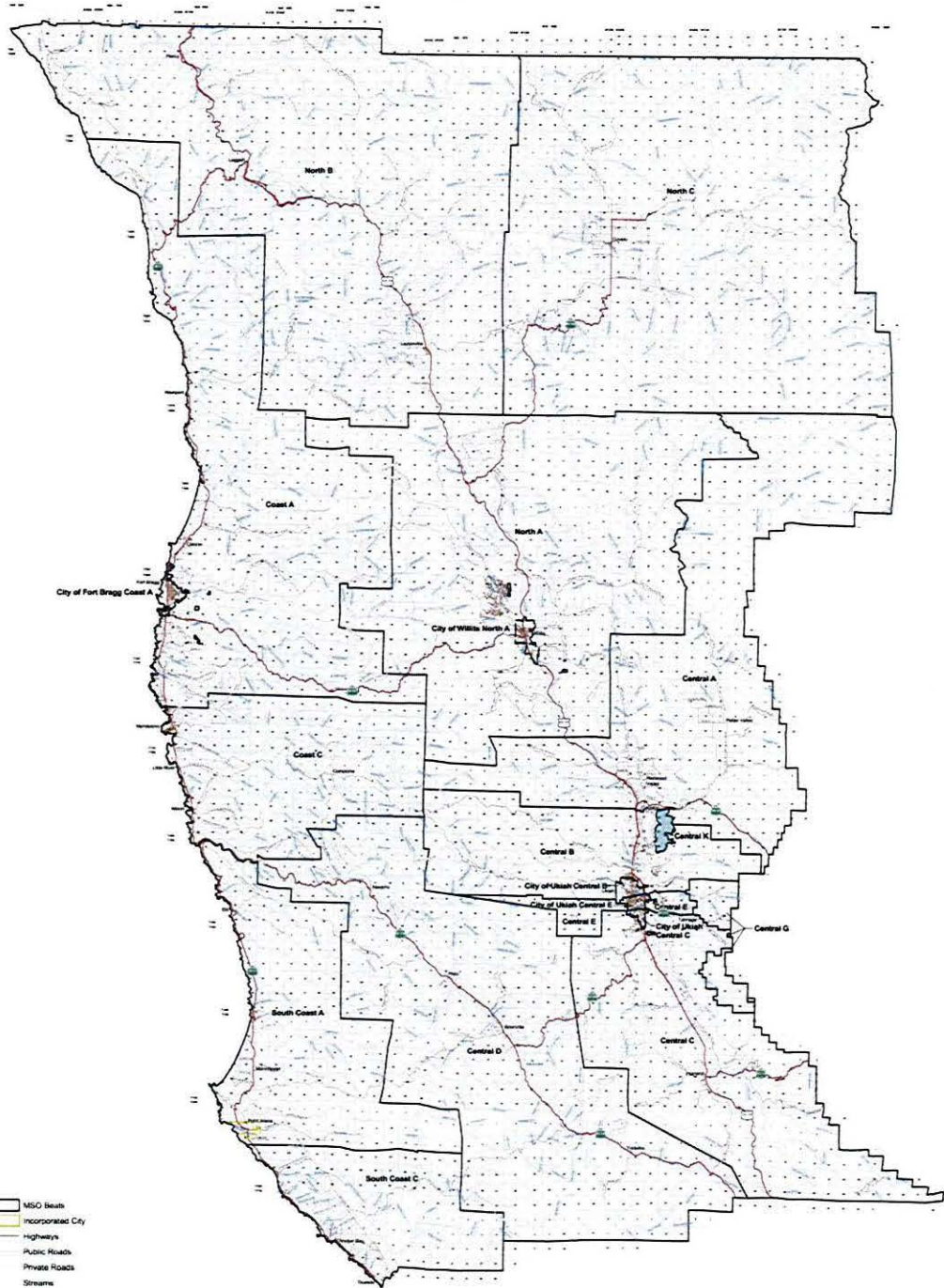
- Respond to emergency and non-emergency demands of citizens in a timely manner.
- Conduct prevention and other proactive patrol tasks effectively, including community-oriented policing and problem solving.
- Conduct all other patrol tasks effectively, including special operations work.
- Allow deputies to meet all administrative requirements satisfactorily, including report writing, training, court, and personal needs.
- Promote the safety of the public and deputies.

## **Patrol Beat Structure and Staffing**

### **Introduction**

As with most law enforcement patrol divisions the county is divided into sectors or beats within which a patrol officer has responsibility to provide preventative patrol and respond to calls. The Patrol beat structure in Mendocino is rational and logically fashioned to meet the needs of the Department; the greater concern, however, is fielding enough staff to fill the beats. As previously stated, the often rural, remote and rugged geographical nature of Mendocino County with severe curvilinear access roads to communities, poses unusual challenges to providing adequate patrol and meeting response time goals.

# Mendocino County MSO Beats



This map was prepared by the Mendocino County Department of Information Services and Planning. It is intended for informational purposes only and should not be used for legal or financial purposes. The County Department of Information Services and Planning is not responsible for any errors or omissions on this map. The County Department of Information Services and Planning is not responsible for any damages or losses resulting from the use of this map.



### **Number of officers to staff a beat**

To determine the number of officers required for the Sheriff to staff a beat requires an in depth staffing study to determine many factors including how much time staff are not available for patrol for a myriad of reasons such as: sick, vacation, CTO, injury, training, military leave, unfilled vacancies and more; however, in general terms, depending on the schedule and with many variables, it takes between 5.1 officers and 5.8 officers to staff one beat seven days a week 365 days a year. Therefore, very simplistically anyone can take the number of beats and the number of patrol officers to determine if there are enough officers to staff the desired beats. On the day the project team discussed the allocation of staff with Sherriff's finance officials there were 32 patrol officers allocated. Using 5.6 officers (staggered days off 10-plan) or 5.9 (two squad all staff working Weds 10-plan) to staff a beat 24-7, 365 days a year, there are only enough deputies to staff 5.7 to 5.4 beats county wide with deputy sheriff's.

Different staffing schedules will yield differing ratios of available officers. While there are other plans such as a nine-hour schedule the below are the three most common hourly schedules and issues related to each:

- 12 hour plan. The 12-plan is often used in correctional institutions and is viewed as the most efficient method to maximize staffing available. The ration of officers available to staff a beat or a jail fixed post would usually be between 5.1 and 5.4 officers. On a percentage basis the 12-plan is **used infrequently** for patrol purposes because of the fatigue factor coupled with driving a patrol car. Law enforcement administrators indicate significant concern of officers falling asleep at the wheel, and while there are other concerns such as difficulty providing mandatory training, and the consequence of having to stay late on overtime, these are the basic reasons the plan is seldom used for patrol.
- 8 hour plan. The 8-plan has traditionally been the most common schedule used by American workers, including law enforcement patrol. Like the 12-plan, it can be divided into 24 hours a day equally. The 8 plan is slightly less efficient than the 12 plan at approximately 5.3 to 5.6 officers to staff a beat or jail fixed guard post. For several years the law enforcement industry has moved away from the 8-plan for several reasons including; working five of seven days officers do not have the opportunity to "decompress", to get away from the stress of the job, difficulty in scheduling mandatory training. With only two days off, officers are less likely to volunteer for required overtime shifts.
- 10 hour plan. Commonly used in patrol, the 10-plan meets the needs shown as negatives above. It allows overlap of schedule to provide briefing time, provides a significant morale boost for the staff, ease of training, and allows time to get away from the stress but also work mandatory overtime if required. The downside is 10 does not go into 24 equally which causes negative issues if not managed properly. These negatives can include too great of overlaps causing spikes in staffing, somewhat fewer staff available for assignment and times when there is a shortage of patrol vehicles.

### **Mendocino Sheriff's Patrol staffing plan**

Because of the shortage of available personnel, the Sheriff's Office has adopted a two squad 10-hour staffing plan which is common, but in this case very uncommon for a



department of this size because this patrol staffing plan is only designed to cover 20 hours a day, not 24, with standard patrol.

Staffing numbers in the Sheriff's Office have decreased steadily since 1990. Because of less available deputy sheriffs for patrol, in approximately 2010, the Administration opted to cease patrol deputy assignments between certain hours of the day to meet the requirements of busier hours of the day. This decision has the following impact:

- It provides two ten-hour shifts to cover day and night shift between 8:00 AM and 4:00 AM
- There are no line deputies for routine patrol between 4:00 AM and 8:00 AM or to respond to calls for service; however, these hours do have the lowest calls for service
- Not providing routine patrol for four hours a day saves staffing costs
- With no patrol officers in the field during this time, response times are increased
- Some coverage is achieved by assigning a sergeant, lieutenant or captain to come in at 4:00 AM or 5:00 AM to either respond or direct call out of deputies
- Detectives are often beginning their shifts at 6:00 AM to provide officers to respond.
- This use of managers and detectives to come in before other administrative staff and before the general citizenry is available for a contact offers a questionable practice for efficiency.
- Shifts are back-to-back rather than overlap. During briefing no one is out on patrol and generally all response for service during this time must be from one of the offices. Since briefings are in buildings in incorporated cities (Ukiah, Willits and Fort Bragg), response times to the unincorporated areas are delayed.

**The use of the squad 10-plan year round is somewhat less efficient than it could be.**

The two squad 10 plan provides for an overlap day when all patrol officers are working and less available six days a week. In Mendocino the overlap day is Wednesday. The **two-squad 10-plan** with an overlap day provides the following **benefits**:

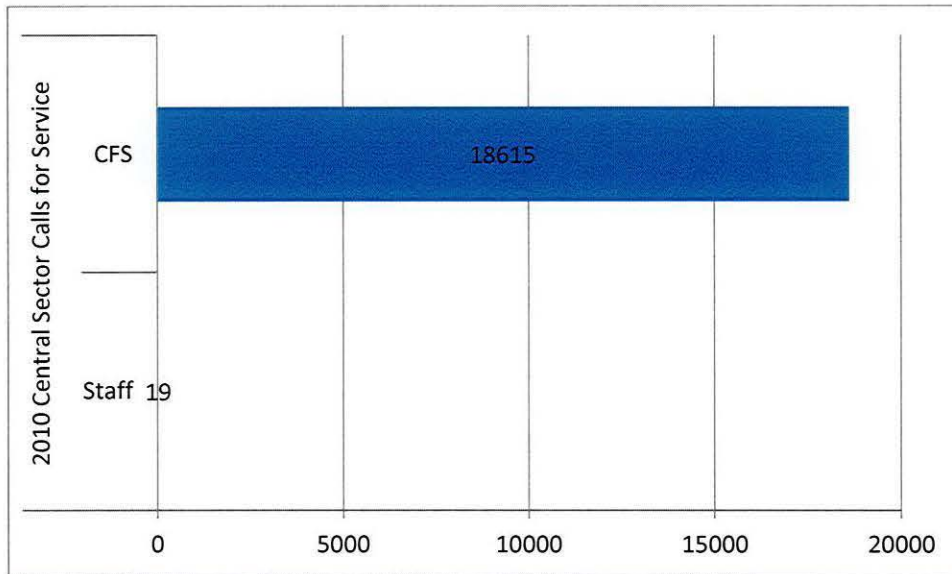
- Ease of training on the overlap day (Weds)
- Ability to do special assignments on the overlap day (i.e. a warrant sweep)
- Continuity of supervision and team (the same officers work with the same co-workers and sergeant every day).
- Can contribute to morale in that everyone is off one weekend day. Conversely, senior officers can feel shorted because they never get the entire weekend off.

The **staggered 10-plan** which has an equal number of officers working seven days a week and no shared common overlap day when all are working provides the following **benefits**:

- More officers available for filling patrol beat assignments.
- More officers assigned make it easier to give staff time off, such as vacation

**Note:** The increase in available staff is not dramatic; approximately one officer a shift (County wide) four days a week. Sergeants would still split the weekend and all work on Wednesdays

The project team visited each sector's station and reviewed their staffing, calls for service, and organizational structures.



### Central Sector

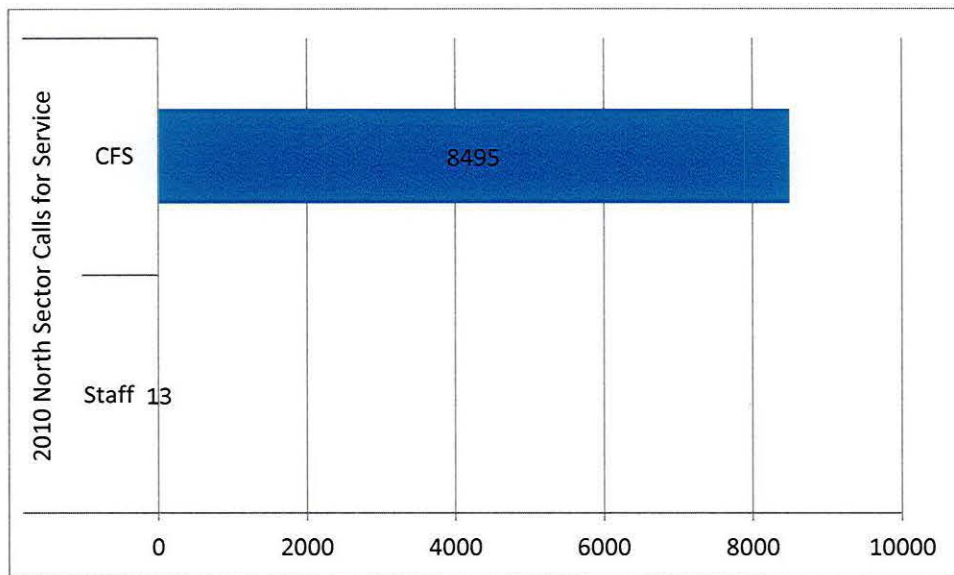
This sector includes the Field Operations Headquarters and serves the greatest number of citizens, has the highest number of calls for service, and the most Field Operations personnel of any of the offices. The Central Sector station is in the City of Ukiah and is located in one of the buildings comprising the Sheriff's Administration main office. The Field Operations Division, Professional Services Unit and Corrections Division management staff share a reconfigured building that was built in 1972 as a rehabilitation and incarceration facility for County offenders.

### Central Sector Beat Structure

The Central sector is comprised of three primary beats along Highway 101 as well as a Boonville beat. The area served ranges from the county line in the south, Boonville to the west, Potter Valley to the east and ends just north of Redwood Valley where the North Sector begins. Ideally, Central Patrol would field and cover four beats (Central A, B, C and D), unfortunately available staff often allow for staffing only two of these beats. At the time of the project team visit to the Central Sector, patrol unit staffing consisted of one lieutenant, five sergeants and thirteen deputy sheriffs in Ukiah and two resident deputy sheriffs in Booneville where they have a community office (Note: it takes approximately 5.6 to 5.9 officers to staff a beat 24-7). With no one off for vacation or any other reason a typical shift in the Central Sector will consist of one sergeant and three deputies. As with most areas of the County, allied agencies such as the Sheriff, CHP, Ukiah P.D. and State Parks rely on each other for response and back up. The primary beats serve the following communities:

- Central "A": Redwood Valley to Potter Valley, part of Lake Mendocino and the surrounding rural areas
- Central "B": The unincorporated areas of northeastern, northwestern and northern Ukiah and include Calpella and much of Lake Mendocino. This beat is also assigned the hospital, which requires frequent coroner and assault investigation response.
- Central "C": The unincorporated areas of southeastern, southwestern and southern Ukiah as well as Hopland
- Central "D": This area is covered by resident deputies and comprises the communities along Highway 128 and includes Navarro, Philo, Booneville and Yorkville and the rural areas that surround them. Because of its location between the South Coast and Ukiah, either South Coast or Central sergeants often provide supervision. The current beat map shows it part of Central.

Because of staffing shortages, often A, B, and C beats will be split in two and divided at Perkins Road (Central Ukiah). Also at times patrol units may be sent from Central or South Coast patrol to cover Beat D (Booneville) calls when the resident deputies are not available. Because of the geography and nature of the access roads, response times are problematic.



**North Sector**

The North Sector sub-station is located in the middle of the City of Willits and is located in the former Willits Court House. The North Sector is the second busiest of the three primary stations and is viewed by Sheriff's staff as somewhat more problematic than the other areas because of its remote nature and frequent illegal marijuana cultivation and other criminal activity. Concerns related to this criminal activity coupled with travel time required and delayed back-up for officers; this presents a safety concern to Sheriff's Management.

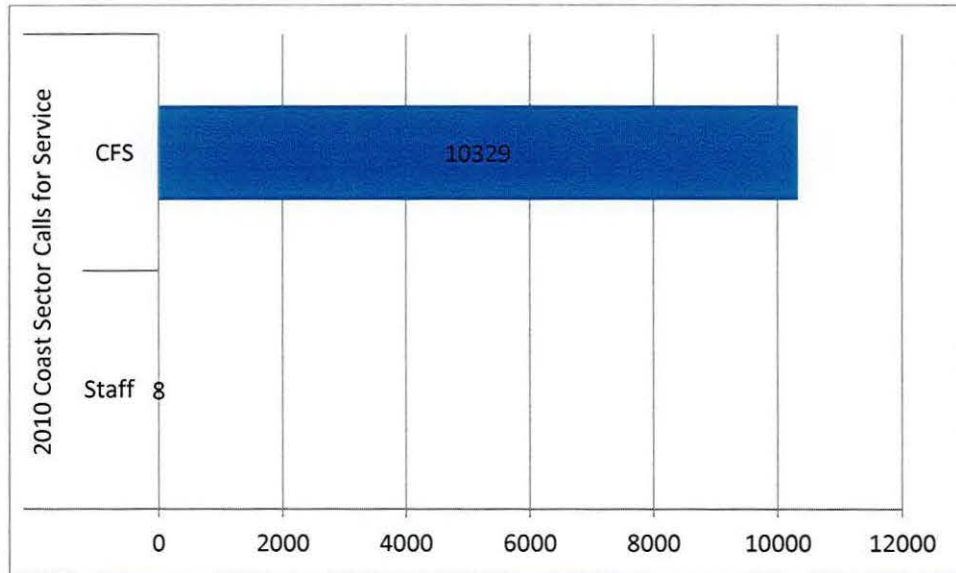
Because of the remote geography and travel distance in the North Sector, allied agencies, such as the California Highway Patrol and State Parks are often asked to assist and back up officers. This is especially true along Hwy 101 where back up from Willits is approximately 45 minutes. Unfortunately this type back up is infrequently available in the Covelo area and back up from Willits is approximately one hour.

### **North Sector Beat Structure**

The North Sector is comprised of three primary beats; North A, B and C. The area served ranges from the County line in the North along US Hwy 101 including communities of Leggett, Laytonville to South of Willits and Northeast along SR Hwy 162 to Covelo and the County line. Ideally North Patrol would field and cover three beats (North A, B, and C). Unfortunately available staff often allows for patrol units assigned in two of these beats and at times just one doubled car for the entire North Sector. At the time of the Project Team visit the North Sector patrol unit staffing consisted of one part time acting lieutenant (shared with the Professional Stands Unit), two sergeants and 10 deputy sheriffs (one off indefinitely) in Willits and two deputy sheriffs and resident deputies in Covelo where they have a community office (Note: it takes approx 5.6 to 5.9 officers to staff a beat 24-7). Due to the remoteness and other issues with the Covelo area, the two resident deputies often double up - this seems appropriate. The *primary* beats serve the following communities:

- North "A": Includes the unincorporated areas of Willits and from Hwy 101 near Reeves Canyon Road to the South to Cherry Creek Road at Hwy 101 to the North
- North "B": Includes the communities of Laytonville and Leggett and areas east and west of Hwy 101 from South of Laytonville to the Humboldt County Line.
- North "C": Includes the areas along SR 162, the community of Covelo and the northeastern wilderness of Mendocino County to Trinity, Tehama and Glenn County lines

Because of staff shortages and the remoteness of this sector it is not uncommon to double up deputies or double the sergeant and a deputy. While this limits the visible patrol presence and can effect response times, the other factors would indicate the doubling of units in many cases is prudent. With the limited staff available the decision to utilize single or double units for this area rightfully is the call of Sheriff's management based on their knowledge of the area needs and their staff.



**Coast Sector (and South Coast)**

The Coast Sector sub-station is located in the middle of the City of Fort Bragg at the Fort Bragg Court House and a community office in the City of Point Arena. Point Arena contracts for law enforcement services. The Coast Sector has slightly the least number of calls for service of the three primary stations, however, also experiences seasonal workload increases, which can make it more difficult to properly staff. Because of the tourist importance and the businesses in place to serve tourists, non-residents generate many of the calls for service. It is critical to the tourist industry that visitors feel welcome, safe, and a sense of a crime free environment.

The remoteness of the coast, coupled with higher cost of living and housing makes it more difficult to find the staff interested in making the coast their home. This leads to a more junior staff. Because of these issues, the Coast Sector is not only difficult to staff at the deputy ranks, but also the supervisory ranks. A secondary outcome of this issue is when cuts are made, the most junior ranking deputies and sergeants are released, and with a reluctance and difficulty in sending more senior replacements, staffing at the Coast Sector is noticeably less than other sectors.

Just as with parts of the other sectors, the remote geography and travel distance to and in the Coast Sector cause coverage and response problems. With two dramatic barriers, (ocean to the west and mountains to the east), the Coast Sector follows SR1, a curvilinear and often crowded thoroughfare that winds through coastal communities. The long and narrow shape of the sector coupled with the separation of the small population centers make it very difficult to provide routine patrol without significant travel distances and time commitment.

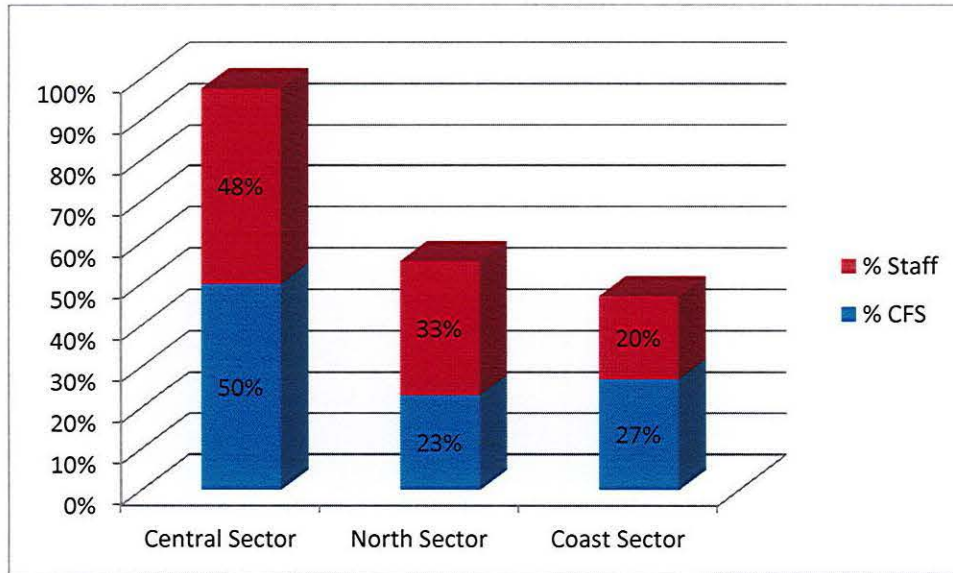
**Coast Sector Beat Structure**

The Coast Sector is comprised of three primary areas; Coast A and C with South Coast (A&C). The area served ranges from the Sonoma County line in the South along SR Hwy 1 where it turns inland west of Leggett. At the time of the project team's visit the North

Sector patrol unit staffing consisted of one lieutenant on extended injury leave, one sergeant at South Coast and seven deputies. Subsequently, staffing has been changed to a part time acting lieutenant (working out of and supervising South Coast-Point Arena), one acting sergeant and six deputy sheriffs (Note: it takes approx 5.6 to 5.9 officers to staff a beat 24-7). The acting lieutenant works out of Point Arena and Fort Bragg. The department has also been supplementing staffing at the Coast Sector with overtime shifts and officers from Willits. The *primary* beats serve the following communities:

- Coast "A": From west of Leggett to just south of Caspar and including the unincorporated areas of Fort Bragg and communities of Westport, Cleone and Caspar
- Coast "C": From and including the unincorporated Town of Mendocino to just south of Albion and including the communities of Albion and Little River
- South Coast "A" and "C": From just south of Albion to the Sonoma County line and including the communities of Elk, Manchester, Anchor Bay and Gualala and City of Point Arena.

Just as with the North Sector, because of staff shortages and the remoteness of this sector from the other two, it is not uncommon to double up deputies or double a sergeant and a deputy. As mentioned earlier, with the limited staff available the decision to utilize single or double units for this area rightfully is the call of Sheriff's management based on their knowledge of the area needs and their staff. As with most areas of the County, allied agencies such as the Sheriff, CHP, Fort Bragg P.D. and State Parks rely on each other for response and back up.



	<b>CFS</b>	<b>Staff</b>	<b>CFS p/ Staff</b>	<b>% Staff</b>
<b>Central Sector</b>	18615	19	980	48%
<b>North Sector</b>	8495	13	653	33%
<b>Coast Sector</b>	10329	8	1291	20%

### **Balancing the Beats, Mandatory Cutbacks and Transfers**

The project team had some concerns on the initial visit to Fort Bragg relating to mandatory staff cuts, employee injury, and demotions. There was only one supervisor assigned on the Coast (the Point Arena sergeant) and the sector lieutenant was absent on extended personal injury leave. Since that initial visit, an acting sergeant was appointed to Fort Bragg and the Point Arena sergeant was made acting lieutenant for the Sector. The practice of demoting the most junior sergeants and laying off the most junior deputies for cutbacks is common. The consequence of this was that the junior officers and sergeants were all from Fort Bragg and the Coast Sector, and mandatory transfers were not made to fill the vacancies leaving the Coast Sector short of management, supervision and patrol deputies. This situation is still not fully rectified. Appointing the acting sergeant in Fort Bragg reduced the Coast patrol deputy allocation by one. With three primary beats in the Coast Sector and only six deputies assigned to fill them, they are unable to adequately staff their patrol beats (It takes 5.6 to 5.9 deputies to staff a single beat.)

The project team recommends that the Sheriff and County Executive develop a plan to delay such layoffs until arrangements and coverage are in place for adequate beat coverage and supervision. If it is determined that the beat structure needs to be enlarged (based on calls for service and acceptable response times) then adequate realignment of staffing and supervision should be allocated to the sector prior to staff reductions.

### **Emergency Vehicle Replacement**

The project team is concerned about the current method of replacing older emergency vehicles. Approximately three years ago the process of setting aside funds on a per mile basis to pay for replacing department vehicles, including patrol units, was ended in an attempt to save funds in the Sheriff's budget. Since then, replacement of vehicles has been paid out of Asset Forfeiture funds, which is available in a sporadic manner.

Because of the need for safe emergency response vehicles that are often called upon for high-speed response and pursuit on treacherous roads, it is imperative that these vehicles be replaced in a timely manner. Operating emergency vehicles with excessive miles endangers the officers and the general public. It would seem unwise to try to cut costs with a policy that risks the untimely replacement of aged emergency vehicles. While use of other funds should be a consideration for funding vehicle replacement, emergency vehicles with excessive mileage should be replaced.

### **Limiting Proactive Patrol to Save Vehicle Miles has Consequences**

The project team has concerns about a program this past year designed to limit emergency vehicle mileage and save funds. The department began a program approximately a year ago, which is called "*Patrol with a Purpose*". The program is supported by Sheriff's management as a positive program. Discussions with many employees bring into question the efficiency of this program.

### **The stated goals of the "*Patrol with a Purpose*" program is well intentioned**

The stated goals of the program are to use patrol vehicle miles judiciously and intelligently to save on unnecessary and wasteful patrol, both meaningful objectives. Officers were encouraged to use their patrol vehicles with a purpose in mind, such as traveling point to point to serve civil papers or warrants, and to not waste mileage going out of the way for undue purposes such as making an unwarranted trip just to have lunch at a certain restaurant.

Officers have also been directed to limit unimportant vehicle stops for minor infractions, avoid stops that could result in overtime usage, and to use high-visibility stationary patrol at locations where citizens can frequently see them.

### **The "*Patrol with a Purpose*" program has raised concerns and should be revisited for evaluation of effectiveness and results**

Unfortunately the "*Patrol with a Purpose*" program has had unintended consequences and negative results which bring into question if this is a **best practices** solution to saving money as it appears the inefficiencies outweigh the benefits.

### **The project team received different explanations of how the program was designed to function.**

Whether there was miscommunication or inadequate direction, Administrations' intent for the program does not match information the project team received. Several sources indicate that whether they misunderstood or did so intentionally, officers did not



leave the station, opting to watch television or movies or spend time on the computer. While some did associated work, others sat idly.

Officers, whose entire training up to the point of this program had been to actively seek out criminal activity, were now directly or indirectly told to not do so; it was more important to save vehicle miles. For many, the result was demoralizing as officers questioned their purpose. It is important to remember; from the time an officer enters the academy they are taught to be active on patrol, to be aware of their surroundings on patrol, and to look for the out-of-place vehicle or suspicious person. They use vehicle violations not just to enforce or give warnings on unsafe vehicle conditions, but also as a tool to investigate suspicious activity.

Officer actively patrolling the County roadways, business areas, and places where criminal activity often occurs, provides not only a visible deterrent, but allows the officer to observe and assist the public.

While sitting in the car at a high-visibility intersection or while traveling to serve a civil paper gives an impression of law enforcement presence, it does little to actively seek out criminal activity for which staff has been trained to seek out.

Because many officers were staying in the office (most of which are in the middle of incorporated cities) active response and availability to the citizens of the unincorporated area was diminished.

**Vehicle mileage was saved and thus gasoline and vehicle replacement per mile costs reduced, but some highly trained officers did not work to their potential or expectations.**

Officer salary and benefits can cost approximately \$150,000 annually. Having officers remain in the station greatly reduces the department's ability and obligation to detect and deter crime, be more immediately available for public assistance, and meet the mandate of keeping the peace. The argument that it is not a constitutional requirement discounts the department's social obligation to protect the citizens.

**Not Backfilling Positions**

Currently positions that become vacant for any reason are not being backfilled. Thus if an officer leaves the department, their position is left vacant. Also if a deputy is assigned a special position or acting sergeant is appointed, a patrol deputy is lost and currently not backfilled. The department is running critically low on available patrol deputies. It is important to remember even if a position is designated to be backfilled with a new hire it takes approximately nine to ten months to train a patrol deputy. This does not include the hiring process.

The current low staffing level at the Coast Sector exemplifies one of the outcomes of this policy. The practice of not backfilling positions and not getting new hires in process, eventually, if not currently, will lead to a staff shortage for patrol and the court.

### **Focused Recruitment and Hiring should this be a recommendation**

It was emphasized by study participants the difficulty in staffing the Coast Sector. Because of the location, cost of living, housing and other factors, it is harder to find sergeants and deputies to move to the coast to fill positions. A possible solution is to have a focused recruitment and hiring for the Coast Sector. This recruitment could be four fold:

- Advertise in law enforcement trade magazines and websites
- Send mailers to other agencies of the coast
- Actively advertise and recruit local citizens from the coast communities and send them to the academy.
- Start a mentoring program of coast high school students to get them prepared and excited about joining the department and living and working near home.

This function would normally be the purview of a human resources unit, but in the case of the Mendocino Sheriff's Office, could be a part of the Professional Standards Unit since they are responsible for hiring.

Another approach is to have a "Retention Committee" that meets regularly to discuss, recommend, and assist in implementing measures that help to retain employees. This reduces the attrition that leads to unfilled vacancies.

### **Investigations Detective Bureau**

#### **Introduction**

Even though the Investigations Detective Bureau is a part of Field Operations, there is a distinct difference and challenge in trying to quantify qualitative workloads, staffing levels, and best practices. There are a number of subjective factors that impact any investigative unit's ability to provide service, and therefore make more difficult our ability to analyze their efficiency. These factors include:

- Processes used to screen, assign, and monitor cases.
- The types of cases that are investigated by the Detective Bureau.
- The resources committed to different levels of misdemeanors and felonies.
- The types of cases relegated to patrol deputies for investigative follow up.
- The nature of an investigator's caseload.
- The makeup of the community where the crime occurred and the community's expectations.
- The geography of the county and its impact on travel time, difficulty of terrain, and distances between witnesses, suspects, and even crime scenes.
- The technology used to screen, track, monitor, and investigate cases.

How agencies determine their approach to these factors varies greatly agency to agency, and with the unique geography of Mendocino County, this makes any meaningful comparative analysis difficult. However, in addition to visiting each station, we conducted a survey and follow-up interviews with the supervision and management of the Investigations Detective Bureau. They also provided statistics of the caseloads and types of crimes that their investigators are working.

**Organizational Structure**

The Mendocino County Sheriff's Office Investigations Detective Bureau (referred to as Bureau) consists of one supervisor (sergeant), four detectives (deputies), one fulltime evidence supervisor, and two part-time evidence technicians (all evidence unit members are non-sworn professional staff). The Investigation's Bureau staff is assigned to the following sectors and locations:

Allocation	Sector	Location
Lieutenant (Vacant)	Central	Ukiah
Sergeant	Central	Ukiah
Detective	Central	Ukiah
Detective	Central	Ukiah
Detective	Central	Ukiah
Detective (Vacant)	Central	Ukiah
Detective (Vacant)	North	Willits
Detective	Coast	Fort Bragg
Evidence Supervisor	Central	Ukiah
Evidence Technician (PT)	Central	Ukiah
Evidence Technician (PT)	Coast	Fort Bragg

It should be noted that the part-time Evidence Technician in the Central Sector works a portion of her time at the main evidence storage facility and the remainder at the Mendocino County Major Crimes Task Force (MCMCTF). This unit has their own location and temporary evidence storage facility. The part-time technician handles their property and evidence responsibilities and her time is funded through the task force budget.

### **Case Screening, Case Management, Case Monitoring, and Clearance Rates**

The Bureau supervisor reviews all incoming cases and determines if the case should be assigned to one of the investigators or patrol. He uses the following primary criteria.

<b>Case Type</b>	<b>Assigned To</b>
Sexual Assaults (and all 11166 PC Referrals)	Investigations Bureau
Adult Protective Services (APS) cases	Investigations Bureau
Homicides	Investigations Bureau
Embezzlements	Investigations Bureau
Officer Involved Shootings (OIS)	Investigations Bureau
Suspicious Coroner Cases	Investigations Bureau (Case by case review)
Stabbing Assaults	Invest or Patrol (Case by case review)
Burglaries	Patrol
Assaults and Batteries	Patrol

There is always the potential to deviate from this criterion if a case is especially complex or needs specialized follow up from an investigator.

Having the patrol deputies conduct all burglary investigations (except for the most complex) is not the norm for most agencies. However, it is not necessarily a "bad practice." With austerity measures now required of all law enforcement agencies, it is understandable why Mendocino County chooses to follow this practice. The likely consequences however, are that cases might not be followed up by a trained investigator, clearance rate reporting may be inconsistent, and case management may suffer - all resulting in fewer arrests of suspects with those suspects committing more crimes against more victims.

For his part, the Bureau supervisor uses several methods to monitor the progress of each case and the productivity of the investigators under his supervision. The department has an electronic case management system that tracks the status of every case. The supervisor routinely checks the status of each case and also monitors each investigator's work. He is often involved in the investigation of many of the cases and therefore has substantial knowledge of them and their progress. In addition to this, he personally logs every case into a spreadsheet to track all cases and the unit's statistics.

Despite the vacancies of one lieutenant and one detective, the clearance rates of the Bureau are consistently higher than the National and State clearance rate averages of the Uniform Crime Reporting (UCR) indexes. Because the clearance rates in Mendocino

County were unusually high, we asked the supervisor what criteria he uses to clear a case. He gave us the following criteria:

- Cases submitted to the DA for prosecution
- Cases where an arrest has been made
- Cases where there is no evidence of a crime

The above criteria would substantively be consistent with the UCR reporting guidelines, except when "there is no evidence of a crime." This would be non-reportable. We also discovered that burglaries are investigated by patrol deputies, and therefore we thought it important to confirm that patrol deputies were also using these guidelines. Additionally, we needed to confirm that Mendocino County staff was also classifying crime types and titles in a consistent manner with the UCR requirements.

The significance of this is that while reporting locally defined rates has value for year over year local trends, it does not allow for comparative analysis with other State and National jurisdictions when the definitions and criteria are not uniform with those other reporting agencies. It makes it difficult or impossible to know if Mendocino County is staffing properly to perform their core functions in an efficient manner if there are no means to view them in a macro environment.

This also impacts the agency's ability to justify proper staffing levels. If the clearance rates are artificially inflated (even unintentionally) they give the appearance that staffing levels are adequate or even high, when in reality, they may be too low for proper coverage.

The benefit of a broad National or State comparative view is that it provides a much larger statistical population and thereby smoothes out the extremes.

With this concern in mind, we interviewed several field operations staff asking each what they believed the reporting criteria was for burglaries. We got a varied response, which included an "exceptional clearance" when stolen property was recovered, but there was no suspect. This would not be consistent with UCR reporting guidelines and would account for the unusually high clearance rate for Mendocino County. Furthermore, since there was a varied response by the field operations staff, this too would indicate that there was little uniformity in their reporting for all Part I crimes.

The U.S. Department of Justice publishes the following criteria for clearing a case reported to the FBI for Uniform Crime Reporting.

**Cleared by arrest**

In the UCR Program, a law enforcement agency reports that an offense is cleared by arrest, or solved for crime reporting purposes, when three specific conditions have been met. The three conditions are that at least one person has been:

- Arrested
- Charged with the commission of the offense.

- Turned over to the court for prosecution (whether following arrest, court summons, or police notice).  
In its clearance calculations, the UCR Program counts the number of offenses that are cleared, not the number of persons arrested. The arrest of one person may clear several crimes, and the arrest of many persons may clear only one offense. In addition, some clearances that an agency records in a particular calendar year, such as 2009, may pertain to offenses that occurred in previous years.

#### **Cleared by exceptional means**

In certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender. When this occurs, the agency can clear the offense exceptionally. Law enforcement agencies must meet the following four conditions in order to clear an offense by exceptional means. The agency must have:

- Identified the offender.
- Gathered enough evidence to support an arrest, make a charge, and turn over the offender to the court for prosecution.
- Identified the offender's exact location so that the suspect could be taken into custody immediately.
- Encountered a circumstance outside the control of law enforcement that prohibits the agency from arresting, charging, and prosecuting the offender. Examples of exceptional clearances include, but are not limited to, the death of the offender (e.g., suicide or justifiably killed by police or citizen); the victim's refusal to cooperate with the prosecution after the offender has been identified; or the denial of extradition because the offender committed a crime in another jurisdiction and is being prosecuted for that offense. In the UCR Program, the recovery of property alone does not clear an offense.

Additionally, the FBI link to this publication provides definitions of the types of crimes for UCR reporting.

**[http://www.fbi.gov/about-us/cjis/ucr/additional-ucr-publications/ucr\\_handbook.pdf](http://www.fbi.gov/about-us/cjis/ucr/additional-ucr-publications/ucr_handbook.pdf)**

However, clearance rates aren't the only factor to consider. In fact, the US Department of Justice warns against comparing law enforcement efforts based solely on statistics and provides some of the additional factors that are known to affect the volume and type of crime occurring from place to place, which are:

- Population density and degree of urbanization.
- Variations in composition of the population, particularly youth concentration.
- Stability of the population with respect to residents' mobility, commuting patterns, and transient factors.
- Modes of transportation and highway system.

- Economic conditions, including median income, poverty level, and job availability.
- Cultural factors and educational, recreational, and religious characteristics.
- Family conditions with respect to divorce and family cohesiveness.
- Climate.
- Effective strength of law enforcement agencies.
- Administrative and investigative emphases of law enforcement.
- Policies of other components of the criminal justice system (i.e., prosecutorial, judicial, correctional, and probation).
- Citizens' attitudes toward crime.
- Crime reporting practices of the citizenry.

During our analysis of Mendocino County, we found that some of these factors come into play. Specifically, diverse and wide ranging geography, resulting in longer response times, extensive rural components resulting in the likelihood of reduced crime reporting, the loss of economic viability due to lumber mill closures, and greatly reduced commercial fishing. Additionally, the pervasive marijuana drug culture may improve some economic factors, but reportedly has a negative impact on crime rates and victimization of the residents of Mendocino County.

A report by San Diego County that included a five-year trend of marijuana dispensaries showed a large underreporting of sales income by the dispensaries. This trend has been found throughout the state. The net effect of course, is that the economic impact does not include a tax increase for the county coffers that are commensurate with the amount of sales that is occurring in their jurisdiction. It is impossible to quantify with any degree of confidence if the economic impact of the marijuana culture in Mendocino County outweighs the crime increases and victimization of the citizens. How does someone put a price tag on the consequences of a homicide, injury, or battery? The project team was told repeatedly by a variety of department members that the increased marijuana trade in Mendocino County negatively impacted the violence in the county.

In reviewing the 2010 homicide rate for Mendocino County, we found that there were eight reported homicides. We determined that three of those were officer-involved shootings resulting in "justifiable homicide" (UCR reportable as an "unfounded" homicide and therefore not counted towards clearance rates). While eight homicides are not overly ominous, it is particularly high for such a small population group. Inquiring further, it is the belief of several department members that this high rate is attributable to disputes in marijuana cultivation, distribution and sales, and home invasions of those involved in marijuana cultivation, distribution, and sales.

To corroborate their belief, we researched the homicides for Mendocino County for 2009 to date. Of the fifteen homicides reported since 2009, seven were drug related with six of those related to marijuana cultivations, distribution, or sales (a 40% ratio). In

the experience of the project team, this is a significantly high ratio of homicides attributed to this category, and supports the belief that the local marijuana culture significantly impacts homicide rates for Mendocino County.

**Workload**

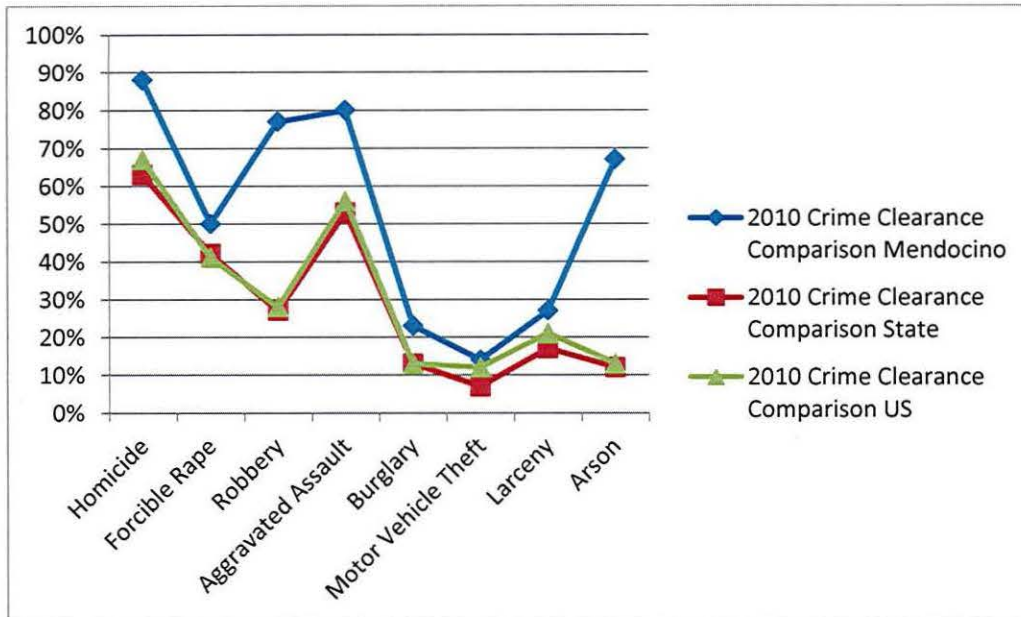
In reviewing the case workloads, five years ago the Detective Bureau averaged an estimated forty open cases. They now average an estimated seventy open cases. The result of this is that new cases supersede older cases often before they are concluded. Additionally, clearing a case is not the same as successfully prosecuting the case. The FBI Uniform Crime reporting guidelines for case clearance does not include successful prosecution. It appears that the unit supervisor is mostly following these guidelines, but we also discovered a significant reduction in incarcerated inmates. This leads the project team to believe that the cases are not being vigorously prosecuted, sentences are inappropriately low, inmates are being released early, or all of the above. We understand that these are likely the symptoms of cost cutting measures. This is clearly a systemic issue, one not solely resting on any one agency within the Mendocino County public safety apparatus, and is far too complex for the scope of this study. However, it is still worth bringing to the attention of the county's public safety officials, including the CEO's Office and the Board of Supervisors. To put it plainly, reporting that a case is cleared does not mean that the criminal is incarcerated.

**2010 Crime Clearance Comparison**

	Mendocino	State	US
Homicide	88%	63%	67%
Forcible Rape	50%	42%	41%
Robbery	77%	27%	28%
Aggravated Assault	80%	53%	56%
Burglary	23%	13%	13%
Motor Vehicle Theft	14%	7%	12%
Larceny	27%	17%	21%
Arson	67%	12%	13%



## 2010 Crime Clearance Comparison



The Detective Bureau supervisor (among others) has reported that a new computer system is in the process of being purchased and implemented that will replace the current case management system with one that he believes will be more useful and robust. It will include an evidence-tracking module that he hopes will streamline their evidence booking process and the retrieval of information on case evidence.

### Gang Impact

One factor to be considered that may have a negative impact on crime, and consequently staffing, is an influx criminal gang activity or local increase in criminal gang membership. The verification of gang members is handled primarily at the jail during intake and classification. The Detective Bureau currently has one detective that is gang trained. It is the supervisor's belief that there had been an increase in gang activity a few years ago with out-of-area gang members coming into Mendocino County and committing crimes, but that there have been a return to lower levels of that activity.

### Call outs

The call-out of investigators often reflects one factor in the staffing need of an investigations' bureau. In the case of Mendocino County, the supervisor reported that each investigator averages about two call-outs per month. This does not seem excessive.

### Court Time and Standby Time

Another impact on staffing and budget is the policy by which court and standby time are implemented into an agency. In the case of Mendocino County, for the calendar year of 2010 the Detective Unit had 4,173.5 hours of standby time. Thus far for 2011, the Detective Unit has had 1541.5 hours of standby. Each hour of standby time is charged

at \$2.50. The 2010 cost for standby was \$10,433. That averages to \$869 per month, not a significant or excessive amount. The 2011 average has thus far been \$550 per month, likewise, not significant or excessive.

### **Take-home Cars and Cell Phones**

The Detective Bureau issues each investigator a take-home car and cell phone. This is a common practice, and especially in the case of Mendocino, appears to be a justified expense. Their expansive geography and availability to respond to crime drives this practice. The project team believes this is justified.

### **How long do detectives serve in unit?**

There is currently no set policy as to how long a member serves in the unit. Factors to consider are:

- Length of time it takes to train and develop expertise in a specific area of investigations. (This time can increase due to a lack of exposure to certain types of crimes.)
- Personal drive to provide a high level of service. (This often requires a willingness to sacrifice personal time and devote that time to solving cases beyond normal work hours.)
- The pool of suitable, available, or willing staff to commit to the oft times arduous job of an investigator.

The current Detective Bureau supervisor is the longest tenured member at five years. The Detective Bureau recently lost a detective to the DA's office that resulted in an additional vacancy. This further depletes their ranks and subsequently increases their individual caseload, the consequence of which will likely result in fewer clearances.

### **Detective Bureau Overtime**

This will be addressed in the section of department overtime usage and practices.

### **Efficiency**

The Investigations' Detective Bureau has to cover patrol from 0600 to 0800. This too, is not a common practice for any agency that the project team has experience with. Though they are not always handling patrol cases during this time, it potentially prevents them focusing their full attention on their caseload. This practice is an obvious result of budgetary constraints, but with the aforesaid consequence.

*One noted concern impacting the Detective Bureau is the practice of the District Attorney's office to call investigators for court, requiring them to spend extensive time preparing for a case, only to have it continued to another time. This in turn, requires them to prepare again, spending valuable time taken away from investigating a case. Court preparation and testifying is part and parcel of law enforcement. However, repeatedly having to prepare for a case drains valuable resources and time.*

The current evidence tagging procedure requires an investigator to complete an evidence tag for every item booked into evidence. Each tag had duplicate information from the previous tag, all on the same case. Most agencies that do manual

evidence booking (which is still a valid and useful practice) have one large evidence booking sheet with multiple lines for numerous items of evidence. This reduces the need to reproduce duplicated information such as case number, crime title, officer, etc. An evidence item number can then be marked on each piece of evidence and referenced on the evidence sheet. This is addressed in the Evidence Unit review.

## Marijuana Eradication Unit (COMMET)

### Introduction

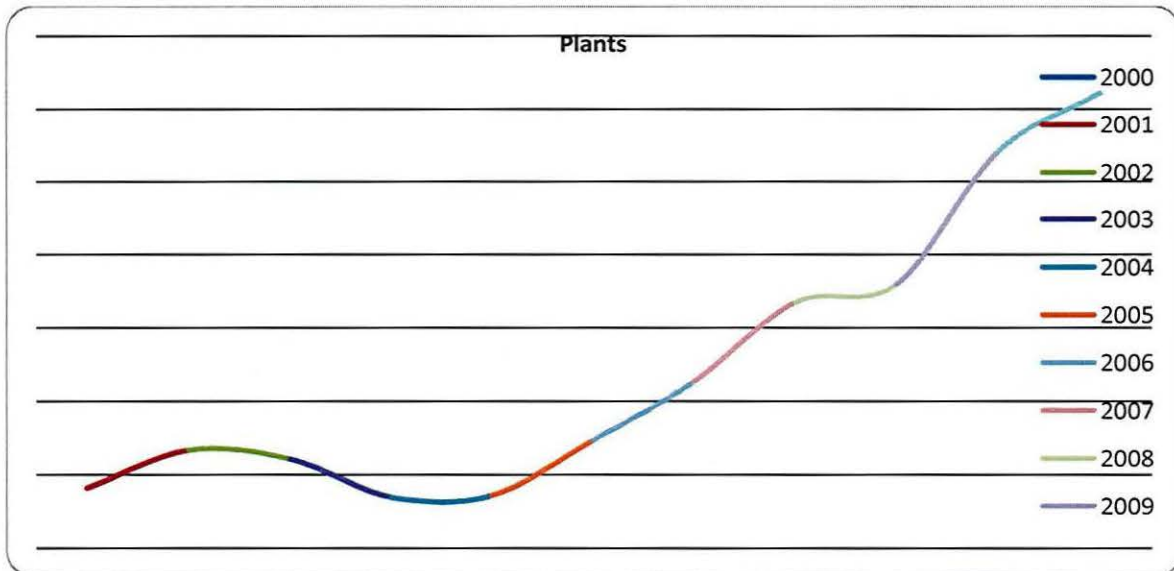
As with the general investigations, the COMMET unit shares many of the same challenges, but have additional requirements for specialization and unique equipment and technology. Investigators need the skills all investigators need, but also specialized training in undercover operations, narcotics investigations, helicopter operations, working in rugged terrain, and surveillance technology.

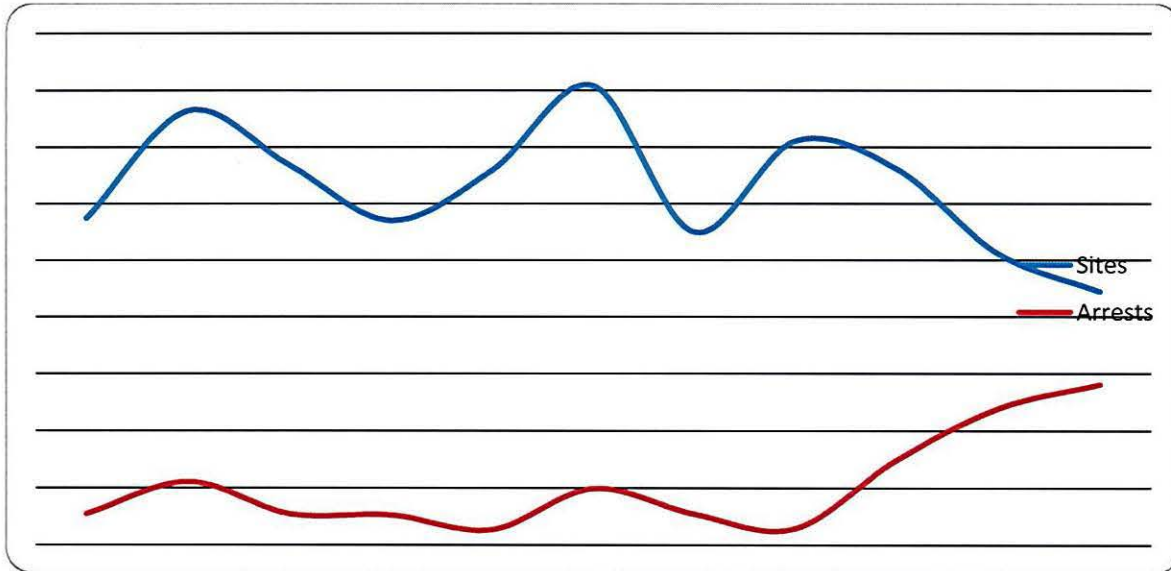
### Staffing

The current staffing for the COMMET unit is one sergeant and one deputy. This is temporarily augmented for specific operations by other patrol and investigative staff, DEA members and CAMP members.

### Workload

The COMMET unit has demonstrated a progressively increasing plant seizure count and arrest rate. Their case numbers have decreased, but these other workload factors have increased. Based on their statistical clearances, they should be commended for their efforts.





**Efficiency**

This unit has demonstrated their efficiency based on the above workload success. However, having a sergeant supervise one person is not a typical “best practice.” This is a specialized unit, and as previously stated, one requiring a significant level of experience and expertise, however, the sergeant could supervise additional personnel in the general investigations unit and a deputy/detective could fulfill many of the duties required of this unit at a lower rate of pay.

**Mendocino Major Crimes Task Force (MMCTF)**

**The Major Crimes Task Force has shown diligence in their efforts to combat crime in Mendocino County, as evidenced by the sharply rising number of arrests.**

**Introduction**

The Major Crimes Task Force (MMCTF) is charged with conducting investigations that are complex, large, or multijurisdictional. The primary focus of their work surrounds narcotics investigations; however, they were responsible for one homicide arrest in 2010.

They have oversight through the Task Force Executive Board of Directors composed of the Chiefs of Police, the Sheriff, the District Attorney, the Chief Probation Officer, the Captain of the Highway Patrol, and the Senior Special Agent in Charge of the San Francisco Regional Office of the Bureau of Narcotic Enforcement.

The stated goals and objectives of the MMCTF (as found in their annual report) are:

- Provide mutual aid to member agencies in the investigation of major criminal violators, as approved by the Executive Board. These investigations may include all

- major felonies. Task Force personnel will not conduct internal affairs investigations.
- Initiate investigations involving drug dealers; the overall objective is to identify and apprehend major traffickers of hard drugs. Drug investigations will include clandestine laboratories, air and marine smugglers.
  - Assist requesting agencies on specific drug problems within their respective jurisdictions, as needed.
  - Gather and disseminate criminal and/or drug intelligence information to the affected agency.
  - Provide training for member law enforcement agencies in the area of criminal investigations and narcotic enforcement.
  - Conduct public presentations to service clubs and civic groups, at the request of participating agencies.
  - Provide both a Monthly Summary and an Annual Summary Report, related to the activities of the Task Force, to all participating agencies.

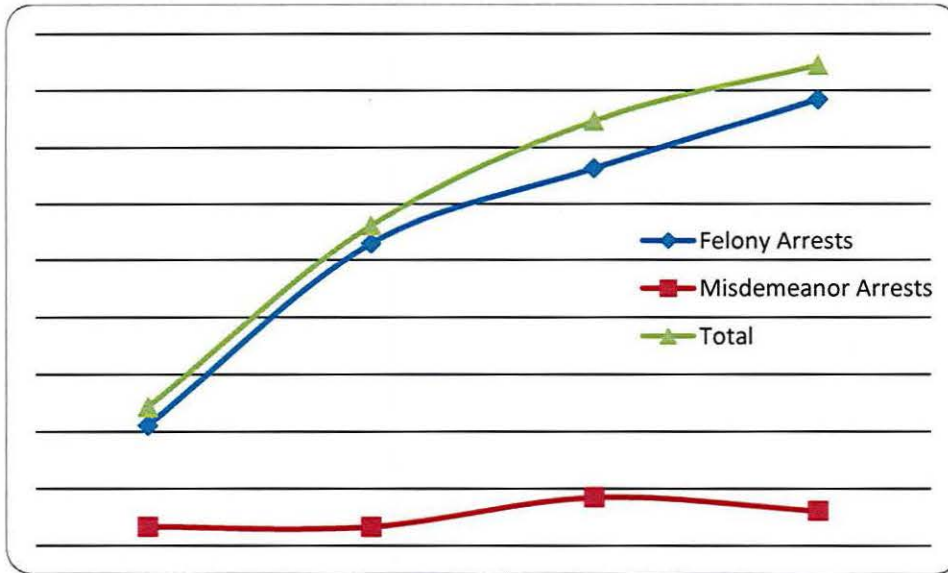
**Staffing**

The following table depicts their staffing levels, the agencies that participate in the task force, and their funding sources.

<b>Mendocino County Major Crimes Task Force</b>	
<b>Staffing</b>	<b>Funding Source</b>
Task Force Commander (BNE Special Agent)	State of California DOJ/BNE
Mendocino County Deputy Sheriff	Sheriff's Office
Mendocino County Deputy Sheriff	Sheriff's Office
California Highway Patrol Officer	CHP
Ukiah Police Officer	Ukiah PD
Fort Bragg Police Officer	Fort Bragg PD
Mendocino County Evidence Technician (PT)	State of California DOJ/BNE

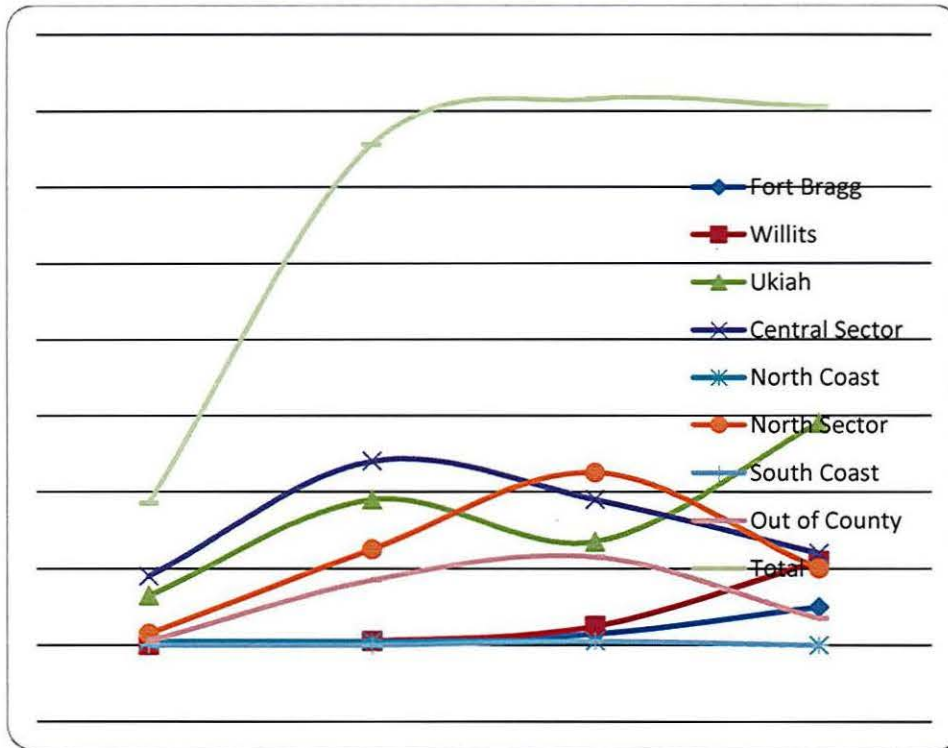
**Workload Indicators**

The below tables and charts provide data on the number of arrests and search warrants conducted by the MMCTF. These are typical workload indicators for an investigative task force. They are not the only ones, but are a good indication of their level of activities.



	2007	2008	2009	2010
Felony Arrests	105	264	331	392
Misdemeanor Arrests	16	16	42	30
<b>Total</b>	<b>121</b>	<b>280</b>	<b>373</b>	<b>422</b>
Annual % Increase		231%	133%	113%

As the data denotes, there has been a sharp increase in the number of felony arrests over the last four years. There was a **348% increase** in arrests in the reported four-year period.



	2007	2008	2009	2010
Fort Bragg	1	1	3	10
Willits	0	1	5	22
Ukiah	13	38	27	58
Central Sector	18	48	38	24
North Coast	1	1	1	0
North Sector	3	25	45	20
South Coast	0	0	1	0
Out of County	1	17	23	7
<b>Total</b>	<b>37</b>	<b>131</b>	<b>143</b>	<b>141</b>

There was a **381% increase** in the number of search warrants conducted by the MMCTF over the span of four years.

### Drug Trends

The following is an excerpt from the 2010 MMCTF Annual Report regarding drug trends in Mendocino County.

*"This year we have been inundated with complaints from citizens about marijuana gardens in their neighborhoods. Indoor grows are becoming the norm and many citizens are tired of the effect on their life. The smells, the noise, and*

the high volume short-term traffic are causing home values to go down. Marijuana has truly become the currency or "mountain money" as referred to by one grower. This year we have observed an increase in information pertaining to the trading of local marijuana for methamphetamine from the central valley and southern California. The average "price" is a pound of marijuana for an ounce of methamphetamine. This price fluctuates as the value of marijuana decreases due to an over-saturation of the market. Traditional outlaw motorcycle gangs are becoming involved in the lucrative marijuana market in this county. Under their protection/extortion, growers are moving their product. The gangs are looking to expand further in this market and are looking for people to recruit to their lifestyle in exchange for a piece of the profits.

Prescription drugs are still being sought by the younger crowd. As the feeling that "it is only medicine" continues to ring through this county, more high school kids are turning to prescription drugs. The drugs are readily available from medicine cabinets across the county. Xanax, klonopin, valium, vicodin, and oxycontin remain the drugs of choice. Recently, the manufacturers of oxycontin have changed the formula so the pills can no longer be crushed to snort or smoke. While this has lowered the street price per pill, the answer has been to just ingest a higher dosage.

Those who are hooked on oxycontin have found that heroin is cheaper and have chosen to move in this direction. Heroin use has risen with the younger crowd as more make this move. Heroin is available in Sonoma County and local users travel to purchase heroin and sell part of it to support their habit. We still have the long time abusers, especially on the coast. Deliveries are still going to the coast from Sonoma County regularly. The price has remained fairly constant.

MDMA or Ecstasy is available at the high school level. We are still getting reports of "E" as well as LSD. The source is partly from raves held regularly in this county at "Area 101" near Laytonville. This venue attracts dealers from all over California. The pills are going for a low of \$12 per pill and dosages of LSD for \$2-\$5 per hit. Here you can also trade marijuana for the drugs in bulk.

Methamphetamine usage continues in the county, along with cocaine. While the message has been clear to many about the dangers of usage, we are still finding the drugs being sold and ingested. What is interesting is how many dealers of methamphetamine have switched to the marijuana trade because the penalties are less harsh."

### **Summary**

The MMCTF shows a year over year increase in their activity and willingness to take on greater tasks. Their staffing levels seem appropriate for their level of productivity. The project team believes that an increase in staff would result in an increase in the number of arrests, search warrants, and seizures of contraband. The drug problem in Mendocino County seems only to be growing.



### **Special Operations Unit**

The special operations' unit is staffed and coordinated by one acting sergeant and is augmented by department members and outside agencies as needed for special missions. An extensive marijuana eradication operation called "Full Court Press" is currently underway and will conclude some time this fall. Once the operation is over, it is unknown what the status of the sergeant will be. However, it is the project teams' understanding that the acting sergeant is from the Coast Sector. With the diminished supervision in that sector, the project team recommends that this allocation be returned to the Coast Sector.

### **Office of Emergency Services (OES)**

#### **Introduction**

There are a variety of structures a county may choose to manage their OES functions. Some choose to manage the daily tasks with non-sworn staff unassociated with the Sheriff's Office, while others will make it a Sheriff's Office responsibility. During emergencies, Sheriff's staff responds to the Emergency Operations Center (EOC) to handle some form of the deployment of resources.

#### **Staffing**

In the case of Mendocino County, the Sheriff's Office has a dedicated sergeant assigned to this responsibility. It is our understanding that this task used to be with the CEO's Office. The impetus to move this function to the Sheriff is unclear. Regardless, the Sheriff is managing this responsibility adequately. The sergeant assigned to this responsibility also coordinates Search and Rescue (SAR) and the department's P-25 communications compliancy efforts.

#### **Recommendation**

We believe that there is a gap in supervision within the Sheriff's Office and that this function could be handed back to the CEO's Office, thereby freeing up a fulltime sergeant to supervise staff. If this were to take place, we further believe that this position should not be swept from the Sheriff's allocation table, but rather used to provide adequate sergeant staffing in either Covelo or Fort Bragg. This is not a commentary on the current sergeant's ability to do this job, but rather the specific need of supervision in those areas that is more pressing than the need for a sergeant (with a 1:0 span of control ratio) to handle a job that many jurisdictions do with non-sworn professional staff. The SAR functions could be assigned as an ancillary duty to a field operations sergeant and the P-25 communications compliancy to a non-sworn professional staff member.

### **Evidence Unit**

#### **Introduction**

The Mendocino County Sheriff's Office Evidence Unit is a part of the Investigations Detective Bureau and consists of one full-time supervisor, one part-time technician in the North Sector and one part-time technician in the Coast Sector. Overall, the unit is well managed and runs largely within established practices and industry standards.

Nothing alerted us that would cause concerns with chain of custody, storage of evidence, or records keeping that would be cause for alarm. The staff should be commended for their efforts.

We did note that there are some opportunities for efficiencies that could save some staff time (not enough to reduce staffing) and for some potential, but minimal, cost savings.

### **Staffing**

The unit staffing is already depicted in the investigation detective bureau's section. However, there are some noteworthy conditions to report. The Fort Bragg evidence technician is a part-time position, but the employee is fulltime. Her duties include:

- Distribution of crime reports to agencies/victims with associated documents including CLETS paperwork
- Payroll reporting
- Intake and processing of restraining order
- Completing letters notifying agencies of deceased subjects-DMV, Social Security, etc
- Typing of letters and other documents in support of command staff/deputies
- Process paperwork for Concealed weapons permits
- Sign off ABC one day license permits
- Fingerprinting - LiveScan and hard card
- Assist command staff/deputies with research
- Search and Rescue records research and records management
- Attend community meetings as pertains to my duties or as requested by command staff
- Paperwork and sales of Marijuana Zip Ties
- Process paperwork and collect fees for towed vehicle storage fees
- Log and track service of civil paperwork
- Log/track/serve criminal subpoenas
- Answering of phones and assisting public at front window
- Distribution of mail
- Filing
- Evidence room management
- Logging and securing all evidence entered into the Fort Bragg evidence locker
- Providing discovery (copies) to the DA's office of any evidence stored in the Fort Bragg evidence room
- Researching of cases and purging of evidence when cases are adjudicated or statute is up
- Preparing court orders for the destruction and return of property
- Returning Evidence/property and coroner property to rightful owners
- Sending out letters advising that property is available for pickup
- Sending drugs and Urine to laboratories to be tested
- In person discoveries when attorneys wish to see evidence that we have on a case
- Mailing evidence/property to owners once proper documentation has been received

- Drug Education:
- Presentations at schools and public events in drug prevention/education
- Other duties as assigned

This extensive and diverse list of duties means that only a small amount of time can be devoted to the evidence responsibilities. Like the Ukiah facility, the overloaded Fort Bragg storage facility seems to suffer from a lack of time and means to clear out evidence.

**Workload**

The below tables represent a snapshot of the evidence unit workload. The indicators are not all-inclusive, but give an idea of the time spent on daily critical tasks. There are other less frequent tasks that take time and are not indicated here, but this sample suffices in that it allows analysis of incoming and outgoing items of evidence and the number of guns being booked. Guns represent a level of difficulty and criticality in property management.

Work load Indicator – Main Storage	Number
Number of incoming cases per month	136
Number of outgoing cases per month	32
Number of incoming items per month	197
Number that are guns	21
Number of outgoing items per month	87
Number that are guns	13
Number of Fingerprint cards per month	300
Backlog of fingerprint filing	2 years

Work load Indicator – Fort Bragg	Number
----------------------------------	--------

	(Estimated)
Number of incoming cases per month	20 – 40
Number of outgoing cases per month	10 - 20
Number of incoming items per month	75 - 100
Number that are guns	2
Number of outgoing items per month	20 - 50
Number that are guns	2- 5

As the tables depict, there are significantly more items of evidence incoming than outgoing, which indicates that the evidence storage facilities will either need to be increased in capacity as time goes on, or a more manageable system of evidence disposition will need to be implemented. Evidence storage facilities typically operate by the adage of “build it and they will come.” This practice requires large and costly capital improvement projects. The supervising evidence technician estimates that seventy percent of the evidence could be lawfully disposed of if there were enough staffing to complete the research and the final disposition of the evidence. They currently research all cases manually and only as time permits unless there is a specific request for an evidence item’s disposition. This practice means that they have evidence stored unnecessarily with cases back to 2007. This is not necessarily uncommon, but also not inevitable when streamlined procedures are put into place with adequate staffing (There are some agencies that are current up to one month of storage backlog.)

The supervisor reported that she inherited over twenty years of backlogged cases and has managed to get it to its current state of approximately a 4-year backlog. It is commendable that she has been able to make this progress, but by the same token, it has taken her nearly fifteen years and the storage facility is still extremely overcrowded. This is not the fault of the supervisor, but rather a symptom of understaffing and somewhat antiquated systems.

Another area of concern was the backlog of processing fingerprints. The unit does not have an “AFIS 21” capability. This requires all collected fingerprints to be physically sent to California Department of Justice (DOJ) for analysis and classification. This process is time consuming and does not provide current automated technological capabilities that take advantage of much faster returns providing investigators with identifications of suspects. This delay can translate into lost opportunities for critical evidence (fruits of the crime) and time for suspects to leave the jurisdiction or more effectively cover up their crime(s). This is another example of systemic impacts of one unit on another within the department’s overall mission.

The supervisor also reported that the department is moving the main storage facility to a location in much closer proximity to the main office. This new facility will have 1,500

square feet less storage space than the current facility. Not only is the smaller capacity of concern, but also the time necessary to prepare for and complete the move.

While the overall evidence storage was within regulatory requirements, there were a few concerns about storage that were not within POST recommended practices. Specifically, POST recommends that guns, narcotics, and money are stored separately from each other and general storage. At the main storage facility in Ukiah, I found that a separate storage was designated for guns, but that there were so many guns booked into evidence, they exceeded the capacity of the gun storage requiring the supervisor to store some of them in general storage. This is not crucial, but also not a "best practice." Similar conditions existed at the Fort Bragg storage facility.

All of this may at some point be moot with the implementation of the new records management systems and new evidence management module. However, it is not uncommon for these systems to take significantly more time to implement than accounted for. Also, the change over from a manual system to a bar code automated system is another drain on time that the unit will have to somehow absorb, this will likely result in additional backlogs.

A common theme with nearly all property units is the issue of disposing of evidence no longer needed for prosecution. This evidence is destroyed, returned to owners, or auctioned off, depending on policy and evidence code procedures. Having staff time to accomplish this process and the room to store evidence until staff has the opportunity to complete this task are the main points of interest.

The process by which this evidence unit manages this requires the staff member to receive a request for the property, manually research the disposition of the evidence, and then request a determination as to the appropriate outcome.

One practice that would streamline this process and increase the number of items that can be cleared from storage (through destruction, auction, or returned to owner) would be to have a "disposition form" for every case. This form (sample attached) would require the District Attorney's office to reply to the Sheriff's Office with a recommended disposition on every case. This disposition is already known to the DA's Office at the time when each case is resolved in court, plea, or other means, but no automatic mechanism is in place to alert the Evidence Unit what they can do with the evidence. As with anything, there are exceptions, but by creating this system, the Evidence Unit could more efficiently dispose of unnecessary evidence and thereby clear space and generate more revenue through the auction process.

Another issue of note was the practice of sending all narcotics to the lab for testing. This process costs the County in staff time and mailing expenses for each case. Many cases are not prosecuted and therefore this practice causes staff to prepare, ship, document, and receive back into evidence cases that will never be prosecuted. This is a waste of resources in time and money. This could be averted if the District Attorney's Office would advise the Evidence Unit of which cases they want tested versus having them

test all cases then determining which case to prosecute. If there were a pervasive number of case that were submitted by the Sheriff's Office where the narcotics did not test positive, the current practice might have more merit, however, the opposite appears to be the rule - the cases are field-tested and the results have always been consistent with the formal testing conducted at the lab. Therefore, if the DA's Office would only request those cases that are being prosecuted to be sent for testing, then a savings in time and money could be realized.

In reviewing the unit supervisor's training records, we noted that she has not received updated training specific to evidence management and crime scene processing since 2002. There have been numerous advances in both arenas since that time. The collection and custody of evidence is a vital link in the criminal justice process, one that requires occasional updated training. The nine-year absence of this training has the potential to foster inefficiencies resulting in lost staff time and wasted resources throughout the system.

For however long this agency continues the practice of manual evidence booking, it is our recommendation that they modify their evidence booking procedure to include a large evidence sheet, rather than the small tag for every item. A sample is attached. This will be a time saving measure for field operations staff that translates into improved efficiency.<sup>5</sup>

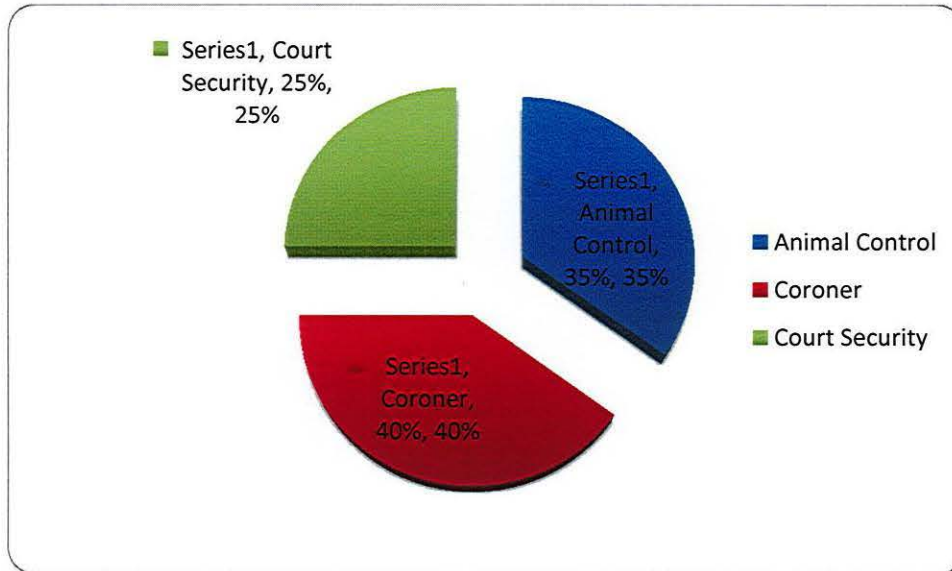
## **Animal Control**

### **Introduction**

*The Animal Control unit used to be operated by the county's "Animal Care."* Some time ago, the Sheriff's Office took over these duties and was funded with the money that had been given to Animal Care. This funding contracted after one year and the cost of running this program is now absorbed into the Sheriff's budget. The Animal Control unit is currently supervised by one sergeant as an ancillary duty. This sergeant also supervises Court Security and the Coroners unit. The below chart represents the sergeant's time spent in each area of his responsibilities:

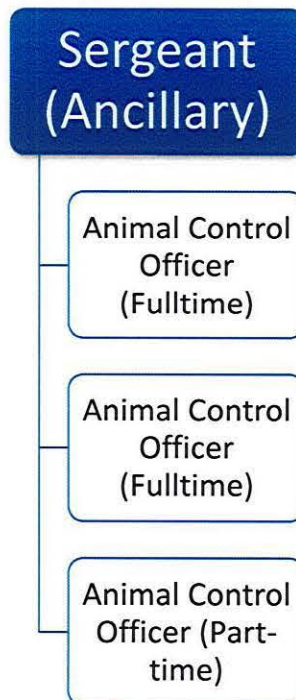
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<sup>5</sup> See attached sample property record



### Organization and Structure

The animal control unit currently consists of the following personnel and covers the entire county for these services.



### Responsibilities

The following list of duties is also the responsibility of the unit supervisor:

- Investigate and quarantine bite animals

- Determine basis for vicious dog investigations
- Work with the Board of Public Sector regarding vicious dog hearings
- Meet and discuss operations with the animal shelter supervisor
- Investigate animal cruelty cases
- Transport and assist/care for impounded animals

### **Summary**

As previously mentioned, there is a significant number of staff that recommended this unit should be given back to the county's Animal Care. Since this unit is no longer funded and is absorbed into the Sheriff's budget, the project team tends to agree. These responsibilities seem to serve no benefit for the Sheriff's Office, but have an added burden on staffing and funding. This unit also impacts patrol and dispatch with the additional burden of increased calls for service, and is a distraction from their core functions.

## **IX. ANALYSIS OF THE PROFESSIONAL STANDARDS UNIT**

### **Introduction**

The Professional Standards unit is managed by a lieutenant (as an ancillary duty to the North Sector patrol) and supervised by one sergeant. There is two non-sworn professional staff - a Community Service Officer (CSO) and a clerical staff. The CSO was just hired and will handle the 9.31 program with oversight from the sergeant. The responsibilities within the unit include:

- Internal Affairs Investigations
- Hiring and Background Investigations
- Grant Preparation and Management
- 9.31 Marijuana Ordinance Compliance

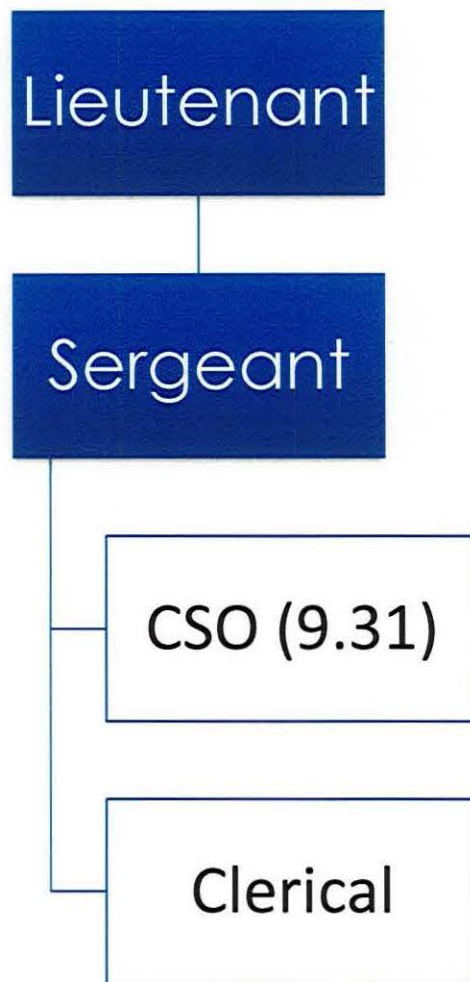
The one sergeant in the unit has also been tasked with oversight of implementing the new RMS system, which is intended to go live November 1, 2011. He also manages four third-party inspectors for the 9.31 program and various projects given to him by Sheriff's Administration.

### **Workload**

- In 2010 there were twenty six (26) internal affairs investigations
- Year to date for 2011, there are four (4) internal affairs investigations
- The unit sergeant indicates that he has completed or worked on "8-10" of the IA investigations in the last year
- The unit has conducted the hiring of "eight to ten" employees in the last year, including reserve deputies
- The unit sergeant has prepared "six to seven" grants in the last year
- The unit conducted seventy two (72) 9.31 inspections in 2010
- The unit has conducted ninety four (94) 9.31 inspections year to date in 2011



## Staffing



Based on the number of staff and assignments, the staffing for this unit seems appropriate. As the 9.31 program continues to grow, it will justify additional staff, but permit and inspection fees should offset the funding requirements.

### **X. ANALYSIS OF THE DISPATCH UNIT**

The dispatch unit is tasked with taking all calls for service including 911 communications and dispatching Sheriff's units as necessary. Currently all Sheriff's Office communications between units in the field must be responded to by a dispatcher. This includes not only law enforcement related inquiries such as driver's license and vehicle registration checks, but also all status communication. In addition to Sheriff's units there is frequent communication with Cal Fire Rangers, Lake Mendocino Federal Rangers and Tribal Police. The dispatch center also responds to all inquiries for warrant and record checks nights and weekends when the records clerk is off duty.

**The dispatch center has adequate space; however, the location is virtually separated from the rest of the department, which is problematic for several reasons.**

The dispatch and communications unit of the Sheriff's Office is located in the same building as the Administration function, however, since the space is located with Probation in between and Field operations in another building there is a feeling of isolation from the rest of the department. The physical separation presents the following concerns and inefficiencies:

- There is inadequate interaction and access between dispatch personnel and Field Operations personnel, including management and supervisory personnel with overall responsibility for dispatch.
- The separation makes it very difficult for Field Operations managers and supervisors to go to the dispatch center during emergencies when having such a manager or supervisor present could provide better control of a significant incident.
- Other Sheriff's staff that could help with phone calls in an emergency is not readily available.
- It is difficult for the dispatch unit to feel a part of the department and maintain working relationships with relied on employees when there is infrequent personal interaction.

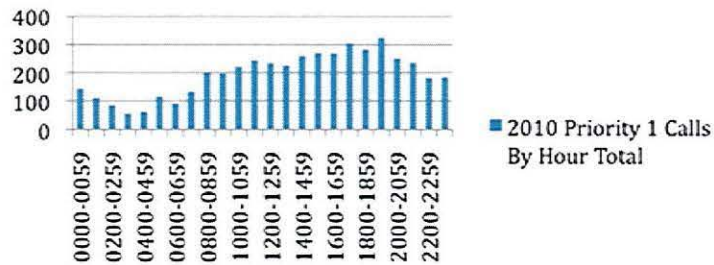
This area of concern cannot be rectified until a new building, which consolidates Sheriff's Department functions is built. Until that time, Field Operations managers and supervisors should consider ways to increase personal interactions with the dispatch unit.

**Dispatch staffing coverage is currently inadequate, however, could be rectified by hiring the current vacant position and changing staff scheduled hours.**

Currently two supervisors and nine dispatchers provide 24 hour a day, 365 day a year emergency dispatch services. Coverage emphasizes having two to three dispatchers on during high call volume hours of the day, but drops to one dispatcher between 2:00 AM and 6:00 AM and certain days to 8:00 AM. Statistics from the Computer Aided Dispatch (CAD) system and 911 telephone system indicate the highest percentage of calls are received between 10:00 AM and 10:00 PM when the most staff are scheduled, however, operating with only one staff in the dispatch center causes significant concern.

The significance of staffing only one dispatcher for several hours is that it could jeopardize public safety and is exacerbated by the inadequate patrol staff during these hours. Standard dispatch practice would be to anticipate more than one emergency incident occurring at the same time. Further, in an emergency such as a domestic violence call with the suspect present, it is critical to keep the victim on the telephone and listening and interacting with the victim. In Mendocino County, because no officers are available to dispatch via radio, dispatchers must put the victim on hold to make phone calls to on-call patrol personnel.

## 2010 Priority 1 Calls By Hour Total



Dispatch Coverage By Hour							
	Mon	Tue	Wed	Thurs	Fri	Sat	Sun
0100	2	2	3	2	2	2	2
0200	1	1	2	1	1	1	1
0300	1	1	2	1	1	1	1
0400	1	1	1	1	1	1	1
0500	1	1	1	1	1	1	1
0600	1	1	2	2	2	1	1
0700	1	1	2	2	2	1	1
0800	2	2	3	3	3	2	2
0900	3	3	3	3	4	3	3
1000	3	3	4	3	4	3	3
1100	3	3	4	3	4	3	3
1200	4	4	4	4	5	4	4
1300	4	4	4	4	5	4	4
1400	4	4	4	4	5	4	4
1500	4	4	4	4	5	4	4
1600	4	3	3	3	4	4	4
1700	4	3	3	3	4	4	4
1800	3	2	3	2	3	3	3
1900	2	2	3	2	2	2	2
2000	3	3	3	3	3	3	3
2100	3	3	3	3	3	3	3
2200	2	2	3	2	2	2	2
2300	2	2	3	2	2	2	2
2400	2	2	3	2	2	2	2
	Understaffed						
	Adequate staffing						
	Overstaffed						

**Analysis of staffing schedule indicates that the four-day, ten hour schedule currently being used is appropriate with the different start time schedule.**

Working a 10-hour four-day a week schedule for dispatch centers is a common practice. However, with this schedule, appropriately staggered schedules and adequate relief for time off is required. Dispatcher is one of the most stressful positions in law enforcement, and with the stress and odd hours of the day worked, it is critical to morale and retention to provide a schedule that provides adequate time off. Some would state the eight hour, five day a week is preferable, however, considering the stress of the assignment, need to retain highly skilled employees, and overall efficiency garnered by having higher morale, an equal argument can be made for the 4/10 plan. While it is recommended that certain employee work shifts be given a different start time, the 4/10 plan should remain in place.

**Dispatch supervision is minimum, but appropriate, provided a supervisor is available at least part of the day - seven days per week. Work hours for one of the supervisors should be adjusted.**

The two dispatch supervisors work different days to provide a supervisor that is available for dispatch management issues including, scheduling, employee problems, equipment issues, and overall quality control. They also provide vacancy relief and assist during peak workload events.

One of the two supervisors begins their shift at 6:00 AM. It appears that the reason is to lessen the hours worked alone by the early morning dispatcher. While laudable, this is not the best use of scheduled time for a supervisor. Another dispatcher's schedule needs adjustment to allow the supervisor to have hours more attuned to the daily workload, public and professional contact time, hours of technical vendors and Sheriff's management. This also will provide more overlap hours corresponding with peak workload hours.

**There is nothing in place to monitor and track the expense and manpower of false burglary alarms.**

It is not uncommon to track the number of false alarms and the time spent responding to these. A loss of manpower could be identified with a result of providing law enforcement services more efficiently and less costly.

Some agencies contract with private sector companies to develop and implement ordinances that require an alarm permit and a fee schedule for the number of responses to a false alarm by law enforcement staff. This allows for effective tracking and a mechanism for reimbursement of those unnecessary expenses. Over time, this encourages homeowners and business owners to keep their alarm systems in good working order. This in turn, reduces responses to false alarms and wasted time.

Mendocino currently has an alarm ordinance in place. The project team recommends implementing a program to track alarms in compliance with the existing county ordinance.

**There is constant printing of non-useful documents in dispatch that could be reduced to only those that are pertinent.**

It was reported to the project team that a printer runs nearly incessantly while printing documents that are not needed. This should be evaluated for necessity.

## **XI. ANALYSIS OF ADMINISTRATIVE SERVICES, FINANCE, RECORDS, AND CLERICAL**

The Administrative Support Unit has staff members located at the reception areas of the Sheriff's headquarters building and the Field Operations-Jail building. The staff is almost equally divided between the two locations and is managed by the Administrative Services Manager from his office in the Headquarters building. The primary duties of staff assigned to this unit are related to department finances, including payroll, accounts payable and receivable, budget and grant administration. Additionally reception, records, civil process, permits, registrants, LiveScan finger printing, jail accounting, commissary, jail records, warrants, coroner clerical, and criminal records fall under this chain of command. Because of the diverse responsibilities and tasks serving and touching multiple divisions, some level of direction and supervision is received from other than the Administrative Services Manager.

### **Finance Unit**

The finance unit is a small but very important component of the Sheriff's Office especially in these difficult financial times. The unit is tasked with virtually everything from paying for tooth brushes at the jail to building and managing an approximately 20 million dollar budget.

The current financial section is very austere, with only two employees with responsibility for the bulk of all financial planning and operations. The Administrative Manager and an Account Specialist III provide almost all financial services with very minor involvement primarily related to handling fees and cash from the Civil Process staff assistant, Permits staff assistant and Jail Commissary staff assistant.

With only the two finance staff, coverage for major issues such as large amounts of cash received in fees and other coverage needs is difficult with both having to drop work tasks to cover the other.

In addition to his role as the head of the financial function the Administrative Manager also provides supervision to much of the departments non-sworn support staff. Because of the separation into buildings some distance apart providing meaningful supervision is difficult.

### **Records, Reception, and Registrants**

Records and Clerical staff are located in two buildings, the Headquarters and Jail-Field Operations buildings. At both buildings the staff work in proximity to the front reception

area and provide reception and phone answering for both buildings during normal business hours Monday through Friday. Because of the limited staff assigned to each building, there is no true receptionist, each staff member has set responsibilities and additionally cover reception and phones.

The Administrative staff members working in the front area of the Jail-Field Operations building serves three divisions and have responsibilities to each; Administrative Services, Jail and Field Operations. Their supervision, direction, and responsibility are a bit unclear. As part of the new building move and consolidation of staff, it is an opportune time for Sheriff's Administrators to better align the staff duties and responsibilities to those who the work serves.

### **Consolidation of staff to one building may offer an opportunity for savings**

The project team reviewed assignments and duties in an effort to see if consolidation of duties was possible. At this time the reality is there is little opportunity for consolidation of duties with two separate buildings, however, if a plan to move staff from the current Headquarters building to the jail moves forward there may be opportunities for savings. The Criminal Justice Facilities Master Plan alluded to the staff inefficiencies of management, supervision and shared duties when staff members are spread out in different buildings, providing some duplicate services, such as reception, which must be provided at both. As part of the move to one building, Sheriff's managers, as part of the evaluation for new workspaces, should evaluate potential consolidation of duties and responsibility for staff supervision.

### **Review of Finance and Clerical-Support Staff workloads**

The review of workloads for the Finance and Support functions was very cursory and primarily taking an overview of efficiency, assignments and organization of the unit. The staff-work the standard eight-hour schedule, which is basic and straightforward. In reviewing each positions responsibility it appears there is good distribution of specialized assignments and because of limited staff, ancillary duties to provide coverage are common. In addition to the Administrative manager eight employees cover the following:

- Finance, Accounts payable, receivable, payroll, bookkeeping, deposits
- Civil process and fees, reception
- Permit issuance, fee collection including CCW and 9.31 permits
- Live scan and registrants, reception back up
- Jail reception, commissary, and inmate funds oversight
- Jail records
- Warrants
- Criminal records and reports

## **XII. OVERTIME REVIEW**

The finance manager provided the following analysis of the overtime usage from 2008 through 2010. A review of the overtime usage shows a dramatic decrease and savings, so much so, that there was concern by the project team that service delivery may have been drastically reduced as well. This concern was also fostered by the combination of reductions in staff and overtime simultaneously.

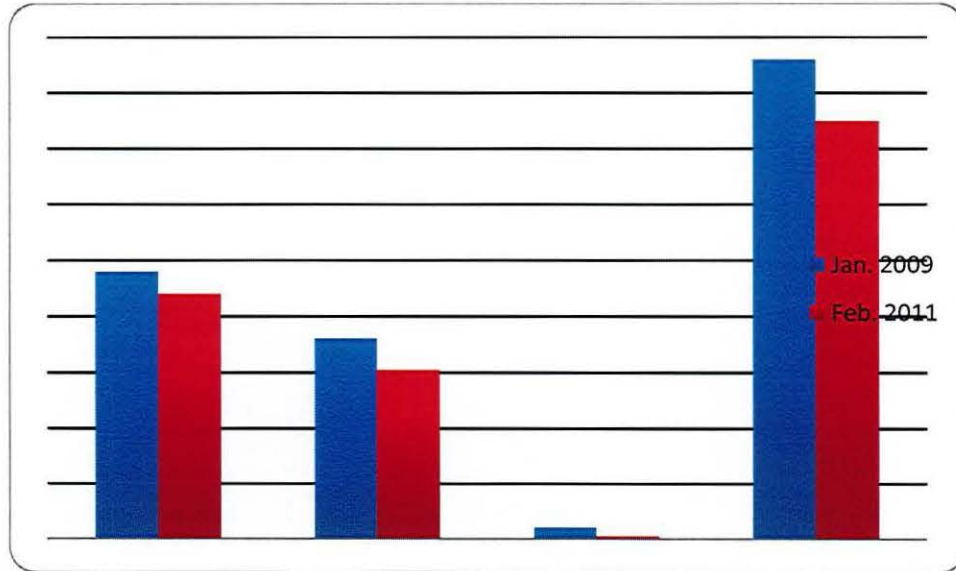
**Mendocino County Sheriff's Office  
Analysis of Overtime**

	B.U. <u>2310</u>	B.U. <u>2510</u>	<u>Total</u>	Increase <u>(Decrease)</u>	<u>Percentage</u>
<u>Overtime Hours</u>					
2008	26,422	23,670	50,092		
2009	14,196	19,252	33,448	(16,644)	-33.2%
2010	14,032	21,633	35,665	2,217	6.6%
2008 to 2010	(12,390)	(2,037)	(14,427)	(14,427)	-29%
	B.U. <u>2310</u>	B.U. <u>2510</u>	<u>Total</u>	Increase <u>(Decrease)</u>	<u>Percentage</u>
<u>Overtime Costs</u>					
2008	1,149,006	868,593	2,017,599		
2009	647,429	728,846	1,376,274	(641,325)	-31.8%
2010	644,639	814,229	1,458,867	82,593	6.0%
2008 to 2010	(504,368)	(54,365)	(558,732)	(558,732)	-28%
Social Sec. 7.65%	(38,584)	(4,159)	(42,743)	(42,743)	
Total	(542,952)	(58,524)	(601,475)	(601,475)	

**Mendocino County Sheriff's Office  
Analysis of Staffing Levels**

	<b>Filled Positions</b>			
	<u>Budget Unit</u>			
	<u>2310</u>	<u>2510</u>	<u>Other</u>	<u>Total</u>
<b><u>January 2009</u></b>				
Sworn	69	61	1	131
Non-sworn	27	11	3	41
<b>Total</b>	<b>96</b>	<b>72</b>	<b>4</b>	<b>172</b>
Vacancies	4	9	2	15
Total Position	100	81	6	187
	<u>Budget Unit</u>			
	<u>2310</u>	<u>2510</u>	<u>Other</u>	<u>Total</u>
<b><u>February 2011</u></b>				
Sworn	63	53	0	116
Non-sworn	25	8	1	34
<b>Total</b>	<b>88</b>	<b>61</b>	<b>1</b>	<b>150</b>
Vacancies	11	17	5	33
Total Position	99	78	6	183
	<u>2310</u>	<u>2510</u>	<u>Other</u>	<u>Total</u>
<b><u>Decrease in total positions</u></b>				
Sworn	-6	-8	-1	-15
Non-sworn	-2	-3	-2	-7
Total	-8	-11	-3	-22
A/C positions filled Feb '11	-2			-2

<b>Total Decrease in Positions</b>	<b>-10</b>	<b>-11</b>	<b>-3</b>	<b>-24</b>
<b>Percentage Decrease</b>	<b>-10%</b>	<b>-15%</b>	<b>-75%</b>	<b>-14%</b>



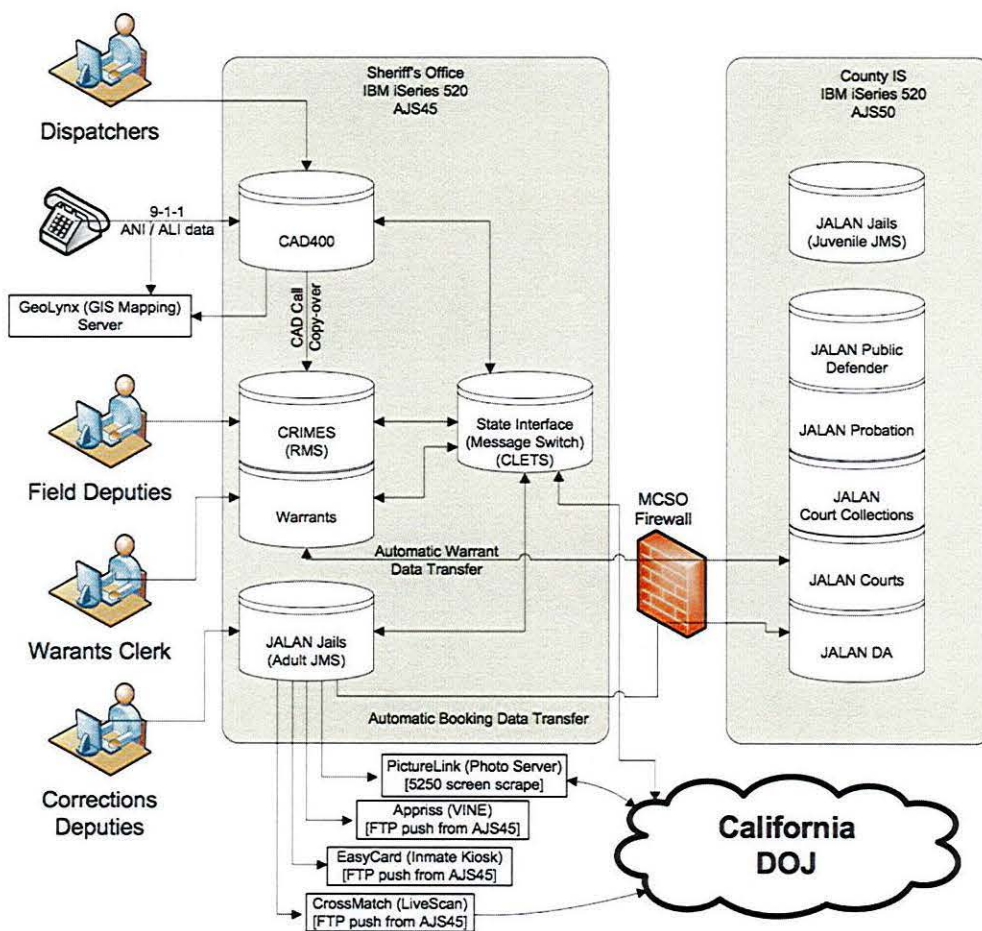
### **XIII. TECHNOLOGY REVIEW**

As part of the scope of work for this study, the project team agreed to conduct a cursory review of the Sheriff's Office technology. Their current workflow is depicted by the below process chart.



# Current Data Flow Overview

Tuesday, March 09, 2010



As it turns out, the Sheriff's Office is in the process of acquiring new records management system with the intent of an October implementation date. The vendor, "New World Systems," provides the following modules and features.

## **Dispatch Software**

- Supports Law Enforcement / Fire / EMS E-911 Interface  
Phase I & Phase II Compliant  
AVL Unit Location & Routing Integrated Multi-Panel Mapping Automated Alerts & Hazards
- Direct Access to Records Management Automated Unit Recommendations
- Automated NCIC / State Interface Silent Dispatch  
Call Stacking  
Agency Questionnaires
- TDD Support  
Alphanumeric Paging  
Tone Alerting  
Special Response Instructions

## **Records Management Software for Law Enforcement**

- Shift Scheduling  
Equipment Inventory Personnel Skills Inventory ProQA Interface  
Unlimited Levels of Run Cards Hydrant Inventory  
CAMEO Hazardous Information Building Pre-Plans
- Wants & Warrants  
Incident Tracking  
Accident Reporting  
Vehicle Impounds  
Business Registry  
Civil Paper Tracking & Receipting Citizen Reporting Interface Decision Support Solutions
- Personnel Training Incident Tracking Hydrant Inspections Personnel Certifications  
Immunizations / Physicals Inventory
- Decision Support Solutions
- Briefing Summary (BOLOS) Day / Night Mode Emergency Button Complete  
Activity Audit Trail
- UCR / IBR Compliant Reports Fire Inspections
- Inmate Course Tracking  
Officer Activity Reporting & Scheduling Officer Equipment Tracking  
Grievance Tracking  
Decision Support Solutions
- LERMS Query Services Data Sharing Export

## **Mapping & GEO Capabilities in Software**

- Global Master Files (People, Vehicles, Addresses, Guns)
- Automatic NCIC / State Interfaces  
Electronic IBR / UCR Reporting  
Bookings & Arrest Processing
- Alarm Tracking & Billing Integrated Digital Imaging  
Mug Shots & Lineups  
Crime Analysis & Pin Mapping
- Automated Case Management

- Property & Evidence Management
- Bar Code Tracking
- Gun Registrations & Permits Field Investigations Narcotics Management Gang Tracking
- Career Criminal Registry AFIS Interface
- Equipment Tracking Briefing Summary (BOLOS) Sex Offender Registry

### **Mobile Computing Software**

- Comprehensive Inquiries & Messaging Silent Dispatch
- In-Car Mapping & Routing
- GPS / AVL Support
- Mug Shots & DL Photos NCIC / State Inquiries
- Access to RMS Information Automatic Alerts for Hazards Wants / Warrants Known Offender
- Gun Permits In Custody
- Briefing Summary (BOLOS) Day / Night Mode Emergency Button Complete Activity Audit Trail

### **Field-Based Mobile & Squad Room Reporting Software**

- Incident, Case, Supplement & Arrest Reports
- Pre-Population of Reports with CAD & RMS
- Data Dynamic Forms-Based Field Reports
- Electronic Workflow-Based Approval
- Merge Directly into RMS
- Automatic Error & Spell Checking
- UCR / IBR Compliant Reports Fire Inspections

### **Corrections Management Software**

- Inmate Tracking & Processing
- Booking & Release Processing
- AFIS Interface
- Property & Evidence Bar Coding
- Inmate & Officer Activity Logs
- Integrated Digital Imaging
- Incident Tracking
- Inmate Classification
- Northpointe JCIS Interface
- Evercom Interface
- Bar Code Wristbands
- Inmate Activity Scheduling
- Commissary Accounting
- Inmate Funds Management
- Inmate Course Tracking
- Officer Activity Reporting & Scheduling
- Officer Equipment Tracking

- Grievance Tracking
- Decision Support Solutions

The Sheriff's Office and other county staff members have conducted an extensive assessment and determined their requirements for this vendor. The project team does not profess to have the knowledge or expertise to enter into this domain to offer any insight into the efficiency of this technology. However, the project team's law enforcement experience makes them believe that these features would add benefit to the Mendocino County Sheriff's Office's day-to-day operations. Some of the most notable features of the new software solution are the Property and Evidence module, Mug Shots & DL Photos access while in the field, integrated records management that only requires one input of a person's information, and interoperability with other departments and agencies. There are many more features that will add benefit, but these stand out as being especially useful.

#### **XIV. STAFFING ALLOCATIONS**

The following table depicts the Sheriff's Office staffing allocations, unfunded vacancies, and filled positions. According to the Administrative Services Manger, there are no funded, but unfilled allocations. If a position is not filled, it is unfunded. This table is current as of 8/20/2011.

The project team was told that there is one Community Service Officer (CSO) working for Sgt. Johnson in the Professional Standards unit and an Extra Help CSO working for Sheriff Allman. Neither of these positions is shown in the table.

Also of note, there are two unallocated sergeant positions that are filled (Positions 0281 and 1831).

<b>Field Operations</b>	<b>Allocations</b>	<b>Vacancies</b>	<b>Filled</b>
Deputy Sheriff Coroner II	54	8	46
Sheriff's Sergeant	15	1	14
*Sheriff's Sergeant UNALLOCATED	0	0	2
Sheriff's Lieutenants	5	3	2
Sheriff's Captains	2	1	1

Staff Assistants	7	1	6
Office Services Supervisor	1	1	0
Computer Operations Manager	1	0	1
Account Specialist	1	0	1
Account Specialist Supervisor	1	1	0
Admin Services Manager	1	0	1
Admin Secretary	1	0	1
Sr. Animal Control Officer	2	1	1
Animal Control Officer	2	1	1
Sheriff Services Technician	3	2	1
Sheriff-Coroner	1	0	1
Sheriff's Evidence Technician	1	0	1
Sheriff Evidence Supervisor	1	0	1
Public Safety Dispatcher	10	1	9
Public Safety Dispatcher Supervisor	2	0	2
Sheriff's Technology Specialist	1	0	1
*Community Services Officer	1	1	0
<b>Subtotal</b>	<b>113</b>	<b>22</b>	<b>93</b>
<b>Corrections</b>	<b>Allocations</b>	<b>Vacancies</b>	<b>Filled</b>
Corrections Deputy	43	7	36
Corrections Sergeant	9	3	6
Corrections Lieutenant	3	2	1
Corrections Captain	1	0	1

Account Specialist	1	0	1
Staff Assistants	1	0	1
Sheriff Services Technician	5	3	2
Laundry Coordinator	1	1	0
Cook	2	0	2
Head Cook	1	0	1
Inmate Services Coordinator	1	0	1
<b>Subtotal</b>	<b>68</b>	<b>16</b>	<b>52</b>
<b>Totals</b>	<b>181</b>	<b>38</b>	<b>145</b>

\*There is (1) CSO FTE not depicted

\*Pos. 0281 Is a filled UNALLOCATED Sgt.

\*Pos. 1831 Is a filled UNALLOCATED Sgt.

## **XVI. CRIMINAL JUSTICE POLICY COMMITTEE AND SUBORDINATE GROUPS**

Many counties operate a "Criminal Justice Policy Committee". The Criminal Justice Policy Committee is comprised of three groups working in concert. In order to coordinate efforts for the entire criminal justice system, a body should be in place to make decisions that impact the day-to-day operations of the criminal justice system. This body also addresses long-term planning and strategies facing the system. As an example, if the jail population either increases or decreases, the criminal justice policy committee can implement procedures that allow for alternative sentencing to incarceration or tighten measures that cause early releases when it may not be necessary. Since all the separate criminal justice components impact the other system components, each criminal justice head can share information that is impacting the group such as Sheriff's office increasing enforcement efforts, the District Attorney increasing prosecutions, constraints on the courts, or overcrowding in the jails, etc. Also important are reports to the committee by significant support departments such as Facilities and Human Resources.

The Criminal Justice Policy Committee is comprised of representatives from several County departments; the criminal justice department heads such as the presiding Superior Court Judge, who is the chairperson, the Sheriff, the District Attorney, the Chief Probation Officer, the CEO or Assistant CEO, the Health and Human Services Director, and the Public Defender. This group would meet once per month initially to discuss how well the system is working and or plan future strategies. After lines of communication are formed, meetings can be scheduled as needed, not to be less than quarterly.

The second group is the Criminal Justice Advisory Committee. It is comprised of the Corrections Commander and the second-in-command from each of the criminal justice departments. This group would see that the Criminal Justice Policy Committee's decisions are implemented as well as inform the Criminal Justice Policy Committee of situations that need to be addressed. This group would meet at the direction of the Criminal Justice Policy Committee, generally two weeks before the policy committee meeting.

The third group is the Criminal Justice Working Group and is made up of several different components of support units. This group could be supervisors or line-staff that have an intimate knowledge of how policies and programs are working or not working. This committee makes recommendations to the Criminal Justice Advisory Committee and implements policy and programs recommended by the policy and advisory committees and reports progress, problems and issues.

The chart on the following page illustrates the organizational flow of the Criminal Justice Policy Committee and the subordinate groups:

# Criminal Justice Policy Committee

Presiding Superior Court Judge – Chairperson

CEO

Sheriff

Chief Probation Officer

District Attorney

Health Director

Public Defender

Verbal Reports by: Facilities, Services Director, Human Resources Representative

## CJ Advisory Committee

Jail Commander – Chairperson

Court Administrator

Chief Deputy DA

Drug and Alcohol Programs Coordinator

Deputy Public Defender

Mental Health Coordinator

Verbal Reports by: Working Group Chairperson

## CJ Working Group

Department Supervisors

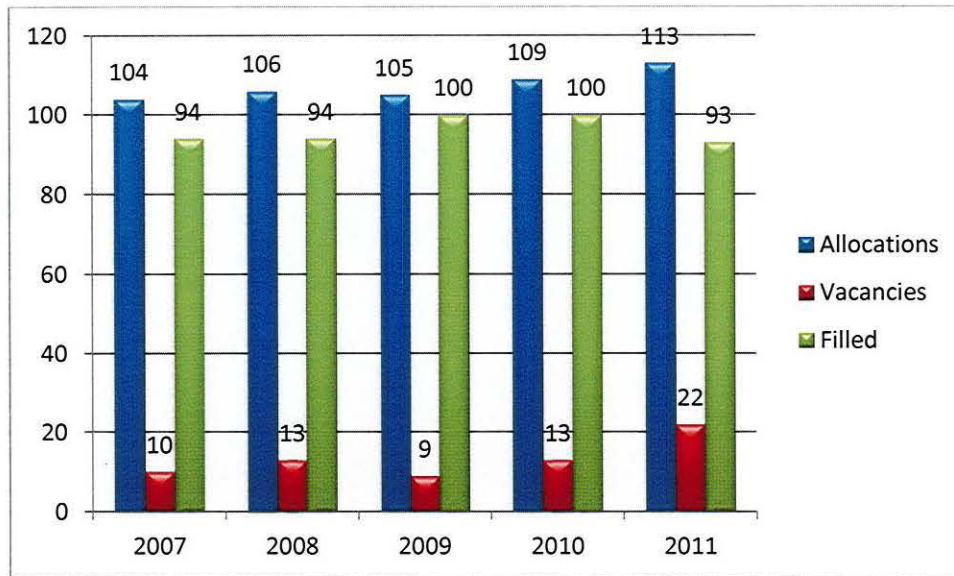
Lead Employees

Program Heads



## XVII. STAFFING ALLOCATIONS, VACANCIES, AND FILLED POSITIONS

The below table depicts field operations staffing allocations, vacancies, and filled positions for the years 2007 through 2011. Analysis indicates that allocations and vacancies have risen in the last five years. Filled positions have fluctuated, but the total number of filled positions has returned to just slightly under 2007 levels.



The subsequent tables are summaries for each of those years. The table for 2011 includes corrections staffing.

<b>2007 - Sheriff's Allocations</b>			
<b>Field Operations</b>	<b>Allocations</b>	<b>Vacancies</b>	<b>Filled</b>
Deputy Sheriff Coroner II	50	9	41
Sheriff's Sergeant	14	0	14
*Sheriff's Lieutenants	5	0	5
Sheriff's Captains	2	0	2
**Staff Assistants	6	0	6
Office Services Supervisor	1	0	1
Computer Operations Manager	1	0	1
Account Specialist	1	0	1
Account Specialist Supervisor	1	0	1
Admin Services Manager	1	0	1
Admin Assistant (Secretary)	1	0	1
Sr. Animal Control Officer	0	0	0
Animal Control Officer	0	0	0
Sheriff Services Technician	3	0	3
Sheriff-Coroner	1	0	1
Sheriff's Evidence Technician	1	0	1
Sheriff Evidence Supervisor	1	0	1
Public Safety Dispatcher	11	1	10
Public Safety Dispatcher Supervisor	2	0	2
Dept. IT Coordinator	1	0	1
***Deputy District Attorney	1	0	1
<b>Subtotal</b>	<b>104</b>	<b>10</b>	<b>94</b>

\*(1) filled UNALLOCATED Lt. position

\*\* (1) filled UNALLOCATED Staff Asst. position

\*\*\* (1) Deputy District Attorney allocation

<b>2008 - Sheriff's Allocations</b>			
<b>Field Operations</b>	<b>Allocations</b>	<b>Vacancies</b>	<b>Filled</b>
Deputy Sheriff Coroner II	49	6	43
Sheriff's Sergeant	15	2	13
*Sheriff's Lieutenants	5	0	6
Sheriff's Captains	2	0	2
Staff Assistants	7	2	5
Office Services Supervisor	1	0	1
Computer Operations Manager	1	0	1
Account Specialist	1	0	1
Account Specialist Supervisor	1	0	1
Admin Services Manager	1	0	1
Admin Assistant (Secretary)	1	0	1
Sr. Animal Control Officer	0	0	0
Animal Control Officer	0	0	0
Sheriff Services Technician	3	0	3
Sheriff-Coroner	1	0	1
Sheriff's Evidence Technician	1	0	1
Sheriff Evidence Supervisor	1	0	1
Public Safety Dispatcher	11	2	9
Public Safety Dispatcher Supervisor	2	0	2
Sheriff's Technology Specialist	1	0	1
*Community Services Officer	1	1	0
**Deputy District Attorney	1	0	1
<b>Subtotal</b>	<b>106</b>	<b>13</b>	<b>94</b>

\*There is (1) UNALLOCATED Lt. that is filled

\*\* (1) Dep. Dist Attorney allocation

<b>2009 - Sheriff's Allocations</b>			
<b>Field Operations</b>	<b>Allocations</b>	<b>Vacancies</b>	<b>Filled</b>
Deputy Sheriff Coroner II	49	3	46
*Sheriff's Sergeant	15	1	15
Sheriff's Lieutenants	5	1	6
**Sheriff's Captains	2	0	3
Staff Assistants	7	1	6
Office Services Supervisor	1	0	1
Computer Operations Manager	1	0	1
Account Specialist	1	0	1
Account Specialist Supervisor	1	0	1
Admin Services Manager	1	0	1
Admin Assistant (Secretary)	1	0	1
Sr. Animal Control Officer	0	0	0
Animal Control Officer	0	0	0
Sheriff Services Technician	3	2	1
Sheriff-Coroner	1	0	1
Sheriff's Evidence Technician	1	0	1
Sheriff Evidence Supervisor	1	0	1
Public Safety Dispatcher	11	1	10
Public Safety Dispatcher Supervisor	2	0	2
Sheriff's Technology Specialist	1	0	1
Community Services Officer	1	0	1
<b>Subtotal</b>	<b>105</b>	<b>9</b>	<b>100</b>

\*(1) filled UNALLOCATED Sgt. Position 1831

\*\*\*(1) filled UNALLOCATED Capt. position 2124

<b>2010 - Sheriff's Allocations</b>			
<b>Field Operations</b>	<b>Allocations</b>	<b>Vacancies</b>	<b>Filled</b>
Deputy Sheriff Coroner II	49	3	46
*Sheriff's Sergeant	15	1	15
Sheriff's Lieutenants	5	2	6
Sheriff's Captains	2	0	2
Staff Assistants	7	1	6
Office Services Supervisor	1	0	1
Computer Operations Manager	1	0	1
Account Specialist	1	0	1
Account Specialist Supervisor	1	0	1
Admin Services Manager	1	0	1
Admin Secretary	1	0	1
Sr. Animal Control Officer	2	1	1
Animal Control Officer	2	1	1
Sheriff Services Technician	3	2	1
Sheriff-Coroner	1	0	1
Sheriff's Evidence Technician	1	0	1
Sheriff Evidence Supervisor	1	0	1
Public Safety Dispatcher	11	1	10
Public Safety Dispatcher Supervisor	2	0	2
Dept. IT Coordinator	1	0	1
Community Services Officer	1	1	0
<b>Subtotal</b>	<b>109</b>	<b>13</b>	<b>100</b>

\*(1) filled UNALLOCATED Sgt. Position 1831

<b>2011 - Sheriff's Allocations</b>
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<b>Field Operations</b>	<b>Allocations</b>	<b>Vacancies</b>	<b>Filled</b>
Deputy Sheriff Coroner II	54	8	46
*Sheriff's Sergeant	15	1	16
Sheriff's Lieutenants	5	3	2
Sheriff's Captains	2	1	1
Staff Assistants	7	1	6
Office Services Supervisor	1	1	0
Computer Operations Manager	1	0	1
Account Specialist	1	0	1
Account Specialist Supervisor	1	1	0
Admin Services Manager	1	0	1
Admin Secretary	1	0	1
Sr. Animal Control Officer	2	1	1
Animal Control Officer	2	1	1
Sheriff Services Technician	3	2	1
Sheriff-Coroner	1	0	1
Sheriff's Evidence Technician	1	0	1
Sheriff Evidence Supervisor	1	0	1
Public Safety Dispatcher	10	1	9
Public Safety Dispatcher Supervisor	2	0	2
Sheriff's Technology Specialist	1	0	1
**Community Services Officer	1	1	0
<b>Subtotal</b>	<b>113</b>	<b>22</b>	<b>93</b>
<b>Corrections</b>	<b>Allocations</b>	<b>Vacancies</b>	<b>Filled</b>
Corrections Deputy	43	7	36
Corrections Sergeant	9	3	6
Corrections Lieutenant	3	2	1
Corrections Captain	1	0	1
Account Specialist	1	0	1
Staff Assitants	1	0	1
Sheriff Services Technician	5	3	2
Laundry Coordinator	1	1	0
Cook	2	0	2
Head Cook	1	0	1
Inmate Services Coordinator	1	0	1
<b>Subtotal</b>	<b>68</b>	<b>16</b>	<b>52</b>
<b>Totals</b>	<b>181</b>	<b>38</b>	<b>145</b>

\*Pos. 0281 Is a filled UNALLOCATED Sgt.

\*Pos. 1831 Is a filled UNALLOCATED Sgt.

\*\*There is (1) CSO FTE not depicted