

Public Safety Blueprint Study

REDDING AND SHASTA COUNTY, CALIFORNIA

FINAL REPORT

matrix 
consulting group

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1. Introduction and Executive Summary

The Matrix Consulting Group was retained by the City of Redding and Shasta County to develop a “Public Safety Blueprint Study”. The report, which follows, presents the results of the study. This study was designed to provide an overall strategy for the City’s and Shasta County’s public safety needs now and over the next few years. This Blueprint Study directly includes the Redding Police Department, the Redding Fire Department and the Shasta County Jail. However, this study also encompasses the justice and health and human services agencies interact. The project team has assembled this final report, which summarizes our findings, conclusions and recommendations.

1. STUDY BACKGROUND AND SCOPE OF WORK

In this study, Redding and Shasta County took an unusual step – in conjunction with their regional partners, they wished to understand, anticipate and plan for change and the impacts of change on their public safety and justice services. The ‘Blueprint’ for the future that the City and its County partners wanted, grew out of the following contexts:

- While economic activity is increasing, citizens expect services that exceed that rate of growth.
- The reality or fear of crime has citizens demanding that public safety be among the highest priorities for government to provide.
- The desire to develop a growing economy, making the area a regional focus.
- The synergy between safety and growth are closely tied together – there are expectations that safety, transportation, programs and services are in place.
- The City of Redding, other cities in the County, and Shasta County itself, have

recognized that neither the problems nor their solutions lie in one jurisdiction – they are linked and being impacted by each other.

As the City and County recover and grow in the next few years, citizens expect that critical public safety and related health and justice resources be delivered in an efficient and cost effective manner. This foundation can be utilized to develop prioritized services and resources in the future as revenue increases from current levels. The scope of work then, for this study included:

- Development of a plan for the Redding Police Department which addresses all resource needs – staff, equipment and facilities.
- Development of a plan for the Redding Fire Department which addresses all resource needs – staff, equipment and facilities.
- Identifying coordination points and issues between public safety departments in Redding with other service delivery functions in the City (e.g., recreation, City Attorney, Code Enforcement, etc.).
- Identifying coordination points and issues between public safety departments in Redding with other health and human service and justice system functions in the County, including not-for-profit agencies (e.g., programs directed to the homeless, the mentally ill and individuals with substance abuse problems).
- Development of an assessment of the use of jail beds in the County detention system versus the use of pre-trial and sentencing alternatives to incarceration. Expansion of alternatives to incarceration is critical so that extensive expansion of the detention system can be avoided.

These ‘blueprints’ for public safety are targeted for a 10 year planning horizon, together with projected costs and implementation steps. Alternative implementation scenarios are anticipated based on revenue availability during the period.

2. PROJECT METHODOLOGIES

In this Blueprint Study, the Matrix Consulting Group’s project team utilized a wide variety of data collection and analytical techniques. The project team conducted the following data collection and analytical activities:

- **Developed an initial understanding of the key public safety issues impacting the City of Redding and Shasta County.** The Matrix Consulting Group began the project by conducting interviews with members of the City Council and County Board of Supervisors, City and County management and public safety managers and staff. These interviews provided the project team with the history and context of the project.
- **Developed an understanding of the wider context of ‘public safety’ issues in the City and County** by interviewing representatives from the County’s Health and Human Services Department, other justice system agencies (e.g., District Attorney, Public Defender, Probation and other police departments) in the County as well as other stakeholders (e.g., school district representatives) and not-for profit agencies providing services in the region.
- **Developed a Profile of public safety services in the City as well as the detention system in the County.** The Matrix Consulting Group conducted interviews with public safety staff and collected various data to document the current organization of services, budgets, workload data, management systems, etc. This profile document was utilized as a “base” point for the Blueprint Study, the “as is” state of public safety services in Redding and Shasta County. The Profile is included as an Appendix to this report.
- **Provided an opportunity for employee input.** In addition to the many interviews conducted, the Matrix Consulting Group administered an employee survey for the Redding Police and Fire Departments as well as staff in the Sheriff’s Office Custody Division. This survey asked employees to evaluate a variety of statements regarding the overall operations of public safety services and to identify constraints they faced as well as improvement opportunities. The Employee Survey Results are also included as an Appendix to this report.
- **Identified key strengths and opportunities for improvement in each public safety function.** The ‘best management practices’ included comparisons to industry standards developed by professional organizations, such as the American Correctional Association and the International Association of Chiefs of Police. Additionally, the project team utilized the Matrix Consulting Group’s library of best practices developed by the firm while conducting hundreds of public safety management studies in California and throughout the country. The Best Management Practices document is included as an Appendix to this report.
- **Conduct further analysis of issues identified and summarize analysis in the project report.** Based on initial findings developed in the best practices assessment, the project team evaluated additional data, analyzed issues and alternatives, resulting in recommendations for management, service delivery, organization and staffing, which would meet the needs for citizens and businesses in Redding and Shasta County.

A study of this magnitude could not have been conducted in a vacuum. There were frequent consultant / study committee meetings tied to the deliverables described above. Through the interactive process, the project’s evolution from facts to issues to the Blueprint itself were reviewed with the City and County.

3. EXECUTIVE SUMMARY

This project has organized the analysis and recommended steps for the City’s Police and Fire Departments to take in addition to the Custody Division within the Shasta County Sheriff’s Office. These recommendations include partnering with health and human services agencies in the County in addition to improving the inter-relationships among justice agencies in the County. In each functional area the Blueprint is broken down into “Strategic Focus Areas” which include:

- Enhancing public safety
- Partnering with other agencies
- Efficiency and effectiveness in service delivery
- Human capital
- Facilities and equipment

Within each Strategic Focus Area are included several Public Safety Goals which are appropriate for each Area and each public safety function. The analysis provides assessments for short term, immediate improvements within existing financial resources as well as longer range choices which the City and the County have for Public Safety as additional revenue is available. The distinction between the short term and long range opportunities are explained below:

- **Short Term Recommendations** – The short term recommendations provide analyses of the ‘best use’ of existing resources, steps that can be taken now

without significant or any additional resources. Often relating to deployments and management, these recommended changes can improve service delivery or efficiency within one year. As a result, recommendations are shown by:

- Department
 - Strategic Focus Area
 - Public Safety Goals
 - Steps to take to address issues identified
 - Cost impacts associated with implementation
- **Longer Range Choices** – The report also addresses longer range public safety needs as they relate to each of the Strategic Focus Areas, *if and as additional financial resources are available* – for example, through a sales tax over-ride or organic growth in existing revenue sources. The ‘projections’, then, are not time specific but based on revenue availability which could occur in any timeframe. Projections are provided and prioritized as follows:
 - Tier 1 – Prioritized recommendations if up to an additional \$5m in revenue is obtained through organic revenue growth or through the implementation of new revenue sources (such as a sales tax augmentation).
 - Tier 2 – Prioritized recommendations if up to an additional \$10m in revenue is obtained.
 - Tier 3 – Prioritized recommendations if up to an additional \$15m in revenue is obtained.
 - Tier 4 – Prioritized recommendations if up to an additional \$20m in revenue is obtained.
 - Tier 5 – Prioritized recommendations if up to an additional \$25m in revenue is obtained.

The short and long range recommendations together provide Redding and Shasta County with a prioritized Public Safety plan.

As the reader reviews this Blueprint for Public Safety, there are several summary or ‘high level’ findings that permeate this analysis and are consistent themes in the report. These include the following:

- Redding is addressing a problem with major crime trends – in comparison with other communities its size in California (between 80,000 – 110,000), its violent and property crime rates are high.

- Public safety levels of service possible at current funding and staffing levels are more reactive than proactive. This affects problem solving and planning service needs in a very significant way.
- While the City, the County and service organization in the community have cooperated on many overlapping efforts, there is the need to examine new ways to plan, evaluate and coordinate services in the City and the County.
- New ways to interact with “displaced individuals” (e.g., the homeless and mentally ill populations) need to be found that rely less on generalized enforcement and more synthetically to include programs and support.
- While evolving to a more proactive public safety approach is not possible until additional resources are secured, there is much that the City and the County can do to improve the efficiency and effectiveness of current services through:
 - Redeployments and scheduling changes
 - Prioritization of workloads
 - Improvements in work practices leading to enhanced use of staff
 - Planned improvements in technology
- However, in the final analysis, the improvements needed to be more proactive toward problem solving will require additional resources. The Matrix Consulting Group project team have identified approximately \$20 million in new program initiatives, staffing, facilities and equipment that can only be realized through new revenue. However, it is unlikely that organic revenue growth can meet the needs for these new initiatives. As a result, new revenue sources will be required, such as a sales tax over-ride.

While this Public Safety Blueprint represents an important foundation, there are further master planning efforts strongly suggested that involve key community service partners beyond police, fire and sheriff.

The tables, which follow, present summaries of the recommendations contained in this report. The summaries of the report are displayed in two ways – (1) short term recommendations to address immediate needs and the best use of existing resources and (2) longer range choices for the City and the County to take if and when additional revenues are available. These summaries include:

Summary of Short Term Recommendations / Best Use of Existing Resources

1. Redding Police Department

Strategic Focus Area	Service Goal	Recommended Outcomes	Cost Impacts
Enhancing Public Safety	To have defining principles in place to serve the community – mission, vision, goals and objectives as well as to address crime concerns.	Update the action plan memo, outlining the strategic direction of the department, including how the department will meet its goals and objectives.	None
	To involve the community in assisting law enforcement to address crime and service issues.	Engage in additional partnerships with community groups in outreach efforts to the community, particularly with those focusing on topics outside of enforcement and/or crime awareness issues.	None
	To develop clear performance reporting to the community on efforts to address law enforcement issues.	Report measurable service goals and performance through the RPD Facebook page on a quarterly basis. Convert the part-time crime statistician into a full-time crime analyst position. Continue the practice of reporting crime statistics on the RPD website, as well as basic crime analysis products.	\$20,000
Partnering with Justice, Health and Human Services Agencies	To develop a plan with the community, other justice system agencies, human service agencies and private not-for-profit agencies to coordinate efforts toward an integrated approach to dealing with ‘displaced people’.	Within the Department, a more balanced approach to the homeless and displaced individuals is called for in which enforcement is complemented by support. The development of the Plan is addressed as a long term, ‘Tier’ need; a short term need is officer training.	\$10,000

Strategic Focus Area	Service Goal	Recommended Outcomes	Cost Impacts
Efficiency and Effectiveness of Field Services	To ensure that the Department has adequate personnel to meet service goals and objectives.	During this study, patrol has functioned with an unusual number of vacant positions (because of turnover, disability, etc.), resulting in sometimes over 10 vacant positions. With new positions being filled, more normal availability and patrol capability is resulting.	None
	To ensure that field personnel are accountable for achieving community policing goals.	Develop a more formalized approach allowing sergeants to hold officers accountable for proactive time.	None
	To have a clear plan for the deployment of field services personnel that incorporates and facilitates community and proactive policing elements.	<p>Further improvements can be made to patrol proactivity capabilities by implementing a more efficient and effective deployment schedule as well as using alternative response techniques. Various alternatives are examined including revised 12 hour and 10 hour shifts.</p> <p>Once vacancies are filled, recreate a Special Enforcement Team to increase proactive capabilities within the Investigations.</p>	Depends on the shift schedule selected
Efficiency and Effectiveness of Investigative Services	To have a strategy for crime reduction which focuses on solving cases and proactively addressing problems in the community.	Integrate crime analysis functions into a SARA (scanning, analysis, response, and assessment) process for guiding the direction of proactive enforcement units.	None

Strategic Focus Area	Service Goal	Recommended Outcomes	Cost Impacts
	To ensure that investigative supervisors hold detectives accountable for their performance in solving cases.	<p>Develop formalized case management standards and practices to be used throughout all investigative units, both initially to address existing deficiencies, as well as a long-term approach under the new RMS system.</p> <p>Resolve the issues creating a length records process to reduce the amount of time it takes for investigators to be assigned cases after the initial incident.</p>	None
Efficiency and Effectiveness of Administrative Business Practices	To ensure the people who come into contact with the RPD are dealt with fairly and appropriately in the field or at the counter.	The department should track the number of complaints made by type on an annual basis and report those statistics to the public.	None
	To ensure that the business practices themselves are efficient.	Upon implementation of the new records management system, fully transition to the practice of officers completing most reports in the field through other means than dictation.	Depends on technology solutions
Human Resources and Employee Support	To have succession and employee mentoring programs in place.	Establish a formalized mentoring and succession program for new hires and employees in new roles.	None
	To ensure that employees are appropriately compensated.	Continue conducting exit interviews with employees.	None
Facilities and Equipment	To ensure that Police Officers have vehicles which function properly.	Continue efforts with the City to develop an appropriate vehicle replacement plan.	Depends on the results
	To maximize the use of grant opportunities to support equipment needs.	The management analyst should develop quarterly reports summarizing grant application opportunities to encourage dialogue regarding grants.	None

2. Shasta County Sheriff’s Office Custody Division

Strategic Focus Area	Service Goal	Recommended Outcomes	Cost Impacts
Enhancing Public Safety	To have defining principles in place to provide safe and effective detention services – mission, vision, goals and objectives.	<p>The Custody Division should create a mission, vision, goals and objectives consistent with best-practice Performance Management techniques.</p> <p>The County / City and other stakeholders should develop a thorough criminal justice system master plan with comprehensive sections dedicated to custody services.</p>	Master Plan costs in Tiered cost projections
	To develop custody performance reporting to public safety partners on inmate population management.	CCP participants should agree on which custody-related performance indicators would be valuable to public safety partners.	None
Partnering with Justice, Health & Human Service Agencies	To develop a plan with human service agencies and not-for-profit agencies which impact in-facility programs.	Fully formalize an approach to assessing in-custody incarcerates based on a comprehensive approach to addressing risks and criminogenic needs	None
	To develop a plan with human service agencies and not-for-profit agencies which impact out-of-custody programs.	The expanding use of and partnership with community-based organizations in the delivery of alternatives to positively impact recidivist behavior.	None
	To develop regular periodic reports and meetings to review the successes and improvement needs from partnering.	Implementation of SARA-based problem solving and reporting.	None
Efficiency and Effectiveness of Custody Staffing and Operations	To ensure the people booked into custody are dealt with safely, fairly and appropriately.	Maintain existing authorized staffing levels in the intake / booking / classification / release area. Continue to expedite recruitment to fill vacancies in these areas.	None

Strategic Focus Area	Service Goal	Recommended Outcomes	Cost Impacts
	To ensure the fixed post staffing plan is efficient and effective	As additional funding becomes available through a special tax or sales tax override measure, fixed-post staffing at the housing levels should be increased during Night Shift to include a PSSO or equivalent position for each level's control panel.	Depends on future funding
	To ensure that the Custody Division has adequate personnel to meet service goals and objectives.	Continue to monitor the safety and security of Custody Division personnel and inmates; continue to review injuries, accidents and incidents from a lessons learned perspective. Perform an internal risk assessment determining the maximum level of overtime desired in the Custody Division.	Depends
Efficiency and Effectiveness of Jail Support Services	To ensure that Custody Division staff are supported efficiently and accurately.	Using the California Department of Corrections and Rehabilitation Inmate Classification Score System (ICSS) as a framework for development of an internal classification system, devise a comprehensive classification program that employs additional and fully formalized risk assessment strategies.	None
Human Resources and Employee Support	To ensure the Custody Division retains employees.	As part of the annual performance review process, a component of that review should include a discussion of desired / necessary training for the upcoming year. Develop an employee succession plan.	None
	To ensure that employees are appropriately compensated.	Conduct detailed compensation surveys at least every five years.	Est. at \$5,000

Strategic Focus Area	Service Goal	Recommended Outcomes	Cost Impacts
<p>Facilities and Equipment</p>	<p>To ensure that the County has adequate facilities for inmates in custody according to State standards, criminal justice, law enforcement and community safety needs.</p>	<p>As additional funds are available, revisit the decision to expand the Adult Rehabilitation Center currently planned for Breslauer Lane beyond 64 beds.</p> <p>As part of this assessment, further explore the feasibility of a County Work Camp for lower risk inmates.</p> <p>Revisit the County’s Community Corrections Action Plan report published in 2000 and formally determine the outcome of each of the recommendations, describing any impediments to present-day resolution.</p>	<p>As additional funds are available</p>
	<p>To ensure the Department has appropriate health and safety equipment for staff and inmates.</p>	<p>Deploy CERT personnel with perishable equipment and deploy for four (4) fully trained personnel on on each shift.</p>	<p>\$60,000</p>

3. Redding Fire Department

Strategic Focus Area	Service Goal	Recommended Outcomes	Cost Impacts
Enhancing Public Safety	To have defining principles in place to provide safe and effective fire and rescue services – mission, vision, goals and objectives.	Form an internal committee to devise and ensure the current mission is appropriate and develop a vision statement and specific goals and objectives consistent with best-practice.	None
	To develop a plan to address emergency services in the community. Involving the community while developing the plan.	Schedule community meetings as part of the strategic planning process to ensure established goals and priorities are consistent with community expectations	None
	To develop clear performance reporting to the community on emergency services.	Develop a process for reporting departmental performance on a quarterly basis to the public.	None
Efficiency and Effectiveness of Field Operations	To have a clear plan to achieve an appropriate level of service and report back on performance.	Develop response zones and expand travel time goals to include suburban and rural areas.	None
	To ensure the response system and operating policies protect the safety of fire personnel at incident scenes.	Conduct periodic analysis of the community risks and incidents types to ensure response policies adequately address the safety needs of emergency responders.	None
	To ensure the Department has adequate personnel to meet service goals and objectives.	Conduct a risk hazard analysis of the community and service areas and develop specific pre-incident plans for the identified high-risk hazards.	None
	To have cooperative agreements in place with neighboring agencies to increase resources at major fire scenes.	Seek opportunities to expand the use of CAL FIRE resources and explore opportunities to develop agreements with Shasta Lake and Anderson Fire Protection Districts.	None

Strategic Focus Area	Service Goal	Recommended Outcomes	Cost Impacts
Efficiency and Effectiveness of Fire Prevention Services	To ensure codes and ordinances are in place to maximize community safety.	Continue the process of using the Fire Marshal to review and recommend Fire Code adoption and using a plans examiner in the Building Department to handle the review of Fire Life Safety Codes.	None
	To ensure that mandated inspections are performed on time and in depth.	Develop a community risk hazard analysis document to record the fire and non-fire risks in the service area.	None
	To perform discretionary / non-mandated inspections to promote community safety	Expand the company inspection program to ensure all commercial occupancies with life safety systems are inspected on a 3 year cycle at a minimum. Implement a self-inspection program for general office and low risk occupancies.	None None
	To educate the community on how they can protect themselves.	Task a current RFD employee with the responsibility of analyzing the causes of fires and serious injuries and developing appropriate public education materials for identified target audiences.	None
Administrative Business Practices	To ensure citizens are dealt with appropriately	Designate a single point of contact for handling media relations in the RFD. Train a current employee to serve as the agency webmaster and task the person with ensuring the website remains current.	\$1,500 for training \$500 for training
	To ensure that Department staff are supported efficiently and accurately.	Develop a process to work with SHASCOM to ensure call times are accurate to allow continual monitoring of RFD performance.	None

Strategic Focus Area	Service Goal	Recommended Outcomes	Cost Impacts
	To utilize technology, where appropriate and cost effective, to support citizens and Department personnel.	Work with SHASCOM on the selection of the new CAD to ensure it will interface with the current RFD records management system	None
Human Resources and Employee Support	To have programs in place to retain employees in the Department through career development and training.	Develop a process to ensure a minimum of 2 multi-company training drills are conducted with Shasta County Fire (CAL FIRE) annually.	None
	To have succession and employee mentoring programs in place for the long-term health of the Department.	Develop an internal mentoring program for newly promoted supervisors	None
Facilities and Equipment	To ensure that the Department has adequately placed facilities to perform their roles in fire and emergency services.	<p>Periodically evaluate the fire station network utilizing in-house GIS staff to ensure response time goals can be met as the City develops.</p> <p>Continually monitor workloads to determine when thresholds for additional emergency response resources are needed.</p>	<p>None</p> <p>None</p>

Summary of Long Term Recommendations / As Additional Revenue Becomes Available¹

Social Support Issues

	Tier 0 Current	Tier 1 +Up to \$5m	Tier 2 +Up to \$10m	Tier 3 +Up to \$15m	Tier 4 +Up to \$20m	Tier 5 +Up to \$25m
1. Inter-Agency Master Plan and Coordination						
– Master Plan development		150,000				
– Mental Health Stabilization Center						2,000,000
– Public amenities for the homeless			500,000			
Subtotal – Social Services						
One Time	–	\$150,000	\$500,000	–	–	–
Annual	–	–	–	–	–	\$2,000,000

Police

Programmatic Opportunities	Tier 0 Current	Tier 1 +Up to \$5m	Tier 2 +Up to \$10m	Tier 3 +Up to \$15m	Tier 4 +Up to \$20m	Tier 5 +Up to \$25m
1. Inter-Agency Master Plan and Coordination						
– Sergeant for inter-agency coordination		191,095				
– Officer training		10,000				
2. Create the Special Enforcement Team						
– Tier 0: Move 1 Sgt., 1 Cpl., 1 Ofc. from patrol after vacancies improve						
– Tier 4: One additional officer					155,124	
– Tier 5: One additional officer						155,124
– Increase the Crime Analyst to full time	20,000					

¹ In constant 2015 dollars with one time costs shown in a blue font. Operating and capital costs are summarized separately at the end of the table.

	Tier 0 Current	Tier 1 +Up to \$5m	Tier 2 +Up to \$10m	Tier 3 +Up to \$15m	Tier 4 +Up to \$20m	Tier 5 +Up to \$25m
Programmatic Opportunities						
3. Create the Community Response Team	–	308,436	97,500	97,500	–	–
– Tier 1: Two additional CSOs and one new CSO Supervisor position, as well as the transfer of two existing CSOs						
– Tier 2: One additional CSO						
– Tier 3: One additional CSO						
4. Optional Dictation Software for Patrol						
– Following implementation of new RMS system, select a dictation software vendor		25,000				
– Purchase licenses only for patrol officers that will have difficulty completing reports in MDTs in a timely manner						
5. Feasibility of a 12-hour shift schedule		285,116				
– Estimates presented in this table assume that a 42-hour workweek is negotiated, with all hours at straight pay						
– Alternatively, if a 42-hour workweek is negotiated with the two additional hours representing built-in overtime, the cost would be an estimated \$427,574 per year						
– Alternatively, a 10-hour shift schedule can be implemented at no additional cost, significantly improving the distribution of proactive capabilities throughout the day in comparison with the current 10/12 hybrid.						

Programmatic Opportunities	Tier 0 Current	Tier 1 +Up to \$5m	Tier 2 +Up to \$10m	Tier 3 +Up to \$15m	Tier 4 +Up to \$20m	Tier 5 +Up to \$25m
6. Augment Proactive Investigative Abilities						
Create a Special Investigations Unit to augment proactive investigations involving ‘organized crime’ in the community (e.g., vice, narcotics, human trafficking, etc.). Add a Sergeant and three (3) Detectives.					656,467	
Create a Youth and Family Services Unit to augment current staff – add a Sergeant, Detective and two (2) CSOs.						443,719
Subtotal – Police						
One Time	–	\$25,000	–	–	–	–
Annual	\$640,496	\$1,140,872	97,500	\$753,969	\$966,715	\$753,967

Jail

Programmatic Opportunities	Tier 0 Current	Tier 1 +Up to \$5m	Tier 2 +Up to \$10m	Tier 3 +Up to \$15m	Tier 4 +Up to \$20m	Tier 5 +Up to \$25m
1. Develop a County Justice Master Plan		300,000				
2. Expand ARC to 96-bed facility	–	2,800,000	–	–	–	–
Additional Operating Costs		345,000				
3. Expand ARC to 128-bed facility	–	–	2,200,000	–	–	–
Additional Operating Costs			345,000			
4. Increase PSSO control panel staff	–	260,000	–	–	–	–

Programmatic Opportunities	Tier 0 Current	Tier 1 +Up to \$5m	Tier 2 +Up to \$10m	Tier 3 +Up to \$15m	Tier 4 +Up to \$20m	Tier 5 +Up to \$25m
5. Increase night shift housing CD staff	–	225,000		–	–	–
6. Increase Jail Alternatives and • Enhanced Electronic Monitoring • Electronic Monitoring Stipend • Homeless Court at Good News • Community Corrections Advisory Board Inmate Industries Business Plan • Sobering Center	–	15,000 65,000 5,000	200,000 50,000	200,000 375,000	200,000	200,000
7. Equip Special Response Team (SRT)	–	60,000	–	–	–	–
Subtotal – Jail						
One Time	–	\$3,120,000	\$2,250,000			
Annual	–	\$955,000	\$545,000	\$575,000	\$200,000	\$200,000

Fire

Programmatic Opportunities	Tier 0 Current	Tier 1 +Up to \$5m	Tier 2 +Up to \$10m	Tier 3 +Up to \$15m	Tier 4 +Up to \$20m	Tier 5 +Up to \$25m
1. Three-person Engine Companies	–	606,938	–	–	–	–
2. Four-person Truck Companies	–	–	278,094			
3. Four-person Engine Companies	–	–	–	–	–	2,224,752
4. Staffing 2 Wildland Engines in Fire Season	–	–	–	–	427,161	–
5. Add 2 EMS quick response	–	–	–	–	1,112,376 600,000	–
6. Add a Fire Inspector			82,890			

Programmatic Opportunities	Tier 0 Current	Tier 1 +Up to \$5m	Tier 2 +Up to \$10m	Tier 3 +Up to \$15m	Tier 4 +Up to \$20m	Tier 5 +Up to \$25m
Subtotal – Fire						
One Time	–	–	–	–	\$600,000	–
Annual	–	\$606,938	\$360,984	–	\$1,539,537	\$2,224,752
TOTAL – ALL AGENCIES	Tier 0	Tier 1	Tier 2	Tier 3	Tier 4	Tier 5
Total One-Time Costs	–	3,295,000	2,750,000	–	600,000	–
Total Annual Costs	640,496	2,702,804	1,003,484	1,328,969	2,706,252	5,178,719
Total All Costs	640,496	5,997,804	3,753,484	1,328,969	3,306,252	5,178,719

2. A Plan to Improve Social Support in Redding and Shasta County

During this project it was clear that many of the ‘strategic service issues’ and assessment of service delivery in law enforcement and in the justice system involved homeless and other ‘displaced’ populations. Many of these issues clearly involved public safety and are covered elsewhere in this report. However, many overlap with public safety, contribute to or are impacted by public safety and justice approaches. As a result, the project team has attempted to deal with many of these issues in a leading chapter of this Public Safety Blueprint. The intent is not to develop a comprehensive master plan or assessment of these issues and the Health and Human Services Department in Shasta County, but to address the issues which overlap with law enforcement and justice agencies in Redding and Shasta County.

Strategic Focus Area – Partnering Among Community, Law Enforcement, Justice, Health & Human Service Agencies

Communities throughout the country are grappling with issues surrounding homelessness, mental illness and substance abuse which today are often interconnected and even causative. Issues arising from criminality in these populations is only one focus. In the 2014 Annual Homeless Assessment Report conducted by the U.S. Department of Housing and Urban Development, a study was conducted utilizing Point-in-Time (PIT) estimates of both sheltered and unsheltered homeless populations from a single night in late January. In the United States there was an estimate of 578,424 individuals that were homeless, which accounts for 0.18% of the total population. California alone accounts for 113,952 (19.7%) homeless individuals of the total homeless population of the United States. Of the total homeless population in California, 71,437 (62.7%) were unsheltered.

In America today, social, health and economic issues have become law enforcement and justice issues. “Displaced people” encompass a wide range of conditions which are often interlinked – victims of crimes themselves, homelessness, mental health and substance abuse. Various studies and surveys (including the City of Redding’s Action Plan from 2012) recognizes this:

- 15% – 25% of the homeless population have a mental or physical disability.
- 15% – 25% of the homeless population have substance abuse problems.
- 10% – 25% of the homeless population have fled domestic violence.

And some studies show higher linkage rates than these. These issues are not diminishing with economic recovery. The U.S. Conference of Mayors in their annual survey² of 25 American cities shows that:

- The number of homeless in surveyed cities increased by 1% in 2014 with almost half of the cities reporting an increase and almost 40% reporting the same levels as the previous year.

² *The U.S. Conference of Mayors – Hunger and Homelessness Survey: A Status Report on Hunger and Homelessness in American Cities, December 2014.*

- The number of families experiencing homelessness increased by an average of 3%.
- In 2014, the number of cities surveyed that had adopted policies to prevent homelessness or to assist people just made homeless decreased to 43% from 53%.

These issues affect the displaced individuals themselves as well as in the resident and business communities. Key components of this include:

- The homeless, mentally ill and chronic substance abusers are more like to engage in criminal activity, and are more likely be the victims of crime.
- Displaced individuals also have a negative effect on citizens' perception of the safety and overall state of their community. Homeless congregations of 'camps' make many people uncomfortable or unsafe. According to the 2014 Redding Political Action Survey conducted by the Chamber of Commerce, the local Homeless Population ranked as the third most important local issue behind unemployment and crime rate, respectively. Because homelessness negatively affects citizens' valuations of their own community, there is a strong tendency for them to view the homeless as being outsiders.
- Citizens have become frustrated, demanding that action be taken by local government to address the issue. In Redding, Measure F engendered close to the support needed to pass as largely a response to these inter-related issues.

In response to the perceptions and realities of these community problems, there has been an increase in "vagrancy laws" to deter homeless individuals from residing in public locations and public property through enacting local ordinances. Vagrancy laws can prohibit loitering, sitting, lying, sleeping, lodging, camping, begging, panhandling and food sharing. A detailed study compared 58 cities within California and vagrancy laws.³ The study provides evidence on a continued rise of vagrancy laws and citations/arrests of homeless. The table below provides a summary of these trends in California today.

³ *California's New Vagrancy Laws: The Growing Enactment and Enforcement of Anti-Homeless Laws in the Golden State*; Marina Fisher, et.al., University of California Press.

Offense Category	Offense type	U.S. Cities with Restrictions	CA Cities With Restrictions	Absolute Difference, CA vs. U.S.	Relative Difference, CA vs. U.S.
Standing, Sitting, and Resting in Public Places	Loitering in public city-wide	31%	21%	-10%	-32%
	Loitering in particular public places	48%	60%	+12%	+25%
	Sitting/lying in particular public places	44%	55%	+11%	+25%
Sleeping, Camping, and Lodging in Public Places, Including in Vehicles	Sleeping in public city-wide	16%	19%	+3%	+19%
	Sleeping in particular public places	25%	26%	+1%	+4%
	Camping in public city-wide	30%	55%	+25%	+83%
	Camping in particular public places	46%	69%	+23%	+50%
	Sleeping or lodging in vehicles	33%	74%	+41%	+124%
Begging and Panhandling	Begging in public city-wide	24%	14%	-10%	-42%
	Begging in particular public places	58%	71%	+13%	+22%
Food Sharing	Sharing food with homeless people	8%	12%	+4%	+50%

The research summarized in the table shows that in all but two categories, California cities have been more aggressive in implementing ordinances which are directed to displaced individuals. In several of these categories the difference between California cities and national ones is significant:

- California communities have been twice as likely as other US communities to ban sleeping in cars (74% of all communities surveyed in the State).
- California communities have been 50% – 83% more likely to implement anti-public camping ordinances than national ones (with 55% – 74% of communities passing such a ban).
- While only 12% of communities have implemented a ban on sharing food with the homeless this is 50% higher than the proportion of communities nationally.

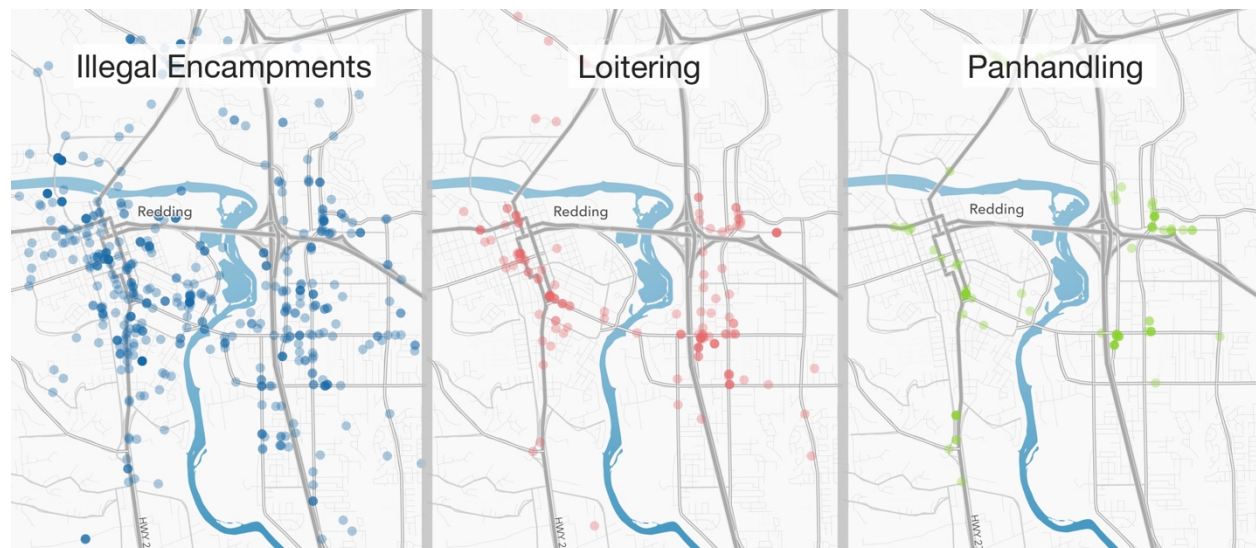
Most California communities have implemented some form of anti-loitering ordinance, including Redding. Ordinances and restrictions for the displaced have been extensive – the 58 California communities cited in the research above have generated 500 ordinances encompassing 581 specific restrictions, or 8.2 related ordinances per city (covering 10 specified restrictions).

The enforcement of such regulations, depending on the community, can consume considerable resources. While call for service and officer initiated activity data typically does not document the characteristics of a suspect (especially if not contacted at the scene), activity which is often

associated with homelessness and other displaced people represents over 25% of all activity (the categories of suspicious circumstances, various disturbances, etc).

The enforcement of 'illegal encampment' ordinances are problematic. In 2005, the Los Angeles Police Department initiated the "Safer Cities Initiative (SCI)" in efforts to clean up highly concentrated areas of crime. Under this, a sub-program called the "Main Street Project" was intended to reduce the density of the homeless encampments through fines and citations. The LAPD placed a command station, undercover vice teams and additional patrol officers dedicated to serving downtown LA. The LAPD was able to clear Skid Row homeless encampments by dispersing the homeless individuals and removing the leftover debris and was able to lower crime rates in the concentrated area of Skid Row by reallocating police resources to highly concentrated areas of crime and the homeless. However resources reallocated to the Skid Row area were not available elsewhere. While this benefits the current residents and businesses in the Skid Row area, the potential crimes and homeless individuals were dispersed elsewhere in a spillover effect.

A similar effect can be seen in the enforcement pattern in Redding. The maps shown below were developed by the project team to document the aggregation of workloads known to involve the homeless or other displaced people in the City in the last year geographically throughout the City.



As the first map shows enforced illegal encampments are distributed throughout the City, in residential and commercial areas as well as in less dense undeveloped areas of the City.

“Sit and Lie” ordinances are also proving to be problematic. As shown in the comparative research cited earlier in this section of the Public Safety Blueprint, ordinances under this rubric have been implemented by many west coast cities. Proponents argue that such ordinances are useful or necessary in keeping sidewalks free from obstruction, particularly for use by mobility-impaired persons, and that they are a useful tool in fighting undesirable behavior. Critics, on the other hand, argue that such ordinances criminalize homelessness, are prone to selective enforcement and are unnecessary, since existing, narrowly targeted laws ban the undesirable activities such as aggressive panhandling, obstruction of sidewalks, loitering, and aggressive pursuit. In some cities (e.g., Portland) these ordinances have been ruled illegal.

In what has become a vicious cycle, displacement itself has become reinforced through criminalization – ordinances targeting the homeless and enhanced through failures to appear in

court or to pay fines. Financial penalties (fines and court costs) greatly increase the barriers homeless face in obtaining permanent housing or food and other essential expenses. Bail, too, impacts the financial equation. In a recent study in New York only 15% of pre-trial detainees could meet bail levels as low as \$500.

In the United States today there has been a costly institutionalization of displaced people. The US Department of Housing and Urban Development estimates that on a national level, incarceration costs \$87 per day while supportive housing and shelters can have average daily operating costs of \$28 – \$31. The other institutional approaches are worse – medically dealing with displaced people in emergency rooms, medical or psychiatric hospitals can be 10 – 20 times the cost of incarceration.

As a result, since these are not just law enforcement issues, police departments cannot solve these issues alone. A collaborative effort needs to be developed which involve the community as well as other stakeholders – other justice system agencies, health and human services agencies and private non-profits in the community. These efforts need to include the following elements:

- Rethinking criminalization of displacement which does little more than shift problems in the short term and counter-productive in the long term.
- Utilize non-sworn personnel to handle issues associated with displaced people in a supportive approach which directs people to various resources available to support.
- The Shasta County Health and Human Services Department leading case management is an effective approach, as it provides the “hand-holding” support that is often necessary to improve long-term outcomes.
 - The utility of case management for homelessness can be compared to the effect that effective case management has on high-risk probation outcomes.
 - Although relatively cost-effective, program design is critical to the success of a case management approach.
- “Housing First” programs are an effective long range effective model but require public and financial support. There is currently a nationwide trend toward implementing these programs.
 - Many programs aimed at ending homelessness often create a series of transitional housing requirements before receiving full housing, with each step requiring various conditions and living requirements to be met.
 - Instead, Housing First programs operate under the idea that stability cannot be achieved in an individual's life until they first have stable housing.
 - However, these programs include a high initial cost and the need for public support.

Denver has implemented a Housing First set of programs with reported impacts of reducing the justice and detention costs associated with homelessness by over 70%.

An integrated strategy which recognizes that there is a large number of *people with problems* who do not always need to be dealt with as *problem people*. The approaches recommended in this report are supportive and reflect those recommended in the City's Action Plan (2013) and form the

basis of a practical plan that focuses on enforcement, where necessary, and is integrated with the other municipal, County and private-not-for-profit resources available.

Goal: To develop a plan with the community, other justice system agencies, human service agencies and private not-for-profit agencies to coordinate efforts toward an integrated approach to dealing with ‘displaced people’.

Present State:

The City of Redding and Shasta County is not immune to the issues and trends identified in the Strategic Focus Area Introduction described above. The City’s Action Plan from 2012⁴ based on a local survey of homelessness in 2008 by the Continuum of Care Council, stated that 2,128 individuals were homeless at some point in the year (22% of whom were children). 61% of those surveyed were homeless for three months or less while 12% met the Federal definition of “chronic”, being homeless for a year or more or for multiple times in four years. Moreover, contrary to some opinions, surveys show that Redding is not a magnet for homelessness – half of the homeless had lived in the County for at least 2 years and half had relatives in the County.

The current approach to homeless related issues in Redding and Shasta County is not as well coordinated as it could be and is conflicting:

- The City has used enforcement as a tool in dealing with the homeless and other displaced individuals. For example:
 - Implementation of a ‘sit and lie’ and ordinances to address ‘vagrancy’.
 - The use of patrol personnel in the enforcement of this ordinance and to eliminate illegal encampments of homeless.
 - Increasing involvement in the commitment process (in California, known as 5150’s) for individuals with various kinds of mental impairment. The table below shows how this has been increasing in just the past two years but does not include assessments without filing or less formal processes:

⁴ *City of Redding, Action Plan 2012 – 2013, Prepared for the Department of Housing and Urban Development (May 1, 2012) by the City’s Housing Division and approved by the City Council.*

Redding Police 5150s Trends

Month – Year	Monthly Counts	Quarterly Counts
Jul-13	15	
Aug-13	12	
Sep-13	30	57
Oct-13	18	
Nov-13	18	
Dec-13	19	55
Jan-14	18	
Feb-14	12	
Mar-14	21	51
Apr-14	20	
May-14	27	
Jun-14	18	65
Jul-14	20	
Aug-14	18	
Sep-14	12	50
Oct-14	14	
Nov-14	21	
Dec-14	18	53
Jan-15	22	
Feb-15	24	
Mar-15	21	67
Apr-15	27	
May-15	24	
Jun-15	N/A	N/A
Averages	20	57

- While the Redding Police Department has attempted other approaches (e.g., use of ‘homeless coupons’) these approaches are inconsistent and not always departmentally supported. In addition, the Redding Police Department has developed various internal programs (such as with the Planning Department – illegal camp abatement; Homeless Outreach Program; Bicycle Program) to address various homeless issues.
- The fear and the reality of crime caused by homeless and related populations have led to several ‘self-help’ crime watch groups in the City (e.g. the Merchants Crime Watch) and groups with a goal of educating the public and assisting victims of crime (e.g., the Northern California Anti-Trafficking Coalition).
- Other municipal and functions also contribute to this. Utility shut offs for non-payment, for example, can contribute to this because of the difficulty in being able to rent subsequent housing once this has happened.

- The County’s Health and Human Services Department has created numerous public and mental health, shelter and other forms of assistance to displaced populations in the City and the County. Examples of the rich support environment of County driven programs and services include the Step Up Program, CalWorks, Crisis Resource Center and the Shasta Interagency Mental Health Task Force. The City and County have a Homeless Continuum of Care Coordinator who is the point of contact for programs and services.
- Private not-for-profits offer a wide range of programs and services to people in crisis, transitional status and other problems. Examples of the rich support environment in Redding and Shasta County include such entities as the Good News Rescue Mission, One Safe Place, Visions of the Cross and Empire Recovery. The Redding Police Department has partnered with some of these programs on a consistent basis (e.g., One Safe Place) but inconsistently with others (e.g., Empire Recovery).
- County justice agencies also operate many programs having an impact on displaced individuals, including the implementation or interest in drug courts, mental health courts and homeless or behavioral court. Law enforcement and justice system agencies do meet regularly to discuss law enforcement and other issue areas of mutual interest.

In spite of several programs and services in place to serve displaced persons in the City and County sometimes agencies are directed at cross purposes.

Strengths:

Shasta County has many effective programs in place led or supplemented by private not-for-profit agencies. The County’s Continuum of Care provides an umbrella for these and additional programs and services and the efficient and effective allocation of resources. Other examples include the 501(c)3 Good News Rescue Mission that provides a host of services to include Job Training and Academic Center, New Life Recovery Program, Resource Center, and more common services such as temporary shelter, food and medical services. These are provided under the framework of an advanced needs assessment screening and case management process designed to break the cycle of poverty.

Improvement Needs:

In spite of several efforts to define and address these issues in Redding and Shasta County, most notably, the City of Redding’s Action Plan from 2012 and other County efforts, agreement on the problems let alone the solutions is not in place. Redding and Shasta County need to develop a more coordinated strategy of enforcement and programs / services, where each is appropriate. The prioritized strategies arising from this process need to be supported by the stakeholders to the process, including financially. These and successful programs implemented by other agencies in California and elsewhere around the country include the following:

Recommended Outcomes:

1. The City of Redding and Shasta County together with other justice agencies, health and human services agencies, not-for-profit agencies and community activist partners should revisit the processes utilized in the 2011 – 2012 Action Plan and develop a comprehensive and coordinated inter-agency master plan for the effective and most appropriate set of strategies for a regional set of issues.
2. The City of Redding and Shasta County need to support, fund and develop the programs and services arising from the inter-agency master planning process that best meets the needs of stakeholders.

Implementation Strategy and Resource Requirements

Facilitated by a joint City and County Community Partnership Committee, a Master Plan for Displaced Persons should be developed. The Plan would cover the continuum of system services provided from City and County stakeholders including public safety agencies, code enforcement, parks and recreation, health and human services, other justice agencies, as well as private-not-for profit stakeholders and community interest groups. The process should be structured as follows:

- Immediately obtain commitments from the Redding City Council and the Shasta County Board of Supervisors for a balanced and coordinated approach to homeless and mental health issues in the shared communities.
- Develop a stakeholder group within the City and County communities involving Police and Sheriff as well as Fire, Community Development, Parks and Recreation, Health and Human Services, District Attorney, Public Defender, Courts and Probation; as well as private-not-for profit stakeholders and community interest groups. This should be accomplished within a month of the policy commitment.
- Update the homeless survey and ‘gap’ analysis conducted in 2009 and 2010 from the Community Needs Assessment and Continuity of Care Plan as well as the resources and networking available through Project Homeless Connect, an international effort to address homelessness and homeless issues. This could take 6 – 12 months and require additional resources to develop.
- Hold a series of facilitated workshops for the development of the City and County Master Plan. This should be accomplished within 6 months of the policy commitment.
- Development of a Master Plan report for stakeholders and the community. This should be accomplished within 9 months of the policy commitment. The Master Plan should identify:
 - The populations to be served.
 - The services that can be provided with existing resources.
 - The services that can be provided with existing resources with changes.
 - The services that can be provided at various levels of additional resources.
 - A priority plan for additional resources.

The project team has conducted comparative and literature research on the various

alternative programs and services that could be developed in Redding and Shasta County.

- Development of **Displaced Individual Outreach Teams**, example of which include:
 - The Taskforce for Ending Homelessness, Inc. (a non-profit agency) has partnered with the Fort Lauderdale Police Department to form a Homeless Outreach Team to help homeless individuals get off the street. The team consists of two (2) full time dedicated Police Officers, two (2) part time Police Officers and one (1) civilian. The Outreach Team informs homeless individuals of social services available in the community and encourages the use of the services. The outreach team is partnered with local shelters to provide beds and services. The taskforce for Ending Homelessness provides a 2-hour course, "Homelessness 101" to raise police officers' awareness of the reality of homelessness, the causation and the most effective methods to address this social problem. In Broward County overall, there have been over 23,000 contacts with the homeless and placements of 11,384 people in shelters. Of critical importance is the reduction of over 2,400 arrests for 'homeless related crimes'.
 - The Pasadena Police Department and the Los Angeles County Department of Health have partnered to form the Homeless Outreach Psychiatric Evaluation (HOPE) Team. Three teams of mental health and law enforcement officials provide assistance to homeless individuals in need of mental health assessment and services. Each team consists of a Police Officer and a Civilian.
 - The Columbus, Cleveland and Cincinnati (OH) Outreach Teams build relationships with homeless individuals by visiting encampments near the river and under the bridges to assist individuals outside the service system. In Cincinnati, a part time outreach worker assists arrested panhandlers in receiving services (job placement, mental health counseling or government benefits) funded by the public sector from religious and corporate establishments. In Columbus, the Outreach Team is funded by the Downtown Business Improvement District.
- **Day Centers and Mental Health** – In Washington D.C., the Downtown Business community created and funded a Day Center for homeless people that is financed by a 1-cent tax per each square foot of property owned by a business. Day Centers around the country often work very closely with not-for-profit entities to ensure public and private agencies do not provide easily accessible duplicative services. In Redding, for example, the Good News Rescue Mission assists with medical, psychiatric, legal, employment services, housing counseling, substance abuse treatment and case management as part of the Continuum of Care philosophy. Sheriff's Offices, health and human services agencies, and local not-for-profit organizations, have explored new approaches to keeping mental health populations out of jail through Mental Health Centers which provide counselling and health services as well as ways to address mental health commitments out of custody.
- **Public Restrooms** – Often controversial and with mixed results, public restrooms have been used in many communities to reduce body waste in public places. "Portland Loo" is an example of portable facilities used by the homeless and general population. On the other hand, these facilities by their existence can result in inappropriate uses and waste in their surrounding areas. In spite of these risks, their use should be explored because human waste is inevitable and facilities can decrease it in public places. Their costs are:

- **Day Centers and Mental Health** – In Washington D.C., the Downtown Business
 - Manufacturing costs are \$57,000 but reportedly sell for \$99,000.
 - Maintenance costs are \$1,200 per month
 - They are designed to be esthetically urban.



- **Organized Encampments** – At no cost to the City or the County, temporary encampments have been set up in some communities by churches and other non-profit organizations. In Puyallup (WA), after a history of sweeps and enforcement of its anti-camping ordinance against the homeless population, the City recognized it needed to approach the issue of homelessness in a more constructive manner. Subsequent to an intensive advocacy campaign with a coalition of advocates, including the Law Center, the Puyallup City Council passed an ordinance in late 2010 that allows religious organizations to set up temporary encampments for homeless individuals, allowing these groups to fully exercise their religious beliefs in the importance of providing resources for homeless people. The encampments have a 40-person occupancy rate, and are equipped with facilities for personal hygiene and trash collection services. Residents of the encampments agree to abide by a code of conduct that prohibits drugs, alcohol, and weapons within the encampments. Due to the encampments, homeless individuals, while still in a temporary living situation, will be able to maintain a more permanent residence that promotes safety, community, and access to important social services.
- The City should rethink its ‘sit and lie’ and illegal encampment ordinances and replace them with aggressive panhandling restrictions and related approaches to dealing with homeless and other populations.
- Develop specific policies for dealing with the homeless and related populations. Survey other communities in California which have large homeless populations and have a more integrated approach to dealing with these issues (e.g., Palo Alto).

Few of these recommendations can be implemented with existing revenue support and are,

as a result, longer term recommendations associated with new revenue streams, such as, a sales tax over-ride initiative. The recommendations, below, assume new revenue streams to implement.

Cost Impacts:

The cost impacts for the implementation strategies described above include the following:

Tier 1 Recommendations

With an additional \$150,000 in one time seed or planning funds, support a Displaced Person Master Plan with City and County staff time augmented by consultant and contract staff assistance and facilitation.

Tier 3 Recommendation

With an additional \$10,000 per year and a one time cost of \$500,000 implement the following recommendation:

- Purchase five (5) public restroom facilities and locate them downtown and other areas to be determined, at a cost of \$500,000 and \$10,000 per year. Consider reducing maintenance costs by hiring the homeless to maintain them.

Tier 5 Recommendation

With an additional \$2,000,000 per year in public support create and support a Mental Health Stabilization Center in Redding to provide counseling and various health support, information and advice to individuals. The estimated cost of rent and staff time for a 7 day and 10 hour facility is \$2 million per year. Volunteers and not-for-profit agencies could supplement staff. The business community should be enlisted to support in this effort.

3. A Plan for Law Enforcement in Redding

Strategic Focus Area A

Enhancing Public Safety

To perform a high level of service, police agencies must be able to navigate through and adapt effectively to changes in the communities they serve, requiring departments to be connected to their environment, and organized around a defined set of guiding principles.

While strategic direction is critical to any organization, law enforcement agencies may benefit particularly well from establishing clear objectives and goals. Doing so in a thoughtful and strategic manner provides a basis for values-based leadership, enabling managers to justify organizational change to move the department forward based on shared ideas and beliefs. As a result, it is necessary to for the mission of the department to clearly reflect its philosophy. Michael Charles writes in Police Training:

“For a mission statement to be a successful guiding document, all decisions and actions [have] to be in sync with the mission statement, and in accord with its philosophical underpinnings.”⁵

Mission statements must be usable. Without taking the time to accurately assess the long-term vision and goals of a department, or how it perceives its role in the community, it is more difficult to communicate change, and leaders consequently have diminished ability to influence behaviors at the line level.

Goal #1:

To have defining principles in place to serve the community – mission, vision, goals and objectives.

Present State:

The department currently operates under the mission statement, “The mission of the Redding Police Department is to work in partnership with the community to protect life and property, solve neighborhood problems, and enhance the quality of life in our city.”

The goals and objectives have been outlined in an internal action plan memo authored by the Chief, which was presented to and adopted by the city council last year.

It does not appear that the goals and objectives have at this point been received throughout the organization, however. In the employee survey conducted by the project team, 49.4% of respondents disagreed with the statement “Our Department has a clear vision / direction for the future.” – more than the number of respondents that agreed.

⁵ Charles, Michael T. *Police Training: Breaking All the Rules: Implementing the Adult Education Model into Police Training*. Springfield, IL, U.S.A.: C.C. Thomas, 2000.

Strengths:

Appropriate mission statement; action plan memo provides specific steps and actionable items.

Improvement Needs:

Need for renewed public action plan that sets forth the broader vision of the department, as well as specific priorities and goals moving forward.

Recommended Outcomes:

Update the action plan memo, outlining the strategic direction of the department, including how the department will meet its goals and objectives.

Implementation Strategy and Resource Requirements

The chief should meet with command staff to develop a public strategic direction report, incorporating themes and recommendations outlined in this report. Upon completion, the report should be published to the department’s website and distributed to local media and community groups oriented around public safety issues.

Cost Impacts:

No direct costs involved, par of existing planning and operational processes.

Goal #2

To develop a plan to address crime concerns and service to the community.

Present State:

The chief meets with and reports various metrics to a number of stakeholders and community groups, such as the Redding Merchants Crime Watch.

The Course of Action Plan, a memo authored by the chief and presented to the city council, outlines several issues in the community, as well as strategies to address those issues.

Strengths:

The department actively communicates with the public on crime concerns, including direct engagement with local groups and citizens, by the chief.

Improvement Needs:

While the course of action plan developed by the chief represents a plan for the strategic direction of the department moving forward, it was presented to the city council in 2014, and is in need of an update given the changing public safety needs of the Redding community.

Recommended Outcomes:

As discussed earlier, the chief should collaborate with department leadership to develop an updated version of the action plan memo that provides a community strategic plan.

Implementation Strategy and Resource Requirements

In order to identify and assess the leading concerns within the community in preparation for the report, the department should meet with community leaders as needed. Upon completion, the plan should be distributed to the public, with annual updates being provided on the department’s progress in achieving the objectives it outlines. It is our understanding that the department has already begun this process.

Cost Impacts:

Part of existing planning and management responsibilities.

Goal #3

To involve the community in assisting law enforcement to address crime and service issues.

Present State:

The department maintains a Facebook page with a following of over 2,500 unique “Likes.” The page is used regularly to communicate with the public, with 11 separate posts being made in the month of July. Primarily, these posts are used either to issue press releases, or to update the public on pressing crime-related situations occurring in the area, often soliciting involvement from the public.



Redding Police Department

June 1 · Edited ·

Update

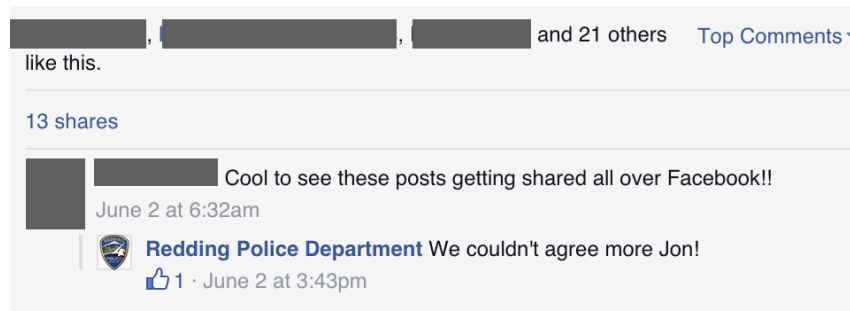
Shortly after the news release was issued, several citizens called Redding Police Investigations with the identity of the vandalism suspect from the Cascade Boulevard AM/PM.

The Facebook post displayed above also included the identity and image of the suspect, in addition to department contact information.

Informal meetings and communication are also conducted frequently with members of the public, with the chief playing a significant role in that effort.

Strengths:

The department’s active usage of social media increases public awareness awareness of crime and service issues, while also presenting an effective platform to shape the public image of the department and engage in dialogue with the community.



RPD posts are frequently re-shared and commented on by apparent members of the public.

By communicating directly with citizens over crime-related issues, the department has been effective at involving members of the public as stakeholders in the overall public safety discussion.

Improvement Needs:

Although external community groups have been involved in department outreach to the public (e.g., coordination with the organization One Safe Place), this can be improved – particularly in areas outside of enforcement/crime-related topics.

Recommended Outcomes:

Engage in additional partnerships with community groups in outreach efforts to the community, particularly with those focusing on topics outside of enforcement and/or crime awareness issues.

Implementation Strategy and Resource Requirements

Create a medium-term public outreach strategy that identifies key opportunities for partnerships with local groups supporting the community.

Cost Impacts:

Part of existing management responsibilities.

Goal #4

To develop clear performance reporting to the community on efforts to address law enforcement issues.

Present State:

The chief conducts a quarterly town hall meeting with the public, presenting various crime metrics and response time statistics, in addition to a talk on the most significant public safety issues facing the community as well as Department accomplishments and strategies.

In addition to meetings with community groups and local organizations, the department reports a number of crime statistics, proactive efforts, and strategic direction through the biennial budget.

Strengths:

The chief has made significant outreach efforts to the Redding community, including the quarterly town hall meeting presentation to the public.

Improvement Needs:

Social media is largely used for press releases and crime-related tip generation, rather than performance reporting. Given that the department maintains a relatively large presence on social media – particularly its actively maintained page with a following of over 2,500 “likes” – opportunities exist to utilize the service for that purpose.

The department began reporting detailed crime statistics on their website in mid-2014 in addition to maps detailing crime hotspots, although this practice was discontinued toward the end of the year.

Recommended Outcomes:

Report measurable service goals and performance through the RPD Facebook page on a quarterly basis.

Convert the part-time crime statistician into a full-time crime analyst position. Continue the practice of reporting crime statistics on the RPD website, as well as basic crime analysis products.

Implementation Strategy and Resource Requirements

Converting the part-time crime statistician into a full-time crime analyst will require creating a new job description that updates the expanded roles and responsibilities of the position.

Upon converting the part-time crime statistician into a full-time crime analyst position, the department should develop a template for reporting quarterly performance statistics to the public through social media.

Cost Impacts:

Time involved in reporting up-to-date crime statistics on the web would be minimal, as the framework already exists on the website.

Strategic Focus Area B

Partnering with the Community, Justice, Health & Human Service Agencies

Goal #1: To develop a plan with the community, other justice system agencies, human service agencies and private not-for-profit agencies to coordinate efforts toward an integrated approach to dealing with ‘displaced people’.

This goal was extensively discussed in the previous chapter of the Blueprint. This section will deal with the specific issues within the purview of the Police Department.

Within the police Department, a more balanced approach to the homeless and displaced individuals is called for in which enforcement is complemented by support. The Police Department is in an unusual position – Patrol staff are in the community handling community issues, of which this is one of the more significant ones in the City. As a result of these factors, the Police Department is a ‘funnel’ for services as well as enforcers of person, property, drug and other crimes. Again, the project team is not making a sociological or ethical statement on this. Rather, as a practical matter homelessness and other forms of social and economic displacement are not going away. Criminalizing homelessness through arrests and fines only makes these problems worse. As a result, the City and the Police Department need to change its focus to include the following elements:

- As discussed later in this chapter of the report, add Community Service Officer positions to work with and support displaced populations as conduits for information and services. This will also have an impact on Patrol by reducing their workloads.
- Add a Sergeant’s position to coordinate services and inter-relationships with County, State and Federal agencies as well as not-for-profits in the area and resident and business groups. The Sergeant would also work with other staff in the Police Department and sponsor training for employees to increase awareness of these issues and develop appropriate policies.
- Within the training supported in the Police Department, develop training each year on homelessness and mental health issues interfacing with law enforcement and the community.
- Develop specific policies for dealing with the homeless and related populations. Survey other communities in California which have large homeless populations and have a more integrated approach to dealing with these issues (e.g., Palo Alto).

Few of these recommendations can be implemented with existing revenue support and are, as a result, longer term recommendations associated with new revenue streams, such as, a sales tax over-ride initiative. The recommendations, below, assume new revenue streams to implement.

Cost Impacts:

The cost impacts for the implementation strategies described above include the following:

Tier 1 Recommendations

With additional resources from new revenue, implement the following recommendations:

- Create an outreach team comprised of Community Services Officers to interface with displaced individuals and provide information, support and advice. This is discussed and priced in a later section of this report, dealing with Patrol operations and resources.
- Create a new Sergeant's position to manage and coordinate the Police Department involvement with homelessness and related issues, including dealing with training, policies, oversight, grants, dealing with local, State and Federal agencies, local not-for-profit agencies and the community. The cost of this new position is approximately \$191,095 including fringe benefits.
- Expand in service training for Police Officers and Community Service Officers. Outside trainers may be needed initially at a cost of \$5,000 – \$10,000 per year.

Goal #2: To develop regular periodic reports with subsequent meetings to review the successes and improvement needs from partnering with the community, other justice system agencies, human service agencies and private not-for-profit agencies on homelessness and related issues.

Present State:

Based on interviews with managers and staff within the Police Department as well as with managers of health and human services functions in the County and private not-for-profit agencies, there are no consistently scheduled meetings among a variety of stakeholders on these issues. Bilateral meetings between the Police Department and these stakeholders are rare with some stakeholders reporting that they have never been contacted by the Police department. Reporting is usually accomplished informally internally within the Police Department and the City.

Strengths:

As noted in our interviews with staff and in the results of the employee survey, staff in the Redding Police Department are dedicated to safety in the community in its widest sense and believe that they are providing a high level of service in doing so. This commitment needs to be the basis for restructuring community policing in Redding. Greater involvement with other partners / stakeholders is an important issue in this implementation.

Improvement Needs:

Developing these critical linkages requires regular outreach and regular reporting. In Goal #1 in this Strategic Focus Area, a process for developing a Master Plan on

Displaced People in the Community was recommended. The Redding Police Department will have an important role in that. An annual report to the community will be an outcome of this process; the Police Department will have a role in that too. This should include:

- Specific goals for the Police Department's roles in the Master Plan.
- Linked objectives, strategies, measurements or methods to make the Chief and other staff accountable for developing anything concrete out of the master planning process.
- Methods to measure achievement of agreed upon objectives. There are currently no Department metrics in place to monitor achievement of these service goals or service targets at this point.

Recommended Outcomes:

The Chief of Police should assign the new Sergeant to support and develop a plan for homeless and related issues. A staff committee could be formed to assist.

A key outcome of this Plan should be the assignment of accountability to the new Sergeant, field supervisors and others of attainable objectives.

The Chief and new Sergeant should develop an annual report to stakeholders and the community, which reports back on the progress toward meeting established objectives and obtains their feedback on this as well as new initiatives.

Implementation Strategy and Resource Requirements

Task the new Sergeant's position responsible for homeless related issues to develop periodic and annual reports on the Police Department's roles and results.

Cost Impacts:

Internal costs associated with staff time associated with the new position playing the lead role in these responsibilities.

Strategic Focus Area C

Efficiency and Effectiveness of Field Services

Patrol services and its supporting functions represent the most visible part of a department. Staffed twenty-four hours a day, seven days a week, uniformed officers provide the first law enforcement response to every emergency incident and community-generated call for service that occurs within the department's jurisdiction.

Beyond these responsibilities, however, patrol services must also proactively identify, target, and work toward solving local issues in the community. By doing so, patrol units are able to make an impact within their service environment that reduces levels of crime and disorder in that area. Having the time to provide that level of service is not a luxury – for patrol staffing to be at levels that meet the needs of the community, officers and corporals must have a reasonable proportion of their time available to conduct proactive policing activities.

If the fraction of time an officer has available while on duty – after community-generated workload has been factored out of their net available time – is too low, it can be assumed that the amount of time he or she has in between responding to calls for service is too small to be proactive in any meaningful capacity.

Likewise, it is critical for proactive capabilities to be examined not just as an overall proportion, but within the context of how these capabilities vary throughout different times of the day and days of the week. Because each of the proactive capabilities in each of these specific timeframes is contingent upon the relationship between the community-generated workloads at that time, and the number of staff available *at that time*, any analysis of patrol resource allocations must equally view staffing and deployment decisions as being interconnected. In determining how best to maximize patrol resources and provide for a targeted level of service, deployment and resource management are equally important considerations to staffing levels.

In this chapter, the analysis will focus on the three elements that most significantly determine the level of service provided by a patrol force – staffing, deployment, and the supervision and management of those resources.

Goal #1:

To ensure that patrol services have the requisite personnel resources to meet service goals and objectives.

Present State:

The patrol services section of the Field Operations Division was staffed by 3 Lieutenants, 6 Sergeants, 6 Corporals, and 49 Officers at the time the field work was being conducted. In addition to these *filled* position levels, there were several vacancies and recruits in training yielding a total of 62 field staff.

To complete an analysis of the workload and staffing needs of patrol services, our project team calculated the net available work hours of patrol units, as well as their total amount of 'committed' time – representing time spent (officers and corporals) responding to community-generated calls for service. This analysis is presented in greater detail within the expanded

analysis section for the goal.

From the results of this analysis, we determined the remaining time patrol units have available to use proactively, after all community-generated workloads, administrative time, etc. have been factored out. As a result, proactivity levels identify whether current staffing levels are able to meet community-generated workloads, while also maintaining effective proactive patrol capabilities. Ideally, patrol forces should target for at least 35% - 45% of the total net available hours staffed by patrol units for proactive use.

The following table presents a summary overview of the factors involved in completing the analysis, as well as the overall proactivity of level of patrol under current staffing numbers:

Summary of Patrol Unit Workload Factors

Category	Result
Total Number of Calls for Service	55,890
Avg. Primary Unit Handling Time (minutes)	29.9
Avg. Backup Unit Handling Time (minutes)	13.6
Avg. Primary Unit Travel Time (minutes)	7.5
Total Primary Unit Handling Time Hours	27,832
Total Backup Unit Handling Time Hours	8,729
Est. Total Report Writing Hours	9,315
Est. Total Jail/Booking Hours	4,983
Combined Hours of Workload	50,859
Net Available Work Hours	77,035
Overall Proactivity Level	34.8%

Interestingly, while primary unit handling time is somewhat low, the department handles a relatively high number of calls for service per capita and number of arrests/bookings on a per capita basis.

It is important to stress, however, that proactivity is not maintained at a constant level throughout the day. Instead, it varies extensively hour-by-hour in relation to changes in community-generated call activity and the availability of staff.

Strengths:

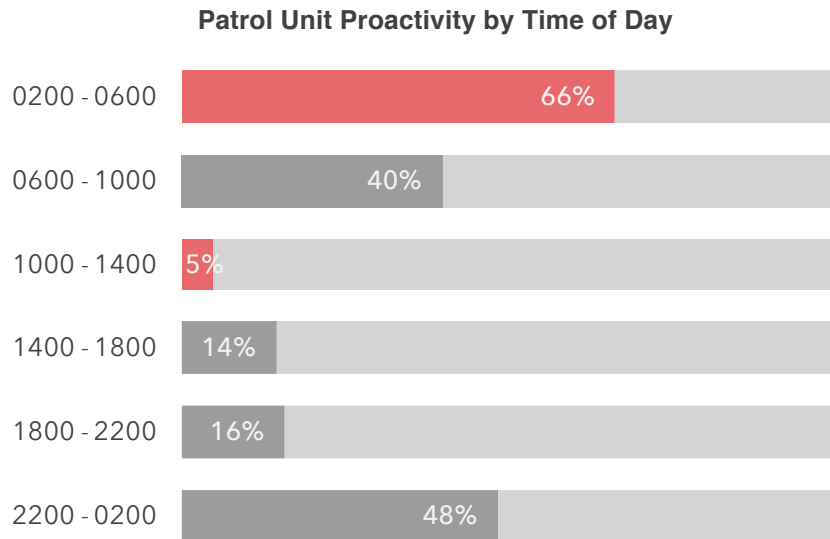
Effective patrol divisions have overall proactivity levels of least 35-45%. The patrol capabilities of the Redding Police Department fail to meet the minimum threshold of the range by a small margin.

This level of performance is particularly important given that several of the positions authorized for patrol services were unfilled or in training at the time field work was being conducted. It can be assumed that while the department stands at just below the minimum effective range for patrol proactivity, filling the positions would present a transformative effect on the proactive capabilities of the department.

Under the current shift schedule and more normal attrition, patrol services operate under an overall proactivity level of around 42.1% – within the normative effective range.

Improvement Needs:

While proactivity levels do meet the minimum of the 35-45% target range on an overall basis, this is not the case throughout much of the day, as shown in the following chart displaying proactivity levels in four-hour time blocks:



From 1000 to 2200, proactivity levels never reach above 16%, and fall as low to 5% during the late morning and early afternoon. As a result, patrol units during these times are largely unable to proactively handle issues in the community, with virtually all of their time being spent responding to calls for service.

These presents key issues regarding staffing needs, as well as how those resources are deployed.

Recommended Outcomes:

It should be noted that during much of this study period patrol has functioned with an unusual number of vacant positions (because of turnover, disability, etc.), resulting in only around 52 – 54 positions filled. With new positions being filled, more normal availability is resulting. With vacant officer positions in addition to the officers currently in training, patrol services have been operating well under their authorized strength. With these positions filled, however, staffing levels would continue to remain inadequate after accounting for future turnover projections and a goal of 40% overall proactivity.

The following table presents a summary of the analytical process used to determine patrol unit staffing needs, using the net availability of staff against community-generated workloads:

Summary of Patrol Unit Staffing Analysis

Category	Value
Annual Work Hours	2,080
Total Leave Hours	351
On-Duty Training Hours	37
On-Duty Court Time Hours	32
Administrative Time Per Shift (min)	90
Total Administrative Hours	259
Net Available Work Hours	1,401
Net Availability as % of Total	67.34%
Turnover	3.7%
Proactivity Target	40.0%
Total Officers and Corporals Needed	63

In order to achieve an overall proactivity level of at least 40% with normal turnover rates, the department requires 63 authorized officer and corporal positions, within one position of current authorized staffing levels. As part of this the four (4) recent temporary Police Officer positions in Patrol should be made permanent.

Further improvements can be made to patrol proactivity capabilities by implementing a more efficient and effective deployment schedule, which is presented later in this section.

A proactivity target of 45%, however, can be met through either the addition of six officers, or the transition to a 12-hour schedule with a 42-hour average workweek (as examined in the next Goal section), or through the significant reduction of patrol workload achieved through a call diversion/alternative response unit, as outlined in **Goal #4**. With current constrained resources, optimizing existing deployment and organization is equally vital toward developing solutions to meet service level goals. With the availability of additional resources, the department should work toward meeting higher proactivity targets.

The project team has also evaluated the deployment and utilization of traffic units in the City. With four (4) authorized police officer positions, not necessarily filled, the City’s enforcement needs may suffer. On a comparative basis and based on the geographical size and population of the City then project team would expect a unit comprised of a Sergeant and 5 – 7 officers to handle proactive traffic enforcement, problem traffic situations, special events and accident investigations.

As a result, once the efficiency gains from deployment and call diversion have been made (which are outlined in **Goals #3 and #4**), additional staff would be necessary to further improve proactivity levels. Under the funding tier structure used by this report, in which tier 0 represents current resources, and each level after that adds \$5m in additional funding, the following changes should be made to patrol staffing – prioritized *after* the recommendations made to improve deployment efficiency, call diversion, and proactive street crimes enforcement capabilities:

Recommendation	Tier 0 Current	Tier 1 +\$5m	Tier 2 +\$10m	Tier 3 +\$15m	Tier 4 +\$20m	Tier 5 +\$25m
Increase field services staffing	620,496	346,219	–	346,219	155,124	155,124
Increase traffic enforcement	–	–	–	310,250	–	–

- **Tier 0:** Make the recent four (4) temporarily funded positions in Patrol permanent.
- **Tier 1:** Add one additional officer and one additional sergeant to patrol in order to compensate for creation of Special Enforcement Team.
- **Tier 3:** Add one additional sergeant to patrol in a relief factor role.
- **Tier 3:** Add two additional traffic officers.
- **Tiers 3-5:** Add one additional officer for each tier beyond the first to patrol.

Additional staff have been recommended at each funding level outside of patrol functions, detailed in Goals #3 and #4 of this chapter.

Implementation Strategy and Resource Requirements

Completing the currently-in-progress training of five officers will present an immediate impact to the service levels of patrol. While filling five vacant officer positions – eight positions with added positions – will not be instantaneous, the department should strive to reach nearly full capacity for patrol within the next two years.

It is important to note that in the five tiers of additional funding outlined previously, **the recommendations for additional patrol officers should be prioritized after the other changes to field services outlined in the next three sections, including changes to deployment, and the creation of two new field units.**

Cost Impacts:

No immediate costs. Tier projections, representing allocations for additional funding, represent \$1.3 million distributed over five tier levels (for Patrol and Traffic functions) in addition to \$620,496 in permanent funding for officers who were temporarily funded.

Projections:

Full implementation over the next two years will increase patrol service capability to provide for effective levels of patrol unit proactivity at all times of the day.

Staffing changes, however, are not the entire solution to the problem. Equally as vital to improving patrol services, particularly in the short term, are the changes to deployment and call diversion recommended in this report.

Expanded Analysis of Goal #3

To ensure that the Department has adequate personnel to meet service goals and objectives.

1. ANALYSIS OF PATROL WORKLOAD

The following sections provide an overview of the analysis of community-generated patrol unit workloads, as well as the remaining time available to conduct proactive policing activities.

(1) Methodology

Our project team has calculated the community-generated workload of the department by analyzing incidents records in the computer aided dispatch (CAD) database. For incidents to be included in the results of this process, the following conditions needed to be met:

- The incident must have been unique.
- The incident must have occurred within the specified time period, with a call creation time stamp signifying this.
- The incident must have involved at least one Redding Police Department patrol officer (using a full list of the unit codes used by the department).
- The incident must have been originally initiated by the community (911 or non-emergency telephone source), as well as a valid call type corresponding to community-generated activity.
- There must be no major data irregularities/issues with the incident's record that would prevent sufficient analysis.

Because of limitations in the CAD data, we used a seven-month period from June 1st, 2014 to December 31st 2014 and then annualized those results to represent a period of an entire year. Given that the sample includes the high-activity summer months, it is virtually assured that workload totals have not been underestimated as a result of the sample period.

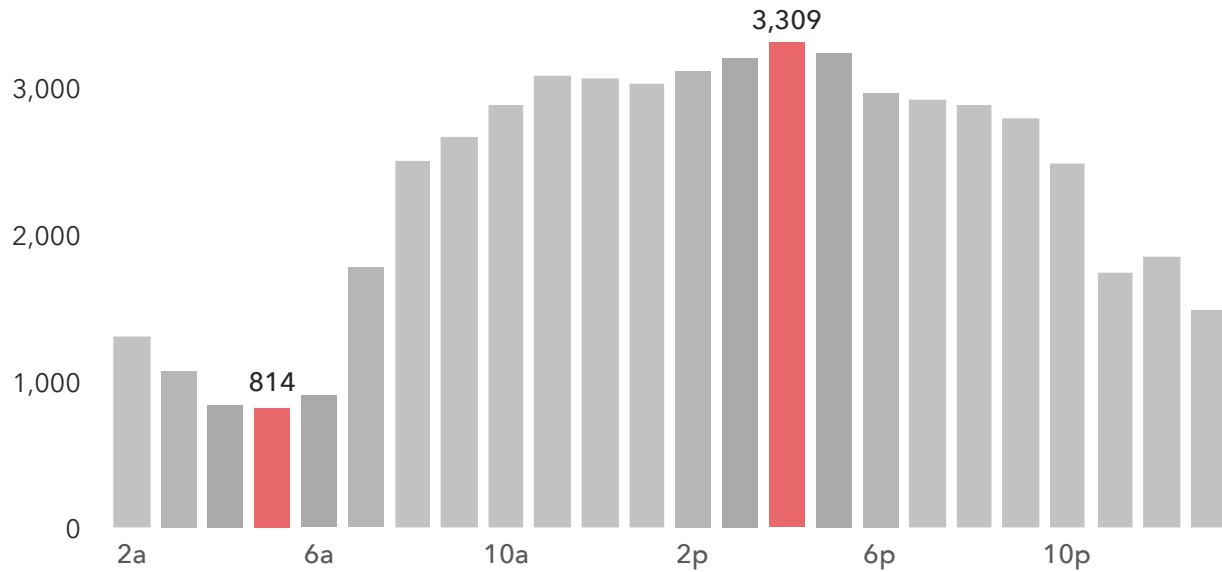
Overall, there were 165,484 unique incidents that met each of the conditions listed above, comprising “community-generated calls for service” handled by patrol units.

(2) Overview of Calls for Service Trends and Geographic Hotspots

The following table presents the distribution of community-generated calls for service by hour and weekday, beginning at 0200:

Calls for Service by Hour and Weekday

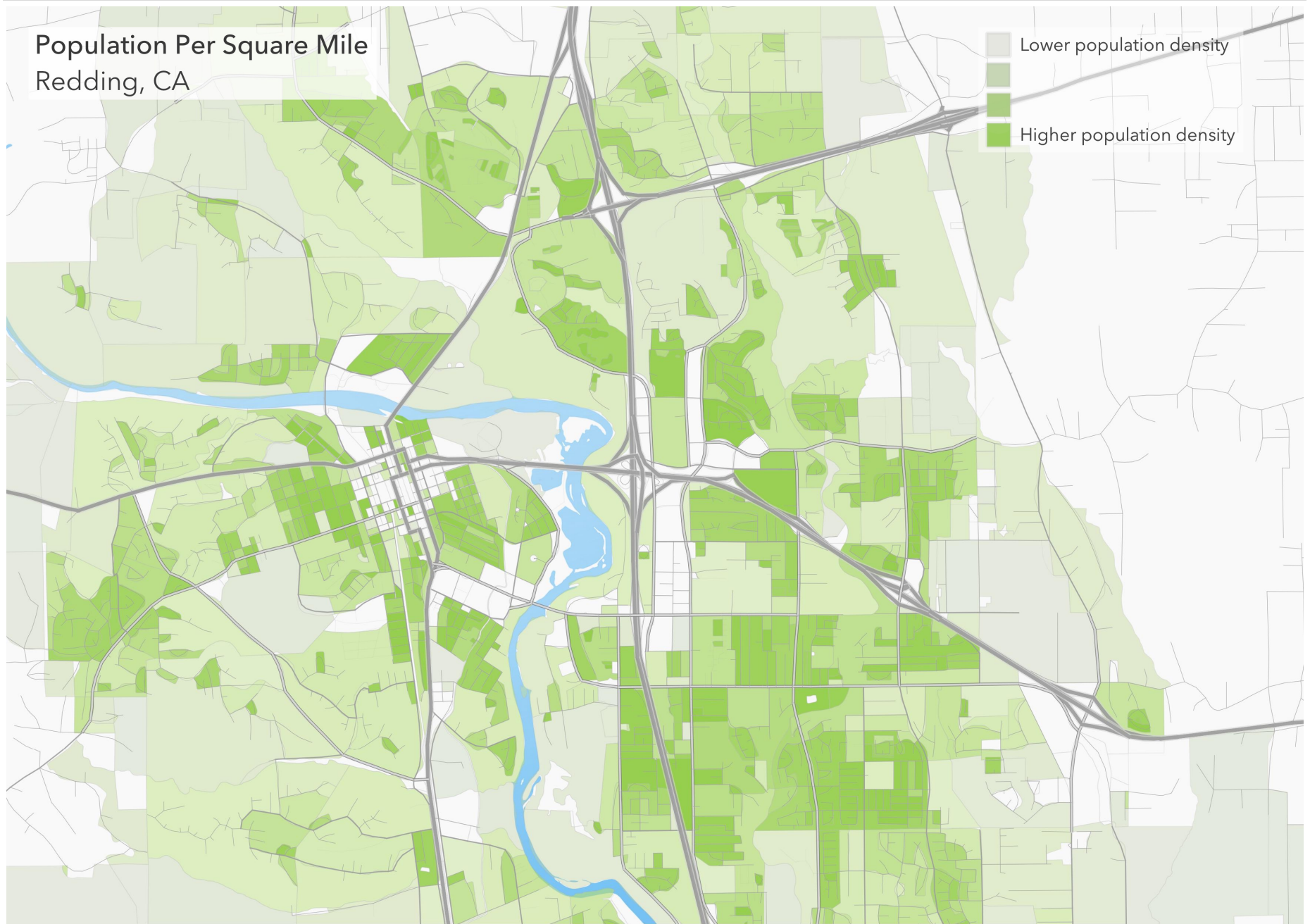
Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0200	223	168	171	195	154	161	221	1,294
0300	166	130	165	163	144	125	175	1,068
0400	111	98	144	105	132	111	134	835
0500	108	115	106	142	132	101	110	814
0600	125	125	122	144	123	134	127	900
0700	173	288	314	269	290	271	170	1,774
0800	238	375	439	393	375	382	302	2,505
0900	319	444	420	381	365	410	333	2,671
1000	331	429	463	417	379	423	442	2,883
1100	387	456	478	501	381	458	418	3,079
1200	417	516	495	435	418	427	360	3,069
1300	381	471	489	458	391	430	403	3,022
1400	394	453	478	475	456	471	387	3,115
1500	370	501	531	526	423	453	399	3,204
1600	360	542	574	514	413	453	453	3,309
1700	434	535	499	537	425	444	365	3,238
1800	413	466	466	470	382	418	351	2,967
1900	387	471	415	417	418	410	410	2,928
2000	429	410	386	441	363	393	459	2,880
2100	398	358	449	394	391	401	398	2,789
2200	285	336	353	327	353	422	401	2,477
2300	226	235	249	288	213	259	271	1,740
0000	321	221	233	245	245	255	321	1,841
0100	286	175	199	192	183	183	269	1,487
Total	7,282	8,318	8,638	8,427	7,551	7,995	7,679	55,890

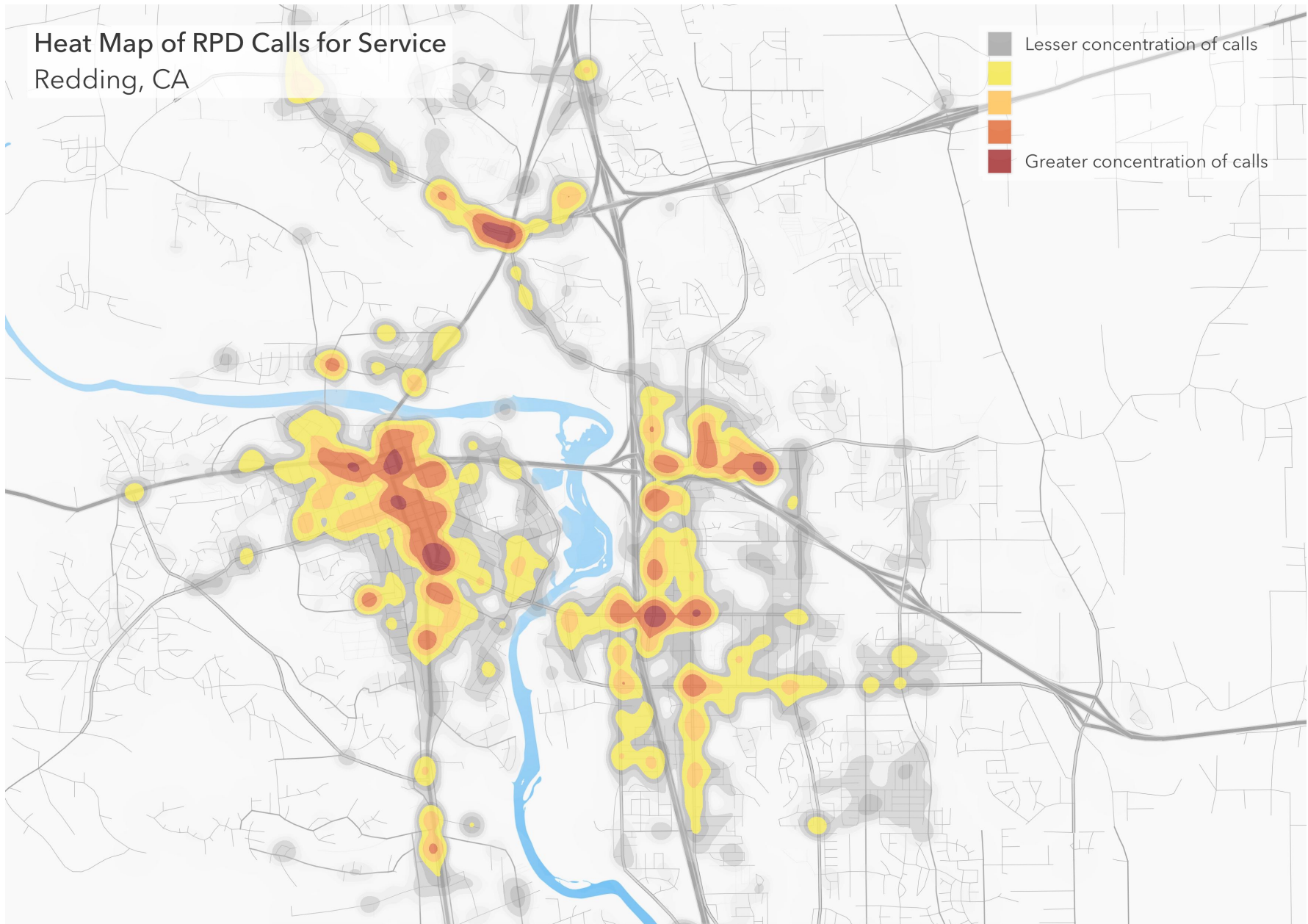


The data demonstrates that community-generated activity levels, while virtually constant during the daytime and evening, fall sharply during the nighttime hours.

Additional findings can be made from trends in the geographic distribution of calls for service. Interestingly, the hotspots identified in this analysis correlate very strongly against population density – the areas with the *fewest* permanent residents are the areas with the *most* amount of calls.

The following two pages present this analysis, with the first map showing relative population density levels by census block, and the second map displaying a heat map of all community-generated calls for service handled by the department:





Many of the areas featuring high levels of community-generated activity have comparatively lower population densities. Additionally, outside of urban commercial districts, most hotspots appear to be concentrated around major roads, with only minor amounts of activity represented within suburban areas.

(3) Most Common Call for Service Types

The table below shows the most common types of calls for service handled by the Redding Police Department, aggregating highly similar call types used by the CAD system thematically (e.g., the call type “Disturbance – Just Occurred” is grouped together with similar call type “Disturbance – Past Tense”):

Most Common Call for Service Types

Call Type Category	# of CFS	% of Total	Avg. HT
SUSP CIRC/SUBJ	6,703	12.0%	18.5
DIST – COMMON TYPES	6,051	10.8%	19.9
PETTY THEFT	3,566	6.4%	31.9
ALARM	3,115	5.6%	15.4
AST WELFARE CHECK	1,582	2.8%	22.0
SUSP VEHICLE	1,459	2.6%	17.7
ASSIST AGENCY	1,433	2.6%	25.4
DIST REFUSE LEAVE	1,385	2.5%	17.5
PUBLIC INTOX	1,363	2.4%	41.0
TRESPASSING	1,306	2.3%	21.4
ASSAULT	1,281	2.3%	39.1
ILLEGAL CAMPERS	1,214	2.2%	21.8
VANDALISM	1,159	2.1%	29.4
GTA	1,142	2.0%	59.1
ARREST	1,135	2.0%	94.9
<i>All Other Types</i>	<i>21,999</i>	<i>39.4%</i>	<i>–</i>
Total	55,893	100.0%	29.9

The table demonstrates that many of the most common call types involve very little workload for the responding officer(s), with the top two call types – representing nearly a quarter of all calls handled by the department – averaging just 18.5 and 19.9 minutes of handling time, respectively.

(4) Backup Unit Responses

The table below shows the distribution of backup unit responses to community-generated calls for service, displaying the data in four-hour time blocks beginning at 0200:

Backup Rate by Time Block

Time Block	# of CFS	# of Backup Units	Backup Rate
0200 - 0600	3,826	4,345	1.14
0600 - 1000	7,371	3,556	0.48
1000 - 1400	11,444	6,752	0.59
1400 - 1800	11,591	7,578	0.65
1800 - 2200	9,972	7,347	0.74
2200 - 0200	6,654	8,862	1.33
Total	50,859	38,439	0.76

While backup rates are very high during nighttime hours, they fall below 0.75 during the morning, afternoon, and evening, reaching as low as 0.48 backup units per call for service from 0600 to 1000. This may be due to either more severe call types during the nighttime hours, or units having less availability to respond in a backup capacity, typically as a result of busy workloads.

(5) Patrol Unit Scheduling

The department currently uses a type of “Red Bluff” schedule, where patrol units work 10-hour shifts Monday through Thursday and 12.5-hour shifts Friday through Sunday.

The following table projects how different times and days of the week are staffed given current schedules and team assignments, with numbers including both officer and corporal positions:

Actual Patrol Unit Staffing by Hour and Weekday⁶ (Overall Averages)

Hour	S	M	T	W	Th	F	Sa	Ovr.
0200	10.0	10.0	12.0	12.0	12.0	12.0	10.0	11.1
0300	10.0	10.0	12.0	12.0	12.0	12.0	10.0	11.1
0400	10.0	10.0	12.0	12.0	12.0	12.0	10.0	11.1
0500	10.0	10.0	12.0	12.0	12.0	12.0	10.0	11.1
0600	13.0	11.0	17.0	17.0	17.0	19.0	13.0	15.3
0700	13.0	11.0	11.0	11.0	11.0	13.0	13.0	11.9
0800	13.0	11.0	11.0	11.0	11.0	13.0	13.0	11.9
0900	13.0	11.0	11.0	11.0	11.0	13.0	13.0	11.9
1000	13.0	11.0	11.0	11.0	11.0	13.0	13.0	11.9
1100	13.0	11.0	11.0	11.0	11.0	13.0	13.0	11.9
1200	13.0	11.0	11.0	11.0	11.0	13.0	13.0	11.9
1300	13.0	11.0	11.0	11.0	11.0	13.0	13.0	11.9
1400	13.0	21.0	21.0	21.0	21.0	13.0	13.0	17.6
1500	13.0	21.0	21.0	21.0	21.0	13.0	13.0	17.6
1600	13.0	10.0	10.0	10.0	10.0	13.0	13.0	11.3
1700	13.0	10.0	10.0	10.0	10.0	13.0	13.0	11.3
1800	11.5	10.0	10.0	10.0	10.0	11.5	11.5	10.6
1900	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
2000	10.0	16.0	16.0	16.0	16.0	10.0	10.0	13.4
2100	10.0	22.0	22.0	22.0	22.0	10.0	10.0	16.9
2200	10.0	22.0	22.0	22.0	22.0	10.0	10.0	16.9
2300	10.0	22.0	22.0	22.0	22.0	10.0	10.0	16.9
0000	10.0	10.0	12.0	12.0	12.0	12.0	10.0	11.1
0100	10.0	10.0	12.0	12.0	12.0	12.0	10.0	11.1

The table above demonstrates that the 10-hour shift schedule creates some periods of overlap in resources, freeing units up to be more proactive. Whereas on the weekends, where workload is often the greatest, any overlap in resources is limited, given that the 12-hour shift is used during those times.

(6) Response Time Projections

Using the CAD data provided, our project team determined that RPD patrol units had an overall travel time⁷ of 7.46 minutes to *all* community-generated calls for service. This

⁶ Temporary jumps in staffing levels from one hour to another represent overlaps in the hours that patrol units are scheduled to work.

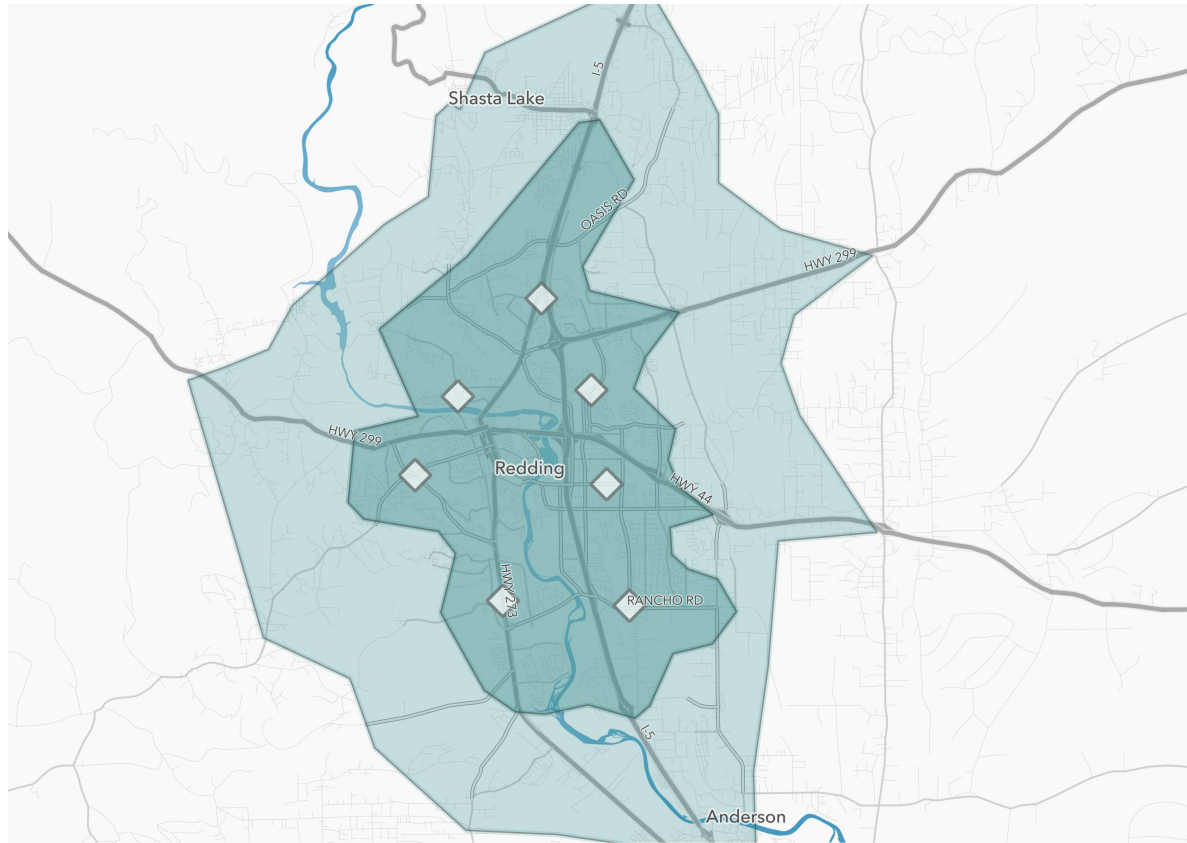
⁷ ‘Travel time’ differs from ‘response time’, in that it does not include the the time it takes for SHASCOM staff to take the call and dispatch a unit or the time a call is holding due to no staff being available. The data we received did not contain the necessary fields to be able to make those calculations.

figure includes both emergency, high-priority incidents, as well as lower priority calls. The data we received did not provide for the ability to differentiate calls by their priority levels, as a result of current information technology systems.

However, our project team was able to complete a GIS-based approach to the response time analysis. Using the same data that formed the basis of the fire station response time analysis (i.e., street networks and speed limits) contained later in this report, RPD patrol unit response times have been estimated, with the following distinctions:

- The analysis is targeted toward emergency incidents, and as a result, assumes that patrol cars are running code, or with their lights and sirens on, for the entire duration of their travel time to a call for service.
- It is assumed that patrol units are able to break quickly from any active calls for service to respond to the emergency incident
- The speed of patrol cars responds to the incidents has been estimated to be 25% faster than RFD engine trucks.
- Two bands of time have been selected for use in the map, as follows:
 - The lighter shaded areas correspond to times under 4 minutes
 - The darker shaded areas correspond to times between 4 and 8 minutes
 - Areas not shaded at all have response times of over 8 minutes
 - The map assumes that patrol cars begin their response from major roads somewhat near the center of each beat, with each patrol car being designated by a white diamond symbol

Estimated Patrol Unit Response Times to Emergency Incidents



As demonstrated by the map above, and given the factors and assumptions outlined previously, the current beat structure is sufficient to facilitate response times to emergency calls for service within effective time frames, given staffing levels of seven patrol units (excluding sergeants, who may also respond to emergency incidents).

2. ANALYSIS OF PATROL PROACTIVITY AND STAFFING NEEDS

(1) Workload and Service Level Analysis Versus Per Capita Ratios

While it is sometimes suggested that law enforcement resource needs should be based on the number of sworn staff per thousand residents, the metric does not adequately provide for a comprehensive evaluation of field staffing needs, nor should it be used as the primary basis for a local government to measure the efficiency and effectiveness of law enforcement services. In fact, the International Association of Chiefs of Police have disputed

this approach to evaluating police staffing in a recent publication.⁸

The following points underscore the problems associated with officer-to-population comparisons:

- **Sworn per 1,000 ratios do not consider differences in the severity of the crime and calls for service** occurring in one area versus the next. Whereas one community may experience a significantly higher number of serious crimes (e.g., homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, and larceny) as another community with the same population, their staffing needs would differ as well.
- **Differences in a jurisdiction’s approach to alternative service delivery methods, or ‘differential law enforcement responses.’** The use of civilian personnel to handle lower priority community-generated calls for service and other workloads presents significant impacts to the sworn staffing needs of a department. The more calls are diverted away from patrol officers to alternative resources, the less workload there is for patrol officers to handle – and as a result, the less officers are needed to achieve the same proportion of proactive time.
- **Using sworn per 1,000 ratios also does not take into account differences in community expectations and priorities** for certain levels of law enforcement services to be provided. Whereas one community may expect the police department to staff a large number officers functioning primarily in a community outreach role, another community may not see such programs as a priority, representing another impact on sworn staffing needs.
- **Staffing needs are also partly determined by the existence of other special enforcement and support units,** as well as different operational approaches, present additional impacts on staffing needs (e.g., use of field citations versus transported arrests, manual versus automated field reporting systems, or whether patrol officers are expected to follow-up on certain investigations).
- **Geographical differences also play a role** in determining a department’s patrol staffing needs, as one area might be significantly more spread out than other, and would need additional staff to meet the same response time targets as a community with the same population in a smaller area.
- **The daily and seasonal influx of commuting workers, students, the homeless, and other populations** is not represented in census population figures, further limiting the utility of using the number to determine staffing needs.

As a result, our project team does not use a “per capita” or “per 1,000” ratio as an

⁸ International Association of Chiefs of Police: <http://www.theiacp.org/Portals/0/pdfs/Officer-to-Population-Ratios.pdf>

analytical tool in assessing field staffing needs, and have replaced the metric with more advanced modeling techniques. Instead, our methodology examines the balance of community-generated workloads to the amount of available time that officers have to perform proactive policing activities, additionally factoring in considerations relating to officer safety and response time capabilities in a given geographical area. The following subsections describe this analytical process in detail.

(2) Calculation Process for Committed and Proactive Time

Proactive time is calculated through an analytical approach that examines the community-generated workload handled by patrol units, as well as the current staffing levels of the division, in order to produce a realistic estimation of the department's staffing needs at its targeted service levels. The data required to complete the analysis has been obtained from the computer aided dispatch system and other statistical data maintained by the Redding Police Department. A number of assumptions have been made in the approach to provide an accurate model of Field Operations. The following points summarize these factors:

- Proactivity is calculated by subtracting the time spent by units handling community-generated workload from the total actual availability of patrol officers.
- While proactivity needs depend on the community served by the department, between 35% and 50% of the actual time worked in the field by patrol units should be used to handle community-generated workload. The remaining portion of time should be used to conduct proactive patrol and community policing.
- The estimated availability of patrol units is calculated by factoring in all leave, training, overtime, time spent performing administrative functions, and every other impact to actual officer availability from the base authorized staffing figures.
- Proactivity analysis focused only on patrol officers; the activity and staffing of all other functions provided by the department – including all investigative, support, management, and special services – are not included in any of the calculations.
- In some cases, data is not available to exactly represent every aspect of the department covered by the proactivity model. Time spent writing reports when not

assigned to a call, for example, based on project team experience.

- The percentage of proactive time available to patrol units is understood as an overall average that varies constantly from day to day.

Overall, the goal of the analysis is to accurately model the ability of patrol units to be proactive given current staffing allocations, and should not be considered a performance measure of how the proactive time is being used. Instead, the analysis ties the workload of patrol units to staffing levels in order to provide the opportunity for effective proactive policing.

(3) Data and Assumptions Used to Conduct Proactivity and Staffing Analysis

The proactivity analysis model used by our project team uses a number of data elements in order to accurately represent the staffing levels and workload of the department. The following points outline each of the metrics used to construct this model, providing a description and summary of how calculations are developed:

- **Number of Community-Generated Calls for Service** – Data obtained from an export of CAD data from calendar year 2014 that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers. Given certain limitations in the availability of comprehensive CAD data, the analysis focused on results from a seven-month period, annualizing the data to cover an entire year.
- **Primary Unit Handling Time** – The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. In the experience of the project team, the overall average handling time of a department is typically between 30 and 42 minutes. There are many reasons for why average handling time may be higher or lower than other departments, and should be examined within the overall context of other parameters and the uniqueness of a department’s service environment.
- **Number of Backup Unit Responses** – The total number and rate of backup units responding to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served. This number is an educated estimate based on the CAD data provided to the project team. The Redding Police Department averages approximately 0.76 backup units per call for service.
- **Backup Unit Handling Time** – The handling time of any backup units responding to community-generated calls for service, including both travel and on-scene times, and

is calculated using the same process as for primary units. This number is calculated from backup unit responses recorded in the CAD data received by the project team.

- **Number of Reports Written** – The total number of reports and other assignments relating to calls for service that have been written by patrol units, estimated at one report written for every three calls for service.
- **Report Writing Time** – Based on the number of community-generated calls for service, this number constitutes an important factor of the total workload handled by patrol units in responding to calls for service. It is often the case that officers are cleared from a call in the CAD system before they complete any assignments or other tasks relating to a call. As a result, the workload involved in this process must be estimated based on the experience of the project team. We assume that 30 minutes are spent per report that is written.
- **Jail/Booking Time** – The time need to transport an arrested person to jail and book them, based on the number of bookings completed by patrol units in 2014. It is assumed, based on the experience of the project team, that each transport and booking requires an estimated time of one hour to complete.
- **Net Available Work Hours** – The average number of actual hours that a patrol officer is available to work after accounting for all hours of leave (including vacation, sick, long term disability, military leave, etc.) and time spent on administrative functions (e.g., briefing, lunch, vehicle refueling, etc.), as well as other factors such as court and training time occurring during a shift. Calculations are made using data obtained from the personnel management systems used by the department, covering the calendar year and including only patrol officers.

(4) **Results of the Patrol Unit Proactivity Analysis**

After combining the total workload hours from the number of available officer hours – which has been obtained through the net availability calculations – we are left with the number of hours in which patrol hours are not handling community-generated workload. For each hour and day of the week, this number is then divided by the total number of staff hours at that particular time and weekday, resulting in the overall percentage of time available to patrol officers to conduct proactive policing activities. The percentage includes any time that is spent on officer-initiated activities, such as traffic stops, non-investigative field interviews, and preventative patrol.

A summary of the workload factors described in the previous section is presented by the table below, presenting the overall result of the proactivity analysis:

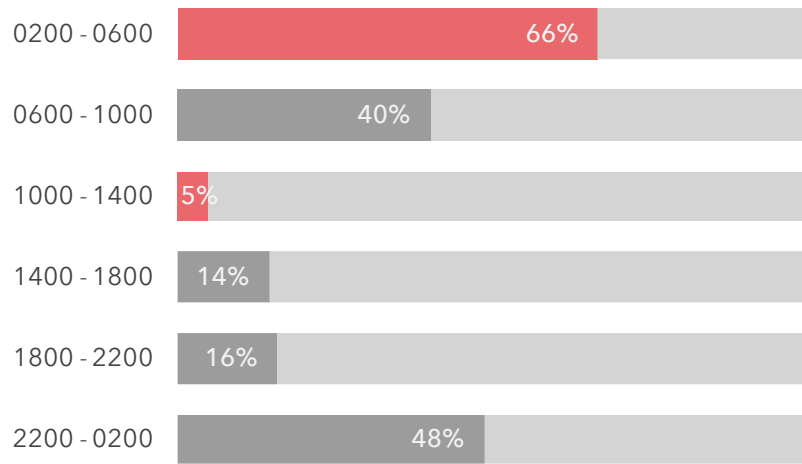
Summary of Patrol Unit Workload Factors

Category	Result
# of CFS	55,890
Avg. Primary Unit Handling Time (min)	29.88
Avg. Backup Unit Handling Time (min.)	13.62
<i>Avg. Primary Unit Travel Time (min.)</i>	<i>7.46</i>
Total Primary Unit Handling Time (hours)	27,832
Total Backup Unit Handling Time (hours)	8,729
Est. Total Report Writing Time (hours)	9,315
Est. Total Jail/Booking Time (hours)	4,983
Combined Hours of Workload	50,859
Net Available Work Hours	78,454
Overall Proactivity Level	35.2%

To show how proactivity levels change by time of day, given different workload and staffing levels, the following table displays the resulting proactivity levels for each four-hour time block:

Patrol Unit Proactive Time by Four-Hour Block

Time Block	% Proactivity
0200 - 0600	66.0%
0600 - 1000	39.5%
1000 - 1400	4.5%
1400 - 1800	14.2%
1800 - 2200	15.5%
2200 - 0200	48.0%
Total	35.1%



The results of the analysis present two major findings. Overall proactivity levels are below the targeted range of 35 – 50% for optimum proactive capabilities. More striking, however, is the extensive variation in proactivity levels by time of day, indicating that officers are either not being deployed efficiently or there are insufficient resources for time periods of high workload. As a result, throughout many periods of the day, patrol units have virtually no time available to them to conduct proactive policing activities.

(4) Analysis of Patrol Unit Staffing Needs

The same factors used in previous sections to analyze patrol proactivity levels under current staffing levels and workload, can be used to determine actual staffing needs, given a target proactivity level. In order to provide this analysis, our project team uses a combination of the workload statistics we have calculated from CAD data, as well as the net availability numbers obtained previously. The result of this process is the overall number of patrol staff the department required in order to meet the demands of the current community-generated workload, given existing levels of officer availability.

The table below details the process of our staffing calculations, including the recommended number of patrol officers in order to achieve an overall proactivity target of 40.0%.

Summary of the Patrol Unit Staffing Analysis

Category	Value
Annual Work Hours	2,080
Total Leave Hours	351
On-Duty Training (hours)	37
On-Duty Court Time (hours)	32
Administrative Time Per Shift (min)	90
Total Administrative Hours	259
Net Available Work Hours	1,401
Net Availability as % of Total	67.34%
Turnover	3.7%
Proactivity Target	40.0%
Total Officers and Corporals Needed	63

The resulting number of authorized patrol units that would be required to achieve a proactivity level of 40%, given current unit net availability and community-generated workloads, is 63⁹. As this number includes a built-in turnover factor of 3.7% based on data received from the department, it should be considered as the *authorized* number of positions needed, rather than the number of filled positions required. If a more normal turnover value of 5% were used in the calculations, the resulting number of staff needed would come out to the same, at 63 total authorized patrol unit positions. It should be noted that during much of this study period patrol has functioned with an unusual number of vacant positions (because of turnover, disability, etc.), resulting in only around 54 positions filled. With new positions being filled, more normal availability is resulting.

It should be noted this analysis uses the current number of net available work hours under the current 10 and 12-hour mixed shift schedule, representing a 40-hour workweek (2,080 hours per year) for all employees. This forms an important distinction, as pure 12-hour shift schedules typically account for a 42-hour workweek (2,184 hours per year) after a

⁹ Number includes both corporal and officer positions.

42-hour workweek has been negotiated. As a result, the staffing levels necessary to maintain the same level of proactivity are slightly less for the 12-hour shift compared to the 10-hour shift. Regardless, the staffing level recommendations made are regardless of any changes to shift schedule. In the next section, the effectiveness of the current configuration will be examined in comparison to both shift schedule options.

Goal #2

To ensure that field personnel are accountable for achieving community policing goals.

Present State:

With current proactivity levels low due to a high number of unfilled patrol unit positions, it is difficult for officers to conduct any community policing, let alone develop expectations and accountability standards for it. Furthermore, without a filled crime analyst position, there is little ability within the department to analyze the workloads and utilization of patrol units, presenting additional challenges to the establishment of accountability mechanisms for achieving community policing goals.

Crystal Reports allow officers to be compared against shift averages. However, this does not allow for utilization to be tracked and analyzed.

Strengths:

Despite the significant levels of workload they handle, RPD patrol units are very active in the amount of proactive time they have. Using the CAD data from the same time period used by the patrol workload analysis, our methodology determined that officer-initiated incidents are conducted by patrol units at a high rate relative to the number of calls for service.

Crystal Reports allow officers to be compared against shift averages.

Improvement Needs:

Need exists for formalized system that allows sergeants to hold officers accountable for their use of proactive time.

Recommended Outcomes:

Develop mechanism for monitoring and tracking officer utilization and community policing efforts on a monthly or quarterly basis. Review of this data should become a part of officer performance evaluations, either formally or informally.

Implementation Strategy and Resource Requirements

Upon filling the crime analyst position, develop a dashboard that interfaces with CAD data exports to be able to summarize utilization of proactive time for each officer.

Cost Impacts:

Internal costs associated with staff time.

Goal #3:

To have a clear plan for the deployment of field services personnel that incorporates and facilitates community and proactive policing elements.

Present State:

The department's patrol services are currently staffed with 54 filled patrol unit positions (including both officer and corporal positions) in six shift teams, one of which is a cover team with only two staff assigned. Half of the patrol teams work Monday through Thursday on 10-hour shifts, and the Other half work Friday through Sunday on a 12-hour shift. Aside from the cover shift, roughly the same number of staff are assigned to each shift team.

As a result of the way the shift schedule operates, those assigned to the 3-12 shift work an average of 37.5 hours per week, with time made up every four weeks (largely for on-duty training).

Strengths:

The current hybrid combination of 10 and 12-hour shift systems allows for a 10-hour schedule to be used four out of seven days of the week, potentially improving the maximization of resources against peaks in workload over the 24-hour cycle. This also avoids the inefficiency issues caused by overlap days in many pure 4-10 shift schedules.

Improvement Needs:

As highlighted in the proactivity and staffing analysis contained in **Goal #3**, proactivity levels are very low during large portions of the day – falling to as low 5% between 10am and 2pm. While much of this is caused by the high number of vacancies and officers in training, the issue is exacerbated by the inefficiencies of the current shift schedule. This is evidenced by the very high proactivity levels during certain times of the day – far above minimum adequate levels of proactivity.

Without the overlap day of a complete 10-hour shift, as well as any differences in patrol philosophy from having two separate scheduling systems, communication between those working weekends and days is hindered.

Furthermore, the 37.5-hour shift schedule currently practiced on three days of the week does not allow for the same level of availability as either full 10 or 12-hour shift schedules, further limiting proactivity given current staffing levels.

Recommended Outcomes:

Switch to the 12-hour shift schedule presented in the expanded analysis, or, alternatively the 10-hour configuration shown subsequently. Staffing assignments for both scheduling assume

a total of 60 filled patrol unit positions – the number of staff recommended in **Goal #3**, after accounting for turnover.

Implementation Strategy and Resource Requirements

Complete transition to new shift schedule after at least four additional positions have been filled.

Meet and confer with Peace Officers' Association to discuss any changes to the schedule, as well as any revisions to the Memorandum of Understanding that would be necessary for the new schedule to work effectively.

Cost Impacts:

Switch to the 10-hour shift schedule: No direct cost impacts

Switch to the 12-hour shift schedule (no overtime): \$285,116 annually

Switch to the 12-hour shift schedule (built-in overtime): \$427,674 annually

Projections:

Marked increase of proactivity levels during high activity periods of the day, as well as a better balance of proactivity overall.

Expanded Analysis of Goal #3

To have a clear plan for the deployment of field services personnel that incorporates and facilitates community and proactive policing elements.

(1) Introduction

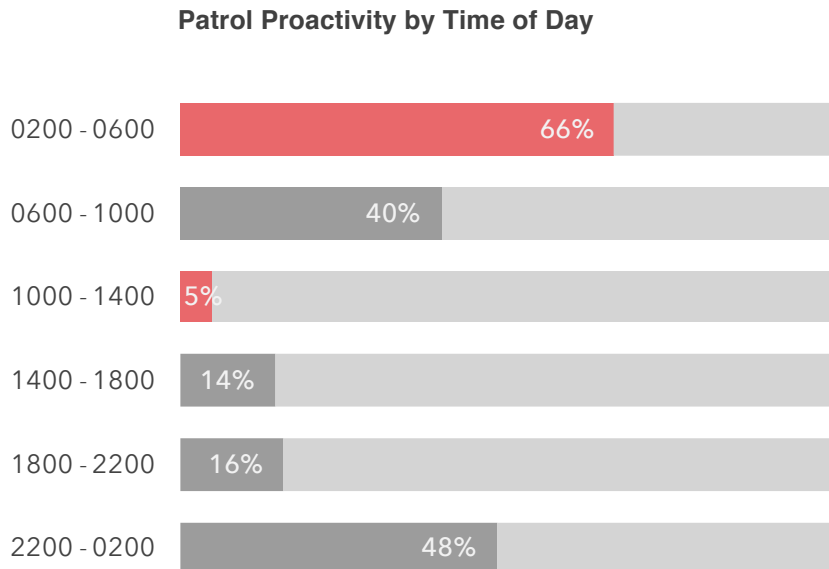
In order to achieve the most optimal use of patrol personnel, considerations must be made far beyond the development of a bottom-line staffing number, as it is equally important to determine where and how patrol resources are deployed. This section provides an analysis of the current shift schedule, and proposes two alternatives for its replacement – a six-team 10-hour shift schedule, and a four-team 12-hour configuration.

While analysis of workload needs and staffing capabilities play a leading role in how opportunities for optimization are assessed, deployment decisions additionally bring in a number of other equally important factors into the process. This section will also examine these various factors and their impacts on patrol staff.

(2) Issues with the Current Shift Schedule

The department currently follows a hybrid shift schedule that was developed in-house and adopted within the last few years. Monday through Thursday, the department operates under a normal 10-hour shift schedule, totaling 40-hours per week for teams working those days. On Friday, the system changes to a 12.5-hour shift configuration totaling 37.5 hours per week, lasting for three days until the process restarts itself over on Monday morning. Every four weeks, personnel working the 3-12.5 shift come in for a 10-hour make-up day, which is primarily used for training purposes.

As the analysis of patrol unit proactivity demonstrated, the current assignment of staff does not adequately address community-generated workloads within the community. This is demonstrated by the following table, originally shown in the staffing analysis, which shows proactivity by four-hour blocks:



Although this result is largely produced by high numbers of vacancies and officers in training, inefficiencies in deployment represent an additional contributing factor. Shift times and the number of staff deployed for each team contribute to too many staff being assigned during low-activity periods, and *too few* staff assigned when activity levels are greatest.

One of the most significant inefficiencies in the current schedule is its effect on availability. While the 37.5 hours worked on average per week by those assigned to a 12-hour shift team is not a significant difference from the 40 hours worked by patrol units on the 4-10 shift schedule, it is important to note that that pure 12-hour shift configurations have a higher number of work hours, at 2,184 annually. Compared with the standard 2,080 hours worked by units under most 10-hour shift schedules, these differences are represented in the number of net available hours worked by each – after leave, on-duty court times, and other factors have been removed from the equation. In this sense, 12-hour shift systems provide more hours of availability per officer than 10-hour system.

Importantly, however, this advantage of 12-hour shift systems is not provided under the current configuration. As opposed to the typical 42-hour average per week, those assigned to the weekends work 37.5 – equating to a difference of 234 total work hours on an annual basis. Such a large difference in availability produces a large difference in proactivity levels. Regardless of whether a 10 or 12-hour shift is preferable, it is clear that the current hybrid configuration is not configured to provide the best use of staff to meet workloads.

(3) Additional Considerations in Selecting a Shift Schedule

There are a number of factors contributing to any decision on implementing a specific shift schedule, as there are often significant tradeoffs between each option. For instance, while one shift schedule may be more efficient than another in matching staff resources to workload patterns, it may have an adverse effect on employee morale or officer performance.

Many research studies have been conducted to evaluate these issues, comparing the effects of various shift types relating to fatigue, sleep quality, alertness, and overall quality of life being the most commonly studied topics. However, it is difficult to draw broad conclusions

from the current body of research to make definitive conclusions on the trade-offs made between the 10 and 12-hour shift schedules. This is largely because the findings of many such studies show insignificant differences between schedule types, or otherwise present conclusions that contradict the results of other comparable studies¹⁰.

As a result, any decision made regarding adopting a new shift schedule must focus on the factors and attitudes within the actual department in question. The effect that a change will have on officer morale is central to considerations regarding which shift schedule should be adopted – particularly paramount in a department such as Redding where vacancies and a competitive hiring market for new officers are factors. Regardless of the efficiencies that may be gained from moving to a new shift schedule, any negative short or medium-term effects that the change would have on attrition would consequently need to be represented as an efficiency ‘loss’ in the decision.

(4) Overview of Alternative Shift Schedules

This section compares two main types of shift schedules – a 10-hour shift schedule under a six-team configuration, and a 12-hour shift schedule under a four-team configuration (not including ‘early out/in’ cars). Before reviewing the allocations and performance of both alternative shift schedules, the following points provide an overview of important factors:

- Patrol unit staffing levels (i.e., officers plus corporals) have been set at a total of **60** – the number recommended in the report for staffing core patrol functions.
- Dark squares signify that the shift team in that row works on that day.
- While both shift types analyses present a sample arrangement of days worked over a 4-week period, this should not be inferred to signify the shift rotation period.

¹⁰ Amendola, Karen L., David Weisburd, Edwin E. Hamilton, Greg Jones, and Meghan Slipka. "An Experimental Study of Compressed Work Schedules in Policing: Advantages and Disadvantages of Various Shift Lengths." *Journal of Experimental Criminology* 7.4 (2011): 407-42.

- The 10-hour schedule presented in this section is a weekly configuration – days worked by each team do not change from week to week.
- The outlined 12-hour schedule does follow a four-week repeating schedule, although the rotation period itself may be set at any multiple of four weeks.
- Scheduled and projected staffing levels do not assume that overtime will be used in the event of unfilled beats on a particular shift, although adequate resources are provided at all times of the day in order to ensure officer safety.
- It is important to note that in the “**Schedule Performance Against Workload**” sections of each overview page, the column “**Avg. # of Ofc. On-Duty**” includes both Officers and Corporals, signifying the average number of patrol units that will be available on a given day after accounting for net availability.
- All workload figures use the same period and counting methodology that was employed in the proactivity and staffing analysis sections of the report.

The following exhibits present the proposed 10 and 12-hour shift schedule alternatives, including the full staffing allocations, scheduling, performance against community-generated workloads, and key considerations regarding weekend off-days:

Overview of the 12 Hour Shift Alternative

- Modified version of the Pitman schedule designed to maximize the number of full weekends personnel have off.
- Would require changes to the MOU to transition to a 42-hour workweek. The additional cost of the extended workweek for patrol would be an estimated \$285,116 at straight pay rate (1.00x), or \$427,674 at overtime rate (1.50x).
- Two cover squads have also been attached to the day shifts, beginning and ending one hour earlier.

Hours Per Week 42
Rotation Length 4 weeks (or 8, 12, etc.)
Total Patrol Units 60

Assignment		Work Hours		# of Patrol Units	Week 1		Week 2		Week 3		Week 4															
Label	Team	Start	End		S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	
Day A	Team 1	0700	1900	18																						
Day B	Team 2	0700	1900	17																						
Cover A	Team 3	0600	1800	2																						
Night A	Team 4	1900	0700	11																						
Night B	Team 5	1900	0700	10																						
Cover B	Team 6	0600	1800	2																						

Schedule Performance Against Workload

Time Range	Avg. # Ofc. On-Duty	% Proactivity	
0200 - 0600	7.2	62.4%	<div style="width: 62.4%;"></div>
0600 - 1000	12.5	38.4%	<div style="width: 38.4%;"></div>
1000 - 1400	13.8	40.4%	<div style="width: 40.4%;"></div>
1400 - 1800	13.8	43.1%	<div style="width: 43.1%;"></div>
1800 - 2200	8.7	38.2%	<div style="width: 38.2%;"></div>
2200 - 0200	7.4	47.3%	<div style="width: 47.3%;"></div>
Overall	10.2	45.4%	<div style="width: 45.4%;"></div>

Availability of Weekend Off-Days

Label	Team	% Weekend Days Off	Full Weekends Per 4 Weeks
Day A	Team 1	50%	2
Day B	Team 2	38%	1
Cover A	Team 3	50%	2
Night A	Team 4	50%	2
Night B	Team 5	38%	1
Cover B	Team 6	38%	1

Overview of the 10-Hour Shift Schedule Alternative

- Basic 4-10 shift schedule using three shifts and six teams in total.
- The ability for personnel to get weekends off depends entirely on their team assignment, which is often determined by seniority. The analysis section examines a number of ways to mitigate this issue.
- The workdays shown below may be customized however the department sees fit without impacting the performance of the schedule
 - the following is only an example to illustrate the effects of moving to a full 10-hour schedule with one overlap day.

Hours Per Week 40
Rotation Length Fixed (no period of automatic rotation unless set otherwise)
Total Patrol Units 60

Assignment		Work Hours		# of Officers	Week 1							Week 2							Week 3							Week 4						
Label	Team	Start	End		S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa	S	M	T	W	Th	F	Sa
Day A	Team 1	0600	1600	16																												
Day B	Team 2	0600	1600	16																												
Swing A	Team 3	1500	0100	7																												
Swing B	Team 4	1400	0000	9																												
Night A	Team 5	2000	0600	6																												
Night B	Team 6	2000	0600	6																												

Schedule Performance Against Workload

Time Range	Avg. # Ofc.	% Proactivity
0200 - 0600	4.6	41.8%
0600 - 1000	12.3	39.7%
1000 - 1400	12.3	36.0%
1400 - 1800	11.6	35.3%
1800 - 2200	8.5	39.3%
2200 - 0200	8.4	55.1%
Overall	9.6	40.2%

Availability of Weekend Off-Days

Label	Team	% Weekend Days Off	Full Weekends Per 4 Weeks
Day A	Team 1	0%	0
Day B	Team 2	100%	4
Swing A	Team 3	0%	0
Swing B	Team 4	100%	4
Night A	Team 5	0%	0
Night B	Team 6	100%	4

(5) Considerations and Options for a 12-Hour Shift Schedule Alternative

Above all, the 12-hour shift schedule is the most efficient schedule for optimizing patrol deployment, given the following:

- No period of the day would have less than 38% proactivity – a significant improvement over the current schedule.
- No period of the day would have less than 7.2 officers on average staffed (not including overtime, and after net availability has been factored in).

It is important to note that the assigned workdays can be rearranged without affecting the performance of the shift schedule, as long as staffing allocations and start/stop times remain the same. For instance, the 12-hour shift schedule alternative employs a system of fewer consecutive days on or off in order to maximize the number of weekend days – and in particular, full weekends – available to patrol personnel. Likewise, using a traditional Pitman schedule would not significantly change proactivity levels while also offering additional consecutive days off; although this would be at the expense of the number and consistency of weekend off-days

The current Memorandum of Understanding (MOU) developed with the Peace Officers Association of Redding, which covers both officer and corporal-level positions, does not require meeting and conferring on a move to either a pure 10-hour or 12-hour shift schedule, provided that the schedule involves a 40-hour workweek, as it stipulates that any hours worked over the threshold of 40 per week are earned as overtime. **As a result, the 12-hour shift should not be implemented without renegotiating the MOU to allow for a 42-hour workweek¹¹.** The difference in costs and resulting proactivity levels between each option is

¹¹ Cal. Labor Code § 500 - 558

presented in the table below¹²:

Shift Schedule Type	Hours in Workweek	Additional Cost	Proactivity
10-Hour	40	\$0	40.2%
12-Hour	42 (at straight pay)	\$285,116	45.4%
	42 (2hrs at overtime rate)	\$427,674	

Overall, the cost of switching to a 12-hour shift schedule, with the additional hours paid at the base rate, would be less than the cost of hiring two additional officers. Comparatively, the shift schedule change would boost proactivity levels by 5.2%, while hiring two additional officers would only increase proactivity levels by 1.9%.

(6) Considerations and Options for a 10-Hour Shift Schedule Alternative

The 10-hour shift schedule alternative provides quality results, while retaining the 40-hour workweek. Its performance can effectively be summarized as follows:

- No period of the day would have less than 35% proactivity – nearly equaling the 12-hour schedule across several four-hour blocks
- No period of the day would have less than 4.6 officers on average staffed (not including overtime, and after net availability has been factored in) – this is significantly less than in the 12-hour configuration.

There is less flexibility to move around days with the 10-hour shift, however, without going to a much more strenuous schedule, such as the 6-4 configuration. More importantly, the 10-hour shift schedule presents issues for the availability of weekend off-days. Without rotating staff, half of the patrol force will always have weekends off, and the other half will always be working during the weekends. In many departments, these assignments are bid for via seniority, meaning that younger officers will have far less opportunities to have weekends off.

There are a number of methods that can be taken to to approach the issue of one

¹² 42-hour workweek figures assume that patrol officers, corporals, and sergeants are all working the new schedule, and that all other department employees continue to operate on the 40-hour workweek.

team not having weekends off frequently in 10-hour shift schedules, including the following:

- Regular team rotations for all patrol staff
- Fixed team assignments, but limit the number of consecutive periods that someone can be assigned to a certain shift (with the interval number of weeks possibly being determined by experience level) or seniority
- Fixed assignments, but require that a certain number of officers with a certain level of experience be assigned on each shift team
- A ‘Stockton schedule’ plan, an example of which is provided below, which assigned the rotated days in a different order than the Monday-Thursday/Thursday-Sunday option outlined in this report, which spreads the weekend days out between the two shift teams:

‘Stockton Schedule’ 10-Hour Shift Schedule Plan

JANUARY							FEBRUARY							MARCH						
S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S
				1	2	3	1	2	3	4	5	6	7	1	2	3	4	5	6	7
4	5	6	7	8	9	10	8	9	10	11	12	13	14	8	9	10	11	12	13	14
11	12	13	14	15	16	17	15	16	17	18	19	20	21	15	16	17	18	19	20	21
18	19	20	21	22	23	24	22	23	24	25	26	27	28	22	23	24	25	26	27	28
25	26	27	28	29	30	31								29	30	31				
18	19	20	21	22	23	24	22	23	24	25	26	27	28	20	21	22	23	24	25	26
25	26	27	28	29	30	31	29	30						27	28	29	30	31		

PHASE ONE DAYS OFF / OVERLAP / HOLIDAYS / PHASE TWO DAYS OFF

Of course, any of these options would need to be addressed in changes to the MOU.

(7) Conclusions

It is difficult for any shift schedule to work with inadequate staffing levels for the level of workload generated by the community, particularly if it is one as long as the 12-hour option. Despite this, the 12-hour schedule represents a far more efficient schedule than the 10-hour alternative given Redding’s workload, while providing for better minimum staffing levels.

Recommendation:

Upon reaching a filled staffing level of 55 patrol units (including both officer and corporal positions), work with the Peace Officer’s Association to move officers, corporals, and sergeants assigned to patrol shifts to a 42-hour workweek, with the two extra hours paid at the base rate, at an estimated cost of \$285,116. After completing the change, transition to the 12-hour shift schedule, using the staffing assignments and times outlined in this report. If the 10-hour shift schedule is selected, one or more

of the recommended adjustments should be made to better divide weekend days among all members of the patrol unit staff.

Goal #4:

To have a strategy for proactively addressing community concerns over emerging crime problems and other public safety issues.

Present State:

The SINTF Unit, a multi-agency collaborative task force led by the Redding Police Department, proactively identifies and develops investigations related to narcotics issues within Shasta County. Similarly, the SAGE unit targets gang and AB 109/SB 85-related issues, in addition to the Shasta County's Most Wanted list.

Current plans are to re-create the Neighborhood Policing Unit within the Field Operations Division - staffed by 1 Sergeant, 1 Corporal, and 4 Officer positions - from patrol once the number of vacancies is reduced in the division.

Traffic Unit staffing has been significantly impacted by the reduction of CSOs assigned to traffic and patrol duties, limiting the department's capabilities to address community concerns and enforce parking and traffic issues.

Strengths:

The need for proactive, specialized resource capabilities is recognized throughout the department.

The department already uses CSOs to handle minor, non-injury accidents, as well as parking enforcement and abandoned vehicle tagging.

Improvement Needs:

Given current and predicted resource constraints, the utility of the proposed Neighborhood Policing Unit must be weighed against other alternatives:

- Is it the best use of resources to create a sworn unit that deals with public nuisance/sub-criminal issues, or one that targets criminal issues?
- How do those changes interface with opportunities to improve the effectiveness of patrol services?

Employees almost unanimously see a need for additional community service officers – 97.6% of respondents to the employee survey conducted by the project team indicated that they feel current CSO support is insufficient.

Need for additional resources to handle minor, non-injury accidents and other low-priority patrol workloads.

Basic public information officer functions, such as the management of the department's social media accounts, are currently a function handled by sworn personnel.

Recommended Outcomes:

Form two new units – one sworn proactive unit and one non-sworn call diversion/alternative response unit – in place of the proposed Neighborhood Policing Unit:

Create a Special Enforcement Team

At Tier 0 – without any additional funding needed – create a **Special Enforcement Unit**, supervised by one Sergeant, one Corporal, and one Officer position. The goals and services of the unit are the following:

- Mission is to proactively identify and conduct follow-up investigation on criminal-level activity at the local level in a wide variety of service areas, flexibly, depending on need and crime analysis.
- Focus efforts around specific areas and/or communities, using the crime analyst as a resource to identify hotspots for narcotics activity, assaults, thefts, and burglaries.
- Function as a resource to other Investigations units as needed.

Create a Community Response Team

At Tier 1 of additional funding, create a **Community Response Team**, comprised of the existing Code Enforcement Team, Community Work Officer, two additional Community Service Officer positions, and one new Community Service Supervisor position.

- Mission is to address code enforcement and community concerns with a non-law enforcement centered response in order to improve long-term outcomes.
- Primary objectives are to inform, connect to services as needed to proactively reduce the chances of future incidents, and cite the offender(s) if uncooperative or problem continually persists.
- The Community Work Officer and existing Code Enforcement Team will largely continue to function in their current roles.
- The Community Service Supervisor functions as a ‘working lead’ supervisor.
- Given that the department currently deploys non-sworn CSOs in homeless encampments in a citation-issuing capacity with no sworn supervision, the unit does not represent a shift in the kinds of roles that civilian field staff are performing.
- The roles of these non-sworn staff can also include assistance to Patrol in handling lower priority calls for service.

Enhance Non-Sworn Field Operations Resources

At Tiers 2 and 3 of additional funding, add additional Community Service Officer positions to each patrol day shift, a total of four new positions after accounting for both funding tiers.

- Primary tasks should include responding to minor, non-injury accidents, parking enforcement, taking minor reports at the department, and other low priority patrol workloads.
- One CSO should be given the responsibility of being the public information officer, managing the department’s social media accounts, and working with the chief to develop press releases. The chief would continue to assume the vast majority of all on-air media appearances.

Implementation Strategy and Resource Requirements

Tier 0 (No additional resources)

Under current funding levels, prioritize the following changes after reaching a total of 61 filled patrol unit (officers + corporals) positions:

- Create the Special Enforcement Unit, reporting to the Watch I Lieutenant.
- Transfer one Sergeant, one Corporal, and one Officer position to the new unit.¹³

Tier 1

With \$654,655 in additional funding, prioritize the following personnel changes:

- Create the Community Response Team (reporting to the Watch III Lieutenant) within the Field Operations Division.
- Add two new Community Service Officer positions, assigned to the Community Response Team.
- Add one new Community Service Supervisor position, at a total cost level of 115% of the midpoint CSO level.

Tier 2

With \$292,698 in additional funding, prioritize the following personnel changes:

- Add one additional CSO position assigned to the Community Response team.
- Add two additional CSO positions to field operations/patrol, assigning one to each patrol day shift.

Tier 3

With \$292,698 in additional funding, prioritize the following personnel changes:

¹³ Transferring these positions elsewhere in the department would effectively bring the number of authorized patrol unit positions to 63, the number of recommended in the patrol unit proactivity and staffing analysis.

- Add one additional CSO position assigned to the Community Response team.
- Add two additional CSO positions to field operations/patrol, assigning one to each patrol day shift.

Tier 4

With \$155,125 in additional funding, prioritize the following personnel changes:

- Add one additional officer position assigned to the Special Enforcement Team.

Tier 5

With \$155,125 in additional funding, prioritize the following personnel changes:

- Add one additional officer position assigned to the Special Enforcement Team.

It is important to note that as a result of the staffing changes outlined above, corresponding additions to patrol staff have been recommended previously in **Goal #2** of this chapter at various funding levels.

Cost Impacts:

(see previous subsection for the staffing changes represented below)

Tier 0: None

Tier 1: \$308,436

Tier 2: \$292,698

Tier 3: \$292,698

Tier 4: \$97,500

Tier 5: \$155,124

Projections:

Significant diversion of patrol workload to non-sworn response team, improved ability to proactively address community crime concerns, and slightly reduced re-occurrence rate of public nuisance/code enforcement issues.

Expanded Analysis of Goal #4

To have a strategy for proactively addressing community concerns over emerging public safety issues.

(1) Community Perceptions of Key Public Safety Issues

In recent years, discussion within the community has gravitated toward the issue of public safety, with local political action mobilizing toward identifying and addressing the issues facing the community. Many have expressed perceptions that the situation is dire and/or worsening. In 2014, the Political Action Survey conducted by the Redding Chamber of Commerce found that over 61% of respondents indicated that they think Redding is “experiencing a public safety emergency.” When the same survey later asked what respondents felt were the most important local issues, the top three answers were as follows:

1. Crime rate
2. Unemployment rate
3. Homeless population

Following a subsequent question asking respondents to specify which concerns are most relevant to their business, respondents from the Chamber of Commerce prioritized issues such as thefts and other similar crimes that present direct effects to their ability to do business.

(2) Patrol Perceptions of Key Public Safety Issues

The employee survey conducted by the project team asked respondents to elaborate on what they believed to be the two most significant public safety issues in Redding. While a number of specific crimes and other community problems discussed throughout, issues relating to homelessness – and the impact the population has on the public safety of the community – dominated the discussion. Overall, approximately 59% of all open-ended responses specifically discussed homelessness – far more than any topic. Interestingly, the responses that did *not* mention homelessness were about 24.5% longer on average, with those responses tending to focus on jail bed space or the prevalence of specific crimes.

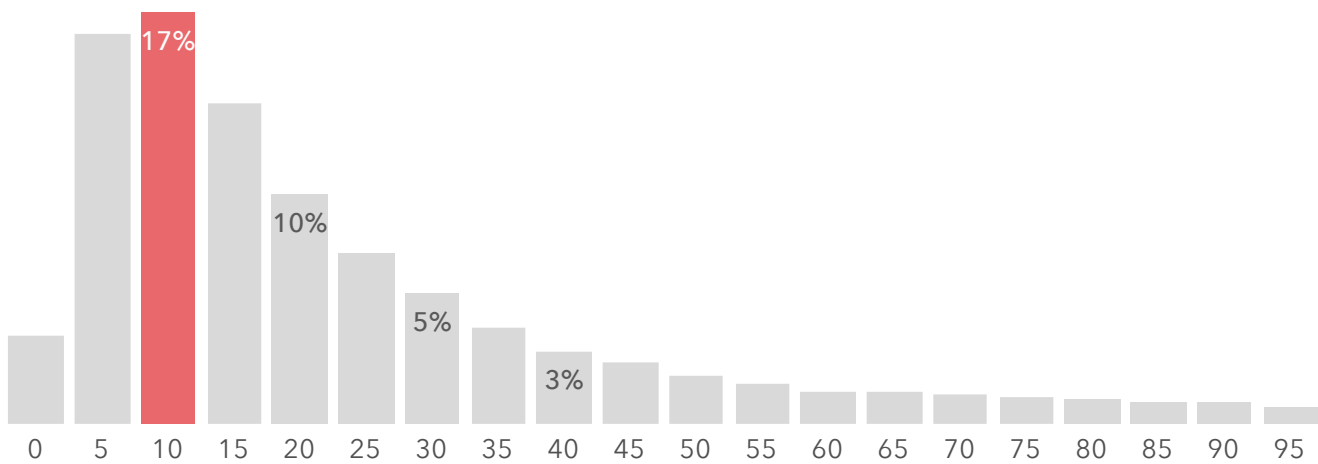
When specifically asked about whether or not the right approach is being taken to homelessness, respondents were evenly split.

(3) Initial Steps in Using Patrol Workload Data to Assess the Issues

Patrol workload data can significantly inform our understanding of the most emergent public safety issues by quantitatively identifying patterns and themes in the calls for service handled on a daily basis. Given that the specific public safety issues most prominently raised by both patrol and the community involve low-priority calls, their impact on patrol workload should be reflected in calls with low handling time values.

To this point, the results of CAD analysis indicate that significant percentage of the calls for service handled by patrol units do indeed have very short handling times. The following chart presents a distribution of the number of calls for service within each five-minute interval of primary unit handling time:

Distribution of All CFS by Primary Unit Handling Time – 5 min intervals



If an average travel time between 7 and 8 minutes was factored out of the handling time value, it would then be evident that in many cases, patrol units are not spending much time on-scene. It is important to not immediately draw conclusions as to the cause of this issue, however, as the data does necessarily point to officers abbreviating their responses to

calls, nor does it prove that many of these calls relate to the specific public safety issues that have been raised.

Nonetheless, it can be concluded that instantly going from one minor call to another call, as the data demonstrates, is a highly inefficient use of officer time. In this environment, workloads relating to travel time and report writing time are maximized at the expense of time spent interfacing with the community and acting proactively.

With the focus narrowed significantly to low-priority, low-workload calls, the next step of the analysis involves identifying the specific call types fitting the profile.

(4) Identifying Relevant Call Types

In summary, analysis of the most significant contributors to patrol officer workload reveals that many of the most common types of incidents have very short handling times – often under 20 minutes of total time for the primary unit. While these values are significantly below the benchmark range of 30 to 40 minutes, this alone is not unusual, given that lower priority calls typically feature lower handling times.

However, the most striking finding in examining the data for these call types is in the volume that they represent within the larger picture of patrol workload. Over 35% of all calls for service handled by the department – equating to about 28% of total workload hours – is accounted for by nine call type groups that each feature an average primary unit handling time of just under 22 minutes. The following table presents these findings:

Most Common Call Types with Avg. Handling Times of Under 22 Minutes

Call Type Category	# of CFS	% of Total CFS	Avg. PU HT	Combined Avg. WL/CFS	% of Total WL
SUSP CIRC/SUBJ	6,703	12%	18.5	43.3	10%
DIST - COMMON TYPES	6,051	11%	19.9	44.6	9%
DIST REFUSE LEAVE	1,385	2%	17.5	42.2	2%
ILLEGAL CAMPERS	1,214	2%	21.8	46.5	2%
TRESPASSING	1,306	2%	21.4	46.1	2%
SUSP VEHICLE	1,459	3%	17.7	42.5	2%
DIST NOISE IP	665	1%	15.2	39.9	1%
LOITER	372	1%	13.6	38.4	0%
PANHANDLER	178	0%	12.3	37.0	0%
Total	19,333	35%	–	–	28%

Interestingly, a number of the call types represented in the table are strongly associated with homelessness – namely panhandling, loitering, and illegal camping. While it can be assumed that a significant portion of the other listed incidents often involve homelessness as well, it is important not to overstate this link.

(5) Evaluating Response Strategies

Analysis of the geography of these calls is critical in determining which of the two kinds of responses would be more effective at targeting the issue:

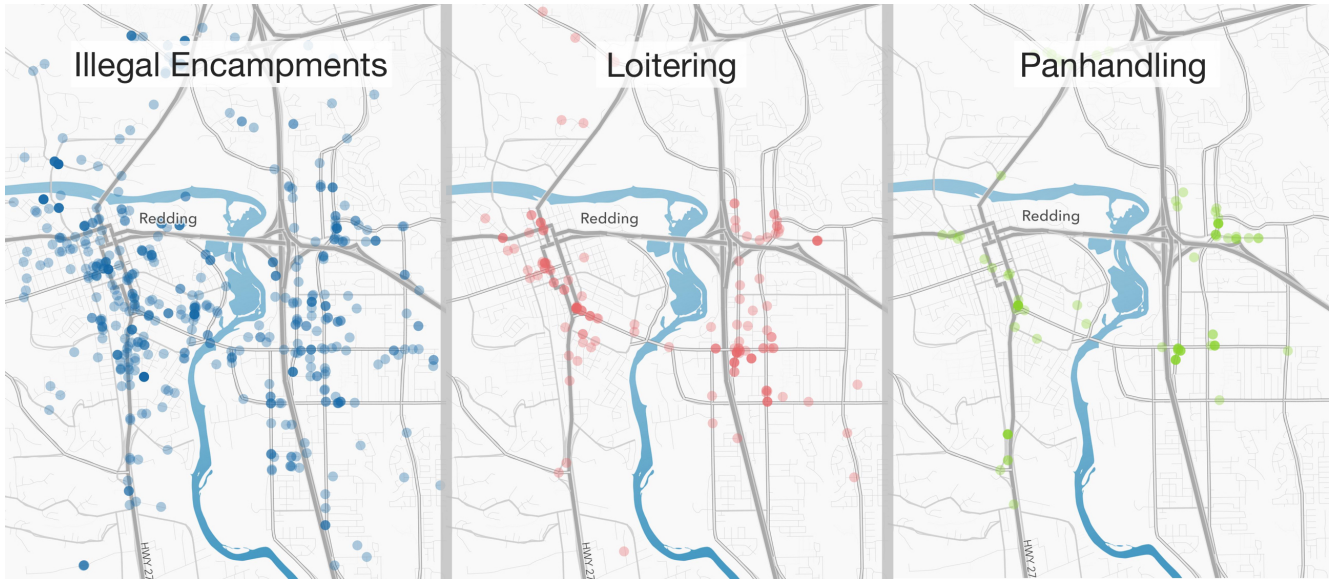
Option A: **Proactive/special enforcement unit** targeting certain crime/public safety issues, functioning in a proactive capacity (*e.g., the planned neighborhood policing unit*)

Option B: **Dedicated resource unit** focusing on certain issues and/or areas, responding to calls as the primary unit in place of a patrol unit (*e.g., a bike patrol unit*)

Because reactive/dedicated resource teams are more effective when they are focused around thematically similar issues, or issues within defined areas – the similarity and geographic proximity of the related incidents directly reflects the key to understanding whether or not they would be more effective. To this point, a reactive response unit (*Option A*) would require the issues to be tightly clustered in order to be efficient in diverting workload from patrol.

The following map examines three different incident types of calls for service that are often associated with homeless individuals:

Locations of Call for Service Associated with Homelessness



Because each dot is semi-transparent, the darker-shaded areas represent multiple incidents that have occurred at a single location.

The results of this analysis display highly concentrated clusters for each event type. Even in the first map, most of the call activity is located within medium-sized radii of the hotspot locations in both of the other maps. This presents strong evidence that the activity is ‘diffused’ around certain locations, which suggest links and/or commonalities in the characteristics of each event. Overall, findings indicate that a dedicated resource unit would be able to divert workload from patrol units in an efficient manner.

(6) Conclusions

Evidenced by patrol workload data, as well as the results of the employee survey and interviews that the project team conducted with community leaders, there is strong evidence that low-priority calls – many of which relate to ordinance enforcement, public nuisance issues, and other types of disturbances – are a major problem in the community. Because the workload involved in handling these types of low-priority calls is such a large percentage of

patrol unit available time, the ability for officers to proactively target crime issues in the field is significantly hindered.

Given these considerations, as well as the characteristics of these lower-priority workloads, it is clear that the issue would be best addressed through the assignment of dedicated resources to the problem, serving a call diversion capacity, rather than as a proactive special enforcement unit. Given that CSOs are largely already functioning in this role, and have been effective in doing so, the department should create a new non-sworn response unit, adopting the goal for the majority of low-priority public nuisance calls to go to CSOs. Completing the change, based on the workload diverted from patrol, as well as the capability for the unit to approach these issues in a cooperative and proactive manner, improves both the ability for patrol units to be proactive, as well as the overall level of service delivered to the community.

As a result, the analysis recommends that the department make a number of changes to redeploy and add additional staff to field operations, including the creation of two new units. These changes are summarized in the table below:

Recommendations	Tier 0 Current	Tier 1 +\$5m	Tier 2 +\$10m	Tier 3 +\$15m	Tier 4 +\$20m	Tier 5 +\$25m
1. Create the Special Enforcement Team – Tier 0: Move 1 Sgt., 1 Cpl., 1 Ofc. from patrol after vacancies improve – Tier 3: One additional officer – Tier 4: One additional officer	–	–	–	155,124	155,124	–
2. Create the Community Response Team – Tier 1: Two additional CSOs and one new CSO Supervisor	–	308,436	97,500	97,500	–	–

Recommendations	Tier 0 Current	Tier 1 +\$5m	Tier 2 +\$10m	Tier 3 +\$15m	Tier 4 +\$20m	Tier 5 +\$25m
position, as well as the transfer of two existing CSOs						
– Tier 2: One additional CSO						
– Tier 3: One additional CSO						

Strategic Focus Area D

Efficiency and Effectiveness of Investigative Services

The investigative functions of a department are critical for improving the safety of the public against crime. Effective investigations make it possible for those responsible for criminal acts to be brought to justice, and providing a deterrent to would-be criminals.

The ability of an investigative division in achieving these objectives is contingent on an array of factors beyond the actual process of solving a case – training, supervision, case management practices, strategic direction, staffing, proactive initiatives, and technological support, among other areas – that jointly determine its efficiency and effectiveness.

While by no means a measure for staffing or the effectiveness of investigative services, Part I Crimes – a set of eight major crime categories that local agencies report yearly to the FBI – provide a general barometer for the public safety level of a community, and whether it can be considered to be improving or declining. The following table presents these statistics for Redding over the last five years of available data, spanning a period of time from 2009 to 2013:

Redding Part I Crimes

	2009	2010	2011	2012	2013	
Violent Crime	688	793	701	705	585	
Murder and nonnegligent manslaughter	2	2	3	3	2	
Forcible rape	64	61	63	66	49	
Robbery	83	105	100	131	146	
Aggravated assault	539	625	535	505	388	
Property crime	2,979	3,037	3,396	4,380	3,774	
Burglary	783	849	823	1,088	742	
Larceny-theft	1,992	1,946	2,237	2,790	2,483	
Motor vehicle theft	204	242	336	502	549	
Arson	17	11	4	5	5	

Part I Crimes Per 1,000 Pop.	47.6
5YR Violent Crime Change	↓-15.0%
5YR Property Crime Change	↑26.7%

Overall, while violent crimes have fallen by around 15% since 2009, property crimes steadily rose in the years following the 2007-2008 recession, reaching a peak of 4,380 in 2012. Interestingly, within that time period, the crimes receiving the most significant increases were motor vehicle theft (146% increase) and larceny-theft (40% increase).

However, of significance is the fact that Part 1 violent and property crime rates are among the highest in the State for cities in the 80,000 – 110,000 range.

Goal #1

To have a strategy for crime reduction that focuses on solving cases.

Present State:

Investigators are assigned to handle cases in certain areas, although depending on caseloads and staff availability, they will frequently handle cases outside of their typical focus. These designations include broader areas such as property crimes (incl. burglaries), ‘generalist’ responsibilities, and person crimes. Specialist areas include sex crimes, financial crimes, and elder abuse/dependent adult crimes.

Additionally, one community service officer is responsible for issues relating to missing persons and runaway juveniles. Monitoring of pawn shops and gold dealers is also conducted, handled largely by a volunteer.

Without the ability to effectively track and review data on caseloads and activity, the project team conducted case audits for all investigators, focusing primarily on the following:

- The type of case, as well as any distinguishing circumstances (maintaining confidentiality and the integrity of the case)
- Date at which the incident occurred
- The date the investigator was assigned the case
- Summary of activities, and whether or not significant activity has been made on the part of the investigator within the last 30 days
- Future prospects for solving and clearing the case
- Any other relevant information or comments

The table below present the results of the process investigator caseload audits:

Investigator Type	# Surveyed	Total Active Cases	Avg. Per Investigator
Major Crimes + Generalist	2	16	8
Sex Crimes	2	16	8
Financial / Property ¹⁴	1	5	5
Elder Abuse	1	3	3

¹⁴ It should also be noted that for several investigators (e.g., the Financial / Property crimes investigator) we interviewed there are additional workloads outside of those types of cases. These workloads are not reflected in the number shown in the table above. As a result of these distinctions, it can be expected that the number of active cases that the investigator is handling should be lower than it would otherwise be.

It is important to note that the term “Active Cases” includes *only* cases where the assigned investigator has worked on the case beyond a minimal amount within the last 30 days. As a result, this term should not be confused with either the number of “Open Cases” or “Assigned Cases” that an investigator has.

Other investigative units, such as the Shasta Inter-Agency Narcotics Task Force (SINTF) and the Shasta Anti-Gang Enforcement (SAGE)/Parole and Probation Unit, are multi-agency teams headed by the Redding Police Department. The mission of SINTF is centered on narcotics enforcement, and is tasked with acting on immediate intelligence.

SAGE was originally formed primarily as an anti-gang unit, however, the concerns raised to public safety in the wake of AB 109/SB 85 – commonly referred to as the Public Safety Realignment Act – motivated the multi-agency team to expand its role.

Crime analysis functions are not currently used to either assist investigators in their cases or to guide the direction of proactive enforcement units.

Strengths:

The number of active cases – those that the investigator has worked beyond a minimal amount, within the last 30 days – assigned to the investigators we interviewed is within best practice ranges for adequate investigative workloads, illustrating that no immediate staffing needs exist in core areas.

Proactive enforcement capabilities exist within the division, although their staffing has been impacted in recent years, partly as a result of inconsistently staffed commitments from other agencies.

A civilianized crime scene technician role provides advanced field evidence collection, fingerprint identification, and interface with other agencies regarding evidence processing issues.

Improvement Needs:

Lack of a generalized proactive team focused on a ‘street crimes’ enforcement role.

Recommended Outcomes:

Create additional proactive capabilities for street crimes enforcement, as outlined in the previous strategic focus area section.

Integrate crime analysis functions into a SARA (scanning, analysis, response, and assessment) process for guiding the direction of proactive enforcement units.

Implementation Strategy and Resource Requirements

Form a new Special Enforcement Team, as outlined in the previous section.

Convert the part-time crime statistician into a full-time crime analyst position, using it as a resource to both investigators and proactive enforcement capabilities.

Cost Impacts:

See previous chapter (**Strategic Focus Area C – Goal #4**) for the costs associated with creating the Special Enforcement Team.

Goal #2:

To ensure the victims of crime are dealt with in a supportive way.

Present State:

To deal with victims of crime supportively is both a question of ‘customer service’ and the diligence and ability, given workload constraints, of investigators to pursue solutions to cases.

On these customer service elements, the complaints process of the Redding Police Department provides investigators with a measure of accountability for how they interact and treat members of the public. For more on this element of achieving the goal, please see **Strategic Focus Area E – Goal #1**: *“To ensure the people who come into contact with police officers and other department personnel are dealt with fairly and appropriately.”*

The Redding Police Department has limited resources to dedicate to proactive investigations. There are many economic and victimization issues which are commonly grouped into ‘vice and narcotics’. However, there are many economic ‘lines of business’ that organized criminals and criminals of opportunity use to take advantage of people – not only narcotics, but prostitution, human trafficking for sex and labor, and other forms of exploitation. The Police Department needs a dedicated unit to investigate these kinds of activities because they cannot be effectively followed-up on with staff resources dedicated to other things.

Secondly, the Redding Police Department has limited investigative and support staff dedicated to ‘Family Services’. Many police departments in California and throughout the country have created units which focus on a wide variety of case and programmatic activities dedicated to: handling cases of child sexual and physical abuse, vulnerable population neglect and abuse (including elders), victim support in justice system processes, victim referrals for local and State health and human services programs, and interagency coordination. The Redding Police Department currently has two (2) sex crime detectives and one (1) elder abuse detective. In Tier 5, additional resources could be dedicated, including a Sergeant for a dedicated unit, an additional detective for case and agency coordination and two (2) CSOs for victim support.

For victims of crime to feel that they are being dealt with supportively, they must have the confidence that if they report a crime – particularly a severe felony – the solving of the case is seen as a priority for the department. As a result, it is important for follow-up to be conducted expeditiously. The case audits conducted by our project team indicated that once investigators were assigned cases by their sergeant, follow-up was made within a reasonable timeframe in the vast majority of instances.

However, the length of time involved in the current records process presents significant delays to investigators getting reports – a period that is often over 10 days. This issue, as well as its effect on investigators is fully documented later in this report under Strategic Focus Area E – **Goal #3**: To ensure that the business practices themselves are efficient.

Strengths:

Once investigators receive cases, they are generally acted upon quickly.

The department has an effective complaints process.

Improvement Needs:

Additional resources will be required for proactive investigations in family and youth services areas, interagency coordination and victim support.

The significant delays in the records process ensures that investigators are almost always working cases where at least 10 days have passed from the time of the report being made to follow-up being made by the department.

Recommended Outcomes:

Resolve the issues creating a lengthy records process to reduce the amount of time it takes for investigators to be assigned cases after the initial incident.

Implementation Strategy and Resource Requirements

Phase out and replace the practice of officers dictating their reports to records technicians, significantly lowering their workloads and speeding up their processing ability. This issue is examined with additional detail in **Strategic Area E – Goal #3**.

More significantly, with additional resources, proactive investigative and victim support resources are needed in Redding. Existing investigative resources are limited to follow-up investigations, street level crime, as well as participation in regional task forces. A proactive investigative unit which handles organized economic lines of business of criminals including both vice and narcotics should be created in Redding when resources are available.

Victims of certain person crimes that originate in families also need support that is either not possible now or not effectively coordinated. The addition of additional sworn resources for follow-up investigations of family crime (e.g., domestic violence and abuse) and civilian resources to support victims would fill a gap in the ability of the Redding Police Department to serve the community.

Cost Impacts:

Variable software licensing costs, as well as internal costs associated with staff time – see **Strategic Focus Area E – Goal #3**.

Tier 4 – Create a Special Investigations Unit to augment proactive investigations involving ‘organized crime’ in the community (e.g., vice and narcotics, human trafficking, etc.). Add a Sergeant and three (3) Detectives. The cost of these resources is \$656,467

Tier 5 – The addition of a Sergeant, Detective and two (2) CSOs to augment youth and family services and to create a unit with existing staff in these areas. The cost of these resources is \$443,719

Goal #3:

To ensure that investigative supervisors hold detectives accountable for their diligence and performance in solving cases.

Present State:

Supervisory ratios are appropriate, with ratios of investigators to sergeants not exceeding 5:1 in any investigative unit.

No standard or formalized approaches to case management are in place. While many supervisors have either regular or irregular check-ins with direct reports on their cases, these actions are not logged. Interviews suggest that caseload reviews practices vary extensively from supervisor to supervisor, with no formal expectations existing in that regard.

Similarly, investigator caseloads are not tracked accurately through case management software. Through interviews conducted by the project team, we consistently found that the AS-400 mainframe system, which will be replaced upon complete implementation of the new records management system (RMS), does not reliably clear inactive/cleared cases.

To this point, the AS-400 system does not track activity on cases, further hampering its ability to serve as a tool for investigator accountability and organization.

Strengths:

Supervisory ratios for investigative units are within best practice targets.

Improvement Needs:

Because the caseload reviews that supervisors conduct – informally – with investigators are not practiced regularly or logged, Investigations Section leadership rely on self-reporting to hold sergeants accountable for reviewing their detectives' caseloads. Furthermore, no standard currently exists to use in evaluating their diligence in conducting the reviews.

Printouts of investigator caseloads from the AS-400 system were inaccurate enough to be rendered largely inadequate and ineffective as a tool for monitoring investigator workloads.

Additionally, by not tracking caseload activity, the AS-400 system gives supervisors no tools to review how investigators are managing their cases, or the degree to which their caseloads represent actual workloads. Because of this, the process of caseload assignment must also rely on self-reported assessment of investigator workload to divide cases among staff in an effective manner.

While these technical shortcomings could largely be overcome by a formalized system of reporting, no such systems or standards exist within the Investigations Section. As a result, it can be concluded that serious deficiencies exist in the degree

to which supervisors are holding detectives accountable for their diligence and performance in solving cases.

Recommended Outcomes:

Develop formalized case management standards and practices to be used throughout all investigative units, both initially to address existing deficiencies, as well as a long-term approach under the new RMS system.

Implementation Strategy and Resource Requirements

As a temporary means to address the deficiencies in the accountability of both investigators and supervisors, department leadership should develop standards and practices for case management. These standards should be put into place immediately after completion in all investigative units.

As the process of implementation of the new RMS system begins, prioritize the development of a wider approach to case management centering, including formalized supervisory review and assignment processes. The new approach to case management should center on the use of RMS software for caseload organization.

Cost Impacts:

None, other than internal costs associated with staff time. Funding for the new RMS system has already been allocated.

Strategic Focus Area E

Administrative Business Practices

The efficiency and effectiveness of internal processes, as well as the quality of customer service, are important factors in the ability of the department to deliver services at a high level.

Goal #1

To ensure the people who come into contact with police officers and other department personnel are dealt with fairly and appropriately, whether in the field or at the counter.

Present State:

The department publicly recognizes the utility of an effective public complaints process in ensuring and improving the interactions that citizens have with department personnel, and in particular, police officers in the field. The RPD website states,

“A positive relationship between the police and the public they serve, fostered by confidence and trust, is essential to effective law enforcement. While the police are charged with vigorous enforcement of the law, they must meticulously observe the rights of all people. Police personnel, at the same time, must be free to take action in a reasonable, lawful, and impartial manner without fear of reprisal.

Your concerns and criticisms help us protect the community from possible misconduct by employees. At the same time, a thorough and impartial investigation procedure helps protect employees from unwarranted charges when they perform their duties properly.”¹⁵

The page also provides mediums for submitting complaints either online or in person, in addition to outlining the process by which complaints are reviewed. The complaints process is not limited to officers in the field however, covering interactions with department staff over the counter as well.

Strengths:

The process for submitting complaints is straightforward and allows citizens multiple options for doing so.

It is worth noting that after a 2009 grand jury report recommended that the department implement a method for the public to submit complaints online, the department acted on it successfully. Similarly, a 2012 grand jury report recommendation that options should be provided for complaints to be reported to government entities was also implemented.

¹⁵ <http://reddingpolice.org/complaints-commendations/>

The page also provides citizens with the option of submitting their complaints to a third party local government entity in order to safeguard against any possible fear of retribution that a complainant may have.

Improvement Needs:

The International Association of Chiefs of Police recommends that for complaints warranting an investigation, the complainant is contacted and attempted to be interviewed within 24 hours after initial receipt of the complaint. Additionally, complaint totals should be reported to the public on a regular basis, including subtotals for each category of complaint type.¹⁶

Recommended Outcomes:

The department should track the number of complaints made by type on an annual basis and report those statistics to the public.

Implementation Strategy and Resource Requirements

Request quote from private website vendor(s) on the cost of adding functionality to the department website to be able to submit complaints online through a web-based form.

Cost Impacts:

Variable; depends on vendor estimate of the cost of adding that functionality to the website.

Goal #2:

To ensure that Department staff are supported efficiently and accurately.

Present State:

Performance of records processes and internal services are widely viewed as being inadequate, with over 80% of the respondents to the employee survey indicating that support from records is “insufficient.”

The quality of communications support in the field received mixed ratings in the survey, with 40% viewing dispatch information as being “Fair,” and 30% viewing CLETS support as “Fair.” – although neither received many “Poor” or “Very Poor” ratings.

Internal communication was not widely seen as sufficiently effective by survey respondents, particularly regarding communication from management personnel.

Across virtually every staffing category, it was widely voiced by department personnel that current resources are inadequate. While lack of support in staffing resources can be evident in perceptions of overtime – particularly when patrol uses a standard around-the-clock minimum staffing level in patrol – the employee survey did not convey that it was an issue.

¹⁶ Chief Turner, Beau. Internal Affairs: A Strategy for Smaller Departments. Issue brief. Washington, D.C.: International Association of Chiefs of Police, 2004. Print. Best Practices Guide.

The amount of overtime worked was also identified as an issue.

Strengths:

When asked questions that do not relate to perceptions regarding the adequacy of current staffing levels, the effectiveness of internal support functions are for the most part rated favorably.

Less than one-fifth of survey respondents indicated that they personally do not work too much mandated overtime, although this is countered by their perceptions of the group as a whole, which they feel *does* work too much mandated overtime.

Improvement Needs:

Restructure the records process in order to improve the timeliness and quality of records services. See the following goal section for additional analysis and recommendations on this topic.

Recommended Outcomes:

The issues raised by the employee survey in regards to records support are a function of the multitude of different processes and tasks records staff handle. As a result, rather than duplicating the discussion within this section, please see the following goal section for additional analysis and recommendations on these processes.

Reduce mandated overtime by filling current vacancies in patrol.

Implementation Strategy and Resource Requirements

Establish defined standards for internal support functions, such as service level targets for records processes or expectations for internal communication on key department matters.

Cost Impacts:

None, other than internal costs associated with staff time.

Goal #3:

To ensure that the business practices themselves are efficient.

Present State:

Currently, incident reports are largely dictated by patrol officers to records technicians and then handwritten, with much of the work involved in finalizing reports being completed using a physical copy of the report, resulting in a lengthy process. The need to physically transport reports at various stages back and forth between buildings also contributes significantly to the total processing time.

The steps involved in the process can be summarized as follows:

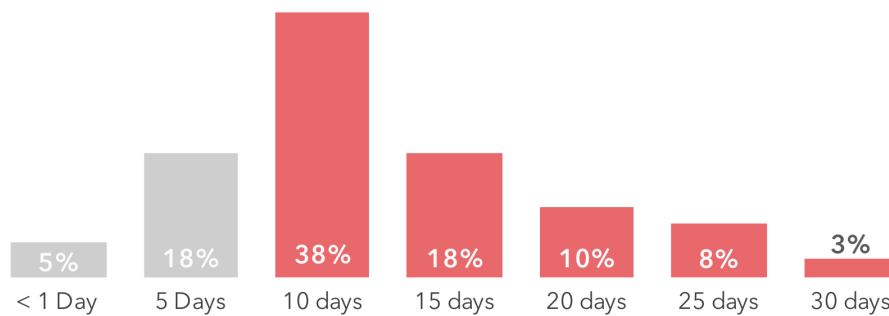
- After a report has been typed, it must be physically transported from the location of the

- records technicians at City Hall to the location of the patrol sergeants in the new facility.
- Assuming that the report is not sent back to the officer for corrections, it is brought back to records staff in City Hall.
- After the records technician finalizes the typed version of the report, typically a cadet then transports the physical version of the report to investigations, who are also located across the walkway in City Hall.
- An administrative clerk position then sorts the reports by type and leaves them for the appropriate investigations sergeant.

Prior to the recent facility move, data gathered through the investigator case audits conducted by the project team placed the average report processing time at approximately 11.5 days, with the severity of the crime not presenting a meaningful impact on that time¹⁷.

The following chart provides a visualization of the issue by showing the percentage of reports that are processed within each listed time frame:

After a crime occurs, how long until an investigator first receives the report?



Without a case being assigned to an investigator, it is effectively in a frozen state – progress is not able to be made toward arranging interviews with victims, following up on potential leads, or any other activity which would otherwise would move the case forward.

Crime severity appears to largely not be an effect on processing time, as the table below illustrates:

¹⁷ It is possible for reports to be ‘fast tracked,’ although this is primarily done only when the offender has been arrested and booked for a crime.

Average Report Processing Time by Crime Category¹⁸

Crime	# Sampled	Avg. Processing Time
Sexual Assault	9	12 days
Child Molestation	8	10 days
Identity Theft	6	14 days
Burglary	4	11 days
Theft	3	20 days

While these statistics represent an illustrative analysis based on the findings of a limited sample group of case records, these findings represent a critical issue for the department resulting from the current records process.

It should also be noted that report processing represents only one of the numerous other workloads handled by records technicians – they are also responsible for completing a number of other duties. Some of these, such as frequently answering the phone calls from the public and other RPD staff members, cannot be scheduled or prioritized, as they must be handled immediately. As a result, it can be concluded that it is the process itself of dictating reports that is inefficient, and adding additional records technician positions will not significantly improve the problem. Due to this distinction, the project team examined other ways for officers to complete reports – a step which the department is already taking to improve the issue.

Strengths:

It can be assumed that the ability of patrol officers to dictate incident reports to records technicians saves officers time, enabling them to spend more time in the field being proactive.

Improvement Needs:

The extended process increases the amount of time it takes for detectives to begin investigations. This hampers the ability to solve cases, as the ability of detectives to successfully interview witnesses inherently decreases over time. This is particularly true for crimes such as domestic violence and sexual assault, where the availability of witnesses and accusers for interviews can lessen over time.

Typing and receiving the dictation of reports from officers significantly increases the workload of records technicians. Reducing or eliminating this workload would then consequently improve the speed of the report entering process.

Recommended Outcomes:

Upon implementation of the new records management system, fully transition to the practice of officers completing most reports in the field through means other than dictation.

¹⁸ Samples collected through investigator case audits that the project team conducted from May through June 2015.

Replace the practice of officers dictating reports to records technicians by purchasing professional voice dictation software marketed to law enforcement, such as the professional version of Dragon Naturally Speaking, used by a number of other departments throughout the country. It must be noted that the Dragon dictation software should be available as an *option* to officers – it is not intended as a standard replacement for all officers, only those who are more comfortable using the software than typing a report on the MDT or a tough pad/tablet device.

Continue researching and investigating the potential of using ‘tough pads’, or other tablet devices, for officers to type reports in their patrol cars. The department has already begun this process.

Implementation Strategy and Resource Requirements

Without a new records management system in place, it is not feasible to attempt to make significant changes to the current report processing workflow. As a result, the changes should be made in coordination with the initial implementation of the new system.

Because officers will have different preferences and levels of efficiency with various methods of writing reports, it is most effective for the department to look toward an ‘all of the above’ approach to replacing dictation within the report writing process. Officers should be provided with multiple options, including tablet devices, dictation software, and typing the reports on the in-car MDT systems.

Once implemented, the capabilities of officers to accurately and expediently complete most types of reports in the field will be significantly enhanced. This will be a difficult change, with some officers having far more difficulty than others, primarily due to varying typing and technical abilities.

The department is also looking into the use of ‘tough pads’ – mobile tablet devices for law enforcement personnel – in the field for report writing and other tasks, mitigating the drawbacks of typing basic reports in patrol cars on MDTs.

The capabilities of professional dictation software, which will be able to integrate with the new RMS system, can also significantly mitigate effects of the transition on officer morale and/or short-term service levels issues driven by its learning curve. The department should coordinate with City of Redding Information Technology to select a dictation software vendor and implement the software into field use.

Cost Impacts:

\$695 - \$908 per dictation software license (*estimated*) under the dictation software option, with likely less than half of the officers opting out of transitioning mainly to electronic report writing within the new RMS system. This equates to an annual cost of about \$25,000.

‘Tough pads’/tablet devices represent variable costs by feature set and vendor.

Projections:

Full implementation of both RMS and software-based dictation capabilities will necessitate a review of the responsibilities, workloads handled, and staffing needs of records staff. The department should expect these changes to have indeterminate cost savings in the long term.

Goal #4

To utilize technology, where appropriate and cost effective, to support citizens and Department personnel.

Present State:

*Note: See **Strategic Focus Areas F and G** for additional analysis of department information technology practices and needs. This section relates exclusively to administrative business practices.*

The AS-400 records management system is at the core of a significant portion of the department's administrative and database management functions. Having been developed for the department in the late 1980s, its technology is significantly outdated in comparison to the vast majority of records management systems on the market today.

The department is currently in the process of moving to a new records management system, having already completed the RFP and selection process.

Redding Police Department databases are able to interact with the Shasta County Courts through "The Wheel," a system of workflows and processes that provides integrative functionality to the AS-400 components with outside agencies.

Strengths:

Despite its limitations, the AS-400 system provides for comparatively high levels of uptime.

Progress has been made in initiating the process to move toward implementing a new records management system.

Improvement Needs:

There is a clear and recognized need to transition to a new records management system.

Given the breadth of functions and administrative processes served by records management systems, in addition to the extensive learning curve that will be required for virtually all staff in the department, implementation will involve an extended and difficult process.

Recommended Outcomes:

Successful implementation of the new records management system within 18 to 24 months after the initiation of the project.

Implementation Strategy and Resource Requirements

Upon initiation of the implementation process, following the completion of a contract with the selected vendor, the project should become a top priority and focus of the department.

Key practices in making a successful transition to the new system include adopting a ‘train the trainers’ approach, as well as establishing a regularly meeting implementation team comprised of staff – both sworn and civilian – from all areas of the department.

Cost Impacts:

Not applicable, as funding has already been allocated for the project.

Strategic Focus Area F

Human Resources and Employee Support

Internal management is critical to the daily operation of public organizations. Comprising a wide range of functions, the efficiency and effectiveness of an organization's human resources and employee support capabilities are vital to an agency's ability to provide high service levels.

This is exemplified in a number of areas. In law enforcement environments, for instance, having clearly defined directives and policies can have significant effects on the interactions officers have in the field. By the same token, an organization whose vacancy rate has skyrocketed due to low compensation will not have the necessary staffing resources available in the field – either to be able to proactively address the needs of the community it serves, or even to respond to priority calls within adequate timeframes. The availability and quality of in-service training, as well, significantly affects how officers respond to emergencies and other critical situations.

The effectiveness of human resources is also interconnected with service levels as work-related employee stress directly relates to the effectiveness of an organization; human resource functions are central to its management.¹⁹ Overall, the better a law enforcement workforce is supported by internal management – and in large part, by human resources capabilities – the more it is able to be committed and focused on the services it provides.

As a result, it is clear that effective human resources and employee support functions are important factors in the performance of department personnel in the field, a finding that is been consistently backed in research.²⁰

Goal #1

To ensure that the Department has the best employees obtainable to serve the community.

Present State:

The department has positioned itself effectively to attract and recruit employees, which can be a more challenging task in jurisdictions such as Redding and the greater Shasta County area that lack a nearby major metropolitan area. Compensation, which is examined in greater detail later in this chapter, is found to be provided at adequate and competitive levels.

Through the City of Redding, the department uses the online government hiring website Neogov.com to increase the visibility and convenience of job postings for both sworn and non-sworn positions.

Sworn candidates must complete an assessment process that includes detailed screening,

¹⁹ Jaramillo, Fernando, Robert Nixon, and Doreen Sams. "The Effect of Law Enforcement Stress on Organizational Commitment." *Policing: An International Journal of Police Strategies & Management* 28.2 (2005): 321-36.

²⁰ Nicholson-Crotty, S. "Public Management and Organizational Performance: The Case of Law Enforcement Agencies." *Journal of Public Administration Research and Theory* 14.1 (2004): 1-18.

testing, and background check processes.

Strengths:

The content of the selection and screening process used by the department meets best practice standards for effectiveness and risk minimization.

Compensation levels are sufficient to allow the department to be highly competitive in attracting new sworn hires, as well as for lateral moves of sworn personnel from other departments.

Improvement Needs:

Detailed processing statistics for new hires, such as the time between each major step of the recruitment process, are not recorded or tracked by the department as a budgetary performance metric.

Recommended Outcomes:

Begin tracking processing times for new hires, by major steps of the recruitment process, and review performance trends at the conclusion of each fiscal year.

Implementation Strategy and Resource Requirements

The Administration/Training Sergeant under Support Services should develop a spreadsheet that logs the progress of recruitment processes for each new hire, by major steps of the process. Statistics generated from these logs should be reported to the management analyst position on a quarterly basis, tied to the fiscal year.

Cost Impacts:

None, other than internal costs associated with staff time.

Goal #2

To have programs in place to retain employees in the Department through career development and training.

Present State:

The shift schedule followed by personnel assigned to patrol allows for built-in training time every four weeks for those working on a 12-hour shift team. As a result, a large amount of training is conducted while on-duty at an average of 37 hours per year per officer. Although this impacts availability, it can be assumed that conducting training on-duty has a positive effect on employee retention by minimizing sleep schedule disruption for certain officers. This is particularly true for those assigned to night shift teams, for example, that may have otherwise had to attend a full day of training immediately after or before their shift.

In the employee survey conducted by the project team, 57.8% of respondents indicated that they felt the department places a high value on training for field personnel. In a slightly smaller margin, approximately 53% respondents felt that they "...receive the practical in-

service training to keep all of [their] skills high.” This represents positive findings overall, particularly for a department with as high of a sworn vacancy rate as in the RPD.

New sergeants are sent to the CA POST supervisors’ school in addition to being provided with a sergeant training manual.

Opportunities for career advancement in the Redding Police Department as a sworn officer are similar to those in other similarly sized departments. Detectives have opportunities to work in a number of different assignments, with roles including elder abuse, sex crimes, major crimes, generalist focus, computer crimes, financial crimes, and SINTF, a regional narcotics task force.

Strengths:

Relatively high levels of training – most of which occur on-duty – are provided for many units, particularly given current staffing constraints.

The department provides diversity training.

Improvement Needs:

Under the current hybrid 10 and 12-hour shift schedule for patrol units, assignments are based primarily on officer seniority. Given that less experienced officers will be working the less favorable shifts, there is no mechanism to ensure that the shifts also contain experienced officers – an important factor for the development of younger officers.

Cutbacks in resources allocated to specialty units, including reduced staffing levels in the Traffic Unit and the elimination of other dedicated proactive enforcement capabilities in the Field Operations Division, have reduced the number of opportunities officers have to develop in other roles.

Recommended Outcomes:

Create the Special Enforcement Unit as outlined in “**Strategic Area D** – “**Goal #2**” in order to provide officers with additional paths to develop their skills and career.

Cost Impacts:

None, other than internal costs associated with staff time (*the costs of establishing the Special Enforcement Unit are examined separately in this report*).

Goal #3

To have succession and employee mentoring programs in place for the long term health of the Department.

Present State:

Succession programs do not exist as per department policy, but may develop informally during transitional periods. This presents an issue, particularly given the number of mid-managers and managers eligible for retirement within the next five years.

Exit interviews are regularly conducted by the department, and are reported on in the department's budgetary performance measures

Examples of employee mentoring within the department include the senior Computer Crimes Investigator training a Financial Crimes Investigator in that role on an ongoing basis.

Strengths:

Mentoring and succession planning exist largely informally, although there have been instances of formal mentor/mentee assignments.

Improvement Needs:

Formalized mentoring program for all employees in the department. The International Association of Chiefs of Police lists the following five benefits of formalizing the process:

- “1) Ensures that all employees will receive the benefits of a mentoring relationship*
- 2) Promotes agency loyalty and inclusiveness*
- 3) Identifies program goals*
- 4) Creates program structure and procedures*
- 5) Defines mentor/protégé roles and responsibilities”²¹*

Recommended Outcomes:

Establish a formalized mentoring and succession program for new hires and employees in new roles.

Implementation Strategy and Resource Requirements

Create a working group to develop a formalized employee mentoring and succession program for the department.

Cost Impacts:

None, other than internal costs associated with staff time.

²¹ Sprafka, Harvey, and April H. Kranda. "Institutionalizing Mentoring Into Police Departments." Best Practices Guide (n.d.).

Goal #4

To ensure that employees are appropriately compensated for the work performed.

Present State:

Sworn personnel are compensated appropriately, in comparison with similarly sized California law enforcement agencies, as well as relative to neighboring jurisdictions. For example, base pay wages for Anderson Police Department officers – without accounting for any benefits, duty, skill, or performance-based pay incentives – is most recently listed at \$20.15/hour (\$41,912 per year) for officers at the lowest step, and \$25.70/hour (\$53,456 per year) at the highest step.

Comparatively, as outlined in the most recent memorandum of understanding, Redding Police Department officers receive \$27.85/hour (\$57,928 per year) at the initial step, and \$39.18/hour (\$81,494 per year) at the highest. Although there are many other factors contributing to total compensation levels, the differences are emblematic of Redding’s competitiveness in the market for hiring new officers, as well as lateral moves from other departments.

To this point, the comments provided in the employee survey did not display any significant attitudes toward compensation, although the dedication and commitment of the workforce was one of the most frequently cited strengths of the department.

Strengths:

Adequate and competitive compensation is given to Redding Police Department employees.

Recommended Outcomes:

Identify compensation-related issues through exit interview discussions.

Implementation Strategy and Resource Requirements

Continue conducting exit interviews with employees leaving the department, and use the opportunity to ask questions relating to specific aspects of compensation (e.g., employee health care plans).

Cost Impacts:

None.

Strategic Focus Area G

Facilities and Equipment

Efficient and effective management of material resources is critical to the success of a department in achieving its goals and objectives. With staffing resources often taking prominence in discussions of budget and police service levels, the role of facilities and equipment is often overlooked. Gary Corder writes in Police Administration:

“Because good equipment and supplies are essential in the operation of every police department, this function must be performed expertly and must be looked on, as it oftentimes is not, as a specialized function requiring constant concern...In departments in which maintenance of facilities and equipment holds a low priority, the morale of police officers is likely to be low.”²²

As a result, it is important to analyze and plan for those needs in the process of developing a strategic direction for the department.

Goal #1

To ensure that the Department has adequate facilities to perform their roles in law enforcement.

Present State:

The department has recently undergone a major move to new facilities, addressing a number of major facility needs. Personnel are, however, still spread across two buildings – with the Field Operations Division housed in a newly constructed facility, and the rest of the department now moved into City Hall, which is directly adjacent to the new building.

The move has brought about a number of organizational changes as a result of space availability and service needs. The most significant of these changes is the separation of records staff from patrol services personnel.

Strengths:

The new facilities present the department with an increased ability of the department to recruit quality personnel. This is particularly important for filling vacant police officer positions, as the employment field is currently highly competitive.

The new patrol facility represents a significant improvement over the previous location. Furthermore, the space allocated to RPD in City Hall includes significant room to accommodate any future expansion in department size.

Significant amount of space is allocated for the RPD in City Hall, and will accommodate anticipated future growth in the department.

²² Corder, Gary W., and Robert Sheehan. *Police Administration*. Cincinnati, OH: Anderson Pub., 1999.

Improvement Needs:

The size of the new facility – and to a limited degree, its current space configuration – limits the number of staff that it can house.

Recommended Outcomes:

Upon implementation of the new records management system, transition to entering reports in the field electronically as the standard process for patrol units.

Implementation Strategy and Resource Requirements

See **Strategic Focus Area E – Goal #7** for a full analysis of the larger issues with the current records processes.

Goal #2

To ensure that the Department has appropriate equipment to perform their roles in law enforcement.

Present State:

Upon being hired into the position, the RPD Chief outlined purchasing a number of new vehicles as a top priority, given the fleet’s age at the time – an issue exacerbated by the effect of the recent recession years on the city’s budget. The initiative has since begun, and progress is being made toward completing a revamp of the department’s fleet.

However, given that many other spending priorities were also significantly affected by the recession, fleet improvement must compete with other budget items.

The department is also currently implementing a program for issuing body-worn cameras to all department patrol units.

Strengths:

An initiative is underway to improve the age of the department’s fleet.

Improvement Needs:

Redding does not have a comprehensive and funded vehicle replacement program to plan for and address future anticipated fleet purchasing needs.

Recommended Outcomes:

Work with the City of Redding to develop a funded vehicle replacement program covering the Police Department, as well as other municipal agencies with significant fleet needs.

Implementation Strategy and Resource Requirements

Contact the heads of other city departments featuring large fleets, and begin the process of developing an assessment of anticipated fleet purchasing needs, using the results of that process as the basis in coordinating with the city to form a funded fleet replacement program.

Cost Impacts:

No direct cost impacts.

Goal #3

To maximize the use of grant opportunities to support equipment needs.

Present State:

The department currently receives grant funding from a number of sources, with those resources totaling approximately \$2.8m and 6.00 FTEs in FY14-15.

The department also currently maintains a SAFE (Sexual Assault Felony Enforcement) grant that provides funding for interviewing all sex offenders that relocate within the jurisdiction of the department, in addition to compliance checks on known offenders.

Strengths:

Funding provided through grants has increased markedly over the last few years, with the last fiscal year accounting for over double the amount funded in FY13-14, as demonstrated in the table below:

Category	FY13-14	FY14-15	FY15-16	Change
Total Funding	\$1,377,557	\$1,084,420	\$2,764,960	101%
FTEs	6.00	6.00	6.00	0%

To this point, grant funding in the last fiscal year accounted for over double the amount received in FY13-14.

Improvement Needs:

Improve communication particularly between shifts to address equipment needs and identify grant opportunities. Continue focusing priorities on equipment grants.

Recommended Outcomes:

The management analyst should send quarterly reports to the entire department through email, summarizing grant application opportunities and successes to encourage dialogue among personnel regarding grants.

Implementation Strategy and Resource Requirements

Not applicable.

Cost Impacts:

None.

4. A Detention System Plan for Shasta County

Strategic Focus Area A

Enhancing Public Safety

Considerable literature, at times contradictory, has been developed regarding the role of jails in the broader public safety spectrum. According to a 2008 *USDOJ National Institute of Corrections* report:

*Jails have done an admirable job of protecting their local communities for the short-term while offenders are incarcerated; but jails can do more as part of a system to enhance long-term public safety. As public servants we would employ (rehabilitative) methods in the interest of long-term public safety, despite our personal views or values that may be contrary to the research. Despite our differences, hope remains that in the interest of long-term public safety, professionals within our system of corrections can find commonality of mission, vision, and practice.*²³

The role of county jail systems such as SCSO's Custody Division (particularly those operating under the directives associated with ever-increasing responsibilities, such as those efforts required by AB 109) is critical in the overall public safety spectrum of a community. However, this role continues to shift based on new research and ever-changing circumstances. As stated by the *Vera Institute of Justice* in their 2013 report, "As the size and cost of jails and prisons have grown, so too has the awareness that public investment in incarceration has not yielded the expected return on public safety. Today, in the United States, an opportunity exists to reexamine the wisdom of our reliance on institutional corrections."²⁴ Furthermore, according to the Shasta County CCP, "Current practice in the criminal justice field suggests that serving time in custody or community supervision alone is insufficient to reduce criminal activity."²⁵

Despite concerns about jail costs and benefits relative to overall public safety impacts, the important role of jails is clear. According to the *Public Policy Institute of California*:

*There is substantial evidence that suggests that increases in the use of imprisonment decrease crime, although there is quite a bit of disagreement about whether the effects are large or small. However, there is also compelling evidence that the size of the effect depends heavily on the rate of incarceration. In other words, places like California that already incarcerate offenders at a high rate (400 per 100,000) appear to achieve less crime reduction from placing offenders in custody than systems with low incarceration rates. Moreover, there is strong evidence that it is not so much the severity of punishment, measured by sentence length, **as the certainty of punishment that is most important in deterring crime.** (Emphasis added)²⁶.*

These various perspectives serve as a framework for discussing the SCSO Custody Division's

²³ "Our System of Corrections: Do Jails Play a Role in Improving Offender Outcomes", *USDOJ NIC*, 8/08, pg. 1, 5, 17.

²⁴ "The Potential of Community Corrections to Improve Safety & Reduce Incarceration", *Vera Institute of Justice*, 7/13, pg. 2.

²⁵ "Shasta County Public Safety Realignment Plan", *Community Correction Partnership*, 3/14, pg.14.

²⁶ "Alternatives to Incarceration in California", *Public Policy Institute of California*, 4/15, http://www.ppic.org/main/publication_quick.asp?i=1146

role and operations in the broader public safety scheme.

Goal #1: To have defining principles in place to provide safe and effective detention services – mission, vision, goals and objectives.

Present State:

The Shasta County Sheriff’s Office (SCSO) mission states, ““The members of the Shasta County Sheriff’s Office are committed to improving the quality of life, in partnership with the community we serve, through fair and ethical law enforcement services.” All SCSO divisions presently embrace one mission and one vision.

Strengths:

The SCSO has a definitive mission that is shared with employees during their annual evaluations. Additionally, some SCSO Divisions, such as the Office of Emergency Services (OES), has independent mission and goal statements such as: “Our mission is founded in public service. Our goal is to protect lives and property by effectively preparing for, preventing, responding to, and recovering from all threats, crimes, hazards, and emergencies.”

Improvement Needs:

Best practice suggests that specific mission, vision, goals and objectives are entirely appropriate for divisions and business-unit organizations, particularly those that have unique characteristics. Just like SCSO’s Office of Emergency Services which has independent missions and goals given their unique role in the Sheriff’s organization, a defined mission, vision, goals and objectives for the Custody Division is important given its unique role in ensuring and enhancing public safety in the Shasta County community, particularly given the ever-changing landscape with respect to external impacts such as AB109 and proposition 47.

In sum, the SCSO should fully embrace a performance management philosophy for the Division.

An excellent example of a comprehensive performance management program linking strategy, goals and objectives is found in the Collier County Sheriff’s Office (FL) 2014-16 Strategic Plan²⁷. These local and national examples can serve as a baseline for the creation of the SCSO’s own unique initiatives and approach.

Recommended Outcomes:

The Custody Division should devise a mission, vision, goals and objectives consistent with best-practice Performance Management techniques. These techniques are further defined later in this report.

Implementation Strategy and Resource Requirements

Over the course of the next 12 months the SCSO Custody Division should adopt a

²⁷ <https://www.colliersheriff.org/Modules/ShowDocument.aspx?documentid=27905>

comprehensive Performance Management System with details provided subsequently. If desired, this should be expanded to the entire SCSO over 24-months. Resources required would include Custody Division’s management and supervisory time to develop this program.

Cost Impacts:

Internal costs associated with staff time estimated at 240 hours of staff time.

Goal #1 Supplemental – MANAGEMENT

The following narrative and analysis provides supplemental information and clarification for this goal.

(1) Performance Management Techniques

Best-practice steps can be taken to improve the tracking of performance. Framed by a mission and vision, steps linking goals to objectives and ultimately to outcomes, and overall enhancing “performance management” in the Custody Division should be considered an important step to enhance public safety.

The SCSO is not atypical compared to many government entities in regard to its sophistication in measuring performance, linking production to not only outputs but outcomes, etc. Similar to many jurisdictions, various kinds of “performance reports” are generated, distributed, reviewed, and filed, but little more is done with the contents. The most advanced performance measurement systems are generally found in the private sector. Yet the value of performance measurement cannot be underestimated, particular since performance measurement is a core business practice and fundamental to many successful companies. An often repeated phrase is, “You cannot manage what you can’t measure.” The belief in this sentiment is the cornerstone of the performance measurement philosophy.

We frame our observations from what is known as the SMART philosophy of

performance measurement and performance goals and objectives development.

SMART is an acronym for (S)pecific, (M)easurable, (A)chievable, (R)elevant, and (T)ime-bound. Specifically:

Specific	Objectives must express the action and results required so that the reviewer of the objective can see clearly whether or not the objective has been achieved.
Measurable	When setting objectives, there must be some way of measuring and validating whether the objective has or has not been achieved and to what level of success or failure.
Achievable	Although objectives should be challenging and encourage continuous improvement, they must be reasonable and achievable.
Relevant	The objectives must be pertinent to the organization's core business practices and measure performance that reflects critical operations fundamental to the success of the work unit's mission.
Time bound	Objectives need to have clear time frames attached to them such that success or failure can be analyzed within an established period.

Using this model as a framework, we were not able to locate any Custody Division objectives consistent with the SMART criteria. While the jail has metrics, this is the general extent of measurement. A metric is essentially a counting of an occurrence linked to some type of task a work unit performs. For example, the number of cell inspections made in a month or the number of bookings completed. An indicator, often called a Key Performance Indicator (KPI), is a somewhat more sophisticated form of a metric that provides additional information that reflects the organization's goals, that is quantifiable (measurable), and that is a key to business success. It differs from a performance measure in that it only possesses three of the five SMART characteristics (Specific, Measurable, and Relevant). For example, the response time to a law enforcement call for service in a certain area is a KPI. A performance measure is the *output* of a performance objective that leads to a desired *outcome*. Without performance objectives framing a comprehensive performance

management plan, it is difficult to ensure accomplishment of relevant work tasks that ultimately achieve goals, mission and ultimately the vision of an organization. The purpose of performance measurement is to impart key information to assist in managing and decision-making that accomplishes the mission.

The following recommendations are made to improve performance management.

Recommendation: The SCSO should implement a performance measurement and management system, beginning with the Custody Division, using the principal concepts noted in this section. There are numerous professional journals, articles, training sessions, and books on performance measurement.

Recommendation: The Custody Division should be held accountable for fully implementing a performance management system in their organization and should be held accountable for regular reporting of results. This information should be shared, in report format, with the Sheriff and on a quarterly basis.

Recommendation: In the adoption of the performance management system the SCSO should properly define and use outputs and outcomes with the intent to capture outcomes as often as possible. These outcomes should be linked back to mission and vision with the ultimate intention of enhancing public safety.

Goal #2: To continually plan to address internal and external factors, such as AB109 and Proposition 47 requirements, that impact the Custody Division's ability to serve the community, law enforcement and criminal justice partners.

Present State:

Shasta County has, as required by legislation, a Public Safety Realignment Plan which addresses the supervision, incarceration, revocation hearing, and service needs of this (AB109) population for recommendation to the County Board of Supervisors. Adopted in September 2011, it was updated in October 2012 and March 2014. A variety of other reports dedicated to public safety, law enforcement, and custody services have been written over the past years, including a Feasibility Study and Needs Assessment for Adult & Juvenile Detention Facilities in December 2011, and a Shasta County Jail Facilities Needs Assessment in October 2013. The current Public Safety Realignment Plan does not discuss the impacts of Proposition 47 which was passed in November 2014.

Strengths:

Various efforts have been performed by a variety of public safety partners with respect to plans that address custody needs. These have essentially culminated in the Public Safety Realignment Plan last updated in March 2014.

Improvement Needs:

The intention of the Public Safety Realignment Plan, per law, is an emphasis on the impacts of AB109. Despite revisions in this plan, they are minor: “Very little has changed in regard to the basic strategies of the original plan.”²⁸ Moreover, there are a variety of internal and external factors, however, impacting Shasta County custody services that are not addressed in a formal written document. These include Proposition 47; the impacts of mental health incarcerates that will be homeless upon release; the impacts on the unsentenced jail population by such law enforcement programs as “Shasta County’s Most Wanted,” etc. In sum, the County does not have in place a comprehensive criminal justice system master plan document. Importantly, this is not exclusively a Sheriff’s Office issue but an opportunity for all public safety partners in Shasta County.

In Focus Area B, later in this Public Safety Blueprint a more extensive justice system master planning process is described of which the development of mission, vision, goals and objectives is a necessary precursor.

Recommended Outcomes:

The County/City and related partners should develop a thorough criminal justice system master plan with comprehensive sections dedicated to custody services. The Public Safety Realignment Plan, this Public Safety Blueprint and numerous other reports published can serve as a foundation for developing such a product in the future.²⁹

Implementation Strategy and Resource Requirements

Facilitated by a new blue ribbon committee or the Advisory Committee of the Community Corrections Partnership, accomplished by the Executive Committee or performed by some derivative Committee (see **Goal #3**), a Criminal Justice System Master plan should be developed which can include the Public Safety Realignment Plan as a component of this report.

Cost Impacts:

Internal costs associated with staff time. Estimates of the amount of staff time depends on the depth of the plan but could be expected to be at least 1,000 hours over two years.

²⁸ “Shasta County Public Safety Realignment Plan”, *Community Correction Partnership*, 3/14, pg.13.

²⁹ An illustrative plan showing the magnitude of effort for a smaller county is found here:

[https://www.dropbox.com/s/ptkoblzsj9n3wl3/Illustrative%20Criminal Justice Master Plan.pdf?dl=0](https://www.dropbox.com/s/ptkoblzsj9n3wl3/Illustrative%20Criminal%20Justice%20Master%20Plan.pdf?dl=0)

Goal #3: To involve public safety partners in identifying and addressing key detention services issues.

Present State:

The Community Corrections Partnership (CCP) reflects the key formalized effort to involve public safety partners in key detention service and related public safety issues. The Executive Committee meets monthly with the Advisory Committee quarterly. A variety of topics are discussed and information is exchanged regularly involving fiscal matters or SCSO Custody Division statistics. There are a variety of other meetings held among public safety partners, but few others (most of which are topic specific) on an on-going regular or formal basis. There are no public safety-related boards, commissions or committees in Redding but there is one specialized entities (Juvenile Justice Coordinating Council) in Shasta County.

Strengths:

Based on interviews, members of the CCP generally work well together with common understanding of many key public safety issues. The CCP is involved in reporting information surrounding key detention services issues, to include annual reporting to the BSCC on the implementation of community corrections partnership plans.³⁰

Improvement Needs:

In order to achieve resolution to various detention service and broader public safety issues, such as the accomplishment of **Goal #2** in this report, further involvement of critical public safety partners in both public and private sector would be highly desirable. A review of CCP Executive and Advisory Committee minutes indicates additional opportunities for participation of various members who are periodically absent; an Action Items approach that is often limited or non-existent; and a variety of private participants such as Wright Education, Hope City, One Safe Place, the Day Reporting Center, etc., who are only peripherally involved.

While the CCP’s current mission is dedicated to direct involvement in one key aspect of detention service operations (e.g. AB 109), given the current and potential key players involved now, and the important role such a committee plays currently and in the future, the CCP can serve as a foundation for an expanded Committee entity with broader custody service and public safety interests.

Recommended Outcomes:

The CCP concept should be further expanded both in membership and Scope of Interest. This partnership entity (or Committee) should be involved in tackling key public safety issues beyond AB 109 that impact multiple agencies. These can include core issues surrounding incarceration, rehabilitation, probation, courts, health & human services delivery, and law enforcement strategies. This work would lead to such outcomes as “Shasta County’s Most Wanted” which required a collaborative effort on the part of several agencies’ participants.

³⁰ <http://www.bscc.ca.gov/downloads/2011%20Public%20Safety%20Realignment%20Act%20-%20Third%20Annual%20Report%20on%20the%20Implementation%20of%20Community%20Corrections%20Partnership%20Plans.pdf>

Sub-committees of this Committee could have discreet actionable items to include guiding and participating in development of the previously mentioned Criminal Justice System Master Plan.

Formal membership of this Committee can include various private entities. Potential candidates beyond those mentioned above include member(s) of the Safe City Project, Board Member of the Merchant’s Crime Watch, Chamber of Commerce, and other parties of interest.

Implementation Strategy and Resource Requirements

This would be a long-standing committee that would meet regularly with Action Items and deliverable outcomes. Resources required would be Committee staff time (and potential subordinate staff time) dedicated to Committee initiatives.

Cost Impacts:

Internal costs associated with staff time.

Goal #4: To develop custody performance reporting to public safety partners on inmate population management likely impacting overall law enforcement service delivery.

Present State:

According to the 2014 CCP Realignment Plan, “Effectively administering the Public Safety Realignment Plan requires data collection and analysis. The CCP Executive Committee will regularly review data collected by each responsible department for its specific activities and report the results periodically to the Shasta County Board of Supervisors.”³¹ While there are an extensive number of metrics and key performance indicators listed in the Plan, as detailed subsequently, reporting on a majority of these has not occurred formally at either the CCP or Board of Supervisors level; some key metrics are shared periodically among CCP members and with the Board and other parties, but there is a significant amount of information that is collected that is not broadly used. Much of the data is captured by the Probation Department or the Sheriff’s Office in various systems such as separate Excel documents, the Jail Management System, etc.

Strengths:

The CCP has included approximately 60 custody-related performance reporting metrics and key performance indicators. Some of these are being reported upon at the CCP Executive Committee. For example, according to recent minutes and as reported by the Sheriff:

“The current population in the jail is normal, with an average daily population of 309 and a maximum of 343. There are 260 males and 49 females, 61 people sentenced and 263 unsentenced, 13 waiting to be transported to prison and 5 are waiting to be transported to state hospital. Twenty-nine are sentenced to 2-7 years and 10 sentenced for a multi-year conviction. Nineteen are housed out of county, 214 on

³¹ “Shasta County Public Safety Realignment Plan”, *Community Correction Partnership*, 3/14, pg.15.

alternative custody, and 197 on work release. In the STEP-UP Program, they have two, Probation 21, and Shasta College has 2. 69 offenders are on GPS units.”³²

Additionally, other data are periodically reported by various parties of interest to the CCP, to include the Bi/Geo Shasta Day Reporting Center’s Annual Report (4/15). Moreover, the CCP reports various metrics annually to the Board of State and Community Corrections (BSCC).

Improvement Needs:

Consistent with the Performance Management message discussed in **Goal #1**, effective measurement leads to effective management. Despite the numerous performance reporting metrics listed, only a small portion of these are published or reported upon formally. Indeed, it is unlikely that a number of these metrics are easily retrievable given the current state of information technology in the Custody Division and with many other public safety partners. How this information can be employed to alter approaches to arrest, incarceration, use of alternative custody programs, etc., should be considered a vital priority. And, the availability of some of these data in “real time” could prove significantly beneficial. Ongoing use of such data could help mitigate, though not eliminate, the “Catch and Release” custody environment described in the 2014-15 Grand Jury Final Report.³³

Recommended Outcomes:

CCP participants should agree upon which custody-related key performance indicators would be valuable to public safety partners based upon the variety of CCP metrics currently listed. Additional performance reporting beyond existing CCP metrics could prove valuable. For example, plans to conduct various law enforcement “sweeps” that are likely to result in bulk arrests should be consistently and formally shared with impacted public safety partners.

Implementation Strategy and Resource Requirements

The ability to implement sophisticated performance reporting is contingent upon adopting performance management techniques, identification of critical key performance indicators, and the successful implementation of integrated advanced information technology management systems. These include Jail Management Systems (JMS), Records Management Systems (RMS), and other software solutions.

The City of Redding and County are currently working jointly on upgrading their RMS/JMS/CAD through the efforts of the Integrated Public Safety Systems standing committee and others. The intention is to eventually integrate this information with the CMS and Probationary systems.

Cost Impacts:

Costs associated with the noted information technology systems have already been budgeted. Internal costs associated with staff time are necessary. Integration costs are unknown at this time.

³² April 2015 CCP Executive Committee minutes.

³³ “Shasta County Grand Jury 2014-2015 Final Report”, *SCGJ*, 6/15, pg. 39.

Goal #4 Supplemental – MANAGEMENT REPORTING

The following narrative and analysis provides supplemental information and clarification for this goal.

(1) Data Tracking and Reporting.

According to the Shasta County Public Safety Realignment Plan, the following data and outcome measures are being collected and reported on periodically to the CCP Executive Committee, Advisory Committee and the County Board of Supervisors:

Community Supervision

1. Recidivism as defined by a subsequent criminal conviction while under supervision
2. Recidivism as defined by subsequent arrests and bookings into the jail
3. The number of Post Release Community Supervision (PRCS), MS, and felony offenders under supervision
4. The number of PRCS, MS, and felony offenders under supervision according to risk to reoffend level (low, moderate, high risk)
5. The number of PRCS, MS, and felony offenders projected by the State to be under supervision vs. actual
6. The number of PRCS offenders on warrant status for not reporting to the probation officer after being released from state prison
7. The number of local prison commitments receiving straight sentence time, split sentence time and straight supervision only time
8. The number of revocation hearings initiated for technical violations and/or new crime violations
9. The number of technical violations not resulting in revocations
10. The number of offenders considered homeless
11. The number of probation terminations after 6 months, 12 month or 18 months of supervision.
12. The number of successful completions of supervision

Compliance Team:

13. The number of offenders contacted during compliance team activities
14. The number and types of contacts
15. The number of offender searches

Court:

16. All data collected pursuant to Section 13155PC

Shasta County Jail:

- 17. The number of offenders sentenced to jail per PC 1170(h)
- 18. The number of offenders sentenced to jail for parole revocations
- 19. The number of offenders sentenced to jail for PRCS or MS revocations
- 20. The number of offenders sentenced to jail for flash incarcerations
- 21. The number of offenders sent to contract beds and lengths of stay
- 22. The number of offenders released to alternative custody options (HEC and Work Release)
- 23. The number of jail bookings as a result of parole violations vs. PRCS violations
- 24. The number of failure-to-appear (FTA) warrants reported by Court
- 25. The number of jail bookings as a result of new local charges for offenders who are on PRCS vs. parole

Work Release:

- 26. The number of offenders participating in work release
- 27. The number of offenders who violate work release
- 28. The number of offenders successfully completing work release

Home Electronic Confinement (HEC):

- 29. The number of offenders participating in HEC The number of offenders who violate HEC
- 30. The number of offenders successfully completing HEC

Supervised Own Recognizance (SOR):

- 31. Number of offenders participating in SOR
- 32. Number of offenders who violate SOR (FTA)
- 33. Number of offenders successfully completing SOR
- 34. Number of offenders on GPS
- 35. Number of offenders sentenced while on SOR
- 36. Number of offenders released pre-arraignment

Community Corrections Center:

- 37. The number of offenders participating in the DRC
- 38. Number of offenders enrolled in Phase I, II, III, and in Aftercare
- 39. Number of offenders terminated from the DRC and the reason
- 40. Treatment outcomes for participants of the DRC

Intensive Treatment Programs and Services (within limits of current data systems):

- 41. The number of referrals to programs
- 42. The number of program completions
- 43. The number of program failures

44. The number of offenders attending treatment by treatment type

Collaborative Courts:

45. The number of referrals to programs
46. The number of program completions
47. The number of program failures
48. The number of offenders attending treatment by treatment type

The Phase Program:

49. The number of referrals to program
50. The number of program completions
51. The number of program failures
52. The number of offenders on GPS

The Step-Up Program:

53. The number of referrals to program
54. The number of offenders who receive a vocational certificate
55. The number of program failures
56. The number of offenders on GPS

Shasta's Most Wanted:

57. The number of offenders placed on the program
58. The number of offenders arrested
59. The number of offenders sentenced
60. The number of arrested offenders placed on SOR or an Alternative Custody Program
61. The number of offenders who surrender

These metrics and key performance indicators are extensive. This not only illustrates the level of detail to which information is desired to be tracked by some public safety participants, but also reflects some potentially unintended consequences given the magnitude of information.

- Much of this data is currently not available in public safety information systems but is tracked manually via spreadsheets, requiring staff time to manage such information.
- Many of the metrics are not formally reported upon (although they are captured in various kinds of databases). While this may appear initially problematic, these metrics are so voluminous that few audiences would be able to embrace any message the totality of metrics would reflect.

- The categorizations provided above allow for distinct and discreet reporting by various areas, and this could be accomplished and may be more informative than any “data dump.” However, the value of some of these metrics with regard to usefulness in decision-making is not clear. While tracking various metrics is interesting, it is also time consuming. A focus should be on key metrics that can be used in a broader performance management approach, and reporting these KPI and performance indicators to key decision-makers.

While it is noteworthy that Shasta County’s public safety partners wish to have detailed information and data, it is also critical to note - given the limited resources required to gather, cull, validate and use information - that metrics and key performance indicators should be identified and used with discretion; the intention should always be geared toward using information, not collecting data. As suggested, information that is tracked should be a component of a broader performance management approach, as discussed previously, and should be reported upon internally and externally with respect to performance expectations, outputs, and outcomes.

Recommendation: Revisit the CCP metrics and prioritize which data sets are of high priority in a performance management, decision-making or legislative requirement context. Identify those that need to be regularly reported to executive and policy-level decision-makers.

Recommendation: The Custody Division should select a set of these metrics which reflect information that can be used in a performance management program or are useful for key decisions, and regularly track and report these to the Sheriff’s Executive Management Team.

Recommendation: Continue to expedite the planned enhancements to jail and law enforcement information technology systems, including Computer Aided Dispatch, to facilitate information sharing among public safety partners.

Strategic Focus Area B

Partnering with Justice, Health & Human Service Agencies

There is an abundance of evidence with respect to the necessity for public / private partnerships in resolving key community issues. This is certainly the case with respect to public safety and criminal justice systems. The frequency in which the 2014-15 Shasta County Grand Jury report referenced “partnerships,” both presently in place and hoped for in the future, is significant. This demonstrates the importance of continually building strong partnerships, with common vision, among public safety partners in the criminal justice, health and human services, and private / not-for-profit sectors.

There are ample illustrations of partnerships in effect throughout the nation that are useful in addressing custody-related and broader public safety initiatives. Examples from other California and national agencies include:

- Los Angeles County utilizes collaborative partnerships and reentry support programs that include these approaches and organizations.
 - Healthright 360 (HR 360)
 - Link L.A.
 - Just-In-Reach 2.0
 - Vital Records Programs- Helps inmates recover birth certificates and California identification cards
- Los Angeles County has established a Community Reentry and Resource Center (CRRC) – Opened to assistant offenders seeking assistance and transitional services. The CRRC is staffed by several public / private partnership agencies including the following: Sheriff’s Department, Probation, DMH, SPH-SAPC, DPSS, HR360, and Volunteers of America.
- San Diego County created a Homeless Court Program – The public defender created the Homeless Court Program (HCP) to improve homeless individual's access to the judicial system. The HCP is a monthly Superior Court session held at local shelters for homeless individuals to resolve outstanding misdemeanor criminal cases. The HCP allows individuals to participate in an alternative sentencing structure, with assurance of "no custody" and provide proof of shelter program activities. This allows homeless individual to access social service benefits that were previously restricted by criminal offense barriers.

In sum, these few examples serve to demonstrate the importance of partnering with justice, health and human service agencies, and private not-for-profit groups. Strategic guidance with respect to fostering these kinds of new programs and managing and measuring existing initiatives is provided in the following goal statements.

Goal #1: To develop a plan with other justice system agencies to create efficient Criminal Justice System processes.

Present State:

The CCP reflects Shasta County’s most formal committee involved with targeted public safety initiatives. It includes key members of the criminal justice system community including probation, courts, law enforcement agencies, DA’s Office, and Public Defender. These agency participants, along with other HHS, Education, and community-based organization representatives, are involved in various discussions and decision making regarding the criminal offender population. Under the backdrop of AB109, the CCP is involved in three distinct strategies related to this population: Supervision; Custody and Custody Alternatives; and Assessment, Programs and Services.

Strengths:

Shasta County has a formal Public Safety Realignment Plan intended to address the supervision, incarceration, revocation hearing, and service needs of incarcerates. This plan continues to serve as a foundation for important public safety discussions surrounding the criminal offender population. The outcome of these discussions, resulted in such goals as decreasing the number of offenders who fail to appear (FTA) at court; increasing offender engagement in cognitive-behavior programs and Alcohol and Drug programs; increasing the number of offenders assisted in obtaining and maintaining safe and appropriate housing; increasing the number of offenders enrolled in health care benefits; and increasing the number of offenders who graduate from day reporting center programs.³⁴

Improvement Needs:

While the CCP Plan serves as an illustrative example of goals and objectives designed to effectively manage incarcerates in the three strategic areas noted, it is not sufficiently detailed to incorporate the multitude of factors in play in the overarching criminal justice system. As noted in the *Enhancing Public Safety Strategic Focus Area*, a comprehensive criminal justice system master plan should be considered a vital few priority. Whereas elements of this Public Safety Blueprint serve as the strategic focus on important next steps, a master plan initiative is a multi-year effort involving all criminal justice system agencies in devising detailed goals, objectives, approaches, and expected outcomes to identifying the inter-relationship and addressing various criminal justice system processes.

Recommended Outcomes:

The County/City and related criminal justice partners should develop a comprehensive criminal justice system master plan dedicated to refining various criminal justice processes to enhance the various service needs of these incarcerates with the

³⁴ “Third Annual Report on the Implementation of Community Corrections Partnership Plans”, *Board of State and Community Corrections*, 7/15, pg. 186-187.

underpinnings designed to enhance community public safety.

Implementation Strategy and Resource Requirements

Facilitated by a blue ribbon committee or the Advisory Committee of the Community Corrections Partnership or some derivative, a Criminal Justice System Master plan should be developed. The Plan would, in part cover the continuum of system services provided: Pre-Booking, Pretrial Services, Probation, Treatment and Diversion, Jail and Reentry. Each of these elements would be thoroughly examined for efficiency and effectiveness opportunities. An illustrative criminal justice review process is footnoted below.³⁵

Tier One Recommendation – Cost Impacts: Estimated \$300,000 criminal justice master planning consultant assistance plus internal costs associated with staff time of at least 1,000 hours involving several staff members.

Goal #1 Supplemental – THE STRATEGIC IMPORTANCE OF CRIMINAL JUSTICE SYSTEM MASTER PLANNING

The following narrative and analysis provides supplemental information and clarification for this goal.

(1) Further Defining Master Planning.

Master planning efforts are no small endeavor; they require significant participation among all criminal justice safety partners, even when facilitated by outside professional help. A master plan is ultimately the strategic foundation upon which all other key initiatives arise. This is not to suggest that the development of beneficial programs are impossible without a master plan; rather, a master plan is designed to harness limited resources that become devoted to the same common goals in order to achieve outcomes that benefit all members of the criminal justice community and overall improve public safety in the community.

While there are several definitions, the following are helpful in understanding the types of plans that are commonly misinterpreted. The following shows the distinction between master planning and business planning initiatives:

³⁵ <http://www.placer.ca.gov/government/criminal-justice-master-plan>

- A **master plan** sets out the vision, mission and goals for the organization over a timescale of three to five years. It is developed from an analysis of the internal and external environment in which the organization operates. These are (desirably) updated and reviewed annually.
- A **business plan** is a detailed plan showing how resources will be managed to achieve the master plan. It includes detailed operational and financial information such as budget projections, which indicate how activities will be resourced and how the organization will be able to accomplish the vision, mission and goals through completion of future objectives. Business plans often cover a three year period and are updated regularly. A business plan is also used to present the feasibility of a particular new initiative, yet this is most often applicable to the private sector.

The project team’s Blueprint for Public Safety is a framework or roadmap for future initiatives to be undertaken; it is neither a comprehensive criminal justice system master plan nor specific business plan to accomplish a key set of goals. Several Shasta County criminal justice partners’ involvement in the Blueprint was periphery to police, fire and jail service providers detailed herein. A Criminal Justice System Master Plan requires the dedicated participation of all partners to include the District Attorney’s Office, the Probation Department, the Public Defender Office, the Health and Human Services agencies, and key private sector service providers in addition to “first-line” public safety agencies. As noted, the Community Corrections Partnership should facilitate development of a Criminal Justice System Master Plan and also be responsible for overseeing the development of relevant Business or Operations Plans subsequent to the completion master planning effort. To that end, the following Five Key Steps to master planning should be employed.

(2) Creating a Master Plan Guiding Principle.

A vision statement is the “master goal,” concentrates on where the Shasta community wishes to be in the future, and represents a measurable, concrete and unambiguous outcome. Writing a vision statement must be accomplished internally by criminal justice partners, and although often minimized in its importance, it represents an overarching guiding principal that can always be revisited as further master planning efforts are undertaken.

Having a vision ensures the Master Plan “stays the course” and does not divert from the master goal. As an example, the Otsego County Michigan’s Criminal Justice Community Master Plan had the following vision statement:

The Committee’s vision is to create a fair and impartial criminal justice system that provides the highest quality of justice to provide for a safer community while at the same time recognizing the need to focus efforts on the prevention of crime and the rehabilitation of the individual criminal offender.

The above contains important guiding statements to help drive master planning initiatives to include definitive philosophies such as “fair and impartial,” “highest quality,” “focus on prevention and rehabilitation,” etc. In sum, the vision statement encompasses all outcomes the master plan is trying to achieve.

(3) Laying the Groundwork For Master Planning – Developing the Key Assumptions.

As a basis for developing a Criminal Justice System Master Plan the responsible parties, in cooperation with consultant assistance must make key assumptions regarding the internal and external environment that, if significantly modified, would affect the content of the Master Plan and the ability to implement or maintain key service delivery goals pertinent to the criminal justice system. These key assumptions are critical to laying the groundwork for a successful master planning effort and are, in part, the reason such a plan is updated approximately every three to five years. These key assumptions revolve around a variety of local, regional and state characteristics that are impactful to Shasta County’s criminal justice system operations, and ultimately lay the groundwork for devising a Master Plan document.

Such assumptions should include, but not be limited to:

- Determining if legislative initiatives such as AB 109 or Proposition 47 will continue in perpetuity and be augmented by additional legislation impacting local governments.
- Identifying if jail incarceration rates will rise, fall or remain relatively stable, particularly in the context of new jail space and alternative custody options.

- Determining how the County's and associated municipalities' population will change.
- Identification of emerging technologies that would impact the criminal justice system partners through reduced or additional workload requirements.
- Expectations for reduced or increased law enforcement activities as a consequence of problem-oriented policing initiatives (e.g. Shasta's Most Wanted).
- Expectations for reduced or increased probation and parole activities.
- Future efforts of courts, DA and public defender's office that will impact their respective workloads.
- The anticipated expansion or contraction of privatized 501 (c3) organizations that can participate in supporting the criminal justice system.
- The predicted roles of health and human services in treatment and diversion efforts.

These assumptions ultimately inform the planning process and help ensure that future development of goals is consistent with the anticipated criminal justice environment in the near and mid-term. Based on the assumptions devised, the groundwork for a Criminal Justice System Master Plan will be appropriately laid, thereby leading to additional key steps in the master planning process.

(4) Master Planning Framework – Identifying Desirable Goals.

The framework for any master planning initiative is the development of appropriate goals designed to move the criminal justice system progressively forward in Shasta County. Goals should be initially brainstormed and then categorized in the criminal justice continuum that could include, but not be limited to: Pre-Booking (Enforcement), Pretrial Services, Probation, Treatment and Diversion, Jail and Reentry. There are other methods for classifying goals instead of the continuum noted. By example the Otsego County Michigan Criminal Justice Master Plan develop goals and objectives around: 1) The Criminal Justice System; 2) Adult Jail Alternatives; 3) Juvenile Jail Alternatives; 4) Restorative Justice; 5)

Witnesses & Victims; 6) Prevention Programs; 7) Jail Operations; and 8) Public Relations³⁶.

The method for goal classification is obviously varied. What is critical is the development of relevant goals leading to system improvements.

Upon creation of goals, these goals should be ranked through a risk assessment process described later in this report. A master planning initiative will not succeed with an over-abundance of goals as the objectives and attendant work to achieve the goals can be significant. As shown throughout this report, there are numerous other initiatives that involve staff time and thus a Plan should be developed that can be finalized within a reasonable timeframe. As such, selecting a reasonable number of the highest priority goals from a list of desirable goals is paramount to the ultimate success of a master planning effort.

The following goal statements are illustrative examples only of the types of goals that can be developed in a Criminal Justice System Master Plan for the Shasta community.

- Develop an offender management strategy that reduces the need for early releases from jail.
- Develop an on-going data collection process to inform and guide future policy and funding decisions surrounding rehabilitative services for probationers and parolees.
- Reduce system delays, redundancies and inefficiencies that impact court calendars.
- Expand court-based programs that serve as jail alternatives such as Mental Health Court, Veteran's Court, Drug Court, etc.
- Allow criminal offenders and delinquents the opportunity to make restitution to their victims and the community.
- Revise the risk assessment tools to inform the release and supervision of pre-trial and offender populations founded upon the most recent research-based protocols.
- Engage City and County planning and community development resources to transition problematic housing into well managed halfway house operations.

³⁶ Otsego County Michigan Criminal Justice Community Master Plan, 2008; page 7-10.

Under the assumption a master plan will be fully revisited every three to five years and modified annually, the development of approximately 10-15 comprehensive goals in a Criminal Justice System Master Plan is reasonable. There will be scores of possible goals developed during goal brainstorming that will be well above the approximate dozen goals that ultimately are selected as finalists for accomplishment over the planning horizon. Once these goals are selected, significant additional planning work is required.

(5) The Core of Master Planning – Accomplishing the Vital Few Goals

To achieve the “Vital Few Goals” selected during the master planning effort requires due diligence and specific steps ultimately leading to the completion of objectives that reflect accomplishment of the goal. The core steps include:

- **Present State:** Identify, at a sufficient level of detail, the present state of affairs related to the goal. This is often a Strengths, Weakness, Opportunities and Threats (SWOT) endeavor concluding with an overarching problem statement that the goal is designed to address.
- **Initiatives:** Explain the various initiatives that will be undertaken in order to accomplish the goal. These initiatives can be summarized or spelled-out in detail dependent upon companion documents associated with the Master Plan (e.g. business plans). An example of initiatives for a goal associated with collaborative case processing is represented below.

Ten Key Initiatives to Collaborative Case Processing (Example)

1. Drug Court integrates alcohol and other drug treatment services with justice system case processing.
 - a. Probation
 - b. DA & Defense Counsel
 - c. Community based treatment providers
 - d. Law enforcement
 - e. Public and faith based programs
2. Using a non adversarial approach, prosecution and defense counsel promote public safety while protecting participant’s due process rights
 - a. Assigned attorneys from DA and PD that specialize in assignment
 - b. Attorneys participate in discussions to develop individual plans that promote safety and due process for drug court participants.
3. Eligible participants are identified early and promptly placed in drug court program
 - a. The court refers defendants to Adult Services for screening and assessment

- b. Defendants are placed early in outpatient or residential treatment based on treatment needs
 - c. Ideally within twenty days of arrest
 4. Drug court provide access to a continuum of alcohol, drug, and other related treatment and rehabilitation services
 - a. Participants provided with a spectrum of services
 5. Abstinence is monitored by frequent alcohol and other drug testing
 - a. Random and frequent testing.
 - b. Phase one testing - Two or more times per week
 - c. Drug Test Results within 48 hours
 - d. Progress reports to the court
 6. A coordinated strategy governs drug court responses to participants' compliance
 - a. Written rules
 - b. Prompt response
 - c. Positive performance results in rewards/incentives
 - d. Sanctions for violations – immediately after non-compliant behavior
 - e. Appropriate sanctions
 7. Ongoing judicial interaction with each drug court participant is essential
 - a. Open court proceedings
 - b. Peer to Peer observation
 8. Monitoring and evaluation measure the achievement of program goals and gauge effectiveness
 9. Continuing interdisciplinary education promotes effective drug court planning, implementation, and operations
 10. Forging partnerships among drug court, public agencies, and community based organizations generates local support and enhances drug court program effectiveness³⁷
- **Outcomes:** Definitively explain the desired outcome(s) associated with the goal in order to help facilitate the measuring of success associated with that goal. Ultimately, did achievement of the goal address the identified problems and lead to the most desirable outcomes?
- **Objectives:** Objectives are the method by which accomplishment of the goal is measured. Whereas outcomes can entail subjective elements, objectives impartially measure achievement. As noted earlier in this report, the objectives should be devised under the SMART approach to performance objective development. While these objectives are often located in an independent business or operations plan designed around complex goals, they can also be included in a comprehensive Criminal Justice System Master Plan.

³⁷ Ibid, Attachment A.

The core of master planning efforts is devising an approach to accomplish the identified vital few goals. It is typically what takes the most time in master planning initiatives if done methodically, as it provides several details by which the master plan will be achieved.

(6) Master Planning Follow-up – The Business, Operations or Work Plans.

Once the Criminal Justice System Master Plan is completed, each goal (ideally) will have a companion work plan, business or operations plan dependent upon the goal's sophistication. These will establish the key tasks that need to be completed in order to successfully undertake the initiatives that are designed to accomplish the goal. Success or failure of these tasks is ultimately measured by the accomplishment of objectives and achievement of the desired outcomes otherwise known as the end-state. Various criminal justice partners can be assigned goals and ultimately be responsible for the successful implementation of the goal statement. As pointed out at the outset of this section, master planning initiatives are no small undertaking, and take the dedication and time investment of several participants. Despite this, the potential benefits are significant and can lead to great accomplishments in improving the criminal justice system and enhancing overall public safety in the community.

(7) Master Plan Topics – Programs and Services that Could be Developed.

While there are a number of diverse criminal justice system areas in which goals, initiatives and objectives could be developed, the project team suggests the following areas may prove beneficial in the Shasta community, and as such can be further explored in a Master Plan initiative. These are in addition to various topic areas discussed later in this report as part of the *2000 Community Corrections Action Plan* effort. These are not intended to be exhaustive, but demonstrate areas where focused efforts could prove valuable:

- Development of additional **Post-Custody Programs:**

- A 2013 study evaluated New Jersey prisoners for 3-years after release and discovered that those released to parole supervision had significantly lower recidivism than those prisoners who left incarceration without on-going supervision.³⁸
- Well-designed and supported drug courts reduce crime more than traditional sentencing: In the largest study of its kind conducted by the National Institute of Justice and Urban Institute, a multi-state analysis of drug court participants who were matched with offenders who were sentenced through the traditional court process, found significantly lower recidivism for Drug Court participants to include up to 50 percent reductions.
- Sufficient services should be in place to provide immediate access to assessments and services for high-risk, high-need individuals: those on pre-trial release, under probation and parole supervision, in the jail, and those returning to the community from custody. Importantly, these treatment programs must be delivered by high quality community-based providers such as the Good News Rescue Mission.
- Continued expansion of **Evidence-based Services and Programs** that enhance current training underway. These are program types which have been shown to achieve significant and sustained reductions in recidivism:
 - Cognitive-behavioral therapy programs that address thinking errors, teach problem-solving techniques, and stress relapse prevention. Studies show participants in cognitive programs have recidivism rates 10 to 30 percent lower than offender who did not receive this intervention. Cost-benefit analyses of these programs have estimated economic returns of up to \$11 for every dollar invested in cognitive treatment.
 - Violence reduction programs to include anger management classes should be mandated for individuals with a history of violence, and batterer intervention classes that could potentially be provided initially in the jail and by such private partners as “One Safe Place” to ensure uninterrupted treatment.
 - Employment support that is readily available and well publicized to the incarcerated community as the stability provided by a job is a key to maintaining long-term change. Programs that facilitate securing a job, and the life skills required to retain it, are important for long-term positive behavior change. This includes pre-employment planning and job search assistance, life skills training, and job retention counseling.
 - Revisiting programmatic offerings in the Shasta County jail. Religious programs such as Bible study, leisure-based initiatives, and other kinds of programs should be considered ancillary to the expansion of proven evidence-based programs such as substance-abuse treatment and cognitive-behavioral training.
- Further utilization of **Criminogenic Needs Assessment and Targeted Programs** throughout the Criminal Justice spectrum. Criminogenic needs are defined as attributes of offenders that are directly linked to criminal behavior. The most effective correctional treatment targets criminogenic needs as these are treated, research suggests recidivism can be reduced. The following chart identifies eight key criminogenic needs, summarizes how the criminal justice system can respond to these needs, and provides examples of programs and strategy types to address these needs.

³⁸ PEW Study, 2013.

Key Criminogenic Needs and Programmatic Options³⁹

Criminogenic Need	Criminal Justice System Response	Examples of Programs and Strategy Type
History of anti-social Behavior	Build non-criminal alternative behaviors to risky situations	External structures to limit the amount of free time (day reporting, programming, curfew, electronic monitoring, community service, supervised pro-social outlets)
Anti-social attitudes, beliefs, values and thinking	Reduce anti-social cognition; recognize risk based thinking and feelings; adopt an alternative identity	Structured cognitive behavioral curriculum designed to restructure the offenders thoughts, attitudes and beliefs, Case planning modules
Anti-social companions	Reduce association with criminals, enhance contact with pro-social outlets	Case planning modules, pro-social outlets, structured day activities to break up anti-social network
Temperament personality	Build problem solving, self management and coping skills	Structured cognitive behavioral curriculum designed to provide skills
Family/marital stresses	Reduce conflict; build positive relationships and communication; enhance monitoring/supervision	Case planning modules, structured cognitive behavioral curriculum designed to provide skills
Substance abuse	Reduce usage and supports for abuse behavior, enhance alternatives to abuse	Treatment that combines substance abuse with antisocial intervention, urinalysis, pro-social outlets
School/work	Enhance performance rewards and satisfaction	Referral to school/work assistance programs usually after other criminogenic needs are addressed
Leisure/recreation	Enhance involvement and satisfaction in pro-social activities	Referral to pro-social recreational or hobby programs, often done in concert with treatment or cognitive behavioral programs

- Consideration of a **Step-down Jail Protocol**. Jails need the flexibility to manage inmates along a continuum based on offender risk level and improving or declining behaviors. This ‘supervisory authority’ affords the Sheriff and staff the ability to manage risk in a manner that reflects prisoner assessments, individual compliance, and the unique circumstances associated with inmate behavior and a dynamic jail population. A step-down program allows a

³⁹ Table from various sources including Napa County Adult Correctional System Master Plan, 11/13/07.

system to manage their jail resources by controlling length of stay, and it facilitates behavioral changes by having the ability to seamlessly manage offender behavior up and down a sanction continuum. The ability to step jail inmates up and down a custody continuum provides an incentive for good behavior, and offers expanded options for managing the population. The custody experience becomes one of planned movement along a graduated classification continuum. This offers an advantage to the Jail in terms of flexible management of the facility.

- Development of further **Intelligence-led Policing Efforts**:
 - Intelligence involves the collection of critical information related to the targeted criminality that provides demonstrable insights into crime threats and identifies individuals for whom there is a reasonable suspicion of criminal intent. Information collection is a constant process, along with ongoing information verification and analysis. Analytic products related to threats are disseminated to patrol officers and investigators to aid in the apprehension of offenders and the prevention of crime. In the 1980's, the federal government sponsored a variety of Career Criminal Apprehension Programs predicated on effective crime analysis that was essentially a precursor to 21st century intelligence-led policing efforts. As such, the Shasta community should muster similar efforts regarding the identification, tracking and ultimate arrest/incarceration of career criminals through an intelligence-led policing effort that can be founded on some of the principles already established by "Shasta County's Most Wanted" program.
 - Partnership with other criminal justice system agencies with respect to intelligence-led policing efforts should be considered vital. The prosecutor should be considered a full partner in this intelligence-led policing effort, providing on-going legal advice as well as initiating prosecutions with the objective of obtaining maximum sentences for hard-core career criminals. True integration between policing and prosecuting agencies throughout the County, ideally on a daily basis, will be most successful.
- Consider further emphasis on **High-Risk Offender Populations**. Public safety resources should be concentrated on those individuals most likely to reoffend. The higher risk person should be prioritized for services at each stage of the process to include:
 - Pre-trial supervision.
 - Probation supervision.
 - Additional sanctions for supervision violations.
 - Treatment conditions at the time of sentencing.
 - Access to in-custody programs.
 - Re-entry planning efforts.
- Develop a **Comprehensive Offender Management Database**. With the advent of the County's new RMS/JMS/CAD systems, offenders should be formally tracked and managed through a commonly accessible database. This includes the needs of specific populations of offenders from Pre-trial to re-entry; the career criminal recidivists; the domestic violence

offender; female offenders; drug and alcohol depended persons; and the mentally ill.

In summary, these topics should be given strong consideration in any initial criminal justice system master planning effort and illustrate focus areas that, if addressed, can prove beneficial to the criminal justice and public safety needs of the Shasta community.

Recommendation: Give strong consideration to including listed programs and services in the initial criminal justice master planning effort.

Recommendation: Develop a strategy for completing a criminal justice system master plan as defined by the Five Key Steps listed in this Blueprint.

Recommendation: Employ consultant support to help accomplish the Criminal Justice System Master Plan effort as supplemental funding allows, or perform in-house over a 24-month time frame with a variety of criminal justice partners, including community representatives.

(8) Initiatives to be Undertaken in the Short to Mid-term.

The Criminal Justice Master Plan is an endeavor that will take significant resources in time, money and effort. As such, waiting for a Plan to move forward while beneficial criminal justice system initiatives can occur relatively quickly would not be in the best interests of the Shasta community. To that end, the following programmatic efforts should be pursued, as funding resources allow.

- **Expand Home Electronic Confinement (HEC) and Electronic Monitoring (EM).** SCSO has had generally significant success with HEC and Electronic Monitoring alternative custody approaches. In mid-2013, 35 GPS devices were available whereas 90 are available today and more are becoming available through a supervised own recognizance program. Generally speaking, while use of the devices can fluctuate, a utilization of close to 90% has often been experienced regardless of the number of GPS units in the Sheriff's possession. And while in mid-2015 utilization of GPS technology hovered around 70%, it later increased in late summer again to near 90%. As such, some of the limitations in the HEC and EM are limited by the availability of GPS Units. Consequently, the program could be expanded by another one-third, bringing the total GPS availability up to 150 Units in SCSO. Estimated cost for the unit purchase is approximately \$350 each, or up to \$15,000 initial investment; this does not include the cost of set-up, monitoring, etc., which is typically paid by the offender.
- **Employ Advanced Technology HEC and EM Devices for Eligible Inmates.** Technology in the HEC and EM field is continuing to advance, allowing for additional flexibility with respect to managing alternative custody arrangements. One such device

is the SCRAMx (Secure Continuous Remote Alcohol Monitor)⁴⁰ that can measure a person's sweat for evidence of drinking alcohol. These devices have been known to have great success in a rehabilitative and alternative custody context.⁴¹ Consequently, SCSO should initially purchase 10 SCRAM GPS units with estimated cost for the unit purchase is approximately \$500 each or \$5,000 initial investment; this does not include the cost of set-up, monitoring, etc., which is typically paid by the offender.

- **Provide Sliding Scale Stipends to Eligible HEC / EM Offenders Who Can't Pay.** Dependent upon technologies in use, third-party monitoring requirements, and other variables HEC and EM can cost the offender from \$300 to \$450 per month for the service if they are required to pay. For those that are indigent or on limited income, this can be cost prohibitive, thereby restricting them from voluntary alternative custody arrangements for which they might otherwise be eligible. Because of jail space limitations the SCSO currently uses HEC / EM as a mandated alternative custody approach; however, as jail space increases upon ARC construction, a voluntary HEC / EM program can be instituted whereby the offender could pay. As such, as funding is available, stipends on a sliding scale based on ability to pay should be provided to eligible candidates to supplement the fees they would owe for HEC / EM payment. HCSO has already demonstrated progressiveness with payment assistance on their Step-Up program and Bus Pass initiatives. Therefore, devising a supplemental payment program for a voluntary HEC / EM is an appropriate step as funding is available.
- **Develop a Homeless Court Program Located at the Good News Rescue Mission.** As noted elsewhere in this report, other counties (e.g., San Diego County) have created programs of this kind to resolve misdemeanor criminal cases for homeless, providing both a no custody alternative sentencing structure as well as a location readily familiar and accessible to much of this population. Given the significant homelessness issues in the Shasta community as detailed in this report, providing such a service on a monthly basis at the Good News Rescue Mission should help facilitate resolution of outstanding moderate offenses thereby helping to alleviate the strain on the criminal justice system for offenders that remain at-large for Part II offenses. Estimated cost for locating court-based technology systems at the Good News Rescue Mission is \$5,000 one time cost.
- **Appoint a Shasta County Community Corrections Advisory Board to Develop an Inmate Industries Opportunity.** Perhaps one of the most progressive and ingenious recommendations of the *Community Corrections Action Plan (CCAP)* developed several years ago was the creation of a Shasta County Community Corrections Advisory Board, composed of 7-9 volunteer community members appointed by the Sheriff, to help devise and oversee an Inmate Industries program. Inmate Industries is an alternative program designed to produce a product or provide a valuable service

⁴⁰ <http://esakc.com/scramx/>

⁴¹ <http://www.scramsystems.com/index/case-studies/>

that does not conflict or compete with existing local businesses. The intention of the Board was to devise and ultimately oversee the Inmate Industries program, with the intention to:

- Identify local volunteers in business and non-profit with experience in business operations and economic development to identify potential business opportunities under the noted guiding principle.
- Upon identification of opportunities, provide funding and consulting assistance to devise a Business Plan for Inmate Industries.
- Based upon approval of the Business Plan, execute the Plan's initiatives.

Inmate Industries could not only provide a valuable product/service, but can provide a venue for important training and rehabilitative efforts for offenders enrolled in the program. Whereas the details of such a program would be reserved for the Board and Business Plan, the Advisory Board can be immediately seated and funding of \$50,000 for a Business Plan set aside, as funding becomes available.

- **Develop and Operate a Local Sobering Center.** As part of our research another initiative identified last year by *The Safe City Project* with alternative custody and health service features was the suggested development of a Sobering Center. This is an alternative delivery location for non-violent intoxicated persons as opposed to the SCSO jail. It is designed to reduce demands on field law enforcement due to reduced booking/processing time; free jail space; provide better immediate health care; and serve as a transition gateway for homeless and others suffering from alcohol addiction. According to the *American College of Emergency Physicians*, they adopted a resolution in 2012 in the "Support of Non-Punitive Sobering Centers" given these centers' approach to intoxicated individuals, diversion from expensive health care and law enforcement investment, and overall reduced costs for health services given 1-5% of emergency room visits are alcohol related.

Programs throughout the nation have worked as both a non-profit or government funded initiative, operating under different protocols (e.g. 24-hours versus some other schedule), and thus the costs of such a program annually varies widely. There are several Sobering Centers in California but none regionally. A Sobering Center would require an adequate facility and modest staffing composed of paid and/or voluntary staff, with one staff member possessing an EMT or equivalent medical background and one serving as processing / "security." *The Safe City Project* estimated seed money of \$375,000 would be necessary, but it is likely such a program would benefit 150-200% of this amount annually in local government subsidies. Given the homeless issues in the Shasta County community, in conjunction with jail space and other law enforcement challenges, a Sobering Center appears a strong option as funding becomes available to pursue this initiative.

In summary, irrespective of the variety of criminal justice initiatives identified in this report as

possible outcomes of a formal Criminal Justice System Master Plan, the foregoing initiatives, largely focused on alternative custody arrangements, can be planning for in the nearer term as additional funding becomes available.

Recommendation: Irrespective of a longer-term Criminal Justice System Master Plan, implement the noted alternatives to incarceration and criminal justice system initiatives in the shorter-term, as funds are available.

Goal #2: To develop a plan with human service agencies and not-for-profit agencies which impact in-facility programs.

Present State:

The Custody Division works with a number of partners to deliver a variety of in-facility services to inmates. These are accomplished by volunteers, community-based organizations, etc.

Strengths:

A variety of different programs are offered that include but are not limited to: GED/High School Diploma programs; parenting skill classes; religious counseling; Alcoholics and Narcotics Anonymous programs; mental health socialization group classes; Moral Recognition Therapy; and healthcare enrollment.

Improvement Needs:

The SCSO Custody Division continues to work with various community partners in identifying various programs that can be successfully and beneficially implemented to various inmate populations. Two key areas of potential opportunity include further use of evidence-based techniques to classify particular offenders in various criminogenic categories (e.g. future homelessness upon release) and provide services geared toward addressing those risks.

Of further concern, though difficult to address, with the advent of AB109 the county jail environment must house longer-term inmates. These populations, because of the length of their incarceration, periodically have different service needs than those with shorter sentences. The county jail was not designed originally to facilitate in-facility services to long-tenured incarcerates. This is particularly problematic given the current facility design lacks readily manageable “classroom” space for a variety of concurrent programs.

Recommended Outcomes:

Fully formalize an approach to assessing in-custody incarcerates based on a comprehensive approach to addressing risks and criminogenic needs. A comprehensive plan needs to be developed for each type of population brought into the jail – competent / non-committable,

incompetent / committable, etc. This would include the exploration of non-jail alternatives and can include a review by a jail facility architect to potentially repurpose areas of the jail to serve as programmatic space.

Implementation Strategy and Resource Requirements

Concurrent with the on-going in-house development of a Classification Manual based on a formalized and consistent approach such as the Inmate Classification Score System (ICSS) used as a framework for an internal classification approach, a companion manual can be developed in-house surrounding additional criminogenic risks subsequent to housing to help ensure appropriate in-services are delivered.

Alternatively, this can be a scope or work included in the Criminal Justice System Master Plan as part of the systems-wide evaluation.

Cost Impacts:

Internal costs associated with staff time, estimated at 380 hours. May be additional scope of service with cost embedded in prior goal statement.

Goal #3: To develop a plan with human service agencies and not-for-profit agencies which impact out-of-custody programs.

Present State:

Similar to in-service programs, the Custody Division works with a number of partners to deliver a variety of out-of-custody services to inmates.

Strengths:

The Custody Division has a specific unit dedicated to managing out-of-custody inmates. The Alternative Custody Unit is involved in the provision of a variety of programs to include Work Release Program; S.O.L.D program; Step-up; Home Confinement Program; and others. The Alternative Custody Unit meets periodically on an ad-hoc basis with various human service and not-for profit agencies.

Improvement Needs:

While the Custody Division's Alternative Custody unit periodically meets with health and human service agencies and private-not-for-profit groups such as the Good News Rescue Mission and Gardens of Hope, this is not accomplished on an on-going formalized manner. Services provided by these participants address particular criminogenic factors that can help facilitate success of alternative custody programs. As such, formalized and regular interaction with these partners would be of benefit. Further, more regularly scheduled interaction with human service agencies in the County, in concert with these key community-based organizations, would be of significant benefit.

Recommended Outcomes:

The expanding use (and need to use, given various fiscal and other challenges) of community-based organizations in the delivery of various services to avoid recidivist behavior

is well documented. At issue is leveraging these resources in a planned and methodical approach that facilitates the consistent delivery of services sponsored by public / private partnerships. Community-based organizational partnerships with such entities as the Good News Mission, Gardens of Hope, Shasta Strengthening Families Collaborative, and many others, could prove valuable in serving alternative custody detainees in successfully avoiding recidivist behavior. Similarly, human services related agencies from the County such as DSS, DHH, Department of Employment, Office of Education, etc. should be consistently engaged (beyond the CCP) to help ensure out-of-custody participants have access to services to improve their opportunities for success.

Implementation Strategy and Resource Requirements

Formalize on-going regular meetings with the noted groups chaired by the supervisor of the SCSO Custody Division's Alternative Custody Unit. These meetings should have a formal agenda with Action Items designed to devise processes and collaborative approaches that facilitate enhanced coordination among all these entities with the ultimate goal of reducing recidivism among out-of-custody participants.

Cost Impacts:

Internal costs associated with staff time. Unknown costs associated with initiatives transpiring from these collaborations.

Goal #4: To develop regular periodic reports and meetings to review the successes and improvement needs from partnering.

Present State:

Based upon scores of interviews and research, it appears the only consistently scheduled meeting among a variety of public safety and criminal justice partners is the Community Corrections Partnership (CCP). Regular attendees include Probation, Sheriff, RPD, DA's Office, HHS, Public Defender, CAO's Office, County Auditor and several community-based organizations such as Wright Education and others. Reporting is usually accomplished informally internally, with published minutes, and annual reporting to the County Board of Supervisors. There are other periodic meetings held by public safety partners regarding specific topics such as the PSOR grant or the Integrated Public Safety meeting regarding upgrade of the records management system and attendant modules.

Strengths:

As noted elsewhere, the strengths of the CCP are the internal relationships that have been developed and the consistent (though legislatively required) regular meetings accomplished among these participants. Periodic reports are provided to the Board of Supervisors and information shared through various news releases. An example of this is the March 2015 Report to the Shasta County Board of Supervisors in a workshop forum with respect to SCSO staffing needs and the ultimate award of additional funding for staff positions.

Improvement Needs:

In order to address complex and inter-related custody, public safety and criminal justice issues, more than one standing committee approach is desirable. Alternative

structures have been discussed in this report. As such, in addition to committee expansion efforts discussed previously, emphasis should be placed on best-practice methods to enhance reporting of committee, commissions, boards or other formal entities with respect to action item outputs and outcomes.

Recommended Outcomes:

Implementation of SARA-based problem solving and reporting should be considered an important approach for vital custody, public safety, and criminal justice initiatives. This is discussed below.

Implementation Strategy and Resource Requirements

Formal adoption of the SARA model should be considered for all public safety, criminal justice, and not-for-profit partners involved in key initiatives. Consistency in approach will allow these partners to communicate with the same set of expectations. The SCSO, through the CCP, can drive such an approach.

Cost Impacts:

Internal costs associated with staff time.

Goal #4 Supplemental – PUBLIC REPORTING

The following narrative and analysis provides supplemental information and clarification for this goal.

Outcome reporting is difficult to accomplish, but an important aspect of performance management reporting. As is the case with most performance reporting, the Custody Division, Community Corrections Partnership, and others often report on key performance indicators that include numbers of offenders served by program type, number of bookings conducted, etc. These are not necessarily informative with respect to managerial decision-making or demonstrating successes and improvement needs. Relevant output reporting includes the following example:

- **SCMW was implemented in September 2013. To date, 236 offenders have been targeted in the program with 206 having been arrested and 30 outstanding. Of those offenders arrested, 195 have been sentenced. When the program started in September 2013, there were 516 offenders pending sentencing. One year later, that number has decreased to 397.**⁴²

⁴² “Third Annual Report on the Implementation of Community Corrections Partnership Plans”, *Board of State and Community Corrections*, 7/15, pg. 186-187.

Such comparative reporting (shown in **bold**) is desirable in the performance management philosophy. Although performance outputs such as that shown above are important, it is often very difficult to objectively link these outputs to performance outcomes—specifically the success of various approaches to dealing with out-of-custody or in-custody offenders.

Public safety activities, whether performed by the Custody Division or their partners, should be tied to mitigating “community harm” and enhancing public safety as a result of their recidivism reduction and rehabilitative efforts. Consequently, further tools are necessary beyond the above performance outputs to capture these efforts. To that end, partnering agencies should adopt a problem solving model and reporting mechanism whereby outcomes from the problem solving can be definitively reported upon. One approach would be to employ a model that encompasses the four stages of a problem solving process defined as “scanning, analysis, response and assessment” (SARA). This problem solving approach can be first detailed in a formal Action Plan document for key initiatives undertaken. The following is an overview of the process:

- **Scanning** – The initial stage of scanning involves looking for and identifying problems. Who are the potential victims, who are harmed by what type of behaviors, who are the probable offenders, and the nature of the events?
- **Analysis** – Develop a thorough understanding of a problem and conduct research using varied resources such as intelligence files, offender risk assessments, etc. If the problem has been addressed previously, assess the effectiveness of past responses as a base line.
- **Response** – This is a three stage objective. 1) Develop a list of possible responses to the problem and the resources necessary to address the issue that is consistent with information analyzed; 2) Select the response most likely to succeed based on information available; and 3) Implement the chosen response.

- **Assessment** – Obtain on-going feedback on how well the response is working and report upon performance outputs and outcomes related to the response. Based on the “de-briefing” of the response, make adjustments that can change the type of response, that will improve future analysis of the problem, or that may redefine the nature of the problem.

Reporting key initiatives through the problem-solving steps of the SARA model, facilitated by an initial Action Plan, will typically result in information that can translate into outcomes—not just outputs—that can be reviewed and measured with notable successes and opportunities for improvement transparently available. Development of periodic SARA-based Action Plans should be the precursor to SARA problem-solving approaches; these generally lead to subsequent and defensible reporting of results. Concluding, a project post mortem addendum is considered a best management practices final step. This report is the final deliverable in an overall SARA-based project initiative. It is generally a missed step and consequently a missed opportunity. It is essentially a “lessons learned” summary, identifying and formally documenting the project processes overall strengths and weaknesses (with an emphasis on the latter) with the intention being to circulate the post mortem addendum to all potential partners to try to avert various initiative weaknesses in future engagements.

These reports—formal SARA Action Plans, SARA-based Results Output and Outcome Report and Post Mortem Addendum—should assist in justifying key activities or initiatives performed by all partnering agencies involved with the SCSO Custody Division.

Recommendation: Implement SARA problem solving techniques and reporting to help define successes and identify opportunities for improvement.

Strategic Focus Area C – Custody Staffing and Operations

One of the core philosophical discussions regarding jail operations surrounds one of the principle “benchmarks” that allegedly drive security staffing levels and ultimately efficiency and effectiveness. This frequently used benchmark is inmate-to-security staffing ratios. This is similar to the often utilized officers-per-thousand population regularly repeated in law enforcement circles. Yet, just like this flawed “officer ratio” which has several inherent weaknesses, inmate to staff ratios also have numerous shortcomings.

Despite these shortcomings, data is regularly collected on this inmate to staff metric. For example, in 2012 representatives from the *Ohio Department of Rehabilitation & Correction* and *Office of Criminal Justice Services* indicated a “best practice” was an inmate to full-time security staff ratio that does not exceed 3.5-to-1.⁴³ The Matrix Consulting Group believes such a “best practice” is grossly misleading as a benchmark. This can be illustrated by a benchmark study performed by the *Association of State Correctional Administrators* who surveyed 29 different states with respect to ratios. This survey discovered that the average inmate to security staff ratio was 5.1 and ranged from 2.8 to 17.0. Based on these actual data, establishing such inmate to security staff ratios “best practices” is misleading, particularly with respect to the changing roles of security personnel as discussed below.

Based upon behavioral research over the past decades there is shift toward a different role for security personnel, transitioning from the “inmate guard” concept to the “inmate supervisor” concept. This falls under the broad category of Inmate Behavior Management and the adoption of practices surrounding effective behavior management will strongly contribute to security staffing levels. Indeed, according to another *National Institute of Corrections* report published in 2009, “You should consider all decisions (emphasis added) regarding jail operations with respect to their impact on inmate behavior management.”⁴⁴ This sentiment is framed by the recognition of shifting perceptions that are summarized as follows:

Corrections practitioners have often considered the design and condition of the physical plant, the quality of locking systems, the use of restraint devices, and staff’s ability to physically defend themselves as primary means to achieving safety and security, and there is no disputing their importance. However, experience has shown jails cannot rely on these measures alone. To be safe and secure, jail staff must actively supervise and manage inmate behavior. Staff interaction with inmates has a clear purpose: to obtain positive inmate behavior, namely, compliance with jail rules to achieve the goals of the behavior management plan. In this interaction, jail staff are in the role of supervisor.⁴⁵

In summary, efficiency and effectiveness of jail security staffing levels cannot be determined or reasonably discussed in the context of overly simplified inmate to staff ratios. Staffing requirements in a jail are the result of a unique combination of variables influenced by jail design, staff scheduling, and a variety of operational philosophies. As such, there is no concrete number for recommended staffing levels in a jail operation, but rather a staff range based upon deployment options to be discussed in the following sections.

⁴³ Findings and Recommendations from a Statewide Outcome Evaluation of Ohio Jails, June 2012, page X.

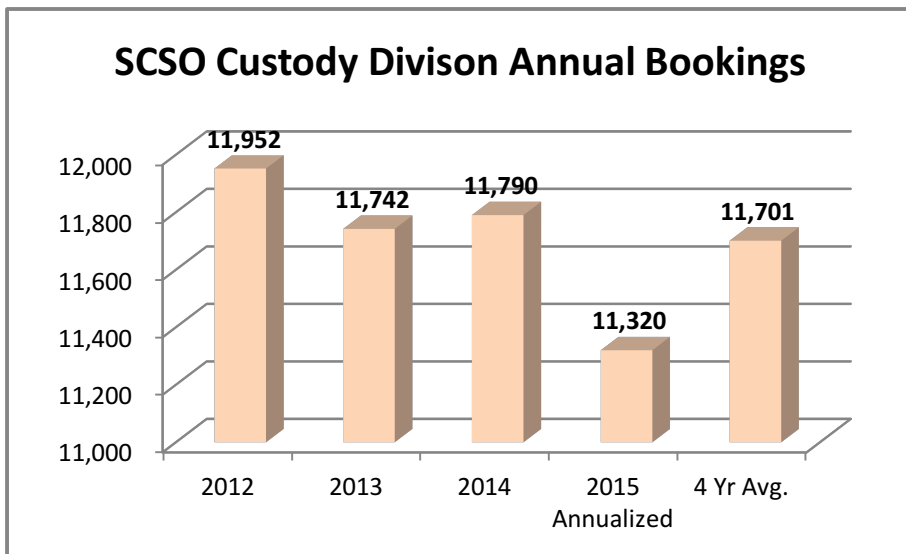
⁴⁴ Inmate Behavior Management- They Key to a Safe Jail, USDOJ (2009), page 1.

⁴⁵ Ibid, page V, 10.

Goal #1: To ensure the people booked into custody are dealt with safely, fairly and appropriately.

Present State:

According to the most recent Board of State and Community Corrections (BSCC) inspections report for the Custody Division (2/14), booking processes in the SCSO Custody Division are accomplished consistent with standards of safe and fair dealings. Inmates are provided a Jail Orientation booklet stipulating rules and regulations upon booking and are safety-checked at minimum twice every 30 minutes prior to Housing assignment or release. Those with identified health issues (mental or physical) are addressed accordingly. Bookings over the past four years have fluctuated negligibly over the past four years, generally increasing or decreasing no more than one per day on a year-over-year basis.



Strengths:

According to the BSCC inspections report, there is only one minor issue with respect to SCSO Custody Division’s booking processes and this is related to current facility design. Authorized staffing levels in the booking, intake, classification and release area, consisting generally of 5 correctional deputies and 2 PSSOs, have remained consistent over the past years, though Division vacancies in authorized positions can create challenges in this assignment.

Booking staff are also used in supplementary capacities, throughout the jail, as needed in Housing or elsewhere.

Improvement Needs:

The maximum holding capability for the booking area is 22 arrestees. Prior BCSS inspections indicated sobering cells were periodically used as holding cells, though this has long been addressed. This was reflective of an approach to do more with less and is in large part due to, “the supporting functions of booking have been able to accommodate operating above

originally planned design capacity by increasing workload scheduling, installing new equipment, and continuing to implement new technologies. Presently there are existing space inefficiencies in many program and support areas that lack functional components that are common in contemporarily designed facilities.”⁴⁶

While booking arrestees is not necessarily contingent on jail housing space, as arrestees can be (and are) released, the backdrop of housing space issues does create multiple challenges, including law enforcement field services. With the specter of a booked arrestee being immediately released due to lack of jail space, the flexibility to address public safety issues is negatively impacted, and can (and does) result in officers and deputies choosing other options that do not result in a booking.

Recommended Outcomes:

Maintain existing authorized staffing levels in the intake / booking / classification / release area. Continue to expedite recruitment to fill vacancies in these areas.

The ability to share real-time Custody Division housing capacity with important public safety partners, such as law enforcement field services, can have an important impact on how these field services function and make informed decisions. Currently this real-time capability is not available largely due to technology restrictions. As discussed previously, such real time “dashboard” information is presently in use in Santa Clara County (CA), Dade County (FL) and elsewhere and is considered a best-practice consistent with intelligence-led policing initiatives. This information should be considered highly valuable in any future development of information technology enhancement.

Implementation Strategy and Resource Requirements

As part of the County/City’s JMS/RMS upgrade project, ensure real-time features, such as jail housing population, are widely available to public safety partners.

Cost Impacts:

Costs associated with the noted information technology systems have already been budgeted. Internal costs associated with staff time are necessary. Integration costs are unknown at this time.

Goal #2: To ensure the fixed post staffing plan is efficient and effective.

Present State:

As discussed in the Appendices of this report, the Custody Division operates two 12-hour shifts with each shift having different fixed-post deployments. While different fixed-post positions are common dependent upon shift, as less activity typically occurs among inmates at night (thus requiring less custodial supervision), a fixed-

⁴⁶ “Shasta County Jail Facilities Needs Assessment”, DSA, Inc, 10/13, pg. A4

post staffing plan must be in place on all shifts to ensure the safety and security of staff and inmates, minimizing risk as much as practical. The current Night Shift in the Custody Division likely carries additional risk given the fixed-post staffing levels and present inmate activities performed during this timeframe.

Strengths:

The SCSO has developed a cost-effective fixed-post staffing plan and, consistent with best practice, modifies the fixed-post position deployments based upon shifts. In the most recent BSCC inspection, staffing levels were reviewed and approved. Additionally, The County added eight (8) Correctional Deputy positions in the Custody Division to help facilitate the current fixed-post staffing plan.

Improvement Needs:

Public Safety Service Officers (PSSO) staff Detention/Housing jail levels 1, 2 and 3 during the Day Shift and manage the control panels providing ingress/egress, communications, and camera monitoring for the Corrections Deputies and inmate population on their level. Day shift has 2 Correction Deputies assigned to each level and 1 PSSO for a total of three Custody Division staff on each level.

Night shift has 2 Correction Deputies assigned Level 3 (“high risk” offenders) and 1 Correction Deputy is assigned Level 1 and 2 with no PSSO assignment. In effect, staffing, with the exception of the “high risk” level, are reduced from 3 to 1 position during Night shift. Central Control on the main jail floor is staffed with 2 PSSO positions at Night, takes over control and monitoring for all housing levels. In effect, PSSO oversight decreases 50% during Night Shift (4 to 2) and Correction Deputies 33% during Night Shift (6 to 4).

These reductions in fixed-post staffing at Night are too dramatic, as further discussed in the supplemental section.

Recommended Outcomes:

Fixed-post staffing at the housing levels should be increased during Night Shift to include a PSSO or equivalent position for each level’s control panel—deploying the equivalent of Day Shift’s fixed-posts at control panels (4 positions).

As funding levels increase through a special tax or sales task override measure, consider deployment of one (1) additional Correction Deputy rover position assigned to Housing during Night shift and capable of roving between Detention levels 2 and 3 (as well as level 1, as necessary).

Implementation Strategy and Resource Requirements

Increase in fixed-post staffing on Night shift for PSSO control panel positions will require five (5) personnel additions.

Increase in fixed-post staffing on Night shift for a Housing Correction Deputy rover position will require approximately three (3) personnel additions.

Tier 1 Recommendations – Cost Impacts:

Annual Costs for noted PSSO positions: estimated at \$260,000 in salary and benefits (mid-point)

Annual Costs for noted C. Deputy II positions: estimated at \$225,000 in salary and benefits (mid-point)

Goal #2 Supplemental – FIXED POST STAFFING ANALYSIS

The following narrative and analysis provides supplemental information and clarification for this goal.

(1) Framework for Housing / Custody Fixed-post Staffing

Several critical factors impact the number of personnel required to staff the operations of jail detention or housing services—one of the largest functional areas in any custody operation. “Security staff” are those staff specifically dedicated to the management and safety of incarcerated inmates while ensuring a secure working environment for all personnel. In the SCSO Custody Division, these include both correction deputies, PSSO positions, and their respective supervision.

The requirements for jail security fixed-post positions are based on several important variables that are interconnected. The key variables are discussed in the following sections but the outcomes are summarized below:

- The Custody Division’s jail facility is based upon a podular remote surveillance design concept which has certain advantages over the “old fashioned” linear jail cells but still has operational challenges with respect to managing and monitoring inmate populations.
- The Custody Division operates on the cost-effective 12-hour shift program but such a lengthy shift brings about additional challenges and risks with respect to personal safety. This is particularly the case if it includes an operational environment with significant overtime requirements.
- The Custody Division employee survey results indicate there are significant concerns with respect to safety under the current fixed-post deployment approach.
- The Custody Division’s approach to inmate freedoms and expanding programs

will continue to require staffing levels to ensure the safety and security of inmates and jail personnel. AB 109 requiring extended inmate stays has influenced the need for additional jail programming.

(2) The Jail Facility’s Design and How Space is Used, Significantly Impacts Security Staffing Requirements.

Fundamentally, how a jail structure is designed and used has a direct impact on how a jail is staffed, particularly with respect to housing and other security positions. While there are innumerable facility designs, they generally fall within three broad categories as follows:

- **Linear Intermittent Surveillance:** A row at a right angle to a staff corridor that is separated from the cells, usually by bars. The inmates’ dayroom may be located behind or in front of the cells. Staff observation of inmates is intermittent. Security staff walks through the corridor periodically to observe the inmates, and then returns to a duty station located outside the living unit. The duty station is usually some distance away from the housing area, and staff are not able to see or interact with the inmates from the duty station. This type of jail design usually presents the most significant obstacles to staff supervision of inmates, but the obstacles are not insurmountable.
- **Podular Remote Surveillance:** The cells in podular housing are clustered around a dayroom. The duty station is within the housing unit and is enclosed with security glass windows that allow security staff to observe the inmates constantly. The term “remote” refers to the staff’s separation from the inmates by the glass barrier. In this type of jail, staff can observe the inmates while they are in the dayroom and interact with them on a limited basis, usually through intercoms. Security staff interaction with inmates, however, is still limited, and observation is usually limited to dayroom activities. Also, staff are not able to hear the inmates and may not be aware of problems in the unit until they become full-blown crises.
- **Podular Direct Surveillance:** The cells in a podular direct supervision housing unit are clustered around a dayroom, and the staff’s duty station is inside the dayroom. The duty station may consist of a desk or a counter with a control panel that allows staff to lock and unlock individual cell doors and control housing unit lights. No physical barriers separate the staff’s station from the inmates, and staff are encouraged to spend most of their time circulating through the housing unit and interacting extensively with inmates, with the purpose of managing their behavior.⁴⁷

⁴⁷ Inmate Behavior Management- They Key to a Safe Jail, USDOJ (2009). Page 12-13.

With respect to the SCSO Custody Division facility, the structure falls within the “Podular Remote Surveillance” category although the design of the facility is such that line-of-sight in some areas is restricted due to catwalks, pillars, etc. As a result of the facility design, as well as how the space is used, different levels of fixed-post security staffing are generally required.

(3) Security Staff’s Shift Schedule Impacts the Need for Fixed-Post Requirements and can Influence Operational Risk Notably.

Staff for the Custody Division operate a 12-hour shift schedule. From an exclusively administrative and fiscal perspective, one of the greatest benefits associated with the 12-hour shift program is the ability to field fewer staff resources while generally maintaining the same service levels. All shift schedules which are not equally divisible into 24 hours of the day suffer from cost inefficiencies. For example, in a 4 day/10-hour (4/10) shift plan, this requires three shift deployments totaling 30 hours of paid time to cover a 24-hour timeframe. The staffing requirements for a 9 or 10 hour schedule increases the number of staff needed on duty, and where some effectiveness can be gained by the shift overlaps provided in these types of schedules, it is clearly more costly and thus less efficient than schedules equally divisible in a 24 hour time period. This fact is noted in the following table which illustrates how many staff positions are mathematically necessary to cover one “24/7/365” fixed-post position based upon the type of shift schedule implemented.

Impact of Shift Types on Staffing Needs

SHIFT TYPE:	8 hr	9 hr	10 hr	12 hr
Target Staff / Hr	1	1	1	1
Shift Schedule (Hrs)	8	9	10	12
Shift Factor ⁴⁸	71%	64%	57%	50%
Shifts / Day	3	3	3	2
Total Hours Covered in a Day	24	27	30	24
Shift “Inefficiency”	0%	13%	25%	0%
Staff Required	4.2	4.7	5.3	4.0

As shown by the table, the 4/10 work schedule is 25% less cost-effective than either the 5/8 or 3/12 schedules. Interestingly, the 12-hour shift schedule is the most cost effective from the total number of staff positions required because of the additional 110 work hours per annum that are potentially provided by that staff position. Jail Division staff work these extra 110 hours given their shift schedule type, although the extra four-hours every two-week pay period is paid in overtime at time-and-one-half. In instances where this additional time is not worked, the “efficiency” of the 12-hour shift is equivalent to the 8-hour shift. This table reflects typical shift types and does not account for more exotic shift schedules such as an 8-hour day on a 6-day on/3-day off schedule.

In addition to the noted efficiencies, the 12-hour shift program typically has the added advantage of deploying the total personnel resource contingent over two shifts as opposed to three shifts. As a consequence more personnel are available on a shift-to-shift basis in a 12-hour shift than any counterpart shift schedule.

Given these facts, what ultimately results is that, barring any other variables, the same level of production can be achieved with fewer staff resources in a 12-hour shift than shifts of 9 or 10 hours in length. While the noted fiscal and staff level advantages

⁴⁸ Shift Factor is the number of days scheduled for work versus days to be covered in the work period. For example, 5-days/7-days = 71%.

of a 12-hour shift program are significant, there are notable disadvantages such as the inherent flexibility (or lack thereof) in deploying personnel. Barring shift overlap possibilities, since there are only two shifts per day there is less opportunity to deploy different staffing levels compared to any of the three shift options. For example, some jail operations on an 8-hour schedule, deploy fewer security staff during the nighttime sleep periods as inmates are in lock-down and are essentially inactive.

Of further note, one significant disadvantage of longer shift schedules, particularly the 12-hour shift, is that there is a wealth of research data that suggests there are various negative consequences for working extended hours over the longer-term. These include:

- A 2008 study by the *American Journal of Epidemiology* demonstrated that a work week of 50 hours and above had a negative cognitive effect on productivity, reasoning and vocabulary.⁴⁹
- The work of J. Nevison of *Oak Associates* brings together scientific, business, and government data to demonstrate that little productive work takes place over and above 50 hours per week.⁵⁰

The SCSO Custody Division staff are deployed 48 hours (12 x 4) every other week exclusive of any overtime. This approaches the 50 hour benchmarks noted. In addition to the negative impacts of working long hours over consecutive days and weeks, research suggests there are important negative consequences to working long hours in a single uninterrupted period. This includes:

- A recent German study found that workers experienced a significant rise in accidents and traumatic incidents after nine to 10 hours on a shift.⁵¹

⁴⁹ TimeForce: http://www.mytimeforce.com/news/articles/Overtime/When_working_overtime_is_too_much#.VLFZBK05BhE

⁵⁰ <http://www.circadian.com/blog/item/22-5-negative-effects-of-high-overtime-levels.html?tmpl=component&print=1#.VLFbrK05BhE>

⁵¹ <http://consumer.healthday.com/encyclopedia/work-and-health-41/occupational-health-news-507/mandatory-overtime-647119.html>

- A recent study performed by the *Finnish Institute of Occupational Health and University College London* as reported in the journal *PLoS ONE* shows that people who work 11 or more hours a day have a more-than-doubled risk of a major depressive episode, compared with people who work the more-standard seven to eight hours a day.⁵²
- A large amount of research has been accomplished in the nursing field, which was one of the earliest adopters of extended shifts that also required subsequent overtime. According to studies, “Working overtime, whether at the end of a regularly scheduled shift (even an 8-hour shift) or working more than 40 hours in a week, was associated with a statistically significant increase in the risk of making an error. The most significant elevations in the risk of making an error occurred when nurses worked (daily) 12.5 hours or longer; the risk was unaffected by whether the nurse was scheduled to work 12.5 hours or more, volunteered to work longer than scheduled, or was mandated to work overtime. Nurses working 12.5 hours or longer were significantly more likely to report difficulties remaining alert than nurses working fewer hours per day, and they obtained on average 30 minutes less sleep.”⁵³

In summary, the greatest cost-savings impact a 12-hour shift program can have is the comparative reduction of personnel resources when contrasted against most other compressed scheduling alternatives (e.g. 9 to 11 hour shifts). Yet there are important disadvantages of a 12-hour schedule as discussed above. Overall, the project team believes that, based on research and practices in other custody operations, the 12 hour shift would be a good fit for Shasta County.

(4) The Level of Service Provided for Jail Inmates Can Impact Staffing Level Requirements.

The level of service inmates receive impacts both security staff requirements as well as other Jail Division staff needs. There is a broad spectrum of jail operational philosophies that will impact staff requirements. Ultimately, the more emphasis that is placed on rehabilitative efforts versus restraint and control efforts, drives all kinds of

⁵² http://www.huffingtonpost.com/2012/01/26/overtime-work-depression_n_1234025.html

⁵³ US Department of Health and Human Services, “Patient Safety and Quality: An Evidence-Based Handbook for Nurses” Chapter 40, page 3-4.

staffing levels upwards. Program offerings for inmates (e.g. GED education or religious programs) outside of their housing area require security-related controlled movement and the staff to provide such services. In effect, the more “internal freedom” that is offered to inmates, the more staffing is required. According to a 2006 *National Institute of Corrections* report:

One jail planner/administrator may decide that a proposed jail will meet, but not exceed, the standard maintaining that inmates need at least one hour of recreation per day. The jail may then be designed with a single outdoor recreation area through which inmates will be rotated during the day. Another administrator, believing that inmate activity is important and should be encouraged, might include in a new facility an indoor recreation room, a multi-purpose room, and perhaps weights or other equipment. Such decisions, made on the basis of overall philosophy, have strong consequences not only for facility design and equipment costs but also for staffing (emphasis added). The overall operational philosophy remains important from the beginning in guiding a number of decisions related to service levels. These decisions affect the eventual staff-inmate ratio.⁵⁴

The SCSO Custody Division does not presently operate under the philosophy of significant “enhanced freedoms” given several limitations such as facility design, staffing levels, etc. However, staff believe (78% according to the employee survey), that the Division does a good job of providing programs for inmates. The Division makes it a priority to give all inmates free time—generally 4 hours daily—from their cell, to include such time being given during later hours in the evening than is often experienced in other jails. Providing out-of-cell time during later hours has become a necessity given the minimal number of staff release concurrently (five) and the ever-increasing need to keep certain population types separated. This operational protocol, compared to a “lock-down” environment, is one of the key reasons additional staff are suggested in the Night Shift.

⁵⁴ Staff-Inmate Ratios: Why it’s so Hard to Get to the Bottom Line, NICIC, 2006, page 4-5.

Of further importance, given the advent of AB 109, additional programming for longer-term sentenced inmates will be required. Such programs require the internal security staffing levels to manage inmate movement and security.

In sum, staffing requirements in a jail are the result of a unique combination of variables influenced by jail design, staff scheduling, and a variety of operational philosophies. As such, there is no concrete number for recommended staffing levels in a jail operation, but rather staffing ranges that carry more or less risk dependent upon overall deployment of security personnel.

Goal #3: To have a daily activity schedule that optimizes staff utilization.

Present State:

The Custody Division deploys personnel under operational protocols that vary between Day and Night shifts. This reflects a daily activity schedule designed to optimize staff utilization.

Strengths:

The Custody Division modifies staff deployment levels per shift to optimize staff utilization. This includes different fixed-post schedules for housing at night, closing the reception area at night, etc. Daily activity schedules and attendant staff needs are adjusted to accommodate exercise, GED, Psych, Medical, Court, and other requirements.

Improvement Needs:

As noted in the prior goal statement, fixed-post staffing during Night shift can be adjusted given current operational parameters as a consequence of inmate population characteristics. Upon improvement in data availability from a new Jail Management System (JMS), more advanced workload metrics can be retrieved to potentially better balance staff workloads in such areas as Intake and Booking. This would include accessing booking data by hour, length of time to complete booking, etc.

Recommended Outcomes:

Utilize new performance metrics from the pending JMS upgrade to further optimize staff utilization among varied shifts and times.

Implementation Strategy and Resource Requirements

The ability to implement optimized staffing assessments is contingent upon the successful implementation of advanced information technology management systems. These include the pending Jail Management Systems (JMS).

The City of Redding and County are currently working jointly on upgrading their RMS/JMS/CAD through the efforts of the Integrated Public Safety Systems standing committee and others. The intention is to eventually integrate this information with the CMS and Probationary systems.

Cost Impacts:

Costs associated with the noted information technology systems have already been budgeted. Internal costs associated with staff time are necessary. Integration costs are unknown at this time.

Goal #4: To have a plan in place to ensure that a safe operating environment exists for staff and inmates.

Present State:

Various information from different sources indicates both safety features as well as potential risk issues associated with the jail environment.

Strengths:

Staffing levels during State inspections were reviewed by BSCC and were approved. For example, the BSCC reviewed computer records and internal audits of hourly safety checks and found that officers are performing their checks within the 60 minutes required by regulation. The supervisors review the records regularly to ensure compliance.⁵⁵ Additionally, no safety issues were found by the most recent Grand Jury Report.

Improvement Needs:

Inmates are typically within the hearing of a staff person through intercom and/or on-site surveillance, but many areas are visually and audibly monitored at the same time, particularly during nights, which makes it difficult to decipher where incidents are occurring without a direct line-of-sight. Changes to the aforementioned fixed-post staffing should help address this problem.

The employee survey conducted for Custody Division personnel resulted in the following perceptions regarding the safety of both security staff as well as the inmate population.

⁵⁵ “Biennial Inspection of SCSO Detention Facility”, BSCC, 2/14, pg 3.

Custody Division Employee Perceptions Regarding Jail Safety

Statement	Agree	Disagree	No Opinion
We have sufficient fixed-posts and staff to perform safely.	13%	84%	3%
We have an adequate number of staff on-duty for inmate safety.	31%	69%	0%

While staff perceptions are only one element in judging staffing efficacy, it is an important element when considering all data that drive staff requirements.

Recommended Outcomes:

Continue to monitor the safety and security of Custody Division personnel and inmates. Continue to review injuries, accidents and incidents from a lessons learned perspective but institute a formal “lessons learned” (**Strategic Focus Area 2, Goal #4**) documented reporting approach as part of any inmate or Custody Division staff who suffer injury of consequence.

Implementation Strategy and Resource Requirements

Over the course of the next 90-days, augment injury reporting with “lessons learned” documentation to be shared with staff regularly. Report results to Sheriff on a quarterly basis.

Cost Impacts:

Internal costs associated with staff time, estimated at 80 hours, to devise lessons learned report form. May be additional scope of service with cost embedded in prior goal statement.

Goal #5: To ensure that the Custody Division has adequate personnel to meet service goals and objectives.

Present State:

As noted throughout prior sections, the Custody Division has devised various fixed-post and other staffing assignment approaches intended to meet the needs of the inmate population in a safe and secure fashion. With the exception of fixed-posts adjustments noted previously, staffing levels are adequate until the Division can offer significantly expanded programs to the in-custody inmate population and alternative custody programs at which time additional in-house staff dedicated to this assignment would prove valuable.

Strengths:

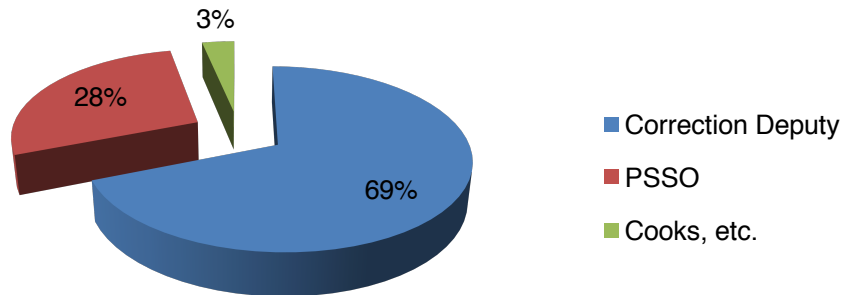
As noted, staffing levels during State inspections were reviewed by BSCC and were approved.

Improvement Needs:

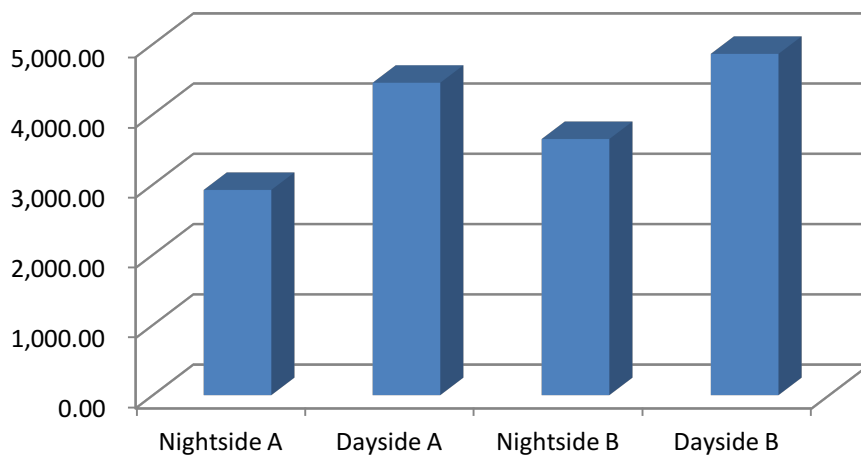
The key issue associated with adequate personnel to meet service goals and objectives is ensuring staffing levels are sufficient to compensate for scheduled and unscheduled leave—essentially the “relief factor” based on net annual hours available. Generally speaking, staffing levels on each shift should be sufficient to allow normal shift operations to function without over-reliance on the use of overtime. Unless an organization is willing to take on additional health, safety, and productivity risks (whether these are acknowledged or not) overtime in excess of 10% of overall salary costs is typically considered a potential significant issue worthy of evaluating.

In FY 2014 overtime pay of approximately \$715,000 for the Custody Division compared to \$3.8M in regular salaries approaches 19% of these personnel costs; this is nearly twice that level of overtime expenditure in which concerns are typically raised. While SCSO has the funded positions to fill minimum staffing requirements as the presently exist in the jail, these funded positions are not translating into new hires by the County, thereby resulting in overtime requirements for the Sheriff’s office. Nearly 18,000 hours of overtime were expended by the Division in 2014 in order to provide coverage; distribution of overtime by staff position and by shift is shown below.

2014 Custody Overtime Expenditure by Position Type



2014 Custody Overtime by Shift (Hours)



Furthermore, 97% of Division employee survey respondents believe the Jail works too much overtime while 78% believe there is not an adequate number of staff to meet the requirements of the fixed-post staffing plan.

Recommended Outcomes:

Perform an internal risk assessment determining the maximum level of overtime desired in the Custody Division for each type of position.

Based upon this risk assessment, identify the total number of staff needed to be assigned, by position, in the Custody Division based upon average net annual availability for these positions. These yearly hours, in combination with the overtime risk assessment, will empirically define how many staff are required to be assigned to the jail to fill all fixed-post positions.

Implementation Strategy and Resource Requirements

Based on data provided to the project team regarding net annual availability (2014), **4.41 positions** would be needed for each fixed post position irrespective of any overtime planning. For example, 89 positions would be required to fill 20 fixed-post positions.

Cost Impacts:

Internal costs associated with staff time, estimated at 120 hours, to determine the level of risk the Division is willing to incur related to overtime usage. Unknown costs associated with modified authorized positions based on the decisions.

Goal #5 Supplemental – OVERTIME ANALYSIS

The following narrative and analysis provides supplemental information and clarification for this goal.

(1) Overtime as a Risk-Assessment Exercise

According to the USDOJ *National Institute of Corrections*, “Although risk is not highlighted as a determinant in this training manual, it is alluded to on almost every page. Much of the decision-making associated with staffing involves how much risk is tolerable. In all staffing decisions, risk can override any other consideration about adding or removing staff. Staffing decision-makers must base their post evaluations and recommendations on sound correctional principles that emphasize correctional agencies’ mission to protect the public and to maintain safety and security for staff and inmates.”⁵⁶ Overall, how a jail is managed, staffed, operated and ultimately used is an assessment of risk.

The use of overtime in any organization should be fundamentally based on a risk assessment. As is well known, the primary benefit an organization derives from using overtime is the cost avoidance of hiring additional personnel. Indeed, proper management of overtime can avoid many undesirable outcomes such as missed deadlines, poorer customer service, cost overruns, staff lay-offs, and a variety of other consequences detrimental to both the organization and employee. Furthermore, overtime to a certain degree is perceived by most to be a desirable benefit, thereby allowing an organization to attract and retain personnel if a moderate amount of overtime is a regular part of the operational culture.

While overtime is fiscally advantageous to an organization based on the avoidance of paying for additional fixed costs such as insurance, sick leave earning, vacation earning, etc., it is only beneficial to a point. There is a “break-even” point where the variable costs (time

⁵⁶ USDOJ, “Prison Staffing Analysis – A training Manual”, 12/08, pg. xv-xvi

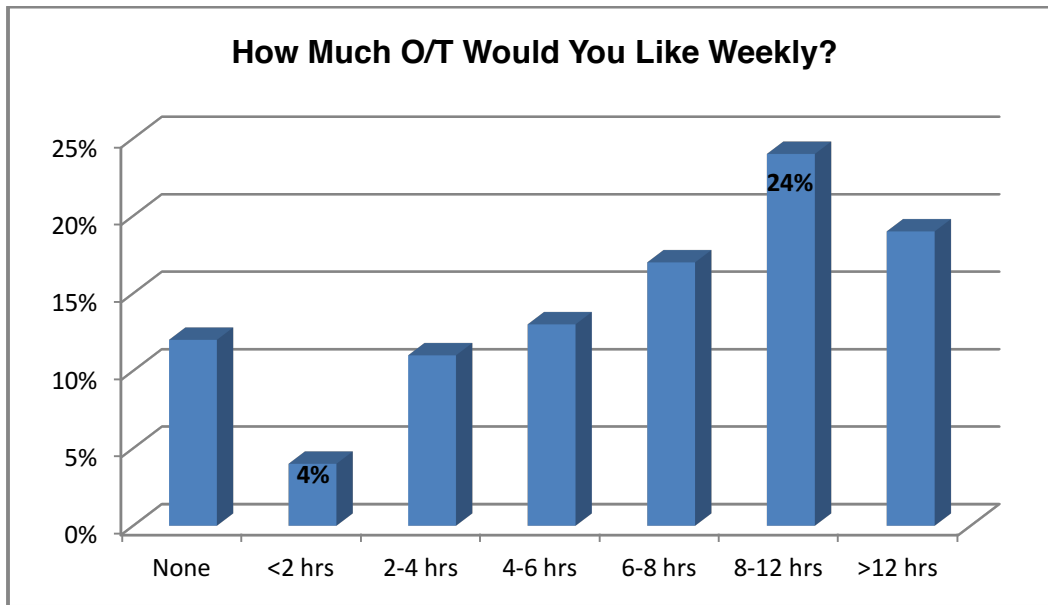
and-one-half payment, retirement costs, employment taxes, etc.) do not compensate for fixed cost savings. While every single agency would be different dependent upon their unique compensation structures, a general rule of thumb that should be used when considering the fiscal elements of overtime usage compared to the use of new staff positions is 54 work hours per employee per week.

It needs to be recognized that the above benchmark is a guideline only. Every unique position in any different agency will have its own “fiscal benchmark outcome” based on the salary, benefit, retirement, and taxing structure that influences overtime costs. The noted benchmark provides guidance that once overtime approaches this benchmark “ceiling,” from a fiscal standpoint exclusively a new position should be hired in the vast majority of instances. As discussed subsequently, the fiscal reasons to hire personnel instead of use overtime should be considered of secondary importance.

(2) Many Organizational Employees Look Positively on the Opportunity to Earn a Moderate Amount of Overtime.

Research data suggest that many employees appreciate the opportunity to earn a moderate amount of overtime over the course of a year. According to Shiftwork Solutions LLC, “Employers that offer modest amounts of overtime will not only satisfy a majority of their employees, but also will improve their competitive position in the local market.” This is reflected by the results of their shift work surveying as shown in the graph below which demonstrates that the majority of employees would like some level of weekly overtime (averaging 7.3 hours per week), but with more than 4-in-10 desiring less than 6 hours per week⁵⁷:

⁵⁷ Why Overtime? *Shift Schedule Design*: www.shift-schedule-design.com



When juxtaposing the desired level of weekly overtime by employee against the fiscal benchmark break-even point for overtime, a clear difference emerges. On average employees would desire approximately one-half the fiscal benchmark with only one-in-six employees having a willingness to work that much overtime on a weekly basis. This differential helps frame the potential negative characteristics of overtime, as discussed further below. In recent years, the amount of overtime worked in the Shasta County Custody Division exceeds benchmark totals.

(3) Research Suggests there are Negative Mental, Physical and Productivity Impacts Associated with Working Longer-term Overtime.

A wealth of research data suggests there are various negative consequences for working extended hours over the longer-term. Illustrative and scientific risks associated with extended schedules due to schedule types and overtime were discussed in a prior section. Nevertheless, the following serves as an important reminder.

The following abstract, regarding extended work shifts is from the *Texas Law Enforcement Management and Administrative Statistics Program*.

Work fatigue has become so great a concern that the federal government now controls the amount of work hours for locomotive engineers, truckers, commercial pilots, and nuclear power plant operators, for example. Police officers, however, are not on this list (Vila, 2000). With lawsuits increasingly prevalent, it is important that police administrators provide pertinent information to their officers about coping with fatigue. To illustrate, Vila, Morrison & Kenney (2002) cite three tragic incidents occurring in 1999 alone that were attributed to fatigue. In June 1999, an exhausted Margate, Florida officer ran a red light and crashed her patrol car into a sheriff's van, seriously injuring a deputy, and in August 1999, a Muskegon, Michigan officer who had been working nearly 24 hours straight was critically injured after crashing his cruiser into a tree while pursuing a fleeing motorist. In November 1999, a Cincinnati police officer fell asleep at the wheel while travelling home, ran off the road, and hit and killed a jogger. Two studies (Dawson & Reid, 1997; Williamson & Feyer, 2000) further concluded that approximately 17 to 19 hours of non-sleep can impair an individual's performance, the same as having a .05% blood alcohol count (BAC), and remaining awake 24 consecutive hours is approximately the same as having a .10% BAC (legally intoxicated). With evidence that sleep deprivation has the same capability to impair an individual as alcohol, it is vital that departments acknowledge and implement policies that do not overload its officers. Surprisingly, according to Vila et al, (2002) officers who worked shifts consisting of fewer but longer workdays tended to be somewhat less fatigued than officers who worked the traditional 5-day, 8-hour schedule⁵⁸.

In sum, the evidence for long hours worked in short daily periods or over an extended period of time is overwhelming with respect to the negative possible outcomes with such work behaviors. In effect, management of overtime is a serious risk management endeavor, and as such, should be approached with the greatest due diligence.

(4) The Core Responsibility of Effectively and Efficiently Managing Overtime is Managing Risk.

It is critical to recognize that the underpinnings of overtime usage are an exercise in risk management. Balancing employee, Sheriff's Office, County, and community needs through the use of overtime as opposed to other work-related options is ultimately an effort in judging risk. This framing element should be a core management principle as recognizing

⁵⁸ Telemasp Bulletin, Volume 15, No. 2, March/April 2008.

the symptoms of poorly used overtime as well as solutions that overtime use can bring is tantamount to efficient and effective agency operations. A March 2013 study entitled 'Management of Overtime' by the *Amtrak Office of Inspector General* went into detail to discuss overtime (and related issues) in the context of managing risk.⁵⁹

In conclusion, it is the operating agencies responsibility to determine the level of risk they are willing to incur. With respect to overtime, a decision should be made on how much overtime is appropriate for the Custody Division at both the individual level and overall. This should be made in the broader context of a current 12-hour shift schedule and operating in a risky environment (e.g. jail setting with high risk offenders).

⁵⁹ Management of Overtime Report OIG-A-2013-009, March 26, 2013 pgs 14-16

Strategic Focus Area D

Efficiency and Effectiveness of Jail Support Services

Jail support services encompass an array of different functions, processes, and technologies. It essentially serves as a catch-all for those areas which support the Custody Division’s core mission of providing safety and security to the inmate population and attending staff.

Noted below are key issue areas identified during the course of the blueprint development in such areas as business processes and technologies. The former suggests implementation of expanded classification approaches designed to address inmates’ unique needs from point of arrest to re-entry, and is essentially a best-practice initiative that will take some time if resources are dedicated to this effort. The latter is essentially a “must do” technology initiative designed to enhance information and decision-making among key public safety partners.

Goal #1: To ensure that Custody Division staff are supported efficiently and accurately.

Present State:

Broadly, core Custody Division staff are supported by County personnel, other public safety partners, other organizational units within SCSO, their own internal support staff, and various systems, both technological and internal processes. Overall, these various support systems in place serve the Custody Division well.

Strengths:

The Custody Division is generally well supported by the various “support systems” presently used. For example, the following positive characteristics were noted in the employee survey:

Statement	Agree	Disagree	No Opinion
The cooperation with other justice agencies in the County is good.	72%	13%	16%
Policies and procedures are complete and clear.	66%	31%	3%
Our shift schedules help the Division work efficiently.	72%	16%	13%
We have the right alternative to incarceration programs in place for pre-trial inmates.	53%	28%	19%
We have the right alternative to incarceration programs in place for sentenced offenders.	69%	19%	13%
We receive a quick response to request for emergency repairs.	72%	16%	13%
Our facilities are well maintained.	56%	38%	6%

Improvement Needs:

While there are a number of positive characteristics associated with the Custody Division being supported efficiently and accurately, there are some observations by employees, as well as the project team, that indicate some opportunities for revision. Based on the noted employee survey, possible improvements include:

Statement	Agree	Disagree	No Opinion
There are adequate mental health services in the Jail to meet the needs of the inmates.	28%	69%	3%
Our computerized information systems meet our needs.	44%	53%	3%
There are adequate opportunities to attend training classes.	28%	69%	3%

These areas illustrate potential support system concerns for further consideration.

Recommended Outcomes:

As it relates to supporting systems, the following sections in this Strategic Focus Area will discuss key issue areas.

Implementation Strategy and Resource Requirements

See following sections.

Cost Impacts:

See following sections.

Goal #2: To ensure inmate files and property are handled efficiently and accurately.

Present State:

According to the most recent BSCC inspection of the Custody Division published in February 2014, “We found no issues of non-compliance during our review of documentation including inmate records, classification records, and incident reports.”⁶⁰ These include a variety of inmate records, incident reports, etc. per Title 15 Sections 1041 and 1044.

Strengths:

As noted, the Board of State and Community Corrections (BSCC) indicated no issues with respect to inmate-related record keeping.

⁶⁰ BSCC Biennial Inspection Report, 2/14, pg. 3.

Improvement Needs:

The project team noted what we believe are opportunities for improvement with respect to the existing classification system. While 68% of Custody Division staff are confident the inmate classification system is effective in housing inmates properly—a positive and important safety opinion—the formality and method in which information is obtained can be enhanced. In the context of broader risk assessment and addressing the variety of issues associated with each incarcerated such as alternatives to custody, early release candidacy (due to capacity release requirements or other issues), services needed to avert recidivism, etc., expanding the classification process should be considered a viable approach to managing each inmate in the context of personal needs and broader community public safety issues.

The Classification-assigned deputies have been trained in a common classification approach but this has not been sufficiently memorialized in a Standard Operating Practices manual. Classification Manual development is presently underway, and is assigned internally to a sergeant. Furthermore, the classification system and approach is currently composed of a four-question jail management system (computerized) classification questionnaire, a paper-based PREA (Prison Rape Elimination Act) questionnaire, and decision-making upon the Classification deputy based on other systems (e.g. criminal history) that can be researched.

Additionally, Probation personnel operating in the Custody Division perform a risk assessment (VPRA) on various inmates to determine eligibility for supervised own recognizance (SOR) release. Yet, the Custody Division is not involved directly in broader categorization of inmates by in-service needs or in categorizing potential service requirements that should be provided upon re-entry (e.g. mental health counseling, homeless intercession, etc.).

Recommended Outcomes:

The Custody Division, based on population characteristics, court order requirements, and internal classification decision-making, releases inmates. The approach, however, is not formally memorialized and should be accomplished.

Developing a more robust internal classification system is desirable. This system should ideally be within a newly purchased Jail Management System (JMS) as an important feature set. Regardless, SCSO should devise a more comprehensive classification program that employs risk assessment associated with housing inmates via in-house or alternative custody approaches, releasing inmates based upon risk, servicing inmates based upon in-service needs, and supporting released offenders based upon re-entry services needed to mitigate recidivist behavior. This effort could be accomplished in concert with the Probation Department. A best-in-class classification system is a precursor to enhanced management risk management through the entire spectrum of the criminal justice system as it allows for critical information to be captured and memorialized for use in offender decision-making.

Implementation Strategy and Resource Requirements

Ideally may require Probation Department’s feedback. Will also require the implementation of the planned new Jail Management System to further facilitate automation of this process.

Cost Impacts:

Internal costs associated with staff time, estimated at 480 hours, to revise, expand and memorialize the suggested classification system.

Goal #3: To ensure that business practices and processes are efficient.

Present State:

According to the most recent BSCC Inspection report no issues were found as a consequence of, “A review of available documentation including security check logs, incident reports, grievances and disciplinary actions to ensure that practices are consistent with policies. In reviewing sample documentation of the grievance process, we found that the responses to grievances were timely, appropriate and provided an avenue of appeal. We reviewed computer records and internal audits of hourly safety checks and found that officers are performing their checks within the 60 minutes required by regulation. We reviewed a sampling of specialty cells logs that included incidents where restraints were used or inmates were placed into the sobering or safety cells. In the incidents we reviewed, the reasons for the placements were generally well documented. We interviewed staff during our tour and they demonstrated a clear understanding of the applicable regulations.”⁶¹

Strengths:

As noted, the Board of State and Community Corrections (BSCC) indicated no issues with respect to processes and practices.

Improvement Needs:

While the same report notes training is satisfactory, data from the employee survey reflect a different point of view. This is discussed further in the following Strategic Focus Area.

Recommended Outcomes:

None noted herein. See Strategic Focus Area F.

Implementation Strategy and Resource Requirements

None noted herein. See Strategic Focus Area F.

⁶¹ BSCC Biennial Inspection Report, 2/14, pg. 2

Cost Impacts:

None.

Goal #4: To utilize technology, where appropriate and cost-effective.

Present State:

The Custody Division uses a variety of technologies to manage its inmate and offender populations. Technologies used are diverse, ranging from cameras to GPS anklet trackers, to automated recording of information for each cell check to jail management information systems (JMS) software. While many of these are positive technology advances, the present JMS is a product of the mid-90's and has several challenges. Over one-half of staff believe computerized information systems are not meeting their needs, and independent review of JMS substantiates this observation.

Strengths:

Many of the aforementioned technology implementations are positive characteristics for the Custody Division designed to ensure the safety and security of inmate populations, alternative custody offenders and staff.

Improvement Needs:

As noted throughout this blueprint, records-related information technology systems (e.g. RMS/JMS) of most public safety partners is presently lacking. It is critical the City and County continue to aggressively pursue upgrades to these products.

Recommended Outcomes:

Continue with the planned information technology upgrades. Importantly, devise a detailed implementation plan for this upgrade consistent with Project Management Body of Knowledge (PMBOK) project management protocols. Ensure there is a dedicated project manager assigned to this initiative.

Implementation Strategy and Resource Requirements

See supplemental information provided regarding advanced project management techniques.

Cost Impacts:

Already planned and budgeted previously. A dedicated project manager's time should be allocated but could likely be a temporary assignment from a key public safety partner involved in the information technology upgrade initiative.

Goal #4 Supplemental – TECHNOLOGY

The following narrative and analysis provides supplemental information and clarification for this goal.

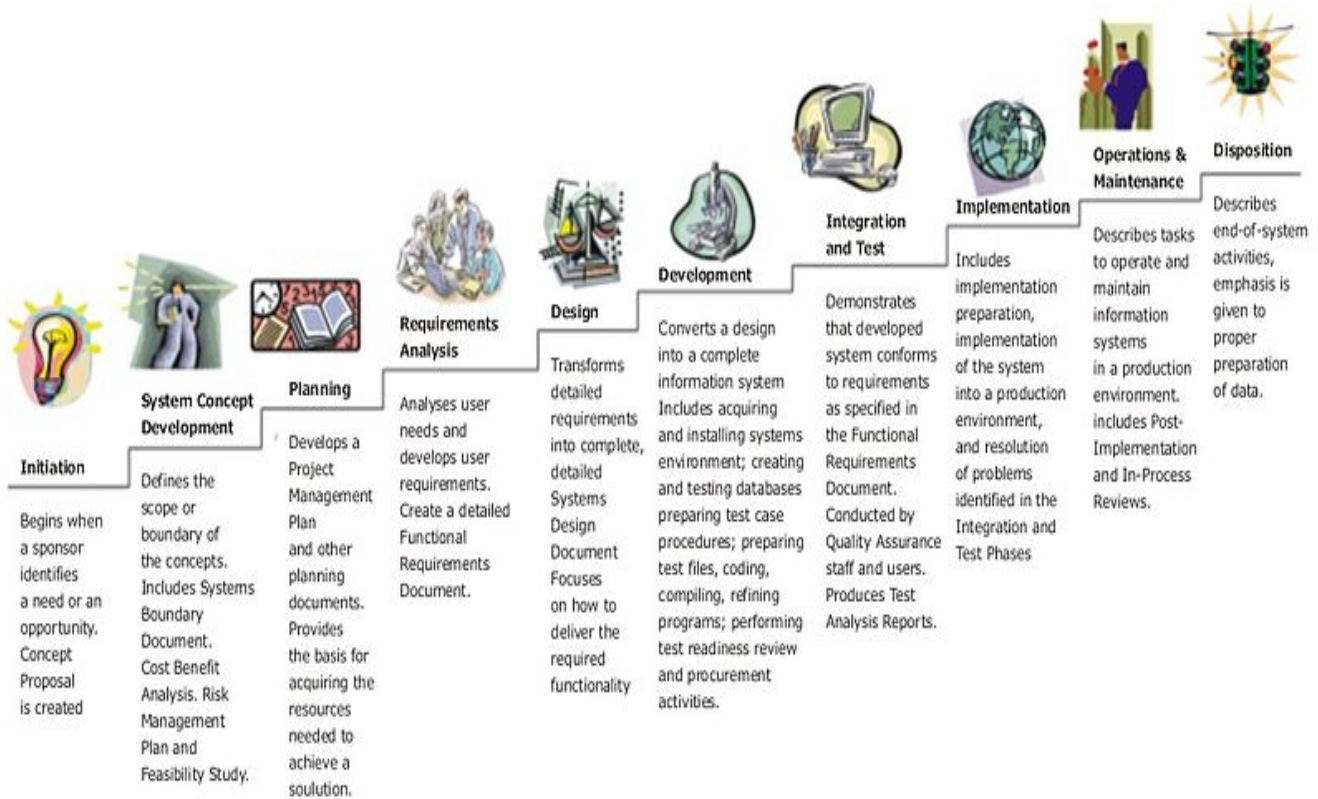
(1) Advanced Project Management Techniques for High Risk Information Technology Initiatives.

The project team believes the planned public safety records management system upgrades for several public safety partners in the Shasta community is of critical importance and “high risk.” As such, the project should be approached with the utmost due-diligence. “High Risk” IT projects employ comprehensive and best practice project management and project planning tools. These include: 1) Develop a *detailed* Project Plan; 2) Maintain all records through thorough records management protocols; 3) Use a dedicated Project Manager (PM) to oversee the engagement; and 4) Consider supplemental staffing support through use of external Subject Matter Experts (SME) and/or consultants. For IT projects identified as ‘High Risk,’ a full System Development Life Cycle (SDLC) project plan approach should ideally be developed. This process is consistent with best management practices for IT project management and project planning and is illustrated below.⁶²

⁶² US Department of Justice (2003). INFORMATION RESOURCES MANAGEMENT Chapter 1. Introduction.

Systems Development Life Cycle (SDLC)

Life-Cycle Phases



Given the above, the Shasta public safety partners are ostensibly in the first third of this SDLC. It is important to ensure all steps are completed consistent with the instructions noted. Because this blueprint is not a treatise on project management techniques, advanced project management approaches should be reviewed elsewhere, but certainly implemented

Strategic Focus Area E

Human Resources and Employee Support

The effectiveness of human resources in public safety is inextricably linked to higher service levels. Work-related employee stress directly relates to the productivity of an organization, and human resources functions are central to its management.⁶³ It is clear that well-designed human resources and employee support functions are important factors in the performance of personnel in the field, a finding that is been consistently backed in research.⁶⁴ As such, identifying opportunities for improvement in human resources and employee support functions can ultimately lead to enhancements in recruitment approaches and the retention of quality employees.

Goal #1: To ensure the Custody Division has the best employees obtainable.

Present State:

Evidence strongly suggests that the Custody Division has quality and dedicated employees. This is reflected by important anecdotal information discovered during the course of this blueprint exercise.

Strengths:

With respect to the employee survey, those who chose to answer the open-ended questions wrote that the greatest strength of the Custody Division was the ability of the employees to come together and work as a team. Additionally, respondents discussed communication as another key area of strength within the Division.

Interviews frequently cited the camaraderie among line staff within the Custody Division. Many staff are long-tenured with the large majority having more than five years of service.

Given the amount of overtime worked, the vast majority of it is accomplished voluntarily as opposed to requiring a mandated overtime sign-up sheet.

The County has a robust recruitment process. The Division provides written, physical and oral exams in one day and candidates are given a background packet that day. The County is on a continuous hiring process for Correctional Deputy, Adult Cook and Public Safety Service Officer.

⁶³ Jaramillo, Fernando, Robert Nixon, and Doreen Sams. "The Effect of Law Enforcement Stress on Organizational Commitment." *Policing Policing: An International Journal of Police Strategies & Management* 28.2 (2005): 321-36.

⁶⁴ Nicholson-Crotty, S. "Public Management and Organizational Performance: The Case of Law Enforcement Agencies." *Journal of Public Administration Research and Theory* 14.1 (2004): 1-18.

Improvement Needs:

None noted.

Recommended Outcomes:

Maintain existing strategies for hiring SCSO Custody Division employees.

Implementation Strategy and Resource Requirements

Continue current approaches to employee recruitment.

Cost Impacts:

None noted.

Goal #2: To have programs in place to retain employees in the Custody Division through career development and training.

Present State:

Various factors lead to employee retention including robust training programs, opportunities for career advancement, career development possibilities and a working environment that contributes to employee satisfaction. Generally, the SCSO Custody Division meets a number of needs that lead to employee retention although there are potentially a few opportunities for improvement.

Strengths:

As a BSCC Standards and Training for Corrections (STC) participant, (SCSO) has demonstrated the commitment to ensure custody personnel have successfully completed the training required under Title 15, Sections 179-184. The level of training for all jail staff has met or exceeded the requirements.⁶⁵

With respect to retention the existing 12-hour work schedule is perceived well with 72% of employee respondents citing it as a positive feature.

⁶⁵ “Biennial Inspection of SCSO Detention Facility”, BSCC, 2/14, pg 2.

Improvement Needs:

While there are a number of positive characteristics associated with features related to employee retention, and while independent auditing from the BSCC indicates training is satisfactory, Custody Division employees believe additional access and opportunities for training is important as reflected by the following responses in the employee survey:

Statement	Agree	Disagree	No Opinion
I receive the practical training I need to keep my skill levels high.	28%	66%	6%
The Jail Division places a high value on ensuring proper training for line duty personnel.	34%	59%	6%
There are adequate opportunities to attend training classes.	28%	69%	3%

Importantly, the availability to train is particularly critical in a public safety environment. “While time, funding, and other resources prove necessary for training, the worth is evident in that it benefits not only the officer but also the agency and the public. Law enforcement instruction truly is important in today’s ever-changing environment. The collection of law enforcement data clearly shows how ongoing training helps to save the lives of officers in the United States and around the world. In addition to helping agencies maintain high standards, training protects law enforcement officers by equipping them to handle many problems that create hardships, reduce morale, and affect the public’s respect. Examples include lawsuits, negative press, officer or citizen injuries, police vehicle accidents, and use-of-force violations. Officers who receive appropriate instruction can mitigate such challenges. Training also must cover matters sometimes unaddressed, such as officer-involved shootings, emotional stress, supervisory instruction to encourage upward mobility, and teamwork training. Taking extra steps to provide advanced instruction helps an organization to succeed.”⁶⁶

In conclusion, the employee survey narrative sections focused on various opportunities for improvement, to include boosting the morale of the division by providing more training opportunities.

Recommended Outcomes:

As part of the annual performance review process a component of that review should include a discussion of desired / necessary training for the upcoming year. This discussion should be formalized such that desired training is memorialized and concerted efforts are made to provide such training after a test of reasonableness by SCSO training personnel. Including future expectations, both on the part of management and supervision and the employee, in a performance review program, is considered a best practice. It is in this section of the performance review process that future training can be discussed and, as practical, tentative commitments made.

⁶⁶ FBI Law Enforcement Bulletin, 12/13 <https://leb.fbi.gov/2013/december/officer-survival-spotlight-wide-reaching-benefits-of-law-enforcement-training>

Implementation Strategy and Resource Requirements

Devise a formal addendum to the annual performance review process memorializing desired / required training for each employee with an implied commitment that given available funding, relevant and desired training will be provided for career enhancement purposes.

Cost Impacts:

Unknown. Dependent upon the type and level of training provided to Custody Division personnel and the attendant costs of such training. The current annual Custody Division training budget is approximately \$45,000 which falls below the desirable level for training of one to two percent of an organization’s operating budget.

Goal #3: To have succession planning and employee mentoring programs in place for the long term health of the Division.

Present State:

Like most public sector organizations, formalized succession planning is not in place. Mentoring programs are more formalized.

Strengths:

Mentoring in the Custody Division is formalized upon initial hire through the Training Officer program. All supervisors attend the supervisor 80-hour training course. Furthermore, supervisors attend County training such as preparing and writing evaluations, sexual harassment, drug and alcohol policy, assertive supervision, and other training.

Improvement Needs:

Formalized succession planning should go beyond individual departments or offices and be an initiative undertaken on a County-wide basis. This effort goes beyond the Sheriff’s Office, although given the importance of this agency, formal succession planning and development of staff through mid-manager levels should be considered important.

Recommended Outcomes:

Develop an employee succession plan for the County, to include SCSO.

Implementation Strategy and Resource Requirements

While generally not considered a high priority, succession planning is particularly important in organizations with a seasoned workforce and numerous pending retirements over the relatively near term. As such, the urgency of a formal succession plan is generally founded on an organization’s employee demographics.

Cost Impacts:

No immediate cost impacts. Requires internal human resources staff time to develop a formal succession planning approach.

Goal #4: To ensure that employees are appropriately compensated for the work performed.

Present State:

During the Great Recession various concessions were made by Custody Division and other SCSO employees with respect to reduced salaries and benefits. With the recovery, bargaining units and the County have recently agreed to increasing salaries through negotiations.

Strengths:

Importantly, a Memorandum of Understanding (MOU) is presently in place for the Deputy Sheriff's Association – Correctional Officer-Deputy Sheriff's (DSA-CO). The MOU is effective through March 2017 and contained the following compensatory characteristics: 1) 3% raise in 5/14; 2) 2% raise in 6/15; 3) 2% raise in 2/16; and 4) 2% raise in 11/16.

Improvement Needs:

Similar to succession planning, conducting regular salary and benefit surveys is an initiative that should be undertaken on a County-wide basis. While this may not be an improvement need presently, best practices suggest that such third-party compensation surveys should be conducted every five years to ensure competitive compensation packages consistent with regional competitors.

Recommended Outcomes:

As part of County human resources long-range planning initiatives, conduct detailed compensation surveys every five years to help ensure competitive wages and salaries thereby promoting recruitment and retention efforts.

Implementation Strategy and Resource Requirements

Identify a start year to begin consistent salary and benefit surveys either internally or through third-party assistance. These should be accomplished on a five year cycle.

Cost Impacts:

Internal staff time though likely too onerous given internal HR resources. Typically such survey cost in the range of \$1,000 per job classification.

Strategic Focus Area F

Facilities and Equipment

The concluding strategic focus area, Facilities and Equipment, closes the blueprint for public safety chapter surrounding the Custody Division. There is an interesting nexus between this chapter and the first—Enhancing Public Safety. One could easily argue without appropriate jail facilities to bring arrestees and house incarcerates both in the short and long term, the criminal justice system as a whole can begin to experience dysfunction. Law enforcement is impeded by lack of jail space; custody personnel are increasingly asked to make difficult decisions about who to release prematurely and are doing so in an ever-increasing environment of higher-risk inmates as a consequence of AB109 and increasing populations; and courts are placed in the unenviable position of administering shorter sentences. The ultimate outcome is a community that feels unsafe with dubious distinctions of being “in the top” of some undesirable crime-related category. Despite the SCSO and public safety partners’ alternatives to incarceration, facility space is a necessity. Nevertheless, this must be placed in a broader context of a larger movement regarding incarceration.

The United States has attained the dubious distinction of maintaining the world’s largest prison population, both in absolute and per capita terms. This is about five to eight times the rate of most other industrialized nations. Regardless of one’s political ideology or beliefs regarding crime control policy, this should be a disturbing development to all. Let us assume for the moment that the goal of mass incarceration has been as stated by its proponents; that is, to enhance public safety through one or more of the various ways that incarceration can produce reductions in crime. Based on the evidence and analyses developed by key researchers in the field, the following is generally accepted by much of the criminal justice and public safety community:

- Mass imprisonment has had an impact on crime, but one that is considerably less than its proponents have claimed.
- To the extent that prison produces significant impacts on crime, we are now well past the point of diminishing returns in this relationship.
- Even to the extent that prison produces reductions in crime, this finding does not tell us whether incarceration is more effective than other social interventions in producing these outcomes.
- Approaches to reducing crime that do not involve additional investments within the criminal justice system have received less attention in the research community and are rarely a subject of sustained analysis in political debates.⁶⁷

Regardless of these pointers demonstrating potential alternatives to incarceration, there is also clear research that suggests that the certainty of punishment, or consequence, is a significant criminal deterrent. Without adequate facility space, this certainty is severely diminished thereby impacting a community’s public safety overall.

⁶⁷ Ohio State Journal of Criminal Law, Thinking about Prison and its Impact in the 21st Century, 4/04, pg 607-08.

Goal #1: To ensure that the County has adequate facilities for inmates in custody according to State standards.

Present State:

The issue of adequate facilities for inmate custody has been a long-standing concern in Shasta County as in many county jail and state prison systems throughout the United States. Adequacy of facilities also relies on alternatives to inmate custody in place, to which Shasta County continues to explore various options. The jail was originally constructed under the 1976 Title 24 Regulations with single housing cells. The facility was expanded under the 1988 regulations that allowed double bunking in each cell. A series of projects during which a second bed was added to many of the single occupancy cells resulted in the rated capacity now of 381 inmates. Despite this maximum rated capacity, in the 1990's the Court authorized the Sheriff to release inmates whenever the inmate occupancy levels of Jail, or any given housing unit exceeded 90%.

Strengths:

According to the BSCC inspection report for 2012-2014, "We found the facility to be clean and that the overall mechanical conditions are being maintained. We found no issues of non-compliance during the inspection and no specific corrective action plan is needed."⁶⁸ Other illustrations of adequate facilities includes the two-year accreditation in the first quarter of 2013 by the Institute for Medical Quality, Two year Fire Marshall clearance in the fourth quarter 2013⁶⁹, and no issues noted in the most recent 2014-15 Grand Jury report.

Improvement Needs:

There has not been sufficient number of holding cells in the booking area to accommodate the intake population during peak-use periods. In response, sobering cells have been converted to holding cells by installing seating to maximize the use of available space and more sobering cell space is being added.⁷⁰

Beyond this minor concern noted by the BSCC, more broadly is the outcome that there is periodically insufficient space in booking and intake to properly house arrestees. These kinds of limitations on public safety partners create difficulties on the front-end of the criminal justice system, whereby cite and release of inmates can become more common, thereby returning criminal offenders back to the community, perhaps prematurely.

⁶⁸ BSCC Biennial Inspection Report, 2/14, pg. 3-4.

⁶⁹ "Shasta County Jail Facilities Needs Assessment", DSA, Inc. 10/13, pg J1-J3

⁷⁰ BSCC Biennial Inspection Report, 2/14, Title 15 Checklist Section 1056

Recommended Outcomes:

Given existing facilities in place, there are no recommended outcomes as SCSO and the County have in place a facility that meets State standards irrespective of space needs.

The overall increase of jail space, irrespective of the existing facility, is discussed in the following section.

Implementation Strategy and Resource Requirements

None noted.

Cost Impacts:

Not applicable.

Goal #2: To ensure that the County has adequate facilities to house inmates consistent with criminal justice, law enforcement, and community safety needs.

Present State:

In the introductory Strategic Focus Area for the Custody Division, Enhancing Public Safety, a key statement based on research can best frame the discussion surrounding the adequacy of facilities to house inmates consistent with criminal justice, law enforcement and community safety needs. Reiterating, “There is strong evidence that it is not so much the severity of the punishment, measured by sentence length, *as the certainty of punishment that is most important in deterring crime.*”⁷¹ This fundamental public safety guiding principle should be considered a cornerstone when determining the adequacy of facilities and other alternative-to-custody programs in a community.

As it relates to historical precedence with respect to adequacy of facilities, the following is in chronological order of what jail beds were eliminated, coupled with the impact on Jail bed space. It should be noted the jail facility started with over 400 beds but was reduced to 381 beds as a result of Board of Corrections determination for space requirements. These should also be placed in the context of the Main Jail facility being very limited with respect to cost-effective rehabilitation or expansion.

- July 1, 1992 – Crystal Creek detention facility closed, thus eliminating 60 beds.
- January 12, 2003 – Close of the Annex, resulting in an additional 98 beds lost.
- March 16, 1993 – As a result of a Capacity Release Order issued by the Courts, the Main Jail capacity was set at 343 (down from 381) leaving a

⁷¹ Alternatives to Incarceration in California”, *Public Policy Institute of California*, 4/15, http://www.ppic.org/main/publication_quick.asp?i=1146

bed deficiency of approximately 38 beds.

- July 1, 2009 – As a result of the recession and budget cuts, closed a Main Jail Detention level (floor) thus leaving 128 beds vacant. At the same time, Work Release was significantly reduced, which originally supervised between 600-1000 inmates but dropped to 200-300 as a consequence of staff reduction.
- July 22 and August 20, 2012 – After receiving additional AB109 funding, the closed floor of the Main Jail was reopened (in 2 phases); regaining what was lost in July of 2009. Additionally, via AB109 funding, Work Release was opened on 01/14/14.

These closures and capacity release orders resulted in approximately 200 beds ultimately lost and not regained. When Criminal Justice Realignment took effect in 2011, the county's population had grown by 35.3% since the jail was opened in 1984, but the number of jail beds had decreased by 29%.

The Adult Rehabilitation Center (ARC) has been approved for construction and is further discussed below. The closed 70-bed Annex could potentially be rehabilitated, but at relatively excessive costs currently of approximately \$5 million in construction. Of further issue, this facility would have to be staffed by the SCSO with the attendant operating, transportation, etc. costs making a re-opening cost-prohibitive.

The Safe City Project in December 2014 recommended exploration of a Shasta County Work Camp emulating many of the aspects of the State's Sugar Pine Conservation Camp. This potential initiative appears worthy of further exploration though it would require SCSO and potentially other County staff to operate.

Strengths:

The County and various public safety partners, community, political and executive leadership have taken a very strong interest in identifying and discussing issues surrounding the management of inmates and offenders in the Shasta community at large. While there remains continued disagreement over the cost/benefit of expanding jail space significantly, dialogue continues surrounding this extremely important public safety issues.

Improvement Needs:

One of the underlying themes of this Custody Division's section of the Public Safety Blueprint is the formal inclusion of a risk assessment approach when discussing key public safety initiatives. For example, the Division considers risk when devising inmate classifications and performing capacity releases. Whether the risk assessment includes an evaluation of overtime usage versus hiring of new positions or other important decisions, incorporating formal risk assessments into these kinds of decisions is paramount in making fully informed decisions. Such risk assessment is consistent with best-practice decision-making. Our project team has reviewed much material surrounding the various decision points on when and how to expand Shasta County jail capacity; however, these discussions often focus on cost decisions (which are clearly important) but not risk discussions.

Recommended Outcomes:

Revisit, in the context of a formal risk assessment approach, the decision to not expand the 64-bed Adult Rehabilitation Center currently planned for Breslauer Lane. Consideration of all risk-related factors, including costs, may result in further ARC jail-bed expansion.

As part of the aforementioned committee identifying and addressing key public safety initiatives, further explore the feasibility of a Shasta County Work Camp for lower risk inmates.

Implementation Strategy and Resource Requirements

See supplemental information provided below.

Cost Impacts:

Varied dependent upon expansion decision. Additional construction cost could range from \$2.8M to \$5.0M (plus an estimated \$500,000 if a block recreational yard would be included). Annual operating costs, dependent upon expansion, could increase several hundred thousand per year and is estimated at approximately \$345,000 per year additional incremental operational cost (food, medical, rehabilitative services, etc.) excluding any staffing level augmentations.

A Sheriff’s internal study indicates there are no incremental staffing costs associated with increasing the ARC from 64 to 128 beds as staffing levels are based on a consistent fixed-post staffing plan that will not change based on increasing bed space. As such, the noted operational costs for inmate support are the only incremental costs required as space expands.

Goal #2 Supplemental – FACILITY PLANNING

The following narrative and analysis provides supplemental information and clarification for this goal.

(1) Needs for Sentenced and Un-sentenced Inmates.

With the implementation of AB 109 and Proposition 47, as well as other factors, the profile of the Shasta County jail population is changing, leading to various challenges in managing sentenced and un-sentenced incarcerates. While AB 109 expanded the responsibility of the Custody Division to house previous State inmates, thereby occupying valuable bed space, Proposition 47 provided moderate relief as prior felonious crimes (e.g. various Health & Safety crimes) were re-classified as

misdemeanors thereby resulting in the reduction of some of the incarcerate population. As discussed earlier, over the course of the last two decades various Shasta County detention facilities have been closed due to fiscal or other challenges (with some being re-opened) ultimately resulting in an overall net loss in bed space even with the planned construction of the Adult Rehabilitation Center (ARC). This situation is problematic as bed space projections in a recent 2013 jail facilities needs assessment shows a growing jail population approaching nearly 500 beds required by 2020. This will exceed the present jail space and the planned new ARC if it comes to fruition.

With respect to facilities, both past and present, the following observations are offered:

- The Main Jail facility undertook a series of projects during which a second bed was added to many of the single occupancy cells resulting in the rated capacity now of 381 inmates. Despite this maximum rated capacity of over 400 beds, in the 1990's the Court authorized the Sheriff to release inmates whenever the inmate occupancy levels of Jail, or any given housing unit exceeded 90%. The Main Jail's facility design makes further expansion impractical and cost-prohibitive.
- In 1992 the Crystal Creek Detention Facility closed. In 2009 the Crystal Creek Boys Camp for juvenile offenders also closed. The facilities are in a state of disrepair and would likely be cost-prohibitive to rehabilitate and operate.
- In 2003 the low-security Jail Annex closed resulting in approximately 70 jail beds lost. This facility, on Breslauer Lane, has the potential for rehabilitation and re-opening but at potentially significant construction and annual operating costs.

In light of the above, Shasta County has moved forward with the ARC facility, presently planned for a 64-bed footprint. Despite this important endeavor, the ARC and Main Jail facilities will not have sufficient bed space based on the noted jail facility assessments by the year 2020. Consequently, this results in the need to explore additional alternatives for sentenced and un-sentenced incarcerates beyond presently

planned housing options.

(2) Exploring Various Alternatives to Existing Incarceration Options.

While expansion of the ARC facility beyond 64 beds is discussed in the section below, there are other potential options that can be considered in both the short and long term. These include:

- The Jail Annex is perceived as a potentially viable alternative for jail bed expansion but at a cost. The cost of the potential rehabilitation of the Annex has been estimated at \$2M to \$5M in order to meet jail standards requirements for an approximate 70 bed low-risk offender facility. Such a facility could be re-opened in 12-24 months. This option was recently recommended by the Safe City Project as well as several years ago in the County’s *Community Corrections Action Plan* (Recommendation #3). At issue is the investment required to rehabilitate the facility to modern (Type III) jail standards. Of perhaps greater importance, the cost to operate this “smaller” facility for low risk inmates could approach \$2M annually, and compound transportation, management, supervision and support services given the need to operate three (Main Jail, ARC, Annex) independent facilities. Re-opening the Annex is viable, but carries several risks and costs that need to be considered.
- The *Community Corrections Action Plan (CCAP)* has some important elements for potential consideration. Some of the recommendations included:
 - Analyze the secure confines of the Main Jail for future utilization as bed space. This could include outsourcing of food services and converting that space to housing.
 - Outsource to develop an inmate business plan in collaboration with local representatives, nonprofit organizations, business, and industry to put properly classified inmates to work. Appoint a Shasta County Community Corrections Industry Advisory Board.
 - Expand electronic monitoring of low risk, non-violent inmates to enhance the accountability of offenders with custody sentences and probationary conditions. This was implemented.
 - Work in partnership with the Probation Department to screen and identify inmates that may qualify for Home Electronic Confinement. This was implemented.
 - Develop a collaborative relationship with the Courts and the Probation Department to expand the accountability and the number of offenders on

the Supervised Release Program. This was implemented.

- Establish a continuum of sanctions from supervised / unsupervised Probation, Work Release / Community Service, Home Electronic Confinement, to in-custody minimum/medium/maximum security. To a great extent, this was implemented.
- Develop inpatient mental health services for offenders.
- Explore development of a Peer Court, a Juvenile Drug Court, and/or Community Accountability Board.

These recommendations in the *Community Corrections Action Plan* deserve further consideration for implementation or expansion in today's environment as they offer potentially excellent options relative to various alternatives to standard incarceration.

- Alternative custody programs managed by the SCSO Custody Division are overseen by a Sergeant supported by Correctional Deputy and PSSO staff. Alternative Custody program are used in-lieu of jail incarceration and include a wide variety of programs to include: Work Release Program; S.O.L.D program; Shasta Technical Education Program Unified Partnership - Step-up; Drug Rehabilitation Program; Home Confinement Program; and others. The Alternative Custody Program utilizes electronic monitoring (EM) on certain high-risk offenders while they are out of Jail under the above-listed programs. The programs have been successful but are recovering from reductions in emphasis due to the fiscal impacts of the Great Recession. As such, increased participation in these types of programs requires both increased access to technologies, increased staffing to manage these alternative custody programs, and the support of criminal justice system partners to support the use of alternative custody approaches. For example:
 - With respect to technology, over 90% of the present GPS units in the summer of 2015 were in use related to tracking detainees on alternative custody programs indicating further access to technology could expand custody alternatives.
 - The Probation Department's Supervised Own Recognizance (SOR) Program requires the Probation Department and the Courts to work closely together and, utilizing the Virginia Pretrial Risk Assessment Instrument (VPRAI) assessment tool, identifies the offender who may be released to the program. These staff work out of the SCSO Custody Division. According to the aforementioned CCAP, "Supervised O.R. is one area that impacts un-sentenced prisoners. Un-sentenced prisoners make up a large portion of the County Jail population. If the Supervised O.R. program was expanded, a very difficult population to impact could

be reduced, making space for additional inmates. If accountability of defendants was increased the type of inmates released could change.”

- Other programs, such as the Home Electronic Confinement Program and Home Detention House Arrest program are also in use and have the potential to be expanded if personnel resources and support from criminal justice partners is available.
- Other alternative custody programs are being implemented throughout the State and nation, some of which Redding is utilizing and could expand. There are a variety of examples to include:
 - Drug Courts - In a recent Department of Justice study, drug court participants reported 25% less criminal activity and had 16% fewer arrests than comparable offenders not enrolled in drug courts. In addition, 26% fewer drug court participants reported drug use and were 37% less likely to test positive for illicit substances.
 - Revised Probation Programs - The National Institute of Justice evaluated Hawaii’s Opportunity Probation with Enforcement Program (HOPE). Compared to probationers in a control group after one year, the HOPE probationers were 55% less likely to be arrested for a new crime, 72% less likely to use drugs, 61% less likely to skip appointments with their supervisory officer, and 53% less likely to have their probation revoked and returned to incarceration.
 - Halfway Houses
 - Fines and Restitution Revisions
 - Further use of Community Service as opposed to incarceration.

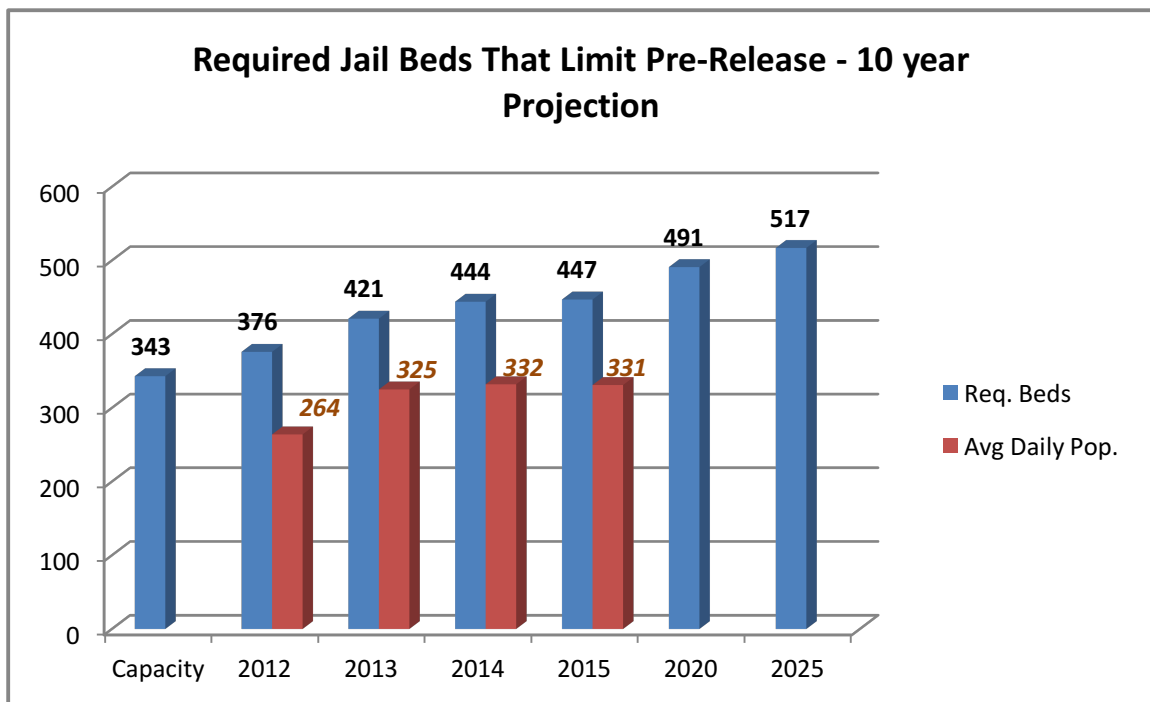
These alternative custody options all have potential viability as they are achieving success in Shasta County now as well as elsewhere throughout the U.S., but such programs require the resources to manage them – and these personnel resource needs can include more than the Sheriff’s Office. In sum, the types of personnel needs and further technologies are contingent on precisely what type of programs are expanded or implemented. In comparison, however, to continued construction and expansion of jail space, staffing alternative custody programs is overall the most progressive and ultimately cost-effective option as long as sufficient jail space is available to help deter crime.

(3) A Risk Assessment Approach to Key Decision-making.

Whether accomplished formally or informally, decisions should be made based

upon the outcome of a **risk assessment**. The more important the decision, the more detailed and formal the risk assessment process. An underlying problem related to most questionable decisions is a lack of understanding of the numerous and different kinds of risks involved. Clearly understanding these risks ultimately drives decision-making, and can take policy discussions beyond the fiscal components that often monopolize decisions in the public sector. Beyond the important fiscal decisions involved in determining the size of ARC, other types of information that can be focused on concurrently and weighed heavily in a critical decision-making meeting founded on the principles of a risk assessment approach include:

- A 2005, 2008, 2011 and most recently an October 2013 Shasta County Jail Facilities Needs Assessment was performed by independent jail facility consultants that repeatedly stated the need for additional jail space based upon detailed population projection analyses⁷². Our project team agrees with these projections after reviewing the complex methodology used. The following summarizes these projections:



As shown by the above, projected bed needs by 2020 exceed the current jail's

⁷² "Shasta County Jail Facilities Needs Assessment", DSA, Inc. 10/13, pg. F-1.

approved capacity by nearly 150 beds – already exceeding the capacity of a new 128-bed Adult Rehabilitation Center.

- Approximately 330 inmates per month were released early in 2013 and 2014 to avoid jail capacity issues.
- A review of jail bed capacity in other jurisdictions reveals that Shasta has not kept pace with other counties having comparable populations.

County	Population	Jail Beds
Butte	222,090	614
El Dorado	181,737	469
Imperial	176,584	612
Madera	152,389	563
Shasta	178,980	381
Yolo	204,593	452

- According to a recent Chamber of Commerce Political Action Survey, in a selection of 14 community issue areas, respondents indicated Crime Rate as the #1 Local Issue and AB 109 Realignment (jail issues) as #4. Further, in a selection of issue areas impacting local business, Petty Theft, Vandalism, and Violent Crime were ranked #1, #2 and #3, respectively. In the context of offender consequences, there is presently insufficient jail space to address the “minor offense” categories despite their rated importance.
- With respect to funding options for public safety, such as an expanded jail, the same Chamber Survey indicated that 67% supported a sales tax to fight crime and make the community safer.
- The Citizens Group Safe City Project has provided written recommendations to the County Board of Supervisors regarding alternative methods for addressing inmates including renovation and re-opening of the jail annex and an inmate work camp. These were submitted in December 2014.

At issue is helping to ensure these factors receive equivalent weight and dialogue in comparison to fiscal discussion. Formal risk assessment can facilitate this. After a key initiative has been envisioned, the first step in a risk analysis approach is a Risk Exposure exercise. This can be conducted by key stakeholders such as executives, key managers, representative political members, community activists and the like and begins with identifying potential risks associated with a decision/outcome. For example, determining whether or not to upgrade from a 64-bed facility to a 128-

bed facility should be predicated on identifying the variety of potential risks to this project. Once risk statements are made, they are weighted based on a *Risk Exposure Matrix* that estimates:

- **Probability** – The chance (ideally a percentage) that the identified risk will actually occur.
- **Impact** – The overall negative impact if the risk does occur.

The following diagram illustrates a representative or sample Risk Exposure Matrix:

Risk Exposure Matrix

Impact	Probability			
		High	Medium	Low
High		High	High	Medium
Medium		High	Medium	Low
Low		Medium	Low	Low

Based on the risk exposure analysis, each risk will be prioritized and ranked. A cumulative rating will then be derived predicting the potential exposure to risk as overall “High,” “Medium,” or “Low.” This information is then used in the next step.

Based on the Risk Exposure Assessment outcome, the information is then used in the following matrix which adds one additional element—Time. This is essentially an assessment of how quickly a good decision must be made before it becomes impactful and potentially irreversible. It links how exposed one is to risk over lengthening periods of time and is portrayed in the following sample diagram:

Risk Severity Matrix

Time Frame	:Exposure			
		High	Medium	Low
Short		High	High	Medium
Medium		High	Medium	Low
Long		Medium	Low	Low

In summary, when evaluating key initiatives, particularly those involving policy decisions, it is a best-practice to embark upon a risk assessment approach prior to decision-making. This risk assessment approach will inform the level of discussion and the amount of information to be considered, and often the length of debate over these key issues. Any initiatives that fall within “High” category in the Risk Severity Matrix above should be afforded the utmost due diligence review and consideration when making decisions. While our project team certainly recognizes that most decisions cannot undergo this level of risk assessment scrutiny, key decisions, particularly in the realm of public safety which typically falls at the top of most local governments’ priorities, should be made in the context of this risk assessment approach.

In conclusion, it is clear that no local government agency can continue to build jail capacity indefinitely; it is counter to the use of effective alternative-custody arrangements and fiscal realities. Nevertheless, a certain amount of jail capacity is necessary to ensure the public’s safety. Consequence for criminal behavior must be available. Echoing the previous research noted as to the importance of consequence in deterring crime, Superior Court Judge Ruggiero after two decades on the bench told the *Record Searchlight* upon his retirement in 2013: “Many of those arrested no longer

fear consequences and have little motivation to change their ways because they know they will be back on the street. I'm troubled by that lack of consequence.” Re-examining the ARC decision, and other key public safety initiatives in the context of a formal risk assessment, should help ensure fully informed decisions are made that help minimize contentiousness and second-guessing. This does not necessarily mean different decisions—but risk assessment does reflect an approach that provides a better blueprint for success in key public safety initiatives.

The following recommendations are made to improve performance management.

Recommendation: Adopt a risk-assessment decision-making approach, as described herein, for all key public safety initiatives. This should be accomplished at both the managerial as well as political body level.

Recommendation: Based on available information regarding jail space need and its impact on community public safety, re-evaluate the potential expansion of the 64-bed ARC facility in the context of a broader risk-assessment exercise. If new revenue were to be available, this could result in the expansion to a 96 or 128 bed facility which will allow the Sheriff increased flexibility to house sentenced and un-sentenced incarcerates.

Recommendation: Revisit the County’s Community Corrections Action Plan report published in 2000 and formally determine the outcome of each of the recommendations, describing any impediments to present-day resolution. Several of these recommendations still have validity with respect to facility planning and alternative custody arrangements.

Recommendation: Expansion of alternatives to incarceration is critical so that extensive expansion of the detention system can be avoided. Allocate \$200,000 beginning Tier 2, and continuing each Tier to add \$200,000 incremental funding, to provide seed money for these alternative programs. By Tier 5 \$800,000 cumulative per annum would be funded.

Goal #3: To ensure the Department has appropriate health and safety equipment for staff and inmates.

Present State:

The Custody Division has appropriate health and safety equipment for staff and inmates. This ranges from a variety of personal accoutrements to technologies.

Strengths:

The Custody Division’s supplies personnel with the latest safety gear such as OC and Tasers to ensure their personal welfare and facilitate the safety of inmates. SCSO uses a “Pipe” electronic security system to facilitate inmate security and safety. Cameras are deployed appropriately. Periodic testing of emergency equipment is accomplished. The use of restraint equipment is minimized. CPR equipment is available. The Division has a Custody Emergency Response Team (CERT).

Improvement Needs:

As referenced in Chapter 4 of the Custody Division Policies and Procedures Manual, the Division has a CERT and that also serves in a dual role as a Cell Extraction Team. This team should always maintain a minimum level of staffing per shift, and this staffing should be memorialized in the P&P manual.

Recommended Outcomes:

As budget allows, deploy the existing CERT with specialized equipment, allowing for four (4) fully trained personnel to be deployed on each shift.

Implementation Strategy and Resource Requirements

This can be accomplished as funding and personnel availability allow. Would require the outfit and continual advanced training of approximately 16 Custody Division staff (4 on each shift).

Cost Impacts:

Averages approximately \$60,000 per year in training, equipment, and staff time.

5. A Plan for the Fire Service in Redding

Strategic Focus Area A

Enhancing Public Safety

Fire Departments play a critical role in enhancing the public safety in a community. They have moved from an agency that simply responded to and put out fires to a complex service agency that is responsible for preventing and mitigating a wide variety of emergency situations, including fires, emergency medical, hazardous material, swift water, technical rescue, etc. The move has resulted in most agencies being referred to as an “all hazard agency”, which is exactly the situation in Redding as there are few nearby agencies to assist in providing a regional approach to providing these critical services.

There are a number of organizations that provide guidance on the best approaches, techniques and standards related to the measurement of the performance of fire agencies, including

- National Fire Protection Association (NFPA)
- Insurance Services Office (ISO)
- Center for Public Safety Excellence (CPSE)

The NFPA and ISO developed standards that hold all agencies to a single performance standard regardless of the unique features of the community. This has created performance expectations that are not realistic or achievable for most suburban career fire departments that also deal with urbanized areas as well as rural areas that have not developed yet. The CPSE developed standards that allow communities to set performance standards in a range from acceptable baseline standards to best practice benchmark standards depending on the resources available and the performance expectations established by the community. This allows better performance goal planning through a process known as “self assessment” where the Fire Department, Elected Officials, Citizens and City Management can work together to assess the activities and programs provided by the Fire Department to allow the agency to fully determine what is an appropriate and safe level of service to provide. According to the Center for Public Safety Excellence⁷³, the benefits of this process include:

- Promotion of excellence in the organization
- Encouragement of quality improvement through continual self assessment
- Providing assurance to peers and the public that there are defined mission objectives
- Providing detailed evaluation of the department and services provided to the community
- Identifying areas of strength and weakness in the organization
- Providing a methodology for building on strengths and addressing deficiencies
- Assuring departmental effectiveness and efficiency
- Providing a forum to communicate management philosophies and facilitate input
- Fosters pride by department personnel, community leaders and citizens.

Achieving this type of public safety enhancement by the Fire Department will ensure they can remain focused on their primary purpose, which is to prevent fires, prevent loss of life and

⁷³ Center for Public Safety Excellence, Commission on Fire Accreditation International. Fire and Emergency Services Self-Assessment Manual. 8th Edition.

property loss when fires occur and provide a method to address other local risks and hazards to enhance the quality of life in the community; ensuring Redding can define the levels of service appropriate for the City and surrounding areas.

Goal #1: To have defining principles in place to provide safe and effective fire and rescue services – mission, vision, goals and objectives.

Present State:

The Redding Fire Department has a draft operational and strategic planning document currently written that has yet to be adopted by the City or Department. In this document, the Mission Statement of the Redding Fire Department is “Ready, Focused, Dedicated to Serving our Community”.

Strengths:

The RFD in this document developed a clear mission that is easy to remember and ensures all employees of the Fire Department can be focused on the Mission.

The strategic planning document contains goals that are specific, measurable, attainable and time bound.

Improvement Needs:

The RFD has no Vision statement telling the employees the desired future state of what the Fire Department wants to achieve over time. Without a vision of where they want to be as an organization, the mission is only a statement of where the organization exists today, but says nothing to what working on the mission will help the organization achieve.

There are also no clear organizational values in the strategic planning document, there is simply a reference to the RFD way, but without strong values there is nothing to hold employees accountable in terms of behavior and performance.

The performance goals revolve around urban performance as a Fire Department, but do not take into account the unique characteristics of Redding in terms of having urban, suburban and rural areas in the City.

Recommended Outcomes:

The Department should form an internal committee to devise and ensure the current mission is appropriate for the organization and develop a vision statement and specific goals and objectives consistent with best-practice Performance Management techniques. These techniques are further defined later in this report.

Implementation Strategy and Resource Requirements

Over the course of the next 12 months, the Redding Fire Department should adopt a comprehensive Performance Management System with specific performance measures for all service areas.

Cost Impacts:

Internal costs associated with staff time. Monthly internal committee meetings will take approximately 12 hours for each appointed staff member.

Goal #2: To develop a plan to address emergency services in the community. Involving the community while developing the plan and identifying emergency service issues and needs.

Present State:

The Department began developing an operational strategic planning document in 2014 to address emergency services in the community and develop a strategic process for planning emergency response and the required resources to respond to the fire and non-fire risks present in Redding as well as providing a roadmap for growth in the organization as the City continues to develop and experiences growth in both residential population and commercial occupancies.

Strengths:

There has been considerable effort put forth in the development of the organizational strategic plan and it has a framework that is generally compliant with developing the standard of response coverage recommended by the Commission on Fire Accreditation International (CFAI).

Improvement Needs:

The community was not included in the development of the operational strategic plan. Without input from the community, the Department does not know whether the services, performance expectations and standards of the RFD are in line with community expectations and desires.

The standards developed hold the entire City to an “urban” standard and do not take into account the varying service areas of the City that fit more closely with “suburban” and “rural” standards.

Recommended Outcomes:

The Redding Fire Department should schedule community meetings with residential and commercial stakeholders as well as elected officials to discuss the services provided by the department and performance standards for emergency response to determine if they meet community expectations. The Department should also seek input into services they are not performing that are desired by the community and to what performance level those services are desired.

Implementation Strategy and Resource Requirements

Facilitated by the Fire Chief, a series of community meetings should be conducted to gain input into the current services provided by the RFD as well as additional services offered by key stakeholders in the City.

Cost Impacts:

Internal costs associated with staff time.

Goal #3: To develop clear performance reporting to the community on emergency services.

Present State:

The performance of the currently established goals and objects are reported to the community as part of the City’s Biennial Budget.

Strengths:

This provides a consistent process for the reporting of progress toward established budget goals as well as the performance of the Fire Department.

Improvement Needs:

In order to move toward developing clear performance reporting to the community on emergency services, reporting should be conducted more frequently than every two years. The Department could establish a section on their website with performance results updated on a quarterly basis to provide a more consistent method of communicating their performance with the public.

The development of an annual report that is made available to the public would also provide a framework for publicly reporting performance and allow clear information for how the RFD is progressing toward implementing various strategic operational goals beyond them being reported in the City’s Biennial Budget.

Recommended Outcomes:

The methods for reporting the performance of the RFD’s emergency services to the community should be expanded to include quarterly publishing of performance on the agency website and the development of an annual report showing both performance related to standards and progress made toward implementing strategic priorities. The responsibility for developing and compiling performance measures should rest with each Division Chief.

Implementation Strategy and Resource Requirements

The planning for items that will be reported should begin during 2015 to ensure reliable and adequate data exists to allow accurate performance reporting. Quarterly reporting should begin in 2016 with the first annual report published in 2017 showing the performance and results achieved in 2016.

Cost Impacts:

Minor staff time impacts associated with reporting.

Strategic Focus Area B

Efficiency and Effectiveness of Field Operations

Fire Departments field operations are a critical factor in providing the core services of the Fire Department. This entails the emergency response personnel responding to and mitigating emergency situations in the community and region.

Typically a City will staff emergency services operations to deal with typical risks and call demands and provide a station network that provides expedient and reliable emergency response to emergency situations. For more complex incidents, communities enter into automatic or mutual aid agreements with neighboring communities to ensure the availability and response of additional emergency personnel on large-scale incidents that exceed the capacity of the local agency to mitigate.

In order to ensure efficient and effective service delivery, agencies typically adopt service level standards according to nationally accepted best practices that are targeted to the types of risks present in the community and population densities. There are also time goals for ensuring fires can be extinguished quickly and serious medical calls have a response that prevents death. The following table illustrates the current best practice standards:

Performance Objective	NFPA 1710 – 2010 (90%)	CPSE (90%)
Call processing (dispatch) time/ call answered to units	<ul style="list-style-type: none"> • 60 seconds 	<ul style="list-style-type: none"> • 60 seconds (Benchmark) • 90 seconds (Baseline)
Turnout Time (units en-route)/ unit dispatched to time en-route to the emergency.	<ul style="list-style-type: none"> • 80 seconds 	<ul style="list-style-type: none"> • 80 seconds (Benchmark) Fire • 60 seconds (Benchmark) EMS • 90 seconds (Baseline) Fire & EMS
Travel time/time en-route until arrival at emergency scene.	<ul style="list-style-type: none"> • Four (4) minutes for first unit/ Fire • Eight (8) minutes for first alarm/fire assignment. • Four (4) minutes first responder/EMS • Eight (8) minutes ALS unit/EMS 	<p>Urban (2,000+ per square mile)</p> <ul style="list-style-type: none"> • Four (4) minutes for first unit, benchmark • Eight (8) minutes for second unit/first alarm assignment • 5:12 for first unit (Baseline) • 10:24 for second unit/first alarm assignment (Baseline) <p>Suburban (1,000 – 2,000 per sq.mi.)</p> <ul style="list-style-type: none"> • Five (5) minutes for first unit (Benchmark) • Eight (8) minutes second unit (Benchmark) • Ten (10) minutes first alarm assignment (Benchmark) • 6:30 first unit (Baseline) • 10:24 second unit (Baseline) • 13 minutes first alarm assignment (Baseline) <p>Rural (Less than 1,000 per sq.mi.)</p> <ul style="list-style-type: none"> • Ten (10) minutes for first unit (Benchmark) • 14 minutes for second unit/first alarm assignment (Benchmark) • 13 minutes for first unit (Baseline) • 18:12 for second unit/first alarm assignment (Baseline)

Goal #1: To have a clear plan to achieve an appropriate level of services for field operations and report back on performance.

Present State:

The Redding Fire Department has a draft operational and strategic planning document currently written that has yet to be adopted by the City or Department. In this document, there is a clear plan to achieve an appropriate level of service for field operations, but there is no mechanism for how actual performance in relation to the established goals will be reported to the elected officials or the public.

Strengths:

The RFD has a well designed station network for providing services to the community and has established the following response time goals.

- Dispatch alarm processing times of 60 seconds 90% of the time.
- Turnout times of 90 seconds or less 90% of the time.
- Travel times 5 minutes 90% of the time in the City.
- Full first alarm assignment in 8 minutes 90% of the time.

Improvement Needs:

The RFD has no goals for travel times in areas that are not considered urban. The single travel time standard is not practical in a community such as Redding and should be revised to include suburban and rural time standards for areas with those population densities. This will allow clear planning and adjustments to travel time goals as areas of the City develop and risk or population densities increase.

There are also currently no quality assurance checks occurring at SHASCOM to ensure reported times are completely accurate. This makes tracking actual performance in relation to goals difficult for the RFD. SHASCOM is currently looking into obtaining a new CAD system that will provide accurate data that is automatically merged in the records management systems of emergency responders that will improve the accuracy of recorded response times.

Recommended Outcomes:

The Department should develop response zones and expand travel time goals to include suburban and rural areas.

Implementation Strategy and Resource Requirements

Over the course of the next 12 months, the Redding Fire Department should finalize the strategic planning document and adopt a comprehensive Performance Management System with specific performance measures for all service areas.

Cost Impacts:

Internal costs associated with staff time. Finalization of the Strategic plan should

take approximately 80 additional hours.

Projections:

Improved ability to meet established performance goals for the varied service areas protected by the RFD. Improved ability to plan for the need for additional resources as growth occurs and risks and population densities change.

Expanded Analysis of Goal #1

To have a clear plan to achieve and appropriate level of services for field operations and report back on performance.

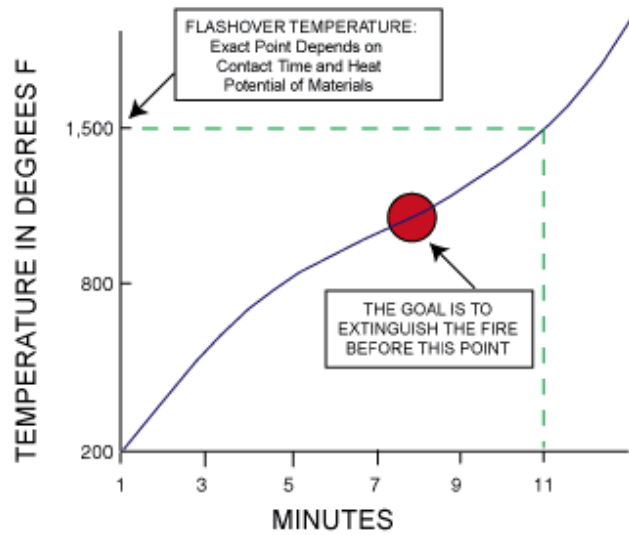
1. Efforts to “Standardize” Service Level Objectives Are Based on Fire Growth Behavior and Research on Cardiac Arrest.

Nationwide, a great deal of effort and research has been put into developing performance objectives for the delivery of fire and EMS services. This effort is critical for agencies making decisions about deployment and location of emergency resources. The objectives promoted for fire/rescue and EMS have their basis in research conducted on two critical issues:

- What is the critical point in a fire’s “life” for gaining control of the blaze while minimizing the impact on the structure of origin and on those structures around it?
- What is the impact of the passage of time on survivability for victims of cardiac arrest?

The following chart shows a typical “flashover” curve for interior structure fires. The point in time represented by the occurrence of “flashover” is critical because it defines when all of the contents of a room become involved in the fire. This is also the point at which a fire typically shifts from a “room and contents” fire to a “structure” fire – involving a wider area of the building and posing a potential risk to the structures surrounding the original location of the fire.

Generalized Flashover Curve



Note that this graphic depicts a fire from the moment of inception – not from the moment that a fire is detected or reported. This demonstrates the critical importance of early detection and fast reporting, as well as the significance of rapid dispatch of responding units. This also shows the critical need for a rapid (and sufficiently staffed) initial response – by quickly initiating the attack on a fire, “flashover” can be averted. The points below describe the major changes that occur at a fire when “flashover” occurs:

- It is the end of time for effective search and rescue in a room involved in the fire. It means likely death of any person trapped in the room – either civilian or firefighter.
- After this point in a fire is reached, portable extinguishers can no longer have a successful impact on controlling the blaze. Only hand-lines will have enough water supply to affect a fire after this point.
- The fire has reached the end of the “growth” phase and has entered the fully developed phase. During this phase, every combustible object is subject to the full impact of the fire.
- This also signals the changeover from “contents” to “structure” fire. This is also the beginning of collapse danger for the structure. Structural collapse begins to become a major risk at this point, mounting to highest risk during the decay stage of the fire (after the fire has been extinguished).

It should be noted that not every fire will reach flashover – and that not every fire will

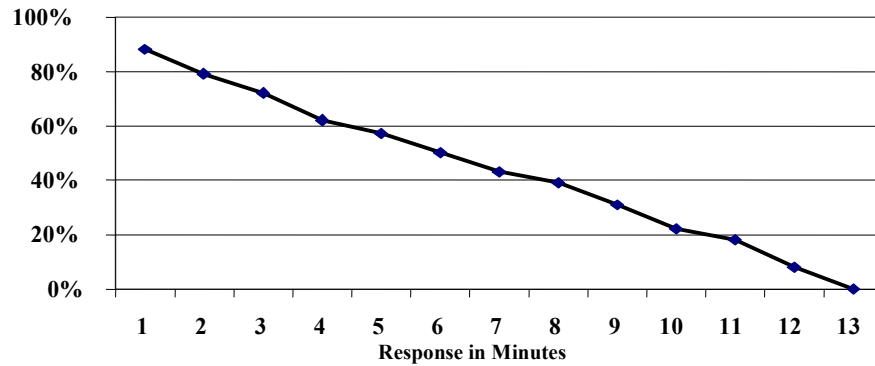
“wait” for the eight-minute mark to reach flashover. A quickly responding fire crew can do things to prevent or delay the occurrence of flashover. These options include:

- Applying a portable extinguisher, hand-line or other “fast attack” methodology.
- Venting the room to allow hot gases to escape before the temperature rises to the point where it causes the ignition of all combustible materials in the room.
- Not venting a room – under some circumstances, not ventilating a room may prevent flashover from occurring due to limiting the amount of oxygen present for combustion.

Each of these techniques requires the rapid response of appropriately trained fire suppression individuals that can safely initiate these actions. In the absence of automatic fire suppression systems, access to interior fires can again be limited by a safety requirement related to staffing levels. Industry standards and Occupational Safety and Health Administration (OSHA) regulations require the presence of at least two (2) firefighters on the exterior of a building before entry can be made to a structure in which the environment has been contaminated by a fire. In the absence of a threat to life demanding immediate rescue, interior fire suppression operations are limited to the extent a fire service delivery system can staff to assure a minimum of four people actively involved in firefighting operations.

The second issue to consider is the delivery of emergency medical services. One of the primary factors in the design of emergency medical systems is the ability to deliver basic Cardiac Pulmonary Resuscitation (CPR) and defibrillation to the victims of cardiac arrest. The graphic on the following page demonstrates the survivability of cardiac patients as related to time from onset:

% Survival Rate



This graph illustrates that the chances of survival of cardiac arrest diminish approximately 10% for each minute that passes before the initiation of CPR and/or defibrillation. These dynamics are the result of extensive studies of the survivability of patients suffering from cardiac arrest. While the demand for services in EMS is wide ranging, the survival rates for full arrests are often used as benchmarks for response time standards, as they are more readily evaluated because of the ease in defining patient outcomes (a patient either survives or does not).

This research results in the recommended objective of provision of basic life support (BLS) within four minutes of notification, and the provision of advanced life support (ALS) within eight minutes of notification and may be the basis for national standards such as NFPA 1710: Standard for the Organization and Deployment of Suppression Operations, Emergency Operations, and Special Operations to the Public by Career Fire Departments. The goal is to provide BLS within six minutes of the onset of the incident (including detection, dispatch and travel time) and ALS within ten minutes. This is often used as the foundation for a two-tier system where fire resources function as first responders with additional (ALS) assistance provided by responding ambulance units and personnel such as is used in Redding with the

RFD providing the BLS first response and the hospitals providing ALS transport units.

Additional recent research is beginning to demonstrate the impact and efficacy of rapid deployment of automated external defibrillators (AED) to cardiac arrests. This research – conducted in King County (WA), Houston (TX), and as part of the OPALS (Ontario Pre-Hospital ALS) study in Ontario, Canada – shows that the AED can be the largest single contributor to the successful outcome of a cardiac arrest – particularly when accompanied by early delivery of CPR. It is also important to note that these medical research efforts have been focused on a small fraction of the emergency responses handled by typical EMS systems – non-cardiac events make up the large majority of EMS and total system responses, and this research does not attempt to address or analyze the need for rapid intervention on these events.

Communities and first responders have used the results of these research efforts, often on their own to develop local response time and other performance objectives. However, there are now three major sources of information to which responders and local policy makers can refer when determining the most appropriate response objectives for their community:

- The Insurance Services Office (ISO) provides basic information regarding distances between fire stations.

The National Fire Protection Association (NFPA) promulgated a document entitled: “NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments.” This current NFPA 1710 document published in 2010.

- The Center for Public Safety Excellence (CPSE) in its “Standards of Cover” manual, places the responsibility for identifying “appropriate” response objectives on the locality. These objectives should be developed following a comprehensive exercise in which the risks and hazards in the community are compared to the likelihood of their occurrence.

While each of these efforts provides a reference point for communities to follow, only NFPA 1710 and CPSE offers any specificity. It is important to note that the performance objectives (in terms of response times) provided in the NFPA 1710 document are derived from the basic research previously described above, while the CFAI standards allow the agency to establish performance objectives based on local population and risk factors. CPSE also allows for a range from baseline (acceptable) to benchmark (best practice) in their performance objectives, which provides flexibility to communities as they strive to achieve performance objectives. A comparison of these performance objectives is described in the following table:

Comparison of Performance Objectives

Performance Objective	NFPA 1710 – 2010 (90%)	CPSE (90%)
Call processing (dispatch) time/ call answered to units dispatched	<ul style="list-style-type: none"> • 60 seconds 	<ul style="list-style-type: none"> • 60 seconds (Benchmark) • 90 seconds (Baseline)
Turnout Time (units en-route)/ unit dispatched to time en-route to the emergency.	<ul style="list-style-type: none"> • 80 seconds 	<ul style="list-style-type: none"> • 80 seconds (Benchmark) Fire • 60 seconds (Benchmark) EMS • 90 seconds (Baseline) Fire & EMS
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It is important to note the “and/or” found in the initial response objective statement for

NFPA 1710. This indicates that a system would meet the intent of the standard if it can reasonably plan to deliver either the single unit, four minute travel time standard, the first alarm, eight minute travel time standard, or both. It should also be noted that it is implied that the total time allotted is additive with each successive event in NFPA 1710, but each event is evaluated individually in the CPSE model. For example, in NFPA 1710 a system that arrived on-scene in six minutes or less, 90% of the time (from time of call), would be in compliance – even if the dispatch or turnout time was longer than a minute (though that should clearly be improved).

It is also critical to note that these time objectives apply to emergency calls for service – there is nothing in NFPA 1710 or CPSE that suggests that communities cannot establish a differential response to calls for service determined to be non-emergency in nature. A second element of the NFPA 1710 performance objectives addresses unit and total response staffing. These objectives are described in NFPA 1710 as follows:

- Engine and truck companies should be staffed with a minimum of four personnel (Sections 5.2.3.1.1 and 5.2.3.2.1). The standard also states engine or truck companies should be staffed with five or six personnel in jurisdictions with tactical hazards, high-hazard occupancies, high incident frequencies, geographical restrictions, or other pertinent factors as identified by the authority having jurisdiction (Sections 5.2.3.1.2 and 5.2.3.2.2).
- Section A.3.3.13 defines a company as either a single unit or multiple units, which operate together once they arrive on the fire ground.
- The initial full alarm assignment to a structure fire in a typical 2000 square foot, two-story single-family dwelling without a basement and with no exposures (nearby structures or combustibles) is defined (in Section 5.2.4.2.2) as having a total of 15 people (if an aerial is utilized) for 90% of calls. This is broken down as follows:
 - One (1) Incident Commander.
 - One (1) on the primary supply line and hydrant.
 - Four (4) to handle the primary and backup attack lines.

- Two (2) operating in support of the attack lines, performing forcible entry.
 - Two (2) assigned to victim search and rescue.
 - Two (2) assigned to ventilation.
 - One (1) assigned to operate the aerial device.
 - Two (2) to establish an initial rapid intervention team.
- If an incident is determined to require additional resources, the fire department should have as an objective the ability to respond with:
 - Additional units as needed (through its own resources or via automatic and mutual aid).
 - Assignment of two (2) additional personnel to the rapid intervention team.
 - Assignment of one (1) as an incident Safety Officer.
 - Assignment of additional personnel to protect exposures. In urban/suburban communities, exposure protection is likely to be required.
 - Fire Departments that respond to fires in high, medium or low-hazard occupancies that present additional hazards shall deploy additional resources.

It is interesting to note that the four person companies discussed in some areas of NFPA 1710 are not mentioned in the description of primary tasks to be accomplished on the fire ground – recognition that the requirements of the response in the field are dynamic and do not fit neatly into size and shape of any particular response configuration. These objectives apply to the initial and follow-up response for reported structure fires. The document does not suggest that this response be mounted for all incidents.

CPSE also recognizes the importance of deploying an effective response force, but does not require the four-person staffing of engine and truck companies; rather they base staffing on the number of personnel needed to be effective on the fire ground. They base this on the types of risk to which the agency is responding and the number of personnel required

to perform the critical fire ground tasks. The following table shows the effective response force by risk type.

Effective Response Force by Risk Category

Critical Task	Maximum Risk	High Risk	Moderate Risk	Low Risk
Attack Line	4	4	4	2
Search and Rescue	4	2	2	0
Ventilation	4	2	2	0
Backup Line	2	2	2	2
Rapid Intervention	2	2	0	0
Pump Operator	1	1	1	1
Water Supply	1*	1*	1*	1*
Support (Utilities)	1*	1*	1*	1*
Command	1	1	1	1
Safety Officer	1	1	1	1
Salvage/Overhaul	2	0	0**	0
Command Aid	1	1	0	0
Operations Chief	1	1	0	0
Logistics	1	0	0	0
Planning	1	0	0	0
Staging Officer	1	1	0	0
Rehabilitation	1	1	0	0
Division Supervisors	2	1	0	0
High-rise Evacuation	10	0	0	0
Stairwell Support	10	0	0	0
Total Personnel	50-51	21-22	14-15	8-9

* Can be completed by personnel as an additional task

** Can be completed by suppression personnel

It is essential for a response plan to be in place in order to be able to deliver a sufficient number of personnel to the scene to accomplish the critical tasks. Structure fires are the most labor-intensive incidents and, depending on weather conditions, can require additional personnel to maintain an effective operation. The majority of risks for the City will fall into the high and moderate categories, as these risk categories describe risks from a typical single-family home to unprotected multi-family housing and high concentration areas as in the downtown and developing midtown areas. It is important to note that Redding also has a considerable number of occupancies that fall into the special risk category, such as hospitals, government buildings and the County jail. The following table provides a brief

description of risk categories by occupancy type:

Risk Categories by Occupancy Type

<p>Moderate</p> <ul style="list-style-type: none"> • Detached single-family dwellings • Older multi-family dwellings easily reached with pre-connected attack lines • Railroad facilities • Mobile homes • Industrial or commercial occupancies under 10,000 sq. ft. without high fire load • Aircraft on airport property • Loss of life or property limited to occupancy 	<p>High</p> <ul style="list-style-type: none"> • Concentrations of older multi-family dwellings • Multi-family dwellings that are more than two stories tall and require major hose deployment • Buildings with low occupant load, but with high concentrations of fuel load or hazardous materials • Aircraft off airport property • Mercantile facilities • Built-up areas with high concentrations of property with substantial risk of life loss, severe financial impact upon the community or the potential for unusual damage to the property or the environment
<p>Low</p> <ul style="list-style-type: none"> • Automobile fires • Carbon monoxide calls • Grass and low fuel type fires • Single patient EMS calls • Automobile accidents or industrial accidents • Tractor trailer fires • Storage sheds • Out buildings • Detached garages 	<p>Special Risk</p> <ul style="list-style-type: none"> • Apartment complexes over 25,000 sq. ft. • Government or infrastructure risks • Hospitals • Nursing Homes • Industrial complexes with fire flows of more than 3,500 GPM • Refineries and warehouses • Vacant/abandoned structures • All building where available water supply is less than projected fire flow

As the size of the structure, complexity of the incident or life safety risks increases, so does the risk category. For this reason, high occupancy and unprotected structures fall into the high-risk category. This will include assemblies, schools, and high-rise and mid-rise occupancies.

The Redding Fire Department currently operates from eight (8) fire stations, each located within the City limits:

Redding Fire Department Daily Apparatus Staffing

Station #	Apparatus Name	Apparatus Type	Personnel Assigned
1	Engine 1 Truck 1 OES Engine	Engine Truck OES Engine	2 3 Cross Staffed
2	Engine 2 Engine 25	Engine Wildland Engine	2 Cross Staffed
3	Engine 3 Engine 35	Engine Wildland Engine	3 Cross Staffed
4	Engine 4 Engine 45 Breathing Support	Engine Wildland Engine Breathing Support	3 Cross Staffed Cross Staffed
5	Engine 5 Engine 52 Haz Mat 24	Engine Wildland Engine Truck	3 Not Staffed Not Staffed
6	Engine 6 Engine 65	Engine Wildland Engine	3 Cross Staffed
7	Engine 7 Air Rescue 7 Water Tender 7	Engine AAFR Tanker	2 1 Cross Staffed
8	Engine 8 Engine 85	Engine Wildland Engine	3 Cross Staffed
Headquarters	BC	Battalion Chief SUV	1

A total of 26 shift personnel are scheduled each day to respond to emergency calls for service in the City, which includes 1 Battalion Chief assigned to each shift. The total minimum staffing is also 26, meaning that all scheduled and unscheduled vacancies are backfilled to ensure apparatus are fully staffed at all times. As part of the staffing plan, five (5) engine companies and one (1) truck company are staffed with three (3) personnel each and the remaining three (3) engine companies are staffed with two (2) personnel.

The following table illustrates the initial response plan for major incidents occurring in Redding:

Major Incident Response Protocols

RESPONSE PROTOCOL	
Type of Call	Response
Structure Fire	4 Engines, 1 Truck, 1 Battalion Chief
Traffic Accident	1 Engine
Traffic Accident – Highways	1 Engine, 1 Truck, 1 Battalion Chief
Wildland Fire (Out of Season)	1 Engine
Wildland Fire (In Season / City)	4 Engines (1 structure/ 3 Wildland), 1 Battalion Chief
Wildland MTZ / City (In Season)	4 Engines, Battalion Chief, 3 CAL FIRE Engines, CAL FIRE BC
Wildland MTZ/ SRA	3 Engines, 1 Battalion Chief
Aircraft Incident – Alert 2	Air Rescue, 4 engines, 1 Truck, 1 Battalion Chief, 2 RPD, 1 LSU
Aircraft Incident – Alert 3	Air Rescue, 4 engines, 1 truck, 1 Battalion Chief, 2 RPD, 1 LSU
Vehicle Fire	1 Engine, 1 Truck, 1 Battalion Chief
Emergency Medical	1 Engine

Goal #2: To ensure the response system and operating policies protect the safety of fire personnel at incident scenes.

Present State:

The Department has a well-developed policy manual that outlines operating policies and response assignments for personnel on emergency scenes.

Strengths:

The current response assignment policy ensures that incident command is established immediately upon arrival by the first unit and provides clear processes for transferring command as incidents escalate. There is also a Safety Officer requirement to ensure measures for ensuring personnel safety are developed and recommended to the incident commander.

Provisions to ensure the Two-in/Two-out regulation is met out at structure fires is also included in the policy as well as adequate initial dispatch of personnel to mitigate common emergencies without an over response.

Improvement Needs:

The current policy is clear and provides an adequate policy for the safety of fire personnel at incident scenes.

Recommended Outcomes:

The Redding Fire Department should periodically monitor the risks and incident types they are responding to in the community and ensure the response policy adequately addresses the safety needs of emergency response personnel as changes occur in the community.

Implementation Strategy and Resource Requirements

The Chief should establish a policy review committee to annually review policies to ensure they reflect current best practices and meet the safety needs of personnel.

Cost Impacts:

Internal costs associated with staff time. Committee meetings will take approximately 8 hours per assigned staff member annually.

Goal #3: To ensure the Department has adequate personnel to meet service goals and objectives.

Present State:

The Redding Fire Department currently staffs each shift with 26 personnel. This includes the following positions:

- 1 Battalion Chief
- 10 Captains
- 9 Fire Engineers (Drivers)
- 4 Firefighters
- 2 Apprentice Firefighters

These personnel staff 8 engine companies and 1 truck company.

There is currently no risk hazard assessment of the City to fully examine the fire and non-fire risks the RFD would have to respond to and no pre-incident planning is occurring on higher risks occupancies to determine the effective initial response required on a target hazard basis.

Strengths:

This staffing plan ensures the primary emergency response apparatus have personnel assigned and provides opportunities to cross-staff apparatus such as the AARF, Wildland units and air unit as appropriate. It is important to note that turnout times for cross-staffed apparatus are longer as crews must move gear from the primary unit to the cross-staffed apparatus.

Improvement Needs:

Current industry best practices are to have a minimum of three personnel staff engine and truck companies. There has also been considerable research conducted to indicate the increased on-scene performance of having some four-person companies to ensure the initial tasks required at structure fires can be accomplished in a timely fashion.

Having three engine companies staffed with two personnel requires the dispatching of additional units to ensure an appropriate response force can be established and emergency situations mitigated efficiently and effectively.

The RFD needs to conduct a risk hazard analysis of the community to clearly identify the fire and non-fire risks present in the community. Once completed pre-incident planning should

occur to allow the development of specific plans and the effective response force needs of identified target hazards.

Recommended Outcomes:

The Fire Department should conduct a risk hazard analysis of the community and service areas and specific pre-incident plans for identified high risk hazards.

Implementation Strategy and Resource Requirements

The Chief should assign personnel in each response area to develop a risk hazard analysis of their response area and develop a detailed pre-incident plan for identified high risks and target hazards.

The responsibility for developing and compiling the risk hazard analysis and pre-incident plans should be the responsibility of the Division Chief of Fire Prevention. This project should be completed by the end of 2016.

Cost Impacts:

Internal costs associated with staff time. The initial development of the risk hazard analysis will take approximately 120 hours of staff time.

Expanded Analysis of Goal #3

To ensure the Department has adequate personnel to meet service goals and objectives.

1. RESEARCH REGARDING PERFORMANCE AT VARIED STAFFING LEVELS.

In April of 2010 the National Institute of Standards and Technology published a report entitled “*Report on Residential Fireground Field Experiments.*” The report conducted numerous experiments related to the impact of numerous variables on firefighting. Highlights regarding staffing impacts include the following:

- **Hose-stretch Time:** In comparing four-and five-person crews to two-and three-person crews collectively, the time difference to stretch a line was 76 seconds. In conducting more specific analysis comparing all crew sizes to the two-person crews the differences are more distinct. Two-person crews took 57 seconds longer than three-person crews to stretch a line. Two-person crews took 87 seconds longer than four-person crews to complete the same tasks. Finally, the most notable comparison was between two-person crews and five-person crews—more than 2 minutes (122 seconds) difference in task completion time.
- **Time to Water on Fire:** There was a 10% difference in the “water on fire” time between the two- and three-person crews. There was an additional 6% difference in the “water on fire” time between the three- and four-person crews. (i.e., four-person crews put water on the fire 16% faster than two person crews). There was an additional 6% difference in the “water on fire” time between the four- and five-person crews (i.e. five-person crews put water on the

fire 22% faster than two-person crews).

- **Ground Ladders and Ventilation:** The four-person crews operating on a low-hazard structure fire completed laddering and ventilation (for life safety and rescue) 30% faster than the two-person crews and 25% faster than the three-person crews.
- **Primary Search Time:** The three-person crews started and completed a primary search and rescue 25% faster than the two-person crews. The four- and five-person crews started and completed a primary search 6% faster than the three-person crews and 30% faster than the two-person crew. A 10% difference was equivalent to just over one minute.
- **Overall Scene Time:** The four-person crews operating on a low-hazard structure fire completed all the tasks on the fireground (on average) seven minutes faster—nearly 30%—than the two-person crews. The four-person crews completed the same number of fireground tasks (on average) 5.1 minutes faster—nearly 25%—than the three-person crews. On the low-hazard residential structure fire, adding a fifth person to the crews did not decrease overall fireground task times. However, it should be noted that the benefit of five-person crews has been documented in other evaluations to be significant for medium- and high-hazard structures, particularly in urban settings.

As defined by NFPA 1710, the “industry standard achieved time” for structure fires starts from the first engine arrival at the hydrant and ends when 15 firefighters are assembled on scene. An effective response force was assembled by the five-person crews three minutes faster than the four-person crews. Based on the study protocols, modeled after a typical fire department apparatus deployment strategy, the total number of firefighters on scene in the two and three-person crew scenarios never equaled 15 and therefore the two and three-person crews were unable to assemble enough personnel to meet this standard NFPA standard.⁷⁴

There is now strong empirical evidence to suggest that the larger the crews, the more effective the firefighting contingent, with less than four-person crews performing less well than larger staffed counterparts. Based on the data, RFD’s, current minimum staffing cannot meet structure fire response requirements per NFPA standard. There are also no available and reliable mutual aid partners for structure fire response. In fact, mutual aid resources, including the Shasta

⁷⁴ NIST Report on Residential Fireground Field Experiments, U.S. Department of Commerce, 4/10, page 10-11.

County Fire Department, are not called in as resource until the 3rd Alarm, well after the required assembly of an effective response force. In sum, an agency's staffing contingent should be based upon the risk a community is willing to undertake and the attendant operational objectives as there is now a proven inextricable link between the size of a crew and its performance.

The project team recognizes the important trade-offs necessary between public safety performance and the costs of service. Based on the data, the project team would recommend increasing staffing through the utilization of additional Apprentice Firefighters to staff emergency response apparatus. This would require three (3) additional Firefighters and nine (9) additional Apprentice Firefighter positions in the Fire Department as the MOU requires Apprentice Firefighter positions will not exceed permanent Firefighter positions.

Recommendation: Increase staffing of full time Firefighters by three (3) and Apprentice Firefighters by nine (9). This recommendation is costed out in Focus Area F: Goal #2 of the facilities and equipment section of this report.

Goal #4: To have cooperative agreements in place with neighboring agencies to increase resources at major fire scenes.

Present State:

Redding is in a unique situation as there are few other fire service agencies with similar capacity immediately available to assist on fire scenes. The City of Redding currently has a cooperative agreement in place with CAL FIRE and Shasta County to provide resources on major incidents and fire scenes. There is an established mutual threat zone (MTZ) where automatic aid is received from CAL FIRE and resources dispatched upon notification from SHASCOM to the CAL FIRE ECC. There are no agreements in place with the Anderson or Shasta Lake Fire Protection Districts for mutual aid response. Currently these agencies have limited on duty staff to support RFD on emergency scenes.

Strengths:

The current agreements ensure additional resources can be contacted for major emergencies and large fires. A mutual threat zone (MTZ) has been established between CAL FIRE and the City, which results in an initial automatic response of three engines and a Battalion Chief to Wildland fires in the MTZ. 89% of employees of the Fire Department stated that mutual aid given and received is appropriate in response to this question on the employee survey.

Improvement Needs:

The RFD should seek opportunities to expand the use of CAL FIRE resources and explore opportunities to develop agreements with Shasta Lake for northern portions of the City and Anderson for southern portions of the City even though their staffing and response capabilities are limited.

Recommended Outcomes:

The RFD should explore opportunities to expand training with CAL FIRE to make them a more reliable partner beyond Wildland incidents. They have personnel and staff in close proximity to the Redding Municipal Airport and can provide additional support more quickly to incidents than other Redding fire stations. The key issue is the rotation of CAL FIRE personnel, particularly during fire season, which makes a seamless response more difficult. There is, however, a desire from CAL FIRE to be utilized beyond the current plan of Wildland MTZ responses and as a third alarm option on structure fires and alert 3 responses to the airport.

The RFD should begin discussions with the Shasta Lake and Anderson Fire Protection Districts on their capabilities and willingness to establish formalized agreements for mutual aid responses in areas they can effectively support each other.

Implementation Strategy and Resource Requirements

The planning for these items should begin in 2015 and continue with developing training opportunities with CAL FIRE beyond Wildland Fire training in 2016. If there are opportunities for either Shasta Lake or Anderson to become a reliable mutual aid partner in limited areas of Redding, mutual aid agreements should be developed and adopted in 2016.

Cost Impacts:

Internal costs associated with staff time.

Goal #5: To ensure people who come in contact with Fire Department personnel are dealt with fairly and appropriately.

Present State:

The City of Redding has an established policy on workplace harassment that prohibits and prevents harassment and discrimination in the workplace between employees and to contractors.

There is also an internal RFD policy on employee expectations that specifies the expected treatment of persons the Fire Department personnel come in contact with to ensure all people are dealt with fairly and appropriately. The policy specifically states:

“Always be nice – treat everyone with respect, kindness, patience and consideration”

Strengths:

These policies ensure there are clear rules outlining the expected behavior of employees

toward each other and members of the public and serve the agency well by striving to have fair and appropriate treatment of all internal employees and external citizens and the public.

Improvement Needs:

The current policies are appropriate to ensure the fair and appropriate treatment of people the Fire Department has contact with and do not currently require revisions.

Recommended Outcomes:

The RFD should ensure the policy is reviewed regularly and revised as needed as well as annual training provided on expectations of employee conduct.

Implementation Strategy and Resource Requirements

N/A

Cost Impacts:

Internal costs associated with staff time.

Strategic Focus Area C

Efficiency and Effectiveness of Fire Prevention Services

Fire Prevention is one of the critical core services of the fire department. An effective fire prevention program will serve the community and the fire department by ensuring commercial structures are fire safe and provide a safe place for the public to conduct business with appropriate means of escape if there were to be a fire or emergency in the location.

Effective fire prevention begins during the construction of a building when plans examiners review the number of exits, presence of early detection and requirements for fire suppression equipment. This continues throughout the building process when inspections occur during the construction process to ensure appropriate installation and operation of the life safety systems in buildings.

It is critical that the fire prevention efforts do not stop when a certificate of occupancy is issued and the building ultimately occupied. Fire prevention staff and fire operations personnel must maintain a culture of fire prevention where clear and defined roles and responsibilities exist to ensure ongoing inspections and pre-planning occur for all commercial occupancies in the community.

There must also be a strong public fire education program in place to educate the public on the dangers of fires and ways they can make their homes more fire safe. These programs should include an annual analysis of the causes of fires in the community to allow proper planning and audience targeting to reduce fires and injuries in the City in the future.

According to the National Fire Protection Association (NFPA)⁷⁵ there are three E's required to provide effective fire prevention services:

Education Having a strong community based life safety and fire safety education program that targets the hazards and risks of the local community.

Engineering Adopting Fire Codes that ensure buildings are fire safe and have appropriate life safety systems built in during the construction process.

Enforcement Conducting periodic inspections to enforce the adopted Fire Codes and ensure there are no unsafe practices occurring in public buildings that increase the risk of fire and injury to the public doing business and employees working in the building.

Goal #1: To ensure codes and ordinances are in place to maximize community safety.

Present State:

The City has adopted the 2013 Edition of the California Fire Code with amendments.

⁷⁵ Cote, Arthur E. Fundamentals of Fire Protection, National Fire Protection Agency. 2004.

Strengths:

The adopted Fire Code is the most current Fire Code in the State of California.

The City has a plans examiner in the Building Department to review the Fire Life Safety Codes on submitted plans. This employee was formerly an employee of the Fire Department, but was moved to allow a more timely and focused plan review for construction projects in the City. All Fire Prevention personnel are located in offices immediately adjacent to the Planning Department to allow easy access and collaboration on issues involving planning and code issues.

The adopted Fire Code requires fire sprinklers in new construction and for retrofitting existing buildings that don't have sprinklers, during remodels with predefined parameters.

Improvement Needs:

The City should continue to adopt new Fire Codes upon adoption by the State of California.

Recommended Outcomes:

Continue the process of using the Division Chief of Fire Prevention to review and make recommendations on Fire Code adoption.

Continue to utilize the process of using a plans examiner in the Building Department to hand the review of Fire Life Safety Codes as this maximizes the efficiency of plan reviews. The City should closely monitor the workload of this position and add additional plan review personnel if development increases and established timelines for conducting plan review cannot be met.

Implementation Strategy and Resource Requirements

Continue to utilize the Fire Marshal to review and make recommendations on Fire Code adoption and schedule the adoption shortly after new Codes are adopted by the State.

Cost Impacts:

Internal costs associated with staff time.

Goal #2: To ensure that mandated inspections are performed on time and in depth.

Present State:

The Department Fire Investigators/Inspectors conduct inspections that are mandated by the local and State requirements on an annual basis including schools, apartments, hotels and high-rise structures. There are currently no annual inspections of high-risk or target hazard commercial occupancies as a formal method of identifying these structures does not exist.

Strengths:

The Fire Prevention staff are able to effectively conduct mandated inspections, however due to the current use of inspectors as fire investigators, there are times that inspections are not conducted according to established timelines and at a sufficient depth to promote fire safe practices in Redding.

Improvement Needs:

As stated in objective 2, the RFD should conduct a risk hazard analysis of the service areas protected by the Fire Department and develop a formal list of high hazard or high-risk occupancies that should also receive an annual inspection. The Department should also closely monitor the combined workload of the investigators/inspectors to determine when they have maximized their capabilities and consider hiring a staff member focused only on inspections of commercial occupancies when this occurs as this will ensure one person is not pulled from inspections for the investigation of arson fires.

Recommended Outcomes:

The Redding Fire Department should develop a community risk hazard analysis document to determine the fire and non-fire risks in the service area and identify high risk and high hazard occupancies that should also receive an annual fire inspection.

Hire a dedicated fire inspector that does not have fire investigation responsibilities as part of a Tier 2 recommendation if adequate funding exists to support the costs of this position.

Implementation Strategy and Resource Requirements

The Chief should assign personnel in each response area to develop a risk hazard analysis of their response area and develop a detailed pre-incident plan for identified high risks and target hazards.

The responsibility for developing and compiling the risk hazard analysis and pre-incident plans should be the responsibility of the Division Chief of Fire Preventions. This project should be completed by the end of 2016.

Cost Impacts:

Internal costs associated with staff time. This will take approximately 120 hours of staff time for completion.

Tier 2 costs of approximately \$82,890 for an additional Fire Inspector.

Goal #3: To perform discretionary / non-mandated inspections to promote community safety

Present State:

Occupancies other than those on the mandated inspection schedule are inspected on either a three or five-year schedule depending on the presence of fire life safety systems. Occupancies with systems are scheduled for a three-year cycle and those without are considered low risk occupancies and inspected every 5 years.

Strengths:

This provides a consistent process for the scheduling of inspections and the RFD utilizes shift fire personnel in assisting in conducting these inspections.

Improvement Needs:

Currently the RFD is unable to complete the inspections according to established schedules, which means commercial occupancies often go longer than five years between fire prevention inspections. The engine companies are currently assigned 3-5 inspections per month, which is much lower than the number of inspections conducted by other agencies using company inspections based on other studies conducted by the project team.

Recommended Outcomes:

The company inspection program should be expanded to allow all commercial occupancies with fire safety systems to be inspected on a three-year cycle at a minimum.

The Fire Department should implement a self-inspection program for general office and low risk occupancies where the building owner/manger self-inspects the property based on a form provided by the Fire Department to ensure critical life safety issues and risky practices are addressed.

Implementation Strategy and Resource Requirements

The Fire Prevention personnel should be tasked with creating a self-inspection form for general businesses and expanding the inspection schedule for company inspections in 2016. The Department should budget for mailing inspection forms to low-risk business and begin the process in 2017.

The Fire Prevention personnel should implement a process to have a physical inspection conducted of a business that does not comply with the self-inspection request in a pre-determined period of time.

The Fire Prevention Bureau should develop a plan to increase the utilization of company personnel to conduct inspections of businesses with life safety systems installed and random inspections of general office/ low-risk occupancies.

Cost Impacts:

Costs of stamps related to mailing the self-inspection forms and return envelopes.
Additional staff time required to process and input the inspection information when returned will be approximately 80 hours annually.

Expanded Analysis of Goal #3

To perform discretionary / non-mandated inspections to promote community safety

As stated earlier, the Fire Prevention Division is staffed with three (3) personnel to provide plan review assistance, inspect occupancies during construction and those requiring a mandated annual inspection, handle weed complaints and the investigation of suspicious fires, and issue burn permits. The following table illustrates the workload of the Fire Prevention personnel from 2012 through 2014:

Fire Prevention Workload Data

Workload Indicator	2012	2013	2014
Arson Fires	78	91	92
Fire Investigations	184	216	170
Fire Inspections	1,150	871	1,109
Plan Reviews	50	57	52
Weed Complaints	138	141	218
Public Information	50	73	50
Vegetation Inspections	0	35	26
Burn Permits	1,629	1,384	1,228
Total	3,279	2,868	2,945

As shown, the workload has remained fairly steady over the three-year period with the exception of issuing burn permits, which has declined approximately 25% and investigating weed complaints, which have increased approximately 58%.

The following table illustrates the number of commercial structures in the City of Redding:

Number of Occupancies by Classification

Classification	# of Occupancies
Multi-Family Residential (City Only)	10,498
Places of Assembly (A)	286
Offices (B)	3,176
Educational (E)	57
Fabrication & Manufacturing (F)	154
Hazardous Materials (H)	160
Institutions (I) (including health care)	40
Mercantile (M)	517
Storage (S)	224
Special Residences (SR)	90
Total	15,202

As shown above, there are 15,202 occupancies in the City that should have periodic fire inspections conducted. This would equate to an annual inspection quota of 5,609 if the three-year average is utilized for inspection workload, which indicates that the Fire Department is conducting approximately 3,960 fewer inspections than should be expected.

Recommendation: Implement the self-inspection workload and further develop the company inspection program to ensure inspections occur according to established timelines. Continue to monitor the annual inspection workload to ensure that adequate inspection services are provided and appropriate staffing resources are maintained to provide effective fire prevention services in the City.

Goal #4: To educate the community on how they can protect themselves.

Present State:

There is very little pro-active community public education occurring by the RFD. Typically for these types of events, the Fire Department responds to the request by sending on duty personnel or Fire Prevention personnel to conduct the educational program desired. The loss of a dedicated Fire Safety Educator is the root cause of this issue as no person has been identified and made responsible for public fire education after the position was cut from the Department budget.

Strengths:

The Redding Fire Department does provide public fire education when requested and has an established juvenile fire setters program.

Improvement Needs:

There are no proactive education programs designed to promote risk reduction and fire loss in the community based on detailed analysis of the types of situations causing serious injuries and fires in the community.

Recommended Outcomes:

A person should be tasked with the responsibility of annually analyzing the causes of fires and serious injuries in Redding and developing appropriate standardized educational materials based on the target audiences identified in the analysis.

The Fire Department should schedule education opportunities at least quarterly to educate the public on ways they can improve safety and fire prevention practices.

Implementation Strategy and Resource Requirements

The initial responsibility for this can be delegated to Fire Prevention or Operations personnel with an interest in public education. As the programs evolve and more public interest in safety and fire prevention is developed, the City should consider re-establishing the public education position. It is possible for this to be a shared resource with the Police Department focusing on all aspects of crime prevention, fire prevention and personal safety.

Cost Impacts:

Internal costs associated with staff time. The department should target a minimum of 8 hours monthly to delivering public education programs.

Salary and benefit costs of approximately \$69,530 for a civilian public educator.

Projections:

Improved community relations and a reduction in serious injuries and preventable fires.

Expanded Analysis of Goal #3

To educate the community on how they can protect themselves

The Redding Fire Department is currently only conducting fire education activities when the public requests a tour or program. This is not a best or proactive practice for a modern fire department, and the public education activity should become more of a focus.

Given the size of the service population, number of schools, and diversity of the City, having no dedicated personnel to coordinate public education programming is insufficient. The Department should have a civilian position authorized to coordinate and expand the public education programming within the Department. This position can be used to increase the number of presentations to high-risk groups (i.e. schools, nursing homes, daycares etc.) as well as to develop additional programming including:

- Educational programs aimed at areas that have a history of arson and high emergency medical system use.
- Expanding the smoke detector maintenance awareness program in the City.
- Developing fire safety educational material in different languages.
- Developing partnerships with community groups and other public safety providers to identify high-risk groups and develop programming.

While emergency operations personnel should continue to provide support, it is unrealistic to expect that a comprehensive public education program can be developed without additional staff. As the City continues to grow and emergency workload increases, risk reduction strategies, such as public education, will become even more important.

Recommendation: The City should consider employing a variety of methods to ensure an effective public education program is implemented. In addition to fire prevention activities/events, the City can utilize other resources (e.g. – social media, City websites, etc.) to reach a broader portion of the City and expand public education opportunities. The City should evaluate opportunities for use of non-sworn staff, including the need for dedicated program personnel, to coordinate a comprehensive fire or combined safety (i.e. – Police and Fire) education program.

Strategic Focus Area D

Administrative Business Practices

Having sound administrative business practices ensures that critical support functions are provided in an effective and efficient manner. This includes the following types of tasks and support:

- Records management to ensure accurate records of activity are maintained according to established records retention schedules.
- The use of technology is appropriate to support the needs of the agency.
- There are sufficient controls to protect employee records and operational reports containing sensitive information.
- There is appropriate oversight of agency activities and quality assurance is conducted to ensure improvement opportunities are discovered.
- Appropriate employee wellness measures exist in the organization.

Goal #1: To ensure citizens are dealt with appropriately

Present State:

The Department has personnel within City Hall that are assigned to work in the Permit Center. These personnel are immediately available to assist the public on administrative and fire prevention/life safety issues and questions.

Strengths:

The co-location of Fire Administration and Prevention in City Hall, adjacent to the Permit Center, provides easy access and improved customer service where input from the Fire Department is required on plan reviews or life safety systems.

Administrative personnel are available during normal business hours to handle any Freedom of Information Act requests.

Improvement Needs:

There is no single dedicated point of contact for the media in the Department so there are variety of personnel working to ensure the media is dealt with appropriately.

Recommended Outcomes:

Designate a single point of contact for the media with a backup to ensure consistent and reliable information is provided to the local media.

Implementation Strategy and Resource Requirements

The Fire Chief should designate a point and backup person to focus on media relations and send these personnel to training to ensure they understand the Freedom of Information Act and effective practices for media relations

Cost Impacts:

\$1,500 for training courses for selected personnel.

Projections:

Improved and consistent media relations through a single point of contact

Goal #2: To ensure that Department staff are supported efficiently and accurately.

Present State:

The Department has a full-time office supervisor and two part-time clerical support positions to provide administrative support to the Department. The Department conducts initial medical screening in accordance with NFPA 1582 and an annual physical agility in accordance with NFPA 1583 for all line personnel. Agency personnel are schedule 2/45 minute training periods per day.

Strengths:

The current staffing of administrative support is appropriate and ensures administrative and clerical support is available during normal business hours for the Fire Department and the public. The current system ensures new hires are medically fit for duty and is compliant with NFPA 1582.

Improvement Needs:

There are no annual medical physicals except for personnel assigned to the hazardous materials team. While the physical agility test is a good start, it does not ensure fire personnel are medically fit for duty

Recommended Outcomes:

Implement a process for an annual medical physical for all sworn fire personnel that are authorized to work in hot zones.

Implementation Strategy and Resource Requirements

Work with the current physician to develop a standardized physical schedule for fire personnel.

Cost Impacts:

Approximately \$500 per line fire personnel

Projections:

Improved overall health and wellness of fire personnel. Early detection of underlying medical conditions to reduce line of duty injuries or medical events.

Goal #3: To ensure that business practices themselves are efficient.

Present State:

The current administrative practices of the RFD appear to be efficient and effective at meeting the administrative needs of the Fire Department.

Strengths:

The current administrative practices of the RFD are effective and efficient and meet industry standards.

Records retention schedules are consistent with legal requirements.

Improvement Needs:

None

Recommended Outcomes:

Continue with the current business practices and monitor administrative workloads to ensure continued efficiency and effectiveness.

Implementation Strategy and Resource Requirements

None

Cost Impacts:

None

Goal #4: To utilize technology, where appropriate and cost effective, to support citizens and Department personnel.

Present State:

The Department is making good use of technology. The records management system (RMS) is up to date and allows data to be retrieved and analyzed by the Department. There is good use of technology in the field units including mobile data terminals.

Strengths:

The Redding Fire Department is making good use of technology and effectively using data to assist in decision making.

Improvement Needs:

There are issues related to the quality of the data being provided by SHASCOM regarding call times and performance as there are currently no quality checks and processes in place result in a delay in entering times. This results in unreliable data for the Fire Department in terms of turnout and travel time performance.

The Fire Chief currently functions as the webmaster for the agency and there is little time to dedicate to ensuring information on the website remains timely and practical to provide information to the public.

Recommended Outcomes:

The Fire Department should work with SHASCOM and participate in the selection for the new CAD system to ensure it will interface with their RMS and allow accurate times to be reported as well as a method for auditing times that may be inaccurate.

The Department should train another administrative person to perform the webmaster tasks currently being performed by the Fire Chief.

Implementation Strategy and Resource Requirements

Work with SHASCOM over the next 12 months to assist in the selection and implementation of the new CAD system to ensure proper interface with the Fire Department RMS and practices to allow audit of inaccurate response time data.

Select an individual to serve as the primary agency webmaster and send them to training to ensure they are proficient at this task.

Cost Impacts:

Training costs of approximately \$500 for webmaster training.
Internal staff time associated with working with SHASCOM.

Projections:

Improved accuracy of call time performance data and better opportunities to utilize data to make decisions. Improved timeliness of website updates and consistency of information provided to the public via the website.

Strategic Focus Area E

Human Resources and Employee Support

Typically in Cities the size of Redding the provision of Human Resources and Employee Support services occurs as a function of the Department with considerable assistance from the City Human Resources Office.

Effective human resource and employee support programs ensure:

- Jobs are advertised effectively to ensure a fair and consistent hiring process.
- Recruitment and retention practices are in place to find and retain the best employees.
- Performance appraisals are conducted to ensure employees are aware of their performance in relation to established job standards.
- Exit interviews are conducted to ensure the reasons employees voluntarily separate from the agency are known.
- Promotional processes are fair and consistent and select the best candidates for promotion.

Goal #1: To ensure the Department has the best employees obtainable to serve the community.

Present State:

The Redding Fire Department currently focuses efforts internally at recruiting for positions at the Captain level and below. There is a thorough process of vetting candidates to ensure they meet the job qualifications and are suited to the position being filled.

Strengths:

The current process has worked well to fill vacancies in the Department. During interviews, the quality of employees was consistently listed as a strength of the organization. In the employee questionnaire, strong leadership, teamwork and a dedicated and committed workforce were most frequently cited as the strengths of the Department.

Improvement Needs:

The Department should continue the efforts to ensure quality employees are selected during the selection process for Departmental vacancies.

Recommended Outcomes:

Selection and retention of a high quality workforce.

Implementation Strategy and Resource Requirements

None

Cost Impacts:

None

Goal #2: To have programs in place to retain employees in the Department through career development and training.

Present State:

The Department has a requirement that shift personnel train a minimum of 20 hours per month or two (2) hours per shift, which is consistent with industry best practices. The Captains work to coordinate multi-company drills between stations that consistently work together on emergency incidents

Strengths:

The current minimum training requirements meet industry best practices for hours received in training. Training was consistently cited as a strength of the agency in the employee survey with 87% of employees indicating the Department places a high value of ensuring proper training for field personnel and 84% indicating training was appropriate to ensure skills are maintained at a high level.

The Division Chief of Training is in the process of developing a system to conduct an annual evaluation of the training programs and develop a system to build this assessment into the development of an annual training plan for the Department to ensure the training provided meets the needs of the agency.

Improvement Needs:

There are opportunities to improve the training with Shasta County Fire (CAL FIRE) beyond Wildland fires. Working to implement some multi-company structural fire training will improve the ability to utilize this mutual aid resource beyond the MTZ when a large fire occurs that is beyond the capability of the RFD to mitigate. This will also improve the confidence of RFD personnel in the structural firefighting capabilities of the CAL FIRE personnel.

Recommended Outcomes:

Develop a program to conduct two multi-company evolution training drills with Shasta County Fire (CAL FIRE) outside of fire season when the staffing plan is more consistent and less rotation of CAL FIRE staff occurs.

Implementation Strategy and Resource Requirements

The Division Chief of Training should work with the CAL FIRE Battalion Chief to develop a plan to incorporate CAL FIRE engine companies in multi-company evolution with RFD personnel on each shift.

Cost Impacts:

Internal costs associated with staff time. Planning and drill time for the multi-company evolutions will be approximately 24 hours annually.

Projections:

Improved reliability on the most available mutual resource to assist in the mitigation of large scale fire incidents in Redding.

Goal #3: To have succession and employee mentoring programs in place for the long-term health of the Department.

Present State:

The RFD has clear training guidelines in place that outline the training required before personnel are eligible for promotion in the agency. This ensures personnel have appropriate training and have been exposed to supervisory theories and best practices prior to being eligible to take promotional examinations.

Strengths:

Personnel have received appropriate initial training prior to being promoted.

The employee survey consistently listed strong leadership as a strength of the Department.

Improvement Needs:

The Department currently does not have a program in place for mentoring newly promoted supervisors and they often learn the roles of their position “on the job”.

Recommended Outcomes:

The Fire Chief should work with the supervisors to develop a mentoring program for newly promoted supervisors that allow them to shadow an experienced supervisor after promotion and that person serves as their mentor for the first year of their new assignment to ensure they have a point of contact for questions and advice.

Implementation Strategy and Resource Requirements

Work with the existing tenured supervisors to develop a supervisory shadowing and mentoring program that ensures newly promoted supervisors have a mentor to provide advice and guidance during their first year of being promotion.

Cost Impacts:

Internal costs associate with staff time. Development of mentoring program will take approximately 160 hours of staff time.

Projections:

Improved development of newly promoted supervisors to ensure they are competent in their duties as a supervisor.

Goal #4: To ensure that employees are appropriately compensated for the work performed.

Present State:

The City Human Resources Department has developed a pay plan with pay ranges for each position in the Fire Department. The salary ranges are periodically evaluated as part of the budget process to ensure current compensation is fair to employees.

Strengths:

From July 1, 2011 to June 30, 2014 the Department had three (3) employees that voluntarily separated employment with the City to take an employment opportunity elsewhere. This equals an average of one (1) voluntary separation per year.

Improvement Needs:

The current retention of employees is very high in the RFD.

Recommended Outcomes:

Continue the process of periodically evaluating the salary ranges of personnel to ensure compensation is fair to all employees.

Implementation Strategy and Resource Requirements

None

Cost Impacts:

Internal costs associated with staff time.

Projections:

Continued low voluntary turnover rate of employees.

Strategic Focus Area F

Facilities and Equipment

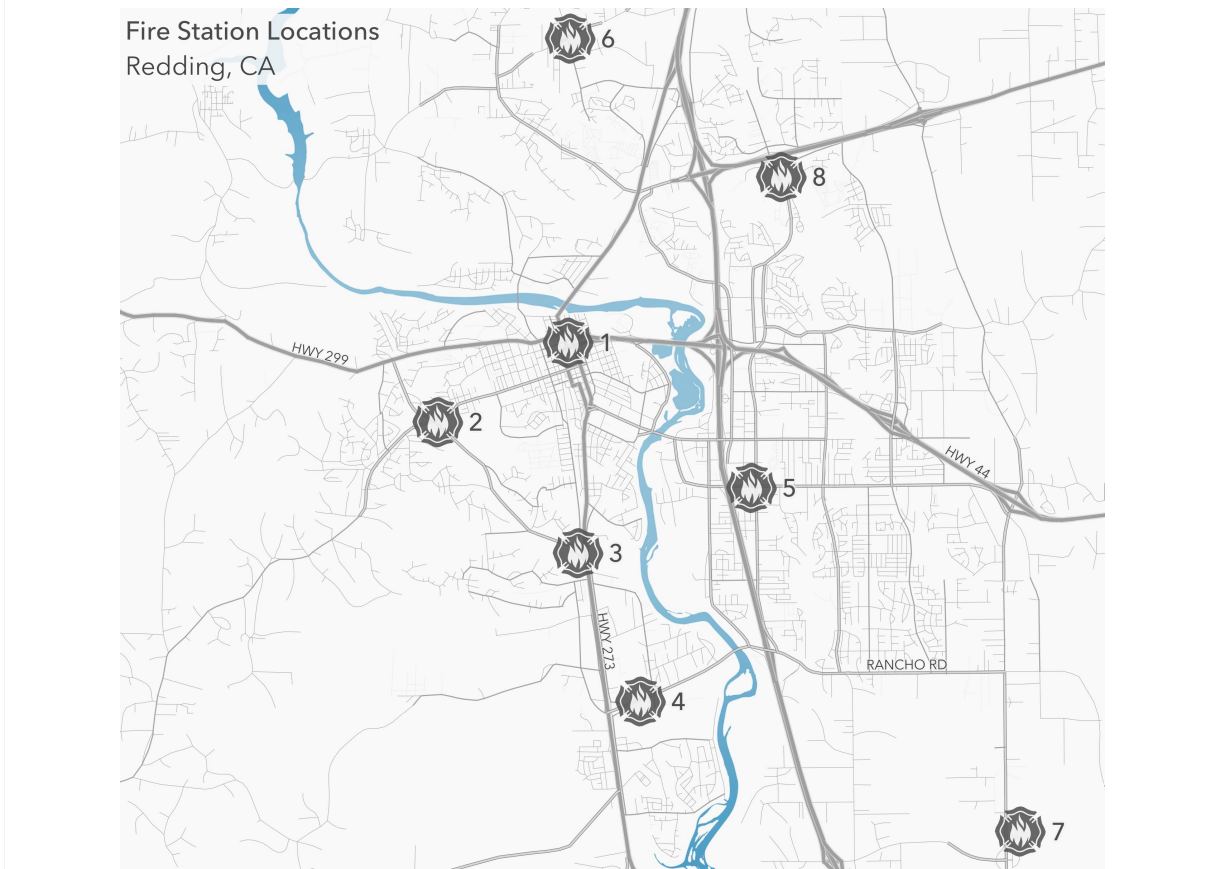
Fire Department facilities and equipment represent a significant capital investment by the Community to ensure employees have a safe place from which to operate and equipment that is capable of quickly and reliably responding to emergency calls for service and capable of performing to mitigate the emergency and ensure the safety of emergency responders.

To protect these investments the Fire Department should have established inspection, preventative maintenance and replacement schedules for capital assets.

Goal #1: To ensure that the Department has adequately placed facilities to perform their roles in fire and emergency services.

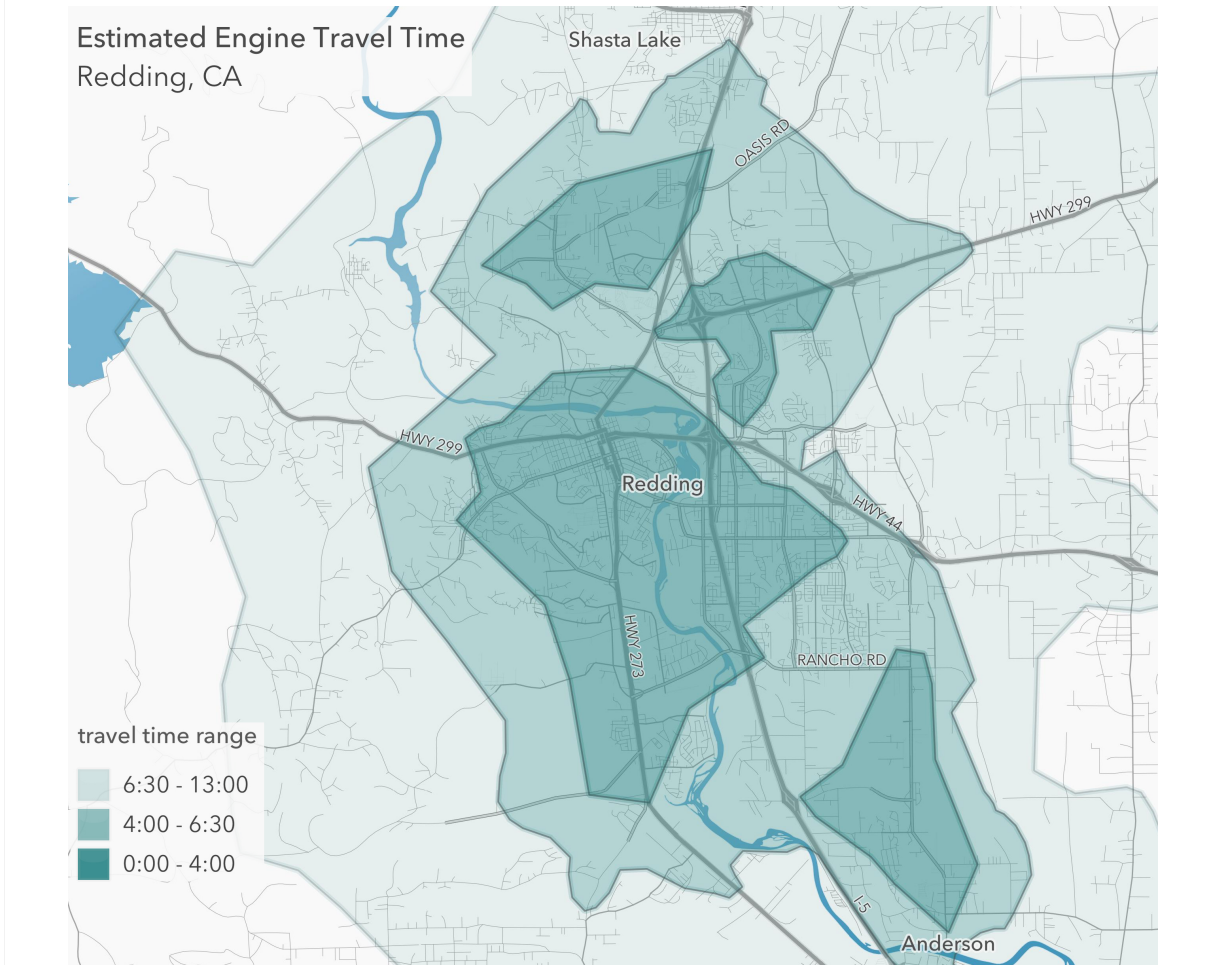
Present State:

The City has eight fire stations strategically placed to provide emergency services to the community. The current goal of the Fire Department is to have travel times of 5 minutes 90% of the time to the urban areas of the City.



Strengths:

The fire station network provides good coverage to the City of Redding, with most of the City having expected travel times of 6:30 or less, as shown in the map below.



Improvement Needs:

The City should periodically evaluate the effectiveness of the fire station network, especially as new development occurs to ensure travel time projections are consistent with performance expectations.

Recommended Outcomes:

Periodic evaluation of the station response network utilizing the in-house GIS capabilities of the City ensures that as areas develop and transition from rural to suburban or suburban to urban the travel times for the RFD will remain consistent with established performance standards.

Implementation Strategy and Resource Requirements

As new development is proposed in the City the Fire Department should assess the impact on population densities and risk and evaluate if more rapid response times are required to the newly developed areas.

Cost Impacts:

Internal costs associated with staff time.

Projections:

Ensures as growth occurs, the expected performance standards of the Fire Department can be maintained.

Expanded Analysis of Goal #1

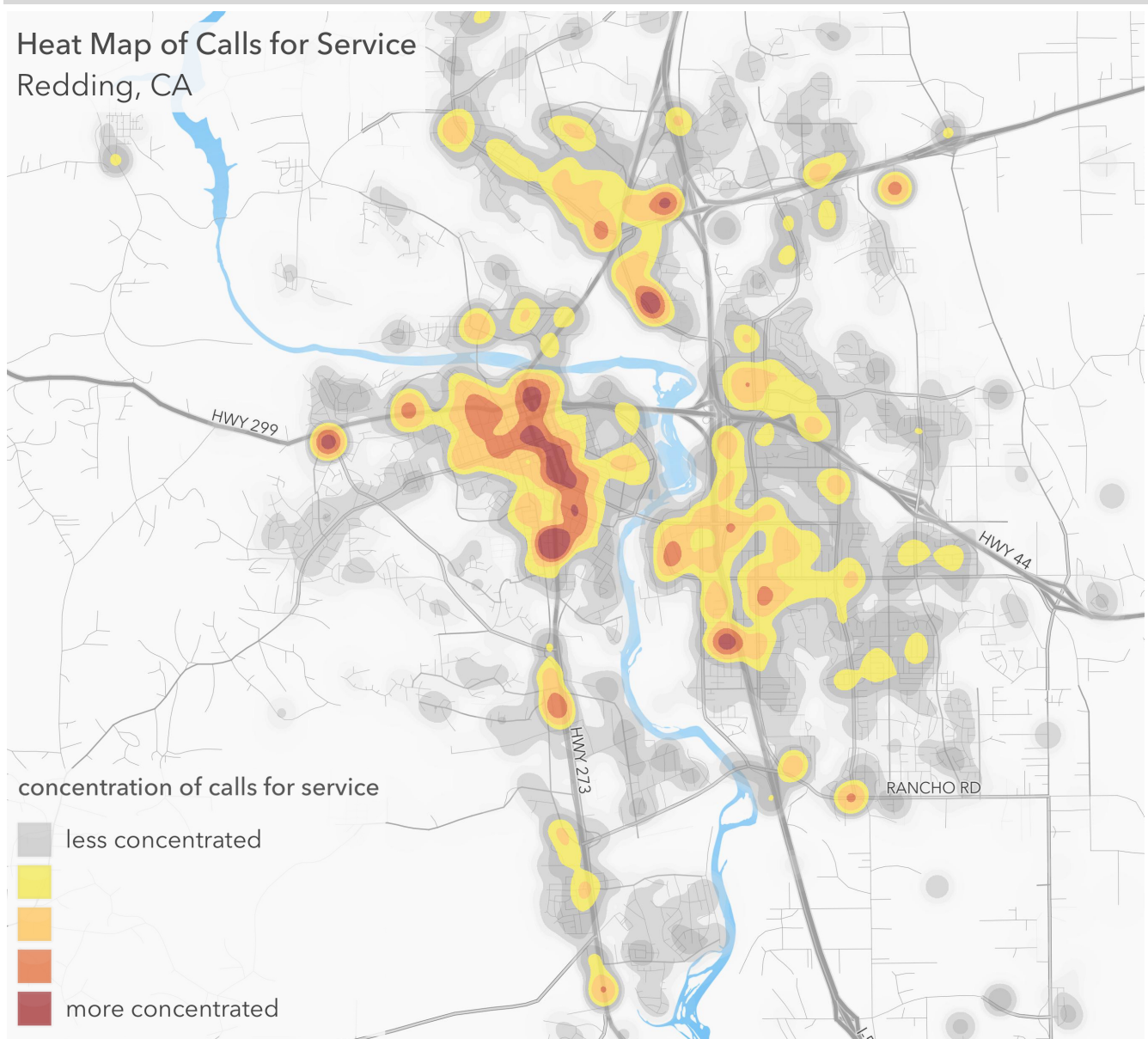
To ensure that the Department has adequately placed facilities to perform their roles in fire and emergency services.

1. STATION NETWORK DEMAND AND PERFORMANCE

The Matrix Consulting Group used GIS technology to evaluate unit deployment, station locations, and Redding Fire Department’s ability to meet the response targets. The GIS analysis was based on a number of steps and assumptions including the following:

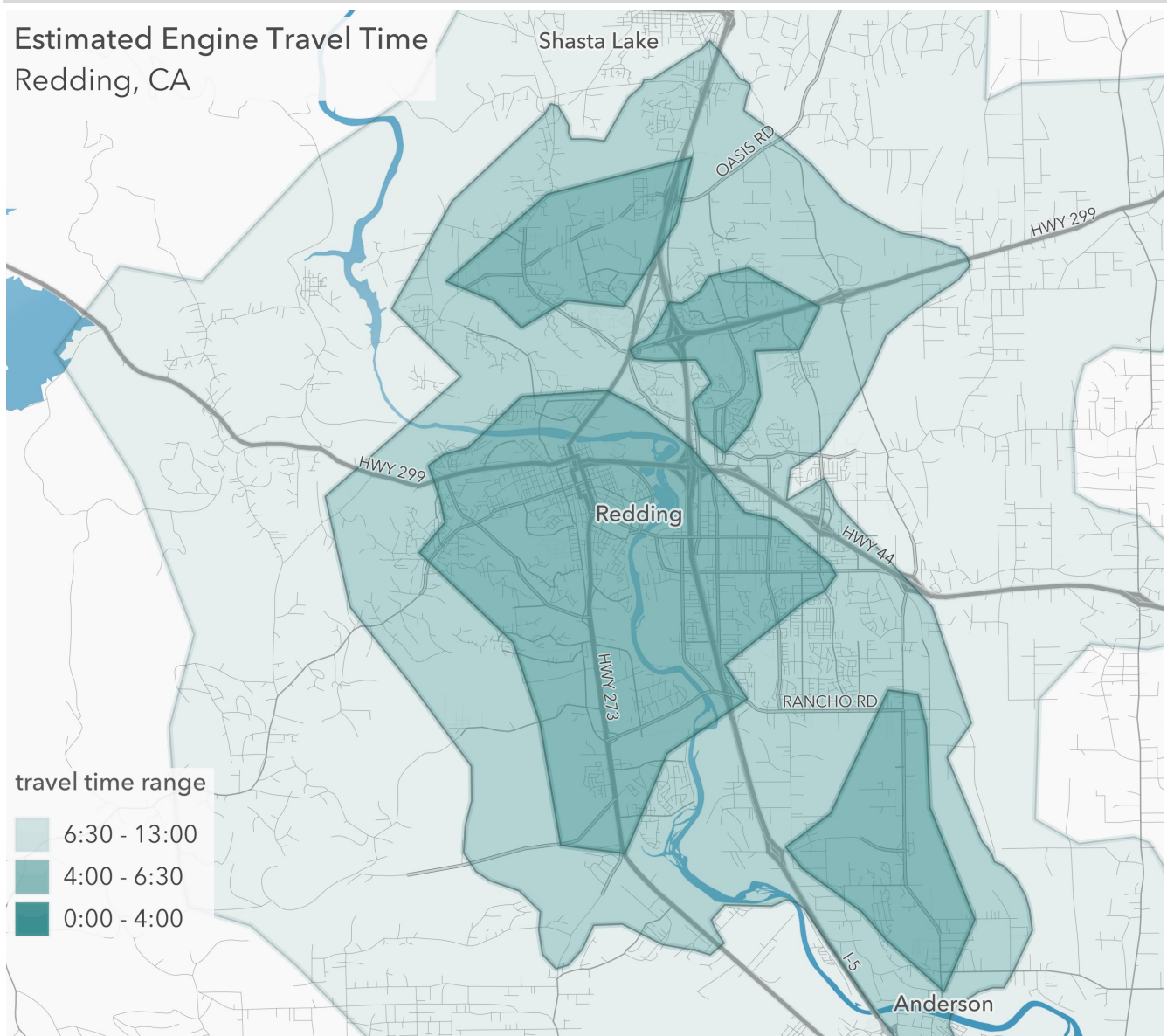
- An up-to-date street centerline file was obtained from the City, which contains detailed information on local roads, arterials, restrict access roads, speed limits, and address ranges.
- Station locations were matched to the street file and verified. Unit and personnel deployment information was attached to each station location.
- The response time objectives discussed in the next section were used to show predicted travel times for first-due engine companies and truck companies.

The first map shows the distribution of fire calls for service within the city. Calls are categorized by level of density, or calls per square mile, in order to identify those areas with the heaviest call volume. Evaluating call for service patterns is useful in assessing the location of the Department’s fire stations:



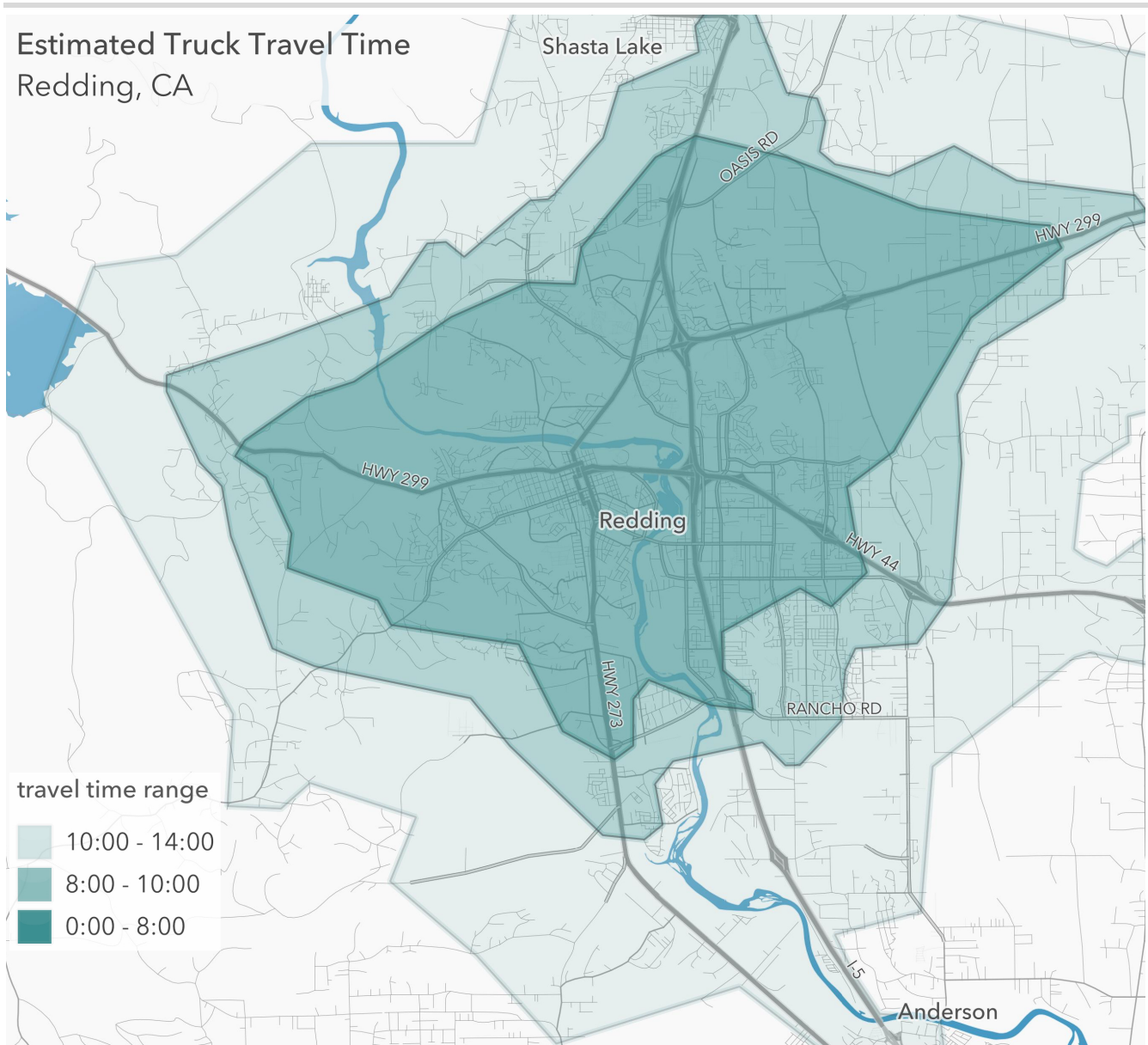
As shown above, there is a clustering of higher call demands in the central portions of the City and the call volume decreases significantly the further you move from the urban core and more heavily populated areas of the City.

The next map illustrates the potential engine response first unit arrival at the various time standards for urban, suburban and rural designations.



As shown, the areas in the urban core with the highest call volume experience also have the shortest predicted travel times. This indicates the current station placement is appropriate given the call demands.

The next map shows the predicted travel time for the truck company. As this apparatus is typically not considered a first-due, but rather supports the engine operations, the travel time predictions are shown at increments for a full first alarm assignment to arrive of 8:00, 10:00 and 14:00 for the various response zones.



As shown, the truck company is positioned to be able to maximize support to the majority of the City of Redding.

2. TRIGGER POINTS FOR NEW APPARATUS OR STATIONS

As Redding continues to develop, the City will need direction on the appropriate times and conditions which require additional fire apparatus or the construction of additional stations.

Table 9 below quantifies the trigger points for opening a new fire station as a

community grows. This serves as a good indicator of when to construct a new facility – whether or not calls for service increase as growth occurs in accordance with the Redding plan for growth in the City. Given the timeframe required to design and construct a new facility, it is important these decisions are properly anticipated with good planning:

Trigger Points for Adding Facilities

Action	Travel Distance	Response Time	Percent of Calls	Building/Risk Inventory
Maintain Status Quo	All risks within locally adopted distance.	First due company is within locally adopted standards.	Low percentage of current out of district calls.	Low local building/risk inventory.
Temporary facilities and minimal staffing	Risks 1.5 to 3.0 miles from existing station.	First due company exceeds five minute travel time 10% of the time, but does not exceed eight minutes.	More than ten percent of calls are out of district.	New area has 25% of the same risk distribution as in initial area of coverage.
Permanent Station Needed	Risk locations exceeding four miles from the station.	First due company exceed five minute travel time 20 – 25% of the time. Some calls over eight minutes.	More than 20 – 25% of calls in outlying areas.	New area has 35% of same risk distribution as in initial area of coverage.
Permanent Station Essential	Outlying risk locations exceed five miles from station.	First due company exceeds five minute travel time 30% of the time. Some calls over ten minutes.	More than 30% of calls are in outlying area.	New area has 50% of same risk distribution as in initial area.

As shown in the earlier response maps, Redding currently has a good station network for the current development of the City. Areas with lower call demand and lower population densities also have a lower call demand. While this is important in planning for the future, due to the lower call volume in these areas, it is important to periodically assess the changes in call demand and population density to determine if conditions have changed.

3. WORKLOAD LEVELS BY STATION AND APPARATUS

The project team examined the call frequency by unit to determine if there was sufficient capacity in the current system to effectively respond to the call demand. According to industry best practices⁷⁶, the following unit/station call loading can determine if increased capacity is needed in the system.

- Single-Unit Station: 3,500 calls per year
- Two-Unit Station: 8,760 calls per year
- Three-Unit Station: 14,000 calls per year

The table on the following page shows the total number of calls for each of the primary response units during 2014. The other units include responses by cross-staffed or reserve units and are included for the overall total:

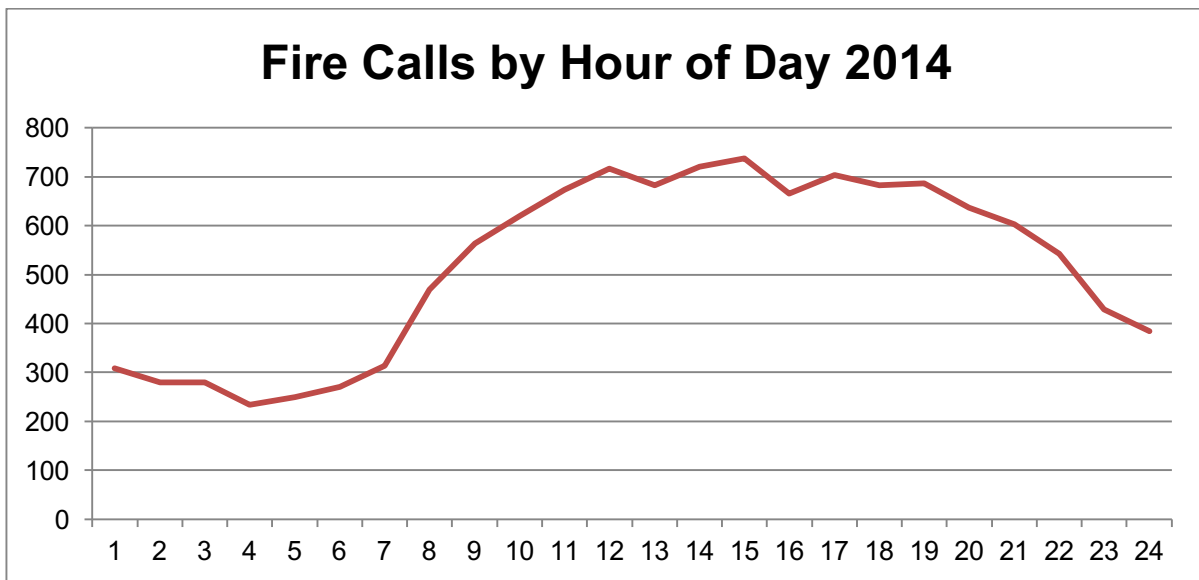
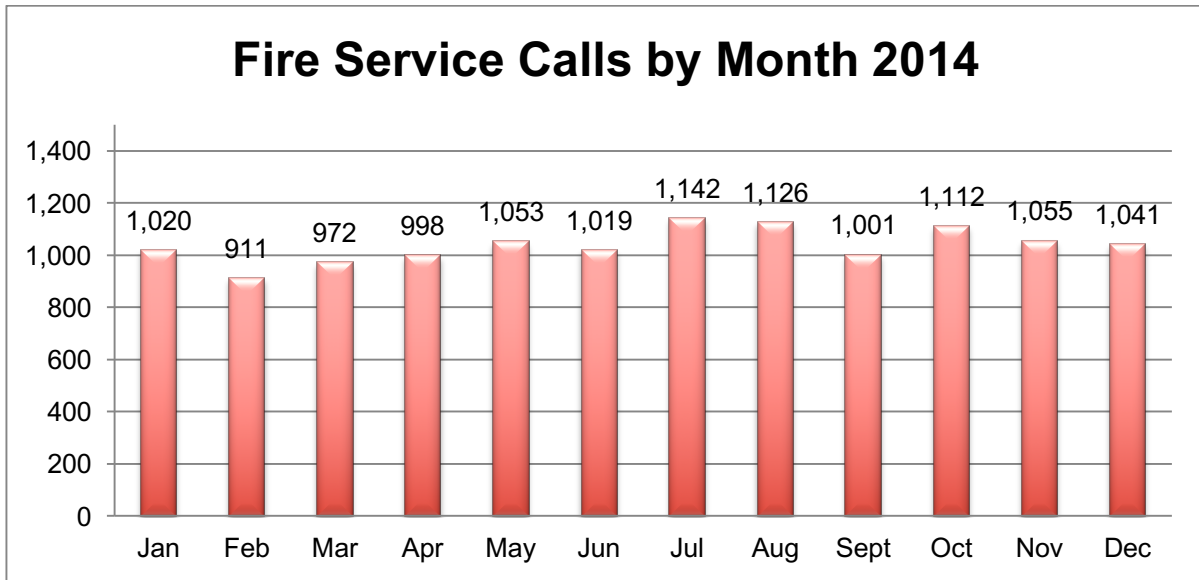
⁷⁶ Center for Public Safety Excellence, CFAI Standards of Cover, 5th Edition

Apparatus Unit #	Unit Designation	Responses
AR7	Air Rescue 7	15
AR72	Air Rescue 72	4
BC1	Battalion Chief Command Unit 1	279
BC2	Battalion Chief Command Unit 2	295
BC3	Battalion Chief Command Unit 3	276
BC4	Battalion Chief Command Unit 4	63
BS4	Breathing Support 4	22
C1	Chief Command Unit 1	11
C2	Chief Command Unit 2	45
D1	Division Chief Command Unit 1	19
D2	Division Chief Command Unit 2	22
E1	Engine 1	2,742
E12	Engine 12	85
E15	Engine 15	113
E2	Engine 2	1,144
E22	Engine 22	12
E25	Engine 25	48
E3	Engine 3	1,480
E324	Engine 234	89
E35	Engine 35	43
E4	Engine 4	1,065
E45	Engine 45	45
E5	Engine 5	3,137
E52	Engine 52	82
E6	Engine 6	1,195
E62	Engine 62	20
E65	Engine 65	52
E7	Engine 7	375
E8	Engine 8	2,320
E85	Engine 85	60
FP2	Fire Prevention 2	131
FP3	Fire Prevention 3	95
HM24	Haz Mat 24	1
OES-3	OES 3	15
TK1	Truck 1	810
TK8	Truck 2	59
UT1	Utility Truck 8	1
UT8	Utility Truck 8	1
WT7	Water Tender 7	14
Total Units Responses		16,285

As shown, none of the primary apparatus have reached the 3,500 call threshold to require serious consideration toward additional emergency response apparatus. Engine 5 is the closest at 3,137 calls, but still has about 11% capacity.

Calls per hour and by month can also be used as a performance indicator, as there

may be times during peak call loads that agency resources are stretched.



The busiest months for are July, August and October during the peak Wildland fire season. The remaining months have fairly constant call volumes at approximately 1,000 per month. Calls by hour vary throughout the day with peak call times beginning at approximately 10:00 a.m. and lasting until 10:00 p.m. when call demand falls throughout the night.

Overall, emergency response workload is distributed unevenly throughout the Department, with stations 1, 5, and 8 bearing the largest workload with over 2,000 calls for each engine company at these stations and station 7 having the lowest workload with the engine responding to 375 calls for service in 2014.

Recommendation: Continually monitor the workload related to call response for station 5 to determine when thresholds are met to add additional emergency response resources in the City.

Goal #2: To ensure that the Department has appropriate apparatus and equipment to perform fire and emergency roles.

Present State:

The Fire Department currently staffs eight (8) engine companies, and one (1) truck company on a full-time, 24-hour per day basis. There are also cross staffed Wildland engines, a cross-staffed aircraft rescue truck, cross-staffed air support and a cross-staffed hazardous materials response unit that are staffed with personnel assigned to the engine and truck companies as needed.

During red flag fire conditions, the RFD staffs all engines with a minimum of three (3) personnel and also staffs two (2) Wildland engines.

Strengths:

The Fire Department currently staffs eight (8) engine companies, one (1) truck company and an aircraft rescue truck on a full-time, 24-hour per day basis. There are also cross staffed Wildland engines, cross-staffed air support and a cross-staffed hazardous materials response unit that are staffed with personnel assigned to the engine and truck companies as needed.

Improvement Needs:

The current staffing of apparatus provides no flexibility in staffing and has three (3) engine companies staffed with two (2) personnel daily. This is one less than acceptable industry practices which state engine and truck companies should not be staffed with less than three (3) personnel for effective operations.

Recommended Outcomes:

The City of Redding and the Fire Department should move toward staffing all engines and trucks with a minimum of three (3) personnel daily according to the recommendations shown in Focus area 3/Goal #2.

Implementation Strategy and Resource Requirements

Implement a staffing plan to address the staffing deficiencies on the three (3) engine companies.

Cost Impacts:

\$606,938 annual salary and benefit costs for three (3) additional firefighters and nine (9) additional apprentice firefighters.

Projections:

Ensures appropriate staffing levels to ensure safe operations at emergency scenes and allows the development of an effective response force with less deployed apparatus.

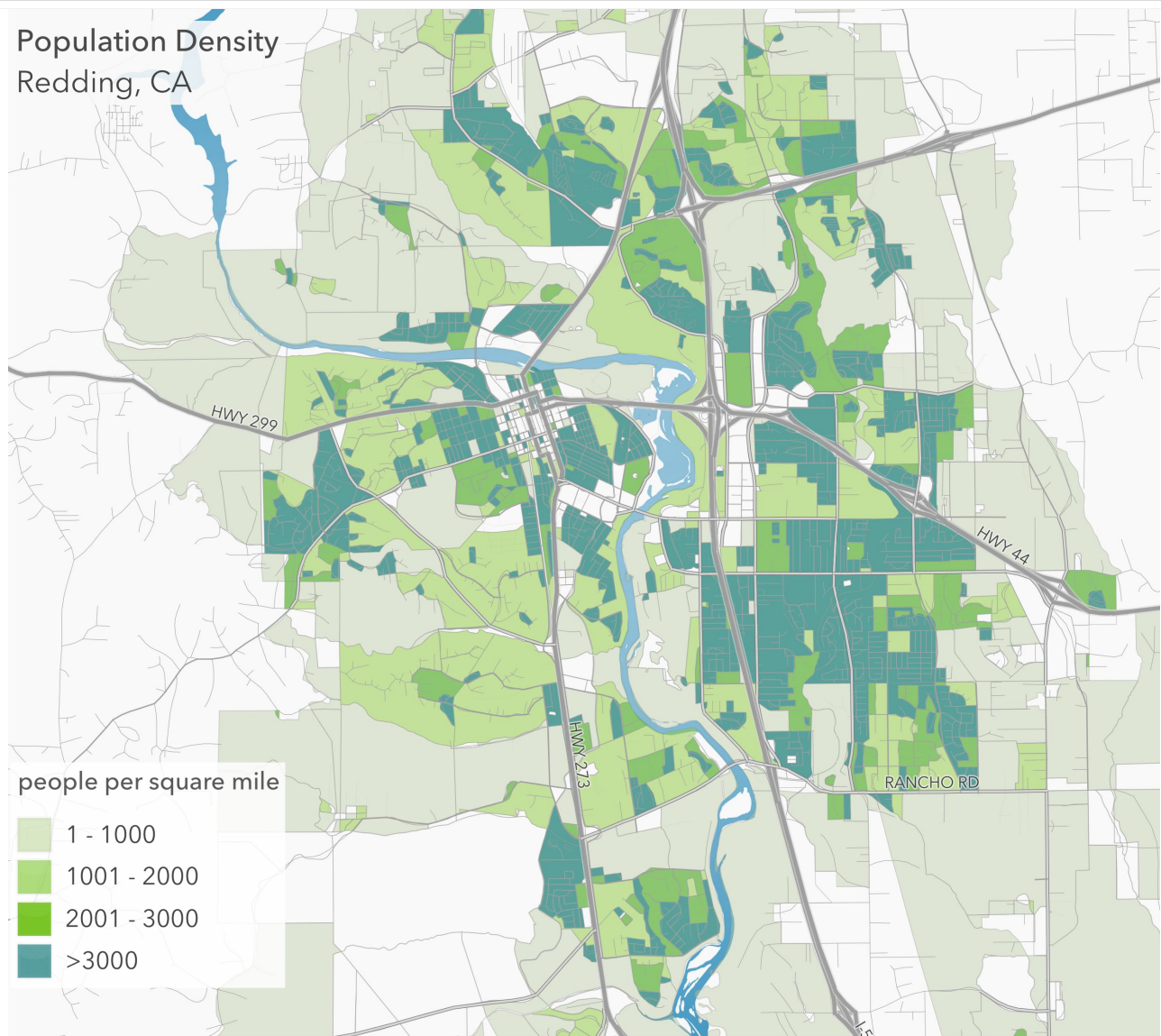
Expanded Analysis of Goal #2

To ensure that the Department has appropriate apparatus and equipment to perform fire and emergency roles.

As discussed earlier, the idea of moving toward varied travel response time targets would be predicated on population densities and risks present in the various response zones of the City of Redding. The following thresholds apply to the decision point to change designation from rural to suburban and suburban to urban.

Urban	Suburban	Rural
Population of 2,000 per square mile or higher	Population of 1,000 – 1,999 per square mile	Population of less than 1,000 per square mile.

The following map illustrates the current population densities in the City of Redding:



As shown, there are several areas of the City that fit in the suburban and rural designations and the City would benefit from a varied travel time goal for these designated areas.

Recommendation: Adopt varied travel time response goals according to population density and risk according to current baseline performance expectations of 5:12 for urban areas, 6:30 for suburban areas and 13 minutes for rural areas.

Recommendation: Longer term and as additional revenue sources are secured emergency resources for the Fire Department should be increased, specifically:

- **Four Person Truck Company: \$278,094 (at Tier 2)**
Staffing two (2) Wildland Engines in Fire Season: \$427,161 (at Tier 4)
- **Add two (2) EMS Quick Response: \$1,112,376 and \$600,000, one time cost).**
- **Four Person Engine Company: \$2,224,752 (at Tier 5)**

Goal #3: To maximize the use of grant opportunities to support equipment needs.

Present State:

The Fire Department currently explores grant funding when a need exists and there are known grant opportunities available to fund the need. There is no one person solely responsible for researching grant opportunities and seeking funding on a continual basis.

Strengths:

The Department does seek grants as they identify a need and become aware of grant opportunities to fund the need. An example is the Fire Prevention trailer obtained through grant funds from Home Depot which is used to transport props to and from fire prevention events.

Improvement Needs:

While there are not enough grant opportunities to necessitate the need for a person dedicated to grant exploration, application and management in the Fire Department, there may be an opportunity for this on a Citywide basis to effectively seek out grant funding for all City operations and have a single point of contact managing all grants.

Recommended Outcomes:

The City should evaluate the cost/benefits associated with having a single person focused on grant acquisition and management to improve the opportunities for grants in all City operations.

Implementation Strategy and Resource Requirements

Develop a process to evaluate the cost vs. benefit of having an internal Citywide grant position that would be at minimum cost neutral in terms of funding received by the City when compared to the salary and benefit costs of such a position.

Cost Impacts:

The cost impacts should be neutral or the City should not consider such a position.

Projections:

Improved opportunities for locating and securing grants. Consistent management of grants in the City.

PUBLIC SAFETY BLUEPRINT STUDY – TECHNICAL APPENDICES

Redding and Shasta County, California

The Technical Appendices, which follow, provide a the research materials developed by the Matrix Consulting Group in the conduct of the Public Safety Blueprint Study for the City of Redding and Shasta County. The purpose of these Technical Appendices, then, is to provide the analytical sequence utilized by the project team for this study and, as a result, the entirety of the facts and issues developed in this Blueprint Study. Each of the attached Appendices represent an interim report developed by the project team starting in June 2015. These Appendices include the following documents:

- Descriptive profiles of the Redding Police and Fire Departments as well as the Custody Division of the Shasta County Sheriff's Office.
- The results of the employee surveys for all three public safety functions included in the scope of this assignment. These surveys, which were distributed early in the process, provided all employees with the opportunity to provide input to the project team on key issues from their perspectives.

These interim documents were reviewed with the Police and Fire Departments and the Custody Division as well as with the project steering committee which was created for this project.

APPENDIX A – PROFILE OF THE REDDING POLICE DEPARTMENT

The report, which follows, provides a descriptive profile of the Redding Police Department (hereafter RPD) for use in the Public Safety Blueprint Study. The purpose of the descriptive profile is to document the project team’s understanding of the organizational structure of the Department, including staffing levels, programs and services, as well as workload and service levels. Data contained in the profile were developed based on the work conducted by the project team to date, including:

- Interviews with management and other supervisory and line staff in the RPD.
- Collection of various data describing organization and staffing patterns, workloads and service levels, etc.

This descriptive profile does not attempt to recapitulate all organizational and operational facets of the RPD. Rather, the profile reflects a summary of our understanding of the organization, which is foundational for issues identification and analysis as part of the Public Safety Blueprint initiative. The structure of this descriptive profile is:

- Organizational charts.
- Summaries of programs and services within the Department, with selected indicators of workload and performance.

These profiles are descriptive only – there are no findings, conclusions nor recommendations to be found in this interim report. At the point at which this was developed (in June 2015), data was still being collected by the project team. This profile was reviewed for accuracy and completeness by RPD management staff.

PUBLIC SAFETY BLUEPRINT

Section: RPD Administration

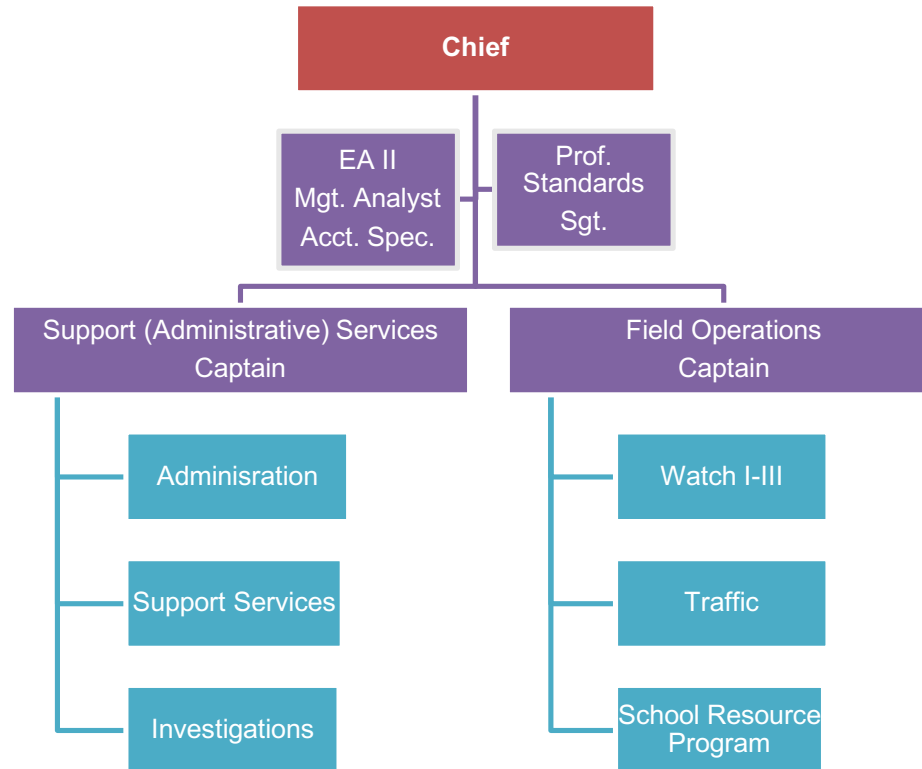
Generalized Scope of Services: The Chief of Police’s Office provides the overall leadership, guidance, management and administration of the Department personnel and the services for which it provides. The Office regularly interfaces with the community, City executive leadership, City Council, and other public safety partners in Redding and Shasta County. It is composed of the executive leadership and key administrative support services of the police department. Staff allocation below reflects recently reorganized structures.

Authorized FTEs:

Unit	Captain	Lieut.	Sergeant	Officer	(Title/#)	
Chief of Police Office	1				Chief	1
Professional Standards			1		Management (Budget) Analyst	1
Office Support					Accounting Specialist	1
					Executive Assistant II	1
Total FTEs: 6	1		1			4

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Chief's Office	<ul style="list-style-type: none"> • Directly supervises the two Captains and noted support positions. • Responsible for writing and implementation of Department policies and procedures. • Develops and maintains good working relationships with other managers in the City as well as local, regional and state law enforcement community. • Develops and maintains good working relationships with local business leaders, community leaders and school officials. • Performs various special project and administrative functions in the management of the Department, as appropriate. • Generally on call 24 hours a day. • Works flexible day shift hours Monday-Friday. 	
Chief's Office (Support)	<ul style="list-style-type: none"> • Responsible for development and implementation of the Department budget. Responsible for key accounting and purchasing activities. • Responsible for executive administrative support to the Chief. • Responsible for special projects, as assigned. 	

Chief of Police Office Organizational Chart



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Section: Support Services Division

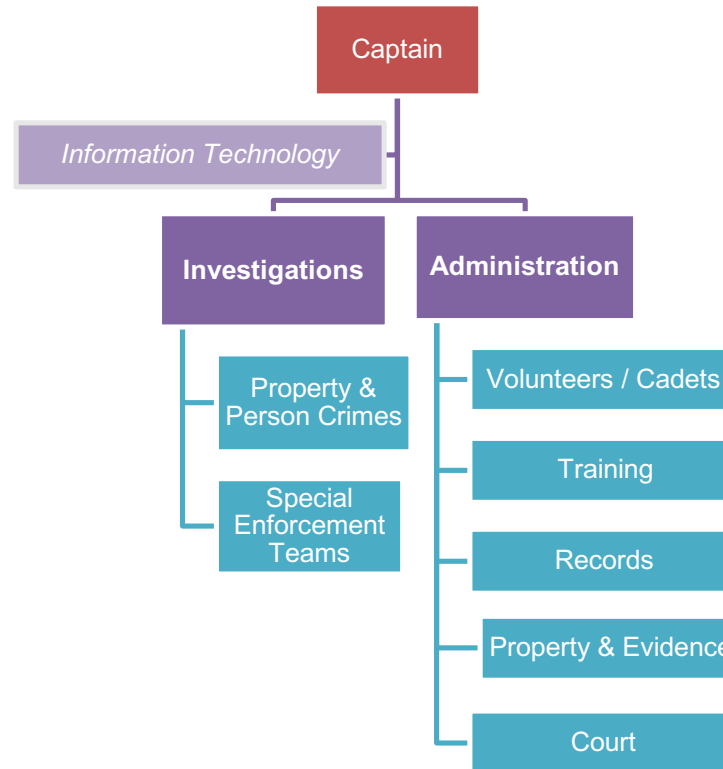
Generalized Scope of Services: The Support Services Division, overseen by a Captain, provides a variety of support services functions to the RPD. These include criminal investigations; special enforcement teams; records; property & evidence; information technology; volunteer programs and other administrative and support services functions.

Presently three (3) part-time and two (2) cadet positions are vacant in the Division.

Authorized FTEs: (Shown in individual sub-units)

Unit	Captain	Lieut.	Sergeant	Officer	(Title/#)
See following Sections					

Support Services Division Organizational Chart



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Section: Support Services Division - Investigations

Generalized Scope of Services: The Investigations Section conducts follow-up criminal investigations on all felony and selected misdemeanor crimes reported to the Police Department. Typically, a uniformed police officer responds to a call for service and prepares a police report which may require follow-up investigation. A Police Investigator is then assigned to conduct the follow-up before an arrest is made or a case is closed. In addition, special enforcement teams detailed below are part of RPD's investigative efforts in partnership with other community public safety organizations in Shasta County.

Authorized FTEs:

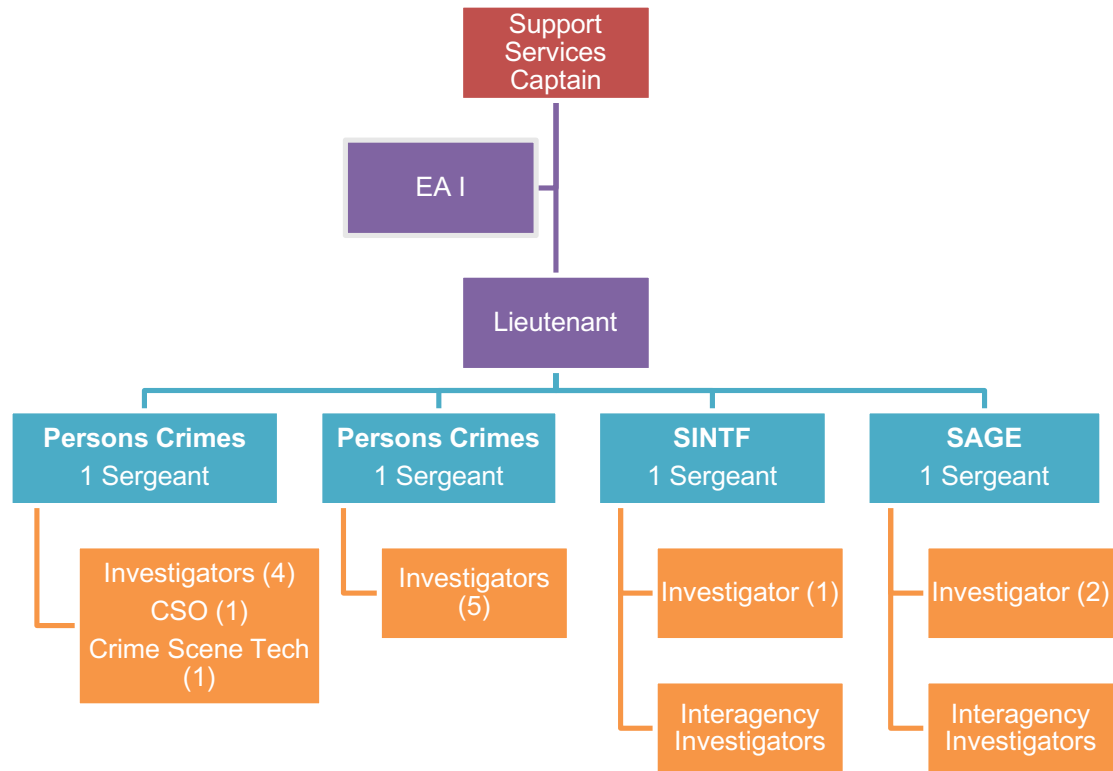
Unit	Captain	Lieut.	Sergeant	Officer	(Title/#)	
Core Investigations	1	1	2	9	CSO	1
					Police Services Supervisor	1
					Crime Scene Technician*	1
Spec. Enforcement Teams			2	3	EA I	1
Total FTEs: 22	1	1	4	12		4

* Crime Scene Technician reports here but is budgeted in Patrol.

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Core Investigations	<ul style="list-style-type: none"> • The Investigations Section is overseen by 1 Captain with 1 Lieutenant. • 1 Sergeant oversees Property Crimes containing 5 investigators to include: 1 burglary; 1 financial crimes; 1 generalist; 1 elder abuse/generalist (50% grant funded). Staff carry felony caseloads. • One volunteer assists property crimes with pawn shop and gold dealer data maintenance. • 1 Sergeant oversees Persons Crimes containing 4 investigators to include: 2 generalists; 2 sex crimes. 1 CSO is responsible for missing person and runaways. • Staff will collectively work on homicide investigations. • A Crime Scene Technician reporting to the Persons Crime sergeant provides advanced field evidence collection as well as fingerprint identification and interface with other agencies processing (e.g. DNA). • As available, 1 light duty support investigator provides assistance. 	

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Special Enforcement Teams	<ul style="list-style-type: none"> • RPD fields two inter-agency Special Enforcement Teams: Shasta Inter-agency Narcotics Task Force (SINTF) and Shasta Anti-Gang Enforcement (SAGE or Parole & Probation Unit). • SINTF is currently overseen by a RPD Sergeant with one (1) Officer and other interagency representatives such as 1 Sheriff Deputy and 1 Homeland Security investigator. Other agencies are committed but presently not staffing due to shortages. • SINTF responds to “immediate narcotics intelligence” from various sources (e.g. informants, emails) and guidance from an inter-agency Board. Operates 7-5 Mo-Thr. • SAGE is currently overseen by a RPD Sergeant with two (2) Officers and other interagency representatives to include two (2) investigators from the California Department of Corrections (CDC). • SAGE provides various enforcement services to include gang, parolee, AB109, probation and “Shasta’s Most Wanted” programs. Additionally, staff responds as an investigative unit during nights. Operates Tue-Fri 11am – 9pm. 	

Investigations Organizational Chart



* One secretary is assigned SINTF which is a SCSO employee.

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Support Services Division – Administrative Section

Generalized Scope of Services: Headed by a Sergeant position, performs a number of administrative functions, including custodial services, crime analysis and statistical functions, administrative duties, volunteer involvement programs, and the cadet program.

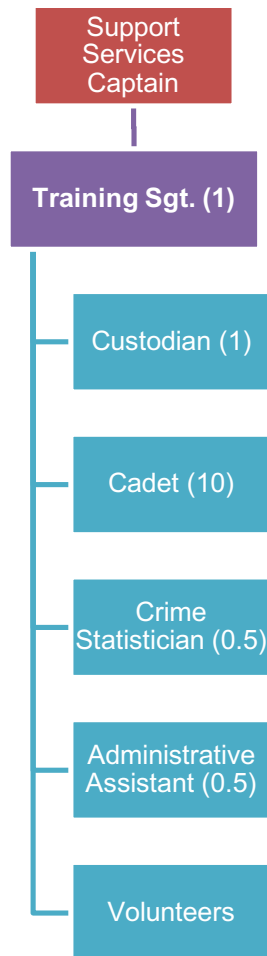
Authorized FTEs:

Unit	Captain	Lieut.	Sergeant	Officer	(Title/#)	
Training / Administration	*		1			
					Custodian	1
					Cadet	10
					Administrative Assistant	0.5
					Crime Statistician (<i>vacant</i>)	0.5
					Volunteer	–
Total FTEs:						12

* One (1) Captain oversees Investigations and Administration

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Administration	<ul style="list-style-type: none"> • Admin. Sgt. coordinates all of the functions organized within the unit. • Reviews and updates policies as needed, examining gaps and/or needed improvements to existing ones. • Handles basic custodial services for police facilities. • The part-time crime statistician position tracks crime statistics and provide reports as needed to outside agencies and organizations, as well as to personnel within the RPD. • Cadets perform a number of various duties within the department as requested, including delivering reports to Investigations, court runs, as well as signing off citations. • Volunteers assist different personnel in a number of specific roles, including the transfer of video evidence to CD-ROMS. • Performs various administrative duties as necessary to include background checks, hiring, internal affairs investigations, etc. 	

**Support Services – Administrative Section
Organizational Chart**



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Support Services Division – Records Section

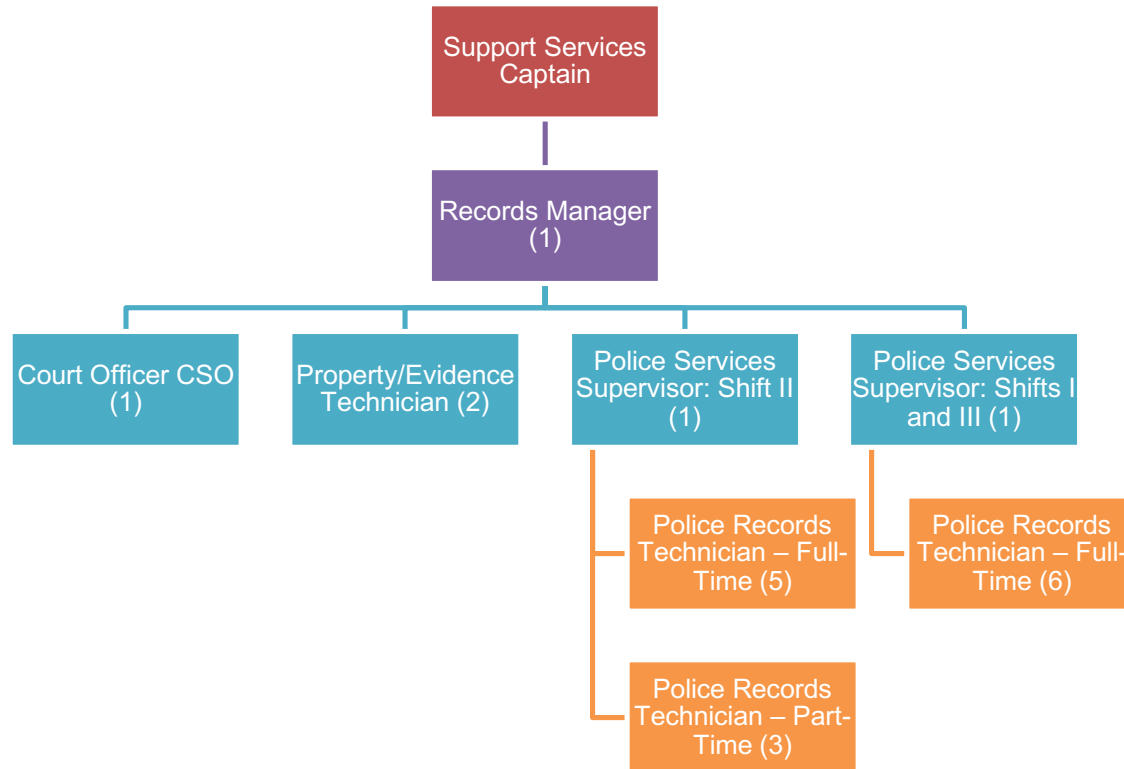
Generalized Scope of Services: Performs several core support functions, including the management of property and evidence, records services. Records services provide a number of services beyond administrative and records-related functions, including on-demand CLETS checks for patrol officers on a 24-7 basis.

Authorized FTEs:

Unit	Captain	Lieut.	Sergeant	Officer	(Title/#)	
Support Services					Police Records Manager	1
					Court Officer (CSO)	1
					Property/Evidence Technician	2
<i>Records</i>					Police Services Supervisor	2
<i>P&E</i>					Police Records Technician	11
					Police Records Technician (Part-Time FTE)	3 (1.5)
Total FTEs: 18.5						18.5

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Court Officer CSO	<ul style="list-style-type: none"> • Ensures that everyone arriving at court has all proper documentation with them. • Performs various administrative duties relating to cases, including victim notification. • Works a 5-8 schedule beginning at 0600 hours. 	
Property and Evidence	<ul style="list-style-type: none"> • Technicians perform inventory of the contents of the property room. • Manages the auctioning and destruction of property items. • Sorts and retrieves items based on uniquely assigned barcodes. • Ensures that proper procedures and policies are met for the storage of items, in addition to chain of custody protocols. 	
Records	<ul style="list-style-type: none"> • Performs CLETS checks, responding to patrol officers' requests for information on warrants, criminal history, subpoenas, and other areas. • Types reports written by officers. • Provides varied support including sex offender registry/reporting. • Transported printed reports to Investigations upon completion. • Answers phone calls throughout a 24-hour period, both from the public, as well as from within the department. • Staffs the front desk open to the public from 7:30am-5:00pm. • Performs various other administrative duties as needed. • Works 5-8 shifts in three teams, providing services 24 hours a day, 7 days a week. 	

Support Services – Records Section Organizational Chart



PUBLIC SAFETY BLUEPRINT

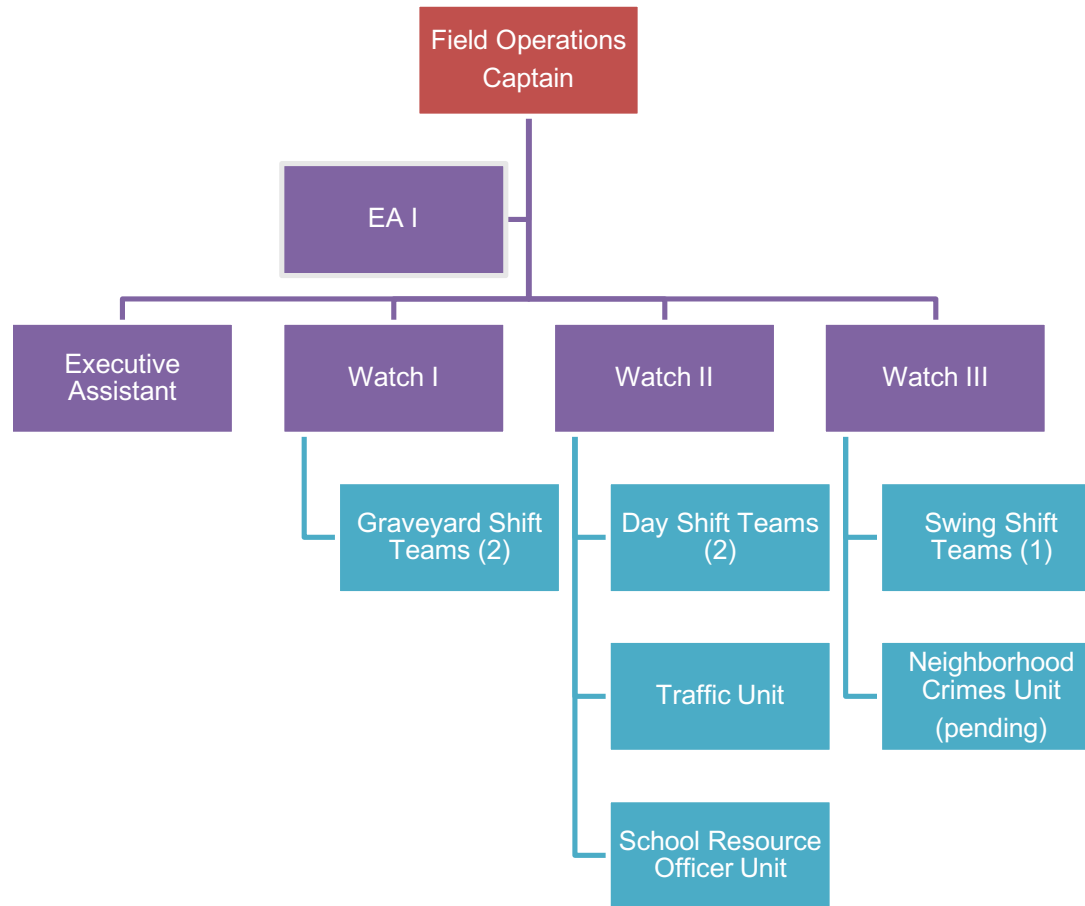
Section: Field Operations Division

Generalized Scope of Services: Performs core patrol functions for the City of Redding, in additional special enforcement services and functions. Divided into three sections, each of which headed by a Lieutenant-filled Watch Commander position. Teams represent one of three shifts – Graveyard, Day, and Swing. Additionally, The Street Crimes Unit (Watch III) and Traffic (Watch II) are also organized within the Field Operations Division.

Authorized FTEs: (Shown in individual sub-units)

Unit	Captain	Lieut.	Sergeant	Officer	(Title/#)
See following Sections					

Field Operations Divisions Organization
(Staffing levels shown in subsections)



PUBLIC SAFETY BLUEPRINT

Section: Field Operations Division – Special Enforcement

Generalized Scope of Services: Specialized enforcement teams are assigned to the Field Operations Division and come in a variety of formats. Varied specialized enforcement teams such as SWAT are ancillary services performed by a variety of RPD personnel. The five (5) K9 teams are part of Patrol as primary calls for service responders although they have specialized duties due to their capabilities. Special Enforcement assignments that are composed of full-time staff include traffic enforcement details and school resource officer programs.

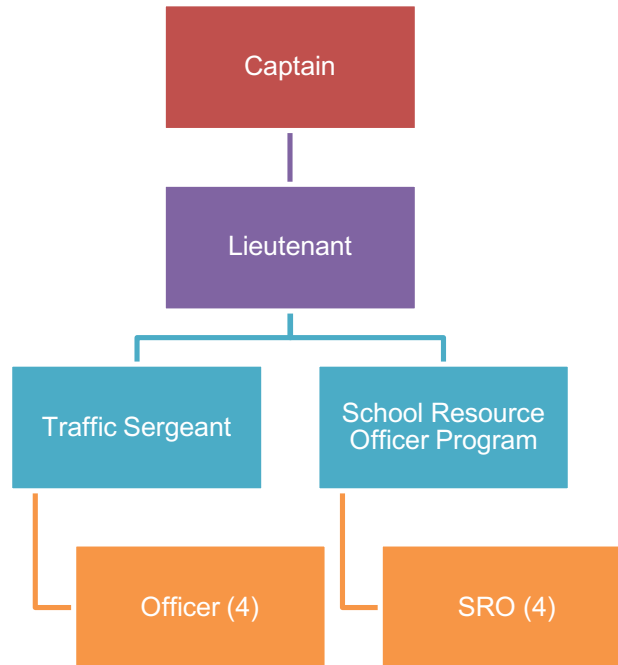
Authorized FTEs:

Unit	Captain	Lieut.	Sergeant	Officer	(Title/#)
Traffic			1	4	P/T Red Light Enforcement Specialists 3 (1.5)
					P/T Car Washer 1
					Community Services Officer 1
School Resource Officers				4	
Total FTEs: 11.5			1	8	2.5

Additionally (1) CWPO is paid 75% by Solid Waste.
 Most Traffic Enforcement Officers on temporary assignment elsewhere.

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Traffic	<ul style="list-style-type: none"> • The Traffic Enforcement Team is overseen by a Sergeant and composed of four (4) officers, one of which is temporarily assigned to the SRO program; one to patrol, one on injury. • Staff conduct traffic enforcement activities, as time is available, as a Motor Officer. • Provides periodic bicycle patrol in downtown areas. • Manages Selected Traffic Enforcement Programs (STEP) grant and AVOID grants (OTS). • Provides traffic and enforcement details at a variety of City Special Events. • Admn. Sergeant also oversees part-time car washer and part-time Red Light Enforcement Specialists. • On split-shift 4/10 program Mon-Fri (Mo-Th or Tu-Fr). 	
School Resource Officer Program	<ul style="list-style-type: none"> • Four (4) School Resource Officers report directly to the Day Shift Lieutenant. • SRO's assigned to elementary/middle schools or high schools in both school districts. Salary paid 50/50 by District. • Officers respond to calls for service at schools primarily generated by direct phone contact as opposed to dispatch services. • SRO's provide tutoring, mentoring and policing services at campuses, committing to attending High Schools daily and each other campus at least 1x/week. • Operate Mon-Fri 7:30-3:30. 	

Field Operations Special Enforcement Organizational Chart



PUBLIC SAFETY BLUEPRINT

Section: Field Operations Division – Patrol

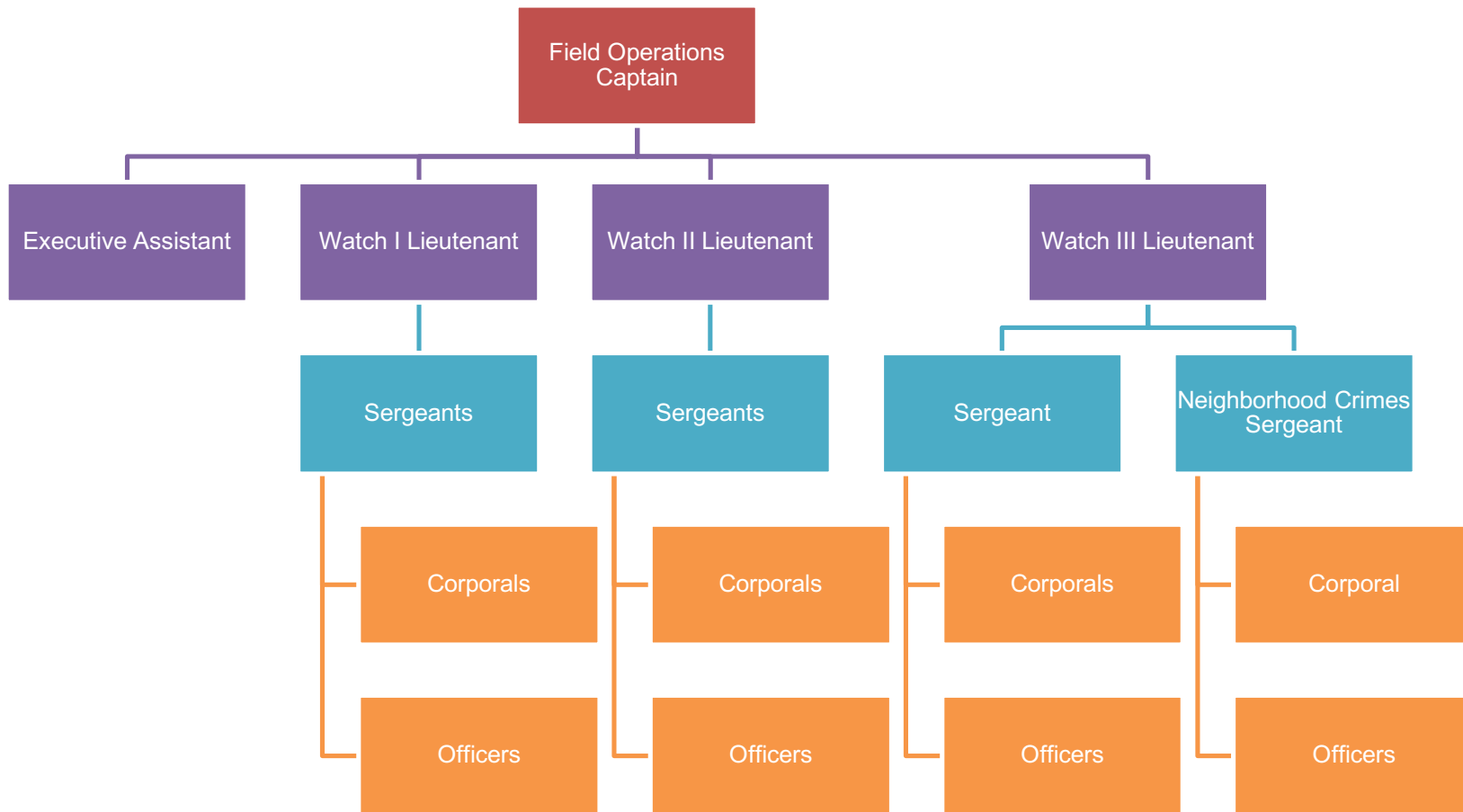
Generalized Scope of Services: Performs core patrol functions for the City of Redding, in additional special enforcement services and functions. Divided into three sections, each of which headed by a Lieutenant-filled Watch Commander position. Teams represent one three shifts – Graveyard, Day, and Swing. Additionally, The Street Crimes Unit (Watch III) and Traffic (Watch II) are also organized within the Field Operations Division.

Authorized FTEs:

Unit	Captain	Lieut.	Sergeant	Corporal	Officer	(Title/#)	
Field Operations	1					Executive Assistant I	1
Watch 1A (4/10)		1	1	1	10		
Watch 1B (3/12)			1	1	10		
Watch 1B (3/12) Cover			1	1			
Watch 2A (4/10)		1	1	1	9	Ofc in Training	5
Watch 2B (4/10)			1	1	9		
Watch 3 (4/10)		1	1	1	11	Ofc VACANCIES	5
Total FTEs: 76	1	3	6	6	49		11

(Watch 2 includes Traffic Unit and SRO, which is shown previously and separately) 5 officer vacancies present.

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Core Patrol	<ul style="list-style-type: none"> • Responsible for handling calls for services, completing written reports as needed. • Interviews contacts in the field, as well as other initial investigational tasks. • Personnel work 10-hour shifts Mon-Thu, and 12.5 hour Fri-Sun. • Works voluntary and mandatory overtime as needed to meet basic staffing levels, • Watch Commanders track and manage overtime, ensuring that basic shift staffing levels are met. • When established and staffed, Neighborhood Crimes Unit (1 Sgt., 1 Cpl., 4 Ofc. Within Watch III) focuses largely on special enforcement issues. • Roles of Traffic Unit are detailed in the previous subsection. 	<ul style="list-style-type: none"> • Percentage of time available for proactive policing activities. • Number and time spent on officer-initiated incidents. • Overtime usage. • Number of arrests and bookings. • Number of reports written.



See prior table for staffing by shifts

APPENDIX B – PROFILE OF THE REDDING FIRE DEPARTMENT

The report, which follows, provides a descriptive profile of the Redding Fire Department (hereafter RFD) for use in the Public Safety Blueprint Study. The purpose of the descriptive profile is to document the project team’s understanding of the organizational structure of the Department, including staffing levels, programs and services, as well as workload and service levels. Data contained in the profile were developed based on the work conducted by the project team to date, including:

- Interviews with management and other supervisory and line staff in the RFD.
- Collection of various data describing organization and staffing patterns, workloads and service levels, etc.

This descriptive profile does not attempt to recapitulate all organizational and operational facets of the RFD. Rather, the profile reflects a summary of our understanding of the organization, which is foundational for issues identification and analysis as part of the Public Safety Blueprint initiative. The structure of this descriptive profile is:

- Organizational charts.
- Summaries of programs and services within the Department, with selected indicators of workload and performance.

These profiles are descriptive only – there are no findings, conclusions nor recommendations to be found in this interim report. At the point at which this was developed (in June 2015), data was still being collected by the project team. This profile was reviewed for accuracy and completeness by RFD management staff.

PUBLIC SAFETY BLUEPRINT

Division: Fire Administration & Training

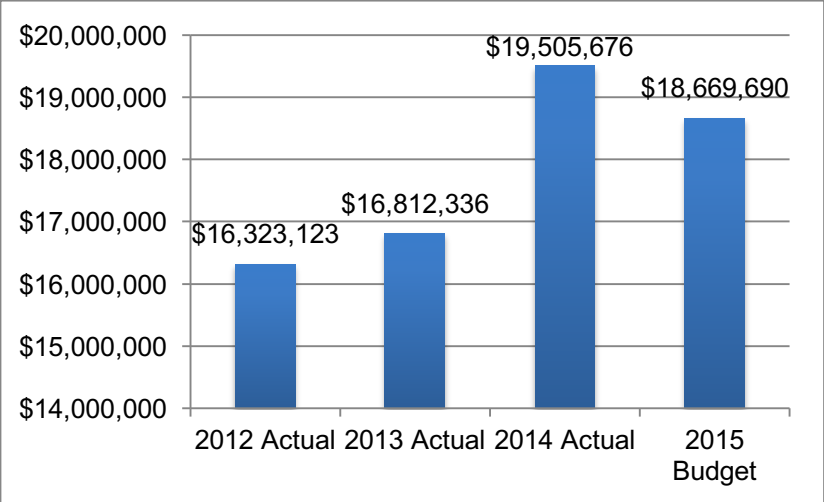
Generalized Scope of Services: The Fire Administration Division provides oversight of the Fire Department, providing managerial guidance over all fire, EMS First Responder, training prevention and support services provided by the Redding Fire Department. Administration provides broad oversight, leadership, budgetary, problem resolution, and special projects services for the Department. The Division Chief oversees the training functions of the Department and ensures personnel complete the required training of the RFD.

Authorized FTEs:

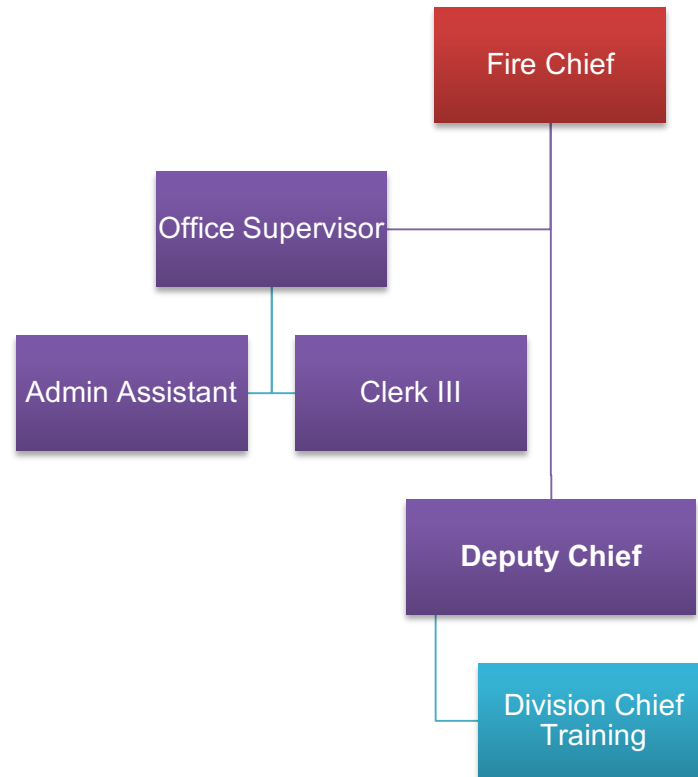
Division	Chief	Deputy Chief	Division Chief	Office Supervisor	(Title/#)	
Administration	1	1	1	1	Administrative Assistant	.5
					Clerk III	.75
Total FTEs: 5.25	1	1	1	1		1.25

Current Vacancies in Fire Administration:

- Fire Chief (1)

Key Programs and Services:												
Unit / Functional Area	Description of Services	Departmental Budget Trend										
Administration	<ul style="list-style-type: none"> • Manages and coordinates all fire, and fire prevention services for the Department. • Directly oversees managerial staff and administrative support staff. • Resolves various issues surrounding fire and EMS first responder service delivery. Performs special projects, as directed. • Serve as liaison to numerous outside service agencies. • Perform webmaster services for the RFD. • Work Mon-Fri 0800-1700 shift. 	 <table border="1" style="margin: auto; border-collapse: collapse;"> <caption>Departmental Budget Trend</caption> <thead> <tr> <th>Year</th> <th>Budget</th> </tr> </thead> <tbody> <tr> <td>2012 Actual</td> <td>\$16,323,123</td> </tr> <tr> <td>2013 Actual</td> <td>\$16,812,336</td> </tr> <tr> <td>2014 Actual</td> <td>\$19,505,676</td> </tr> <tr> <td>2015 Budget</td> <td>\$18,669,690</td> </tr> </tbody> </table>	Year	Budget	2012 Actual	\$16,323,123	2013 Actual	\$16,812,336	2014 Actual	\$19,505,676	2015 Budget	\$18,669,690
Year	Budget											
2012 Actual	\$16,323,123											
2013 Actual	\$16,812,336											
2014 Actual	\$19,505,676											
2015 Budget	\$18,669,690											
Administration Support	<ul style="list-style-type: none"> • Provide clerical support for the RFD. • Ensure proper storage and retention of departmental records. • Assist in response to Freedom of Information Act requests for public records. • Assist walk in customers and answer department phones. 											

Fire Administration Organizational Chart



PUBLIC SAFETY BLUEPRINT

Division: Prevention

Generalized Scope of Services: The Fire Prevention Division is responsible for conducting mandated state life safety inspections (annual), business inspections for businesses with life safety systems (3 years) and general business inspections (5 years). The division also assists with project reviews with Community Planning, reviews plans submitted to the Planning Department, ensures compliance with the vegetation buffer ordinance, investigate suspicious fires, conduct plan reviews on fire alarm systems, conduct public education, assist in Fire Code development, adoption and implementation. The division also participates in the Shasta County Fire Prevention Officers Taskforce and Secret Witness program and serves on the City’s Safety Inspection and Community Safety Education Teams.

Authorized FTEs:

Division	Division Chief	Inspector / Investigator
Fire Prevention	1	2
Total FTEs: 3	1	3

Key Programs and Services:																																												
Division	Description of Services	Key Annual Workload Indicators																																										
Fire Prevention	<ul style="list-style-type: none"> • Authorized one Division Chief and 2 Fire Inspectors/Investigators • Oversee business inspection program and conduct inspections on State mandated businesses annually. • Assist Community Development on new project reviews. • Assist Planning on plan reviews. • Conduct plan review on fire alarm systems. • Investigate suspicious fires in Redding. • Conduct Public Fire Education events as needed. • Assist in Fire Code development, adoption and implementation. • Provide Fire Prevention records for Freedom of Information Act requests. • Develop and manage the Fire Prevention budget. • Participate in the Shasta County Fire Prevention Officers Task Force and Secret Witness Program. ◦ Serve as members of the City Safety Inspection Team and Community Safety Education Team. 	<table border="1"> <thead> <tr> <th>Workload Indicator</th> <th>2012</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>Arson Fires</td> <td>78</td> <td>91</td> <td>92</td> </tr> <tr> <td>Fire Investigations</td> <td>184</td> <td>216</td> <td>170</td> </tr> <tr> <td>Fire Inspections</td> <td>1,150</td> <td>871</td> <td>1,109</td> </tr> <tr> <td>Plan Reviews</td> <td>50</td> <td>57</td> <td>52</td> </tr> <tr> <td>Weed Complaints</td> <td>138</td> <td>141</td> <td>218</td> </tr> <tr> <td>Public Information</td> <td>50</td> <td>73</td> <td>50</td> </tr> <tr> <td>Vegetation Inspections</td> <td>0</td> <td>35</td> <td>26</td> </tr> <tr> <td>Burn Permits</td> <td>1,629</td> <td>1,384</td> <td>1,228</td> </tr> <tr> <td>Total</td> <td>3,279</td> <td>2,868</td> <td>2,945</td> </tr> </tbody> </table>			Workload Indicator	2012	2013	2014	Arson Fires	78	91	92	Fire Investigations	184	216	170	Fire Inspections	1,150	871	1,109	Plan Reviews	50	57	52	Weed Complaints	138	141	218	Public Information	50	73	50	Vegetation Inspections	0	35	26	Burn Permits	1,629	1,384	1,228	Total	3,279	2,868	2,945
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**Fire Prevention
Organizational Chart**



PUBLIC SAFETY BLUEPRINT

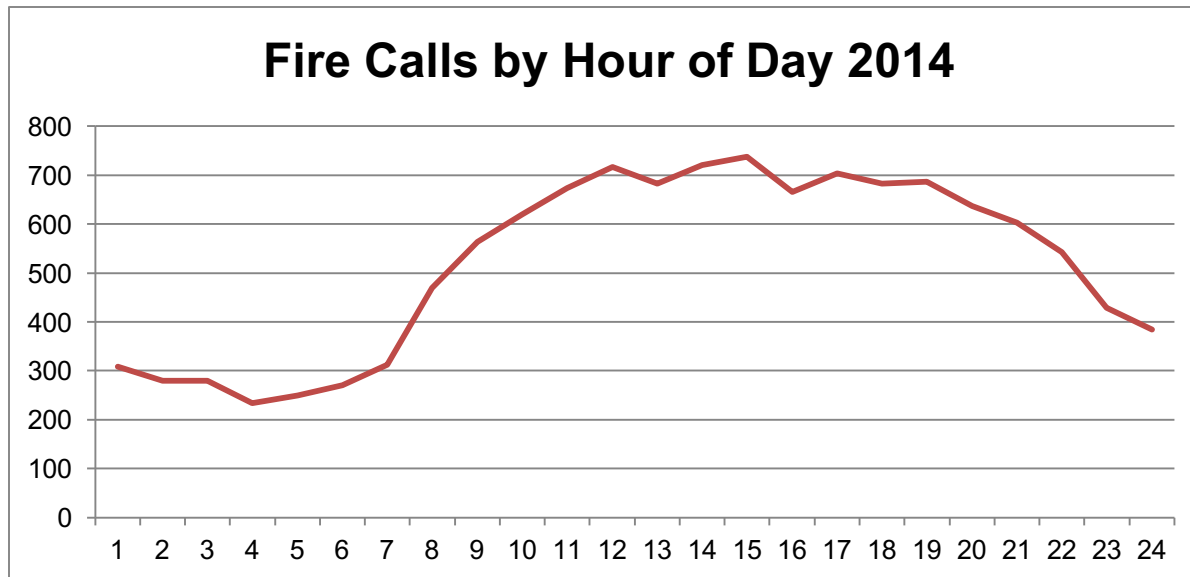
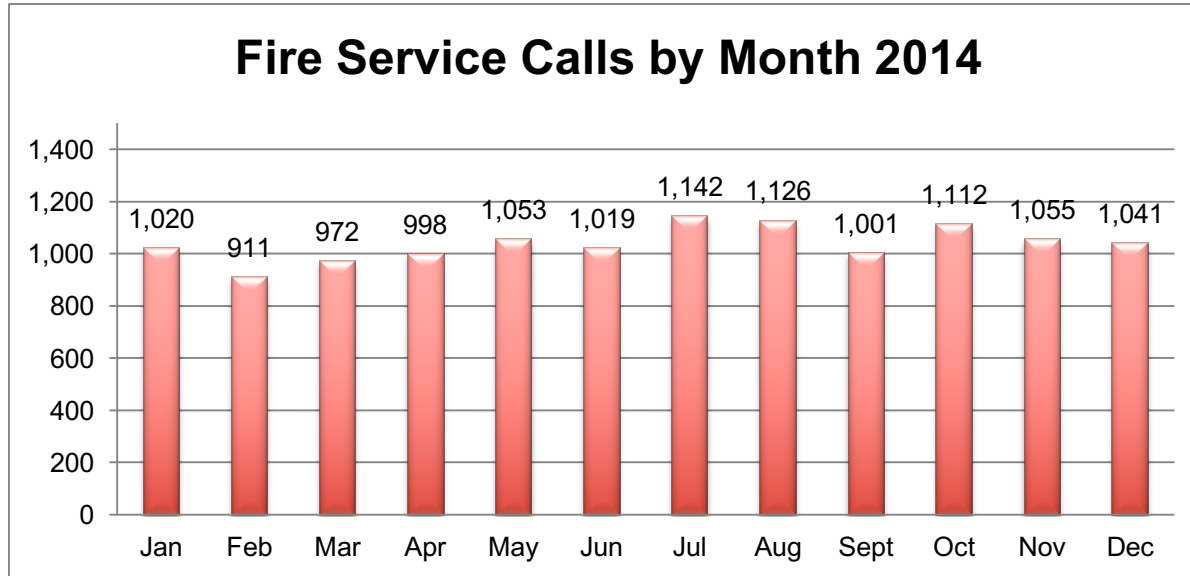
Division: Operations

Generalized Scope of Services: The Operations / Suppression Division is responsible for responding to emergency calls for service and conducting inspections as scheduled by the Fire Prevention Division on businesses with life safety systems and general businesses. They also conduct public education and provide station tours as needed as well as ensure the station and assigned apparatus are in a constant state of readiness to respond to emergency calls for service.

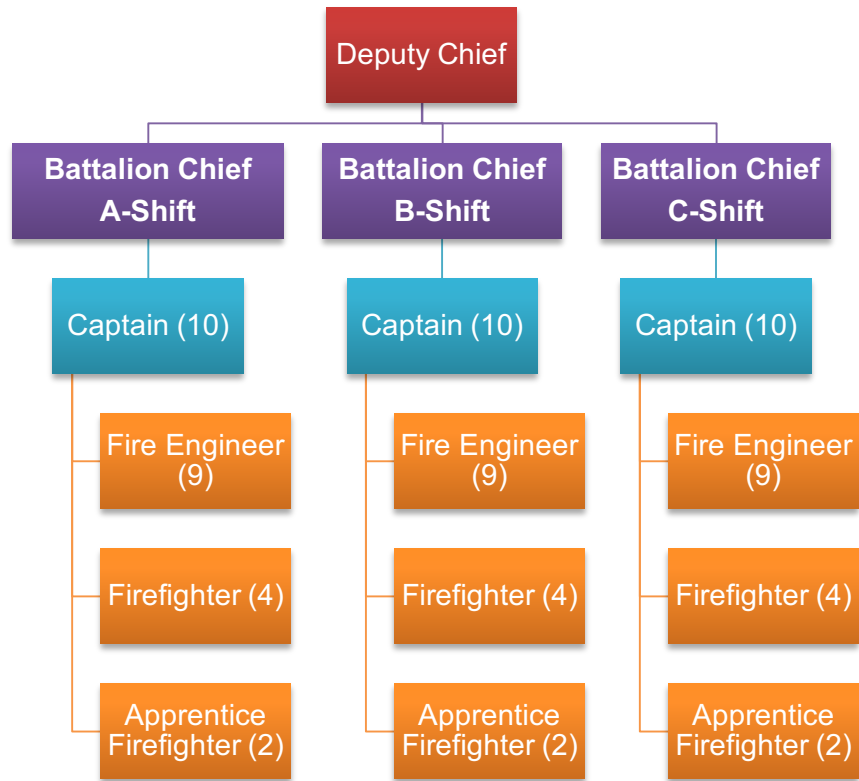
Authorized FTEs:

Shift	Battalion Chief	Captain	Engineer	Firefighter	Apprentice Firefighter
A - Shift	1	10	9	4	2
B - Shift	1	10	9	4	2
C - Shift	1	10	9	4	2
Total FTEs: 78	3	30	27	12	6

Key Programs and Services:		
Division	Description of Services	Key Annual Workload Indicators
Operations / Suppression	<ul style="list-style-type: none"> • Battalion Chief oversees the day to day operations of the suppression personnel. • Each Battalion Chief is responsible for managing specific functional areas: <ul style="list-style-type: none"> – AARF, SCBA, PPE (A) – Facilities (B) – Fleet (C) • Each BC is assigned one rank to work with personnel and conduct testing and run the evaluation center. • Captains serve as the shift supervisor for each emergency response apparatus and supervise the Fire Engineers, Firefighters and Apprentice Firefighters assigned to their apparatus. • Personnel ensure the operational readiness of apparatus to ensure it can safely and effectively respond to emergency calls for service. • Personnel respond to and mitigate emergency scenes for calls requiring a response. 	



Operations / Suppression Organizational Chart



APPENDIX C – PROFILE OF THE SHERIFF’S OFFICE CUSTODY DIVISION

The report, which follows, provides a descriptive profile of the Shasta County Sheriff’s Office Custody Division for use in the Public Safety Blueprint Study. The purpose of the descriptive profile is to document the project team’s understanding of the organizational structure of the Division, including staffing levels, programs and services, as well as workload and service levels. Data contained in the profile were developed based on the work conducted by the project team to date, including:

- Interviews with management and other supervisory and line staff in the Custody Division.
- Collection of various data describing organization and staffing patterns, workloads and service levels, etc.

This descriptive profile does not attempt to recapitulate all organizational and operational facets of the Division. Rather, the profile reflects a summary of our understanding of the organization, which is foundational for issues identification and analysis as part of the Public Safety Blueprint initiative. The structure of this descriptive profile is:

- Organizational charts.
- Summaries of programs and services, with selected indicators of workload and performance.

These profiles are descriptive only – there are no findings, conclusions nor recommendations to be found in this interim report. At the point at which this was developed (in June 2015), data was still being collected by the project team. This profile was reviewed for accuracy and completeness by Division management staff.

PUBLIC SAFETY BLUEPRINT

Section: Jail Administration

Generalized Scope of Services: The Jail Administration section provides oversight of the Custody Division, providing managerial guidance over all detention services provided by the Shasta County Sheriff's Office. This includes oversight of correctional, Public Safety Service Officer (PSSO), and administrative staff as well as the diverse number of programs and functional sections within the facility. Administration provides broad oversight, leadership, budgetary, problem resolution, and special projects services for the Division. The Custody Division personnel and administration, strive to work together to improve the efficient operation of the facility and to provide continual upgrades, enhancing the facility's use to the community it serves.

Authorized FTEs:

Unit	Captain	Lieut.	Sergeant	Deputy	(Title/#)	
Jail Administration	1	1			Auditor / Accountant	1
Total FTEs: 3	1	1				1

Jail Division vacancies include the following overall positions:

Six (6) vacant (authorized/funded) Correctional Deputies beginning 7/1/15 (subject to change)

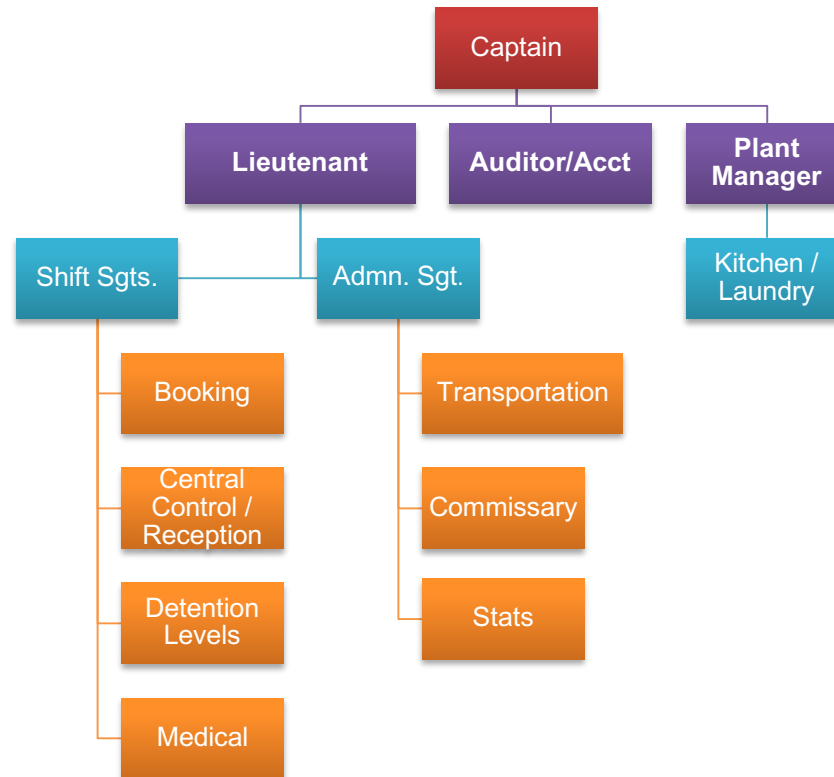
Eight (8) vacant (authorized/funded) PSSO beginning 7/1/15 (subject to change)

One (1) vacant (authorized/unfunded) PSSO

Two (2) vacant (authorized/unfunded) Correctional Deputies

Key Programs and Services:										
Unit / Functional Area	Description of Services	Key Annual Workload Indicators								
Administration	<ul style="list-style-type: none"> • Manages and coordinates all jail services in the County to meet objectives set by the County Sheriff. • Directly oversees supervisory and managerial staff. • Resolves various issues surrounding Jail operations. Performs special projects, as directed. • Works 9/80 shift schedule 	<div style="border: 1px solid black; padding: 10px;"> <p>FY 2013-15 Approved Jail Budget</p> <table border="1" style="margin: 10px auto; border-collapse: collapse;"> <thead> <tr> <th>Fiscal Year</th> <th>Approved Jail Budget</th> </tr> </thead> <tbody> <tr> <td>FY 13</td> <td>\$14.04</td> </tr> <tr> <td>FY 14</td> <td>\$14.40</td> </tr> <tr> <td>FY 15</td> <td>\$14.62</td> </tr> </tbody> </table> </div>	Fiscal Year	Approved Jail Budget	FY 13	\$14.04	FY 14	\$14.40	FY 15	\$14.62
Fiscal Year	Approved Jail Budget									
FY 13	\$14.04									
FY 14	\$14.40									
FY 15	\$14.62									
Administration Support	<ul style="list-style-type: none"> • Auditor/Accountant supports Captain and Lieutenant through various administrative and office support tasks. • Provides on-going administrative support and special project functions. • Prepares and monitors Division annual budget and performs various accounting functions for Jail. 									

Jail Administration Organizational Chart



PUBLIC SAFETY BLUEPRINT

Section: Booking / Central Control

Generalized Scope of Services: Booking services are the initial entry point (Intake) of arrestees taken to the Jail. Detained individuals are typically brought through the vehicle Sally Port, to be searched, processed, and booked and released or classified for a housing unit. The booking area contains shift supervision, correctional staff, PSSO's and the administrative sergeant (discussed later).

Central Control provides observational and communication support for the entire jail facility and reports directly to the shift sergeants located in Booking. This also includes Jail Reception interfacing with the general public at the "front counter."

Each day shift are authorized 1 shift sergeant; 4 processing correctional deputies; 1 classification deputy; 4 PSSO positions (of which 1 is Senior) which includes one at reception, two at booking and one at Central Control; and the Admin. Sergeant position. Presently only one PSSO is in booking.

Each night shift are authorized 1 shift sergeant; 4 processing correctional deputies; 1 classification deputy; 2 booking PSSO position (generally a Senior) and 2 Central Control PSSO positions. Given vacancies only 3 correction deputies are assigned, and 1 booking PSSO on one of the two night shifts.

Staff work 12-hour shift program, 0700-1900, 1900-0700, 3-on/4-off, 4-on/3-off shift program.

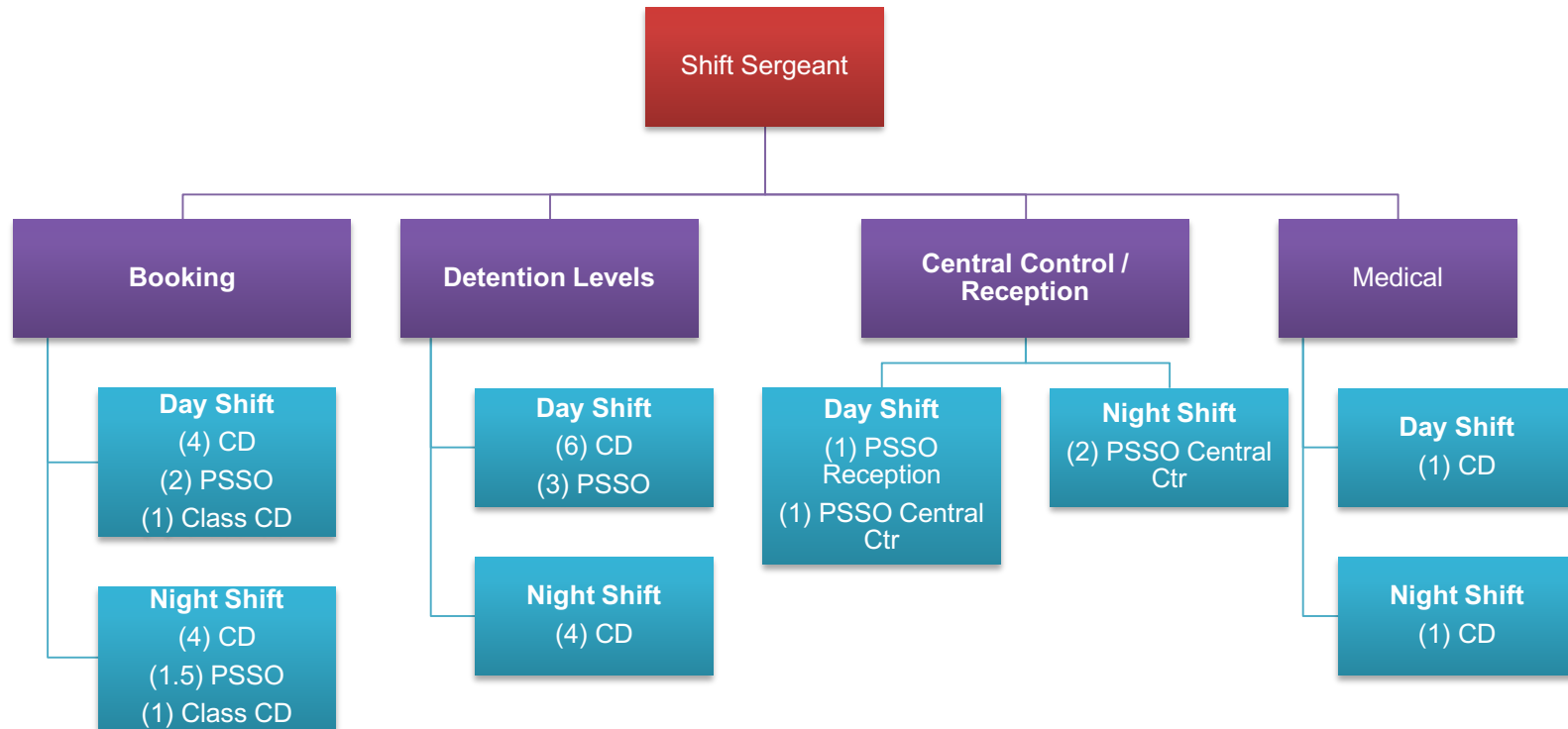
Authorized FTEs: (due to vacancies some of these positions are not filled as noted above).

Unit	Captain	Lieut.	Sergeant	Deputy	(Title/#)	
Booking / Intake				16	PSSO	8
Classifications				4		
Central Control/Reception					PSSO	8
Supervision			4			
Total FTEs: 36			4	20		16

Key Programs and Services:										
Unit / Functional Area	Description of Services	Key Annual Workload Indicators								
Booking / Intake	<ul style="list-style-type: none"> • Authorized three (3) Correctional Deputies and one (1) PSSO on Night Shift; authorized four (4) Correctional Deputies and two (2) PSSO on Day Shift. A PSSO on each shift is a “Senior” classification. • Completes intake for new inmates, following protocols and procedures. • Performs search, fingerprinting, photography and other processing. • Upon the release of an inmate, reviews identity and all necessary documentation to ensure accuracy. • Collects, organizes, and eventually returns any inmate property at the time of release. • Works 12-hour shift similar to security correctional deputies. 	<p style="text-align: center;">Avg. Daily Bookings by FY (2012-14)</p> <table border="1" style="margin-top: 10px; width: 100%; border-collapse: collapse;"> <caption>Avg. Daily Bookings by FY (2012-14)</caption> <thead> <tr> <th>Fiscal Year</th> <th>Avg. Daily Bookings</th> </tr> </thead> <tbody> <tr> <td>2012</td> <td>~32.7</td> </tr> <tr> <td>2013</td> <td>~32.1</td> </tr> <tr> <td>2014</td> <td>~32.3</td> </tr> </tbody> </table>	Fiscal Year	Avg. Daily Bookings	2012	~32.7	2013	~32.1	2014	~32.3
Fiscal Year	Avg. Daily Bookings									
2012	~32.7									
2013	~32.1									
2014	~32.3									
Classifications	<ul style="list-style-type: none"> • Consists of at least one (1) Classification Deputy per shift who is cross-trained. • Provides inmate “risk” classification services to include initial/revised classification and housing assignment based on variety of data. • Oversees results of Booking PSSO initial classification data. PSSO runs criminal histories, and initial inmate questioning. • Updates inmate data and paperwork as inmate processed through system (e.g. court). Updates inmate population sheet. • Interfaces with Shift Sergeant related to “early release” of inmates based on caps. • Works 12-hour shift similar to security correctional deputies. 									

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Central Control	<ul style="list-style-type: none"> • Includes Central Control (panel) assignments and Reception (Day Shift). Reception staffed one (1) PSSO and Central Control staffed one (1) PSSO on Day Shift. Night Shift has two (2) PSSO in Central Control. • Reception provides front desk services for public and other duties, as assigned. Reports to Admn. Sergeant. • Day shift central control provides ingress/egress of main doors and monitoring/oversight for Jail facility. • Night shift central control takes over ingress/egress for all three jail levels plus central control duties as Housing Unit control panels are shut down. • Reports to Senior PSSO on shift (in booking) or Shift Sergeant. • Works 12-hour shift similar to security correctional deputies. 	
Supervision	<ul style="list-style-type: none"> • Consists of four (4) shift sergeants, one per shift (A and B, Day and Night). Shift sergeants oversee shift operation, perform scheduling, address grievances, determine inmate releases based on population caps, direct line staff, ensure welfare checks and pod searches are conducted, and performs other supervisory duties as assigned. 	

Jail Booking / Central Control Organizational Chart (Staff per Shift)



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Section: Administration Support

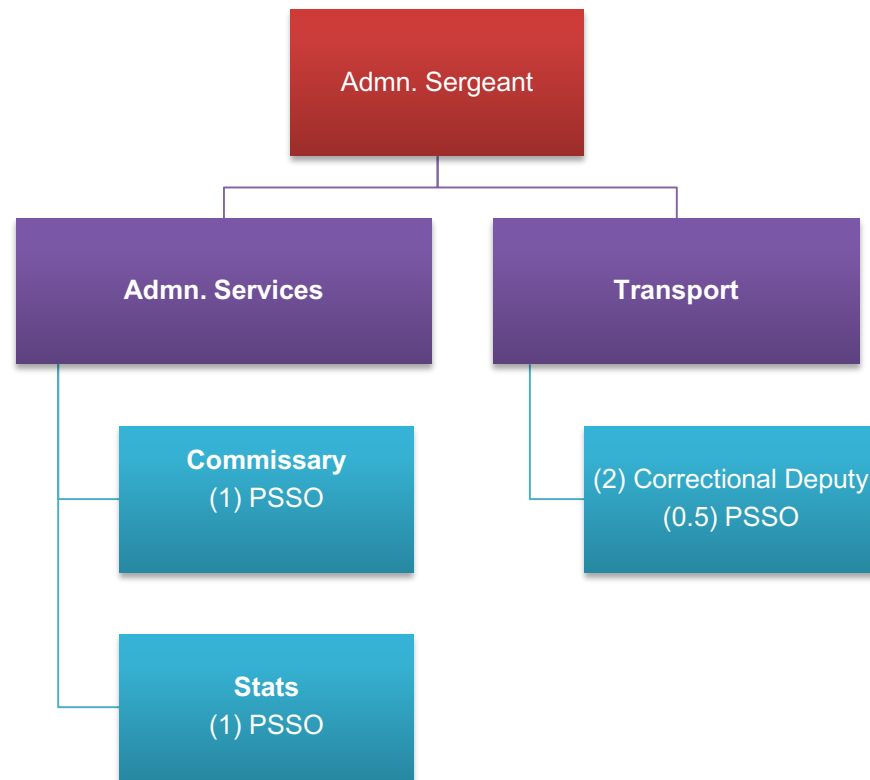
Generalized Scope of Services: Administration Support consists of the Admin. Support sergeant, statistician, commissary, and transportation services. The Admn. Sergeant oversees Reception personnel although these staff are part of “Central Control” organizationally.

Authorized FTEs:

Unit	Captain	Lieut.	Sergeant	Deputy	(Title/#)	
Administrative Sgt.			1		Stats and Commissary PSSO	2
Transport				2	P/T PSSO	0.5
Total FTEs: 5.5			1	2		2.5

Key Programs and Services:														
Unit / Functional Area	Description of Services	Key Annual Workload Indicators												
Administration Support	<ul style="list-style-type: none"> Admn. Sergeant oversees specialized PSSO staff; acts as Jail Custodian of Records; oversees Transport, Classification, Reception and JTO program and is in charge of new hire, recruitment and training. Operates Tue-Fri on 4/10 program. One(1) Sr. PSSO position performs statistical data maintenance/reports from AS400, is x-trained to support transportation, and provides work direction to the Commissary PSSO and part-time transportation PSSO. On 9/80 shift program. One (1) PSSO position performs commissary duties to include ordering for inmates, delivery of items, and oversight of internal workers (trustees). On 5/8 shift program. 	<p>Annual Transports by Type (FY 2013 and 2014)</p> <table border="1"> <caption>Annual Transports by Type (FY 2013 and 2014)</caption> <thead> <tr> <th>Type</th> <th>2013</th> <th>2014</th> </tr> </thead> <tbody> <tr> <td>Emergency</td> <td>48</td> <td>54</td> </tr> <tr> <td>Medical Runs</td> <td>107</td> <td>145</td> </tr> <tr> <td>Transports</td> <td>622</td> <td>683</td> </tr> </tbody> </table>	Type	2013	2014	Emergency	48	54	Medical Runs	107	145	Transports	622	683
Type	2013	2014												
Emergency	48	54												
Medical Runs	107	145												
Transports	622	683												
Transport	<ul style="list-style-type: none"> Consists of two (2) Correction Deputy positions and one (1) part-time PSSO. Transports inmates when needed and as directed in a safe and secure manner. Assists in property pulls and packet preparation. Works 12-hour shift similar to security correction deputies. 													

Administration Support Organizational Chart



PUBLIC SAFETY BLUEPRINT

Section: Housing Services

Generalized Scope of Services: Housing includes inmate housing services to include incarceration supervision, floor security, remote monitoring (panel) security, inmate movement, health (medical/dental/mental) health services, food services (kitchen), random inspections and other custody based services to ensure the health and welfare of inmates, visitors, and jail staff.

Housing includes fixed-post assignments assigned to both Correction Deputies and PSSO staff on panel security on each Jail level and/or Central Control. Staff report to the Shift Sergeant housed in the Booking area.

Each day shift are authorized 6 correction deputies assigned to jail levels; 3 PSSO's assigned to control panels;

Each night shift are authorized 4 correction deputies assigned to jail levels.

Health Services are contracted out to a third-party vendor. 1 Correctional Deputy is assigned security services in this area.

Kitchen is overseen by a Plant Manager with 1-2 cooks assigned per shift. Internal workers (trustees) provide meal preparation assistance.

Security Correction Deputy staff work 12-hour shift program, 0700-1900, 1900-0700, 3-on/4-off, 4-on/3-off shift program.

Authorized FTEs:

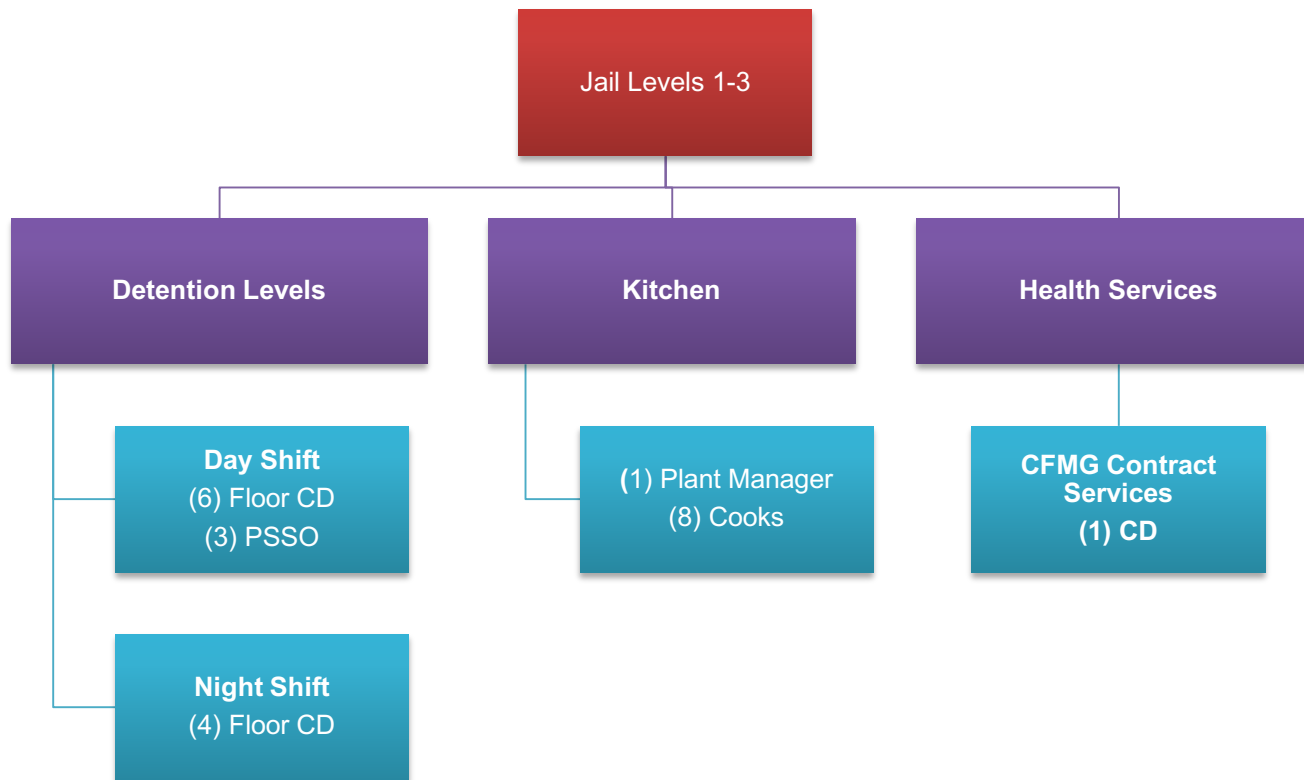
Unit	Captain	Lieut.	Sergeant	Deputy	(Title/#)	
Housing				20	PSSO	6
Health Services				4	Contracted	
Kitchen					Plant Manager	1
					Cooks	8
Total FTEs: 39				24		15

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Health Services	<ul style="list-style-type: none"> • Health Services is a contracted medical/dental/mental health program for the inmate population (presently CFMG). • One (1) Correction Deputy fixed-post position is assigned to the medical area 24/7. • Varied medical/dental/mental health staff scheduled in health services throughout week including two (2) RNs. Medical/Mental Health services available on-call 24/7. 	

Key Programs and Services:								
Unit / Functional Area	Description of Services	Key Annual Workload Indicators						
Detention Levels	<ul style="list-style-type: none"> • Correction Deputies provide floor security services for Shasta County Jail Facility. • Interfaces periodically with inmates and ensures safe and healthful environment. Conduct hourly safety checks of inmate population. • Controls inmate population and inmate movements through assignment to various fixed-post positions. • Completes reports and other ancillary paperwork, as required. • Periodically serves in control panel environments if on light duty. • Interacts regularly with PSSO and supervisor positions. • Rover CD provide multi-level support to level-assigned CD staff, assisting in relief and other capacities, as necessary. • PSSO staff jail level (1-3) during Day Shift and control panels providing ingress/egress, communications, and camera monitoring for CD and inmate population. • Day shift has 2 CD assigned each level and 1 PSSO. • Night shift has 2 CD assigned Level 1 (“high risk” offenders) and 1 CD assigned Level 2 and 3 with no PSSO assignment. • Booking Deputies periodically act in a rover capacity and this fluctuate based on staff availability. 	<p>Inmate Avg. Daily Population</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>Year</th> <th>Inmate Avg. Daily Population</th> </tr> </thead> <tbody> <tr> <td>2012</td> <td>264</td> </tr> <tr> <td>2013</td> <td>325</td> </tr> </tbody> </table>	Year	Inmate Avg. Daily Population	2012	264	2013	325
Year	Inmate Avg. Daily Population							
2012	264							
2013	325							

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Kitchen	<ul style="list-style-type: none"> • Kitchen services, incorporated into overall “plant management” programs, provide meal services to inmate (and staff) population. • Overseen by Plant Manager position who is also responsible for oversight of “facility management” services which includes laundry program, facility maintenance, inspections, purchasing and budgeting. • Cook positions provide meal services on two shifts to provide three meals daily 4am-4pm. A cook position also provides laundry supervision of female internal workers on one shift from 8am-4pm. • Cooks supported by 12-15 internal worker positions per shift; laundry accomplished by 4-5 internal workers. • Jail Level 1 CD staff will do hourly check in Kitchen and Laundry. 	

Housing Services Organizational Chart (Staff per shift)



PUBLIC SAFETY BLUEPRINT

Section: Alternative Custody Programs

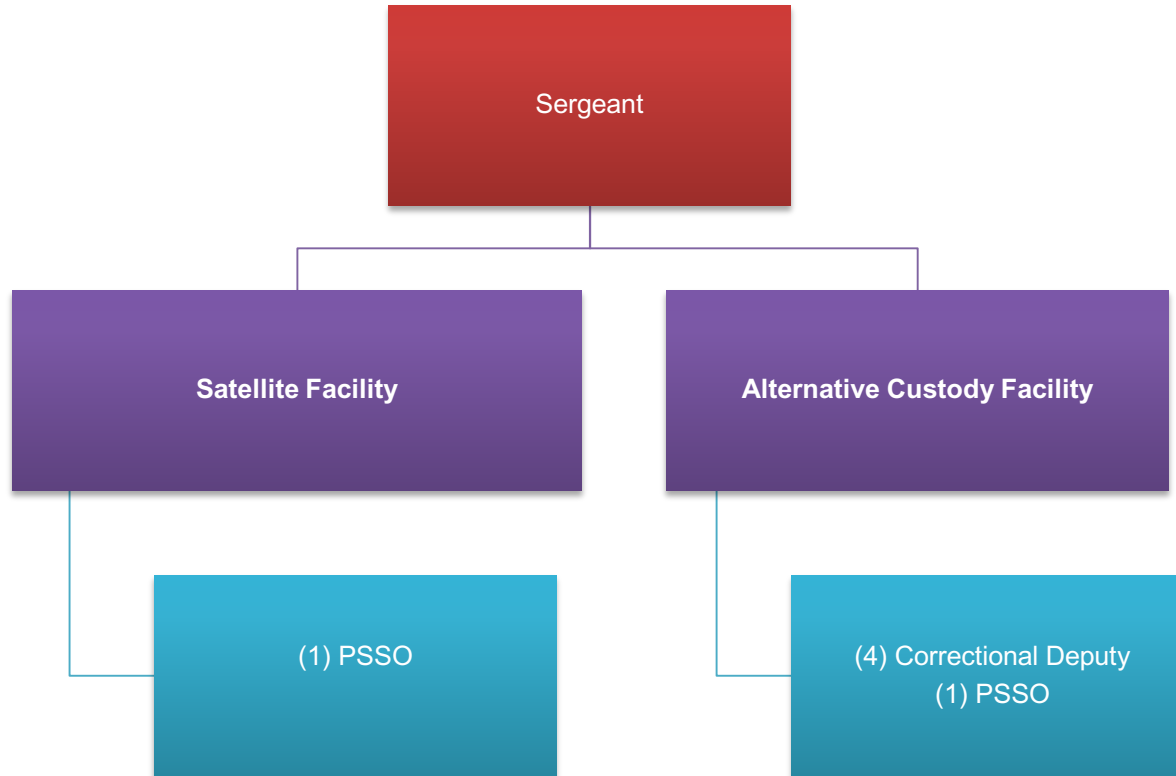
Generalized Scope of Services: Alternative custody programs are overseen by a Sergeant supported by Correctional Deputy and PSSO staff. Alternative Custody program are used in-lieu of jail incarceration and include a wide variety of programs to include: Work Release Program; S.O.L.D program; Step-up; Drug Rehabilitation Program; Home Confinement Program; and others.

Authorized FTEs:

Unit	Captain	Lieut.	Sergeant	Deputy	(Title/#)	
Alternative Custody			1	3	PSSO	2
Total FTEs: 6			1	3		2

Key Programs and Services:		
Unit / Functional Area	Description of Services	Key Annual Workload Indicators
Alternative Custody	<ul style="list-style-type: none"> Alternative Custody is managed from off-site facilities and overseen by a Correction Deputy sergeant position. Sergeant provides work direction, interface with private partners, statistics tracking, and general day-to-day oversight of alternative custody programs. Three (3) Correctional Deputies assigned manage offender population assigned to these programs including screening for eligibility, field follow-up, disciplinary actions, investigation of complaints while assigned to program; direct supervision of offenders (e.g. inmate crews) and interface with Jail staff. 2 PSO positions provide program support. 1 position is assigned to a satellite facility for booking, fingerprinting and photography of offenders' assigned programs. 1 position provides support to Sgt/CD on programs including reports, phones, program support, etc. 	

Alternative Custody Organizational Chart



APPENDIX D – SUMMARY OF THE REDDING POLICE DEPARTMENT EMPLOYEE SURVEY

As part of the Public Safety Blueprint Study, the Matrix Consulting Group conducted a survey of the Redding Police Department's employees in order to gauge their views on a variety of issues. Surveys were distributed to all employees of the Department. Of the 139 surveys that were distributed, 85 were received for a response rate of 61%.

1. INTRODUCTION TO THE PURPOSE AND STRUCTURE OF THE SURVEY

The survey consisted of two sections. The first section contained 26 positively-phrased statements to which respondents were asked to select one of the following responses: "strongly agree," "agree," "disagree," "strongly disagree," and "no opinion." The statements in this section of the survey were designed to provide an understanding of the perceptions, attitudes, and opinions of Department employees with respect to the following key areas:

- **Level of Service to the Community:** Employees responded to statements about the level of service provided to the community by the Department.
- **Department Management and Administration:** Employees responded to statements about the management and supervisory staff of the Department.
- **Organization, Staffing and Operations:** Employees responded to statements about the staffing levels, organizational structure, and general operations of the Department.
- **Policing Practices:** Employees responded to statements about the policing practices and approach used by the Department.

- **Training and Career Development:** Employees responded to statements about the training and career development opportunities available to employees of the Department.

While the survey was confidential, respondents were asked in the beginning to indicate their status and their current responsibility. The following tables present the number of respondents by whether they are sworn or not, their supervisory status, length of employment with the Department, and their current assignment.

Sworn vs. Civilian	No. of Respondents	% of Total Responses
Sworn	60	71.4%
Civilian	24	28.6%
Total	84	100%

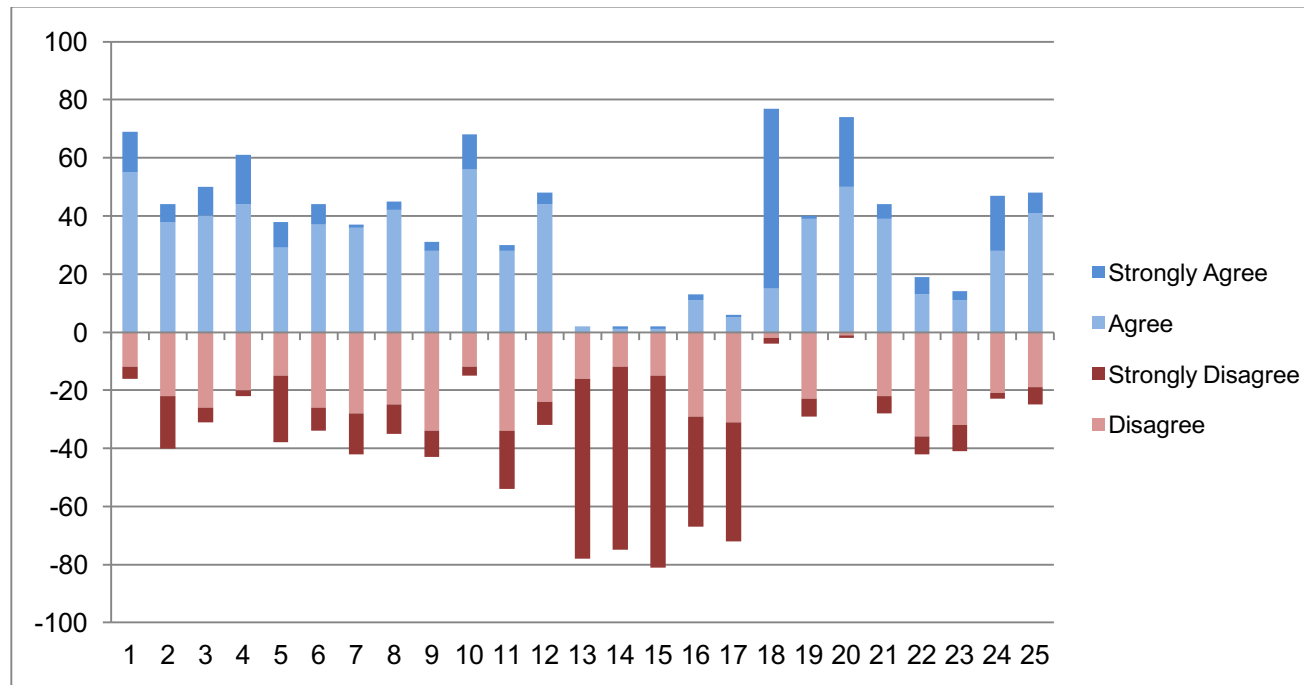
Supervisory Status	No. of Respondents	% of Total Responses
Captain or Above	3	3.5%
Lieutenant	3	3.5%
Sergeant	11	12.9%
Corporal	3	3.5%
Officer	42	49.4%
Other	23	27.1%
Total	85	100%

Length of Employment	No. of Respondents	% of Total Responses
0 – 1 year	11	12.9%
2 – 5 years	11	12.9%
6 – 10 years	17	20.0%
11 – 15 years	19	22.4%
16 – 20 years	7	8.2%
20+ years	7	8.2%
No Response	13	15.3%
Total	85	100.0%

Current Assignment	No. of Respondents	% of Total Responses
Patrol	43	50.6%
Investigations	18	21.2%
Other	24	28.2%
Total	85	100.0%

2. OVERALL, RESPONSES TO GENERAL STATEMENTS WERE MOSTLY POSITIVE REGARDING SERVICE DELIVERY, ‘MIXED’ ON MANAGEMENT BUT NEGATIVE REGARDING STAFFING RESOURCES AND SUPPORT.

Responses to the statements in this section reflected mixed opinions on the part of respondents. The following chart displays the number of positive and negative responses to each statement in this section.



As the chart shows, while there were more agreeing responses than disagreeing responses, there was a wide range of opinions from statement to statement.

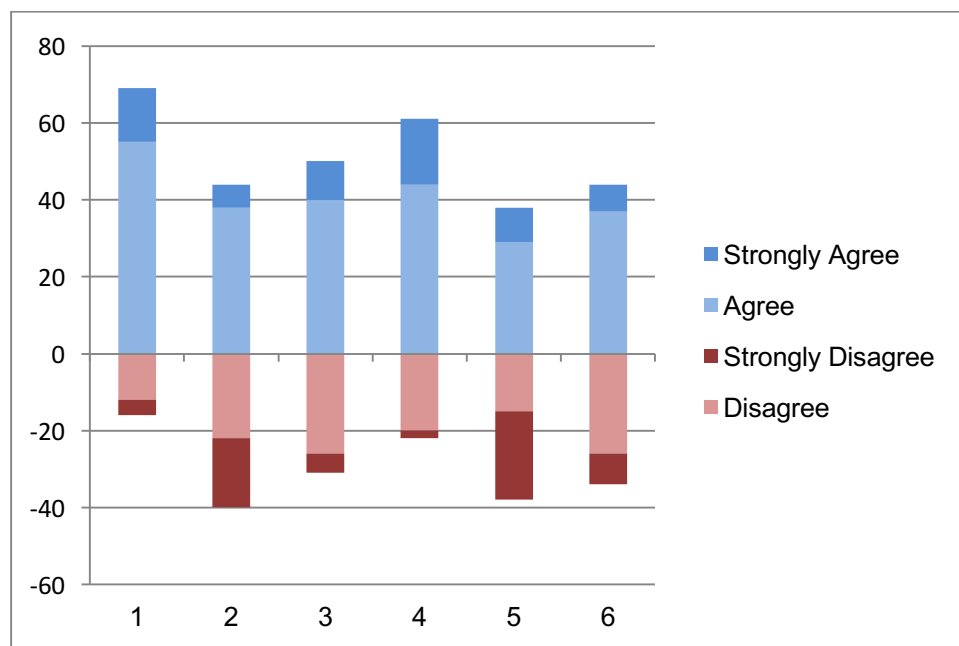
The following subsections examine responses to each question in more detail.

(1) Level of Service to the Community

The following table contains employees’ responses to statements in section one about the Department’s level of service to the community.

Statement	Agree	Disagree	No Opinion
1. The Police Department provides a high level of service to the Community.	81.2%	18.8%	0.0%
2. City residents view our Department as a high priority.	51.8%	47.1%	1.2%
3. Community policing is a high priority for the Department.	59.5%	36.9%	3.6%
4. Problem-oriented policing is a high priority for the Department.	71.8%	25.9%	2.4%
5. Our approach to working with the homeless population is the right one for the City.	45.2%	45.2%	9.5%
6. We spend adequate time on our calls for service with the reporting party.	51.8%	40.0%	8.2%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



The responses clearly show extremely positive responses regarding the services provided to the public. Please note the following points:

- **Statement #1 – on level of service:** This statement received one of the most positive responses in the entire survey, with 65% of responses agreeing and about 17% of all respondents signaling strong agreement.
- **Statement #2 – on Department as a high priority:** Respondents were pretty evenly split with their responses to this question, with approximately 52% agreeing with the statement, and 47% disagreeing.

- **Statement #3 – on “community policing”:** Nearly 60% of the overall respondents either agreed or strongly agreed with this statement. 31% of respondents disagreed, and 6% strongly disagreed. Three respondents had no opinion.
- **Statement #4 – on “problem-oriented policing”:** About 70% of respondents agreed with the statement that problem-oriented policing is a high priority for the Department, with 20% strongly agreeing. Approximately 24% of respondents disagreed, with an equal number of respondents (2.5%) either having no opinion or strongly disagreeing.
- **Statement #5 – on approach to working with the homeless:** Staff were evenly split between agreeing or disagreeing regarding the Departments approach to working with the homeless population. While 34% of respondents agreed with the statement, and 18% disagreed with the statement, only 11% strongly agreed, while 27% strongly disagreed. 10% of respondents had no opinion.
- **Statement #6 – on “calls for service”:** A slight majority of respondents agreed that the Department spends an adequate time on calls for service with reporting parties. While 44% of respondents agreed, and 8% strongly agreed, about 31% disagreed, with 9% strongly disagreeing.

Overall, perceptions about the services provided to the community are positive.

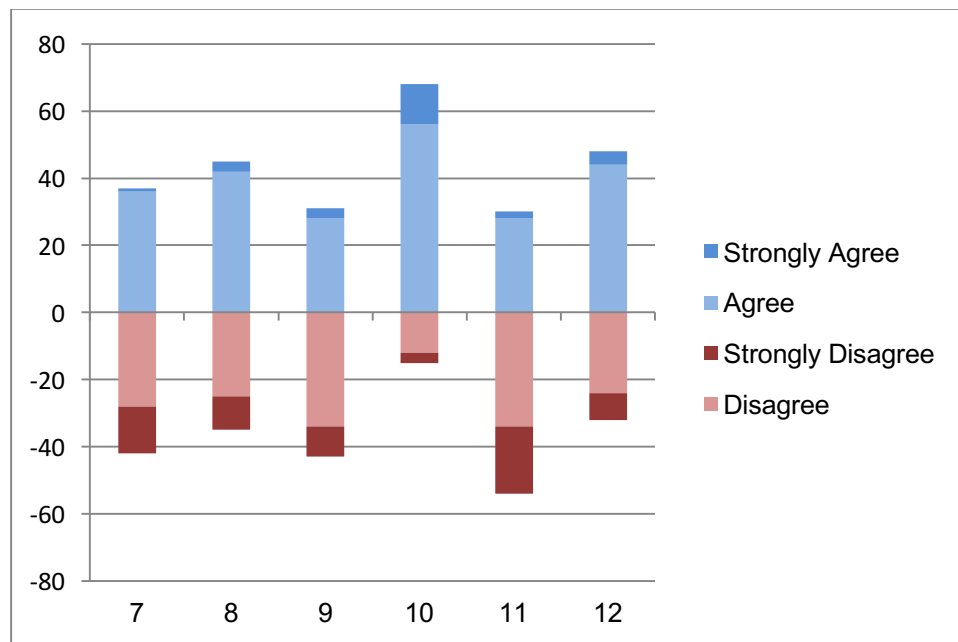
It should be noted that this is a very common set of responses in our surveys of police employees.

(2) Management and Administration

The following table contains employees’ responses to statements about the Department’s management and administration.

Statement	Agree	Disagree	No Opinion
7. Our Department has a clear vision / direction for the future.	43.5%	49.4%	7.1%
8. I am kept informed of important Departmental information.	52.9%	41.2%	5.9%
9. I know what the top 3 – 5 service / enforcement goals are for my division.	36.5%	50.6%	12.9%
10. My work performance expectations are made clear.	80.0%	17.6%	2.4%
11. Our Department seems to be innovative and progressive.	35.3%	63.5%	1.2%
12. Our Department does a good job of directing and prioritizing our work.	57.8%	38.6%	3.6%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



While staff seemed to be pretty evenly split regarding management and administration, the majority of staff does not believe that the Department is innovative and progressive. Please note the following points:

- **Statement #7 – on vision / direction for the future:** A slight majority of respondents, 33%, disagreed with the statement with 17% of respondents strongly disagreeing. While 42% of respondents agreed with the statement, only 1% strongly agreed. About 7% of respondents had no opinion.
- **Statement #8 – on important Departmental information:** Respondents were mixed on this statement – there were more agreed responses than any other. About 53% of respondents agreed with the statement, with about 4% of those strongly agreeing, and 43% disagreeing, with approximately 12% strongly disagreeing.
- **Statement #9 – on understanding of top service/enforcement goals:** When asked if they knew the top 3 – 5 service/enforcement goals of the Department, roughly half of respondents disagreed with the statement, with 10% strongly disagreeing. While 37% of respondents agreed with the statement, only 3% of those strongly agreed.

- **Statement #10 – on work performance expectations:** This statement garnered the most support from respondents, as 66% of respondents agreed, and 14% strongly agreed with the statement. Only 4% of respondents strongly disagreed with the statement, and 2% had no opinion.
- **Statement #11 – on innovation and progression:** Respondents had the largest negative response to this statement, with 64% of respondents disagreeing with the idea that the Department is innovative and progressive, and only 35% of respondents agreed with the statement.
- **Statement #12 – on direction and prioritization of work:** The majority of respondents agreed with the statement that the Department does a good job directing and prioritizing work. About 58% of respondents agreed with the statement, while 29% disagreed, and 10% strongly disagreed.

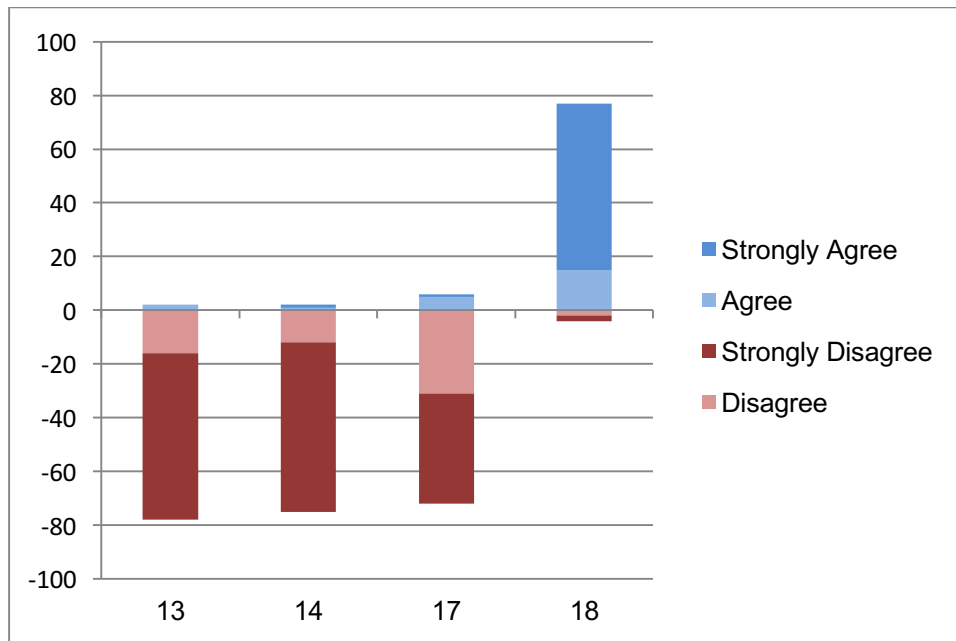
With regards to management and administration respondents felt most strongly about understanding their performance expectations, and the Department’s need to be more innovative and progressive.

(3) Staffing Resources

The following table contains employees’ responses to statements about the Department’s staffing resources.

Statement	Agree	Disagree	No Opinion
13. Patrol staff resources are adequate to meet the current law enforcement needs of the City.	2.4%	94.0%	3.6%
14. Investigative staff resources are adequate to address current needs in the City.	2.4%	90.4%	7.2%
17. We have the staff we need to perform safely and effectively during incidents.	7.2%	86.7%	6.0%
18. Staff reductions in the past few years have negatively impacted our ability to meet service expectations.	92.8%	4.8%	2.4%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



Respondents had an overwhelmingly negative response to statements regarding the adequacy of the Department’s staffing resources. The following points outline these responses further:

- **Statement #13 – on patrol staff resources:** Nearly all respondents, 94%, disagreed that patrol staff resources were adequate to meet the current law enforcement needs to the City. Only 2% of respondents agreed with the statement, and 4% had no opinion.
- **Statement #14 – on investigative staff resources:** Similar to statement 13, an overwhelming number of respondents, 90%, disagreed that investigative staff resources were adequate to meet the current needs. About 4% of respondents agreed with the statement, while 7% had no opinion.
- **Statement #17 – on incident staffing:** On par with the previous two statements, approximately 87% of respondents do not agree that the Department has the staff needed to perform safely and effectively during incidents. About 7% of staff agreed with the statement, and 2% had no opinion.
- **Statement #18 – on staff reductions:** Highlighting a potential reason for the concern for staffing resources, 93% of respondents agreed that staff reductions in the past few years have negatively impacted the ability to meet service expectations.

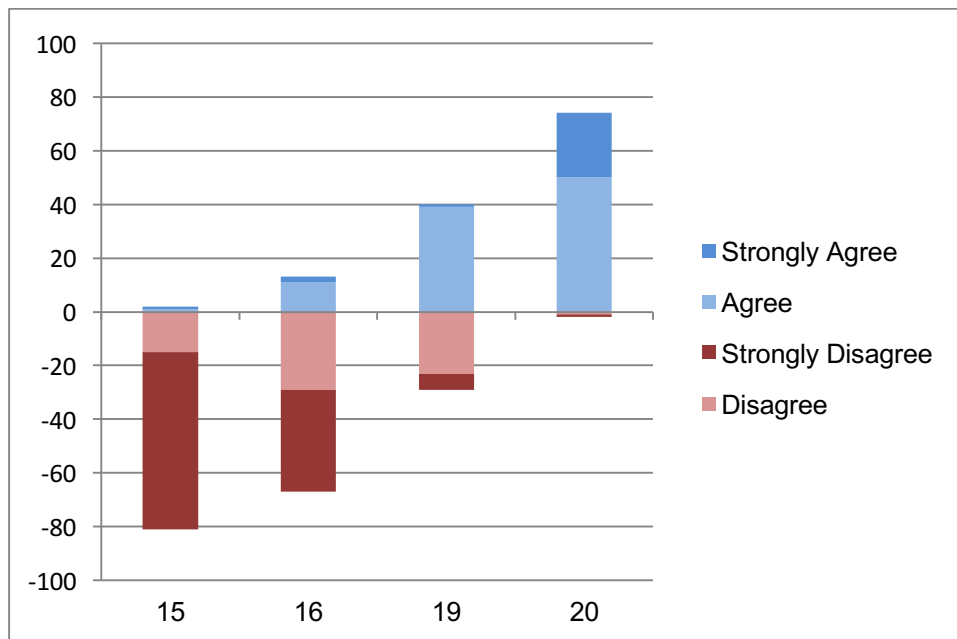
Respondents overwhelmingly feel that the Department does not have the staffing resources needed to meet service expectations or meet the City’s law enforcement needs.

(4) Departmental Support

The following table contains employees’ responses to statements in section one about support provided between divisions.

Statement	Agree	Disagree	No Opinion
15. We have sufficient Community Service Officer support in the Department.	2.4%	97.6%	0.0%
16. We have sufficient Records support in the Department.	15.7%	80.7%	3.6%
19. Dispatch information provided to us on incidents is accurate and timely.	48.8%	35.4%	15.9%
20. Our personnel work well with each other on calls for service to which they respond.	89.2%	2.4%	8.4%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



Responses to questions about Departmental support continued the theme of lack of staffing support, as noted by the following points:

- **Statement #15 – on community service officer support:** An overwhelming majority of respondents, 98%, disagreed that the Department has sufficient Community Service Officer support.
- **Statement #16 – on records support:** While not as resounding, 81% of respondents disagreed that the Department has sufficient Records support. About 15% of respondents agreed with the statement, and 4% had no opinion.
- **Statement #19 – on Dispatch information:** Respondents had mixed responses regarding the accuracy and timeliness of information provided by dispatch. While 48% of respondents agreed with the statement, about 35% disagreed, and 16% had no opinion.
- **Statement #20 – on working relationships:** A strong majority of respondents agreed that personnel work well with each other on calls for service, with 89% either agreeing or strongly agreeing with the statement. Only 2% disagreed, while 8% had no opinion.

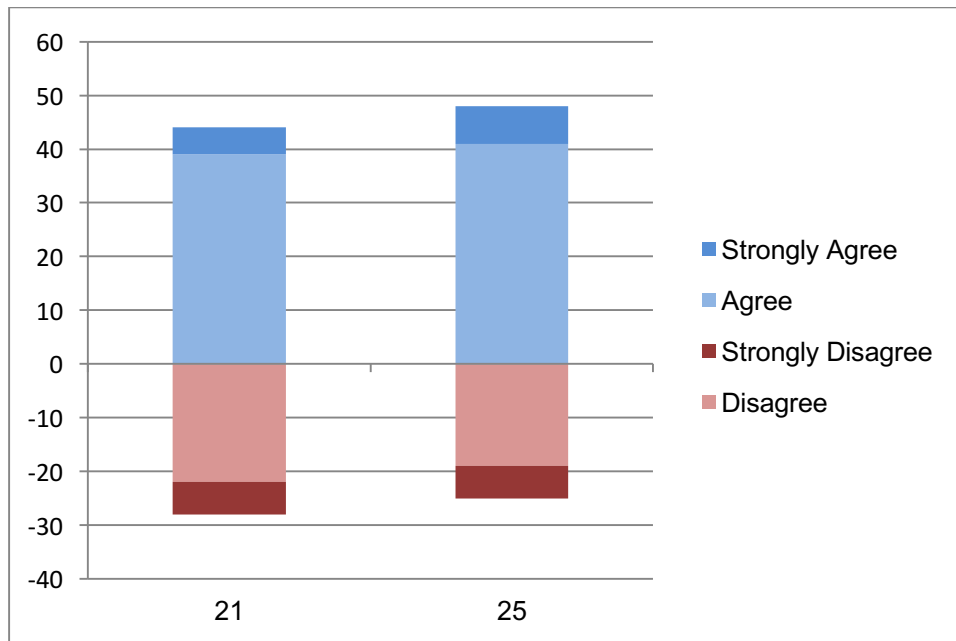
Continuing with the theme of a general concern for lack of staffing, respondents believe that Community Service Officer and Records support would be improved by increased personnel. However, regardless of staffing issues respondents believe that Departmental staff work well with one another.

(5) Training

The following table contains employees’ responses to statements in section one about the training and career development available to the employees.

Statement	Agree	Disagree	No Opinion
21. We receive the practical in service training we need to keep all of our skills high.	53.0%	33.7%	13.3%
25. Our Department places a high value on ensuring proper training for field personnel.	57.8%	30.1%	12.0%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



All forms of training and career development at the Department was viewed very positively in the survey, as noted in the following points:

- **Statement #21 – on practical service training:** A slight majority of respondents agreed with the statement that they receive the practical service training needed to keep their skills high. About 34% disagreed with the statement, while 13% had no opinion.
- **Statement #25 – on field personnel training:** Similar to the responses received regarding practical service training, a slight majority of respondents, 58%, agreed that the Department places a high value on ensuring proper training for field personnel. Approximately 30% of respondents disagreed, and 12% had no opinion.

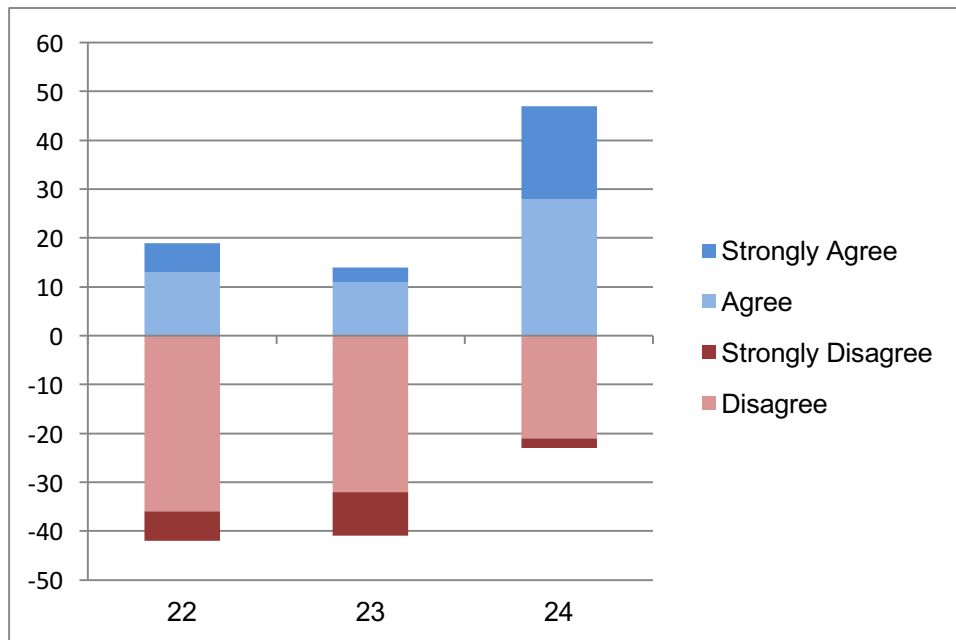
Employees believe that the Department places a high value on ensuring proper training, and furthermore, that they have the training needed to keep their skills high.

(6) Overtime

The table on the following page contains employees' responses to statements in section one about voluntary and mandated overtime.

Statement	Agree	Disagree	No Opinion
22. I personally work too much voluntary overtime.	23.2%	51.2%	25.6%
23. I personally work too much mandated overtime.	16.9%	49.4%	33.7%
24. Our entire division works too much overtime.	56.6%	27.7%	15.7%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



Respondents do not feel that they work too much overtime, as noted in the following points:

- Statement #22 & #23 – on voluntary and mandated overtime:** A similar majority of respondents responded that they do not work too much voluntary (51%) or mandated (49%) overtime. 23% of respondents believe they work too much voluntary overtime, while 17% believe they work too much mandated overtime. Nearly 26% of respondents had no opinion about voluntary overtime, and 34% had no opinion regarding mandatory overtime.
- Statement #24 – on Departmental overtime:** In contrast to the responses relating to individual voluntary or mandated overtime, a majority of respondents, 57%, feel that the division works too much overtime. About 28% disagreed with the statement, while 16% had no opinion.

Employees feel that individually they do not work too much overtime, however, as a collective Department, too much overtime is worked.

3. STAFF ASSESSMENT OF THEIR WORKLOADS ARE NOT IN LINE WITH STATEMENTS ABOUT STAFFING NEEDS.

Employees were also presented with a statement about their workload and were asked to select the one that most accurately reflects their current level. The table below details their responses.

Workload Statement	No. of Respondents	% of Total Responses
A. About the right balance between time available and the amount of work.	19	23.2%
B. I am always overloaded. I can never catch up	2	2.4%
C. I could handle more work without being overloaded.	10	12.2%
D. Sometimes my workload is heavy, but most of the time I can keep up.	51	62.2%
Total	82	100%

The majority of respondents believe that their workload is not consistently heavy. Only 10 respondents, or about 12% felt that they could handle a greater workload, and 23% responded that they have the right balance between time available and work. While staffing levels do appear to be an issue, only 2% of respondents felt that they were always overloaded and could never catch up.

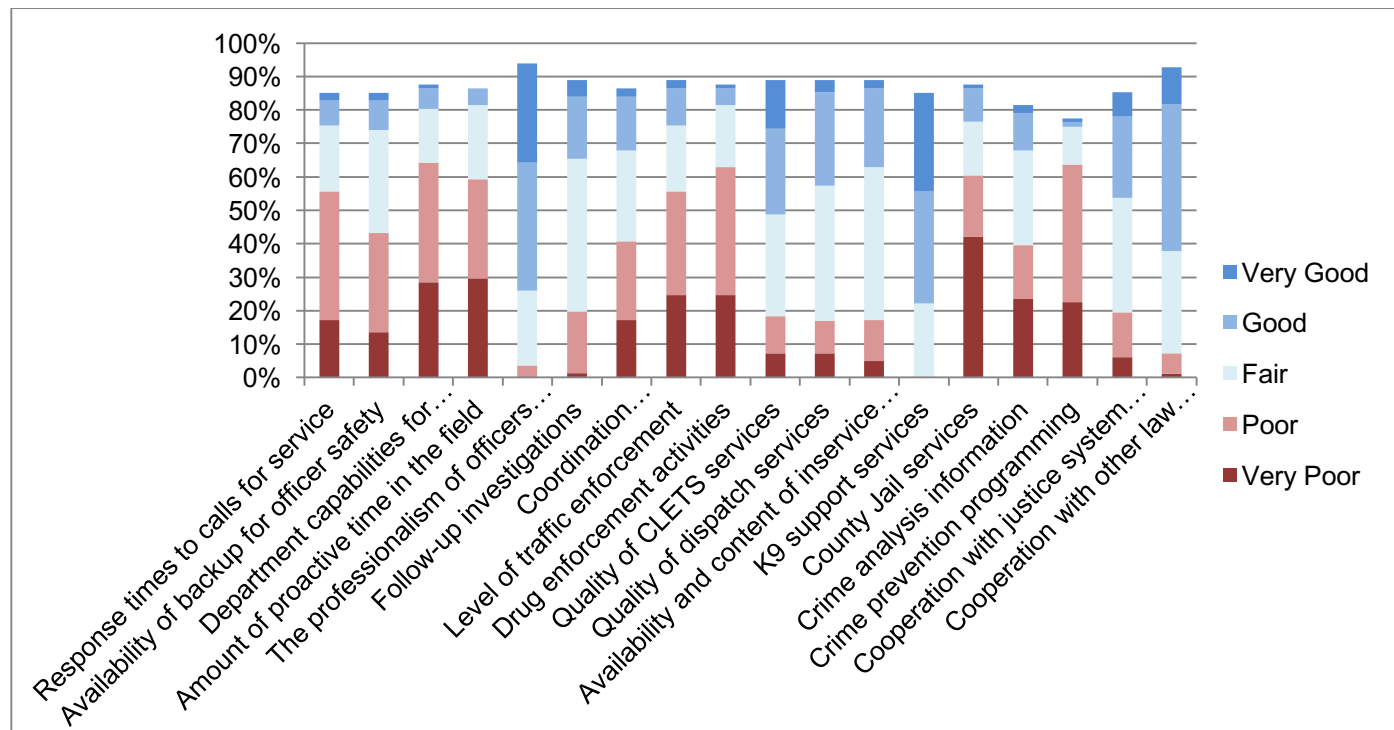
4. SERVICE RATINGS

In the second section respondents were asked to respond to 18 positively-phrased statements by selecting one of the following responses: “very poor,” “poor,” “fair,” “good,” “very good,” and “no opinion.” The statements in this section of the survey were designed to provide an understanding of the perceptions, attitudes, and opinions of Department employees with respect to Departmental services including:

- Response times to calls for service
- Adequacy of traffic enforcement levels
- Coordination between internal units and outside agencies
- Quality of dispatch services

- Professionalism of officers who deal with citizens

Responses to the statements in this section reflected mixed opinions on the part of respondents. The following chart displays the percentage of positive and negative responses to each service type in this section.



As the chart shows, while there were more poor responses than good responses, there was a wide range of opinions from statement to statement. The following points examine responses to each question in more detail:

- **Poorly rated services:** A majority of respondents gave the following services either a very poor or poor rating: response times to calls for service (56%), capabilities for selective enforcement of targeted problems (64%), proactive time in the field (59%), level of traffic enforcement (56%), drug enforcement activities (63%), and crime prevention programming (64%). Respondents also rated County jail services negatively (60%).
- **Positively rate services:** A majority of respondents gave the following services either a good or very good rating: professionalism of officers dealing with citizens (68%), K9 support services (63%), and cooperation with other law enforcement agencies (55%).

- **Fair rated services:** While a clear majority of respondents was not evident, the following services were rated as fair by most a plurality of respondents: follow-up investigations (46%), Quality of dispatch services (40%), availability and content of in-service training (46%), and cooperation with justice system agencies (34%).
- **Mixed rated services:** The following services received a plurality of responses indicating either poor or very poor: availability of backup for officer safety (43%), coordination between investigations and patrol (41%), crime analysis information (40%). Quality of CLETS services was rated as good or very good by 40% of respondents.

Overall, respondents rated the majority of services as either poor or fair, with only professionalism, K9 services, and cooperation with other law enforcement agencies receiving good ratings. Poor ratings for backup, response times, proactive time, and follow-up investigations correlate to the issues identified earlier relating to a lack of adequate staffing.

5. NARRATIVE SURVEY RESPONSES

In addition to the survey's forced choice questions, respondents were asked to provide narrative responses to two open-ended questions (#43 - #44). The responses to the questions were grouped and summarized by the project team.

(1) Please indicate what you believe are the most important strengths of the Department.

Those who chose to answer the open-ended questions wrote that the greatest strength of the Department were its dedicated employees. Some of the common positive themes are summarized below:

- Dedicated / committed workforce
- Quality staff
- Training
- Teamwork within Department

Most respondents believed that the greatest strength of the Department was related to the commitment and quality of the workforce and employees. The employees are committed to training and working together to focus on providing a safer community for the citizens of Redding.

(2) Please indicate what you believe are improvement opportunities for the Department.

The general consensus of respondents for this question had to do with increasing staffing and addressing technological / work equipment issues. The improvement comments are summarized below.

- Increase staffing
- Acquire more technology / field equipment
- Improve inter-departmental communication
- Better report / records management system

Respondents believe the most important opportunity for improvement is to increase the current staffing levels as it is inappropriate to provide a high level of service. Additionally, there is outdated technology being used by the Department, and there should be a focus to either acquire new technology or update the current technology and infrastructure for the Department.

APPENDIX E – RESULTS OF THE REDDING FIRE DEPARTMENT EMPLOYEE SURVEY

As part of the Public Safety Blueprint Study the Matrix Consulting Group conducted a survey of the Redding Fire Department’s employees in order to gauge their views on a variety of issues. Surveys were distributed to all employees of the Department. Of the 85 surveys that were distributed, 48 were received for a response rate of 56%.

1. INTRODUCTION TO THE PURPOSE AND STRUCTURE OF THE SURVEY

The survey consisted of two sections. The first section contained 20 positively-phrased statements to which respondents were asked to select one of the following responses: “strongly agree,” “agree,” “disagree,” “strongly disagree,” and “No Opinion.” The statements in this section of the survey were designed to provide an understanding of the perceptions, attitudes, and opinions of Department employees with respect to the following key areas:

- **Level of Service to the Community:** Employees responded to statements about the level of service provided to the community by the Department.
- **Department Management and Administration:** Employees responded to statements about the management and administration of the Department.
- **Staffing and Organization:** Employees responded to statements about the staffing levels and organizational structure of the Department.
- **Training:** Employees responded to statements about the training and career development opportunities available to employees of the Department.
- **Equipment and Facilities:** Employees responded to statements about the adequacy of the Department’s equipment and facilities.

While the survey was confidential, respondents were asked in the beginning to indicate their rank and assignment, as well as their length of employment with the Department. The following tables present the number of respondents and associated percentages for each category:

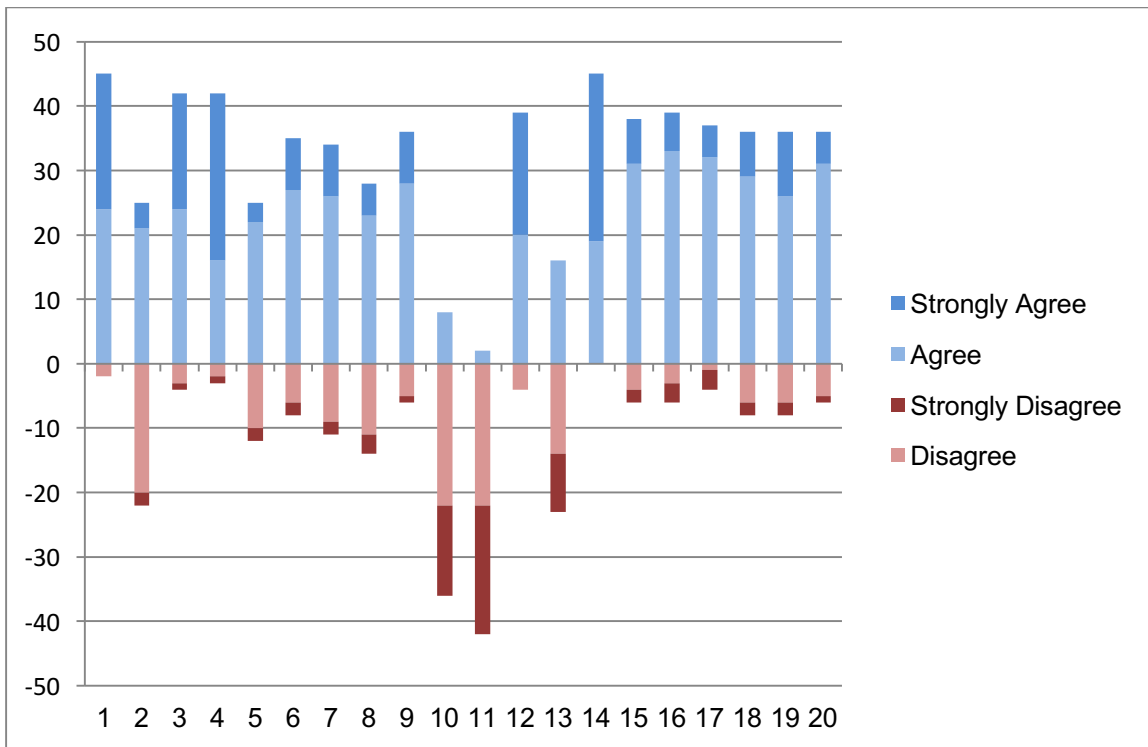
Rank	No. of Respondents	% of Total Responses
Battalion Chief or Above	2	4.2%
Captain or Fire Investigator	18	37.5%
Civilian Employee	2	4.2%
Fire Engineer	15	31.3%
Firefighter / Apprentice Firefighter	9	18.8%
No Response	2	4.2%
Total	48	100%

Division Assignment	No. of Respondents	% of Total Responses
Administration (461) / Prevention (463)	6	12.5%
Operations (462)	40	83.3%
No Response	2	4.2%
Total	48	100%

Length of Employment	No. of Respondents	% of Total Responses
0 – 1 year	2	4.17%
2 – 5 years	12	25.00%
6 – 10 years	10	20.83%
11 – 15 years	12	25.00%
16 – 20 years	5	10.42%
20+ years	6	12.50%
No Response	1	2.08%
Total	48	100%

2. OVERALL, RESPONSES TO GENERAL STATEMENTS WERE POSITIVE REGARDING SERVICE DELIVERY, MANAGEMENT, AND FACILITIES AND EQUIPMENT, BUT NEGATIVE REGARDING STAFFING LEVELS.

Responses to the statements in this section reflected mixed opinions on the part of respondents. The following chart displays the number of positive and negative responses to each statement in this section.



As the chart shows, while there were more agreeing responses than disagreeing responses, there was a wide range of opinions from statement to statement.

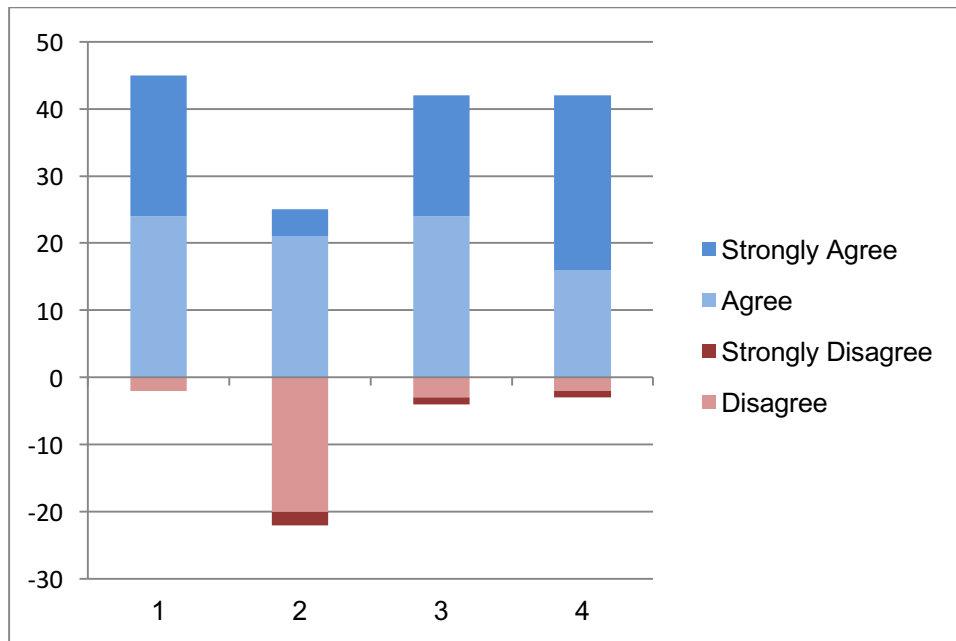
The following subsections examine responses to each question in more detail.

(1) Level of Service to the Community

The following table contains employees’ responses to statements in section one about the Department’s level of service to the community.

Statement	Agree	Disagree	No Response
1. Our Department provides a high level of service for the community	96%	4%	0%
2. City residents view our Department as a high priority	53%	47%	0%
3. We provide effective mutual aid to neighboring fire Departments.	89%	9%	2%
4. We receive effective mutual aid from our neighboring fire Departments.	89%	6%	4%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



The responses clearly show extremely positive responses regarding the services provided to the public. Please note the following points:

- **Statement #1 – on level of service:** This statement received by far the most positive responses in the entire survey, with 96% of responses agreeing and nearly 45% of all respondents signaling strong agreement.
- **Statement #2 – residential views of the Department:** Respondents were somewhat mixed with regards to whether City residents view the Department as a high priority, with 53% of respondents agreeing, and 47% disagreeing.
- **Statement #3 – on provision of mutual aid:** A strong majority of respondents agree that the Department provides effective mutual aid to neighboring fire Departments. Only 9% of respondents disagreed with this statement.
- **Statement #4 – on reception of mutual aid:** A similar majority of respondents agreed that the Department receives effective mutual aid from neighboring fire Departments. Only 6% of respondents disagreed with this statement.

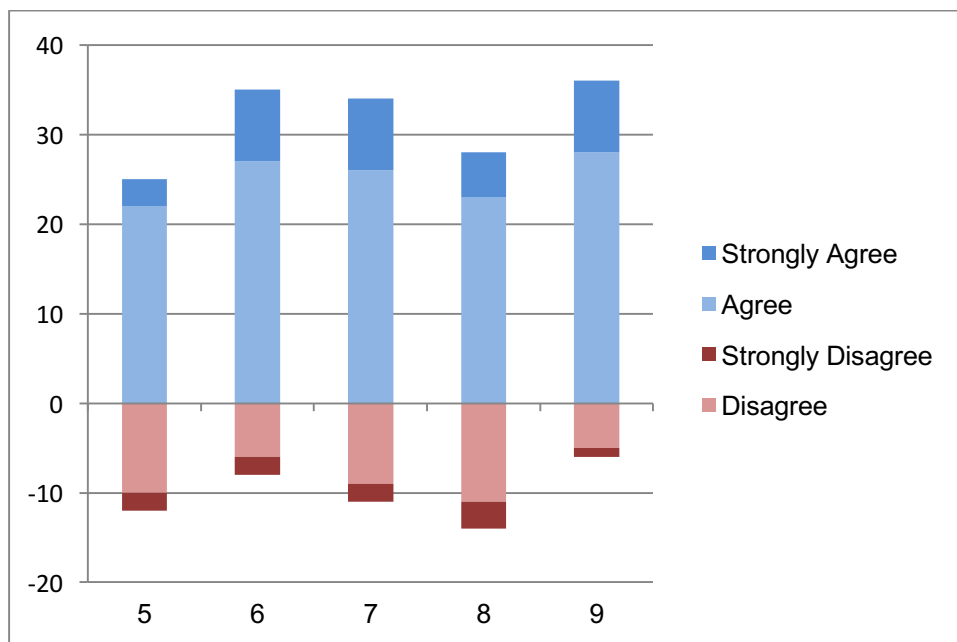
Overall, perceptions about the services provided to the community are among the most positive questions in the survey. It should be noted that this is a very common set of responses in our surveys of fire employees.

(2) Department Management and Administration

The following table contains employees’ responses to statements in section one about the Department’s management and administration.

Statement	Agree	Disagree	No Opinion
5. Our Department has a clear vision / direction for the future.	54%	26%	20%
6. I am kept informed of important Departmental information.	76%	17%	7%
7. My performance expectations are made clear.	74%	24%	2%
8. Our Department seems to be innovative and progressive.	61%	30%	9%
9. Our Department does a good job planning and scheduling our shift assignments (e.g., training, inspections).	78%	13%	9%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



Responses to questions about management and administration continued the positive pattern, as noted by the following points:

- **Statement #5 – on vision and direction of Department:** A slight majority of respondents agreed that the Department has a vision / direction for the future, however, about 20% of respondents had no opinion.
- **Statement #6 – kept informed regarding Departmental information:** Overall respondents agreed that they are kept informed regarding important

Departmental information. Only 17% of respondents disagreed with the statement, and 7% had no opinion.

- **Statement #7 – on work performance expectations:** A significant majority of respondents, 76%, agreed that performance expectations are made clear, however nearly a quarter of respondents disagreed with the statement.
- **Statement #8 – on innovation and progressiveness:** Approximately two-thirds of respondents agreed that the Department is innovate and progressive, with about 10% of respondents having no opinion.
- **Statement #9 – on shift planning and scheduling:** A significant majority of respondents agreed that the Department does a good job planning and scheduling shifts, while only 13% disagreed and 9% had no opinion.

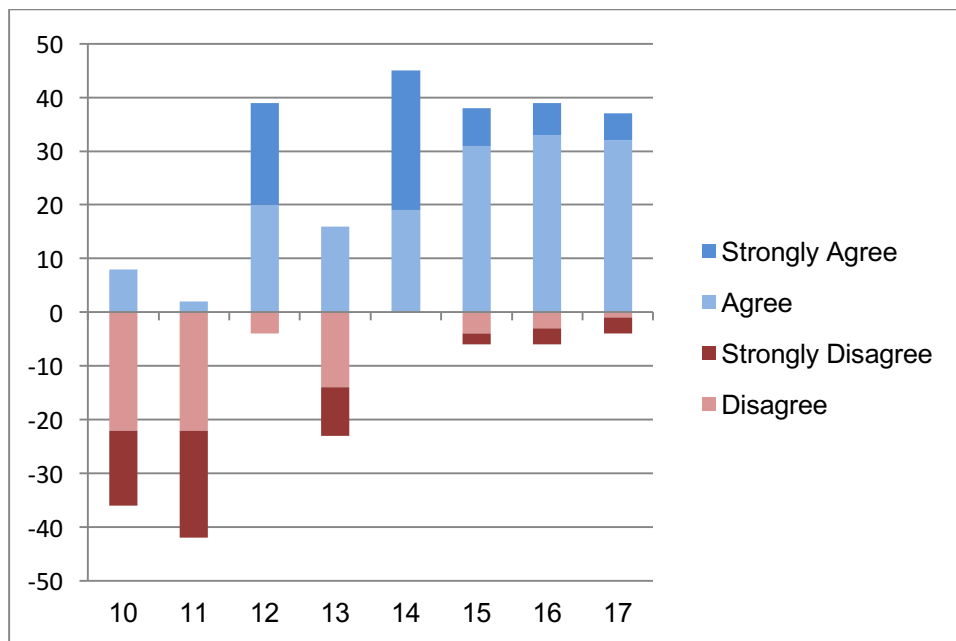
Overall, Departmental management and administration was met with positive responses, especially staff being clear regarding their work performance expectations.

(3) Staffing, Organization, and Operations

The following table contains employees’ responses to statements in section one about the Department’s staffing and organizational structure.

Statement	Agree	Disagree	No Opinion
10. Staff resources are adequate to meet the current Fire and EMS needs of the City.	18%	80%	2%
11. Our Department is adequately staffed to meet demands for services.	4%	93%	2%
12. Current apparatus staffing negatively impacts our ability to meet service expectations.	87%	9%	4%
13. Dispatch information provided to us on incidents is accurate and timely.	36%	51%	13%
14. Our personnel work well with each other on calls for service to which they respond.	100%	0%	0%
15. We receive the practical training we need to keep all of our skills high.	84%	13%	2%
16. Our Department places a high value on ensuring proper training for field personnel.	87%	13%	0%
17. Policies related to Operations are adequate and clearly defined.	82%	9%	9%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



Questions regarding the adequacy of staff, and the accuracy and timeliness of dispatch information resulted in significant negative and mixed responses in the survey.

Please note the following points:

- **Statement #10 & #11 – on staffing levels:** A significant majority of staff (80%) disagree that staff resources are adequate to meet the current Fire and EMS needs of the City. Similarly, 90% of respondents disagree that the Department is adequately staffed to meet service demands in general.
- **Statement #12 – on apparatus staffing:** Nearly 87% of respondents agree that current apparatus staffing negatively impacts the Departments ability to meet service expectations. Only 9% of respondents disagreed with this statement.
- **Statement #13 – on Dispatch information:** Just over half of respondents disagreed that Dispatch information is provided accurately and timely during incidents. About 36% of respondents agreed with the statement, and 13% had no opinion.
- **Statement #14 – on unit cohesion:** Respondents unanimously agreed that personnel work well with each other on calls for service to which they respond.
- **Statement #15 & #16 – on training:** A significant majority of respondents agreed that they receive the practical training needed to keep their skills high, and that the Department places a high value on ensuring proper training for field personnel.

- **Statement #17 – on Departmental policies:** A significant majority of respondents agreed that the policies relating to operations are adequate and clearly defined. An equal number of respondents, 9%, either disagreed or had no opinion.

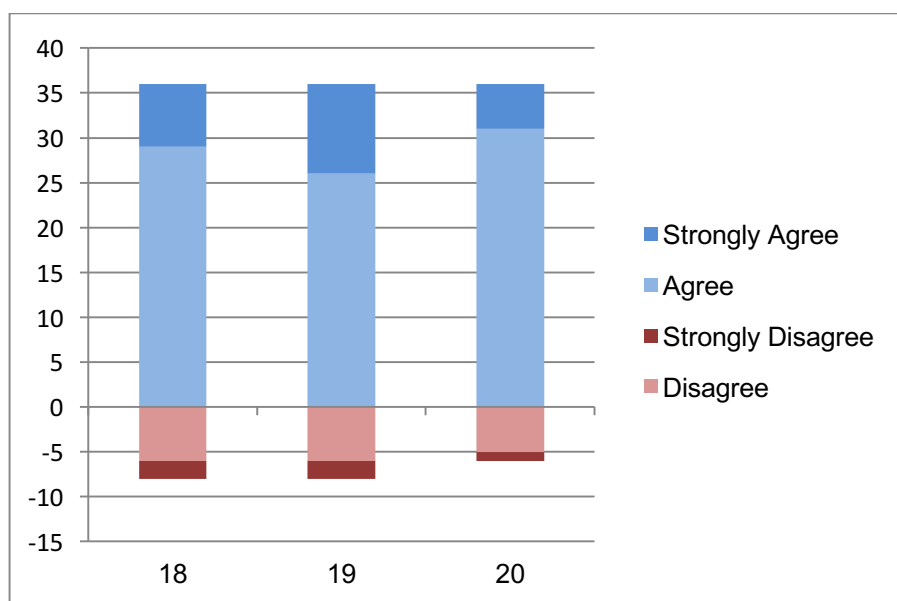
The most significant issue respondents have relates to the lack of staffing needed to meet service levels and demands. However, respondents believe that they receive the training needed to keep their skills high, and that staff work well with one another.

(4) Equipment and Facilities

The following table contains employees’ responses to statements about the Department’s equipment and facilities.

Statement	Agree	Disagree	No Opinion
18. We have the appropriate equipment to provide high levels of service.	82%	18%	0%
19. Our fire equipment is well maintained.	82%	18%	0%
20. The locations of our fire stations are effective in meeting community needs.	82%	14%	5%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category.



As with statements about the overall level of the service to the community, statements about equipment and facilities were positive as well as noted in the following points:

- **Statement #18 – on appropriate equipment:** A significant majority of respondents agree that the Department has the appropriate equipment needed to provide high levels of service. About 18% of respondents disagreed with this statement.
- **Statement #19 – on equipment maintenance:** A similar majority of respondents agree that the Department's fire equipment is adequately maintained, with about 18% of respondents disagreeing with the statement.
- **Statement #20 – on station location:** About 82% of respondents agree that the locations of fire stations are effective in meeting community needs. Only 14% of respondents disagreed with this statement, and 5% had no opinion.

Overall, respondents believe they have the equipment and facilities needed to provide high levels of service, and that the Department maintains equipment in a satisfactory manner.

3. NARRATIVE SURVEY RESPONSES

In addition to the survey's forced choice questions, respondents were asked to provide narrative responses to two open-ended questions. The responses to the questions were grouped and summarized by the project team.

(1) Please indicate what you believe are the most important strengths of the Department.

Those who chose to answer the open-ended questions wrote that the greatest strength of the Department were its dedicated employees. Some of the common positive themes are summarized below:

- Dedicated / committed workforce
- Training

- Strong leadership
- Teamwork within Department

Most respondents believed that the greatest strength of the Department was related to the commitment of the workforce and employees. The employees are committed to being professional, and go above and beyond to work together to provide quality service and ensure a safer community for the citizens of Redding.

(2) Please indicate what you believe are improvement opportunities for the Department.

The general consensus of respondents for this question had to do with increasing staffing in all areas of fire suppression and prevention.

- Increase staffing
- Water rescue program
- Better public education

Respondents believe the most important opportunity for improvement is to increase the current staffing levels as it is inappropriate for not only service levels but also personnel safety. Other areas of concern were the need for a stronger water rescue program, and more / better public education and outreach.

APPENDIX F – RESULTS OF THE CUSTODY DIVISION EMPLOYEE SURVEY

As part of the Public Safety Blueprint Study – the Matrix Consulting Group conducted a survey of Shasta County Custody Division (i.e., Jail) employees in order to gauge their views on a variety of issues. Surveys were distributed to all employees of the Shasta County Custody Division. Of the 82 employees that were emailed this survey, 32 responses were received for a response rate of 42%.

1. INTRODUCTION TO THE PURPOSE AND STRUCTURE OF THE SURVEY

The survey contained 33 statements to which respondents were asked to select one of the following responses: “strongly agree,” “agree,” “disagree,” and “strongly disagree.” For those that had no opinion, this additional selection was also provided. However, this survey excludes all “No Opinion” responses to allow for greater clarification in responses and to study response patterns accurately. The statements in this section of the survey were designed to provide an understanding of the perceptions, attitudes, issues, and opportunities for improvement according to Shasta County Custody Division employees with respect to the following key areas:

- **Communication:** Employees responded to statements concerning effective levels of communication within the agency and cooperation with other agencies.
- **Policies, Procedures, and Processes:** Employees responded to statements about current policies and procedures, including processes related to booking and questions / issues about employee benefits.
- **Staffing, Workload, and Overtime:** Employees responded to statements about current staffing levels, workload, and overtime.
- **Training:** Employees responded to statements concerning the current and future opportunities for training within the Division for all levels of staff.

- **Inmate Services:** Employees responded to statements concerning the various types of inmate services and programs.
- **Work Environment:** Staff was asked to respond to statements in relation to the work environment, more specifically the quality of the facility and the types of technology / equipment available.

The second section of the survey contained two open-ended questions pertaining to the key strengths and opportunities for improvement for the agency.

While the survey was confidential, respondents were asked in the beginning to indicate how long they have been with the County, their rank, and current shift schedule. The following tables present the responses for each of these questions.

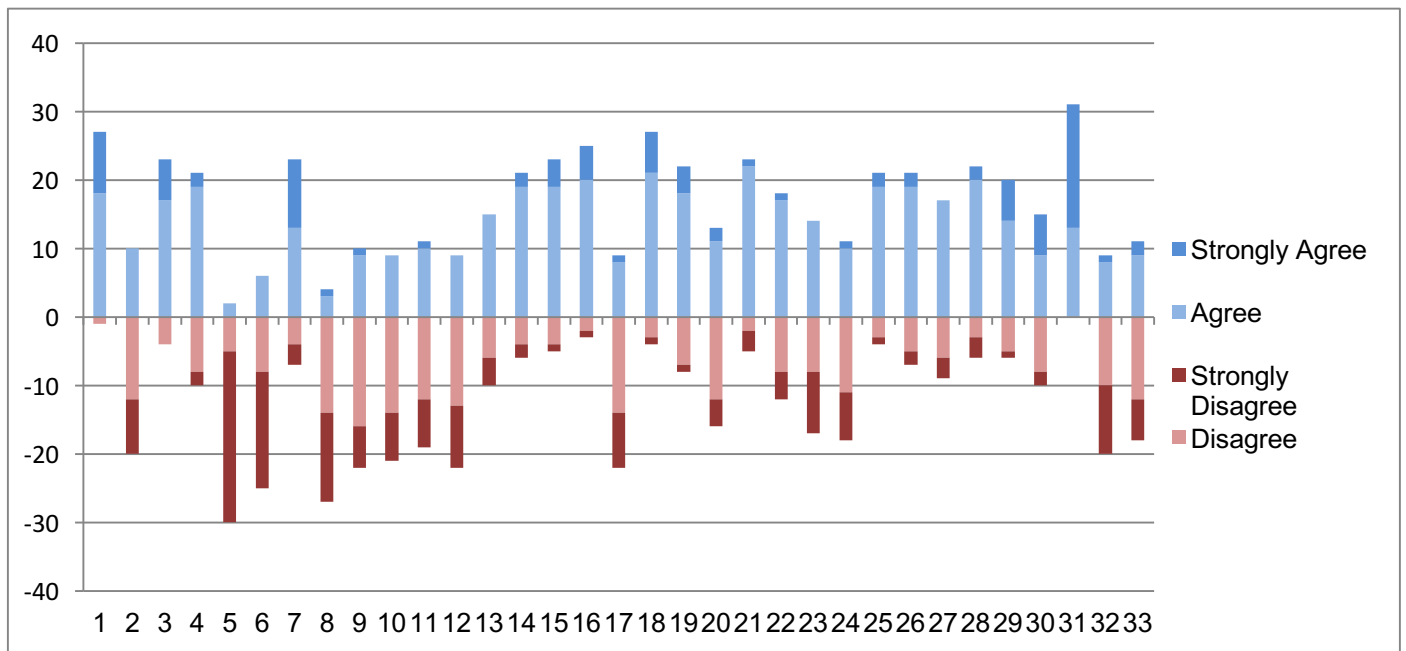
Length of Employment	No. of Respondents	% of Total Responses
0 – 1 year	2	6.25%
2 – 5 years	7	21.88%
6 – 10 years	9	28.13%
11 – 15 years	5	15.63%
16 – 20 years	2	6.25%
20+ years	3	9.38%
No Response	4	12.50%
Total	32	100.0%

Rank	No. of Respondents	% of Total Responses
Captain, Lieutenant or Sergeant	4	12.5%
Correctional Deputy	16	50.0%
Public Safety Service Officer	8	25.0%
No Response	4	12.5%
Total	32	100%

Shift Hours	No. of Respondents	% of Total Responses
A – Side Day	10	31.25%
A – Side Night	4	12.50%
B – Side Day	5	15.63%
B – Side Night	3	9.38%
Other Shift schedule	8	25.00%
No Response	2	6.25%
Total	32	100%

2. RESPONDENTS GENERALLY HAD ‘MIXED’ OUTLOOKS CONCERNING DIVISION OPERATIONS AND ORGANIZATION, BUT DISAGREED CONCERNING THE ADEQUACY OF STAFFING LEVELS.

This section of the survey provided respondents with an opportunity to discuss issues related to communication, policies and procedures, staffing levels, workload, inmate services, and overtime issues. Responses to the statements in this section reflected that generally respondents agreed with the majority of statements with some clear negative reactions related to staffing levels. The chart below provides a visual representation of the number of agree and disagree responses to each statement in this section. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value⁷⁷.



⁷⁷ By example -30 on the chart reflects 30 respondents disagreed with the statement.

As the chart on the previous page shows, there was a wide range of opinions from statement to statement, with some statements clearly garnering much more favorable reactions, and others far less so. Overall, respondents seemed to have positive opinions regarding the operation and organization of Shasta County Custody Division.

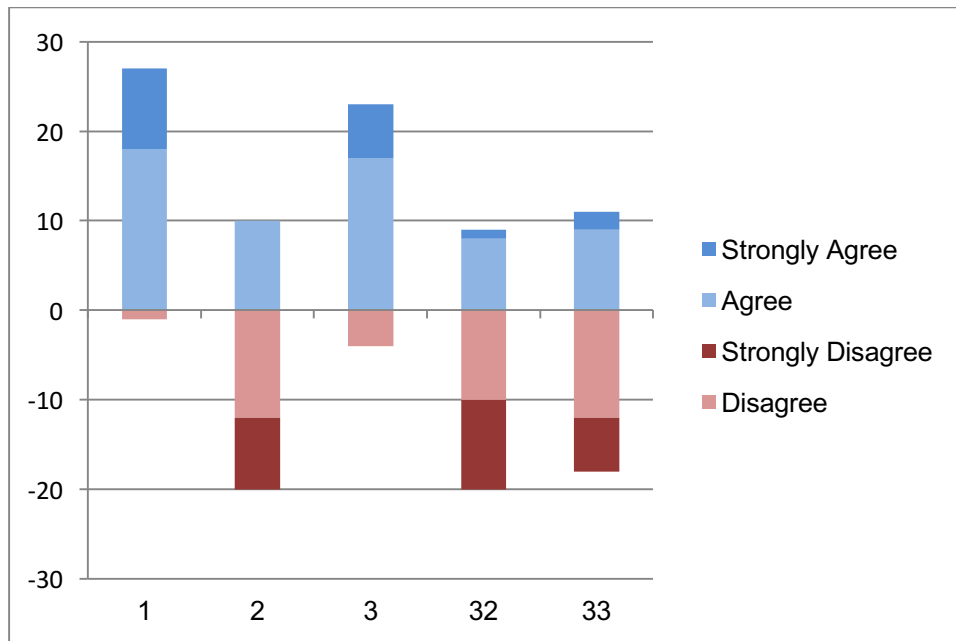
The following subsections examine responses to each question in more detail.

(1) Communication and Cooperation

The following table contains employees’ responses to statements regarding communication levels throughout the organization and inter-agency cooperation.

Statement	Agree	Disagree	No Opinion
1. We provide a high level of service to our public safety partners.	87%	3%	10%
2. We have effective communication throughout our organization.	32%	65%	3%
3. The cooperation with other justice agencies in the County is good.	72%	13%	16%
32. There is clear communication between management and staff.	28%	63%	9%
33. There is consistent communication between first line supervisors and staff.	34%	56%	9%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



The responses clearly show that respondents feel they provide high levels of services to and have good communication with partner agencies, however, internal communication is lacking. Please note the following points:

- **Statement #1 – on public safety partner services:** A strong majority of respondents agree that the organization provides a high level of service to public safety partners. Only 3% of respondents disagreed with this statement, while 10% had no opinion.
- **Statement #2 – organizational communication:** A majority of respondents, 65%, do not agree that the organization has effective communication, with nearly a quarter of respondents strongly disagreeing with the statement. About 32% of respondents agreed with the statement.
- **Statement #3 – on cooperation with County justice agencies:** A majority of respondents agreed with the statement that cooperation with other justice agencies in the County is good. Only 13% of respondents disagreed with this statement, and 16% had no opinion.
- **Statement #32 – on communication with management:** Respondents disagree that there is clear communication between management and staff, with equal numbers of respondents, 31%, both disagreeing and strongly disagreeing with the statement. About 28% of respondents agreed with the statement, and 10% had no opinion.

- **Statement #33 – on line supervisor communication:** Just over half of respondents (56%) disagree that there is consistent communication from first line supervisors and staff. Roughly a third of respondents (34%) agreed with the statement, and 9% had no opinion.

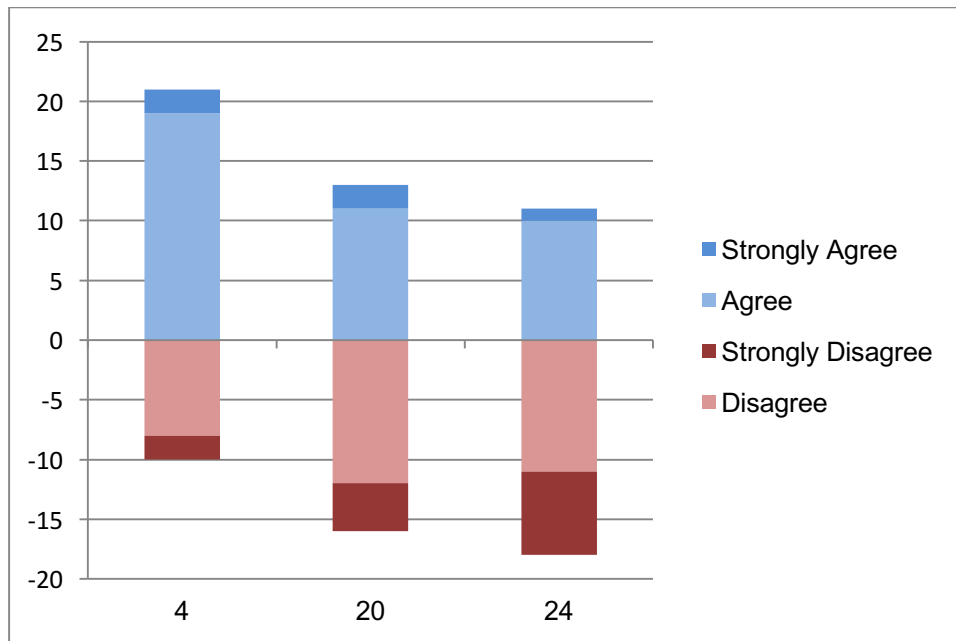
Overall, respondents indicate that there are issues with communication within the organization especially as it relates to clear and effective communication. However, there is positive consensus regarding the Division’s ability to work well with other justice agencies within the County.

(2) Policies, Procedures, and Processes

The following table contains employees’ responses to statements in section one about Shasta County Custody Division’s policies, procedures, and processes, including operational processes (i.e. booking) and responses to the effects of AB 109.

Statement	Agree	Disagree	No Opinion
4. Policies and procedures are complete and clear.	66%	31%	3%
20. Our booking process is efficient.	41%	50%	9%
24. We have effectively managed our response to the effects of AB 109.	34%	56%	9%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



Questions related to policies and procedures yielded mixed reactions. The following points provide further analysis on these results:

- **Statement #4 – on policies and procedures:** The majority of respondents agreed that policies and procedures are clear, across all aspects of the organization. It is interesting to note that an equal number of respondents either strongly agreed or strongly disagreed with the statement.
- **Statement #20 – efficient booking process:** Approximately half of respondents disagreed with the statement, with 38% disagreeing and 13% strongly disagreeing. About 34% agreed with the statement, and about 10% had no opinion.
- **Statement #24 – on AB 109 response:** A slight majority of respondents do not agree that the response to the effects of AB 109 have been effectively managed. While there are nearly an equal number of respondents who either agreed or disagreed, 22% of respondents strongly disagreed with the statement, and 10% had no opinion.

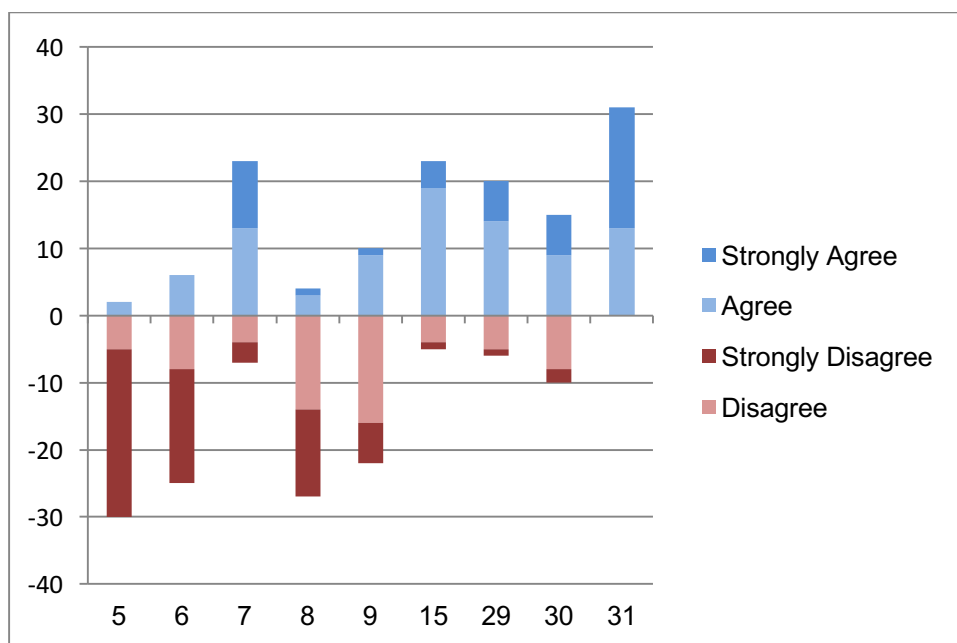
These statements suggest that while respondents agree that divisional policies and procedures are clear, respondents do not feel that the booking process is efficient, nor has the response to the effects of AB 109 been effectively managed.

(3) Staffing, Workload, and Overtime Issues

The following table contains employees’ responses to statements in regards to staffing levels; typical workload levels, including efficient shift scheduling, and the culture of overtime within the agency.

Statement	Agree	Disagree	No Opinion
5. The Jail Division operates with an appropriate number of staff.	6%	94%	0%
6. On my shift, we have an adequate number of staff to meet the requirements of the fixed-post staffing plan.	19%	78%	3%
7. I am often pulled off my current assignment to cover other duties.	72%	22%	6%
8. We have sufficient fixed-posts and staff to perform safely.	13%	84%	3%
9. We have an adequate number of staff on-duty for inmate safety.	31%	69%	0%
15. Our shift schedules help the Division work efficiently.	72%	16%	13%
29. I personally work too much voluntary overtime.	65%	19%	16%
30. I personally work too much mandated overtime.	47%	31%	22%
31. Our entire Jail Division works too much overtime.	97%	0%	3%

The graph on the following page presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



As the graph above indicates, that for the majority of the questions in this category, respondents had an overwhelmingly negative reaction. The only three items upon which the respondents had positive responses was related to them being pulled off of their current assignment to cover other duties, efficient shift scheduling system within the Division, and that the entire Division works too much overtime. The following points expand further upon this data:

- **Statements #5 and #9 – on staffing levels:** An overwhelming majority of respondents disagreed that there are an appropriate number of staff, especially to meet the requirements of the fixed post staffing plan.
- **Statement #7 – duty coverage:** Respondents generally agreed that they were often pulled off of current assignments to cover other duties throughout the Division.
- **Statements #6 & #8 – enough staffing for safe environment:** The majority of employees disagreed that not only was there enough staff to perform work safely, but there wasn't even enough staff to ensure inmate safety.
- **Statement #15 – shift scheduling system:** Employees agreed that the current shift scheduling system helps the Division work effectively, with roughly equal numbers of respondents either disagreeing or having no opinion.
- **Statements #29-31 – on overtime:** Respondents almost unanimously agree that the Jail division works too much overtime. Bolstering this response, 65% of respondents believe they work too much voluntary overtime, while only 47% believe they work too much mandated overtime.

Employees across all levels of the organization agree that there is insufficient staffing to perform work safely, and it is discussed as the major opportunity for improvement in the qualitative section of the survey.

Respondents were also asked to characterize their typical workload. The following table present information regarding an important workload-related question.

Please select one of the following choices to describe your current workload:	% of Responses
I am always overloaded. I can never catch up.	16%
I am not overloaded. I could handle more work.	6%
I am rarely overloaded - there is about the right balance between time available and the amount of work.	6%
Sometimes my workload is too heavy, but mostly I can keep up.	71%

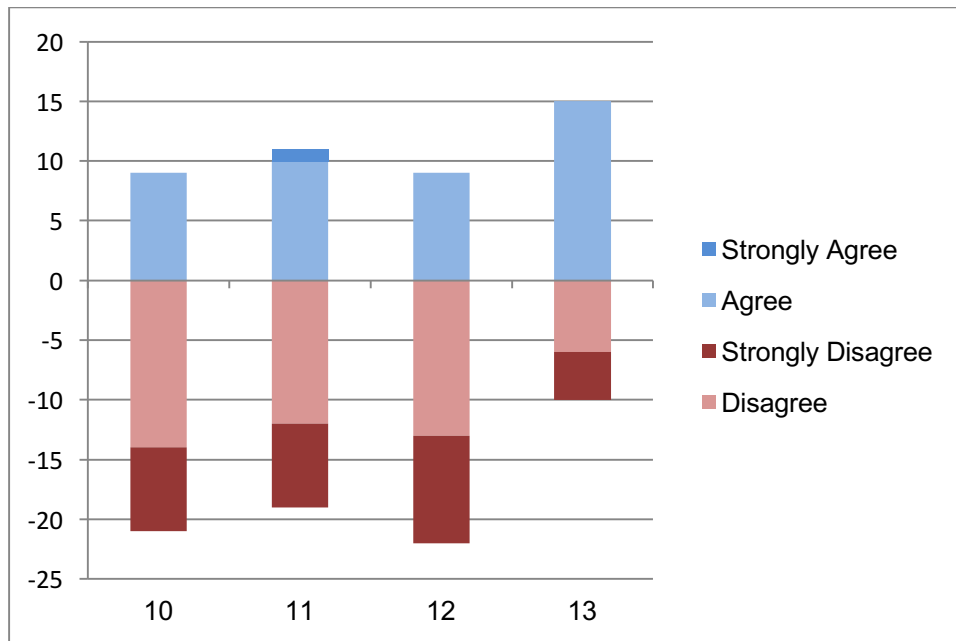
Contrary to many of the direct responses on workloads, in general most employees felt that workloads were only sometimes excessive.

(4) Training

The following table contains employees’ responses to questions about the Divisions current and future training opportunities, including the types of training, such as practical, managerial, or supervisory training.

Statement	Agree	Disagree	No Opinion
10. I receive the practical training I need to keep my skill levels high.	28%	66%	6%
11. The Jail Division places a high value on ensuring proper training for line duty personnel.	34%	59%	6%
12. There are adequate opportunities to attend training classes.	28%	69%	3%
13. The Jail Division provides adequate managerial and supervisory training.	47%	31%	22%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



The graph above illustrates respondents' disagreement with statements regarding the Custody Division placing a high value on proper training, and providing adequate opportunities for training to staff. Further detail is provided in the following points:

- **Statements #10 – on practical training:** The majority of respondents, 66%, do not agree with the statement that they receive the practical training they need to keep their skill levels high.
- **Statements #11 – on value of training:** In a similar vein, the majority of respondents do not agree that the Jail Division places a high value on ensuring proper training for line duty personnel.
- **Statements #12 & #13 – on adequate training opportunities:** The majority of respondents (69%) disagree that there are adequate opportunities to attend training classes, however, a plurality of respondents (47%) agree that there are adequate managerial and supervisory trainings.

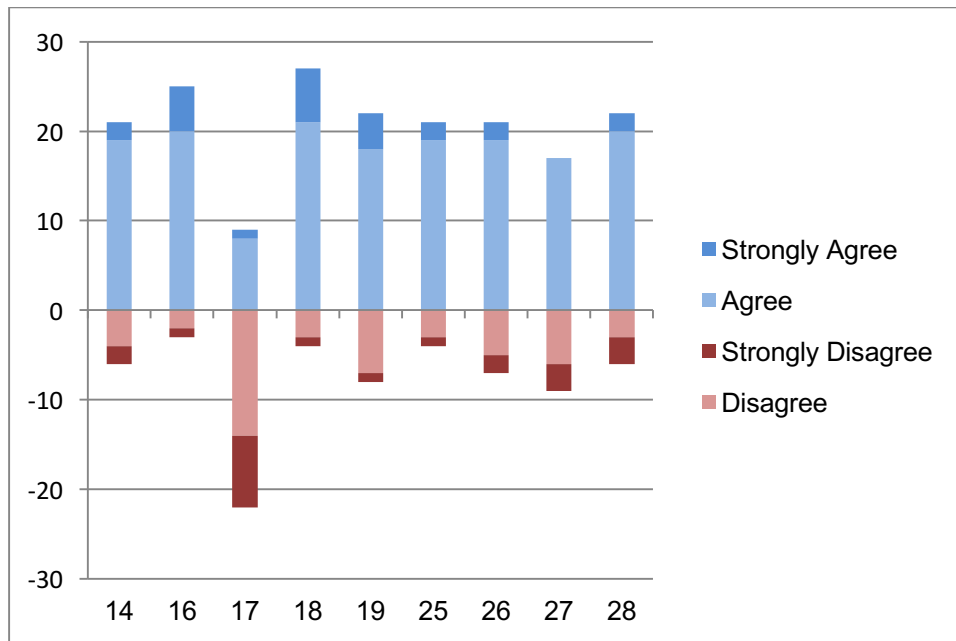
Overall, respondents do not believe that the Division provides enough training to line or managerial staff to keep up necessary skills, leading to an overarching belief that the Division does not place a high value on ensuring proper training of its staff.

(5) Inmate Services

The table on the following page contains employees’ responses to statements in the first section concerning the variety of inmate programs and services managed by the Division. These services include mental health and medical services, along with managing inmate populations or using alternatives to incarceration for pre-trial inmates.

Statement	Agree	Disagree	No Opinion
14. The inmate classification system is effective in housing inmates properly.	68%	19%	13%
16. There are adequate mental health services in the Jail to meet the needs of the inmates.	78%	9%	13%
17. There are adequate medical services for inmates.	28%	69%	3%
18. The Jail Division does a good job of managing inmate population.	84%	13%	3%
19. The Jail Division does a good job of providing programs for inmates.	69%	25%	6%
25. We have the right programs and services available to inmates with substance abuse problems.	66%	13%	22%
26. When we are at capacity, we make the right decisions on who to release.	66%	22%	13%
27. We have the right alternative to incarceration programs in place for pre-trial inmates.	53%	28%	19%
28. We have the right alternative to incarceration programs in place for sentenced offenders.	69%	19%	13%

The graph on the following page presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



Responses to these statements show that generally employees believe that the Division is doing a good job with providing inmate services, with one exception concerning the level of medical services within the Custody Division. Further analysis regarding these statements is noted by the following points:

- **Statement #14 – on inmate classification system:** A majority of employees, 68%, agree that the current inmate classification system is effective, while 19% disagreed, and 13% had no opinion.
- **Statement #16 – inmate programs:** An significant majority of respondents (78%) agreed that the Division does a good job providing programs for inmates. Only 9% of respondents disagreed, and 13% had no opinion.
- **Statement #17 – on inmate mental health services:** A significant majority of respondents (69%) disagreed with the presence of adequate mental health services for inmates. Only 3% of respondents had no opinion, with the remaining 28% agreeing with the statement.
- **Statement #18 – adequate inmate medical services:** In contrast to the previous statement, over three-quarters of respondents agreed that overall there are adequate medical services for inmates.
- **Statement #19 – on managing inmate population:** Respondents generally agreed that the Division does a good job of managing inmate population levels.

Roughly a quarter of respondents disagreed with this statement, and 6% had no opinion.

- **Statement #25 – on substance abuse services:** Respondents generally agreed that the Division has the right programs and services available to inmates with substance abuse problems. While only 13% of respondents disagreed with this statement, roughly a quarter had no opinion.
- **Statement #26 – on capacity decisions:** Similar to the previous statement, respondents generally agreed that the Division makes the right decisions on who to release when the facility is at capacity. Roughly a quarter of respondents disagree with this statement, while 13% had no opinion.
- **Statement #27 & #28 – on alternatives for pre-trial and sentenced inmates:** A little over half of respondents agree that the Division has the right alternatives to incarceration programs in place for pre-trial inmates, and a significant majority agree that the Division has the right alternative to incarceration programs in place for sentenced offenders. Approximately 28% and 19% of respondents respectively disagreed with the statements.

Overall, employees generally believed that they provided adequate services and programs for inmates including their ability to provide alternatives to incarceration for pre-trial inmates and managing inmate population levels. The only area of concern by respondents appears to be the adequacy of mental health services provided to inmates.

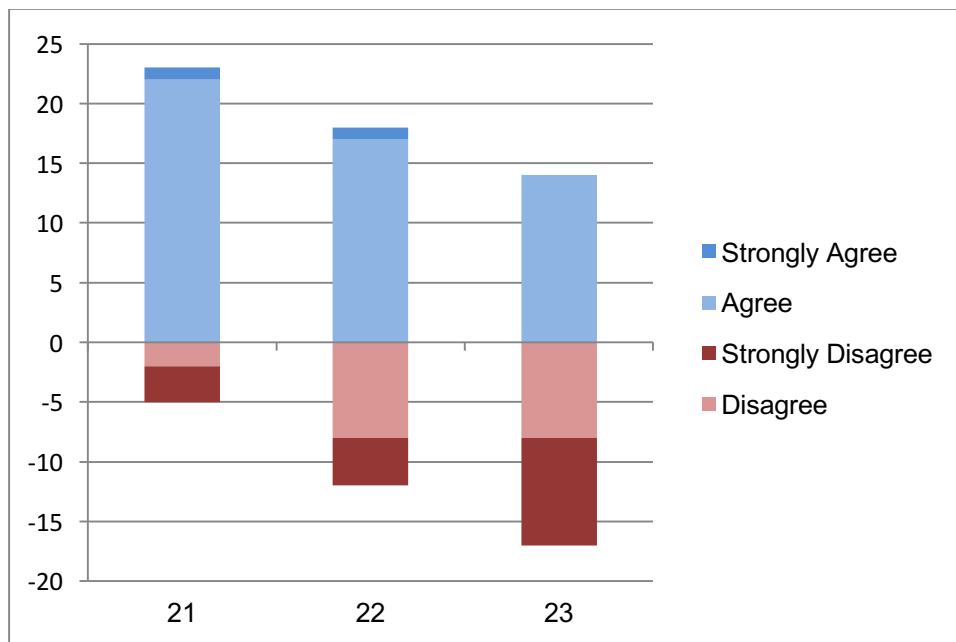
(6) Work Environment

The following table contains employees’ responses to questions regarding the responsiveness of the Division to requests for emergency repairs, facility maintenance, and IT needs.

Statement	Agree	Disagree	No Opinion
21. We receive a quick response to request for emergency repairs.	72%	16%	13%
22. Our facilities are well maintained.	56%	38%	6%
23. Our computerized information systems meet our needs.	44%	53%	3%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of

the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed was assigned a negative value.



Responses to these statements showed that while the Division is able to respond quickly to repair issues and the facilities are well maintained, there is some concern regarding the information technology systems in use by the Division. The following points provide further detail regarding these sentiments:

- **Statement #21 – on responsiveness to emergency repairs:** The majority of employees agreed that the Division is fairly responsive to any emergency repair requests.
- **Statements #22 & #23 – well-maintained facilities and information systems:** Respondents agreed that their facilities are well maintained, but disagreed regarding their current information systems being able to adequately meet the needs of the Division.

Respondents generally agreed that there was a positive work environment with the Division being responsive to emergency repairs and well-maintained facilities. However, there was some dissatisfaction expressed related to current technology needs.

3. NARRATIVE SURVEY RESPONSES

In addition to the survey's forced choice questions, in the second section of the survey respondents were asked to provide narrative responses to two open-ended questions. The responses to the questions were grouped and summarized by the project team.

(1) What are the key strengths of the Custody Division?

Those who chose to answer the open-ended questions wrote that the greatest strength of the Custody Division was the ability of the employees to come together and work as a team. Additionally, respondents discussed communication as another key area of strength within the Division.

(2) What are the principal improvement opportunities for the Custody Division?

The general consensus of respondents for this question had to do with increasing staffing and addressing communication issues with the leadership and management of the Division. The comments are summarized below.

- Increase staffing
- Improve interdivisional communication and between leadership and line staff
- Boost divisional morale
- Increase training opportunities for current staff
- Increase transparency between management and line staff
- Increase wages for staffing, including pay bumps on an annual basis
 - Improved care and services for inmates

The general consensus of respondents for this question had to do with increasing staffing and addressing leadership accountability and communication. Respondents

believe that it is necessary to increase the current staffing levels to be able to handle the current workload and also improve the types of services being offered to the inmates. Employees also discussed boosting the morale of the division by providing more training opportunities, and even increasing wages for employees.