



Lake County Sheriff's Office Organizational and Operational Review: Phase 1 Final Report

Presentation to Lake County Board of Commissioners Law and Justice Committee

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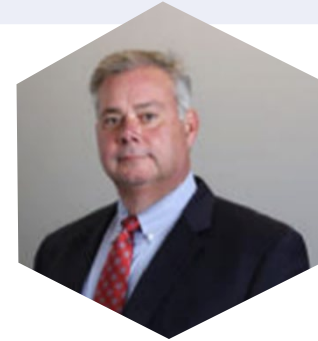
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Supporting state and local governments in developing and implementing safety and justice policies that are effective and efficient in the advancement of both civil rights and civil order



Project Overview



Project Overview

- ◆ In August 2022, Lake County selected PFM Group Consulting LLC (PFM) to undertake an organizational and operational assessment of the Lake County Sheriff's Office (LCSO).
- ◆ PFM's study examined three questions in Phase 1:
 - How do LCSO's current organization and operations support and/or hinder its ability to function efficiently and effectively?
 - What does LCSO need to effectively meet the county's evolving public safety needs?
 - What steps should the County and LCSO take to meet its goals and align with industry standards and best practices?
- ◆ As part of this study, PFM also projected how LCSO's workload and personnel levels are expected to change over the next five years if the Office does not make any changes to its current practices.
- ◆ In Phase 2 (start date pending Board approval), PFM will conduct an in-depth assessment of one or more findings that most impact LCSO's operations and outcomes.



PFM's Approach

- ◆ **Interviewed more than 90 people** representing LCSO, the County, and external stakeholders:
 - Interviews/roundtable discussions with more than 50 LCSO leadership and staff across all divisions and levels
 - Interviews with County Board Members, County Administration, Health Department, Finance, Human Resources, 19th Judicial Circuit Court, State's Attorney, and Public Defender
 - Interviews with 2 collective bargaining groups representing sworn and civilian staff
 - Roundtable discussions with communities with contract patrol, schools with contracted school resource officers, and community-based organizations
- ◆ **Reviewed data** on personnel, budget, operations, recruitment/retention; LCSO policies; CBAs
- ◆ **Analyzed relevant data from comparable jurisdictions** in Dane, DuPage, Kane, Macomb, McHenry, Waukesha, and Will counties
- ◆ **Examined relevant state and national standards and best practices**
- ◆ **Developed a five-year forecast of LCSO workload and staffing**, considering recent trends, current policies, and demographic/socioeconomic trends. Based on current trends, policies, and practices, it offers a baseline from which to measure the impact of future changes.



Key Findings



Summary of Key Findings

- ◆ Department leaders and external stakeholders have strong positive views of LCSO employees and their professionalism.
- ◆ Key measures of law enforcement workload, including calls for service and crime, are trending down, driven by a decrease in property crime. Comparatively, jail population is increasing, driven by an increase in bookings and average length of stay.
- ◆ Lake County, through LCSO and its Health Department, leverages available mechanisms to divert individuals in need of services away from the justice system.
- ◆ Recruitment and retention trends indicate that even if workload decreases, LCSO faces critical current and projected staffing shortages in law enforcement and corrections.
 - Neither County HR nor LCSO has a sufficient recruitment and retention strategy to improve coordination and result in a greater number of qualified candidates hired.
- ◆ High rates of overtime – and forced overtime – have had a negative effect on staff morale.
- ◆ Staff are not satisfied with, nor confident in, LCSO’s current performance evaluations and promotions process, and seek more career advancement opportunities.
- ◆ Specialized units offer staff an opportunity to advance their career, leading to higher morale and greater job satisfaction.



Recommendations



Summary of Recommendations

◆ Build and support the workforce

- Assign staff to work with HR to develop and implement a recruitment strategy
- Develop a career path for deputies and officers
- Provide additional direct supervision training to corrections officers
- Increase training on mental health and substance use

◆ Strengthen and clarify key personnel management policies and practices

- Improve overtime management and controls
- Work with HR to update performance evaluation process
- Increase internal communication among senior leadership and between command staff and line staff

◆ Align allocation of resources with goals and objectives

- Hire civilian staff to perform functions that do not require a certified deputy or full-time officer
- Focus court security roles and responsibilities on courtroom safety
- Revisit rates and standards for contract communities with County partners

◆ Improve transparency and accountability

- Introduce a transparent and progressive approach to disciplinary actions
- Consider the creation of law enforcement and corrections civilian oversight boards

◆ Improve data collection and use of data for management

- Eliminate paper-based and duplicative processes to manage the jail and inmate population
- Improve efficiency in the Criminal Investigations Division



Build and support the workforce

◆ Assign staff to work with HR to develop and implement a recruitment strategy

- Recruitment of qualified staff is one of LCSO's, and the County's, highest priorities as it faces critical shortages and pending retirements.
- LCSO should designate one senior level employee to develop a recruitment strategic plan on behalf of all divisions in collaboration with County HR and the Merit Commission.

◆ Develop a career path for deputies and officers

- As a fundamental element of retention and workplace culture, LCSO should create additional opportunities for employees to incrementally advance in their careers.
- LCSO should develop a stepped career path for deputies and corrections officers that ties level to responsibilities and slight increase in pay. A stepped career path would expand the deputy title to, for example, deputy I, deputy II, and deputy III, before the sergeant title.
- LCSO should partner with the deputy and officer unions to develop a path that lays out the titles, tenure, pay, and responsibilities.



Strengthen and clarify key personnel management policies and practices

◆ Improve overtime management and controls

- LCSO should update its overtime policies to explicitly include corrections officers to create greater control and accountability over use of overtime.
- LCSO should implement an automated system of monitoring overtime use at an employee, unit, and shift level to allow managers to monitor compliance with policies and appropriately respond to trends in overtime use.

◆ Work with HR to update performance evaluation process

- LCSO should work with HR to develop a performance evaluation process that aligns with law enforcement and corrections responsibilities and meets the County's need for consistent and fair evaluation.
- Staff seek a meaningful assessment that informs professional development goals and promotion considerations. LCSO may find that the best approach is to incorporate the current evaluation (or parts of the current evaluation) into its new approach.



Align allocation of resources with goals and objectives

- ◆ **Hire civilian staff to perform functions that do not require a certified deputy or full-time officer**
 - Faced with significant staffing shortages, LCSO should review opportunities to use civilian positions to perform non-emergency police services and non-custodial jail duties.
 - In other jurisdictions civilian police service technicians have successfully performed duties such as investigating traffic accidents, taking reports from residents on burglaries and other matters, enforcing parking, directing traffic, doing maintenance in the jail, and handling administrative responsibilities.

- ◆ **Focus court security roles and responsibilities on courtroom safety**
 - LCSO's court security team performs a broad range of services with increasing time allocated to responding to calls for service in and around the courthouse. High turnover within court security adds additional costs to growing the team.
 - LCSO should focus its court security operations more narrowly on statutorily required duties.



Improve transparency and accountability

◆ Introduce a transparent and progressive approach to disciplinary actions

- LCSO has a clear process for reviewing and investigating complaints, and it should implement a policy and structure for applying disciplinary actions that increases transparency and consistency.
- Infractions should be addressed using a progressive structure that imposes greater penalties for continued or more serious problematic behavior. A discipline matrix links the infraction, the number of instances and the number of prior infractions to a range of disciplinary outcomes. Application of the matrix should document when extenuating circumstances require a departure from the recommended discipline.

◆ Consider the creation of law enforcement and corrections civilian oversight boards

- LCSO and the County should increase law enforcement and corrections transparency and accountability with the creation of civilian oversight boards for each division. One model that could serve LCSO and the County well is a review-focused approach.
- The design and implementation process, and the visibility of lines of communication will be paramount to effectively building community trust.



Phase 2



Opportunities for Further Analysis in Phase 2

◆ Staffing Assessment (\$255,000)

Data-driven recommendations to align workload, budgeted headcount, and LCSO objectives

◆ Overtime Analysis (\$125,000)

Detailed analysis of the drivers of overtime costs, including LCSO operational factors and policies, to identify opportunities to lower those costs.

◆ Recruitment Mapping and Assessment (\$110,000)

A data-driven approach to understanding LCSO's recruitment experience and where the Office can make improvements to increase the number of qualified hires.

Total Funding	Phase 1	Remaining
\$796,100	\$463,970	\$332,130

Questions?

**For additional information, please contact
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Appendix



LCSO Personnel by Division, FY 2017 - FY 2023

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	CAGR 2017- 2023
Administration Division								
Total Positions	47	48	53	55	56	58	56	3.0%
Vacant	3	7	6	6	9	11	9	20.1%
Vacancy Rate	6.4%	14.6%	11.3%	10.9%	16.1%	19.0%	16.1%	n/a
Law Enforcement Division								
Total Positions	273	276	265	265	265	250	248	-1.6%
Vacant	14	27	16	19	20	31	39	18.6%
Vacancy Rate	5.1%	9.8%	6.0%	7.2%	7.5%	12.4%	15.7%	n/a
Corrections Division								
Total Positions	221	222	229	232	232	232	231	0.7%
Vacant	13	12	15	12	32	38	57	27.9%
Vacancy Rate	5.9%	5.4%	6.6%	5.2%	13.8%	16.4%	24.7%	n/a
Total	541	546	547	552	553	540	535	-0.2%

Source: LCSO, Position Inventory for Annual Budgets FY 2017 – FY 2022.

*Note: Total positions includes both filled and unfilled positions, and both part-time and full-time positions. Personnel data shown in this table reflects point-in-time position inventories that are reviewed and modified by LCSO annually before the start of the fiscal year, typically in August.



LCSO Projected Staffing (Filled FTEs at Year-End), FY 2023 to FY 2027

Division / Unit	FY 2023 (Projected)	FY 2024 (Projected)	FY 2025 (Projected)	FY 2026 (Projected)	FY 2027 (Projected)	CAGR 2023- 2027
Administration Division						
Sheriff Administration	13.9	12.8	11.8	10.9	10.1	-7.6%
Training	5.4	4.9	4.5	4.1	3.7	-9.2%
Administrative Services (Civil Process and Records)	16.5	16.9	17.3	17.7	18.0	2.3%
IT	4.2	4.4	4.6	4.8	5.0	4.3%
Law Enforcement Division						
Highway Patrol	92.8	93.2	93.6	94.0	94.3	0.4%
Criminal Investigations	27.0	25.2	23.5	22.0	20.7	-6.5%
Communications	25.2	24.0	22.9	21.8	20.9	-4.6%
Court Security	33.2	32.0	31.0	30.0	29.0	-3.3%
Marine Unit	4.6	4.8	5.0	5.1	5.3	3.2%
Corrections Division						
Adult Corrections	157.9	149.4	142.0	135.6	130.1	-4.7%
Community Based Corrections Center	12.2	10.6	9.2	8.0	7.0	-13.0%
LCSO Total Filled FTEs	393.0	378.4	365.5	354.1	344.0	-3.3%



Key Workload Measures Historical Trend, CY 2017 – CY 2022 (Projected)

Workload Measure	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022 (Projected)	CAGR 2017-2021
Communications: Unique calls for service	197,727	189,054	183,647	173,221	158,639	168,761	-5.4%
Highway patrol: Responses to calls for service	192,182	181,183	181,278	170,176	158,552	166,709	-4.7%
Court Security: Responses to calls for service	464	545	7,649	4,438	5,317	4,439	84.0%
Marine Unit: Responses to calls for service	1,081	772	918	1,276	1,338	1,171	5.5%
Criminal Investigations: Cases assigned	1,499	1,550	1,695	1,112	840	974	-13.5%
Jail: Average daily population	612	571	594	511	469	506	-6.4%
CBCC: Average daily population	150	153	157	111	93	79	-11.4%
IT: Tickets processed	1,556	1,545	3,057	2,618	2,562	unk	13.3%
Training: LCSO filled positions	511	500	510	515	492	460	-0.9%
Sheriff Administration: LCSO budgeted positions	536	537	552	552	550	549	0.6%
Administrative Services: Civil process papers served	1,556	1,545	3,057	2,618	2,562	unk	13.3%

Source: LCSO, CAD Data, 2016 – August 2022; CID Annual Statistics, 2017 – June 2022; Monthly ADP 2017 – September 2022; Civil Totals, 2017 – 2021; Annual Reports, 2018 – 2020. Lake County, Annual Budgets, FY 2017 – FY 2022.

* Note: FY 2022 workload is projected based on partial year data provided by LCSO through varying points in the year (June 30 through September 30, 2022).



Key Workload Measures Projected Trend, CY 2023 - CY 2027

Workload Measure	CY 2023 (Projected)	CY 2024 (Projected)	CY 2025 (Projected)	CY 2026 (Projected)	CY 2027 (Projected)	CAGR 2023- 2027
Communications: Unique calls for service	166,874	164,758	166,797	166,143	165,899	-0.1%
Highway patrol: Responses to calls for service	165,146	163,469	165,108	164,574	164,383	-0.1%
Court Security: Responses to calls for service	4,731	4,829	4,666	4,742	4,746	0.1%
Marine Unit: Responses to calls for service	1,262	1,257	1,230	1,249	1,245	-0.3%
Criminal Investigations: Cases assigned	975	930	960	955	948	-0.7%
Jail: Average daily population	516	526	537	547	558	2.0%
CBCC: Average daily population	69	89	87	90	89	6.6%
IT: Tickets processed	2,891	2,982	3,122	2,998	3,034	1.2%
Training: LCSO filled positions	393	378	365	354	344	-3.3%
Sheriff Administration: LCSO budgeted positions	550	550	550	550	550	0.0%
Administrative Services: Civil process papers served	2,642	2,602	2,622	2,622	2,615	-0.3%