



PHASE I FINAL REPORT

Lake County Sheriff's Office: An Organizational & Operational Assessment

Lake County, IL
February 2023

CONTENTS

Contents 1

Executive Summary 2

Introduction 12

Lake County Sheriff’s Office Overview20

Office-Wide Management30

LCSO’s Administration Division.....70

LCSO’s Law Enforcement Operations and Management79

LCSO’s Corrections Operations and Management..... 116

Workload and Staffing Assessment..... 150

Summary of Key Findings 169

Recommendations 174

Recommendations for Further Study..... 192

Conclusion 197

Appendices 199

EXECUTIVE SUMMARY

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). There are three research questions that PFM will answer through this study:

- 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 evolving public safety needs in Lake County?
- What steps should the County and LCSO take to meet its goals and align with industry standards and best practices?

The policing and corrections fields are constantly evolving to improve community safety, leverage new technology, increase transparency and accountability, and integrate best and innovative practices. The Lake County Board, County Administration, and LCSO seek to determine the Office's current ability to meet these challenges in an effective and efficient manner and identify where there are opportunities to improve.

This report is one of two that PFM will deliver to Lake County under the Operations and Organizational Assessment to answer these questions.

In this first phase of the work, PFM conducted a comprehensive assessment of LCSO's organizational structure, operations and policies, management practices, and personnel and expenditure trends, and 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.

Following these analyses, PFM puts forth a set of recommended actions that the Office can undertake to address identified challenges in these areas.

In the second phase of this work, PFM will take a closer look at specific topics that arose from the findings in the first phase; these are topics that can benefit from more analysis and research and/or more detailed implementation support. This report concludes with a description of possible areas of focus for the second phase. PFM will work closely with the County and LCSO to identify the most impactful areas of focus that align with the strategic objectives of this work.

Overview of the Lake County Sheriff's Office

The Lake County Sheriff's Office has two statutory responsibilities: 1) conservator of the peace and 2) custodian of the courthouse and jail. As the conservator of the peace, the sheriff is the primary law enforcement officer in the county responsible for maintaining peace, safety, and order; preventing crime; and making arrests.¹

Lake County has a total population of 711,239 residents.² Of this total population, about 80,000 residents (11.6 percent) live in unincorporated areas of Lake County; incorporated areas include

¹ 55 ILCS 5/3-6021.

² U.S. Census Bureau, "Subcounty Population and Housing Unit Estimates," American Community Survey: 2019 & 2021 Subcounty Population Estimates.

52 cities and towns.³ The Sheriff's Office has jurisdiction throughout the county, but as a matter of practice, does not provide law enforcement in areas that have a municipal police department.

In total, LCSO currently provides primary law enforcement services in unincorporated areas and to contract communities for approximately 122,000 people, or 17.3 percent of county residents.

Illinois sheriffs are responsible for serving and executing warrants, process, orders, and judgments within the county.⁴ Illinois sheriffs are also statutorily responsible for providing address verification of convicted sex offenders annually.

The second primary role is that of custodian of the jail and courthouse. The sheriff is statutorily designated as the warden of the county jail. Duties and responsibilities under this capacity are detailed in the County Jail Act.⁵ The jail is a 740-bed direct supervision facility and attached is the Community Based Corrections Center (CBCC), a secured 8-floor "tower" with 105 beds in dormitory-style pods.

Also under State law, a Sheriff's Office deputy, corrections officer, or court security officer must be present in all court rooms to provide security.⁶ The Sheriff's Office provides security in all courtrooms for the 19th Judicial Circuit Court at six locations: the Criminal Court Tower and Civil Court Building in Waukegan, three branch courts, and the Robert Depke Juvenile Complex Center.

While LCSO's number of budgeted positions has not changed much in recent years (an annual increase of 0.6 percent between FY 2017 and FY 2021), its headcount (i.e., number of filled positions) saw a big shift in FY 2022.⁷ Since FY 2019, LCSO's budgeted headcount has remained level at 495 full-time positions; the number of part-time positions decreased modestly from 57 to 54 over this period. At the same time, the number of filled positions fell by 80, from 510 in FY 2019 to 430 at the start of FY 2023, driven by a short-term hiring slump during COVID-19 and a structural gap between hires and separations.

In FY 2021, the Law Enforcement Division had the most positions assigned to it (265), an annual decrease of 0.7 percent compared to FY 2017, but in FY 2022, the total number of assigned positions declined further to 250 (including vacancies).

The total number of positions assigned to Corrections increased during the study period of FY 2017 to FY 2021 at an annual growth rate of 1.2 percent, but the number has remained flat since FY 2020.

³ U.S. Census Bureau, "Subcounty Population and Housing Unit Estimates," American Community Survey: 2019 & 2021 Subcounty Population Estimates.

⁴ 55 ILCS 5/3-6019.

⁵ Statute requires at least one jail to be available in the state for each county but permits counties to jointly operate a jail. 730 ILCS 125/1 – 125/3.

⁶ 55 ILCS 5/3-6023.

⁷ Throughout this report PFM's personnel trend analysis relies on personnel data provided by LCSO in its Position Inventory Report for annual budgets (FY 2017 – FY 2023), which reflects point-in-time position inventories that are reviewed and modified by LCSO annually before the start of the fiscal year, typically in August. The most recent year available, FY 2023, reflects LCSO's actual positions as of August 2022, adjusted to reflect expected changes to budgeted positions in FY 2023. LCSO develops its annual Position Inventory Report for the budget in consultation with the County, but they are two distinct datasets. In most years, the final approved number of budgeted positions for LCSO (which is available only as a total for the office), differs from the sum of budgeted positions in each division shown in LCSO's Position Inventory Report for the annual budget.

the FY 2022 vacancy rate was highest in the Administration Division (19.0 percent), but the Corrections Division had the largest number of vacancies (38). Corrections' vacancy rate increased to 24.7 percent for FY 2023 (as of August 2022).

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.

In each year separations exceeded new hires by double digits; in FY 2019 and FY 2021, separations spiked to 67 and 68, respectively, resulting in one-year net losses of 45 and 48 employees. Data through August 2022 shows hiring continued to increase for the third year with 33 new hires in just nine months; but it still remained behind separations (41).

LCSO Annual New Hires and Separations, FY 2017 - FY 2022 (Partial Year)

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	CAGR 2017-2021
Budgeted Positions	536	537	552	552	550	549	0.6%
Filled Positions*	511	500	510	515	492	460	-0.9%
	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Dec 2021 – Aug 2022	CAGR 2017-2021
New Hires	15	35	22	11	20	33	7.5%
Total Separations (Excludes Trainees)	50	47	67	45	68	41	8.0%
Net Change	-35	-12	-45	-34	-48	-8	n/a

Sources: Lake County, "Annual Budgets" FY 2017-2022; LCSO, "Position Inventory for annual budgets" FY 2017-2022; Active Employee Roster, 2017-Sep 2022"; Inactive Employee Roster 2017-Aug 2022."

*Note: Filled positions during a point in time count, August of each year. Due to the flow of people being hired and separating throughout the year, the number of filled positions during a specific point in time count each year is not expected to reflect the net annual change. In FY 2023 budgeted positions remained at 549. filled positions for FY 2023, as of August 2022 decreased to 430, including 399 full-time and 31 part-time filled positions.

In FY 2021, LCSO's expenditures totaled \$68.1 million, an annual growth rate of 1.5 percent per year since FY 2017. The FY 2022 adopted budget reflects a budget that is 17.5 percent higher compared to FY 2021 (\$80.1 million).

The Corrections Division accounts for the largest share of expenditures (45.5 percent), followed by Law Enforcement (42.6 percent), and Administration (11.9 percent). Personnel costs (salaries and benefits) are the Office's single largest expenditure, \$42.2 million in FY 2021 and 86 percent of expenditures.

LCSO Actual Expenditures by Division, FY 2017 - FY 2022 (Adopted)

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Adopted Budget	CAGR 2017-2021
Administration Division	\$7,009,384	\$7,529,778	\$9,031,426	\$8,356,508	\$8,128,026	\$10,826,523	3.8%
Law Enforcement Division	\$29,019,350	\$29,791,384	\$30,559,442	\$30,727,881	\$28,998,496	\$34,692,041	0.0%
Corrections Division	\$28,209,108	\$27,488,024	\$29,228,318	\$32,742,096	\$31,008,982	\$34,565,403	2.4%
Total	\$64,237,842	\$64,809,186	\$68,819,186	\$71,826,485	\$68,135,504	\$80,083,967	1.5%

Source: LCSO, Expenditure Actuals, FY 2017 – FY 2022.

*Note: Division expenditures are taken by summing the individual unit expenditures. The totals are not inclusive of additional expenses covered by grant funding. Office-wide, 0.1 percent of expenditures were grant funded in FY 2021.

In FY 2021, overtime costs totaled \$5.9 million, 8.6 percent of total expenditures, an annual growth rate of 4.8 percent compared to FY 2017. In FY 2017 and 2018, overtime costs averaged \$4.7 million per year; they started to increase in FY 2019, and in FY 2019 to 2021, they averaged \$5.7 million per year. While the Corrections Division accounts for 45.5 percent of LCSO's total budget, it accounts for a higher share of overtime expenditures: 63.1 percent in FY 2021.

LCSO Overtime Costs by Division, FY 2017 - FY 2021

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	CAGR 2017-2021
Administration Division	\$145,183	\$157,971	\$236,229	\$202,574	\$233,380	12.6%
Law Enforcement Division	\$2,215,184	\$2,174,376	\$2,472,596	\$2,108,903	\$1,930,436	-3.4%
Corrections Division	\$2,501,320	\$2,168,843	\$2,971,003	\$3,387,787	\$3,694,138	10.2%
Total	\$4,861,687	\$4,501,189	\$5,679,828	\$5,699,264	\$5,857,954	4.8%
Percent of LCSO Expenditures	7.6%	6.9%	8.3%	7.9%	8.6%	n/a

Source: LCSO, Expenditure Actuals, FY 2017 – FY 2022.

Many of LCSO's key workload metrics have decreased in recent years. Although there was an uptick in several metrics in CY 2022, overall key metrics like reported offenses and calls for service (CFS) were down considerably since FY 2017. Highway Patrol's increasing vacancy rate may impact the number of CFS (which include self-initiated activities), but the number of offenses is less directly impacted by the Division's staffing.

After decreasing between CY 2017 and CY 2021, the jail population increased in CY 2022 (and LCSO reports it continues to increase in CY 2023). Two factors directly contribute to the increase in average daily population: bookings are outpacing releases (although both are

decreasing), and average length of stay has increased significantly for inmates released from CY 2020 through CY 2022 – more than 50 days, on average, in CY 2022.

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).

PFM examined these metrics to develop a projection of workload and staffing through 2027. The purpose of creating a baseline projection is to understand LCSO's current trajectory, assuming the Office makes no changes to its current policies and practices. It offers a starting point to test the impact of new initiatives and strategies on workload and staffing.

LCSO faces a potential staffing crisis if current recruitment and retention trends continue. High levels of attrition in FY 2021 and FY 2022 widened an existing gap between average annual hires and separations. LCSO has lost about 75 filled FTEs, net of hiring and attrition, since FY 2017. PFM's projections show that absent any changes to recruitment and retention practices, LCSO's filled FTE count would decrease by an additional 56.8 FTEs between FY 2023 and FY 2027.

Within five years, 166 current LCSO employees, as of November 2022, will be eligible for retirement with full (112) or reduced (54) benefits. The largest share of these positions is in

Highway Patrol, Corrections, Sheriff Administration, and Court Security. Almost half of current Highway Patrol employees will be eligible to retire with full benefits by the end of FY 2027.

LCISO's staffing has been impacted by both insufficient levels of hiring and large numbers of separations. PFM found that LCISO's turnover rate and quit rate both fall below state and local government benchmarks published in the U.S. Bureau of Labor Statistics (BLS) Job Openings and Labor Turnover Survey's (JOLTS), but the rates increased in FY 2021.

While Highway Patrol is expected to see a slight increase in filled positions, the Criminal Investigations Division (CID), Communications, Court Security, and Corrections will experience significant declines. If Highway Patrol and Corrections are able to implement changes that fill more of their vacancies, LCISO will be better positioned to backfill vacancies in the CBCC and CID (two units that hire from among current employees).

LCISO Projected Recruitment and Retention Trend, FY 2023 to FY 2027

	FY 2023 (Projected)	FY 2024 (Projected)	FY 2025 (Projected)	FY 2026 (Projected)	FY 2027 (Projected)	CAGR 2023- 2027
Administration Division						
New hires	2.2	2.2	2.2	2.2	2.2	0.0%
Separations	3.2	3.1	3.0	2.9	2.8	-3.3%
Net change	-1.0	-0.9	-0.8	-0.7	-0.6	n/a
Filled FTEs at year-end	40.0	39.1	38.2	37.5	36.9	-2.0%
Law Enforcement Division						
New hires	14.6	14.6	14.6	14.6	14.6	0.0%
Separations	18.5	18.2	17.9	17.7	17.4	-1.4%
Net change	-3.9	-3.6	-3.3	-3.1	-2.8	n/a
Filled FTEs at year-end	182.9	179.3	176.0	172.9	170.1	-1.8%
Corrections Division						
New hires	11.3	11.3	11.3	11.3	11.3	0.0%
Separations	22.9	21.4	20.1	18.9	17.9	-6.0%
Net change	-11.6	-10.1	-8.8	-7.6	-6.6	n/a
Filled FTEs at year-end	170.1	160.0	151.3	143.7	137.1	-5.3%
LCISO Total Filled FTEs	393.0	378.4	365.5	354.1	344.0	

Sources: LCISO, "Position Inventory for Annual Budget" FY 2017-2022; Active Employee Roster, 2017-Sep 2022"; Inactive Employee Roster 2017-Aug 2022."

LCSO Projected Staffing Trend (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%

Lower crime and incarceration rates may offer an opportunity for the Sheriff’s Office to become leaner and more efficient. As PFM will explore further in Phase 2, there may be opportunities for LCSO to change specific processes or deployment practices to reduce workload. Given the current staffing of LCSO, approaches to reduce workload could offset some of the Office’s recruitment needs and reduce reliance on overtime in the next five years. LCSO must also consider how its allocation of staffing and other resources can best meet the Office’s, County’s, and community’s strategic needs and priorities.

PFM’s projections show that absent any changes to policies or practices, most of LCSO’s key workload measures are expected to experience a gradual decline annually between FY 2023 and FY 2027, returning to the trend seen prior to CY 2020. The period CY 2020 to CY 2022 showed more variation in workload compared to a period of general decline from CY 2017 to CY 2019.

The exception to this trend is the jail’s average daily population, which is expected to increase about two percent per year based on recent trends in bookings, releases, and average length of stay.

The following table summarizes PFM’s five-year projection of LCSO workload based on a series of assumptions about workload trends in each of the Office’s organizational units. These assumptions have been reviewed by the County and LCSO leadership, but there are many factors outside the scope of this report that could also impact trends. These projections should be used as a starting point for understanding how LCSO’s workload is likely to trend in future years, absent any changes to policies or practices.

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%

PFM's study found the LCSO has a number of foundational strengths that position it well for future improvements. The Office boasts strong relationships with many of its stakeholders, including other criminal justice agencies and its contract communities, it leverages data in some aspects of its operations, and has a range of mechanisms to divert individuals who need behavioral health services away from the justice system.

LCSO has prioritized accreditation as a method of ensuring high standards of performance. LCSO maintains more law enforcement and corrections accreditations than most of the comparators in this assessment. Maintaining accreditation has increased LCSO's use of performance data.

In the past five years LCSO created and has grown its IT unit. The IT unit has professionalized and increased specialization among its staff. Within LCSO, IT established a steering committee and works proactively with command and leaders to modernize the Office. LCSO's IT unit is well regarded internally and by County stakeholders. Implementation of the new computer aided dispatch (CAD), records management system (RMS), and jail management system (JMS) are a significant opportunity to improve the Office's operational and technical efficiency.

LCSO has made investments in internal accountability, including the move to document complaints, use of force, and employee infractions in IAPro. Going forward, LCSO plans to leverage the software to improve its employee early warning system. The vastly improved

quality of data tracking will enable LCSO to analyze and act upon notable statistics, including some findings in this report.

PFM's study found three primary challenges facing LCSO: 1) communication is lacking at all levels of the Office, both within and between operational divisions; 2) internal management and strategic planning have not been sufficiently prioritized; and 3) employee morale is low due to workload and overtime demands.

Office-wide management has been challenged by a reported decrease in communication during the year leading up to the 2022 election due to significant tensions created by an internal challenger to be sheriff. LCSO leaders shared that leadership and committee meetings became less frequent; particularly, they noted a lack of regular meetings of the whole leadership team to discuss strategy and data metrics. Moving forward LCSO reports senior leaders now meet weekly for command meetings.

The ongoing 911 consolidation process and upcoming implementation of the SAFE-T Act are sources of significant anxiety for staff. Communications staff feel they are uninformed about the ongoing 911 consolidation process and worry their jobs are in jeopardy. LCSO is currently putting together a plan that addresses staff's concerns and encourages them to stay with the Office through the consolidation period.

Corrections command staff also observe a disconnect between the Corrections and Law Enforcement divisions, which they hope could be improved with more frequent interaction. Within the Law Enforcement Division, staff describe silos and tensions over differences in compensation and respect given to the different units. Patrol command staff feel the department is physically disjointed between its two buildings in Waukegan and Libertyville.

LCSO has not sufficiently prioritized strategic planning and organization-wide coordination. The Office does not have a strategic plan, nor a staffing plan for Highway Patrol, nor a comprehensive strategy to improve recruitment.

Responsibilities for recruitment are shared by LCSO, County HR, and the Merit Commission; the Merit Commission's role pertains only to deputy sheriff positions. There is no single recruitment strategy that includes all three entities. But the problem is not that there are conflicting strategies. Instead, the reality is that none of the three entities that must be involved to improve recruitment has a strategy.

Concerns about understaffing caused by insufficient recruitment and retention were voiced in nearly every interview PFM held. As a result of staffing shortages, line and command staff described high levels of overtime and difficulty finding deputies to cover required shifts, which in turn has degraded employee morale.

Recommendations and Opportunities for Further Analysis

PFM's recommendations address the three primary challenges identified above related to communication, internal management, and workload and overtime demands. PFM's recommendations are organized into three categories: organization and management, policies and practices, and workload and workforce. LCSO should implement the following recommendations:

● **Organization and Management**

- Improve overtime management and controls
- Update performance evaluation process
- Introduce a transparent and progressive approach to disciplinary actions
- Revisit rates and standards for contract communities
- Increase internal communication among senior leadership and between command staff and line staff
- Eliminate paper-based and duplicative processes to manage the jail and inmate population

● **Policies and Practices**

- Increase training on mental health and substance use
- Provide ongoing direct supervision training to corrections officers
- Support the creation of law enforcement and corrections civilian oversight boards

● **Workload and Workforce**

- Assign staff to develop and implement a recruitment strategy
- Create a pipeline for deputies and officers through civilian positions
- Improve efficiency in the Criminal Investigations Division
- Focus court security roles and responsibilities on courtroom safety
- Develop a career path for deputies and officers

As LCSO and the County consider the Office's needs for a new, consolidated facility, it is imperative that the Office simultaneously address the challenges PFM identified in this report. Physical colocation can start to address challenges with communication and siloed operations, but the Office and County must consider that its challenges will not be resolved with a new building. In addition to addressing the Office's physical structure needs, LCSO leadership and command staff must focus on improving internal operations and management and prioritize recruiting qualified, dedicated deputies and corrections officers.

Phase 1 identified a number of challenges and opportunities for improvement that can benefit from in-depth assessment and detailed recommendations for subsequent actions. PFM identified six areas of operations and management that it recommends the County and LCSO consider for further analysis and research in Phase 2:

- Support for performance-based budgeting
- Mapping and assessment of the recruitment process
- Analysis of civilianization opportunities
- Analysis of overtime cost drivers
- Assessment of workload and staffing drivers
- Assessment of workforce diversity

INTRODUCTION

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).⁸ There are three research questions that PFM will answer through this study:

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This study occurs at a time of change for LCSO and other law enforcement and corrections agencies in Illinois. The 2021 Illinois Safety, Accountability, Fairness and Equity-Today (SAFE-T) Act (HB3653) was signed into law by Governor JB Pritzker on January 22, 2021, and amended as Public Act 101-0652. Most provisions of the SAFE-T went into effect January 1, 2023.

On December 28 the Chief Judge of the 21st Judicial Circuit Court ruled portions of the Act eliminating cash bail to be unconstitutional (i.e., the Pretrial Fairness Act). The Illinois State Supreme Court will hear the State's appeal and is expected to begin oral arguments in March 2022. Until the constitutionality of the Pretrial Fairness Act has been determined, its requirements related to cash bail and timelines for hearings have been stayed.

The SAFE-T Act makes changes to policing, correctional, and pretrial release practices and requirements for reporting and oversight. Within policing, the Act focuses on changes to use of force, complaints and misconduct, the certification and decertification process, and more. Corrections provisions focus more on prosecution and sentencing practices and requires the reporting of deaths in custody. Finally, the pretrial release provisions abolish cash bail, establish criteria for revoking pretrial release, and changes pretrial release procedures. See Appendix A for a full list of the elements of the SAFE-T Act.

⁸ The PFM team was led by David Eichenthal, a managing director with PFM; before joining PFM, Mr. Eichenthal held senior positions with the cities of New York and Chattanooga. The primary authors of this report are Sarah Schirmer, a managing director at PFM and executive director of PFM's Center for Justice & Safety Finance, and Chloe Bohm, a senior managing consultant at PFM. Ms. Schirmer has fifteen years of experience working in and with local government on matters of criminal justice. Ms. Bohm has nearly ten years of experience working on matters of criminal justice. Greg Butler, a director at PFM, served as a subject matter expert on labor issues; Mr. Butler specializes in recruitment and retention analyses for public sector clients, including sheriff's offices. Dr. Ronal Serpas, a senior advisor to PFM, served as a subject matter expert on law enforcement policies and practices. Dr. Serpas is retired from a more than 30-year career in law enforcement, serving as Police Superintendent in New Orleans, LA, Police Chief in Nashville, TN, and Chief of Washington State Patrol. Analytic support was provided by Victoria Asare (senior analyst) and Brett Stephenson (analyst).

With the exception of the portions related to cash bail and the Pretrial Fairness Act, all other elements of the SAFE-T have gone into effect. Even before the Act was challenged, LCSO reports it was already compliant with many requirements of the Act, including those related to use of force and body worn cameras.

Prior to the County's issuance of an RFP for this study, LCSO submitted a request to the County Board for funds to construct a new headquarters in Libertyville, approximately a 20-minute drive southwest of the County seat in Waukegan. While LCSO would continue to maintain administrative offices, and the jail, in Waukegan, the majority of its non-corrections staff would shift to Libertyville.

Such a request prompts important questions about how the Office operates, its policies, its workload demands, the personnel needed to meet those demands, and the associated physical space needed to accommodate those personnel.

This report is one of two that PFM will deliver to Lake County under the Operations and Organizational Assessment to answer just those questions. In this first phase of the work, PFM conducted a comprehensive assessment of LCSO's organizational structure, operations and policies, management practices, and personnel and expenditure trends. Each of these topics was examined for each of LCSO's three divisions: Administration, Law Enforcement, and Corrections. Based on the findings of this work, PFM developed a model to project 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.

Following a discussion of each of LCSO's divisions and the findings of the workload and staffing projection, this report provides a set of recommended actions that the Office can undertake to address challenges related to its organization and management, policies and practices, and workload and workforce. The description of each recommendation includes justification for its inclusion, key steps to undertake in implementation, potential partnerships and collaboration, necessary resources, and any other key considerations.

In the second phase of this work, PFM will take a closer look at specific topics that arose from the findings in the first phase; these are topics that can benefit from more analysis and research and/or more detailed implementation support. This report concludes with a description of possible areas of focus for the second phase. PFM will work closely with the County and LCSO to identify the most impactful areas of focus that align with the strategic objectives of this work.

Research Methods

PFM used a multi-pronged approach to gather information for its assessment of the Lake County Sheriff's Office. The three key approaches are:

- Review of data and documents
- First-hand observations, interviews, and roundtables
- Benchmarking and best practices research

PFM gathered information to assess each of LCSO’s three divisions: Administration, Law Enforcement, and Corrections. The study period for this report is FY 2017 through FY 2021 and FY 2022 year-to-date as of the date LCSO retrieved and shared each dataset.⁹

Data Collection and Document Review

PFM requested data from the Lake County Sheriff’s Office, Lake County Human Resources (HR), and the Lake County Finance Department in the following categories:

- Organization
- Budget
- Personnel
- Operations

All data was requested for the period FY 2017 – FY 2021 and year-to-date FY 2022. PFM submitted its initial data request on September 8, 2022, and LCSO and other County departments immediately began providing responsive data. Where possible and not overly burdensome, PFM requested subsequent requests for data through the end of the 2022 fiscal year and calendar year.

Not every dataset was available for the full study period: data may be missing in some years, or newly tracked during the study period. Some data is available only for the calendar year and not the fiscal year (particularly law enforcement and corrections workload data). For the most recent calendar and fiscal year, some data had been retrieved prior to the end of the year and some data was not yet available for the full year.

This report clearly identifies the relevant time period for each analysis and describes any relevant limitations or conflicts in related datasets.

In addition to datasets and statistics, PFM reviewed LCSO annual reports, policies, collective bargaining agreements, and major contracts. PFM also reviewed County HR policies and Merit Commission rules.

Acronyms Used in this Report

Throughout this report, PFM uses common criminal justice acronyms as well as acronyms and abbreviations for LCSO and Lake County terminology. The table below defines all acronyms and abbreviations in this report. Definitions are also provided in the text at first use.

Report Acronyms

Acronym	Meaning
ABLE	Active Bystandership for Law Enforcement
ACA	American Correctional Association
ADP	Average daily population
ASU	Administrative segregation unit
BJS	Bureau of Justice Statistics
BLS	U.S. Bureau of Labor Statistics
BWC	Body worn camera
CAD	Computer aided dispatch
CALEA	Commission on Accreditation for Law Enforcement Agencies

⁹ Lake County’s fiscal year runs from December 1 through November 30.

Acronym	Meaning
CBCC	Community Based Corrections Center
CDM	Correctional Division Manager
CFS	Calls for service
CID	Criminal Investigations Division
CIT	Crisis Intervention Team
CJCC	Criminal Justice Community Council
COaST	Crisis Outreach and Support System
COPS	Community Oriented Policing Services
DCFS	Department of Children and Family Services
DOJ	U.S. Department of Justice
DWI	Driving while intoxicated
EEO	Equal employment opportunity
EMS	Emergency medical services
ESN	Emergency services number
FBR	Field-based reports
FOIA	Freedom of Information Act
FOID	Firearm owner identification
HR	Human Resources
IACP	International Association of Chiefs of Police
ICAT	Integrating Communications, Assessment, and Tactics
ICJIA	Illinois Criminal Justice Information Authority
IDOC	Illinois Department of Corrections Jail and Detention Standards
ILACP	Illinois Association of Chiefs of Police
ILEAP	Illinois Law Enforcement Accreditation Program
ILETSB	Illinois Law Enforcement Training and Standards Board
ISP	Illinois State Police
IT	Information Technology
JMS	Jail management system
JOLTS	Job Openings and Labor Turnover Survey's
LCSSO	Lake County Sheriff's Office
LOS	Length of stay
NCCHC	National Commission on Correctional Health Care
NIBRS	National Incident-Based Reporting System
NIC	National Institute of Corrections
NIC	National Institute of Corrections
NIC	National Institute of Corrections
Nicasa	Northern Illinois Council on Alcohol and Substance Abuse
NIJ	National Institute of Justice
NIRCO	Northern Illinois Recovery Organization
NYDCJS	New York State Division of Criminal Justice Services
OC	Oleoresin Capsicum (i.e., pepper spray)
OPS	Office of Professional Standards
PADOC	Pennsylvania Department of Corrections
PERF	Police Executive Research Forum
PFM	PFM Group Consulting LLC
PI	Periodic imprisonment
PREA	Prison Rape Elimination Act
PSAPs	Public safety answering points
PST	Police service technician
RD	Reserve Deputy
RFC	Resident field coordinators
RMS	Records management system

Acronym	Meaning
SAFE-T	2021 Illinois Safety, Accountability, Fairness and Equity-Today Act
SAMHSA	Substance Abuse and Mental Health Services Administration
SAO	State's Attorney's Office
SOL	Struck on leave
TCJS	Texas Commission on Jail Standards
UCR	Uniform Crime Reporting

Site Visit and Interviews

Interviews and site visits are a valuable element of PFM's assessment process used to provide additional context and augment findings from its review of data and documents. PFM held one-on-one interviews and roundtable discussions with directors and staff in County Administration, line staff, command staff, and senior leadership at LCSO, and a wide range of stakeholders both in government and in the community.

On August 31, 2022, PFM conducted a virtual project kick-off with the County Administrator's Office and LCSO. During the kick-off, PFM, the County, and LCSO introduced relevant team members, reviewed the scope of work, project goals, and deliverables, discussed the project methodology, and reviewed PFM's proposed project plan and timeline.

PFM traveled to Lake County from October 24 – 26, 2022 to conduct roundtable discussions with LCSO line and command staff, County Administration, and local criminal justice stakeholders. Staff from LCSO's Administration, Law Enforcement, and Corrections Divisions participated in roundtables; PFM coordinated with LCSO leadership to ensure representation from all shifts as well. During these roundtable discussions, PFM asked staff about their experiences and perceptions with daily operations, policies and practices, and wellness and morale, and inquired about opportunities they saw for improvement.

PFM also toured LCSO's Libertyville and Waukegan campuses, including the Libertyville Patrol Substation and Emergency Operations Center, the Sheriff's Office Administrative Building, Community Based Corrections Center, and jail.

PFM convened virtual one-on-one interviews with Sheriff Idleburg and other senior leadership November 28 – 29, 2022 and with several County Board Members throughout January 2023.

In addition to LCSO and County leadership and employees, PFM interviewed stakeholders of the Sheriff's Office to gain insight into how each group perceived the Office's operations, objectives, and performance. During the visit to Lake County in October, PFM interviewed the State's Attorney and staff at the 19th Judicial Circuit Court.

Throughout November, December, and January, PFM interviewed and held roundtable discussions with the Lake County Health Department, Public Defender, collective bargaining groups, liaisons at each of the villages and schools that contract with LCSO for patrol services, and community-based organizations represented on the County's Criminal Justice Community Council.

The following table lists all one-on-one interviews and roundtable discussions with LCSO staff, County Board members and staff, and stakeholders. Follow-up conversations with LCSO and County personnel and regular project meetings are not included in this list.

Staff and Stakeholder Interviews and Roundtables

Interview or Roundtable Title	Participants	Date
Staff and Supervisors (LCSO and County Admin)		
Communications Staff Roundtables	1st, 2nd, and 3rd Shift Dispatchers and Supervisors	10/24/2022
County Administration Interview	County Administrator, Deputy County Administrator, Assistant County Administrator	10/24/2022
County Human Resources and Finance Interview	Human Resources Director, Finance Director	10/24/2022
Facilities Interview	Facilities Director	10/24/2022
Highway Patrol Command Staff Interviews	1st and 2nd Shift Sergeants	10/24/2022
Highway Patrol Deputies Roundtables	1st and 3rd Shift Deputies	10/24/2022
Sheriff's Operations Interview	Chief Robert Richards	10/24/2022
Community Based Corrections Interview	CBCC Sergeant, RFC Officer	10/25/2022
Corrections Command Staff Roundtable	1st and 2nd Shift Sergeants and Lieutenants	10/25/2022
Corrections Officers Roundtables	1st, 2nd, and 3rd Shift Officers	10/25/2022
Jail Civilian Staff Interview	Jail Receptionist	10/25/2022
Jail Medical Contract Interview	Wellpath Staff and Director	10/25/2022
Civil Process Staff Roundtable	Civil Process Deputies	10/26/2022
Court Security Staff Roundtable	Court Security Officers	10/26/2022
Criminal Investigations Staff Roundtable	CID Deputies	10/26/2022
Sheriff's Office Supervisor Roundtable	CID, Civil Process, and Court Security Sergeants	10/26/2022
Facilities Tours		
Sheriff's Administration	Sergeant Michael Dexter	10/24/2022
Community Based Corrections Center	Chief Robert Richards	10/25/2022
Jail	Chief Richard Clouse	10/25/2022
LCSO Leadership Interviews		
	Sheriff John Idleburg	11/28/2022
	Undersheriff Lawrence Oliver	11/28/2022
	Chief Robert Richards	11/28/2022
	Deputy Chief Donald McKinney	11/28/2022
	Director Kent McKenzie	11/28/2022
	Chief Richard Clouse	11/29/2022
	Deputy Chief Chris Covelli	11/29/2022
	Director Bernard Malkov	12/7/2022
	Deputy Chief Nick Kalfas	12/29/2022
Stakeholders		
19th Circuit Court Interview	Executive Director Todd Schroeder, Director of Administrative Services Angela Cooper, Director of Adult Probation Margaret Fontana, Director of Judicial Operations Claudia Gilhooley, Assistant Director of Judicial Operations Kasey Morgan	10/26/2022

Interview or Roundtable Title	Participants	Date
State's Attorney's Office Interview	State's Attorney Eric Rinehart, First Assistant Lauren Callinan, and Chief Deputy Jeffrey Facklam	10/26/2022
Public Defender's Office Interview	Public Defender Joy Gossman	11/16/2022
Health Department Interview	Executive Director Mark Pfister, Behavioral Health Director Sam Johnson	11/18/2022
Illinois Council of Police Interview	Rich Bruno, Maricela Casillas and Mariangela Colon	12/5/2022
Metropolitan Alliance of Police (Law Enforcement) Interview	Keith Karlson, Scot Kurek, Scott Morrison	12/6/2022
Contract Community and School Roundtable	Deer Park, Volo, Lake Barrington, CLC Tech Campus	12/7/2022
Contract Community and School Roundtable	Beach Park, Long Grove, Beach Park Middle School	12/9/2022
Community Stakeholders Roundtable	Nicasa, Independence Center, NIRCO, community member Dave Franco, Lake County United	1/9/2023
Community Stakeholders Roundtable	Color of Equity, Mano a Mano	1/12/2023
County Board, Financial and Administrative Committee	Member Paul Frank, District 11	1/23/2023
County Board, Chair	Chair Sandy Hart, District 13	1/23/2023
County Board, Vice Chair; Law and Judicial Committee	Vice Chair Mary Ross-Cunningham, District 9	1/23/2023
County Board, Financial and Administrative Committee; Law and Judicial Committee	Member Michael Danforth, District 17	1/30/2023
County Board, Financial and Administrative Committee; Law and Judicial Committee	Member Linda Pedersen, District 1	2/1/2023
County Board, Law and Judicial Committee	Member Gina Roberts, District 4	2/3/2023

Benchmarking and Best Practices Research

While our data collection and interviews were used to build a complete view of LCSO's current state, benchmarking and best practices research were critical in identifying the Office's ideal future state. In coordination with LCSO and County Administration, PFM identified seven benchmark jurisdictions in Illinois and Wisconsin with sheriff's offices that are comparable in size and responsibility to LCSO. These sheriff's offices were used to contextualize LCSO's performance data, interview results, and PFM's best practices research.

The benchmark jurisdictions are counties adjacent to large urban centers, or counties that are themselves medium metro centers with a population between 250,000 and 999,999. With one exception, the selected benchmarks had between 10 and 20 percent unincorporated population. PFM also considered violent and property crime rates and jail incarceration rates. Finally, since criminal justice systems are highly impacted by laws, policies, and funding from the state, PFM prioritized Illinois counties, which are subject to the same state regulations and legislative landscape.

The benchmark jurisdictions selected for this assessment are:

- Dane County, WI
- DuPage County, IL
- Kane County, IL
- Macomb County, MI
- McHenry County, IL
- Waukesha County, WI
- Will County, IL

PFM first reviewed information for each jurisdiction that was publicly available, typically through each county's website, budget documents, state reporting agencies, and external evaluators. After reviewing these sources, PFM submitted data requests to each jurisdiction for information not available online; the responses were limited. DuPage, Kane, and McHenry counties provided some information, but Dane, Macomb, Waukesha, and Will counties did not provide any information. As a result, comparisons within this report rely heavily on information available online.

Finally, PFM reviewed relevant state and national standards and conducted best practices research related to law enforcement and corrections operations and management. Primary sources of best practices research and standards included:

- American Correctional Association (ACA)
- Illinois Department of Corrections Jail and Detention Standards (IDOC)
- International Association of Chiefs of Police (IACP)
- Illinois Law Enforcement Training and Standards Board (ILETSB)
- Illinois Sheriffs' Association
- National Academy of Sciences
- National Commission on Correctional Health Care
- National Institute of Corrections (NIC)
- National Institute of Justice (NIJ)
- National Policing Institute
- National Sheriffs' Association
- Police Executive Research Forum
- U.S. Department of Justice's Community Oriented Policing Services (US DOJ COPS)

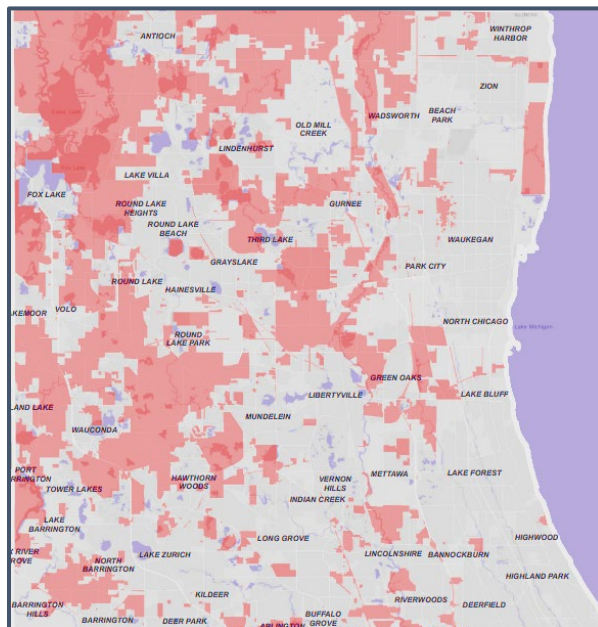
LAKE COUNTY SHERIFF’S OFFICE OVERVIEW

Illinois sheriffs are elected for four-year terms and can be reelected by the public; there are no term limits. Sheriff John Idleburg was first elected in 2018 and was recently re-elected in 2022.

Lake County is a county of the second class containing northern suburbs of Chicago.¹⁰ The county has a total area of 1,368 square miles, 448 of which are land and 920 of which are water. Unincorporated areas comprise 444 square miles, or 32.5 percent of the county’s area. The county has a total population of 711,239 residents.¹¹ Of this total population, about 80,000 residents (11.6 percent) live in unincorporated areas of Lake County, which includes 52 cities and towns.¹² LCSO’s primary patrol area, totaling both unincorporated areas and contracted communities, includes approximately 122,000 residents.

Lake County is primarily an affluent, suburban county; however, it has notable socioeconomic diversity. The overall household median income is \$97,127, but it ranges widely from under \$48,000 in North Chicago to more than \$225,000 in Kildeer. The County’s racial/ethnic demographic make-up is 80.2 percent white, 7.2 percent Black, 8.9 percent Asian; 23.1 percent are Latinx. Immigrants comprise 18.7 percent of Lake County’s population.¹³

Unincorporated Lake County (shaded red)



Source: Lake County, Unincorporated Area Map

¹⁰ Illinois counties are divided into three classes: first class counties are up to 25,000 residents, second class counties have between 25,000 and 1,000,000 residents, and third-class counties have more than 1,000,000 residents. 55 ILCS 5/4-1001.

¹¹ U.S. Census Bureau, “Group Quarters Type (5 Types) By Year of Entry,” American Community Survey: 2021 1 Year Estimates, Table B26211.

¹² U.S. Census Bureau, “Subcounty Population and Housing Unit Estimates,” American Community Survey: 2019 & 2021 Subcounty Population Estimates.

¹³ Race and ethnicity are counted separately in this dataset. U.S. Census Bureau, “Selected Characteristics of the Foreign Born Population,” American Community Survey: 2021 1 Year Estimates, Table S0502.

Statutory Responsibilities

State statute assigns two primary roles to county sheriff's offices: 1) conservator of the peace and 2) custodian of the courthouse and jail. As the conservator of the peace, the sheriff is the primary law enforcement officer in the county responsible for maintaining peace, safety, and order; preventing crime; and making arrests.¹⁴

The Sheriff's Office has jurisdiction throughout the county, but as a matter of practice, does not provide law enforcement in areas that have a municipal police department. Within Lake County 40 incorporated municipalities operate their own police departments or contract with another entity for law enforcement (with 578,549 residents). Six municipalities contract with LCSO for law enforcement. The remaining six have no local law enforcement, making LCSO the primary law enforcement agency albeit without a contract for specified service levels.¹⁵

Local Law Enforcement Coverage in Lake County

Primary Law Enforcement	Number of Municipalities	Total Resident Population (2021)	Percent of County Population
LCSO – Unincorporated	n/a	82,155	11.6%
LCSO – Contract	6	40,619	5.7%
LCSO – Incorporated, no local or contracted law enforcement	6	9,916	1.4%
Local police or other contract (including off-duty deputies)	40	578,549	81.3%
Total	52	711,239	100.0%

Sources: U.S. Census Bureau, "Subcounty Population and Housing Unit Estimates," American Community Survey: 2019 & 2021 Subcounty Population Estimates.; LCSO, "Lake County Trends and Issues Report – December 2013"; PFM review of local government websites.

Illinois sheriffs are responsible for serving and executing warrants, process, orders, and judgments within the county.¹⁶ Because Lake County is less than 1,000,000 residents, LCSO may employ civilian personnel to serve process in civil matters.

Illinois sheriffs are also statutorily responsible for providing address verification of convicted sex offenders annually. Under the Illinois Sex Offender Registration Act, offenders are required to notify the law enforcement agency with whom they are registered with of changes to address, school, or employment. The Sheriff's Office is required to verify each offender's address at a minimum of one time per year.¹⁷

The second primary role is that of custodian of the courthouse and jail. Under State law, a Sheriff's Office deputy, corrections officer, or court security officer must be present in all court rooms to provide security. Sheriff's personnel must perform "court services customarily performed by sheriffs...unless there are no deputies, county corrections officers, or court security officers available to perform such services."¹⁸

¹⁴ 55 ILCS 5/3-6021.

¹⁵ See Appendix B for complete list.

¹⁶ 55 ILCS 5/3-6019.

¹⁷ Ill. Sex Off. Regis. Act § 150/2 – 150/3.

¹⁸ 55 ILCS 5/3-6023.

The sheriff is statutorily designated as the warden of the county jail. Duties and responsibilities under this capacity are detailed in the County Jail Act.¹⁹ Described further below, the sheriff must operate the jail in accordance with the standards set by the Jail and Detention Standards Unit of the Illinois Department of Corrections (IDOC).²⁰

Among other duties and authorizations, the warden of the jail is required to notify the county board if the jail is “insufficient to secure the prisoners confined therein.” Further, the warden has the authority to temporarily move any inmate or group of inmates from the jail “to some suitable place within the county, or to the jail of some convenient county” if their lives or health are endangered.²¹

Mission and Vision

The Lake County Sheriff’s Office updated its mission statement and values and created a vision statement in 2019 at the start of the current administration. These updated statements are reflected in the Office’s 2020 Annual Report, although the website (and the most recently publicly available annual report from 2019) continues to reflect the old statement.²²

LCSO’s current mission and vision emphasize service to diverse stakeholders and an internal culture that embodies diversity and intentional partnerships with its communities. LCSO’s mission specifies proactive and rehabilitative services as one of its core value-added activities.

LCSO Mission, Vision, and Values

LCSO Mission
<p>The Lake County Sheriff’s Office serves our diverse stakeholders through the following value-added activities:</p> <ul style="list-style-type: none"> ● Protection & Security ● Community Services ● Proactive & Rehabilitative Services ● Regional Leadership ● Civil Action
LCSO Vision
<p>The Lake County Sheriff’s Office is a premiere regional law enforcement agency committed to serve with compassion and excellence. Our innovative culture embodies effective leadership, diversity, and intentional partnerships with our communities.</p>
LCSO Values
<ul style="list-style-type: none"> ● Leadership ● Trust ● Compassion ● Excellence

Source: LCSO, “2020 Annual Report.”

¹⁹ Statute requires at least one jail to be available in the state for each county but permits counties to jointly operate a jail. 730 ILCS 125/1 – 125/3.

²⁰ Ill. Admin. Code § 20(f)701-10.

²¹ 730 ILCS 125/14.

²² LCSO’s 2018 and 2019 Annual Reports are published on its website; the 2020 Annual Report and 2021 Annual Report PowerPoint Presentation are not published for the public. Previous mission statement included in Appendix C.

Among benchmark sheriff's offices' mission statements, the most common theme is protection and safety, included in LCSO's and six of the seven benchmark mission statements.²³ Dane County, whose mission statement is the most succinct of the group, emphasizes relationship building, evidence-based decision-making, and procedural justice. Three counties include language related to treating people with dignity, respect, and/or courtesy. Other notable themes include proactive policing or evidence-based practices (three counties, including Lake County), employee job satisfaction (DuPage and Macomb counties), and procedural justice or trust (Dane and Macomb counties). None of the seven benchmark counties refer to diversity or rehabilitation, as Lake County does, in their mission statements.

Three out of seven benchmark counties have vision statements (Dane, Kane, and Waukesha). All three and Lake County use the vision statement to prioritize community engagement. Kane and Waukesha also commit to being fiscally prudent, and responsible and efficient, respectively.

Lake County's current core values are leadership, trust, compassion, and excellence. DuPage, Dane, and Kane counties also name core values. Each list includes at least one value related to integrity, and one related to excellence or service. Dane and DuPage, like LCSO, include compassion; DuPage also includes leadership.

Benchmark Sheriff's Offices' Mission Statements

Key Themes	Lake	Dane	DuPage	Kane	Macomb	McHenry	Waukesha	Will	Count excluding Lake
Protection and safety	✓		✓	✓	✓	✓	✓	✓	6
Dignity, respect, courtesy	✓				✓		✓	✓	3
Proactive, community policing, evidence-based	✓	✓			✓				2
Job satisfaction	✓		✓		✓				2
Procedural justice, trust	✓	✓			✓				2
Community engagement	✓		✓						1
Diversity	✓								0
Rehabilitative	✓								0

Organization and Management

The Sheriff's Office consists of three divisions: Administration, Law Enforcement, and Corrections. The chief executive of the Office is the sheriff. The undersheriff reports directly to the sheriff.

The Office of Professional Standards (OPS) reports directly to the undersheriff. OPS is responsible for tracking, investigating, and responding to complaints related to employee behavior and use of force. OPS also conducts background checks for potential hires in Highway Patrol, Communications, and the Administration Division.

There are also two vacant positions that report to the undersheriff: the director of homeland security and chief of staff, the latter position was vacated in 2022 because the former chief of staff was elected County Clerk. In interviews with PFM, stakeholders from the Criminal Justice

²³ Full mission statement for each entity included in Appendix C.

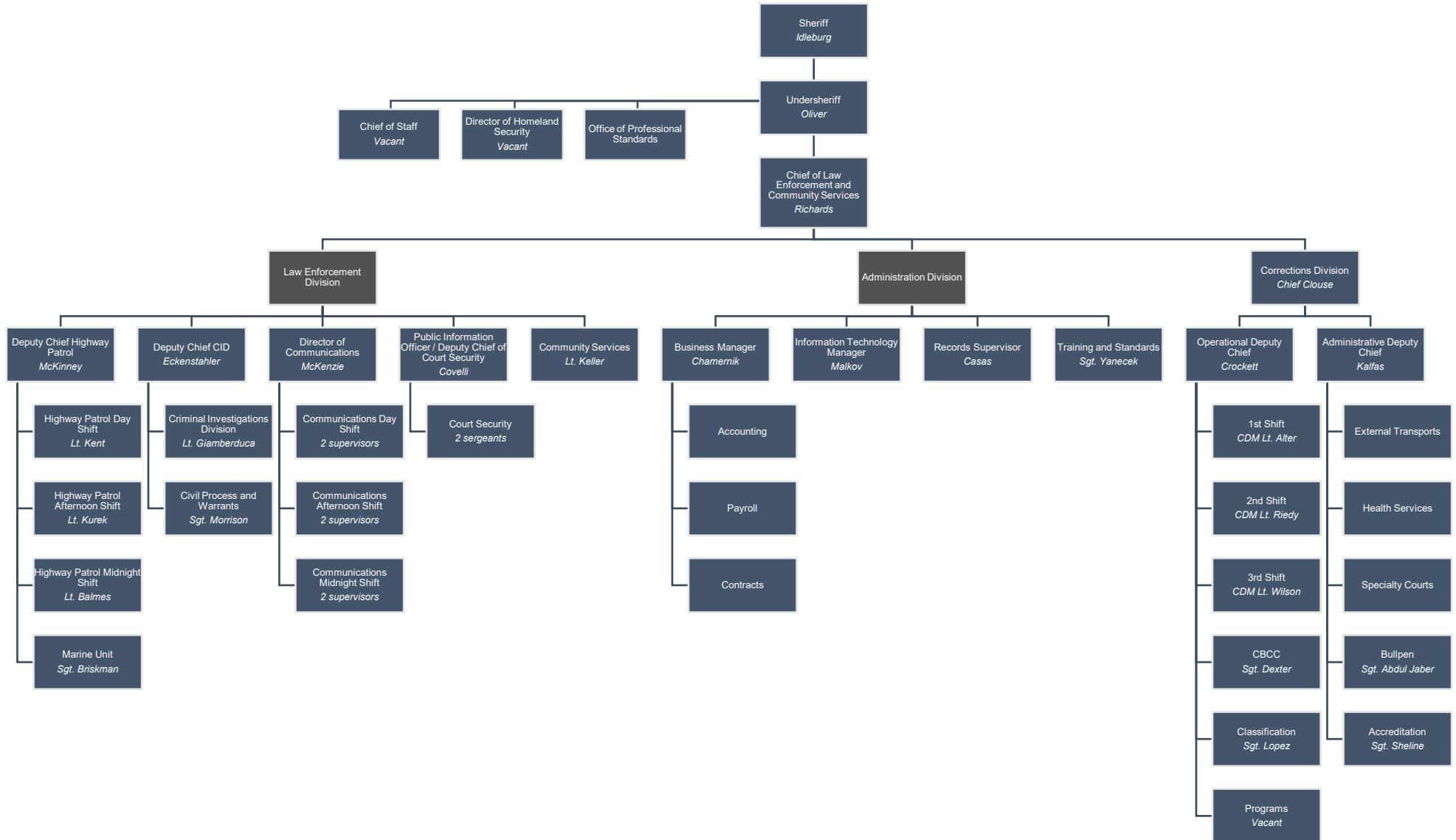
Community Council (CJCC) and county departments raised concerns that the departure of the chief of staff has created a significant gap in community outreach and organizing around key initiatives. LCSO does not have immediate plans to replace the chief of staff.

In past iterations of the Office's organizational chart, a public information officer position also reported to the undersheriff. That role no longer appears as a distinct function in the organizational chart; the deputy chief of Court Security serves as the public information officer in addition to his other duties.

Two chiefs (also referred to as division chiefs) manage LCSO's three divisions. The chief of Law Enforcement and Community Services oversees the Law Enforcement and Administration Divisions. The chief of Corrections oversees the Corrections Division. Both division chiefs report to the undersheriff.

Some sections within divisions are also referred to as a division by LCSO including the Criminal Investigations Division (CID) and Training Division. Within Corrections second-line supervisors are called Correctional Division Managers (CDM). Other sections at the same level are called units (e.g., Marine Unit), or simply referred to by their name (e.g., Court Security). For consistency, in this report PFM will use the term division to mean the three major divisions of the Office (Administration, Law Enforcement, and Corrections) and the term unit to describe all sections within a division.

Lake County Sheriff's Office Organizational Chart, December 13, 2022



LCSO's organizational structure is similar to its benchmark peers. Three benchmark sheriff's offices (DuPage, Macomb, and Will counties), have three primary divisions or bureaus for administration, law enforcement, and corrections. Dane County has a fourth division for Support Services which includes functions such as court security, civil process, foreclosures, and jail reception, among others. Kane County's divisions are public safety, corrections, and court security; there is not a separate administration division. McHenry County has just two divisions: administration and operations, the latter of which includes patrol, corrections, investigations, training, and community relations. Waukesha County has the least centralized office, with seven sections categorized as bureaus, divisions, units, or by name alone.

Sheriff's Office Organizational Structure in Benchmark Counties

County	Admin.	LE	Corr.	Other	Sections at Highest Level of Org Chart
Lake County, IL	✓	✓	✓		3
Dane County, WI	✓	✓	✓	Support Services	4
DuPage County, IL	✓	✓	✓		3
Kane County, IL		✓	✓	Court Security	3
Macomb County, MI	✓	✓	✓		3
McHenry County, IL	✓			Operations	2
Waukesha County, WI	✓	✓	✓	Court Services, Detective Bureau, Metro Drug Unit, Records Division	7
Will County, IL	✓	✓	✓		3
Count excluding Lake County	6	6	6	4	3

Within each division in LCSO, first-line managers report to their chief. First-line civilian managers include the titles director, manager, and supervisor. These positions lead Communications (within the Law Enforcement Division) and units in the Administration Division. Command staff, which are deputy chiefs, lieutenants, and sergeants, lead all other units. Larger units, led by a deputy chief, typically have more levels of reporting. For example, lieutenants supervise each shift in Highway Patrol and Corrections Operations, with sergeants directly supervising line staff.

Office-wide management has been challenged by a reported decrease in communication during the year leading up to the 2022 election due to significant tensions created by an internal challenger to be sheriff. LCSO leaders shared that leadership and committee meetings became less frequent; particularly, they noted a lack of regular meetings of the whole leadership team to discuss strategy and data metrics. Moving forward LCSO reports senior leaders now meet weekly for command meetings.

Command staff shared with PFM that they have opted to keep a low profile when engaging with line staff to avoid exacerbating interpersonal tensions and to manage their workload strain. Command staff within the divisions report that they do not have enough time to regularly meet with employees or to coach and develop future leaders. Senior leaders also report there are fewer there are individual meetings with employees and note the office does not currently conduct exit interviews.

Corrections command staff also observe a disconnect between the Corrections and Law Enforcement divisions, which they hope could be improved with more frequent interaction.

Within the Law Enforcement Division, discussed further below, staff describe silos and tensions over differences in compensation and respect given to the different units.

Office Locations

LCSO has two primary locations: Waukegan, the county seat, and Libertyville. Illinois statute requires the sheriff of each county to maintain their office at the county seat.²⁴ Accordingly, the Sheriff's Office's primary location is in Waukegan in the Babcox Justice Complex. The Babcox Justice Complex is a three-block area including Lake County Courthouse, Adult Probation, and Sheriff's Office. The Public Defender's Office and County Building are also located in the Waukegan campus.

The Sheriff's Office's Waukegan facility includes an Administration building, the county jail, or Babcox Justice Complex, and the Community Based Corrections Center (CBCC). Each has a separate secure entrance but are connected internally. Access between the jail, CBCC, and Administration building is managed and maintained securely by the jail's Central Control. The Administration building houses offices for the sheriff, undersheriff, and other members of executive leadership. All Administration Division units (business office, records, training, IT) and Criminal Investigations (part of the Law Enforcement Division) are also located in the Administration building.

A second hub is located in Libertyville, including the Sheriff's Patrol Substation and 911 Communications Center. The substation contains the roll call room, where Highway Patrol deputies begin each shift, and Law Enforcement command offices. The Communications Center, which is responsible for taking and dispatching non-emergency and 911 calls, is co-located with the County Emergency Operations Center.

There are ancillary locations in Vernon Hills, where the Special Investigations Group is housed, and Fox Lake for LCSO's Marine Unit. LCSO also maintains a firearms training facility and operates a firing range that is rented by other governmental agencies and by retired law enforcement personnel who need annual firearms recertification.

Accreditation and Oversight

LCSO maintains accreditations and follows state and federal standards for its law enforcement and corrections functions. Accreditation, particularly when coupled with a strong, reliable, and transparent accountability process, is a valuable tool to guide agencies in meeting recognized standards. LCSO's law enforcement accreditations include Illinois Law Enforcement Accreditation Program (ILEAP) and the Commission on Accreditation for Law Enforcement Agencies (CALEA). The jail is accredited by the American Corrections Association (ACA) and the National Commission on Correctional Health Care (NCCHC). The Illinois Law Enforcement Training and Standards Board (ILETSB) sets standards for training for law enforcement and corrections professionals. The jail also must follow standards set by the Jail and Detention Standards Unit of IDOC. LCSO follows federal standards set by the Prison Rape Elimination Act to prevent all forms of sexual harassment and sexual abuse in custodial settings. The jail was

²⁴ 55 ILCS 5/3-6019.

audited and found to be in compliance with all PREA standards in 2014, 2018, and 2021.²⁵ Additionally, the Lake County Health Department has an oversight role related to food safety in the jail.

Illinois Law Enforcement Accreditation Program

ILEAP standards were developed by the ILEAP Council, who are appointed by the Illinois Association of Chiefs of Police (ILACP). ILEAP standards were revised most recently in 2022.

There are two tiers within the ILEAP accreditation. Tier One has a total of 69 standards, while Tier Two has a total of 181 standards.²⁶ When applying for accreditation, agencies must indicate whether they would like to pursue Tier One or Tier Two. Once an agency earns accreditation, they must re-apply every four years for reaccreditation.

LCSO became the first sheriff's office in Illinois to earn Tier One accreditation status in 2018.²⁷ To obtain this status, an independent team from ILEAP reviewed and examined department policies, procedures, operations, management, and support services over a two-day site assessment. As of November 8, 2022, ILEAP reports there are 53 accredited law enforcement agencies in Illinois. McHenry County, which was accredited in 2020, is the only benchmark county and the only other county sheriff's office in the state that is accredited by ILEAP.²⁸

ILEAP standards are broken up into four general subject areas, including: Administration, Operations, Personnel, and Training. Administration standards pertain to functions of the business office, and records. Operations standards cover direct law enforcement service delivery including patrol, criminal investigations, and court security. Training and personnel standards establish office-wide minimum training requirements and standards for work environment including hiring, performance evaluation, and disciplinary processes.

Commission on Accreditation for Law Enforcement Agencies

In 2018, LCSO earned law enforcement accreditation from CALEA,²⁹ which requires attainment of 167 internationally accepted standards. The law enforcement accreditation process focuses on standards that provide best practices for operational and administrative responsibilities. These standards address health, life, and safety procedures for the agency.³⁰

The CALEA accreditation process begins with a self-assessment, followed by an assessment by external reviewers including a site visit. The Board of CALEA reviews findings from both assessments and make accreditation decisions. Law enforcement agencies must complete an annual web-based assessment to maintain accreditation and participate in a site-based assessment every fourth year. LCSO is not listed as an accredited agency in CALEA's most

²⁵ LCSO, "PREA Audit Reports 2014, 2018, 2021," provided in response to PFM information request, February 17, 2022.

²⁶ "Illinois Law Enforcement Accreditation Program," Illinois Association of Chiefs of Police, accessed January 12, 2023, <https://www.ilchiefs.org/ileap-illinois-law-enforcement-accreditation-program->.

²⁷ LCSO, "Corrections Information for 2018 Annual Report" provided in response to PFM information request, September 23, 2022.

²⁸ "List of ILEAP- Accredited Agencies," Illinois Association of Chiefs of Police, updated February 6, 2023, <https://www.ilchiefs.org/list-of-agencies-ileap>.

²⁹ LCSO, "ILEAP Acceptance Letter, 2018" provided in response to PFM information request, September 27, 2022.

³⁰ "Law Enforcement," The Commission on Accreditation for Law Enforcement Agencies, accessed December 9, 2022, <https://www.calea.org/law-enforcement>.

recent (2021) annual report.³¹ None of the seven benchmark organizations are listed in CALEA's 2021 list of accredited law enforcement agencies.

Illinois Law Enforcement Training and Standards Board

ILETSB was established by the Illinois Police Training Act. The Board is mandated to promote and maintain professional standards for all law enforcement executives and officers, county corrections officers, sheriffs, and law enforcement support personnel.³² The Board sets minimum training requirements, develops curricula, and provides training.

ILETSB certifies law enforcement and corrections academies, and mobile team units throughout the state. There are seven law enforcement academies and four corrections academies. Per statute, law enforcement officers and county corrections officers must complete minimum basic training prescribed by the Board within six months of hire unless an extension is requested and granted.

American Correctional Association

The Lake County Sheriff's Office has been continuously accredited by the ACA for more than 15 years, its most recent accreditation was awarded in January 2020.³³ ACA accredits facilities for a three-year period, during which the agency submits annual reports, critical incident reports, and may be subject to monitoring visits at any time.

Of the seven benchmark counties three, DuPage, McHenry, and Will counties, are currently accredited by the ACA.³⁴

National Commission on Correctional Health Care (NCCHC)

LCSO was accredited in 2016.³⁵ NCCHC does not publish list of accredited facilities per its own policy; however, facilities often publicize their health accreditation. Information publicly viewable online shows the DuPage, Macomb, and McHenry county jails are accredited by NCCHC.³⁶

Illinois Department of Corrections Jail and Detention Standards Unit

The IDOC Jail and Detention Standards Unit is required by state law to inspect all county jails annually for compliance with IDOC county jail standards. LCSO reports it was inspected in fall 2022 and no findings of noncompliance were made.³⁷ IDOC publishes inspection reports for all county jails annually. From 2017 to 2021 LCSO received only one finding of noncompliance,

³¹ "CALEA Annual Reports," The Commission on Accreditation for Law Enforcement Agencies, accessed December 9, 2022, <https://www.calea.org/calea-annual-reports>.

³² 50 ILCS 705/1 – 705/2.

³³ LCSO received its fourth accreditation in October 2016. "Sheriff's Office," Lake County Sheriff's Office, accessed December 9, 2022, <https://www.lakecountyil.gov/694/About-the-Jail>.; LCSO, "Corrections Information for 2020 Annual Report" provided in response to PFM information request, September 23, 2022.

³⁴ "Accredited Facilities," American Corrections Association, accessed December 9, 2022, https://www.aca.org/ACA/ACA_Member/Standards_and_Accreditation/SAC_AccFacHome.aspx.

³⁵ "Accreditations," Lake County Sheriff's Office, accessed December 9, 2022, <https://www.lakecountyil.gov/4119/Accreditations>.

³⁶ "DuPage Jail Earns Accreditation for Health Care Services," Wheaton IL, posted August 30, 2022, <https://patch.com/illinois/wheaton/dupage-jail-earns-accreditation-health-care-services>.; "Hubble v. Cnty. of Macomb," CaseText, published April 23, 2019, <https://casetext.com/case/hubble-v-cnty-of-macomb-3>.; "McHenry County Jail Operations," McHenry County Sheriff's Office, <https://www.mchenrysheriff.org/corrections/about-the-jail/>.

³⁷ PFM Tour of Lake County Jail, Waukegan, IL, 25 October 2022. Interview by PFM. Waukegan, IL, 25 October 2022.

that incident was due to food not being properly covered. During this period there were two findings of noncompliance in the four benchmark organizations in Illinois. McHenry County was cited for charging a fee for inmate visits in 2018. In 2021 DuPage County was cited because its health department did not conduct a food service inspection during the year.

The Lake County Health Department conducts health inspections of the Lake County jail's food services annually.

OFFICE-WIDE MANAGEMENT

PFM assessed how LCSO manages its employees and operations. As part of this, PFM reviewed the role of the Merit Commission and office-wide approaches to recruitment, performance management, and discipline. This section concludes with a discussion of how LCSO uses data to guide management.

Merit Commission

Illinois statute sets rules and procedures for the establishment and operation of a sheriff's merit commission to certify appointments to the position of deputy sheriff. Merit commissions are established by County ordinance. Counties with a population of less than 1,000,000 may choose not to establish a merit commission by county referendum.³⁸

State law provides that where there is a merit commission, all full-time deputy sheriffs are under its jurisdiction. Counties may also place other positions, including corrections officers, under the jurisdiction of the merit commission;³⁹ and may choose to exempt positions of chief, undersheriff, assistant to the sheriff, or others with the same meaning. Additionally, merit commissions are responsible for verifying the qualifications of applicants for the position of court security officer.⁴⁰

By statute, merit commissions have three responsibilities with respect to employees under their jurisdiction:

- Certify potential employees for employment
- Certify employees for promotion
- Discipline or discharge employees, as permitted in statute, when a complaint is filed by the sheriff's office or the State's Attorney

In Lake County only deputy sheriffs in the position classified as "deputy sheriff (grade 1)" are under the jurisdiction of the merit commission. The Lake County Merit Commission's regulations affirm that it exists as an independent administrative agency separate from the County Board, which established it, and the Sheriff's Office.

The Lake County Merit Commission was established in 1965. It consists of five members appointed by the sheriff and approved by the Lake County Board and has one full-time employee who is a county employee reporting to the County Human Resources (HR) director. Commission members include a chair, vice chair, secretary, treasurer, and a commissioner. The

³⁸ To initiate the process, a petition signed by at least 1,000 individuals or five percent of registered electors must be filed with the county clerk. 55 ILCS 5/3-8002.

³⁹ 55 ILCS 5/3-8007.

⁴⁰ 55 ILCS 705/7.

LCSO website states appointments are for no more than two years;⁴¹ however, county ordinance states all appointments shall be for terms of six years.⁴²

Certification for Employment

The Commission has set minimum requirements for applicants to the position of deputy sheriff:

- Minimum age of 21 years old
- Meet standards prescribed by the Commission such as intelligence, reasoning, and judgement
- Pass screening examinations, including written tests, physical agility and strength tests, and oral interviews
- Possess a valid driver's license
- Pass an investigation by the Merit Commission into the applicants "background reputation and character"
- Be a citizen of the United States

Under its existing regulations, the Lake County Merit Commission tests for entry level appointments "every two years when its certified list from the previous round of testing expires," or sooner if the existing list is exhausted in less than two years.⁴³ The Commission can extend the expiration date of a list by one year, allowing an individual who tested and was certified for employment as a deputy sheriff to remain eligible for up to three years without recertification.

The Lake County Merit Commission interprets this rule to prohibit certifying a new list of candidates before the previous list has been exhausted, meaning LCSO must make a hiring determination for each individual on the certified list before a new list is generated. To comply with this rule, the Lake County Merit Commission does not begin the process of developing a new list until the previous certified list is exhausted.

The Commission only posts available positions for 30 days immediately preceding each testing cycle. Consequently, an individual wishing to become an LCSO deputy must see the opening and apply within that 30-day window, or they will not be able to apply until the next cycle begins. The Merit Commission keeps a list of interested individuals who have submitted their contact information via a webform to receive notifications when a position opening is posted; their information is retained for 12 months.⁴⁴

From CY 2017 through the end of CY 2022, potential applicants could apply to become a deputy during just 180 days, or 8.2 percent of the six-year period. The Commission began the process once each year 2017 through 2019 and zero times in 2020 when no testing was conducted due to the COVID-19 pandemic. In 2021 one testing cycle was held, and in 2022 for the first time the Commission conducted two rounds of testing.

⁴¹ "Sheriff's Merit Commission," Lake County Sheriff's Office, accessed January 31, 2023, <https://www.lakecountyil.gov/432/Merit-Commission>.

⁴² Lake County Ord. § 31.065.

⁴³ LCSO, "Lake County Sheriff's Office Merit Commission Rules and Regulations" provided in response to PFM information request, September 27, 2022. Page 8.

⁴⁴ "Deputy Sheriff Employment Interest Form," Lake County Form Center, accessed January 31, 2023, <https://www.lakecountyil.gov/FormCenter/Sheriffs-Office-8/Deputy-Sheriff-Employment-Interest-Form-47>.

Certification for Promotion

The Lake County Merit Commission certifies deputies and sergeants for promotion to vacant positions of sergeant and lieutenant in the Sheriff's Office. When there is a vacancy for a law enforcement sergeant or lieutenant position, LCSO must notify the Commission. The Commission will then certify the three candidates who are highest on the list of candidates for promotion for the specified rank and provide their names to the Sheriff's Office. LCSO may only select from the certified list provided to fill the vacancy.

However, LCSO can promote via transfer any qualified candidate regardless of their position on the Merit Commission's list.⁴⁵ This gives LCSO greater flexibility in making promotional decisions when transferring an individual to a new unit or division, than when promoting them within the unit where they are already serving.

To be placed on the list of candidates for promotion, deputies and sergeants must meet the following minimum requirements:

- Pass a written promotional exam; exam scores account for 40 percent of candidate's total score
- Complete an oral interview with the Commission; interview scores account for 30 percent of candidate's total score
- Performance evaluations for the two preceding years will be reviewed by the Commission and scored; past performance evaluations account for 30 percent of candidate's total score
- Must not be under suspension order by LCSO or the Merit Commission
- Must not be on leave of absence for 15 days or more, with exceptions⁴⁶
- For promotions to sergeant, serve as a deputy in LCSO for at least five years continuously prior to taking the promotion exam
- For promotions to lieutenant, serve as a sergeant in LCSO for at least two years continuously prior to taking the promotion exam

Seniority points are added for years of uninterrupted service as an LCSO deputy, being a veteran, or having a post-secondary degree. The combined score including seniority points determines which candidates are certified and may be promoted by the Sheriff's Office.

The Lake County Merit Commission rules require the Commission to hold promotion exams at least every two years, unless extended by the Commission for an additional year. However, the rules also state the Commission may certify more candidates than there are vacancies. Of the

⁴⁵ Qualified individuals are those who meet all of the minimum requirements for promotion. However, scores for the oral interview and performance evaluation would not preclude promotion via transfer. A minimum score of 70 percent on the written exam would still be required. LCSO, "Lake County Sheriff's Office Merit Commission Rules and Regulations" provided in response to PFM information request, September 27, 2022. Page 17.

⁴⁶ The Merit Commission's rules state the "leave of absence limitation shall not apply to an otherwise eligible person who is on leave of absence due to active military service, or appointment as Chief Deputy, Undersheriff, or Administrative Aide, or other leave protected by law." LCSO, "Lake County Sheriff's Office Merit Commission Rules and Regulations" provided in response to PFM information request, September 27, 2022. Page 10.

candidates certified, only the top three names at the time a vacancy becomes available will be provided to LCSO to fill the position.

The merit commission process, which functions similarly to many civil service processes for government employment, is intended to ensure that individuals hired and promoted for positions within its jurisdiction are qualified. The commission certification process considers performance as demonstrated in annual performance evaluations.

In interviews with PFM, deputies viewed promotions as subjective, dependent on the personality of the supervisor making the decision, and not tied to annual performance.⁴⁷ The Merit Commission can only score performance evaluations based on their content. If evaluations do not provide a detailed and accurate view of the employee's performance, they cannot be accurately reflected in the Commission's score. Moreover, if employees do not view performance evaluations as valued and trustworthy documents, it may undermine trust in the results of the Merit Commission's promotion certification.

Discipline⁴⁸

Sheriff's offices may file complaints with the merit commission "for actions violating either the rules and regulations of the Commission or the internal procedures of the sheriff's office."⁴⁹ In Lake County, the Merit Commission's rules and regulations and collective bargaining agreements require LCSO to file charges with the Lake County Merit Commission before suspending certified personnel for more than 30 days.

When LCSO files charges with the Commission, the Commission conducts a hearing and makes a finding. If found guilty by the Commission, the employee may be demoted or suspended without pay for up to 180 days. The Merit Commission defers to collective bargaining agreements on matters of discipline if there is a conflict between the Commission's rules and the terms of the collective bargaining agreement.

In executing its disciplinary authority, the Commission has the power to issue subpoenas, compel testimony, and compel attendance of witnesses. Participants in Commission hearings who take an oath and make a false statement are subject to prosecution for perjury.

Recruitment⁵⁰

Responsibilities for recruitment are shared by LCSO, County HR, and the Merit Commission; the Merit Commission's role pertains only to deputy sheriff positions. There is no single recruitment strategy that includes all three entities. But the problem is not that there are conflicting strategies. Instead, the reality is that none of the three entities that must be involved to improve recruitment has a strategy. Moreover, LCSO senior leadership shared with PFM that they do not think County HR fully understands their staffing needs and would like to establish an internal HR unit to better address the Office's needs.

⁴⁷ Highway Patrol Deputy Roundtables. Interview by PFM. Libertyville, IL, 24 October 2022.

⁴⁸ The LCSO employee discipline process outside of the Merit Commission is further discussed later in this report.

⁴⁹ 55 ILCS 5/3-8013. Statute does not specify other circumstances in which the State's Attorney may file a complaint with the merit commission.

⁵⁰ All recruitment and retention analyses are done by position, meaning part-time and full-time positions are counted as one position each. Within Court Security, where use of part-time personnel is most common, PFM also provides the breakout of the number of filled positions and new hires for part-time and full-time positions separately.

LCSO has a recruitment policy covering all LCSO employees including deputies, corrections officers, and other positions. Under that policy, the Sheriff’s Office’s equal employment officer is responsible for developing and maintaining a written Recruitment Plan. In interviews with office and division leaders, PFM learned recruitment is managed separately by individual divisions or units including corrections, court security, and communications. The Merit Commission is viewed as the leader on deputy recruitment. There is not currently one senior level individual in the Sheriff’s Office responsible for coordinating these efforts.

The process for recruiting and hiring deputies, court security officers, communications staff, and corrections staff follow the steps laid out in the graphic on the next page. The process differs by position and division with respect to who manages the process, testing and interview requirements, and timing. One of the most significant differences is the time it takes to complete the process. The process for deputies from testing to hiring typically takes eight or more months and applications are accepted once per year, on average. Corrections officer positions, in contrast, are posted continuously, testing is completed remotely at the time of the initial application, and the process from interview to hiring is typically three to four months.⁵¹

According to recruitment data provided to PFM by LCSO, from FY 2017 through September 2022 LCSO hired 136 new employees. The office-wide hiring rate declined in FY 2020 (2.1 percent of headcount was newly hired), as expected due to the COVID-19 pandemic, then rose in FY 2021 (4.1 percent) and FY 2022 through September (7.5 percent).

In the first ten months of FY 2022, 27.3 percent of new hires office-wide were female and just over half (51.5 percent) were non-white. The proportion of new hires that are female has increased since FY 2017, peaking at 40 percent of new hires in FY 2021. The proportion of new hires that are non-white doubled in FY 2018 from 20 percent to 40 percent, then declined slightly through FY 2021. FY 2022, through September, was on track to be the most racially diverse cohort of new hires in recent years.

LCSO Hiring Trend, January 2017 – September 2022, by Fiscal Year

	FY 2017*	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Sep '22	CAGR 2017 - 2021
LCSO Total Filled Positions	511	500	510	515	492	460	-2.8%
LCSO Total Hired	15	35	22	11	20	33	7.5%
Percent New Hires	2.9%	7.0%	4.3%	2.1%	4.1%	7.2%	9.0%

Sources: LCSO, “Position Inventory Reports for annual budgets” FY 2017 – FY 2023; Active Employee Roster, 2017-Sep 2022.”

*Note: Hiring data does not include December 2016.

⁵¹ LCSO, “Corrections Candidates Tracking 2016 – 2022,” provided to PFM in response to information request, December 20, 2022.

LCSO Hiring Trend by Gender, January 2017 – September 2022, by Fiscal Year

	FY 2017*	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Sep '22	CAGR 2017 - 2021
Male	11	26	18	7	12	24	2.2%
Female	4	9	4	4	8	9	18.9%
Total	15	35	22	11	20	33	7.5%
Percent Female	26.7%	25.7%	18.2%	36.4%	40.0%	27.3%	10.7%

Sources: LCSO, Position Inventory Reports for Annual Budgets FY 2017 – FY 2023; Active Employee Roster, 2017-Sep 2022.”

*Note: Hiring data does not include December 2016.

LCSO Hiring Trend by Race/Ethnicity, January 2017 – September 2022, by Fiscal Year

	FY 2017*	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Sep '22	CAGR 2017 - 2021
Asian	0	2	0	0	0	0	n/a
Black	1	8	3	1	3	5	31.6%
Hispanic	2	4	5	3	3	12	10.7%
White	12	21	14	7	14	16	3.9%
Total	15	35	22	11	20	33	7.5%
Percent Non-White	20.0%	40.0%	36.4%	36.4%	30.0%	51.5%	10.7%

Sources: LCSO, Position Inventory Reports for Annual Budgets FY 2017 – FY 2023; Active Employee Roster, 2017-Sep 2022.”

*Note: Hiring data does not include December 2016.

LCSO Hiring Process

Position Posted

- County HR posts the position upon request from relevant LCSO division or unit leadership. Positions may be posted continuously or for limited periods (e.g., 30 days).
- The **Merit Commission** posts deputy positions for 30 days prior to each new testing cycle.
- **Corrections officer** positions are posted continuously.
- **Communications** (telecommunicator) positions are posted for finite time periods when an opening occurs.

Testing to Identify Eligible Applicants

- Testing and eligibility requirements differ for each position.
- The **Merit Commission** conducts an in-person orientation, physical agility test, written exam, oral interview, and polygraph test. A certified list of candidates who successfully passed each step is sent to LCSO.
- **Corrections officers** take an online exam that is accessible to all interested parties through the job posting. Candidates who pass the test are forwarded to the Corrections Division weekly. Corrections schedules all candidates for a physical agility test and interview.
- **Non-officer Corrections** applicants do not take any exam; the resumes of all applicants are forwarded to Corrections by County HR.
- **Communications** applicants take an in-person written exam and typing test. The test is selected by County HR and administered by a contractor. County HR provides the communications director with a list of candidates who passes the tests.

Interview

- **Patrol, Court Security, and Corrections** each manage their interview process separately. Eligible applicants are interviewed in-person.
- **Communications** interviews eligible applicants by Zoom.

Background Check

- The **Merit Commission** conducts its own background check for potential deputies including a social media search before they are certified. OPS also conducts a background check and administrative review of deputies on the certified list. This process takes place before the LCSO interview.
- **Corrections** and **Court Security** conduct the background check for applicants in their sections. Corrections begins the background check after the interview.
- OPS conducts background checks for **Communications** applicants. The background check takes place after the interview.

Polygraph Test

- Deputy applicants must pass a polygraph test administered by the Merit Commission before they are certified.
- LCSO conducts a polygraph test after the interview for all other positions. Each division or unit manages the process separately.

Conditional Offer

- Applicants who successfully pass all preceding steps including any required physical or written testing, interview, background check, and polygraph are given a conditional offer of employment.
- The conditional offer is conditional on passing a psychological assessment and medical exam, including a drug test, and final administrative review.

Final Offer

Civilians

The largest group of civilian employees in any one section is Communications. When there is an opening in Communications, County HR posts telecommunicator positions and contracts with a private vendor to conduct in-person testing. The Communications director raised concerns that the test, which is selected by the County, does not adequately measure aptitude for the role and may result in screening out candidates who would excel while passing through some who fare poorly on the job. The Communications director manages the interview and hiring process for candidates who pass the exam. After a virtual interview by Zoom with the Communications team, OPS completes hiring background checks.

There were just two hires in Communications between January 2017 and September 2022: the director in 2017 and one telecommunicator in 2021. The telecommunicator position was vacant for approximately two years before it was filled. In interviews Communications staff and supervisors expressed frustration about the delays in hiring.

There were between two and six new hires for all other civilian positions annually. Hiring slowed in FY 2020 due to COVID-19. In the first ten months of FY 2022 there were four new civilian hires.

Civilian Hiring Trend, January 2017 – September 2022, by Fiscal Year

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Sep '22	CAGR 2017 - 2021
Filled Positions (Communications)	27	27	28	26	26	27	-0.9%
Hired (Communications)	1	0	0	0	1	0	0.0%
Percent New Hires	3.7%	0.0%	0.0%	0.0%	3.8%	0.0%	0.9%
Filled Positions (Other Civilian)	63	57	59	59	59	57	-1.6%
Hired (Other Civilian)	4.0	5.0	6.0	3.0	4.0	4.0	0.0%
Percent New Hires	6.3%	8.8%	10.2%	5.1%	6.8%	7.0%	1.7%

Sources: LCSO, Position Inventory Reports for Annual Budgets FY 2017 – FY 2023; Active Employee Roster, 2017-Sep 2022.”

*Note: Hiring data does not include December 2016.

Deputies

Deputies and command staff identify recruitment as a major challenge and priority, but LCSO has a limited role in recruiting deputies. Historically LCSO sent a recruitment team to job fairs, colleges, and naval bases, but the Office shifted efforts to social media due to low return on in-person efforts. The division chief cites limited staff capacity as a barrier to investing in different recruitment strategies.

LCSO sees the Merit Commission as responsible for recruitment, but its role on the front end is passive. The County HR director notes that in the past the Merit Commission staff had relevant market knowledge, but the staff role now is more clerical. The Merit Commission does no recruitment other than posting open positions.⁵² Instead, it invests its efforts primarily in conducting orientation and testing, interviewing, and certifying applicants. Once applicants are

⁵² Posted positions are included in the Lake County Career Center; they can be found by filtering for Sheriff's Merit Commission. A link to position postings is also posted on the LCSO homepage, although at the time of this report the link was not click-able but could be copied and pasted in a browser window. "Career Opportunities," Lake County Illinois, accessed December 28, 2022, <https://www.governmentjobs.com/careers/lakecountyil>.

certified, LCSO's OPS completes a background check and administrative review, and the Training and Standards unit completes the interview and remaining steps in the hiring process.

Command staff view the Merit Commission as a bottleneck in the hiring process. The slow process and limited windows when applicants can apply may result in LCSO missing potential candidates or losing them in the process.

PFM's analysis of deputy recruitment is limited due to the quality and completeness of data available. The Merit Commission provided PFM aggregate counts of applicants, tests passed, certifications, and hirings for recruiting cohorts CY 2016 through CY 2022. The final number of applicants certified and hired was not available for CY 2016 and 2017, and the number hired was available only for CY 2019 and CY 2021. The Merit Commission keeps records in a mix of Excel spreadsheets and paper documentation.

As noted above, the Merit Commission conducted two recruitment cycles for the first time in 2022. However, the number of certified candidates produced by both cohorts in 2022 combined was on par with totals in previous years for just one cohort – about 20 certified candidates per year that applications were accepted.

Since 2016, applications for entry level deputy sheriff positions have ranged between 164 and 355 per year per year. Excluding 2020, the Lake County Sheriff's Office averaged 254.7 entry level deputy sheriff applicants annually since 2016.⁵³

Between 2017 and 2019, applications for entry level deputy sheriff positions increased steadily from 180 to 355. In 2021, the first year following the pandemic, however, the Sheriff's Office received 164 applications – the lowest total since 2016 (excluding 2020).

The percentage of applicants passing the physical agility test ("POWER test") ranged from 37.5 to 52.3 percent between 2016 and 2021. In 2022, however, the percentage of applicants passing the POWER test dropped to 18.1 percent.⁵⁴ This sharp decline in the passing rate warrants further analysis to determine whether the rate was impacted by a change in the applicant pool or likeliness to appear for testing after applying.

The percentage of applicants who appeared for testing and passed the POWER test, who then also passed the written exam has remained relatively steady since 2016. Between 68.9 and 79.3 percent of applicants who passed the POWER Test also passed the written test between 2016 and 2022.

The percentage of applicants who passed both examinations and were certified by the Merit Commission varied considerably over the four years for which data are available.⁵⁵ A high of 43.5 percent of applicants who passed the written exam and POWER test were certified in 2022; in 2019 just 16.3 percent, the lowest proportion, were certified. This may be a result of a

⁵³ No applications could be submitted in 2020 because there were no positions posted that year.

⁵⁴ Physical fitness standards for the POWER test are set by the Illinois Law Enforcement Training and Standards Board (ILETSB). Different requirements are set for men and women. The current fitness standards are posted on the Merit Commission's website. "Appendix A physical Fitness Standards – December 2022," Lake County Illinois, December 28, 2022 <https://www.lakecountyil.gov/DocumentCenter/View/50956/New-POWER-Chart---December-2022?bidId=>.

⁵⁵ Applicants must pass the physical and written test, a background check, an interview, and a vote by the Merit Commission. See previous section for further discussion of the Merit Commission.

small sample size or suggest that some improvements can be identified in this stage of the hiring process to yield a higher percentage of certified candidates.

The percent of applicants hired for deputies was below five percent for all years for which data was available (2018 through 2021). In 2018 4.3 percent of total applicants were hired; 2019 and 2021 approximately two percent of total applicants were hired.

The percentage of certified candidates hired fell from approximately 40 percent in 2018 and 2019 to 21.1 percent in 2021. The two testing cohorts in 2022 yielded only one more certified candidate than in 2021 (6.3 percent of 320 applicants in 2022 compared to 11.6 percent of 164 applicants in 2021). Although hiring outcomes for the 2022 cohorts are pending, it is unlikely the overall percentage of applicants hired will exceed previous years given the number of certified candidates.

Deputy Sheriff Recruitment, by Start Date of Merit Commission Class⁵⁶

	2016	2017	2018	2019	2020 ⁵⁷	2021	2022
Applications Received	251	180	258	355	0	164	320
Passed Physical Agility Test (POWER)	124	84	135	133	0	71	58
Passed Written Test	93	63	93	104	0	55	46
Certified	unk	unk	28	17	0	19	20
Hired	unk	unk	11	7	0	4	unk
% Applicants Passed POWER Test	49.4%	46.7%	52.3%	37.5%	-	43.3%	18.1%
% Applicants Who Passed POWER Test, Who Passed the Written Test	75.0%	75.0%	68.9%	78.2%	-	77.5%	79.3%
% Applicants Passing Both Tests and Certified	unk	unk	30.1%	16.3%	-	34.5%	43.5%
% Applicants Certified	unk	unk	10.9%	4.8%	-	11.6%	6.3%
% Certified Applicants Hired	unk	unk	39.3%	41.2%	-	21.1%	unk
% of Applicants Hired	unk	unk	4.3%	2.0%	-	2.4%	unk

Sources: LCSO, Position Inventory Reports for Annual Budgets FY 2017 – FY 2023; Active Employee Roster, 2017-Sep 2022.”

LCSO’s Office-wide hiring data shows that between three and seven certified deputies, including lateral hires, were added in most years. FY 2020 was an exception with just one certified deputy hire. In FY 2021 and FY 2022 through September hiring picked up considerably, but not enough to maintain the number of filled positions.

Marine Unit deputies are not hired through the Merit Commission. Their recruitment is shown separately in the table below, and they are not included in data for Merit Commission classes. There were three deputies hired for the Marine Unit between January 2017 and September 2022.

⁵⁶ This table shows the number of applications received in the calendar year, then follows each cohort. Because applications are accepted mid-year, typically, each cohort started in the same fiscal year as the calendar year shown.

⁵⁷ The Merit Commission did not hold testing in 2020 due to COVID-19.

Deputy Sheriff Hiring Trend, January 2017 – September 2022, by Fiscal Year

	FY 2017*	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Sep '22	CAGR 2017 - 2021
Filled Positions (Certified Deputies) *	153	147	154	154	151	138	-0.3%
Hired (Certified Deputies)	3	7	4	1	6	10	18.9%
Percent New Hires	2.0%	4.8%	2.6%	0.6%	4.0%	7.2%	19.3%
Filled Positions (Marine Unit) ⁵⁸	16	17	14	12	11	10	-8.9%
Hired (Marine Unit)	0	0	2	0	1	1	n/a
Percent New Hires	0.0%	0.0%	14.3%	0.0%	9.1%	10.0%	n/a

Sources: LCSO, Position Inventory Reports for Annual Budgets FY 2017 – FY 2023; Active Employee Roster, 2017-Sep 2022.”

*Note: Hiring data does not include December 2016.

Court Security Officers

The deputy chief of Court Security works with County HR to post court security officer position openings and then manages the remainder of the recruiting process internally. To expedite the process, a court security officer conducts the hiring background check instead of OPS.

LCSO leadership believes low pay is the primary barrier to recruiting court security officers. In 2022 the median salary for a certified deputy was \$86,648 compared to just \$49,587 for a full-time court security officer.⁵⁹ However, access to county benefits may incentivize people to take the position, many of whom are retired from a first law enforcement career.

Court security officers expressed frustration regarding what they perceive to be lower status and less respect relative to certified deputies. Although court security officers are not certified by the Merit Commission, they report completing the same law enforcement academy training. Once hired, the pay disparity and perceived lower status of court security officers compared to deputies may contribute to reported tension and low morale.

Court security also relies on a significant number of part-time employees who do not receive benefits. These positions cost the county less per FTE, but other attributes of Court Security staffing increase costs, such as the high turnover rate compared to other areas of LCSO and the use of certified deputies on overtime to backfill court security posts.⁶⁰

From CY 2017 to CY 2022 between two and six court security officers were hired annually. There was a surge in hiring part-time court security offers in CY 2017 and CY 2018 with seven new hires over the two years. Hiring remained steady at about two new employees annually through CY 2021, including during COVID-19. In CY 2022 hiring increased; there were six new hires (part-time and full-time) from January through September.

⁵⁸ The Marine Unit had 19 full-time positions in 2017; in 2018 it switched to part-time positions. Marine Unit deputies are not certified through the Merit Commission.

⁵⁹ LCSO, “Position Inventory for annual budgets FY 2017 – FY 2023” provided in response to PFM information request, October 22, 2022.

⁶⁰ The cost of court security officers compared to deputies on overtime is explored further in the Law Enforcement section of this report.

Court Security Hiring Trend, January 2017 – September 2022, by Fiscal Year

	FY 2017*	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Sep '22	CAGR 2017 - 2021
Filled Positions (Full-Time)	24	22	23	21	20	21	-4.5%
Hired (Full-Time)	0	1	1	3	1	3	n/a
Percent New Hires	0.0%	4.5%	4.3%	14.3%	5.0%	14.3%	n/a
Filled Positions (Part-Time)	38	36	33	35	37	25	-0.7%
Hired (Part-Time)	2	5	1	1	1	3	-15.9%
Percent New Hires	5.3%	13.9%	3.0%	2.9%	2.7%	12.0%	-15.3%

Sources: LCSO, Position Inventory Reports for Annual Budgets FY 2017 – FY 2023; Active Employee Roster, 2017-Sep 2022.”

*Note: Hiring data does not include December 2016.

Corrections Division

Corrections Division command staff manage their recruitment and hiring process. Corrections keeps the officer position open continuously, resulting in a more constant flow of candidates and hires. Applicants complete an exam online, operated by a third-party vendor contracted by County HR. County HR sends the names and test scores of applicants who pass the exam to the LCSO Administration and the Corrections Division each week. Information about the total number of applicants or individuals who do not pass the test is not provided.⁶¹ Resumes for all applicants for civilian positions are sent to Corrections. Corrections interviews and conducts background checks on all candidates, except those that voluntarily drop out before the interview. Corrections command staff report they complete hiring background checks internally primarily due to insufficient capacity in OPS.

Given their relatively low visibility to the public (unlike deputies), there may be less interest or awareness of correction officer career opportunities. To create more visibility, the Corrections Division, unlike the Law Enforcement Division, reports that it still sends staff to job fairs and other in-person recruiting events.

Corrections staff and leaders believe creating a path to certification, and the opportunity to transfer to the Law Enforcement Division, would draw more corrections officer candidates. The Corrections Division chief and line officers also view the jail’s direct supervision model⁶² as a barrier to recruiting because prospective employees may be less willing to take a position that requires regular direct contact with inmates.

LCSO routinely advises deputy candidates who do not pass the physical agility test that they may apply for a corrections officer position. Consequently, Corrections division leaders worry that the Merit Commission is – informally – lowering standards for certifying deputies, leaving a smaller pool of potential corrections applicants.

⁶¹ Further analysis of the front end of the recruitment process, including the number of applicants who begin the application and number who do not pass the test would require additional data that may be available through County HR or the testing vendor. For this report, PFM only requested the corrections recruiting dataset from LCSO.

⁶² Discussed further in the Corrections section of this report.

The Corrections Division maintains data on all candidates for the Division in a spreadsheet. The dataset includes applicants for corrections officer positions who passed the online entrance exam, and all applicants for other positions, which include applicants to civilian positions in jail reception and the reentry program. The provided data included candidates who tested between April 15, 2015 and November 2022. The test date is not included, but the interview date or the date the individual withdrew from the process was recorded for each record.

PFM also analyzed LCSO office-wide hiring data and found significant differences in the reported number of individuals hired. The Corrections Division candidate tracking spreadsheet lists 43 individuals hired in FY 2018, including 30 corrections officers who completed the training academy.⁶³ Data provided by LCSO showing all hires from CY 2017 through September 2022 includes only 18 individuals hired in FY 2018. Additionally, there were 18 individuals in the training academy data for the dates provided who did not appear in the candidate tracking spreadsheet. These discrepancies between hiring records documented in the candidate tracking spreadsheet, roster of LCSO hires, and academy attendance spreadsheet provided to PFM warrant further analysis.

Corrections Division Hiring Trend, January 2017 – September 2022, by Fiscal Year

	FY 2017*	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Sep '22	CAGR 2017 - 2021
Filled Positions**	190	194	199	208	188	180	-0.3%
Hired	5	17	8	3	6	12	4.7%
Percent New Hires	2.6%	8.8%	4.0%	1.4%	3.2%	6.7%	4.9%

Sources: LCSO, Position Inventory Reports for Annual Budgets FY 2017 – FY 2023; Active Employee Roster, 2017-Sep 2022.”

*Note: Hiring data does not include December 2016.

**Note: The number of employees hired shown in this table differs from the two tables below which show data from a different source (Corrections’ internal tracking spreadsheets) and because cohorts are counted differently in each table to highlight distinct metrics: hiring cohort by the year hired (this table) or hiring cohort by the year interviewed (below).

The following analyses reflect Corrections Division recruitment records for FY 2017 through FY 2022 as recorded in the Division’s candidate tracking spreadsheet.⁶⁴ As noted, the total number of hires shown below exceeds the number reported within the Corrections Division in the office-wide data provided.⁶⁵

The number of candidates who passed the entrance exam declined annually from FY 2017 through FY 2020 but has trended upwards since then. Unlike the Merit Commission, Corrections continued recruiting and hiring during the pandemic, albeit at a slower pace than prior years. The majority of candidates – more than 90 percent on average – are interviewed, those who are not interviewed declined or did not show up for the interview. The percent of candidates hired

⁶³ Shown in the “Corrections Officer New Hire Academy Completion by Hire Date” table below. The number differs from the numbers reported in the “Corrections Division Recruitment, by Interview Date” table because the analysis by hire date counts those hired in FY 2018, whereas the analysis by interview date shows candidate attrition in cohorts based on the FY in which they began the process.

⁶⁴ LCSO, “Corrections Division Candidate Tracking, April 2015 – November 2022” provided in response to PFM information request, December 20, 2022.

⁶⁵ LCSO, “Roster of all New Hires, January 2017 – September 2022” provided in response to PFM information request, October 5, 2022.

fluctuated substantially during the period. The rate jumped to 57.1 percent in FY 2018 from 21.6 percent in FY 2017, then fell to about 15 percent in each of the last two years.

Corrections Division Recruitment, by Interview Date

Measure	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	CAGR 2017 - 2021
Candidates Passed Entrance Exam	111	79	50	33	95	122	-3.8%
Candidates interviewed in fiscal year	88	77	50	32	95	103	1.9%
Percent of candidates interviewed ⁶⁶	79.3%	97.5%	100.0%	97.0%	100.0%	84.4%	6.0%
Hired	19	44	25	9	15	16	-5.7%
Not hired (all reasons)	69	33	25	23	80	87	3.8%
Percent hired	21.6%	57.1%	50.0%	28.1%	15.8%	15.5%	-7.5%
Average days from interview to hire	104.8	80.3	114.0	77.4	129.6	100.4	5.5%

Source: LCSO, "Corrections Division Candidate Tracking, Apr 2015 – Nov 2022."

Corrections officers who are hired must complete a state-run training academy within six months of their hire date. This requirement is set by the ILESTB, which has statutory authority to set such standards for law enforcement and corrections employees.

The Corrections Division provided records of all corrections officers who attended the academy from January 2017 through December 9, 2022, and all officers scheduled to attend the academy through April 2, 2023. Employees in the dataset have LCSO start dates between June 2016 and December 28, 2022. The data, which was provided to PFM on December 20, 2022, includes potential employees expected to start between December 20 and December 28, 2022.

With the exception of FY 2020, which was affected by the COVID-19 pandemic, approximately two thirds of corrections officers hired go on to complete the academy as required. Nine corrections offices hired in FY 2022 are scheduled to attend training in January or April 2023. If all FY 2022 hires scheduled to attend training in 2023 pass the Academy, the academy completion rate would be 76.5%

Corrections Officer New Hire Academy Completion by Hire Date, January 2017 – September 2022, by Fiscal Year

Measure	FY 2017 ⁶⁷	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Sep '22	CAGR 2017 - 2021
Corrections officers hired in FY	20	40	19	14	14	17	-8.5%
Corrections officers hired in FY who completed academy	13	30	13	7	9	4	-8.8%
Percent completed academy	65%	75%	68%	50%	64%	24%	-0.3%

Sources: LCSO, "Active Employee Roster 2017 – Sept 2022"; "Corrections Officer Training Academy Tracking, Jun 2016 – Dec 2022."

*Note: Active employee roster hiring data does not include December 2016.

⁶⁶ Detailed records were kept, however, because the data was tracked manually over multiple years, and its primary purpose was to facilitate the hiring process, it is possible data collection methodology was not always consistent. For two years, FY 2019 and FY 2021, all candidates entered have a recorded interview date. This would suggest that all candidates who passed the test during those years interviewed; however, it is possible that during those years additional who candidates passed the test and did not interview are not recorded in the candidate tracker.

⁶⁷ Dataset does not include December 2016.

Retention

On an organization-wide basis, the Lake County Sheriff's Office has faced increasing attrition levels since FY 2017. Attrition rates vary by employee group (e.g., uniformed deputy sheriffs vs. civilians) – reflecting different labor market dynamics for each group. Perhaps most concerning from a staffing perspective, the overall number of filled positions of the agency declined from 511 employees in August 2016 (470 full-time and 41 part-time) to 430 in August 2022 (401 full-time and 29 part-time). The number of vacancies more than doubled. The number of approved budgeted positions increased during the same period, from 536 for FY 2017 to 549 for FY 2023. Together, this suggests difficulty in replacing employees who separate from service.

Actual Positions, FY 2017 – FY 2023

Actual	Aug. 2016	Aug. 2017	Aug. 2018	Aug. 2019	Aug. 2020	Aug. 2021	Aug. 2022	CAGR 2017-2022
Filled	511	500	510	515	492	460	430	-2.8%
Vacant	30	46	37	37	61	80	105	23.2%

Source: LCSO, "Position Inventory Reports for annual budgets" FY 2017 – FY 2023

Budgeted Positions, FY 2017 – FY 2023

Budgeted	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	CAGR 2018-2023
Total Positions	536	537	552	552	550	549	549	0.4%

Source: Lake County, "Annual Budgets" FY 2017-2023

If new employees cannot be hired to replace separating employees, the remaining employees have heavier workloads, which may push attrition rates upwards in future years. Supporting this possibility, PFM heard consistent reports of high overtime and difficulty filling shifts during its interviews with staff, supervisors, and contract communities.

Sheriff Idleburg and other LCSO leaders identified eligibility for retirement, more competitive compensation and benefits in neighboring law enforcement agencies, and trepidation about the impacts of the SAFE-T act as likely drivers of recent attrition.

In many respects, employee retention challenges at the Lake County Sheriff's Office reflect trends seen by employers across the country. In Illinois, state agencies in Illinois, including IDOC, are struggling to fill vacancies.⁶⁸ Nationally, local law enforcement agencies are facing an environment with fewer applicants, higher attrition levels, and an increasing number of uniformed personnel eligible for retirement.⁶⁹ Correctional facilities across the nation face similar – if not more severe – recruitment and retention challenges.⁷⁰ Further, among non-public safety

⁶⁸ In August 2022 Governor Pritzker announced plans for a statewide effort to improve recruitment and retention to address vacancies in Human Services, Corrections, and Veterans Affairs. "Pritzker Administration Launches State-Wide Employment and Retention Strategy", *Illinois.gov* (press release), August 31, 2022, <https://www.illinois.gov/news/press-release.25376.html>.

⁶⁹ Police Executive Research Forum (PERF). 2019. *The Workforce Crisis, And What Police Agencies Are Doing About It*. Washington D.C.: PERF.

⁷⁰ The corrections sector faced staffing shortages pre-COVID that have worsened under increasing pressure. Russo, Joe. 2019. *Workforce Issues in Corrections*. Washington, D.C.: National Institute of Justice.; Montgomery, David. 2022. *Prison Staff Shortages Take Toll on Guards, Incarcerated People*. Washington, D.C.: PEW Research Center.

positions, employers across industries confront increased rates of employee turnover from the “Great Resignation” that has emerged in the wake of the COVID-19 pandemic.⁷¹

PFM analyzed separations from LCSO from FY 2017 through August 2022 in the following categories:

- **Voluntary resignations (“Quits”):** employees who resign from the Office before becoming eligible for an unreduced pension benefit
- **Service retirements:** employees who separate from the Office after becoming eligible for an unreduced pension benefit
- **Terminations:** employees fired by the Office
- **Other:** includes three subcategories County HR uses for data purposes that PFM grouped together (Deceased, Resigned/Retired, Retired/Deceased)

PFM examined two retention metrics: turnover rate and quit rate. Turnover measures the percentage of employees who left LCSO for all reasons (e.g., quits, service retirements, medical retirements, terminations, resignations in lieu of termination, voluntary demotions, and death). The quit rate is a narrower measure, which calculates the percentage of employees who voluntarily resign. Both rates can be compared to the U.S. Bureau of Labor Statistics (BLS) Job Openings and Labor Turnover Survey’s (JOLTS) turnover and quit rate for state and local government, excluding education as a benchmark.⁷²

In total, LCSO lost 318 employees from January 1, 2017, to August 31, 2022, of which nearly half (46.2 percent) were voluntary resignations and just over one quarter (26.4 percent) were retirements.

LCSO Attrition Trend, January 2017 – August 2022, by Fiscal Year

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Aug '22	CAGR 2017 - 2021
Separations by Type							
Voluntary Resignation ("Quits")	25	20	23	20	36	23	9.5%
Retirement	11	7	18	13	26	9	24.0%
Termination	8	9	17	3	1	3	-40.5%
Other	2	1	1	1	0	1	-100.0%
Total Separations (Excludes Trainees)	46	37	59	37	63	36	8.2%
Separations (Training Period)	4	10	8	8	5	5	5.7%
Attrition Rates							
Headcount	511	500	510	515	490	456	-1.0%
Turnover Rate	9.0%	7.4%	11.6%	7.2%	12.9%	n/a	9.3%
Quit Rate	4.9%	4.0%	4.5%	3.9%	7.3%	n/a	10.7%

⁷¹ Rosenberg, Ely, “4.3 Million Americans Left Their Jobs in December as Omicron Variant Disrupted Everything,” *The Washington Post* (article), February 1, 2022.; Parker, Kim and Juliana Menasce Horowitz. 2022. *Majority of Workers Who Quit a Job in 2021 Cite Low Pay, No Opportunities for Advancement, Feeling Disrespected*. Washington, D.C.: PEW Research Center.

⁷² JOLTS dataset is a monthly survey that provides data on job openings, hires, and separations. Separations include “all employees separated from the payroll during the month,” and quits include employees who left voluntarily except for retirements or transfers.

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Aug '22	CAGR 2017 - 2021
State and Local Government Benchmark Turnover Rate	20.5%	19.7%	19.4%	20.6%	20.2%	22.7%	-0.4%
State and Local Government Benchmark Quit Rate	10.0%	10.1%	10.0%	10.0%	12.0%	14.2%	4.7%

Sources: "Position Inventory for annual budgets" FY 2017-2022; Active Employee Roster, 2017-Sep 2022"; Inactive Employee Roster 2017-Aug 2022."

*Note: Separation data does not include December 2016.

Civilians

For civilian positions, attrition rates were low relative to other employee groups and the JOLTS benchmark rates in most years but saw a significant spike in FY 2019 with 27.1 percent turnover and 8.5 percent quits. The first three quarters of FY 2022 indicate another upward spike in attrition, which is on track to reach 16.4 percent turnover and 11.7 percent quits if attrition rates through August continued to the end of the fiscal year. These periodic surges in turnover can negatively impact an organization's performance.

The FY 2019 attrition spike coincided with both an election year when the sheriff's administration shifted, and a protracted two-year negotiation with the Illinois Council of Police, the collective bargaining group representing clerical employees in LCSO.

Notably, even with the increase in attrition rates in FY 2022, turnover and quit rates for civilian LCSO employees are forecast to remain below local government averages according to JOLTS each year between FY 2017 and FY 2022 (projected).

Civilian Trend, January 2017 – August 2022, by Fiscal Year

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Aug '22	CAGR 2017 - 2021
Separations by Type							
Voluntary Resignation ("Quits")	5	2	5	1	3	5	-12.0%
Retirement	0	1	2	0	1	2	n/a
Termination	0	0	5	0	0	0	n/a
Other	0	2	4	1	2	0	n/a
Total Separations (Excludes Trainees)	5	5	16	2	6	7	4.7%
Separations (Training Period)	1	0	0	0	0	0	-100.0%
Attrition Rates							
Headcount	63	57	59	59	59	57	-1.6%
Turnover Rate	7.9%	8.8%	27.1%	3.4%	10.2%	n/a	6.4%
Quit Rate	7.9%	3.5%	8.5%	1.7%	5.1%	n/a	-10.5%
State and Local Government Benchmark Turnover Rate	20.5%	19.7%	19.4%	20.6%	20.2%	22.7%	-0.4%
State and Local Government Benchmark Quit Rate	10.0%	10.1%	10.0%	10.0%	12.0%	14.2%	4.7%

Sources: "Position Inventory for annual budgets" FY 2017-2022; Active Employee Roster, 2017-Sep 2022"; Inactive Employee Roster 2017-Aug 2022."

*Note: Separation data does not include December 2016.

Deputies

PFM analyzed law enforcement retention in two categories. The first group includes all certified personnel from the rank of Grade 1 deputy through lieutenant in the Law Enforcement and Administration Divisions, referred to collectively in this section as deputies. PFM separately analyzed retention for court security officers, excluding command staff who are included in the first group.

Retention for deputies was strong from FY 2017 through FY 2020. Turnover rates ranged between 5.2 percent (FY 2020) and 8.4 percent (FY 2019), while quit rates fell to a multi-year low of 1.3 percent in FY 2020.

In FY 2021 both the “quit rate” and “turnover rate” spiked, coinciding with the onset of COVID-19 pandemic and increased public attention to law enforcement accountability issues following the murder of George Floyd. The turnover rate increased from 5.2 percent in FY 2020 to 14.6 percent in FY 2021. With 14 separations in the first nine months of FY 2022, the turnover rate was on track to be 13.5 percent in FY 2022.

Similarly, the deputy quit rate rose sharply from 1.3 percent in FY 2020 to 6.6 percent in FY 2021 and is on track to hit 6.7 percent in FY 2022. If attrition rates seen in the first nine months of FY 2022 continued through fiscal year end, quit and turnover rates will remain sharply above pre-pandemic levels in FY 2022.

Deputy Sheriff Attrition Trend, January 2017 – August 2022, by Fiscal Year

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Aug '22	CAGR 2017 - 2021
Separations by Type							
Voluntary Resignation ("Quits")	3	5	6	2	10	7	35.12%
Retirement	6	0	5	4	10	3	13.62%
Termination	2	3	1	1	0	1	-100.00%
Other	0	1	1	1	2	3	n/a
Total Separations (Excludes Trainees)	11	9	13	8	22	14	18.92%
Separations (Training Period)	1	0	0	0	0	0	-100.00%
Attrition Rates							
Headcount	153	147	154	154	151	138	-0.3%
Turnover Rate	7.2%	6.1%	8.4%	5.2%	14.6%	n/a	19.3%
Quit Rate	2.0%	3.4%	3.9%	1.3%	6.6%	n/a	35.6%
State and Local Government Benchmark Turnover Rate	20.5%	19.7%	19.4%	20.6%	20.2%	22.7%	-0.4%
State and Local Government Benchmark Quit Rate	10.0%	10.1%	10.0%	10.0%	12.0%	14.2%	4.7%

Sources: “Position Inventory for annual budgets” FY 2017-2022; Active Employee Roster, 2017-Sep 2022”; Inactive Employee Roster 2017-Aug 2022.”

*Note: Separation data does not include December 2016.

Court Security Officers

Court security officer positions are staffed by a mix of full-time and part-time employees, which likely contributes to this employee group’s higher and more volatile attrition rates. Between FY

2017 and FY 2021, court security officer turnover rates ranged from 10.7 percent (FY 2019) to 21.4 percent (FY 2021), while quit rates ranged from 6.9 percent to 19.3 percent.

Like other sections of LCSO, turnover and quit rates increased in FY 2021 to their highest levels in the period at 21.1 percent turnover and 19.3 percent quits. Court security officers also had a similar spike in resignations in FY 2017; there were 11 voluntary resignations in both years.

Compared to other parts of LCSO, court security officers had a significantly higher turnover and quit rate. Of the four groups analyzed, court security officers had the highest quit rate in each year and the highest turnover rate in each year except FY 2019, when civilians and corrections officers surpassed it. The voluntary quit rate for court security officers was more than three times higher than the quit rate for deputies and corrections officers in FY 2020 and FY 2021 – and more than double the rate for civilians in all years.

Court security officers are the only employee group in this analysis with turnover and quit rates that exceeded the local government averages according to JOLTS. Court security officer attrition rates were higher than the local government averages in FY 2017 (quit rate), FY 2020 (quit rate), and FY 2021 (turnover and quit rate).

In FY 2022, court security officers were on track to experience a sharp decrease in the quit rate and turnover rate based on data through August 2022. From December 2021 through August 2022 there were just two court security officer separations, one resignation and one retirement; in contrast there were nearly 10 separations per year on average from FY 2017 through FY 2021. Additional analysis is required to better understand the underlying retention and attrition drivers for this employee group. One contributing factor, per LCSO, the 19th Judicial Circuit reduced courtroom hours during COVID-19, which caused some part-time CSOs to leave for other security positions with more reliable hours in FY 2020 and FY 2021.

Court Security Attrition Trend, January 2017 – August 2022, by Fiscal Year

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Aug '22	CAGR 2017 - 2021
Separations by Type							
Voluntary Resignation ("Quits")	11	4	4	9	11	1	0.00%
Retirement	1	1	2	0	1	1	0.00%
Termination	0	1	0	0	0	0	n/a
Other	0	2	0	0	0	0	n/a
Total Separations (Excludes Trainees)	12	8	6	9	12	2	0.00%
Separations (Training Period)	0	1	1	1	0	0	n/a
Attrition Rates							
Headcount	62	58	56	56	57	46	-2.1%
Turnover Rate	19.4%	13.8%	10.7%	16.1%	21.1%	n/a	2.1%
Quit Rate	17.7%	6.9%	7.1%	16.1%	19.3%	n/a	2.1%
State and Local Government Benchmark Turnover Rate	20.5%	19.7%	19.4%	20.6%	20.2%	22.7%	-0.4%
State and Local Government Benchmark Quit Rate	10.0%	10.1%	10.0%	10.0%	12.0%	14.2%	4.7%

Sources: "Position Inventory for annual budgets" FY 2017-2022; Active Employee Roster, 2017-Sep 2022"; Inactive Employee Roster 2017-Aug 2022."

*Note: Separation data does not include December 2016.

Corrections

PFM analyzed retention in the Corrections Division for all uniformed positions from the rank of corrections officer through corrections lieutenant. Civilians and senior management are included in the civilian analysis above.

Turnover rates for uniformed corrections personnel ranged between 9.5 percent (FY 2017) and 14.4 percent (FY 2021), while quit rates rose from 2.6 percent in FY 2017 to 6.4 percent in FY 2021. In FY 2022, based on the first nine months of data, the turnover rate for corrections officers was on track to decrease slightly to 12.6 percent while the quit rate is expected to increase to 7.4 percent – which would make it the highest in the period reviewed. Between December 2021 and August 2022 there were 10 voluntary resignations among corrections officers, more than most previous full years. Retirements, in contrast, are expected to decrease after steadily increasing from three in FY 2017 to 13 in FY 2021. There were three retirements in the first nine months of FY 2022.

Despite these increases since FY 2017, Corrections turnover rates were modest compared to corrections facilities generally – even when accounting for the effects of the COVID-19 pandemic on corrections officers' retention experience. In FY 2021, LCSO's corrections officer turnover rate was 14.4 percent (highest since FY 2017). In comparison, the corrections officer turnover in the State of Colorado correctional system was 22.9 percent in 2021,⁷³ 26.1 percent in the State of Wisconsin correctional system in 2018⁷⁴, and 40.6 percent in the State of Texas correctional system in 2021.⁷⁵ In Texas, among county jails with between 150 and 275 corrections officers, the turnover rate was 31.9 percent in 2021.⁷⁶

Corrections officers and command staff note many officers view corrections as a steppingstone to other opportunities in law enforcement. LCSO does not have a pathway to certification for corrections officers, which they suspect contributes to attrition. From FY 2017 through August 2022 the voluntary resignation, or quit rate, for corrections officers was higher than the rate for deputies in each year.

The pressures of working in an institutional setting during COVID-19 adds to the challenges for corrections officers.⁷⁷ Corrections officers, facing added challenges and health risks due to the spread of COVID-19, saw the quit rate rise steadily in FY 2020, 2021, and 2022. Deputies, on the other hand, maintained a low quit rate through FY 2020 and 2021, but saw it spike in FY 2022. These differences correlate with the distinct pressures each employee group has experienced in recent years.

⁷³ Faith Miller, "These Private Prisons have over 100% Staff Turnover. Will More State Money Help?" *Colorado Newsline* (article), January 26, 2022, <https://coloradonewsline.com/2022/01/26/these-private-prisons-have-over-100-staff-turnover-will-more-state-money-help/#:~:text=State%2Drun%20prison%20facilities%20do,to%20the%20Joint%20Budget%20Committee>.

⁷⁴ State of Wisconsin Legislative Audit Bureau. 2019. *Adult Corrections Expenditures*. Madison, WI: State of Wisconsin Legislative Audit Bureau.

⁷⁵ Office of the State of Texas State Auditor. 2022. *An Annual Report on Classified Employee Turnover for Fiscal Year 2021*. Austin, TX: State Auditor's Office.

⁷⁶ Data available for eight months, average monthly turnover extrapolated for estimate of annual total. Missing months were January, March, August, and November 2021. Texas Commission on Jail Standards (TCJS). 2021. *Licensed Jailer Turnover Report (Monthly Reports)*. Austin, TX: TCJS.

⁷⁷ Montgomery, David. 2022. *Prison Staff Shortages Take Toll on Guards, Incarcerated People*. Washington, D.C.: PEW Research Center.

Corrections Attrition Trend, January 2017 – August 2022, by Fiscal Year

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Dec '21 - Aug '22	CAGR 2017 - 2021
Separations by Type							
Voluntary Resignation ("Quits")	5	8	8	9	12	10	24.5%
Retirement	3	4	8	8	13	3	44.3%
Termination	6	3	9	1	1	2	-36.1%
Other	4	5	3	6	1	2	-29.3%
Total Separations (Excludes Trainees)	18	20	28	24	27	17	10.7%
Separations (Training Period)	0	0	0	0	0	1	n/a
Attrition Rates							
Headcount	190	194	199	208	188	180	-0.3%
Turnover Rate	9.5%	10.3%	14.1%	11.5%	14.4%	n/a	11.0%
Quit Rate	2.6%	4.1%	4.0%	4.3%	6.4%	n/a	24.8%
State and Local Government Benchmark Turnover Rate	20.5%	19.7%	19.4%	20.6%	20.2%	22.7%	-0.4%
State and Local Government Benchmark Quit Rate	10.0%	10.1%	10.0%	10.0%	12.0%	14.2%	4.7%

Sources: "Position Inventory for annual budgets" FY 2017-2022; Active Employee Roster, 2017-Sep 2022"; Inactive Employee Roster 2017-Aug 2022."

*Note: Separation data does not include December 2016.

Retirements

From January 2017 through August 2022, 88 people retired from LCSO. The vast majority of these retirements, 83.0 percent, were individuals who have at least 15 years of service with the Sheriff's Office. There were 15 retirements by individuals with fewer than 15 years of service ranging from 8.0 to 14.6 years of service, most of whom were corrections or court security officers.⁷⁸

In FY 2021, there were 26 retirements – double the number in the preceding year. Demographic shifts, changes to collective bargaining agreements, and even the political climate can influence the pace of retirements. In interviews with PFM, increasing retirements as LCSO's workforce ages was top of mind for many in LCSO.

If all LCSO employees who were eligible to retire in FY 2023 did so, the Office would lose 45 employees, including 17 in Highway Patrol and 12 in Corrections.⁷⁹ An additional 23 employees, mostly in Corrections, could retire in FY 2023 with reduced retirement benefits.

In five years, by the end of FY 2027, 112 current employees will be eligible for retirement with full benefits, including 45 who are already eligible for retirement with full benefits today, 23 who are eligible for retirement with reduced benefits today, and 44 who will become newly eligible for retirement over the next five years. Another 54 current employees will become newly eligible for retirement with reduced benefits by the end of FY 2027.

⁷⁸ The County hire date and LCSO hire dates were equal for all individuals who retired with fewer than 15 years of service. They included 6 corrections officers, 5 court security officers, a support services technician, a director of diversion programming, and the former sheriff and undersheriff.

⁷⁹ Lake County HR, "LCSO Employees Eligible for Retirement FY 2023-2027" provided in response to PFM information request, November 10, 2022.

While a mass exodus is unlikely, with a median age of 44 and 30.9 percent of LCSO employees currently over age 50, the Office is on the cusp of a generational shift.⁸⁰

Number of Current Employees Eligible to Retire, FY 2023 – FY 2027

Division	Eligible for retirement as of December 1, 2022 (start of FY 2023)		Newly eligible for retirement over the next five years (by the end of FY 2027)			Total eligible for retirement by the end of FY 2027	
	Full Retirement	Reduced Retirement	Full Retirement (eligible for reduced retirement in FY 2023)	Full Retirement (newly eligible over next 5 years)	Reduced Retirement (newly eligible over next 5 years)	Full Retirement	Reduced Retirement
Sheriff's Administration	6	2	2	3	6	11	6
Administrative Services	0	0	0	1	0	1	0
Training	1	0	0	0	0	1	0
Highway Patrol	17	1	3	27	3	45	3
Criminal Investigations	1	1	0	6	4	7	4
Communications	3	2	1	1	6	5	6
Court Security	5	0	3	3	1	10	1
Marine Unit	0	0	0	0	0	0	0
Adult Corrections	12	17	12	8	34	32	34
Total	45	23	21	49	54	112	54

Source: Lake County HR, "LCSO Employees Eligible for Retirement FY 2023-2027."

Employee Performance Management

LCSO, like all Lake County departments, conducts employee performance evaluations at least annually for all employees using the forms and process established by County HR. New employees and newly promoted employees are evaluated more frequently, per policy. Reviews are required for probationary employees bi-monthly, and deputies in the field training program are reviewed at least weekly.⁸¹ Immediate supervisors conduct evaluations for newly promoted employees and provide the evaluation to the employee and submit it to Sheriff's Office Administration.

LCSO Performance Evaluation Frequency

Employee Type(s)	Frequency
Probationary deputies currently assigned to the field training program	At least weekly
Probationary deputies (not in FTP), corrections officers, sergeants, and lieutenants	Bi-monthly
Full-time court security officer, auxiliary deputy, full-time civilian personnel, deputy, corrections officer, sergeant, lieutenant, administrative command	Annually

⁸⁰ Analysis includes full-time employees as of November 10, 2022. The mean age of employees was 44.3.

⁸¹ LCSO employees are on a probationary period for 12 months following promotion. Newly hired deputies and corrections officers are on a probationary period for six months.

Employee Type(s)	Frequency
Part-time court security officer, part-time civilian personnel	Not Specified

Source: LCSO, "Performance Evaluation, Policy 1.5.01"

For most employees, performance is evaluated annually. LCSO's policy instructs reviewers to consider performance over the entire period since the previous evaluation and to "not base ratings solely on incidents in the recent past or on some exceptional action."⁸² However, some staff feel evaluations are disproportionately based on performance in the months leading up to the evaluation.

Staff at all levels within LCSO shared that they do not believe that the performance evaluation process is sufficiently customized to the needs of a law enforcement agency. In multiple units, employees indicated that they believed it was unfair to evaluate all staff using the same criteria that equates the difficulty of different roles. For example, CID detectives may have a more complex set of duties than staff in other units or divisions.

Some staff also lamented a lack of objective, quantitative, performance measures. For example, leadership shared that Highway Patrol previously tracked the number of traffic citations by each deputy in the past but no longer does so.⁸³ The shift away from measuring performance by the number of citations or arrests – also referred to as police quotas – is consistent with current standards in law enforcement.⁸⁴ The desire for an objective measure of performance, however, was echoed in by other staff who stated that they believed that the performance evaluation process is arbitrary and based largely on the person performing it (rather than the employee being evaluated).

The performance evaluation process as laid out in County and LCSO policies instructs supervisors and employees in the goals and steps of the process. An additional resource is referenced in the County HR policy: a Performance Appraisal Manual available from HR.⁸⁵ Despite this, some patrol command staff interviewed by PFM did not feel prepared to perform performance evaluations and shared they had not received any training in how to do so effectively.

Other command staff felt they did not have sufficient time to sit down with employees and discuss goals and potential training opportunities because of their workload. Several employees stated they did not have meaningful discussions with their supervisor as part of the review process. In one case, the employee stated that there was no meeting at all, instead their performance evaluation was left on their desk to sign without discussion.

These comments portray a hurried process that contrasts with key features of the performance evaluation process established in LCSO and County HR policies. Among other purposes, the County HR Performance Evaluation policy states that the performance evaluation process is designed to "Provide an opportunity for each employee to discuss job problems and interests

⁸² LCSO, "Performance Evaluation, Policy 1.5.01" provided in response to PFM information request, September 27, 2022, Page 3.

⁸³ LCSO Leadership Interviews. Interview by PFM. Virtual, 28 November 2022.

⁸⁴ Police quotas are formal and informal measures that require police officers to issue a particular number of citations or make a certain number of arrests. Ossei-Owusu, Shaun. 2021. "Police Quotas," *NYU Law Review* 96: 529-605.

⁸⁵ PFM's review in Phase 1 did not include additional documents beyond the policies provided in response to our data request.

with his work supervisors.”⁸⁶ Similarly, LCSO’s policy states that each employee “shall meet with his/her Supervisor and review the accomplishments, ... develop performance objectives for the next evaluation period..., and each employee will be given the opportunity to review his/her evaluation report with the reviewer,” before signing the evaluation.⁸⁷

CID command staff stood out as having a positive view of the performance evaluation process. CID command staff reported that they conduct annual reviews in person, using the time to address areas for improvement, plans for the future, and potential trainings. Similar to other parts of LCSO, CID command staff stated that they believed that the standard County-developed performance reports make it difficult to compare progress among individuals in different roles. Command staff shared they would like to be able to provide more focused and detailed feedback about performance and career trajectory in the annual performance report.

There are few opportunities other than formal evaluations for feedback on performance. Corrections Division staff interviewed by PFM did not identify any ways they know if they are performing well. Instead, many feel they are just getting through each day. Within the Law Enforcement Division staff want the Office to be evaluated based on what LCSO and the community most value, but they did not feel they have insight into the Office’s performance. When information about LCSO performance is shared, it is typically done so by word of mouth.

Another purpose of performance evaluations is to guide compensation and promotion decisions. For most staff, pay increases are determined by collective bargaining agreements rather than performance evaluations, causing the evaluations to hold little weight in that respect.

Staff in all three divisions expressed their belief that there is not a clear path for career progression. Within the Law Enforcement Division, command staff shared that specific timelines and expectations of what must be accomplished before a deputy is promoted to command (i.e., sergeant) have not been established. As described earlier in this report, the Merit Commission has a set process for evaluating candidates for promotion and has established minimum timelines for promotion.⁸⁸ There is no formalized structure like this for corrections officers, and for some civilian staff there is no position to which they may advance.

Outside of the annual performance evaluation process, command staff in the Law Enforcement and Corrections divisions shared that they do not have time, while also managing daily operations, to mentor line staff for promotion.

Employee Discipline

LCSO’s employee discipline process is primarily laid out in its OPS policy. LCSO’s Personnel Early Warning policy, employee collective bargaining agreements, the Merit Commission’s rules and regulations, and Lake County’s employee grievance policy also play key roles in shaping how the process may unfold. Together, these policies and regulations set out how complaints may be made, the process of reviewing and investigating the complaint, including who has the

⁸⁶ Lake County Administration, “Lake County HR Performance Evaluation Policy” provided in response to PFM information request, September 27, 2022, page 1.

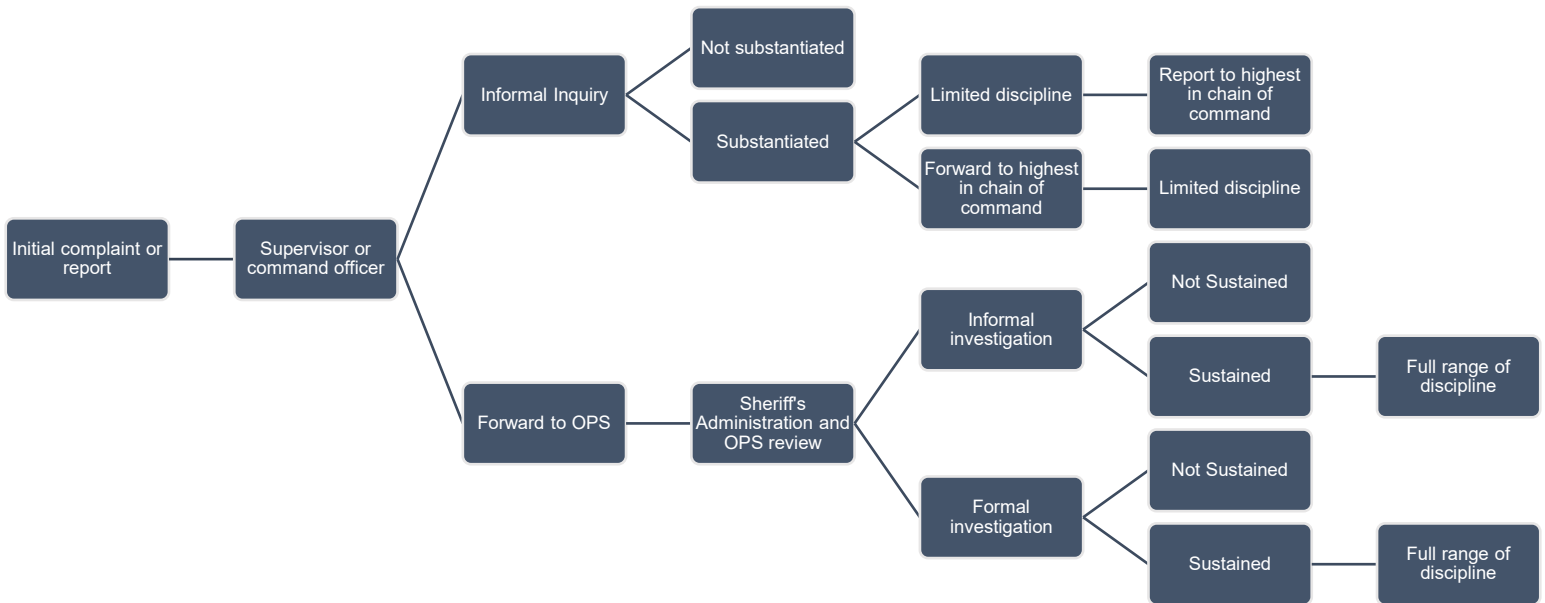
⁸⁷ LCSO, “Performance Evaluation, Policy 1.5.01” provided in response to PFM information request, September 27, 2022, Pages 3-4.

⁸⁸ Per the Merit Commission rules and regulations a deputy must serve in that role for at least five years before they are eligible for promotion to sergeant; sergeants must serve two years before they become eligible for promotion to lieutenant.

authority to make each decision, requirements for employee notification and union representation, allowable disciplinary actions, and processes for disputes and arbitration.

However, the policies do not identify specific actions that may – or should – result in disciplinary action, and they provide only limited guidance on how the progressive disciplinary actions should be applied.

LCSO Disciplinary Process



OPS provided available data on all complaints from CY 2017 through September 2022, which included a brief description of the complaint, the origin of the complaint (internal or external), the disposition (or finding), and the disciplinary action, if any was taken. Prior to 2022, annual data was maintained in three spreadsheets: formal investigations, informal investigations initiated by citizens outside of LCSO, and informal investigations initiated either internally or externally.

Beginning in 2022, data was recorded in the newly adopted software, IAPro. Supervisors and Command use BlueTeam, a software application platform, to submit information into IAPro. Data recorded in IAPro includes only complaints and reports forwarded to OPS (shown in the lower path of the process diagram). OPS shared that data from IAPro is more reliable and complete, noting historical comparisons should be interpreted cautiously. Accordingly, PFM completed more detailed analysis only for 2022.

Complaints

The process begins with a complaint, or report, which can be submitted by any individual internal to the Sheriff’s Office (i.e., employee, supervisor) or a member of the public, including inmates. Complaints may even be submitted to Communications by calling 911. Once a complaint is received it is sent to the relevant supervisor or command officer for initial review.

In CY 2021 and the first nine months of 2022 the volume of complaints recorded increased dramatically, primarily within the category of internal complaints for the Corrections Division. As noted above, historical comparisons are affected by changes in how the data was collected and managed during this period. Additionally, LCSO reports that all complaints are now sent to OPS, rather than being resolved through informal inquiries and that there are differences in how the Corrections and Law Enforcement Divisions count complaints related to sick time and FMLA violations. Specifically, more than one complaint for time and attendance violations may result from a single incident in Corrections.

Recorded Complaints, CY 2017 – September 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Sep 2022
Administration Internal Complaints	2	9	5	1	7	2
Administration External Complaints	15	20	3	7	1	0
Law Enforcement Internal Complaints	38	33	20	33	43	76
Law Enforcement Community Complaints	78	96	56	29	17	33
Corrections Internal Complaints	5	8	21	120	427	263
Corrections Community Complaints	8	12	8	4	3	14
Other/unknown Division	5	9	12	1	0	0
Total	151	187	125	195	498	388

Source: LCSO, "OPS Internal and External Complaints" 2017 – 2022.

PFM analyzed the detailed data for CY 2022 to understand the nature of complaints filed within each division and from each source. From January to September 2022 there were 388 complaints. PFM divided these complaints into 11 categories. The largest group of complaints were those categorized as unsatisfactory job performance, which included two or more of each of the following:

- Unsatisfactory performance
- Late or failed security round (predominantly in Corrections)
- Attention to duty
- Failure to conduct a proper investigation
- Report writing or failure to complete report
- Prisoner transport

The second largest category of complaints, with 122 between January and September 2022, relate to time and leave policy violations. These are classified in the table below as administrative and include violations for:

- Sick leave abuse
- Attendance
- Reporting for work / absent without leave
- Tardiness
- Overtime restrictions

The majority of administrative complaints were for sick leave abuse and attendance. There was only one complaint for violating overtime restrictions. Of 63 allegations of sick leave abuse, 62 were against employees in the Corrections Division. In interviews with PFM, some staff stated

they believed disciplinary actions, particularly for complaints related to time and attendance, are not imposed fairly and consistently.⁸⁹

Other categories of interest, including racial profiling or bias, use of force, and workplace harassment appeared infrequently in the data. There were four use of force complaints in the Law Enforcement Division (two initiated internally and two initiated by community members), and two in Corrections (both initiated internally). There were two bias complaints in Law Enforcement and two workplace harassment complaints in Corrections.

There were 56 unique allegation descriptions in the data provided to PFM. A summary table is provided in Appendix D that shows the crosswalk of allegations descriptions to the 11 categories shown below, as well as the number of allegations for each of the 56 unique descriptions, by division.

Complaint Description by Division and Complaint Source, January – September 2022

Division (Description)	Internal Complaints	External Complaints	Total	Percent of Total
Administration Division	2		2	0.5%
Violations of Rules/Regulations	2	0	2	0.5%
Law Enforcement Division	76	33	109	28.1%
Unsatisfactory Job Performance	20	12	32	8.2%
Unprofessional Behavior	16	11	27	7.0%
Violations of Rules/Regulations	16	4	20	5.2%
Administrative	11	0	11	2.8%
Improper Use of Discretion	4	1	5	1.3%
Use of Force	2	2	4	1.0%
Traffic and Property Damage	2	2	4	1.0%
Racial Profiling/Bias	2	0	2	0.5%
Criminal Violation	1	1	2	0.5%
Other/unknown	2	0	2	0.5%
Corrections Division	263	14	277	71.4%
Administrative	111	0	111	28.6%
Unsatisfactory Job Performance	98	6	104	26.8%
Unprofessional Behavior	24	8	32	8.2%
Violations of Rules/Regulations	24	0	24	6.2%
Use of Force	2	0	2	0.5%
Workplace Harassment	2	0	2	0.5%
Traffic and Property Damage	2	0	2	0.5%
Total	341	47	388	100.0%

Source: LCSO, "OPS Internal and External Complaints" 2017 – 2022.

Review and Investigation

Upon receiving a complaint, the relevant supervisor or command officer determines whether the complaint would, if investigated and sustained, result in suspension or any more serious discipline. Because suspension and higher disciplinary actions can only be imposed as the result of an investigation, any complaint that could lead to suspension must be forwarded to OPS. If the supervisor or command officer determines the complaint could not lead to

⁸⁹ Communications Staff Roundtables. Interview by PFM. Libertyville, IL, 24 October 2022.; Corrections Officer Roundtables. Interview by PFM. Waukegan, IL, 25 October 2022.

suspension, they must instead conduct an informal inquiry. Per OPS, in most instances the supervisor will begin with an informal inquiry to determine whether the complaint should be forwarded to OPS. This is consistent with the definition in policy, which states an informal inquiry is “a meeting by supervisory or command personnel with a member upon whom an allegation of misconduct has come to the attention of such supervisory or command personnel, the purpose of which meeting is to mediate a citizen complaint or discuss the facts to determine whether a formal investigation should be commenced.”⁹⁰

Complaints which are sent to OPS may result in an informal or formal investigation. The distinction between these, is that a formal investigation is used when the intent of the investigation is to gather evidence that may be the basis for filing charges, seeking removal from employment, or seeking a suspension of more than three days. If the investigation will not seek to do those, an informal investigation is used.

If an informal inquiry is conducted, policy states the supervisor or command officer may administer limited disciplinary action, up to and including written reprimand. The results of the inquiry and any action taken must be forwarded to the deputy chief or highest-ranking individual in the supervisor or command officer’s chain of command and the deputy chief would then administer limited disciplinary action. As the process diagram demonstrates, this is a decision point in which the supervisor or command officer may either administer discipline and report that or forward the findings of the inquiry to the highest individual in their chain of command who will then determine disciplinary action.

In multiple interviews, LCSO staff shared that the disciplinary process had recently changed such that all discipline is now handled by OPS, including complaints that were previously handled internally within each division.⁹¹ However, OPS shared that the majority of complaints are still handled through the informal inquiry process.⁹²

Staff who expressed frustration about the current disciplinary process reported that relevant information is not conveyed to staff. Staff feel discipline conducted through OPS is less transparent, slower to resolve, and more complicated than processes within the divisions previously were. The disconnect between views stated by some staff and the policy and process shared by OPS may reflect a lack of consistent and transparent communication about the disciplinary process, which can leave opportunities for speculation to spread.

Complaints that are forwarded to OPS are reviewed by the Sheriff’s Administration and a member of OPS. This leads to the second decision point in the process: the Sheriff’s Administration determines if there will be an informal or a formal investigation and who will complete the investigation.⁹³

Dispositions

Informal and formal investigations of complaints may be disposed in one of nine ways. One disposition type, “struck on leave to reinstate,” allows the complaint to be temporarily dismissed

⁹⁰ LCSO, “Office of Professional Standards, Policy 1.2.01” provided in response to PFM information request, September 27, 2022.

⁹¹ The current policy has been in place since June 30, 2021.

⁹² LCSO does not keep data on informal inquiries, therefore PFM cannot determine from the data what percentage of complaints are handled through informal inquiry. Eric Carstensen (LCSO), email to PFM, February 8, 2023.

⁹³ In this context, Sheriff’s Administration is currently defined as the sheriff, undersheriff, and chief of law enforcement. Eric Carstensen (LCSO), email to PFM, February 8, 2023.

with the opportunity to resume investigation at a later date with approval by the Sheriff's Administration.

Complaints that are forwarded to OPS but determined by Sheriff's Administration not to be investigated are recorded with the disposition "excluded."

In January through September 2022, the majority of complaints, 70.4 percent, were sustained. Approximately ten percent of complaints (38) had an unknown disposition at the time the data was provided to PFM.

Dispositions of Allegations of Misconduct, January – September 2022

Disposition	Jan-Sep 2022	Description
Excluded	0	The allegation may or may not be supported by sufficient evidence, however administrative approval not given to conduct investigation based on articulable reasons.
Exonerated	24	The incident occurred but was lawful or proper.
No disposition recorded	38	n/a
Not sustained	14	There was insufficient evidence to prove or disprove the allegations.
Not within jurisdiction	0	The complaint was not related to any official conduct and was outside the jurisdiction of the LCSO.
Policy failure	1	The allegation was true, and although the action of LCSO or the member was not inconsistent with LCSO policy, the complainant suffered harm.
Struck on leave to reinstate (SOL)	0	The complainant failed to cooperate further, but the complaint may be reinstated with approval of the Sheriff's Administration.
Sustained	273	The allegation was supported by sufficient evidence to justify a reasonable conclusion of guilt.
Unfounded	35	The allegations were proven false or there was no credible evidence to support them.
Withdrawn	3	The complainant withdrew the complaint.
Total	388	

Source: LCSO, "OPS Internal and External Complaints" 2017 – 2022.

Disciplinary Actions

The disciplinary policy provides some guidance on progressive discipline and positive disciplinary action. Per policy, inquiries and investigations must include a review of past performance, which is imperative to produce a well-informed decision regarding the level of discipline that is appropriate and consistent with the tenets of progressive discipline. Each of the collective bargaining agreements also states discipline should be carried out consistent with the tenets of progressive discipline.

The policy advises that "positive disciplinary action" may be used to correct behavior "as part of disciplinary action."⁹⁴ These include training and counseling or shift level reprimand. For both,

⁹⁴ LCSO, "Office of Professional Standards, Policy 1.2.01" provided in response to PFM information request, September 27, 2022. Page 16.

the policy instructs the decision-maker to “consider if the [training or counseling] will have an impact on the behavior.”⁹⁵

The highest form of discipline that may be taken as a result of an informal inquiry, informal investigation, or formal investigation is set in policy. These are, respectively, written reprimand, suspension of three or fewer days, and discharge. Criminal charges may also be filed as a result of a formal investigation.

In January through September 2022 disciplinary actions were recorded for 238 of 388 complaints, or 61.3 percent. Verbal (89) and written (75) reprimands were the most common forms of discipline. There were 28 suspensions recorded, however data provided does not identify whether the suspension was longer than three days.

No disciplinary action was recorded for 150 complaints, including complaints with the dispositions sustained (48), unfounded (33), exonerated (24), not sustained (6), and withdrawn (2), as well as 37 with no disposition.

Disciplinary Actions, January – September 2022

Allowed Disciplinary Actions	Jan-Sep 2022	Informal Inquiry	Informal Investigation	Formal Investigation
No disciplinary action recorded	150	✓	✓	✓
Verbal reprimand	89	✓	✓	✓
Training	1	✓	✓	✓
Counseling / Shift level reprimand	26	✓	✓	✓
Written reprimand	75	✓	✓	✓
Suspension (3 or fewer days)	28 ⁹⁶		✓	✓
Suspension (more than 3)				✓
Demotion	8			✓
Any combination of the above	7			✓
Discharge	4			✓
Total	388			

Source: LCSO, “OPS Internal and External Complaints” 2017 – 2022.

PFM also analyzed how disciplinary actions correlated to the source of the complaint (internal to LCSO or from the public) and disposition. The majority of complaints were from internal sources (341, or 87.9 percent). Just 47, or 12.1 percent were from community members. Complaints from internal sources were more likely to be sustained. Of 341 internal complaints, 263, or 77.1 percent were sustained. Whereas just 10 out of 47 complaints from external origins, or 21.3 percent, were sustained.

More than three quarters of externally initiated complaints did not have a recorded disciplinary action. Eight resulted in counseling and three in a written reprimand. Among internally initiated complaints, in contrast, about one third had no disciplinary action recorded. More than half (52.8 percent) resulted in a disciplinary action of a verbal or written reprimand, and 12.6 percent resulted in more serious disciplinary action from suspension to discharge.

⁹⁵ LCSO, “Office of Professional Standards, Policy 1.2.01” provided in response to PFM information request, September 27, 2022. Page 16.

⁹⁶ Data provided did not separately identify suspensions that were more, or less, than three days.

Disciplinary Actions by Complaint Source, January – September 2022

Disciplinary Actions	Internal Complaints	Percent	External Complaints	Percent	Total	Percent
Verbal reprimand	89	26.1%	0	0%	89	22.9%
Training	1	0.3%	0	0%	1	0.3%
Counseling / Shift level reprimand	18	5.3%	8	17.0%	26	6.7%
Written reprimand	72	21.1%	3	6.4%	75	19.3%
Suspension	28	8.2%	0	0%	28	7.2%
Demotion	8	2.3%	0	0%	8	2.1%
Discharge	7	2.1%	0	0%	7	1.8%
Settlement Agreement	4	1.2%	0	0%	4	1.0%
None recorded	114	33.4%	36	76.6%	150	38.7%
Total	341	100.0%	47	100.0%	388	100.0%
<i>Percent of all complaints</i>	<i>87.9%</i>		<i>12.1%</i>		<i>100.0%</i>	

Source: LCSO, "OPS Internal and External Complaints" 2017 – 2022.

From January to September 2022, 273 complaints were sustained (70.4 percent of complaints). Of these sustained complaints, about two thirds resulted in disciplinary action that could have been imposed as the result of an informal inquiry: verbal reprimand, training, counseling, or written reprimand. Just under 10 percent resulted in suspension, and 5.1 percent resulted in demotion or discharge. There were four settlement agreements (1.5 percent), which could result from a dispute of discipline via the grievance process laid out in collective bargaining agreements, Merit Commission rules, or County personnel policies. The remainder, 17.6 percent, were sustained but have no record of disciplinary action taken.

Among complaints that were not sustained, including all dispositions other than sustained, the majority had no disciplinary action recorded. Eight resulted in a written reprimand including complaints categorized as not sustained, policy failure, and withdrawn.

Outcomes of All Complaints, January – September 2022

Disciplinary Actions	Not Sustained	Percent	Sustained	Percent	Total	Percent
Verbal reprimand	1	0.9%	88	32.2%	89	22.9%
Training	0	0.0%	1	0.4%	1	0.3%
Counseling / Shift level reprimand	2	1.7%	24	8.8%	26	6.7%
Written reprimand	8	7.0%	67	24.5%	75	19.3%
Suspension	1	0.9%	27	9.9%	28	7.2%
Demotion	1	0.9%	7	2.6%	8	2.1%
Discharge	0	0.0%	7	2.6%	7	1.8%
Settlement Agreement	0	0.0%	4	1.5%	4	1.0%
None recorded	102	88.7%	48	17.6%	150	38.7%
Total	115	100.0%	273	100.0%	388	100.0%
<i>Percent of all complaints</i>	<i>29.6%</i>		<i>70.4%</i>		<i>100.0%</i>	

Source: LCSO, "OPS Internal and External Complaints" 2017 – 2022.

Employee Protections

LCSO policies and collective bargaining agreements detail specific procedures for hearings and protections for employees, but do not lay out a standard disciplinary matrix that ties sanctions to specific actions. This lack of specificity could contribute to staff views that discipline is, at times, inconsistent or opaque.

Each of the collective bargaining agreements provides for typical employee protections, the right to representation by the union, timely notice of disciplinary actions to be taken, and pre-disciplinary meetings. The Fraternal Order of Police agreement, which covers certified deputies, specifies additional procedures related to the Merit Commission. Deputies are given the right to receive written notice of proposed discipline, and then to elect the option to receive discipline from LCSO or to have their discipline instead imposed by the Merit Commission. If they choose to have their discipline administered by the Merit Commission, the Sheriff's Office will file charges with the Merit Commission and the deputy will proceed with a hearing as described in the previous section of this report.⁹⁷

Early Warning System

LCSO's Personnel Early Warning policy sets a process to identify and address personnel or performance issues before they escalate to more serious problems. The responsibility for observing employee behavior patterns is assigned to immediate supervisors and command officers.

Per policy, supervisors are required to initiate a review if an employee has three or more of the below listed incidents in a 12-month period. Annually, the highest-ranking command officer in each section is required to submit a written report to OPS assessing all personnel in their command who were identified as having three or more of these incidents. OPS must then compile an office-wide analysis for the Sheriff's Administration.⁹⁸

- Complaints against the employee
- Use of force incidents
- Informal and formal investigations through OPS
- Employee and supervisory report of inappropriate work behavior
- Disciplinary actions
- Abuse of sick time and tardiness
- Accidents, including worker's compensation and/or traffic crashes

Incidents and interventions are recorded in an internal database, BlueTeam. Supervisors and command officers are required by policy to review entries in BlueTeam quarterly for their direct reports. Although a review must be initiated if there are three or more incidents, the policy clarifies that "there is no threshold number of critical incidents or combination of incidents which needs to be crossed to trigger an intervention."⁹⁹ The deputy chief or highest-ranking command

⁹⁷ LCSO, "Illinois Fraternal Order of Police and LCSO Sworn Deputy Unit Collective Bargaining Agreement, 2020-2023" provided in response to PFM information request, November 7, 2022. Pages 10 and 51.

⁹⁸ Data and reports related to this process or other aspects of the personnel early warning system were not provided to PFM.

⁹⁹ LCSO, "Personnel Early Warning Policy" provided in response to PFM information request, September 27, 2022. Page 3.

officer in the employee's chain of command must be consulted before any intervention is taken. Interventions may include:

- Individual counseling with a supervisor or command officer
- Critical incident stress debriefing
- Training (e.g., conflict resolution, anger management, communication skills, stress management)
- Peer counseling
- Formal referral to the EAP
- Other courses of action, as approved by the Sheriff's Administration

OPS reports it is in the process of establishing a system in IAPro that would alert management when individual employees meet the established threshold for additional review.¹⁰⁰

Employee Wellness

PFM assessed employee wellness through analysis of overtime use and incidences of violence, including use of force and assaults on staff. Throughout this assessment, line staff and command staff described low staff morale due to frequent forced overtime, poor work-life balance, and other factors related to low staffing levels.

Overtime and Leave Usage

PFM found significantly higher rates of overtime, sick leave, and other types of leave taken by employees in the Corrections Division left fewer regular hours worked compared to other LCSO divisions. It is possible that high rates of forced overtime, which staff reported were a frequent occurrence, contribute to higher usage of sick and other leave time among Corrections Division employees. Conversely, it is also possible that higher rates of leave usage, along with high vacancy rates, necessitate the use of overtime. Further analysis would be required to identify drivers of overtime and leave usage and to benchmark usage rates against peers and national norms.

LCSO policy limits the number of overtime hours that deputies and Communications staff may work. A directive, not included in LCSO's policies or general orders, sets similar restrictions for the Corrections Division, which Corrections leadership follow. The restrictions limit deputies to a maximum of 50 hours overtime or special detail per pay period; Corrections and Communications employees are limited to 60 hours of overtime per pay period. Deputies may not work more than 13.5 hours per day and cannot work more than three consecutive days at this maximum. Corrections and Communications staff are permitted to work double shifts (16.5 and 17 hours, respectively) but cannot work double shifts back-to-back.

¹⁰⁰ Eric Carstensen (LCSO), email to PFM, February 8, 2023.

Current LCSO Overtime Restriction Policies and Practice

Position	Daily Maximum	Pay Period Maximum	Double Shift Restrictions	Policy or Practice
Sheriff Deputies	No more than three consecutive days of 13 ½ hours each day	No more than 50 hours of special detail or overtime per pay period	No double shifts (no more than 13.5 hours within 24-hour period)	Written Policy
Corrections Officers	16-hour double shifts cannot be worked back-to-back	No more than 60 hours overtime per pay period	Double shifts permitted; cannot be worked back-to-back	Practice based on prior written directive
Tele-communications	No more than 17 hours consecutive	No more than 60 hours overtime per pay period	Double shifts permitted; cannot be worked back-to-back	Written Policy
Other Employees	No restrictions	No restrictions	No restrictions	n/a

As discussed earlier in this report, in 2022 LCSO had a high volume of internal complaints related to sick time and attendance violations. Researchers find high rates of overtime can affect employee health as well as morale.¹⁰¹

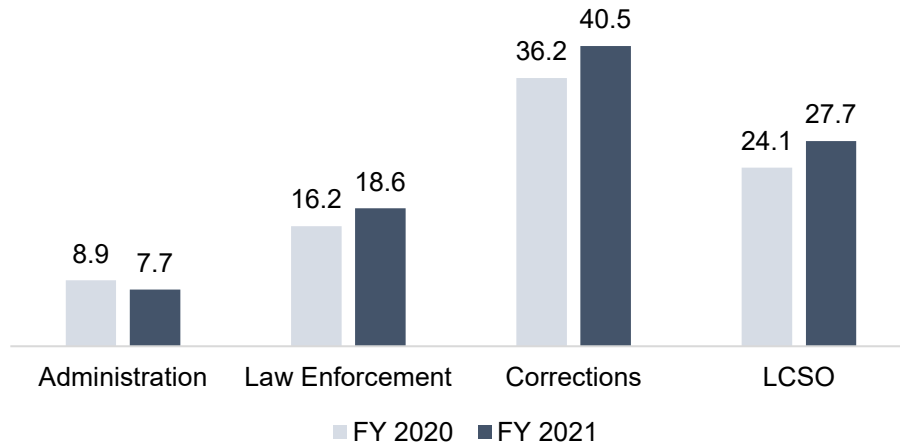
PFM analyzed overtime hours worked and sick leave taken in FY 2020 and FY 2021 as shown in payroll data. Overtime was highest per FTE in the Corrections Division, followed by Training and Highway Patrol. Employees in the Corrections Division worked a total of 60,094 hours of overtime in FY 2021. On average, that is equivalent to 40.5 additional eight-hour workdays per full-time employee.¹⁰² No other unit or division came close to that amount.

The Training Unit (25.5 workdays) and the Highway Patrol Unit (23.2 workdays) had the second and third highest rates of overtime worked per FTE.

¹⁰¹ El Ghaziri, Mazen, Lisa Jaegers, Carlos Montiero, Paula Grubb, and Martin Cherniack. 2020. "Progress in Corrections Worker Health: The National Corrections Collaborative Utilizing Total Worker Health Strategy, *Journal of Occupational Environmental Medicine* 62(11): 965-972.; "Using Overtime Effectively," Society for Human Resource Management, accessed January 4, 2023, <https://www.shrm.org/resourcesandtools/tools-and-samples/toolkits/pages/usingovertimeeffectively.aspx>.

¹⁰² Average per FTE assumes the sum of regular hours and leave hours is equal to a full work week for each FTE, further assumes 40-hour work weeks for all employees. This is intended to serve as an estimate for illustrative purposes only. Tables containing the total number of hours worked for FY 2020 and FY 2021 are shown in Appendix E.

**Average Days of Overtime Worked per FTE
(1 day = 8 hours)**



Source: LCSO, "Payroll Detail, all funds" FY 2020 – FY 2021.

Average Days Worked, Leave Taken, and Overtime per FTE, FY 2021

Division / Unit*	Regular	Sick Leave	FMLA	Vacation	All Other Leave	Overtime
Administration Division	236.7	5.4	2.4	13.4	15.5	7.7
Sheriff Administration	243.8	2.8	1.8	13.1	14.8	1.4
Administrative Services (Records)	235.4	9.0	2.8	14.2	16.4	8.2
IT	232.8	1.1	2.4	3.4	16.8	10.4
Training	221.2	5.4	3.1	21.4	13.3	25.5
Law Enforcement Division	228.9	6.0	4.8	15.9	12.5	18.6
Highway Patrol	227.0	6.1	5.3	16.5	9.7	23.2
Criminal Investigations Division (CID)	232.0	4.7	5.6	15.5	15.2	12.8
Communications	231.4	9.4	4.2	19.9	16.3	12.3
Corrections Division	203.7	7.1	9.0	15.9	15.8	40.5
Adult Corrections	203.6	7.1	8.7	15.8	15.9	40.5
Total	218.0	6.5	6.5	15.7	14.3	27.7

Source: LCSO, Payroll Detail, FY 2021, all funds.

*Note: Average workdays per FTE are calculated assuming 40-hour standard workweeks and 52 weeks per year. Average workdays per FTE are not shown for the Court Security and Marine Unit due to the use of part-time employees. Total hours worked and taken in leave for all units is provided in Appendix E.

Like overtime, the amount of sick leave and FMLA taken was highest in the Corrections Division, followed by the Law Enforcement Division. Corrections employees took an estimated 7.1 workdays of sick leave and 9.0 workdays of FMLA, per FTE, in FY 2021. FMLA usage in Corrections was nearly double that of the Law Enforcement division (4.8 workdays per FTE). LCSO leaders cited high FMLA use in the Corrections Division as a significant challenge for staffing.

In the Corrections Division, some specialized positions are excluded from forced overtime (External Transport and Bullpen),¹⁰³ whereas other officers report being forced to work overtime three to four times per week. Some corrections officers report volunteering for double shifts – at 16.5 hours in length – in an effort to regain control and predictability over their schedule rather than risk being forced to work an unplanned double shift. Resident Field Coordinators, the team of specialized corrections officers assigned to the Community Based Corrections Center, manage their schedules as a team with each officer typically working a daily 12-hour shift to avoid longer stints of overtime.

According to the Bureau of Labor Statistics, paid leave made up 7.4 percent of the compensation costs for state and local government workers. Supplemental pay, including overtime and premium pay and shift differentials, as well as non-production bonuses, made up an additional 3.1 percent of the cost of compensation. In this analysis, compensation includes all wages, salaries, and benefits.¹⁰⁴ In FY 2021, LCSO spent comparatively more on salaries and wages, 67.4 percent compared to the BLS average for local government of 61.9 percent. LCSO also spent more on overtime 4.0 percent, compared to just 0.4 percent for overtime in the local government average. Importantly, the BLS data is a one-month snapshot for September 2022. And although the data is specific to local government employees, it does not provide an industry breakout of law enforcement or public safety.

Violence

Exposure to violence is another factor that can negatively affect employee wellness and morale in law enforcement and correctional settings. From January to September 2022 there were 66 use of force incidents reported in the Law Enforcement Division. The number of use of force incidents per year in the Law Enforcement Division decreased in 2019 from 116 in 2018 and have remained level at about 90 incidents annually since then. In 2022, based on nine months of data, the Division was on track to have 88 uses of force in the year. LCSO's counts some incidents with minimal contact – or no contact – as uses of force. For example, handcuffing an individual is recorded as a use of force. Each time the SWAT team is deployed, this is also counted as a use of force because it is a show of force even if no physical contact is made.

The most common use of force in the Law Enforcement Division was physical force, with 38 incidents between January and September 2022, followed by use of force involving a firearm with 13 incidents. Firearm use of force incidents include incidents in which the firearm was not discharged.

¹⁰³ Officers assigned to External Transport are responsible for transporting inmates to facilities outside of the jail including transport for medical services. Officers assigned to the Bullpen are responsible for getting inmates to daily court hearings. Inmates are brought to a holding area, colloquially referred to as the Bullpen, then walk with officers via a tunnel to the courthouse for hearings. See Corrections Division section for further discussion.

¹⁰⁴ Bureau of Labor Statistics. 2022. *Employer Costs for Employee Compensation – September 2022*. Washington, D.C.: BLS. Table 1.

Law Enforcement Division Use of Force, CY 2017 – September 2022

Type of Force	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021*	Jan - Sep 2022
OC Display	0	0	0	0	11	0
OC Use	0	0	0	0	3	0
Taser Display	14	22	12	10	0	3
Taser Use	8	8	13	12	4	6
OC and Taser Display	0	0	0	0	0	0
OC and Taser Use	0	0	0	0	0	0
Firearm	31	32	15	15	9	13
Physical Force	60	54	50	48	63	38
Other (K-9, Restraints, Spit Hood)	0	0	0	3	0	1
None	0	0	0	6	0	0
unknown Force Type	0	0	0	0	1	5
Total	113	116	90	94	90	66

Source: LCSO, OPS Use of Force Logs 2017-2020 and 2022, Use of Force Report 2021.

*Note: Use of force data for 2021 is available only in aggregate; incidents by type of force used are estimated based on reported percentages and total number of incidents.

Use of force reported in the Corrections Division was significantly higher and has risen steadily in recent years. In the first nine months of 2022, there were 435 use of force incidents in the Corrections Division, putting the division on track for 580 incidents by year-end. This is a significant increase since CY 2018, the first year for which data is available, in which only 93 use of force incidents were reported. The dramatic increase could reflect underreporting or incomplete data in earlier years. However, current rates show use of force is a daily occurrence in the jail.

In Corrections, physical force was also the most common type of force used, with 210 incidents January to September 2022. Oleoresin Capsicum (OC, i.e., pepper spray) was used 93 times in 2022 and tasers were used 22 times.

Corrections Division Use of Force, CY 2017 – September 2022

Type of Force	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Sep 2022
Physical Force	13	90	94	323	210
OC Display	0	8	13	25	7
OC Use	62	104	97	101	93
Taser Display	3	8	18	25	22
Taser Use	11	12	8	0	22
OC and Taser Display	0	0	1	0	0
OC and Taser Use	0	1	3	15	0
Other (K-9, Restraints, Spit Hood)	2	1	32	0	73
Firearm	2	0	0	0	8
unknown Force Type	0	0	0	0	0
None	0	0	0	15	0
Total	93	224	266	505	435

Source: LCSO, OPS Use of Force Logs 2017-2020 and 2022, Use of Force Report 2021.

*Note: Use of force data for 2021 is available only in aggregate; incidents by type of force used are estimated based on reported percentages and total number of incidents.

Pennsylvania and New York report use of force in county jails statewide.¹⁰⁵ PFM compared LCSO's use of force to similarly sized jails in Pennsylvania and New York.¹⁰⁶ Importantly, there is no standardized criteria for what each jurisdiction includes in its UOF reporting. The number of reported use of force incidents per 1,000 jail inmates varied markedly among the benchmark sample, from 22.7 incidents in the Onondaga County Jail (Syracuse, NY) to 757.9 in Butler County, PA (north of Pittsburgh). However, LCSO had the highest rate, with 505 use of force incidents reported in Corrections in 2021, or 1,075.8 per 1,000 inmates.

Jail Use of Force in Comparator Counties, CY 2021

Jurisdiction	Jail Average Daily Population	Number of UOF Incidents	Use of Force per 1,000 ADP
Lake County, IL	469.4	505.0	1,075.8
Albany, NY	402.0	72.0	179.1
Butler, PA	413.0	313.0	757.9
Chester, PA	595.0	19.0	31.9
Erie, PA	580.0	207.0	356.9
Northampton, PA	576.0	280.0	486.1
Onondaga, NY	572.0	13.0	22.7
Median excluding LCSO	574.0	139.5	268.0

Sources: LCSO, OPS Use of Force Report 2021; New York State Division of Criminal Justice Services Criminal Justice Statistics, Case Level Incidents by Agency: November 2020 through December 2021; Pennsylvania Department of Corrections, County Prison Extraordinary Occurrence Statistics, 2021.

PFM also reviewed workers compensation claims filed between FY 2017 and FY 2022. During that period there were approximately 100 workers compensation claims related to physical violence. Most are split between the Law Enforcement Division (52 percent) and Corrections Division (44 percent). PFM identified workers compensation claims as relating to physical violence if the loss was caused by:

- Battery
- Weapons
- Hostile acts of other persons
- Bitten by human
- Assault
- Combative resident or client
- Struck by a person
- Spit
- Officer injured themselves in the course of using force

In total, the County paid \$634,107 in workers compensation claims related to physical violence from FY 2017 through October 2022.

¹⁰⁵ New York State Division of Criminal Justice Services (NYDCJS). 2022. *Case Level Incidents by Agency: November 2020 through December 2021*. Albany, NY: NYDCJS.; Pennsylvania Department of Corrections (PADOC). 2022. *County Statistics and General Information 2021*. Mechanicsburg, PA: PADOC.

¹⁰⁶ For this analysis, jails with average daily populations between 400 and 600 inmates were included.

LCSO Workers Compensation Claims Related to Violence, FY 2017 – October 2022

Division	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022 thru Oct	CAGR 2017 - 2021
LCSO Administration	6	5	4	0	2	6	0.0%
Law Enforcement	39	52	64	44	48	46	4.2%
Corrections	56	41	38	30	43	39	-8.6%
Total	101	98	106	74	93	91	-2.6%
Total Amount Paid for Claims Related to Physical Violence	\$41,010	\$45,572	\$70,568	\$147,862	\$258,835	\$70,260	\$634,107

Source: LCSO, "Workers Comp Claims" FY 2017 – FY 2022.

From FY 2017 to FY 2021 LCSO reported there were between 6 and 14 reported inmate-on-officer assaults, annually, and between 51 and 62 inmate-on-inmate assaults. From CY 2017 through September 2022 there were 316 inmate misconducts for assault, battery, or fighting, including threats of assault or battery: on average, there 55.0 incidents per year.

LCSO's reported assault rates in the jail are in line with the two other benchmark counties for which data was available: Kane and Waukesha counties.

Inmate on Inmate Assaults per 1,000 ADP

	2017	2018	2019	2020	2021
Lake County, IL	10.1	10.7	9.8	10.8	10.9
Kane County, IL	13.4	13.7	10.2	14.5	12.3
Waukesha County, WI	4.6	2.9	5.1	4.9	7.9
Median Excluding Lake County	9.0	8.3	7.6	9.7	10.1

Inmate on Staff Assaults per 1,000 ADP

	2017	2018	2019	2020	2021
Lake County, IL	1.6	1.1	2.0	1.8	3.0
Kane County, IL	1.8	3.3	2.6	1.9	1.1
Waukesha County, WI	0.7	2.2	0.6	2.3	7.7
Median Excluding Lake County	1.3	2.7	1.6	2.1	4.4

Use of Data for Management

LCSO uses data to understand their daily operations and to support accreditation, but there are significant limitations to how they can access and use data to manage office performance. Within the Law Enforcement Division key data systems are being replaced, which LCSO expects to improve its ability to access and regularly use data. Throughout the Sheriff's Office key data is tracked manually and there are gaps in historical data. Within the Corrections Division, although there are also manual data tracking processes, there is data available to produce more robust internal-facing performance management tools. At this time, the Office's top leaders have not set an expectation of regularly reviewing data and performance beyond traditional law enforcement and corrections metrics like average daily jail population, calls for

service, offenses, and arrests. The Office does not have a coordinated, systematic approach to reviewing data for operational purposes and for measuring performance.

As noted, there are several ways in which LCSO is building capacity to improve its use of data for management. Since the IT manager was hired at the end of FY 2018, the IT unit has grown and become an active partner in planning for strategic use of data and technology for the Office. LCSO has an IT Steering Committee, which includes the IT manager, public information officer, and representatives from the Law Enforcement and Corrections Divisions. There was, reportedly, a similar IT committee for justice stakeholders at the county level that met monthly in past years but has since disbanded.

LCSO IT developed a public-facing jail data dashboard and is currently in conversation with the LCSO public information officer to develop trend and pattern analyses of calls for service and crime. In the past, similar geographic analysis was conducted by the County GIS team in partnership with LCSO Communications. Two additional public-facing dashboards were developed as part of the Safety and Justice Challenge initiative and continue to be updated. They show, respectively, average daily population by race and ethnicity, and jail bookings and releases.¹⁰⁷

Call for service data is the most robust dataset maintained for the Law Enforcement Division and most frequently used by command staff to monitor operations. The sheriff uses call for service data and reported contacts with the public to inform how resources will be allocated, including identifying peak times for Highway Patrol when additional deputies may be needed. Sheriff Idleburg noted, however, that current vacancy levels make it difficult to add deputies even if data indicates it would be beneficial.

Law Enforcement command staff at the sergeant and lieutenant level shared that it is difficult to get meaningful data from existing systems. Currently command staff state they can only view time spent on calls; however, they anticipate more robust data will be available after the new CAD and RMS systems are deployed.¹⁰⁸

The Corrections Division leadership team monitors overtime assignments, sick time and medical leave taken, the jail's average daily population, and the budget at varying levels of frequency. Corrections leadership also meets with classification to review the status of inmates in administrative separation weekly.

Corrections overtime assignments are reviewed daily and command staff who made the assignments are asked to provide an explanation if anything is unusual. In interviews with PFM, supervisors did not mention this review process, nor indicate that overtime assignments they make may not be approved. Within the Law Enforcement Division, supervisors report they now use a County-provided pay scheduling system to make overtime assignments more efficiently and fairly. Corrections supervisors did not identify a similar process for scheduling overtime.

¹⁰⁷ "Change In Jail Population", Safety and Justice Challenge, accessed December 20, 2022, <https://safetyandjusticechallenge.org/our-network/lake-county-il/>. "Lake County Jail Dashboard", Lake County, IL Criminal Justice Community Council, accessed December 19, 2022, <https://www.lakecountycjcc.org/dashboard-lakecounty-jail>.

¹⁰⁸ Metropolitan Alliance of Police (Law Enforcement) Interview. Interview by PFM. Virtual, 6 December 2022.

For County leaders and the public, the number of arrests and inmate assaults are reported as LCSO performance indicators in the County’s annual budget. However, these indicators do not show a complete picture of LCSO’s performance and progress toward strategic priorities.

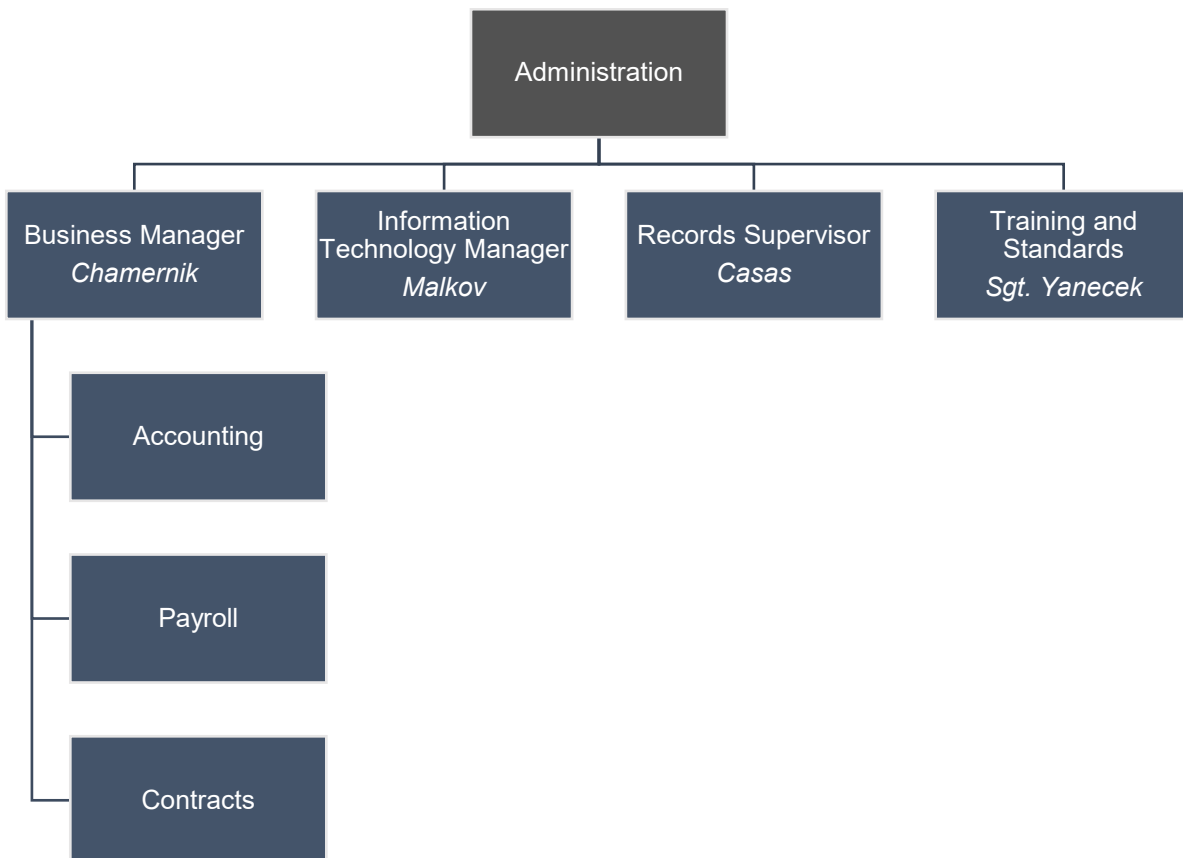
LCSO’S ADMINISTRATION DIVISION

The Administration Division has four units: the Business Office, IT, Training, and Records. The Business Office and IT supplement county-wide shared services provided by the County’s Finance, Human Resources, and Enterprise Technology departments.

The Business Office and IT are supervised by civilian managers. Records is supervised by a civilian records supervisors and Training is supervised by a sergeant. All four units report to the Chief of Law Enforcement.

In this section we will also discuss Sheriff Administration. As noted earlier in this report, LCSO also uses the term “Sheriff Administration,” to refer specifically to the sheriff, undersheriff, and chief of law enforcement. Sheriff Administration is also the name of a budget center containing these senior leaders as well as the Corrections chief, Business Office, and OPS, which reports directly to the undersheriff.

Administration Division Organizational Chart



Among benchmark county sheriffs' offices, like LCSO's Business Office, it is common for the administrative division, or equivalent division of the office, to oversee budgeting and payroll.¹⁰⁹ Just one benchmark office, Dane County, identifies a formal role for procurement in the sheriff's office. Two benchmark counties have dedicated IT services within the sheriff's office (Dane and DuPage counties). About half of the benchmark counties provide training and records within an administrative division while the others include those functions within law enforcement or corrections divisions.

LCSO's facilities maintenance and management services are provided by County departments. Some benchmark counties' sheriff's offices manage fleet and/or facilities services in-house, including Kane, McHenry, and Will counties.

Operations

Sheriff Administration

Senior LCSO leadership includes the sheriff, undersheriff, chief of law enforcement and community services, chief of corrections, chief of staff (previously under the title "director of diversion programs"), and security director. There are two full-time executive assistant positions to support senior leadership. The security director position has been vacant between 2017 and 2023. The chief of staff was filled until midway through FY 2022. It is budgeted to be filled in FY 2023.

OPS, which reports to the undersheriff, consists of a lieutenant, a deputy, and command staff representing the Law Enforcement and Corrections Divisions. As described in the previous section, OPS is responsible for monitoring and investigating uses of force, complaints against employees, and performing background checks. All full-time positions in OPS were filled from FY 2017 through FY 2020.

Business Office

The Business Office consists of five full-time staff and the business manager. Staff include two accountants, two payroll specialists, and a contract manager. There has been only one vacancy since FY 2017.

The Business Office is responsible for developing LCSO's annual budget and monitoring expenditures, revenues, and payroll throughout the year. The business manager coordinates with liaisons in County Administration and the Finance Department.

Given the significant contracted services that LCSO uses and provides, it is one of several departments trained by the Finance Department's Purchasing Division to manage its contracts more independently. LCSO's current contracts for services total more than \$12.4 million annually. The largest of which are \$4.2 million for software (Tyler Technologies) and \$4.1 million for inmate healthcare services (Wellpath LLC).

LCSO's Business Office also coordinates and monitors contracts for the Sheriff's Office that are managed through County HR, which include LCSO-provided law enforcement and school resource officer services and collective bargaining agreements. The respective roles of LCSO's

¹⁰⁹ Benchmark comparisons regarding organizational structure and administrative duties were made using organizational charts, annual reports, budgets, and public websites.

Business Office and County HR are not well settled. LCSO increasingly seeks to manage more of these processes internally, whereas the County HR director believes that even the existing role of the Business Office oversteps its appropriate and necessary duties.

Information Technology (IT)

The IT Unit is responsible for maintaining and upgrading all software, managing all technology assets, and implementing major changes to IT policy or systems. LCSO IT often works with the county's Enterprise Technology Department to maintain cybersecurity protections to ensure all department information and systems are safe.

The IT Unit grew from one IT technician in FY 2017 within the Sheriff Administration Unit to a six-person unit consisting of an IT manager, one lead IT technician, and four IT technicians by FY 2019.¹¹⁰ Except for FY 2019 and FY 2020, the unit has had one IT technician role vacant each year. While the unit's role and workload has expanded significantly over the past six years, LCSO does not currently have plans to change its current staffing.

IT became an independent unit formally in 2019 when a budget center was created. Since its creation, the responsibilities of the unit have increased. Beginning in 2021, the unit took over managing the Sheriff's Office radios. As part of this, IT is responsible for programming the radios, encryptions keys, and general maintenance.

The IT Unit currently faces challenges with existing systems, largely due to the age of the existing technology and an inability to transmit data automatically between systems. The current CAD system is approximately 15 years old and is expected to receive an end-of-life notification in 2023. The CAD system is also running on outdated servers, which can often slow down processes for the Communications unit. In addition to the problems with CAD, it is also difficult for the CAD and other systems (such as RMS, JMS, e-Citation, and Crash) to interphase.

LCSO is currently undergoing a process to implement new CAD, RMS, and JMS systems and simultaneously integrate the existing IT systems. This will improve the ability for staff to work between systems. While there have been delays in the process, the IT manager expects the transition to be completed by 2024.

The IT Unit also created an internal IT steering committee. This committee is comprised of the IT manager and a representative from each division of the Sheriff's Office. In addition to the functions LCSO IT carries out for the department, the IT unit also participates in monthly meetings with IT stakeholders from other County departments. In the past, the IT unit also participated in a county level IT steering committee that no longer exists.¹¹¹

As the IT Unit has continued to grow and improve its services, it has also increased the number of IT tickets processed each year. Overall, between CY 2017 and CY 2019, the number of IT tickets processed nearly doubled. In CY 2020 and CY 2021, the number of tickets dropped and appears to be leveling off at about 2,500 tickets per year.

¹¹⁰ Prior to the creation of an IT budget center in FY 2020, IT positions were included in Sheriff Administration.

¹¹¹ LCSO Leadership Interviews. Interview by PFM. Virtual, 7 December 2022.

IT Tickets Processed, CY 2017 – September 21, 2022

Unit	Service	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan – Sep 21, 2022	CAGR 2017 - 2021
IT	Number of IT tickets processed	1,556	1,545	3,057	2,618	2,562	2,517	17.8%

Source: LCSO, Annual Number of IT Tickets Processed, 2017 – September 21, 2022.

Training

The Training Unit is responsible for providing training post-Academy, managing training records, and ensuring all individuals within LCSO are compliant with statewide training requirements set by ILETSB. The Training Unit aims to ensure that all employees are routinely equipped with necessary technical skills or educated on best practices within their field. Trainings are offered in a classroom, online, in service, and externally, depending on the type of training.

Beginning in FY 2020, the Training Unit consists of six full-time positions and is led by a sergeant. The unit is staffed by representatives of the Law Enforcement and Corrections Divisions, including two deputies, a corrections officer, a support services technician, and a senior administrative position. From FY 2017 to FY 2019, the training division consisted of only four full-time positions. This included the sergeant, one deputy, a support services technician, and a secretary. The unit has had no vacancies since FY 2017.

Throughout the year, LCSO sends probationary deputies and corrections officers to complete basic training at law enforcement and corrections academies, respectively.¹¹² Officers in a supervisory position may have the opportunity to attend Northwestern University’s Center for Public Safety, which provides additional courses for command staff. Often, new supervisors attend a two-week *Supervision of Police Personnel* course. More experienced supervisors may also complete the ten-week *School of Police Staff and Command* program.

The Training Unit has recently placed an emphasis on providing more trainings around mental health. All staff are required to complete the course *An Overview of Mental Illness for Public Safety*. The Unit also provides Crisis Intervention Team (CIT) training which instructs staff on how to assist individuals who may be experiencing addiction or who may have a mental illness. Although LCSO has prioritized mental health training, some representatives of contract communities and schools believe LCSO is still not adequately equipped to address all the mental health incidents that they encounter.

Overall, the number of training hours completed by LCSO employees decreased from 24,401 in CY 2017 to 11,830 in CY 2021, a -16.6 CAGR. In CY 2018 and 2019 training hours spiked, driven by nearly double the number of hours reported for other years in the Corrections Division and Highway Patrol.

¹¹² Statewide, there are seven law enforcement academies and four corrections academies certified by ILETSB. “Directory of Training Organizations,” Illinois Law Enforcement Training and Standards Board, accessed January 17, 2023, <https://www.ptb.illinois.gov/training/directory-of-training-organizations/>.

Training Hours, by Division and Unit, CY 2017 - 2021

Service	2017	2018	2019	2020	2021	2017-2021 CAGR
Adult Corrections	7,066	9,442	15,847	8,678	5,690	-5.3%
Court Security	2,224	4,480	3,097	2,069	715	-24.7%
Criminal Investigations Division (CID)	4,022	4,446	5,285	2,423	413	-43.4%
Communications	669	913	1,073	167	153	-30.8%
Training	315	989	1,064	352	103	-24.4%
Marine Unit	434	756	573	370	218	-15.8%
Sheriff Administration	530	1,090	1,397	684	247	-17.4%
Administrative Services	739	1,339	873	295	264	-22.7%
Highway Patrol	8,402	16,396	17,938	8,726	4,027	-16.8%
Total Training Hours	24,401	39,851	47,147	23,764	11,830	-16.6%

Source: LCSO, FY 2018 – FY 2020 Annual Reports; LCSO email, “2021 Training Hours.”

Records

The Records Unit is responsible for archiving and managing all information and reports for the Sheriff’s Office. All records and reports created within LCSO are stored and maintained by the Records Unit and the information from these documents is entered into a records management system (RMS) that allows for the Office to access and analyze the information. They adhere to all local, state, and federal record and reporting requirements, including Uniform Crime Reporting (UCR). Law enforcement agencies voluntarily submit to UCR the number of occurrences of each type of offense within crime categories.¹¹³

The Records Unit also provides statistics, analysis, and reports to other agencies. They provide crash statistics to local governments for enforcement analysis and to engineering firms for roadway construction and planning. Records also fulfills requests from the State’s Attorney’s Office, Public Defender, and private attorneys.

Records clerks also provide several services to the public, including fingerprints, concealed carry applications, court ordered expungements or seals, Freedom of Information Act (FOIA) request responses, visa letters, sex offender registration and processing parking citations, ordinance violations, and traffic crash reports.

The Records Unit is currently budgeted for 21 full-time positions and two part-time positions. Records is led by a records supervisor and includes three administrative positions (administrative assistant or secretary), eight clerks, eight deputies, and one foreclosure specialist. The part-time positions include a receptionist and a seasonal clerical worker, the latter of which was vacant in FY 2021 and FY 2022. There have been between 1 and 3 vacancies among records deputies in each year since FY 2017. The newest clerk position, specializing in FOIA requests and records redactions, was added as a part-time position in FY 2019 and is budgeted to become a full-time position in FY 2023.

¹¹³ The index crime categories include murder and nonnegligent manslaughter, rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson.

Personnel Trends

There are 54 budgeted full-time positions and 2 part-time positions in the Administration Division for FY 2023.¹¹⁴ Personnel in Administration are budgeted in four units: Sheriff Administration, which includes Office leadership, OPS, the Business Office, and Community Services; Training; Administrative Services; and IT. Administrative Services includes staff for the Records and the Civil Process units. Community Services and Civil Process fall under the Law Enforcement Division chain of command; their operations are discussed in the Law Enforcement section of this report, but the staff are included in the Administrative Services personnel and budget trends shown here.

Between FY 2017 and FY 2022, the number of budgeted positions in the Administration Division increased from 47 to 58; in FY 2023 that number decreased to 56. Sheriff Administration and Administrative Services account for the majority of positions in the Administration Division: 44 total positions in FY 2023. IT was established as a separate budget center with four full-time positions in FY 2020. In FY 2023, LCSO added two additional positions to IT. Training has consistently had six full-time positions assigned since FY 2020.

From FY 2019 through FY 2022 there were three part-time positions in the Administration Division. These positions, which are part of the Records unit, included the Freedom of Information Act (FOIA) redaction clerk, a receptionist, and a seasonal clerical position. The FOIA redaction clerk was converted to a full-time position in FY 2023.

Administration Division, Full-Time and Part-Time Positions, FY 2017 – FY 2023*

Unit	FY2017	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	CAGR 2017-2023
Sheriff Administration	23	24	25	21	22	23	21	-1.5%
Training	4	4	4	6	6	6	6	7.0%
Administrative Services	20	19	21	21	21	22	21	0.8%
IT	0	0	0	4	4	4	6	n/a
Full-Time Positions	47	47	50	52	53	55	54	2.3%
Sheriff Administration	0	0	0	0	0	0	0	n/a
Training	0	0	0	0	0	0	0	n/a
Administrative Services	0	1	3	3	3	3	2	n/a
IT	0	0	0	0	0	0	0	n/a
Part-Time Positions	0	1	3	3	3	3	2	n/a
Total Positions	47	48	53	55	56	58	56	3.0%

Source: LCSO, Position Inventory for Annual Budgets FY 2017 – FY 2023.

*Note: Point-in-time position inventories reviewed and modified by LCSO annually before the start of the fiscal year, typically in August.

In FY 2023 there are 45 filled positions and nine vacancies in the Administration Division. From FY 2019 through FY 2022 there were between 47 and 49 filled positions in the Administration Division annually.

¹¹⁴ PFM's personnel trends analysis reflects LCSO's budget request developed in consultation with the County; in most years, the final approved budgeted positions for LCSO, which is not broken out by division or unit in the County budget, differs from the sum of budgeted positions LCSO has assigned to each division.

Administration Division, Filled and Vacant Positions, FY 2017 – FY 2023*

Unit	FY2017	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	CAGR 2017-2023
Sheriff Administration	20	19	21	17	18	18	19	-0.9%
Training	4	4	4	6	6	6	6	7.0%
Administrative Services	20	18	22	22	19	20	17	-2.7%
IT	0	0	0	4	4	3	5	n/a
Filled Positions	44	41	47	49	47	47	47	1.1%
Sheriff Administration	3	5	4	4	4	5	2	-6.5%
Training	0	0	0	0	0	0	0	n/a
Administrative Services	0	2	2	2	5	5	6	n/a
IT	0	0	0	0	0	1	1	n/a
Vacant Positions	3	7	6	6	9	11	9	20.1%
Total Positions	47	48	53	55	56	58	56	3.0%

Source: LCSO, Position Inventory for Annual Budgets FY 2017 – FY 2023.

*Note: Point-in-time position inventories reviewed and modified by LCSO annually before the start of the fiscal year, typically in August.

Expenditures Trends

The LCSO Administration Division spent \$8.1 million in FY 2021 (the most recent year for which actual expenditures are available). From FY 2017 to FY 2021, Administration Division expenditures increased by an annual growth rate of 3.6 percent. The FY 2022 adopted budget increased LCSO's budget for the Administration Division to \$10.8 million.

The largest group of expenditures is personnel. Including salaries and benefits, personnel expenditures made up about 69.8 percent of total Administration expenses in FY 2021. From FY 2017 to FY 2021, personnel expenses had an annual growth rate of 3.9 percent. Salaries, including overtime, increased by 3.6 percent annually, while benefits increased by 4.6 percent annually. In FY 2022, LCSO budgeted for its personnel expenditures to increase to \$7.6 million, an increase of 33.3 percent compared to the year prior.

Contractual costs are the division's largest expense after personnel. Between FY 2017 and FY 2021, expenditures for contracted services increased by 8.5 percent annually. Contractual costs are expected to increase to \$2.1 million in FY 2022 due to procurement and implementation of new systems from Tyler Technologies.

Administration Division Expenditures by Account, FY 2017 – FY 2022 (Budgeted)

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Adopted Budget	CAGR 2017-2021
Salaries	\$3,448,653	\$3,813,055	\$4,157,393	\$3,799,226	\$3,977,486	\$5,274,853	3.6%
Benefits	\$1,413,127	\$1,590,266	\$1,658,138	\$1,617,932	\$1,693,041	\$2,284,805	4.6%
Commodities	\$876,248	\$838,360	\$1,068,463	\$823,952	\$694,396	\$1,106,190	-5.6%
Contractual costs	\$1,271,356	\$1,288,097	\$1,635,187	\$1,817,589	\$1,763,103	\$2,089,280	8.5%
Capital Expenditures	\$0	\$0	\$512,245	\$297,809	\$0	\$71,395	n/a
Division Total	\$7,009,384	\$7,529,778	\$9,031,426	\$8,356,508	\$8,128,026	\$10,826,523	3.8%
Percent Personnel	69.4%	71.8%	64.4%	64.8%	69.8%	69.8%	n/a

Source: LCSO, Expenditure Actuals, FY 2017 – FY 2022.

Administration Division Contracted Services

Service	Vendor	Annual Cost	Current Term Expiry	Final Contract Expiry
Uniforms/Clothing for Lake County Sheriff Personnel	Galls LLC	\$260,000	9/30/2023	9/30/2023
Licensing and implementation services RMS, JMS, CAD, Mobile, and E-Citation Software	Tyler Technologies	\$4,186,777	5/16/2023	unk
Stratus server & services for the LCSO CAD/JMS software	CentralSquare	\$62,915	10/2/2021	unk
	Total	\$4,519,029		

Source: LCSO, "Vendor Provided Contract List"

The Sheriff's Administration unit made up 41.1 percent of all Administration Division expenses in FY 2021. Between FY 2017 and FY 2021, there was a 5.5 percent decrease annually. This was primarily driven by decreases in personnel and contractual expenses. Between FY 2017 and FY 2021, personnel expenses for the Sheriff's Administration unit decreased by 16.4 percent annually and contractual expenses decreased by 3.1 percent annually. In FY 2022, the adopted budget for Sheriff's Administration was \$5.2 million, an increase of 56.8 percent compared to FY 2021 actuals.

The Administrative Services unit made up 25.2 percent of total Administrative Division expenses in 2021. Between FY 2017 and FY 2021, there was a 3.8 percent annual increase in total expenditures for the Administrative Services unit. Expenditures increased slightly in each year with the exception of FY 2020, which decreased 9.1 percent compared to the prior year. In FY 2022, the adopted budget for the Administrative Services unit was \$2.4 million, an increase of 18 percent compared to FY 2021 actuals.

The third largest budget within the Administration Division in FY 2021 was the Training Unit. From FY 2017 to FY 2021, the Training Unit experienced 4.7 percent annual growth in total expenditures. Expenses increased between FY 2017 through FY 2019 and began declining in FY 2020. Training expenses are budgeted to increase to \$1.5 million in FY 2022, an increase of 1.8 percent compared to FY 2021 actuals.

The IT unit did not formally have its own budget center until FY 2019. From FY 2019 to FY 2020, total expenses increased by 45.1 percent. This is primarily driven by increases in contractual expenses. Total expenditures declined by 6.3 percent from FY 2020 to FY 2021 but are budgeted to increase to \$1.7 million in FY 2022, an increase of 13.4 percent compared to FY 2021 actuals.

Administration Division Expenditures by Unit

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Adopted Budget	CAGR 2017-2021
Sheriff Administration	\$4,196,366	\$4,464,938	\$4,645,827	\$3,701,307	\$3,343,213	\$5,242,400	-5.5%
Training	\$1,044,884	\$1,139,130	\$1,365,905	\$1,321,642	\$1,254,682	\$1,485,514	4.7%
Administrative Services	\$1,768,134	\$1,924,826	\$1,932,833	\$1,756,123	\$2,051,982	\$2,422,219	3.8%
IT	\$0	\$884	\$1,086,861	\$1,577,436	\$1,478,149	\$1,676,390	n/a
Total	\$7,009,384	\$7,529,778	\$9,031,426	\$8,356,508	\$8,128,026	\$10,826,523	3.8%

Source: LCSO, Expenditure Actuals, FY 2017 – FY 2022.

Overtime expenditures account for between two and three percent of annual expenditures in the Administration Division. Overtime expenditures routinely exceed budgeted amounts: for example, the FY 2022 adopted budget proposed to halve FY 2021 overtime expenditures. As a matter of practice, County Finance and LCSO budget overtime lower than anticipated expenditures and offset higher overtime expenditures with vacancy savings.

The largest increase in overtime from FY 2017 to FY 2022 within the division was seen in the Training Unit with a 20.2 percent increase annually. Overtime for Records (in Administrative Services) increased 12.2 percent annually during this period. The Sheriff Administration unit saw a 6.5 percent annual decrease in overtime expenses between FY 2017 and FY 2021. Overtime expenses for IT have been low in comparison to other units and have not exceeded \$16,000 in any fiscal year.

Administration Division Overtime Expenditure by Units

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Adopted Budget	CAGR 2017- 2021
Sheriff Administration	\$40,935	\$43,344	\$59,481	\$24,392	\$31,296	\$16,364	-6.5%
Training	\$43,637	\$55,092	\$94,640	\$87,852	\$91,192	\$44,341	20.2%
Administrative Services	\$60,611	\$59,535	\$73,212	\$74,966	\$96,021	\$32,623	12.2%
IT	\$0	\$0	\$8,896	\$15,364	\$14,871	\$10,874	n/a
Total	\$145,183	\$157,971	\$236,229	\$202,574	\$233,380	\$104,202	12.6%

Source: LCSO, Expenditure Actuals, FY 2017 – FY 2022.

Office-Wide Revenue Trends¹¹⁵

LCSO generated \$8.4 million in revenue in FY2021. Between FY 2017 and FY 2021, revenues for the entire office increased by an annual growth rate of 2.2 percent. FY 2020 saw a spike in revenue due to transfers of \$27.9 million, bringing the fiscal year total to \$36.4 million.

The FY 2023 recommended budget estimates LCSO will generate \$9.0 million in revenue in FY 2022 (modified budget), but only \$8.4 million in FY 2023.¹¹⁶

The LCSO budget classifies revenues under five categories, including fines and forfeitures, intergovernmental, charges for services, transfers, and miscellaneous. The use of these categories has changed over the years, particularly in FY 2020 when new revenue sources were made available as a result of COVID-19.

¹¹⁵ Revenue data for LCSO is not assigned to specific divisions or units, accordingly, the following discussion reflects all revenue for LCSO including revenue for law enforcement- and corrections-specific activities.

¹¹⁶ Not shown in table.

LCSO Revenue Trends, FY 2017 – FY 2023

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Adopted Budget	CAGR 2017- 2021
Fines and Forfeitures	\$709,112	\$714,519	\$697,432	\$493,294	\$550,171	\$661,105	-6.1%
Intergovernmental	\$5,223,332	\$5,155,201	\$5,727,578	\$5,686,167	\$5,301,368	\$5,248,073	0.4%
Charges for Services	\$1,662,543	\$1,953,483	\$2,944,495	\$2,375,382	\$2,455,914	\$2,807,250	10.2%
Transfers	\$55,000	\$60,000	\$0	\$27,869,390	\$52,756	\$55,000	-1.0%
Miscellaneous	0	0	0	0	0	\$53,000	n/a
Total	\$7,649,987	\$7,883,203	\$9,369,505	\$36,424,233	\$8,360,209	\$8,824,428	2.2%

Source: LCSO, Revenue Actuals, FY 2017 – FY 2022.

Intergovernmental revenues comprise the largest share of LCSO revenues: \$5.3 million in FY 2021, or 63.4 percent of that year’s revenues. Intergovernmental revenue includes services provided by LCSO (e.g., contracted law enforcement in municipalities) and grant funding. In FY 2021, 87.1 percent of all intergovernmental revenues came from revenue from municipalities, which encompass all of the patrol contracts LCSO has with contract communities (discussed in greater detail in the Law Enforcement Division section of this report). In FY 2022, current contracts totaled \$4.6 million.

Revenues generated by Sheriff Work Release have experienced the most change over the study period. These revenues, which are derived from room and board fees paid by inmates housed in the CBCC, generated \$720,108 in FY 2017. This revenue source declined by 38.2 percent in FY 2018, increased slightly in FY 2020, then dropped significantly again to \$139,407 in FY 2021. Temporary CBCC program reductions and closures (discussed further in the Corrections Division section below) contribute to some of the recent decrease in revenue. Additionally, it’s possible a greater share of room and board fees were waived for inmates who do not have sufficient income to pay.

Fees for LCSO services such as court security fees imposed upon ticketed and convicted individuals totaled \$2.5 million in FY 2021, an annual growth of 10.2 percent since FY 2017.¹¹⁷ Fines and forfeitures generated less than \$1 million in each year of the study; in FY 2021, they generated just over \$660,000, an annual decrease of 6.1 percent since FY 2017.

Finally, LCSO receives a small amount in transfers from the Transportation Safety Hireback Fund. However, in FY 2020, transfers generated \$27.9 million related to CARES Act funding in response to COVID-19.

LCSO’S LAW ENFORCEMENT OPERATIONS AND MANAGEMENT

The Sheriff’s Office is the primary law enforcement agency in unincorporated Lake County, the Fox River Chain of Lakes and inland water ways, and six villages that currently contract with

¹¹⁷ LCSO, “Revenue Chart of Accounts” provided in response to PFM information request, September 27, 2022.

LCSO for patrol services. In total, the patrol area covers an estimated 160 square miles¹¹⁸ and 122,774 residents.¹¹⁹

Other core functions of the Law Enforcement Division include investigations, court security, civil process, and criminal warrants. The Law Enforcement Division collaborates with state and local partners on investigations and preventative public safety initiatives through task forces, programs, and other ad hoc activities.

Overall, most workload metrics for the Law Enforcement Division decreased from CY 2017 to CY 2021, including total volume of calls for service, traffic violations, reported offenses, and arrests. Some individual charge categories for violent crimes and driving under the influence, however, increased. The rise in certain violent crimes, and a small increase in total calls for service in CY 2022 compared to the prior year, likely contributed to a perception shared with PFM by deputies' and Law Enforcement Division leaders' that calls for service have increased every year – although the total number of calls for service fell each year from CY 2017 to CY 2021.

Division leaders want to see calls for service decrease as a reflection of increased public safety but worry that decreasing call volume will be interpreted as evidence in support of reducing the number of budgeted deputies.¹²⁰ The Office's lack of regular reporting of workload and key performance indicators may contribute to deputies and command staff's misperceptions of workload.

Calls for Service

The total number of calls for service (CFS), for all entities, generated by LCSO Communications in CY 2021 was 158,639 – down by 5.4 percent annually since CY 2017 (197,727).¹²¹ From January to August 2022 there were 112,507 total unique calls, a 4.8 percent increase over the same period in 2021. CFS include calls received from the public and self-initiated calls for service created when a deputy encounters an incident.

From 2017 through 2021, CFS decreased each year in total, and for the period January to August. The increase in 2022 comes after a larger drop in 2021 compared to the same period in 2020 (-8.9 percent). Consequently, even with the uptick in 2022, CFS remained below 2017 through 2020 totals for January to August.

Almost all, between 96 and 98 percent, calls for service generated by LCSO Communications were for LCSO each year. The number of unique CFS for LCSO decreased by 5.5 percent annually from 193,512 in 2017 to 154,246 in 2021. During January to August 2022, unique CFS for LCSO increased by 5.2 percent over the same period in 2021. Like overall CFS, the 2022 increase came after annual decreases since 2017 with the largest one-year drop in 2021 – 7.8 percent fewer CFS than in January to August 2020. CFS January to August 2022 remain below the same period in 2020 and previous years.

¹¹⁸ LCSO, "Lake County Sheriff's Office Annual Update, May 31, 2022" provided in response to PFM information request, September 27, 2022. The LCSO report estimates the 2021 patrolled population to be 139,559.

¹¹⁹ U.S. Census Bureau, "Subcounty Population and Housing Unit Estimates," American Community Survey: 2019 & 2021 Subcounty Population Estimates.

¹²⁰ LCSO Leadership Interviews. Interview by PFM. Virtual, 28 November 2022.

¹²¹ LCSO Communications takes calls for other Lake County entities including the Coroner's Office, Animal Control, and Forest Preserve Police.

PFM also analyzed the number of unique responses to calls for service by LCSO. Whereas unique CFS count each call once, the number of LCSO responses counts each deputy who responded to the call (i.e., two responding deputies are recorded as two responses). LCSO responses decreased from 242,598 in CY 2017 to 202,014 in CY 2021, 4.5 percent fewer responses per year. The number of responses decreased more slowly than the overall number of calls for service because average units dispatched per CFS increased from 1.3 in CY 2017 – 2019 to 1.4 in CY 2020 – 2021, and 1.8 in the first eight months of CY 2022.¹²²

Unique Calls for Service and Responses, CY 2017 – July 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan-Aug 2022	CAGR 2017 - 2021
Total unique CFS	197,727	189,054	183,647	173,221	158,639	112,507	-5.4%
Unique CFS for LCSO	193,512	183,556	177,692	166,790	154,246	109,987	-5.5%
Unique CFS for other entities	4,215	5,498	5,955	6,431	4,393	2,520	1.0%
Number of LCSO responses to a CFS	242,598	226,653	236,517	220,150	202,014	142,431	-4.5%
Percent of CFS for LCSO	97.9%	97.1%	96.8%	96.3%	97.2%	97.8%	-0.2%
Average responses per LCSO CFS	1.25	1.23	1.33	1.32	1.31	1.29	1.1%

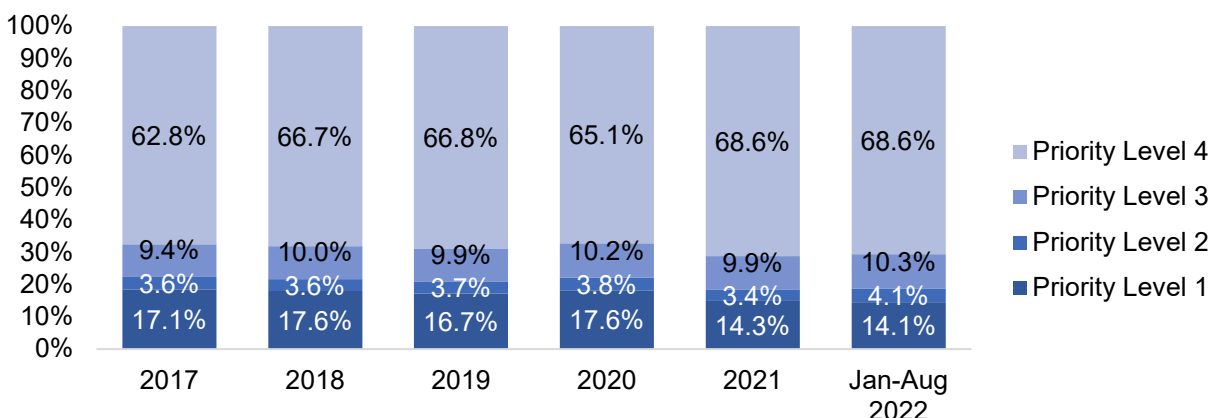
Source: LCSO, "2016 – 2022 CAD Call Data," provided to PFM information request, October 3, 2022.

The dataset provided by Communications includes the location of the incident, which unit is responding, and priority level, among other datapoints, for each CFS. From CY 2017 through CY 2020, about 17 percent of CFS received for LCSO were priority level one, the most serious category of calls. In CY 2021 through August 2022 the proportion decreased to about 14 percent of calls.

With the total call volume also decreasing over the period, priority one calls decreased by 10.4 percent annually from 36,040 in CY 2017 to 22,446 in CY 2021. Priority level two calls decreased by 2.3 percent annually, and priority level three and four calls decreased by approximately 4.5 percent annually.

¹²² The number of responses to CFS in January to August 2022 could not be compared to the number of responses to CFS in the same period of previous years with available data. However, if the number of responses and rate of responses per unique CFS remained at this level through year-end, total responses in 2022 would be higher than previous years 2017 to 2021.

LCSO Calls for Service by Priority Level, CY 2017 - August 2022



Source: LCSO, "2016 – 2022 CAD Call Data," provided to PFM information request, October 3, 2022.

From CY 2017 through August 2022, between 75 and 80 percent of all LCSO responses to calls for service were made by the Highway Patrol unit. The number of unique Highway Patrol responses decreased from 192,182 in CY 2017 to 158,552 in CY 2021, a 4.7 percent decrease per year. The next two highest responders were Civil and 911, with more than 10,000 responses per year.¹²³ Fewer than 2,000 responses from CY 2017 through July 2022 were recorded for groups including the Metropolitan Enforcement Group, the Gang Task Force, the Crisis Outreach and Support Team, school resource officers, and the Major Crimes Task Force. See Appendix F for the full list and number of responses by each.

LCSO Responses to CFS by Unit Responding, CY 2017 – August 2022

Unit Responding	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan-Aug 2022	CAGR 2017 - 2021
Highway Patrol	192,182	181,183	181,278	170,176	158,552	111,139	-4.7%
Civil	22,711	19,749	18,258	13,142	11,096	10,543	-16.4%
911	11,099	10,971	12,606	14,778	15,073	10,786	8.0%
Court Security	464	545	7,649	4,438	5,317	2,959	84.0%
Criminal Investigations	5,581	4,546	4,652	2,726	1,777	1,251	-24.9%
Jail	2,902	2,384	2,593	2,008	2,504	1,228	-3.6%
Warrant	2,378	2,313	3,041	3,063	525	61	-31.5%
Marine Unit	1,081	772	918	1,276	1,338	1,171	5.5%
Administration	1,153	1,167	1,607	685	1,344	279	3.9%
Special Traffic Enforcement Unit	-	-	-	3,909	1,344	38	n/a
Auxiliary Deputies	-	1,249	1,464	594	908	1,025	n/a
Special Investigations Group	-	-	747	2,328	1,515	637	n/a
Other	3,047	1,774	1,704	1,027	721	1,314	-30.3%
Total LCSO	242,598	226,653	236,517	220,150	202,014	142,431	-4.5%

Source: LCSO, "2016 – 2022 CAD Call Data"

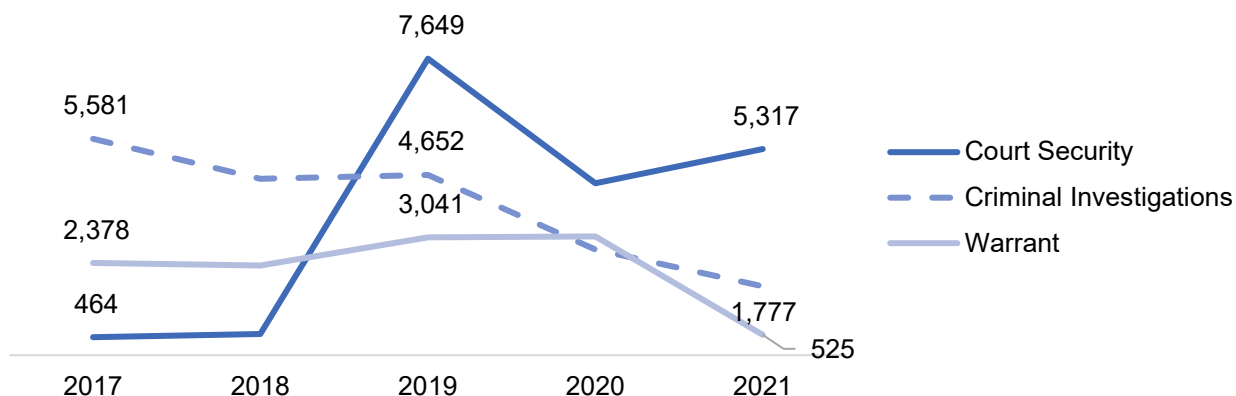
¹²³ Fewer than 2,000 responses from CY 2017 through July 2022 were recorded for each of the following units or groups: Metropolitan Enforcement Group, Reserve Deputy, Gang Task Force, Crisis Outreach and Response Team, School Resource Officer, SA, Work Release, Information Technology, Training, Major Crimes Task Force, TU, or the Emergency Management Agency.

The number of CFS for Court Security, CID, and Warrants shifted dramatically over this period. Court Security calls increased by 84.0 percent annually, from fewer than 500 in 2017 to more than 5,000 in 2021. This appears to be the result of a change in practices – not just a change in the incidents occurring in and around the courthouses. Notably, the number of positions budgeted for Court Security did not change, and filled positions decreased.

Conversely, CFS for CID and Warrants decreased significantly more than overall CFS, with a 24.9 percent annual decrease for CID and 31.5 percent annual decrease for Warrants from 2017 to 2021. LCSO shared in interviews that they have proactively served warrants less often in recent years due to staffing shortages. It is more common now, they stated, for deputies to only serve a warrant if they encounter an individual with an open warrant through the course of their patrol, rather than seeking out the individual.¹²⁴

For all three of these groups, Court Security, CID, and Warrant, further analysis could determine whether the changes were driven primarily by calls from the public, self-initiated calls, or both.

CFS Responses by Court Security, CID, and Warrants, 2017 - 2021



Source: LCSO, "2016 – 2022 CAD Call Data"

Approximately 75 percent of calls for service in the dataset from CY 2020 through December 18, 2022, included a district location where the incident occurred.¹²⁵ Calls without a district are typically calls for incidents outside of LCSO's jurisdiction, including any CFS in an incorporated area of the county for which LCSO does not have a contract to patrol.¹²⁶ Calls for service include call incidents initiated by a member of the public or the responding deputy.

From CY 2017 through CY 2021 the volume of calls for service in Districts 1 and 3 decreased by 8.1 percent and 6.4 percent annually, respectively. District 1 CFS fell from 27,683 in CY 2017, or 14.2 percent of calls, to 19,709, or 12.1 percent of calls in CY 2021. Through December 18, 2022, CFS in District 1 were on track to increase slightly by year-end to just over

¹²⁴ Highway Patrol Deputies Roundtable. Interview by PFM. Libertyville, IL, 24 October 2022.

¹²⁵ CFS data identifying districts was provided in December, therefore the period of analysis for 2022 extends further than the analysis shown above, which was already completed at the time the additional data was provided. The first dataset, used for most CFS analysis in this report, contained data through August 2022. Additionally, the second dataset counts CFS by emergency services number (ESN). This results in small differences in the total number of CFS per year shown in analysis using the two different datasets.

¹²⁶ Calls outside of the jurisdiction can also include calls near the border of the county, for example, if a deputy is pursuing a drunk driver who crosses county lines during the course of the incident. LCSO Leadership Follow-Up Interview. Interview by PFM. Virtual, 6 Jan 2022.

20,000 CFS. District 3, which had the largest percent of CFS in each of the years reviewed, decreased from 56,078 calls (28.7 percent) in 2017 to 42,952 calls (27.3 percent) in 2021. District 3 calls were on track to exceed 45,000 by year-end 2022, which would be an increase over 2021 but remain below previous years since 2017.

Calls for service in districts 2, 4, and 5 also decreased in total volume from CY 2017 through CY 2021 – a trend that is expected to hold steady through the end of CY 2022. However, the proportion of LCSO CFS in these districts increased due to the larger rate of decline in District 1 and District 3 calls.

LCSO Calls for Service by Location, CY 2017 – December 18, 2022

District	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Dec 18, 2022	CAGR 2017 - 2021
1	27,683	25,451	20,833	20,785	19,709	19,333	-8.1%
2	19,704	17,386	16,503	16,646	17,696	18,120	-2.7%
3	56,078	54,960	52,491	48,905	42,952	43,535	-6.4%
4	20,968	19,792	18,729	21,065	19,044	17,907	-2.4%
5	21,765	20,519	22,046	21,676	20,095	19,882	-2.0%
Marine Unit	0	0	441	597	425	533	n/a
Out of Jurisdiction	49,217	48,972	50,619	42,121	37,404	40,834	-6.6%
Total	195,415	187,080	181,662	171,795	157,325	160,144	-5.3%

Source: LCSO, "CAD CFS to Internal ESN," 2014-2018, 2019-2020.

LCSO In-District CFS by District, CY 2017 – December 18, 2022

District	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Dec 18, 2022
1	14.2%	13.6%	11.5%	12.1%	12.5%	12.1%
2	10.1%	9.3%	9.1%	9.7%	11.2%	11.3%
3	28.7%	29.4%	28.9%	28.5%	27.3%	27.2%
4	10.7%	10.6%	10.3%	12.3%	12.1%	11.2%
5	11.1%	11.0%	12.1%	12.6%	12.8%	12.4%
Total	74.8%	73.8%	71.9%	75.1%	76.0%	74.2%

Source: LCSO, "CAD CFS to Internal ESN," 2014-2018, 2019-2020.

The table below describes the area included in each of the patrol districts and the approximate population of each district estimated by LCSO, including unincorporated and contract patrol areas. The distribution of in-district calls for service across the five districts is also provided. These data are shown to provide context to the analysis above; they are not prescriptive of expected or desired distributions.

LCSO Districts

District	Approximate Population	Approx. Percent of Population	Percent of 2022 In-District CFS	Description
1	18,000	13.8%	16.3%	Northeast (Gurnee to Winthrop Harbor, including Beach Park, Wadsworth, Waukegan, and Zion)
2	18,000	13.8%	15.3%	Southeast (Buffalo Grove and Deerfield to Green Oaks and Great Lakes, including Bannockburn, Lake Bluff, Lake Forest, Libertyville, Lincolnshire, Mettawa, Mundelein, and Vernon Hills; part of Long Grove)
3	38,000	29.2%	36.7%	Southwest (Deer Park to Rt. 120, including Hawthorn Woods, Island Lake, Kildeer, Lake Barrington, North Barrington, and Wauconda; part of Long Grove)
4	33,000	25.4%	15.1%	Northwest (Lakemoor and Round Lake to Antioch, including Fox Lake; part of Round Lake Beach)
5	23,000	17.7%	16.7%	North central (Grayslake to Old Mill Creek, including Third Lake, Lindenhurst; part of Round Lake Beach)
Total	130,000	100.0%	100.0%	

Source: LCSO, "CAD CFS to Internal ESN," 2014-2018, 2019-2020; "Annual Update May 31, 2022 PPT Presentation"

PFM analyzed the number of calls for service per 1,000 county residents in unincorporated areas for Lake County and its comparators.¹²⁷ Compared to benchmark counties for which CFS data was available, LCSO had more CFS per capita. In 2021, Lake County received 154,246 unique CFS for LCSO, or 1,877 per 1,000 residents in unincorporated Lake County. DuPage and Kane counties received 624 and 877 CFS per 1,000 persons in unincorporated areas of the counties, respectively. McHenry County, for which data was available through 2020, received approximately 1,000 CFS per 1,000 residents in unincorporated areas annually.

Calls for Service per 1,000 Unincorporated County Residents, 2017 - 2021

County	2017	2018	2019	2020	2021
Lake County, IL	2,374	2,271	2,209	2,021	1,877
DuPage County, IL	444	436	464	639	624
Kane County, IL	1,109	996	972	899	877
McHenry County, IL	942	1,024	1,094	1,026	unk
Median (excl. Lake County)	942	996	972	899	751
Lake County Rank	1 of 4	1 of 4	1 of 4	1 of 4	1 of 3

¹²⁷ This analysis does not take into consideration the number or size of contract areas, or the degree to which the sheriffs' offices respond to CFS outside of the unincorporated area for other reasons.

Offenses and Arrests

PFM analyzed total reported offenses and arrests and Part 1 Index Crime offenses and arrests.¹²⁸ Index crimes are reported by jurisdictions around the country for state and national uniform crime reporting, and therefore can be compiled for benchmark jurisdictions. Analysis in this section uses two datasets provided by LCSO Highway Patrol: 1) offenses and arrests reported monthly to the Illinois State Police for uniform crime reporting (only Part 1 offenses), and 2) total reported incidents and arrests per year (all offenses and arrests).

In Lake County, Part 1 crimes made up 8.0 percent of reported offenses and arrests in CY 2021. Although Part 1 crimes represent the minority of total crimes in Lake County, they are the most serious offenses. Overall, all offenses and arrests decreased from CY 2017 through CY 2021 by a CAGR of -3.0 percent (offenses) and -6.4 percent (arrests). Within that total, Part 1 crimes decreased at a faster rate, 12.2 percent fewer offenses per year and 8.1 percent fewer arrests per year.

LCSO Reported Offenses and Arrests, CY 2017 - 2021

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CAGR 2017-2021
Total Reported Incidents*	9,627	9,552	8,816	9,165	8,513	-3.0%
Total Reported Part 1 Offenses	1,153	1,338	890	653	684	-12.2%
All Other Offenses**	8,474	8,214	7,926	8,512	7,829	-2.0%
Percent Part 1	12.0%	14.0%	10.1%	7.1%	8.0%	n/a
Adult and Juvenile Arrests	1,741	1,563	1,692	1,646	1,335	-6.4%
Total Reported Part 1 Arrests	150	146	174	142	107	-8.1%
All Other Arrests	1,591	1,417	1,518	1,504	1,228	-6.3%
Percent Part 1	8.6%	9.3%	10.3%	8.6%	8.0%	n/a

Source: LCSO, Number of Arrests Per Year, 2017 - 2021 (total incidents); Annual Part 1 Arrests Reported to ISP, 2017 - 2021.

*Note: Total reported incidents include juvenile and adult arrests.

** Note: "All other arrests" is calculated by taking the difference between LCSO's total reported incidents and total Part 1 arrests.

Compared to benchmark counties, LCSO reported more Part 1 Crimes per 1,000 residents in the unincorporated area. In CY 2020 and 2021, LCSO's declining number of offenses brought it closer to the benchmark median. In Lake County and all benchmark jurisdictions except Kane County, offenses reported by the sheriff's office decreased over the review period.

Offenses reported by LCSO comprised between 14.3 percent (2018) and 8.2 percent (2020) of county-wide reported offenses.¹²⁹ This was similar to benchmark peers, with a median of about 10 percent in all years. County-wide offense and arrest data tables are shown in Appendix G.

LCSO also reported more arrests per 1,000 unincorporated residents than most benchmark counties, ranking second or third out of eight between 2017 and 2019. In CY 2020, LCSO had

¹²⁸ Part 1 crimes are: criminal homicide, rape, aggravated assault, robbery, burglary, theft, motor vehicle theft, and arson. In 2021 law enforcement agencies transitioned from the Uniform Crime Reporting (UCR) system to the National Incident-Based Reporting System (NIBRS). Although NIBRS is the standard for data going forward, UCR data provides the most complete dataset for Lake County and the benchmark jurisdictions during the period considered in this report.

¹²⁹ County-wide data includes all offenses and arrests reported by law enforcement agencies in the county. There were 38 police departments included for Lake County in addition to the Sheriff's Office. Illinois State Police (ISP). 2021. *Crime in Illinois Annual Uniform Crime Reports 2018-2020*. Springfield, IL: ISP. Reported offenses and arrests for WI and MI counties as reported in state Annual Uniform Crime Reports.

the highest number of arrests per 1,000 residents (1.7) compared to benchmarks; the benchmark median was 0.8. In CY 2021, data was only available for three benchmarks. LCSO (1.3) ranked second behind Waukesha (1.4) in the number of arrests per 1,000 unincorporated residents. In Lake County and all benchmark jurisdictions, arrests reported by the sheriff's office decreased over the review period.

Number of Offenses per 1,000 Unincorporated Residents (Part 1 Crimes)

	2017	2018	2019	2020	2021
Lake County, IL	14.1	16.6	11.1	7.9	8.3
Dane County, WI	10.3	9.2	10.3	12.0	9.7
DuPage County, IL	8.2	6.9	5.5	unk	unk
Kane County, IL	6.3	4.9	6.0	15.7	unk
Macomb County, MI	4.3	3.6	3.4	2.9	2.8
McHenry County, IL	7.0	6.9	5.1	4.9	unk
Waukesha County, WI	5.5	4.6	4.4	5.2	5.0
Will County, IL	9.9	7.7	7.9	8.0	unk
Median (excl. Lake County)	7.0	6.9	5.5	6.6	5.0
Lake County Rank	1 of 8	1 of 8	1 of 8	4 of 7	2 of 4

Number of Arrests per 1,000 Residents (Part 1 Crimes)

	2017	2018	2019	2020	2021
Lake County, IL	1.8	1.8	2.2	1.7	1.3
Dane County, WI	1.6	1.8	2.3	1.4	1.1
DuPage County, IL	0.7	0.8	0.9	unk	unk
Kane County, IL	0.5	0.9	0.7	0.5	unk
Macomb County, MI	0.5	0.3	0.3	0.4	0.4
McHenry County, IL	1.2	1.5	1.2	1.1	unk
Waukesha County, WI	8.5	7.7	7.7	1.2	1.4
Will County, IL	1.2	0.9	0.7	0.5	unk
Median (excl. Lake County)	1.2	0.9	0.9	0.8	1.1
Lake County Rank	2 of 8	2 of 8	3 of 8	1 of 7	2 of 4

Violent Crime

Aggravated assault, with 68 offenses in CY 2021, and rape (30 offenses) are the two largest categories of violent crime reported by LCSO. The number of arrests for aggravated assault also increased, resulting in a slight increase in the clearance rate from 56.3 percent in CY 2017 to 57.4 percent in CY 2021.¹³⁰ Arrests for rape, however, declined as offenses rose, causing the clearance rate to decline from 41.7 percent in 2017 to between 4.8 percent and 33.3 percent in the subsequent years. The rape clearance rate from January to July 2022 was just 12.5 percent.

Robbery offenses and arrests have fluctuated from CY 2017 through CY 2021. Robbery offenses peaked at 24 in CY 2018 and remained above 2017 levels (12 offenses) through CY 2021. In CY 2022 however, based on seven months of data, robberies may decline. Arrests

¹³⁰ Clearance rate, as defined by the FBI for uniform crime reporting, is a simple calculation of the number of arrests in a year divided by the number of offenses reported. It does not calculate the percent of offenses reported in one year that were cleared by arrest in a future year. Therefore, a clearance rate may be greater than 100 percent if cases from previous years are cleared at a later date resulting in more arrests and offenses in a given year.

declined fairly consistently during this period, with the exception of a peak in 2020 (nine arrests). The resulting clearance rate has fluctuated over the period, between a low of 21.4 percent in CY 2019 and a high of 58.3 percent in CY 2017. The first seven months of 2022 yielded a 50 percent clearance rate.

Criminal homicide is the smallest category of violent crimes, with one or two offenses reported annually by LCSO. The clearance rate is high and increasing.

Overall, LCSO-reported violent crime increased by 3.7 percent annually from CY 2017 to CY 2021 while arrests increased by 2.2 percent annually. LCSO's aggregate clearance rate for violent crimes was 50.4 percent in CY 2021. Nationally, 45.5 percent of violent crimes were cleared by arrest or exceptional means in 2019.¹³¹ In CY 2019, LCSO's violent crime clearance rate fell below this benchmark (42.5 percent), but it has been higher in the years since.

Part 1 Index Crimes, Violent Offenses and Arrests, CY 2017 – July 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan-Jul 2022	CAGR 2017-2021
Criminal Homicide							
Offenses	1	2	1	2	2	1	18.9%
Arrests	1	2	7	2	8	1	68.2%
Percent Cleared	100.0%	100.0%	700.0%	100.0%	400.0%	100.0%	41.4%
Rape							
Offenses	24	24	28	21	30	8	5.7%
Arrests	10	8	3	1	8	1	-5.4%
Percent Cleared	41.7%	33.3%	10.7%	4.8%	26.7%	12.5%	-10.6%
Aggravated Assault/Battery							
Offenses	64	47	63	56	68	48	1.5%
Arrests	36	17	32	41	39	31	2.0%
Percent Cleared	56.3%	36.2%	50.8%	73.2%	57.4%	64.6%	0.5%
Robbery							
Offenses	12	24	14	16	17	6	9.1%
Arrests	7	6	3	9	4	3	-13.1%
Percent Cleared	58.3%	25.0%	21.4%	56.3%	23.5%	50.0%	-20.3%
Violent Crimes Total							
Offenses	101	97	106	95	117	63	3.7%
Arrests	54	33	45	53	59	36	2.2%
Percent Cleared	53.5%	34.0%	42.5%	55.8%	50.4%	57.1%	-1.5%

Source: LCSO, Annual Part 1 Arrests and Offenses Reported to ISP, 2017 - July 2022.

Property Crime

Theft (257 offenses in CY 2021) and burglary (215 offenses) make up the majority of Part 1 property crimes reported by LCSO. Reported offenses in both these categories decreased substantially from CY 2017 to CY 2021 with a -5.0 percent CAGR for burglary and -22.5 percent CAGR for theft. Arrests for these crimes also declined. The clearance rate for burglary was

¹³¹ "2019 Offenses Cleared," FBI Uniform Crime Reporting, accessed January 18, 2023, <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/topic-pages/clearances>. FBI UCR, Crime in the U.S. Report, 2019, "Offenses Cleared"

halved in CY 2021 due to an uptick in offenses and continued decline in arrests (11). Arrests for theft also dropped significantly in CY 2021, although reported offenses fell faster.

Offenses for motor vehicle theft (54 offenses in 2021) and arson (6 offenses in 2021) increased during this period. However, the larger volume of burglary and theft offenses caused the aggregate number of property crimes to fall by a CAGR of -14.3 percent.

Overall, LCSO cleared 8.5 percent of Part 1 property crimes in CY 2021. Nationally, 17.2 percent of property crimes were cleared by arrest or exceptional means in 2019.¹³² In CY 2019 LCSO cleared 16.5 percent of property crimes.

Part 1 Index Crimes, Property Offenses and Arrests, CY 2017 – July 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan-Jul 2022	CAGR 2017-2021
Burglary							
Offenses	264	188	197	140	215	88	-5.0%
Arrests	29	15	27	18	11	5	-21.5%
Percent Cleared	11.0%	8.0%	13.7%	12.9%	5.1%	5.7%	-17.4%
Theft							
Offenses	711	976	505	333	257	189	-22.5%
Arrests	54	82	72	60	27	25	-15.9%
Percent Cleared	7.6%	8.4%	14.3%	18.0%	10.5%	13.2%	8.4%
Motor Vehicle Theft							
Offenses	75	75	77	80	92	54	5.2%
Arrests	13	15	28	11	10	7	-6.3%
Percent Cleared	17.3%	20.0%	36.4%	13.8%	10.9%	13.0%	-11.0%
Arson							
Offenses	2	2	5	5	3	6	10.7%
Arrests	0	1	2	0	0	0	
Percent Cleared	0.0%	50.0%	40.0%	0.0%	0.0%	0.0%	
Property Crimes Total							
Offenses	1,052	1,241	784	558	567	337	-14.3%
Arrests	96	113	129	89	48	37	-15.9%
Percent Cleared	9.1%	9.1%	16.5%	15.9%	8.5%	11.0%	-1.9%

Source: LCSO, Annual Part 1 Arrests and Offenses Reported to ISP, 2017 - July 2022.

Other Offenses and Traffic Violations

The majority of LCSO arrests are for Part 2 crimes and other less serious offenses. Part 2 crimes include, among others, simple assault, drug offenses, and driving under the influence. Illinois collects data on the number of arrests for drug crimes for uniform crime reporting. The number of arrests for drug crimes decreased from 149 in CY 2017 to 79 in CY 2021.

Other arrests, including other Part 2 crimes, and all other offenses, also decreased by a CAGR of -5.5 percent from 2017 to 2021.

¹³² "2019 Offenses Cleared," FBI Uniform Crime Reporting, accessed January 18, 2023, <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/topic-pages/clearances>.

LCSO issued more than 10,000 traffic citations annually from 2017 through 2020. The number of traffic citations decreased each year from 18,315 in 2017 to less than half that amount, 8,903, in 2021.¹³³

Other Arrests and Traffic Violations, CY 2017 - 2021

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CAGR 2017 - 2021
Drug Arrests	149	143	111	132	79	-14.7%
All Other Arrests*	1,442	1,274	1,407	1,372	1,149	-5.5%
Traffic Violations	18,315	15,109	14,783	11,277	8,903	-16.5%

Source: LCSO, Annual Part 1 Arrests and Offenses Reported to ISP, 2017 - July 2022; Number of Traffic Violations per Year, 2017 - 2021.

*Note: Other arrests excluding Part 1 arrests (shown in tables above) and drug arrests.

In addition to traffic violations, LCSO policy allows deputies to issue citations for violations of local government ordinances. Deputies may also made oral or written warnings or resolve an issue informally without an arrest. Policy recommends informal resolutions for “minor violations,” such as landlord/tenant disagreements, and situations in which the victim does not wish to pursue criminal charges.¹³⁴ LCSO deputies may also refer individuals to a community service organization or a program such as A Way Out (substance use disorder),¹³⁵ A Safe Place (victims of domestic violence), or the Health Department (mental health).

The SAFE-T Act expanded the use of citations statewide by requiring law enforcement agencies to issue a citation in lieu of arrest for specified offenses. Recipients of citations will be scheduled for court within 21 days. Citations will be required for traffic, Class B and Class C criminal misdemeanor offenses, petty and business offenses, as long as they “pose no obvious threat to the community or any person,” and “have no obvious medical or mental health issues that pose a risk to their own safety.”¹³⁶

Investigations

PFM also reviewed annual case closure statistics for CID. CID provided annual reports for each year CY 2017 through June 2022. CID staff review case data in paper logbooks, spreadsheets, and the RMS to determine the accurate status of all cases within CID. Each case is assigned a status code between one and 11.

¹³³ LCSO, “Traffic Violations, 2017-2021” provided in response to PFM information request, October 4, 2022.

¹³⁴ LCSO, “Policy 1.1.03, Authority, Discretion, and Alternatives to Arrest” provided in response to PFM information request, September 27, 2022.

¹³⁵ A Way Out is a program in which law enforcement officers may divert individuals to substance use disorder treatment. See further discussion the Programs section below.

¹³⁶ 725 ILCS 5/109-1, as amended by the SAFE-T Act (PA 101-0652).

CID Case Status Codes

Case Status Code	Description
1	Unfounded
2	Adult Arrests
3	Open Investigations
4	Inactive (no longer used)
5	Refused to Prosecute
6	Closed Exceptional
7	Closed Administratively
8	Juvenile Arrests
9	Turned over to (transfer)
10	Pending documents (no longer used)
11	Death - No Prosecution

Source: Cortnie Sasman (LCSO), email, December 14, 2022.

CID staff shared that case data is kept in multiple places, resulting in significant redundancy and a time-consuming manual process to determine accurate totals. The results of this were reflected in inconsistencies in several years of the data that PFM reviewed.

Data provided in spreadsheets, which contain exports from the RMS that are reviewed and manually updated by CID staff every six months, and in annual PDF reports differed in all years for which both sources were provided. Differences in CY 2018 and 2019 were minor, likely reflecting corrections to the data made by CID and, in 2018, a missing category in the final report. Differences in other years were more substantial and affected multiple case status codes in each year. Within the final annual reports, there were also discrepancies between the sum of case closures by status code shown in the report, and the total number of cases closed listed in the report in all years except CY 2018 and 2019.

The discrepancies between Excel files and PDF reports were most frequent (occurring in three or four years from 2017 to 2022) and largest for unfounded, adult arrests, closed administratively, and juvenile arrests. Differences that were found in only one or two years of data and for which the total difference was less than 20 cases across all years, occurred in the categories for refused to prosecute, closed exceptional, pending documents, and death. The differences are further delineated in Appendix H.

The analysis that follows reflects the case statistics in annual PDF reports for CY 2017 – 2021 and six-month PDF report for January through June 2022.

From CY 2017 through June 2022 the percentage of cases that CID reported as closed by arrest or exceptional means remained level at about 24 percent. The total number of cases closed by arrest or exceptional means decreased by 17.1 percent annually, from 407 in CY 2017 to 192 in CY 2021. The number of cases closed by other means decreased by 5.6 percent annually from 807 in CY 2017 to 640 in CY 2021. Overall, the total number of cases reported as closed decreased from 1,663 in 2017 to 807 in CY 2021, an annual reduction of 16.5 percent.

CID Cases Assigned and Closed, CY 2017 – CY 2022

Case Status Code	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan-Jun 2022	CAGR 2017 - 2021
Cases Assigned	1,499	1,550	1,695	1,112	840	487	-13.5%
Open Investigations	503	314	424	285	316	248	-11.0%
Unfounded	32	63	90	45	28	29	-3.3%
Adult Arrests	251	289	269	173	146	98	-12.7%
Inactive (per CID no longer used)	0	0	0	0	0	0	n/a
Refused to Prosecute	102	196	0	0	0	0	-100.0%
Closed Exceptional	47	58	14	4	1	0	-61.8%
Closed Administratively	601	1,052	1,131	926	596	357	-0.2%
Juvenile Arrests	109	144	91	52	45	23	-19.8%
Turned over to (transfer)	29	53	0	0	0	0	-100.0%
Pending documents (per CID no longer used)	0	0	0	0	0	0	n/a
Death - No Prosecution	43	51	25	10	16	5	-21.9%
Sum Reported Case Closures Shown in Report	1,214	1,906	1,620	1,210	832	512	-9.0%
Total Reported Cases Closed*	1,663	1,909	1,620	1,192	807	505	-16.5%
Percent of total reported closed by arrest or exception	24.5%	25.7%	23.1%	19.2%	23.8%	24.0%	-0.7%
Percent of total reported closed by other means	48.5%	74.1%	76.9%	82.3%	79.3%	77.4%	13.1%
Percent of total reported not in any category	27.0%	0.2%	0.0%	-1.5%	-3.1%	-1.4%	n/a

Source: CID Annual Statistics, 2017 – June 2022.

*Note: Each report reported the total number of cases closed, as well as the number in each status code. The sum of case closures by status code in the PDF annual report did not match the total number of cases in the same report for some years.

Most cases closed with a status other than arrest or exceptional means were closed administratively. The majority of cases were closed administratively in all years.¹³⁷ Administrative closures increased from about half of case closures to more than 70 percent annually beginning in CY 2019. In that year two case closure statuses stopped being used, “refused to prosecute,” and “turned over to.” CID reports “refused to prosecute” was used to indicate the State’s Attorney’s Office had declined to prosecute, and “turned over to” indicated the case had been transferred to another jurisdiction. A small number of cases are closed as no prosecution due to death annually

The number of cases assigned annually increased modestly from 1,499 in CY 2017 to 1,695 in CY 2019, then dropped significantly in CY 2020 and 2021. At the lowest amount, 840 cases were assigned in CY 2021. Based on the first six months, CID was on track to see a modest uptick in cases assigned in 2022.

Organizational Structure

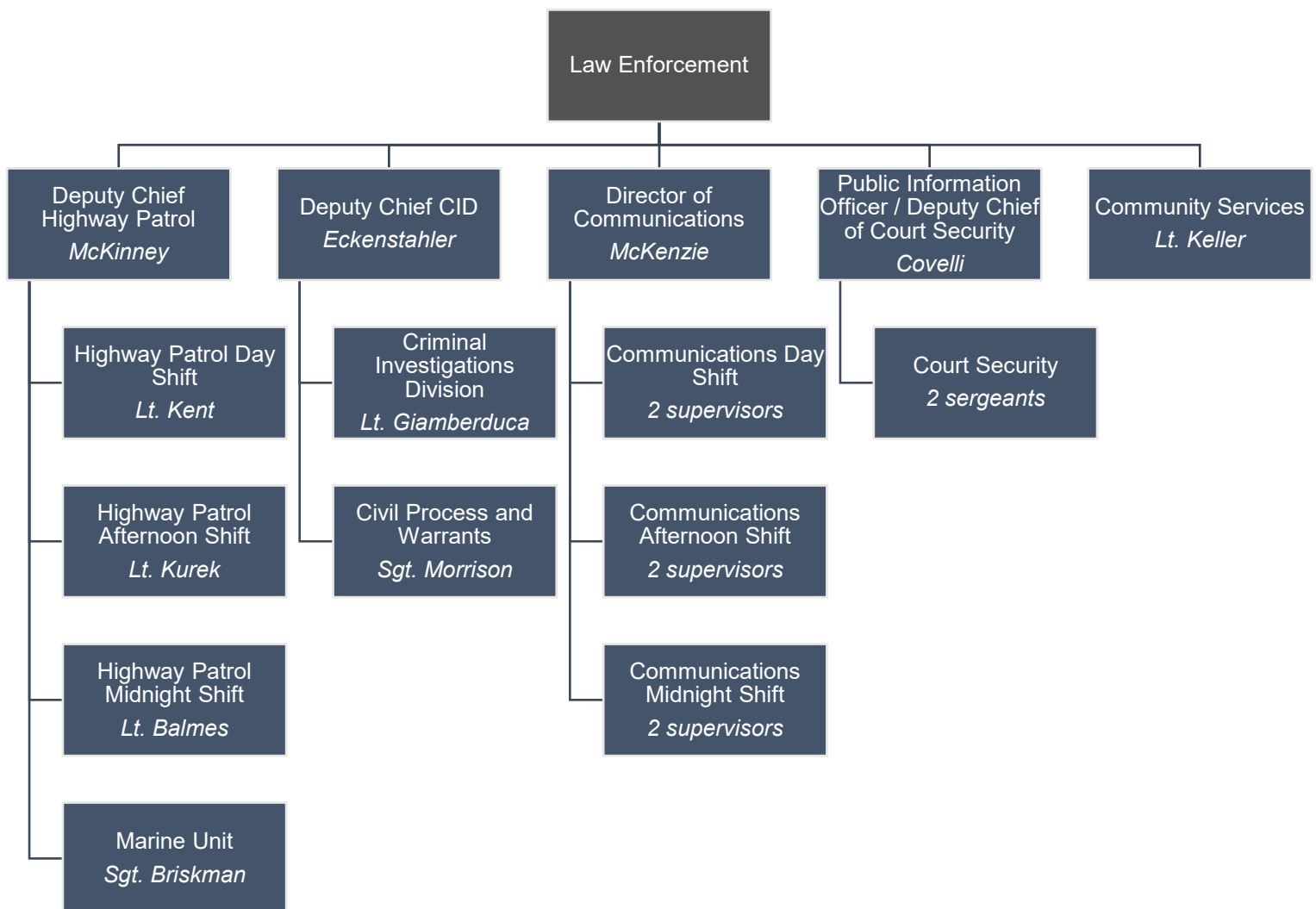
The Law Enforcement Division reports to the chief of Law Enforcement and Community Services. The division consists of five units: Highway Patrol, Communications, Criminal

¹³⁷ CY 2017 is an exception due to 27 percent of reported case closures not being reflected in any category. Of the 1,214 case closures reported by category, the largest proportion (49.5 percent) were closed administratively.

Investigations (CID), Court Security, and Community Services. Highway Patrol, CID, and Court Security report to deputy chiefs; a civilian director leads Communications, and a lieutenant leads Community Services.

Within Highway Patrol and CID, a lieutenant is assigned over each shift (Highway Patrol) or unit (Marine, Criminal Investigations, Civil Process and Warrants). Sergeants provide direct supervision over deputies. Two civilian shift supervisors are assigned to each shift in Communications, and two sergeants supervise court security officers. There are no supervisory staff in Community Services under the lieutenant.

Law Enforcement Division Organizational Chart



Span of control can be a useful quantitative measure of organizational and management structure. This term, used in business and law enforcement, refers to the number of subordinate staff who report to a single supervisor. Ideal span of control depends on several factors including the similarity (or dissimilarity) and complexity of functions and the amount of direction

and control needed to operate effectively. The U.S. Department of Justice reports span of control for first line supervisors in law enforcement agencies may be 15-20 in large agencies, and 5-7 (or higher) in small agencies.¹³⁸

The span of control in the Law Enforcement Division overall is 8.1. The span of control is highest in Court Security (17.7), and lowest in Communications (3.9). In CID, including Civil Process and Warrants, the span of control is 10.6 and in Highway Patrol it is 7.8. The largest unit in LCSO's Law Enforcement Division is Highway Patrol. In Highway Patrol, each first line supervisor (sergeants supervising deputies) supervises 9.3 deputies.¹³⁹

Operations

Highway Patrol

Highway Patrol is the largest unit within the Law Enforcement Division. Deputies patrol unincorporated and contract areas and respond to calls for service on three 8.5-hour shifts starting at 6:30 a.m. ("days"), 2:30 p.m. ("afternoons"), and 10:30 p.m. ("midnights"). The shift schedule allows a 30-minute paid lunch and 30 minutes of overlap between shifts to facilitate a smooth transition time. Each shift begins with a 30-minute roll call meeting at the Libertyville Substation before deputies go to their assigned districts.

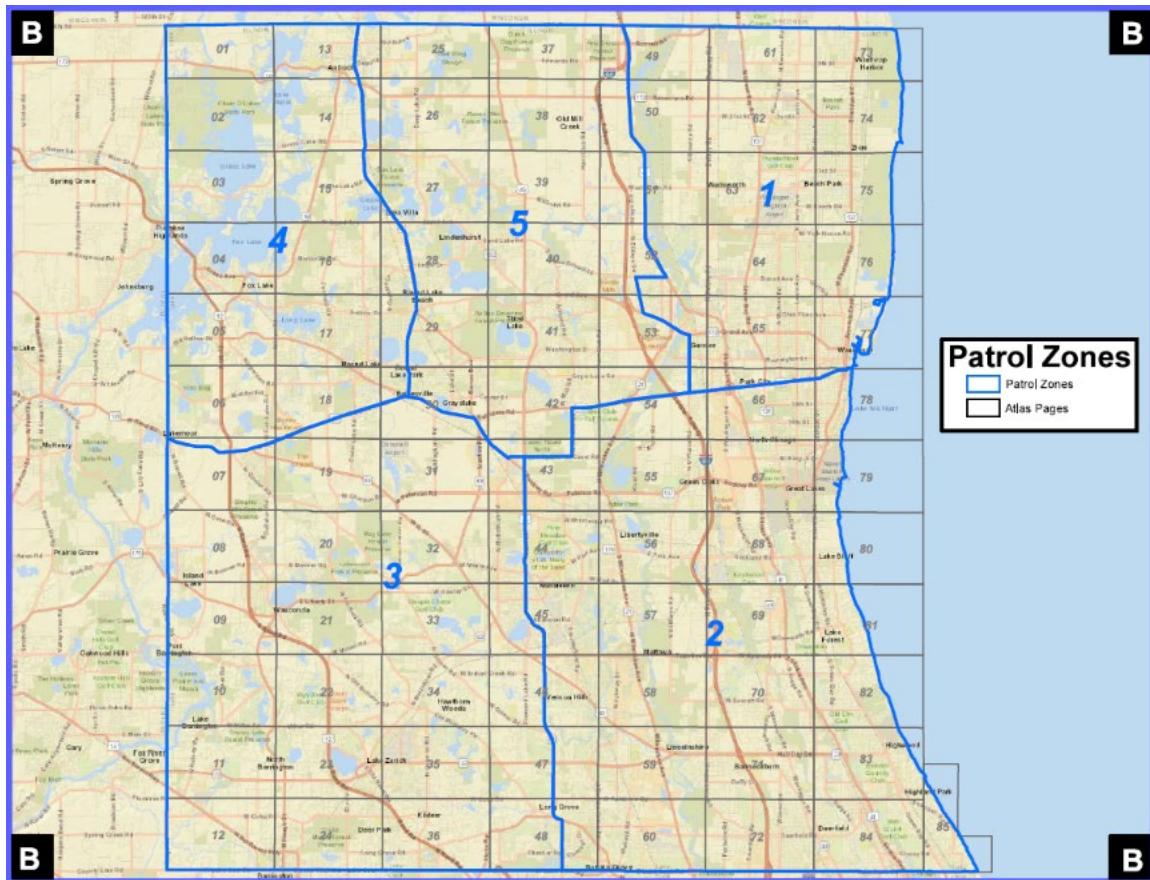
The patrol area is divided into five districts, numbered clockwise from the northeast corner of the county. LCSO's patrol districts have been revised twice in recent years. Under the previous sheriff's administration, the County GIS team analyzed CAD (computer aided dispatch) data including time deputies spent responding to calls and the location of calls to re-draw patrol districts with the goal of distributing workload more evenly. There was, reportedly, push back from deputies in districts that increased in size or workload as a result of the change.¹⁴⁰ When the new administration took office in 2019, the Office adopted a new set of patrol boundaries that more closely resembled the boundaries used before the GIS analysis. The map below reflects the current patrol boundaries.

¹³⁸ U.S. Department of Justice. 2019. *Law Enforcement Best Practices: Lessons Learned from the Field*. Washington, DC: Office of Community Oriented Policing Services. Page 47.

¹³⁹ Span of control is calculated with headcount rather than FTEs to accurately represent the management and communication responsibilities a supervisor has for each employee they manage.

¹⁴⁰ LCSO Leadership Interview Follow-Up. Interview by PFM. Virtual, January 6, 2023.

LCSO 2021 Patrol Boundaries



Source: LCSO, "2021 LCSO Patrol Districts Map"

Highway Patrol has a K-9 unit with four K-9 members and their handlers. The police dogs assist with vehicle and building searches, detect drugs and explosives, and assist other agencies. Other specialized teams within Highway Patrol include Tactical Response Team (sniper-trained deputies), Hostage Negotiation Team, the Evidence Technician Team, and accident investigators.

Primary duties for deputies include responding to calls for service and writing reports. Deputies also complete training while they are working their regular shifts. The number of hours spent on training by Highway Patrol staff ranged between 80 and 162 hours per year from 2017 to 2020, then decreased to 39.1 hours per person in 2021.¹⁴¹ Deputies report that much of their training is completed in vehicles while on duty.¹⁴²

Two deputies, in separate patrol vehicles, are assigned to each of the five districts. Due to staffing levels and the size of each district, patrol deputies report it can take 20 to 30 minutes to arrive on the scene in response to a call for service, and up to two hours when responding to non-emergency situations.

The data suggest otherwise. The average time from dispatch to arrival on scene for Highway Patrol – excluding self-initiated calls for service and CFS with a response time of zero, which

¹⁴¹ LCSO, "Training hours by section" provided in response to PFM information request, January 4, 2023.

¹⁴² Highway Patrol Deputy Roundtables. Interview by PFM. Libertyville, IL, 24 October 2022.

may indicate the officer was already present at the time the call began – was 00:10:10 (ten minutes and 10 seconds) from January to August 2022. Highway Patrol deputies arrived on the scene in under 10 minutes for 45.9 percent of dispatched calls for service (23,840 out of 51,944). Response time was between 10 and 30 minutes for 24.8 percent of calls, and over 30 minutes for just 2.1 percent of calls (1,089 calls).¹⁴³

From CY 2017 through August 2022 the annual average response time for Highway Patrol was consistently under five minutes. It is possible, however, that delayed responses, even if they are outliers, are particularly salient in deputies' view of their experience on the job.

Deputies note that when one deputy is responding to a CFS they are “out of commission” for other issues or calls that may arise. During the midnight shift in particular, deputies report they must move around the county more resulting in a “constant shift of manpower.” Although the same number of deputies is assigned to each district for all shifts, there are more deputies assigned to contract communities during day and afternoon shifts.

Deputies report spending approximately 40 to 50 percent of their days responding to calls related to mental health and substance use issues.¹⁴⁴

Deputies on the midnight shift, in particular, report experiencing high volume of calls related to mental health, such as potential suicide and disorderly conduct. Lake County operates several programs to divert individuals with mental health or substance use disorder needs from arrest and facilitate connections to treatment. However, none of these programs eliminate the need for response by a law enforcement officer the way an alternative response program might.

Moreover, when a person suffering from a mental health or related issue is cleared by emergency medical services (EMS), if they are still in need of care, Sheriff's Office deputies – not EMS – transport them a hospital or mental health facility. This process can consume several additional hours for deputies who must determine an appropriate facility that will accept them and transport them to the facility.

Lake County's count of sworn law enforcement officers (filled positions) per 1,000 residents in unincorporated areas (1.8 in 2021)¹⁴⁵ is slightly lower than the median among benchmark counties of 2.2 sworn law enforcement FTEs per unincorporated resident.¹⁴⁶ This analysis divides law enforcement officers by the number of residents in unincorporated areas; it does not account for the population of contract communities, but does include officers who may be assigned to those areas, which could cause rankings to shift. Excluding Dane County, which is an outlier compared to other benchmark counties for which data was available, LCSO is the middle among benchmark counties. The median number of sworn deputies in benchmark

¹⁴³ Analysis excludes calls identified as “MOB,” i.e., self-initiated, and CFS with a response time of zero. LCSO, “2016 – 2022 CAD Call Data,” provided to PFM information request, October 3, 2022.

¹⁴⁴ Analysis to validate this statement would require significant data cleaning and review of manually entered call notes. As required by the SAFE-T Act, LCSO will collect data on all calls related to mental health that can be more easily analyzed beginning in 2023. Communications Director Interview. Interview by PFM. Virtual, 28-29 November 2022.

¹⁴⁵ LCSO count includes all filled deputy, sergeant, and lieutenant positions in the Law Enforcement and Administration divisions. LCSO, “Position inventory for annual budgets FY 2017 – FY 2023” provided in response to PFM information request, October 22, 2022.

¹⁴⁶ “2019 Police Employee Data,” FBI Uniform Crime Reporting, accessed January 18, 2023, <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/topic-pages/police-employee-data>.

counties was between 2.0 and 2.2 in each year and increased in 2020 and 2021. Nationally, in 2019, there were 2.4 sworn law enforcement employees per 1,000 inhabitants.¹⁴⁷

Sworn Law Enforcement Employees per 1,000 Residents

County	2017	2018	2019	2020	2021
Lake County, IL	2.0	1.9	2.1	2.0	1.8
Dane County, WI	5.9	6.1	6.1	6.3	5.8
DuPage County, IL	2.0	1.9	4.2	unk	unk
Kane County, IL	unk	unk	1.4	1.4	1.5
Macomb County, MI	0.6	0.7	0.7	unk	unk
McHenry County, IL	unk	1.6	1.6	1.7	1.6
Waukesha County, WI	2.0	2.0	2.0	2.5	2.5
Will County, IL	unk	2.2	2.3	unk	2.2
Median (excl. Lake County)	2.0	2.0	2.0	2.1	2.2
Lake County Rank	2 of 5	4 of 7	4 of 8	3 of 5	4 of 6

Contract Patrol

Six villages currently contract with LCSO for primary patrol services. Deputies assigned to contract areas may add capacity for LCSO during emergencies, but they do not patrol the district outside of the assigned village during their shift. As a matter of policy to ensure adherence to the contracts, contract positions are filled before other district patrol shifts if staffing shortages occur.¹⁴⁸ The contract areas are located in District 1 (Beach Park), District 3 (Deer Park, Long Grove, North Barrington, Lake Barrington), and District 4 (Volo).¹⁴⁹

In roundtable discussions, the contract communities shared with PFM that they are satisfied with the service they receive from LCSO and appreciate that it is a far more cost-effective option for them than alternatives such as contracting with a neighboring police department or standing up their own local police. For most of the contract communities, which are small, affluent, communities, the biggest priority is deputy visibility. Residents feel the community is safer and are more confident in their investment in LCSO's services, when they see the deputies out patrolling.

Although they are generally satisfied with LCSO's services, contract communities across the board want more regular and meaningful reporting and communication from LCSO. Specifically, contract communities want more detailed and frequent reporting about deputies' activities and safety metrics in their communities. Village administrators and trustees in communities who have a consistently assigned deputy, or who have regular communication with LCSO command staff, reported higher levels of satisfaction with the communication from LCSO. In contrast, one village reported having seven different liaisons assigned over the past seven years. Another community was assigned a liaison who worked the midnight shift, making direct communication a near impossibility for the village administrator.

¹⁴⁷ "2019 Police Employee Data," FBI Uniform Crime Reporting, accessed January 18, 2023, <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/topic-pages/police-employee-data>.

¹⁴⁸ LCSO Leadership Interviews. Interview by PFM. Virtual, 28 November 2022.

¹⁴⁹ In addition to 10 patrol deputies assigned to the regular districts during all shifts, there are 5, 6, and 2 deputies assigned to contract communities during the day, afternoon, and midnight shifts, respectively.

Notably, contract community representatives were acutely aware of LCSO's staffing, overtime, and morale challenges. This type of transparency is not inherently problematic, but the deputies' sharing of this information with their contract communities underscores the extent of LCSO's internal concerns about staffing.

Unlike the other contract communities, Beach Park has a lower median household income and a higher proportion of residents who are persons of color. The village administrator raised concerns that patrol resources were insufficient to address the community's mental health and safety needs. He hoped to see the County use data to determine the resource needs for each patrol area.

In recent years LCSO and the County Finance Department collaborated to review and update the rates charged to contract communities. Lake County aims to set rates that are revenue neutral and fair to the participating communities. As Lake County renews contracts with each community, the County is updating rates to include more detailed calculations than were previously done. The contract rates include:

- Salary and benefits
- Gasoline, vehicle maintenance, vehicle capital expenses
- Uniforms
- Training
- County indirect costs, calculated to be 18.2 percent

The contract costs do not include a shift relief factor, a calculation to account for the difference in the maximum number of hours an employee may work and the number of hours they actually work. For example, when deputies take sick leave their shift must be filled by another deputy. Shift relief factors are used in law enforcement to determine the total number of FTEs an agency will need to cover required shifts after accounting for hours that will not be worked.

Among the benchmark jurisdictions, PFM identified three that provide contract services. DuPage and Waukesha sheriff's offices provide contracted services in 9 and 8 communities, respectively. In Macomb, the sheriff's office provides 24/7 contracted services in six communities and emergency response in four additional townships that do not have police departments. Contract services could not be verified in the remaining four benchmark jurisdictions.

Criminal Investigations

CID investigates cases initiated by LCSO deputies and PREA allegations made by jail inmates.¹⁵⁰ CID also provides investigative services to other partners and task forces in the county. CID is located on the second floor of the Sheriff's Administration building in Waukegan.

CID consists of specially trained deputies (detectives), evidence technicians, a crime analyst, administrative assistant, and command staff.¹⁵¹ To become a detective, deputies must have at least three years of experience and apply for an open position. With the exception of specialized training required to investigate juvenile cases, all CID detectives are cross trained and are able

¹⁵⁰ OPS investigates all complaints against LCSO employees in the jail other than PREA allegations. PREA refers to the Prison Rape Elimination Act of 2009 and associated state and federal regulations to protect inmates at risk of sexual assault.

¹⁵¹ In addition to civilian evidence technicians, LCSO trains some deputies to manage evidence at crime scenes.

to take any case. However, some staff have specialized training that better prepares them for cases related to arson, cybercrimes, financial crimes, liquor control board violations, and sex offenses.

CID detectives work in two 8.5-hour shifts, Monday through Friday; at all other times there are two on-call detectives. Staff work their assigned cases in the time they have. Overtime is generally only used if a detective is at a crime scene or conducting an interview that extends past the regular end of their shift. Command staff, including the deputy chief, also conduct case investigations.

The number of staff assigned to CID has decreased in recent years, leading command staff to be more selective about which cases they assign for investigation.¹⁵² For example, CID reports the unit assigns fewer financial crimes for investigation. Likewise, burglary cases often receive a courtesy call to the victim but may not be officially opened as a case – particularly if there is little or no evidence for the investigation at the outset.¹⁵³ This type of case selection is common among law enforcement agencies; cases are typically investigated if they have a higher probability of resolution.

When deciding whether, and to whom, a case should be assigned, command staff consider the solvability of the investigation, available staff resources, and different skill levels of individual detectives. Command staff believe that burnout among experienced staff is increasing as a result of assigning more difficult cases to a smaller number of people due to staffing shortages.¹⁵⁴

CID staff report it can take up to two weeks for field-based reports (FBR) – a key tool for investigations – to become available in the RMS. Until that time detectives rely on notes in CAD.

The delays could be caused by Highway Patrol deputies completing reports late, the command review process, or backlogs in records. LCSO policy requires that reports must be filed within 24 hours, however staff observe the standard is not consistently met.

FBRs are first reviewed by Highway Patrol command staff before they are finalized, which may involve sending the report back for edits. A copy of the FBR is emailed to CID command staff when the original draft version is submitted by the Highway Patrol deputy to Highway Patrol command staff for review. However, the report is not considered final until approved by Highway Patrol command staff and the Records Division enters it into the RMS. Once the Records Division enters FBRs into the RMS, then CID detectives can view the report. Based on PFM's interviews with detectives, they do not commonly receive the draft FBR when it is emailed to command staff.

CID's activities are tracked in triplicate. CID detectives track cases in individual paper logbooks, a spreadsheet maintained by the division's administrative assistant, as well as logging all

¹⁵² Staff report CID previously had 25 detectives but now have only 10 detectives, seven investigators and about 22 vacancies. Personnel data shows somewhat different numbers. CID has had 45 budgeted positions since FY 2018, and the number of vacancies doubled in that time from seven in FY 2018 to 15 in FY 2023. Timing, or differences in how positions are categorized in the HR system versus their operational roles may account for these differences. For example, a detailed position inventory provided to PFM on December 13, 2022, showed the Office's two school resource officers as deputies in CID. These deputies may be trained as detectives but would not be available to hold a full CID caseload.

¹⁵³ Sheriff's Office Supervisor Roundtable. Interview by PFM. Waukegan, IL, 26 October 2022.

¹⁵⁴ Sheriff's Office Supervisor Roundtable. Interview by PFM. Waukegan, IL, 26 October 2022.

information in the RMS. Semi-annually the administrative assistant audits the different case logs, corrects discrepancies, and generates statistical reports showing CID's input, output, and caseload.

CID detectives spend time performing administrative and transport functions that take away from their capacity to investigate cases. This includes managing registrations and updates for the sex offender registry (a statutory role for the Sheriff's Office) and the firearm owner identification (FOID) registry. Each day one detective is assigned to "desk duty" to complete these tasks and answer the division phone. CID detectives are also periodically dispatched to drive individuals participating in A Way Out, the program connecting people with substance use disorder to treatment.¹⁵⁵

LCSO partners with other law enforcement agencies in the county to staff the Special Investigations Group, also referred to as the Gang Task Force or County Gang Unit. CID also participates in the Major Crimes Task Force, which investigates cases such as homicide when local law enforcement does not have the capacity or specialization to do so. LCSO reports it relies increasingly on the Major Crimes Task Force for support investigating homicides due to the high number of vacancies in CID.¹⁵⁶

The Northern Illinois Regional Crime Lab's evidence processing times can create bottlenecks for investigations. CID staff report waiting one to two months, or longer, for high priority evidence.

Because of CID's proximity and ease of access to the jail, detectives often assist other law enforcement agencies with accessing inmates in the jail for investigations. CID detectives conduct inmate interviews or collect swabs for testing daily – either for their own cases or to support other agencies.

CID also provides primary investigative services for Illinois Department of Children and Family Services (DCFS) cases brought in Lake County and an LCSO detective serves as the forensic interviewer for the Lake County Children's Advocacy Center.

Beginning in 2019, LCSO established a proactive procedure to recover firearms, firearm owner identification cards, and concealed carry licenses (FOID/CCL) from individuals whose right to possess firearms has been denied or revoked. Under the Firearm Owners Identification Card Act the Illinois State Police notify the sheriff or local law enforcement agency in the jurisdiction in which an individual resides when a denial or revocation is made. The individual is responsible for surrendering their firearm and FOID/CCL to the state police or local law enforcement.¹⁵⁷

In the interest of preventing gun violence by keeping firearms out of the hands of individuals not authorized to possess them, LCSO, upon receipt of notification from the state police, assigns a detective to contact the individual and recover the firearm.¹⁵⁸ Once contacted, LCSO facilitates collection of firearms owned by the individual, even, according to CID detectives, if the firearms

¹⁵⁵ A Way Out is a program in which law enforcement officers may divert individuals to substance use disorder treatment. See further discussion the Programs section below.

¹⁵⁶ Criminal Investigations Staff Roundtable. Interview by PFM. Waukegan, IL, 26 October 2022.

¹⁵⁷ 430 ILCS 65/9.5.

¹⁵⁸ "New Sheriff's Office Procedure for Response to FOID/CCL Revocations," Lake County, IL News Flash, published March 4, 2019, <https://www.lakecountyil.gov/CivicAlerts.aspx?AID=1644&ARC=2834>.

are located outside of Lake County. Staff shared one example, in which they drove to Peoria to collect the firearms – about three hours from Waukegan.¹⁵⁹

Coordination with the State’s Attorney’s Office

The State’s Attorney’s Office (SAO) is a key partner for the Law Enforcement Division, but communication and collaboration between the two entities has not been as strong lately, according to people interviewed in both offices.

Communication between the SAO and CID is particularly lacking. Staff report that some pending cases have been overlooked due to recent turnover in the SAO. CID staff stated they do not know what cases the SAO is actively reviewing at any given moment and would benefit from having a regular list of pending cases being reviewed emailed to CID to keep the two offices on the same page.

Highway Patrol deputies and CID detectives must contact the SAO to screen felony cases before making an arrest. The SAO assesses probable cause and gives a charge recommendation. Highway Patrol deputies in the field report that they sometimes wait between two and four hours with the detainee in their vehicle before they receive a response from the State’s Attorney’s Office. Deputies wait at the scene to avoid bringing the detainee to jail only to have to release them immediately upon arrival.¹⁶⁰

CID detectives submit cases to the SAO to approve or deny charges after an investigation is completed. LCSO reports it can take between 6 and 10 months for the SAO to make a charging decision and some sex offense cases have been backlogged for more than a year.

Civil Process and Warrants

The Civil Process and Warrants Unit reports to the deputy chief of Criminal Investigations. It is currently staffed by one sergeant, six deputies, and four civilian administrative staff. Similar to CID, deputies may apply for an open position with Civil Process, although staff reported they may be pulled back to Highway Patrol as staffing demands necessitate.

The Unit is responsible for executing criminal warrants, apprehending and transporting fugitives, and transporting individuals summoned to the Circuit Court by a writ of habeas corpus.

On the civil side, deputies serve civil papers including summonses, subpoenas, court notices, enforcement of civil warrants, recovery of personal property, levies on goods and real estate, mental health writs, and enforcement of evictions.

From CY 2017 to 2021, the majority (between one half and two thirds) of civil processes completed by LCSO were summons, subpoenas, body attachments, or citations. The number of civil processes in total decreased by 6.9 percent annually. Subpoenas and wage garnishment were the only categories to increase. The number of subpoenas increased dramatically from 722 in 2017 to 2,167 in 2018, then gradually decreased in the following years. Wage garnishment was lower than the other top categories from 2017 to 2020 (61 to 5), then spiked in 2021 to 340.

¹⁵⁹ Criminal Investigations Staff Roundtable. Interview by PFM. Waukegan, IL, 26 October 2022.

¹⁶⁰ Highway Patrol Deputy Roundtables. Interview by PFM. Libertyville, IL, 24 October 2022.

Civil Process Activities, CY 2017 - 2021

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CAGR 2017-2021
Summons	6,432	5,079	4,610	3,426	3,405	-14.7%
Subpoena	722	2,167	1,872	1,127	1,006	8.6%
Body Attachment	364	295	263	96	112	-25.5%
Citation	105	76	64	18	23	-31.6%
Wage garnishment	61	35	12	5	340	53.7%
Other	4,226	4,149	4,101	4,073	4,074	-0.9%
Total	11,910	11,801	10,922	8,745	8,960	-6.9%
Percent in named categories	64.5%	64.8%	62.5%	53.4%	54.5%	n/a

Source: LCSO, Civil Totals, 2017 – 2021.

Communications (Call-Taking and Dispatch)

LCSO Communications operates out of the Communications Dispatch Center in Libertyville. Telecommunicators and supervisors take 911 and non-emergency calls for service, dispatch those calls, and monitor and provide radio assistance as incidents unfold. LCSO telecommunicators dispatch calls to the Coroner's Office, Animal Control, and Lake County Forest Preserve Police in addition to LCSO deputies. The Sheriff's Office does not currently take calls for fire or emergency medical services, which are dispatched by individual townships.

Telecommunicators work the same shifts as Highway Patrol to facilitate their interrelated duties. At the start of FY 2023, there were 21 telecommunicators, three supervisors, and three assistant supervisors; there are typically four or five staff on duty for each shift.

According to the 2020 annual report, each shift was staffed with a supervisor, assistant supervisor and eight or more telecommunicators.¹⁶¹ The number of filled positions has not decreased since that time, however staff report often working with only four or five staff on a shift.¹⁶² Although call volume has decreased, staff feel current staffing levels are insufficient to keep up with incoming calls.¹⁶³

Calls are sometimes redirected to another agency's communications center if LCSO does not answer the call promptly (about seven rings). When another agency picks up a call for LCSO, they take the information then call LCSO back to convey it so LCSO can dispatch their deputies. Ultimately, this means that calls rolling over to another agency create more work for both agencies and do not decrease the number of calls LCSO takes.

When the Center is short-staffed, telecommunicators report they may only be able to answer 911 calls, leaving the non-emergency line temporarily unanswered.

¹⁶¹ Eight filled positions would not equate to eight staff working at any given time due to the 24/7 nature of their responsibilities which requires coverage on weekends, holidays, and when one or more members of the team are out on leave.

¹⁶² Communications Staff Roundtable. Interview by PFM. Libertyville, IL, 24 October 2022.

¹⁶³ As shown in the Personnel Trends analysis below, Communications had one vacancy out of 28 budgeted positions in FY 2018, 2019, and 2022, and two vacancies out of 28 budgeted positions in FY 2020 and 2021. Leave time usage, discussed earlier in this report, was higher for Communications in FY 2021, an average of 34.8 days per year for vacation and other leave not including sick leave, compared to other units in LCSO: the office-wide average was 28.5 days.

There are nine consoles in the Center, two of which are available as backup for other counties as needed. A minimum of four staff are needed to operate on each shift, although staff feel five or six telecommunicators per shift would be more appropriate.¹⁶⁴ When there are four staff present on a shift, duties are divided so that one person keeps track of deputies in the field, one person takes calls, one dispatches, and one serves as backup to take calls.

Staff report that call volumes tend to be highest during the afternoon shift, but the most serious calls typically occur during the midnight shift. Call volumes also increase during summer months. From CY 2017 to 2021, the average call volume was slightly higher, nearly 16,000, between May and August, compared to about 15,000 per month in other months excluding March. March stood out from the apparent seasonal pattern with the highest number of calls for service of all months. LCSO uses school resource officers to add an additional deputy during the summer; a similar relief valve is not available for telecommunicators.

Telecommunicators noted there are differences in how each shift operates, which can cause problems and frustration. For example, staff perceive inconsistencies among shifts in how management decisions are made such as use of mandatory overtime.

Approaches to call taking differs as well. The Center does not follow a strict protocol for how to handle calls, preferring to allow staff flexibility to handle calls “productively.”¹⁶⁵ However, some staff would prefer more structured guidelines.

Telecommunicators do receive four to six months of training and LCSO has an emergency communications policy that includes procedures staff should follow for call-taking, radio, and dispatch.¹⁶⁶ Specifically, the policy provides guidance on the prioritization for answering calls, specific language to be used when first answering the call, and specific information to ask about the incident.

As noted above, LCSO is in the process of updating its CAD and RMS systems. The new CAD system will allow telecommunicators to retrieve more accurate caller location data and integrate more smoothly with the RMS. The new system will be a significant improvement over the existing system, which reportedly must run on an obsolete server equipped with Windows 2000. Staff will still need to navigate multiple systems, but an integrated single-sign-on is planned to improve efficiency.

Telecommunicators rely on verbal communication over the radio to track where patrol vehicles are physically located to determine which deputy should be dispatched to an incident and provide ongoing support. Patrol vehicles are currently equipped with GPS technology; however, it is optional for deputies to enable and only about one third choose to do so. The new CAD/RMS system will also have location tracking for patrol vehicles and may more seamlessly automate its use.

Lake County is currently engaged in a regional 911 consolidation effort including eight public safety answering points (PSAPs).¹⁶⁷ Although, LCSO’s Communications director is a member of the County’s PSAP Consolidation Committee, many staff shared with PFM they are anxious and

¹⁶⁴ Communications Staff Roundtable. Interview by PFM. Libertyville, IL, 24 October 2022.

¹⁶⁵ LCSO Leadership Follow-Up Interview. Interview by PFM. Virtual, 6 January 2023.

¹⁶⁶ LCSO, “9-1-1 Emergency Communications, Policy Number 2.3.05” provided in response to PFM information request, September 27, 2022.

¹⁶⁷ See full list in Appendix I.

uncertain about the planned consolidation and its potential impact on their future operations and employment. Some staff report feeling cut off from the consolidation planning process, leaving a vacuum for rumors and speculation to flourish.

Among other things, the consolidation is expected to address an existing issue of correctly routing fire calls. Communications shared with PFM that calls related to fire, which should be routed to local townships’ call centers, are sometimes misrouted to LCSO’s call center. Per policy, these calls are then transferred by LCSO telecommunicators.¹⁶⁸

Shared 911 services are common among the benchmark counties. Two of the seven benchmark counties house 911 services in the sheriff’s office: Macomb and McHenry. Four counties – Dane, Kane, Waukesha, and Will– provide 911 services through a separate county department for emergency communications or emergency preparedness. DuPage County contracts with a private company, Addison Consolidated Dispatch Center, for 911 services. Although LCSO provides dispatch for other entities, it is not responsible for 911 services for other law enforcement agencies.

Entity Providing 911 Communication Services in Benchmark Counties

County	Shared Services (Number of entities served)	Department, Office, or Company Name
Lake County, IL*	No	Lake County Sheriff’s Office
Dane County, WI	Yes (60+ agencies)	Dane County Emergency Communications/Dane County 911 (County Department)
DuPage County, IL	Yes (17 agencies)	Addison Consolidated Dispatch Center (Private)
Kane County, IL	Yes (18 agencies)	Kane County Emergency Communications/KaneComm (County Department)
Macomb County, MI	Yes (10+)	Macomb County Sheriff’s Office
McHenry County, IL	Yes (15 agencies)	McHenry County Sheriff’s Office
Waukesha County, WI	Yes (37+ agencies)	Waukesha County Department of Emergency Preparedness (County Department)
Will County, IL	Yes (54 agencies)	Will County 9-1-1 Emergency Telephone System Administrative Office (County Department)

*Note: Although LCSO provides dispatch for other entities, including the Forest Preserve and Coroner’s Office, it is not responsible for 911 services for other law enforcement agencies.

Court Security

The Sheriff’s Office provides security in all courtrooms for the 19th Judicial Circuit Court at six locations.

- Criminal Court Tower (Waukegan)
- Civil Court Building (Waukegan)
- Mundelein Branch Court
- Round Lake Branch Court
- Park City Branch Court
- Robert Depke Juvenile Complex Center (two juvenile courtrooms)

¹⁶⁸ LCSO, “9-1-1 Emergency Communications, Policy Number 2.3.05” provided in response to PFM information request, September 27, 2022. Page 8.

Under State law, a Sheriff's Office deputy, corrections officer, or court security officer must be present in all courtrooms to provide security. Although statute would permit use of corrections officers for court security, rules set in the County's collective bargaining agreement with the Fraternal Order of Police, representing deputies, prohibits use of corrections officers for functions performed by deputies, which includes court security.¹⁶⁹

Lake County has budgeted 32 full-time Court Security positions, of which 23 are full-time court security officers. These positions are supplemented by 22 part-time court officers.¹⁷⁰ The number of open courtrooms can fluctuate by day and time. Judges have the authority to open courtrooms even if they are not scheduled. LCSO makes every effort to meet staffing demands, but representatives from the 19th Judicial Circuit Court shared with PFM that sometimes courtrooms cannot be opened due to lack of court security. There is also a Court Emergency Response Team, which consists of four certified deputies.¹⁷¹

Prior to COVID-19, staffing shortages were addressed by using overtime for existing court security officers. In recent years, when staffing needs cannot be met, LCSO fills shifts with "hire backs" in which Grade 1 deputies, and not court security officers, work court security at overtime pay rates. Deputies on overtime cost the county 2.6 times more per hour than court security officers, based on the average hourly pay rate for filled position in FY 2023.

Court Security Pay Rates, FY 2023

Position Title	Starting Hourly Pay Rate	Average Hourly Pay Rate*	Average Annual Salary*
Part-Time Court Officer	\$23.44	\$24.71	\$25,695
Court Security Officer	\$23.44	\$26.21	\$54,517
Corrections Officer	\$30.79	\$37.36	\$80,139
Dep Sher Grade I	\$36.96	\$45.72	\$99,483
<i>Court Security Officer - Overtime Pay Rate**</i>	<i>\$35.16</i>	<i>\$39.32</i>	<i>\$81,776</i>
<i>Dep Sher Grade I - Overtime Pay Rate**</i>	<i>\$55.44</i>	<i>\$68.58</i>	<i>\$149,225</i>

Sources: LCSO, Position Inventory for Annual Budget, FY 2023; Current Starting Hourly Rates, LCSO email, February 17, 2022.

*Note: Average annual salary for filled positions in FY 2023 position inventory for annual budget. Part-time court security officers are budgeted for 20 hours per week, all other positions are between 40 and 41.8 hours per week.

**Note: Overtime pay rate is calculated as 1.5 x the regular pay rate or salary.

LCSO's Court Security Unit carries out several functions in addition to its state mandated court security role. Court Security responds to calls for service in the court buildings and other County buildings in the immediate vicinity, provides security at County Board meetings upon request, and escorts high risk witnesses and evidence to or from the court. Court Security may also escort defense counsel and prosecutors in high profile cases.

LCSO contracts with Monterrey Security Consultants, Inc. to provide security screening services at the entrance of the court tower in Waukegan, as well as Probation, Juvenile Detention, and

¹⁶⁹ LCSO, "Illinois Fraternal Order of Police and LCSO Sworn Deputy Unit Collective Bargaining Agreement, 2020-2023" provided in response to PFM information request, November 7, 2022.

¹⁷⁰ Court Security Officers are sworn officers. However, they are not certified by the Merit Commission as Grade 1 Deputies. The distinction between sworn court security officers and appointed deputies certified by the Merit Commission is laid out in statute. 55 ILCS 5/3-6012.1.

¹⁷¹ LCSO, "Annual report 2020" provided in response to PFM information request, September 23, 2022.

Branch Court buildings. The deputy chief of Court Security is also LCSO’s public information officer.

Marine Unit

LCSO’s Marine Unit is responsible for enforcing state and local laws related to safe boating. The Marine Unit responds to calls for service, including crashes and search and rescue operations, and investigate criminal complaints on the county’s waterways. LCSO reports the size of the unit decreased significantly in recent years.¹⁷² Currently, a sergeant is assigned to supervise the unit. During the boating season LCSO staffs the unit with certified law enforcement officers from other police departments, hired for part-time positions as marine unit deputies. During the off season, and as needed during the boating season, LCSO supplements the unit with deputies.

The Marine Unit’s patrol area consists of the Fox River Chain of Lakes and inland waterways, about 6,000 acres in total. The Marine Unit station is located in Fox Lake, IL. LCSO receives reports for incidents on the lakeshore within the County as well and assists the Coast Guard as needed.

Community Services

Community Services consists of a lieutenant and a deputy.¹⁷³ The Community Services deputy’s role is to prevent crime through proactive engagement with community organizations. Community Services deputies run lockdown and active shooter drills and trainings, participate in safety planning meetings, make presentations, and attend other community events. The most frequent activities were trainings and drills using the ALICE school safety curriculum, about 20 percent of all activities reported. On average, LCSO conducts 1.4 community engagement or school safety activities per week.

Community Services and School Activities, CY 2017 – October 7, 2022*

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Oct 7, 2022	CAGR 2017-2021
Drills, Exercises, and Trainings	28	25	19	5	8	11	-26.9%
Meetings Attended	11	40	11	16	6	9	-14.1%
Presentations	19	18	6	11	7	16	-22.1%
Other Community Events	1	56	29	23	18	38	106.0%
Number of Activities*	59	139	65	55	39	74	-9.8%
Average Activities per Week	1.1	2.7	1.3	1.1	0.8	1.8	-9.8%

Source: LCSO, School Safety Team Activity Log, 2019-2020; Community Engagement Log, 2019 - October 7, 2022.

*Note: Each activity is counted individually even if multiple similar activities occurred on the same day.

¹⁷² LCSO stated there were as many as 50 deputies assigned to the Marine Unit eight years ago. Draft Review Interview. Interview by PFM. Virtual, 17 February 2023. Data analyzed for this report shows the Marine Unit was assigned 21 full-time positions in FY 2017, then transitioned to one full-time position (a supervisor) and 20 part-time positions beginning in FY 2018. The number of part-time positions continued to decrease through FY 2023. LCSO, “Position Inventory for Annual Budget, FY 2017 – FY 2023,” provided in response to PFM information request, October 22, 2022.

¹⁷³ In FY 2023 LCSO moved its school resource officers (two deputy positions) to community services. Jim Chamernik (LCSO), email to PFM, February 16, 2023.

Community Services also offers a free six-week Community Police Academy for adult members of the public. Community members cannot have a felony conviction and must have “good moral character” to participate.¹⁷⁴

Programs

LCSO operates or participates in three programs to address mental health and substance use needs in the community via diversion, referrals to treatment, and harm reduction (overdose reversal). LCSO also can bring individuals needing mental health or behavioral health services to the Living Room Wellness Center in Waukegan as an alternative to jail or an emergency room.¹⁷⁵

While community-based organizations laude the Sheriff’s Office for its participation in these programs, many also indicated that they would like an increase in community policing and diversion. Stakeholders also expressed support for reinvestment of the savings from existing diversion efforts into community services.¹⁷⁶

A Way Out

The Lake County Health Department coordinates A Way Out, a program designed to connect people to treatment prior to a possible arrest.¹⁷⁷ Individuals can request assistance through the program from an officer directly; by calling 911, in which case dispatch will flag the call as high priority and dispatch an officer; or by simply presenting themselves at any of LCSO’s three public locations (Waukegan Office, Libertyville Substation, Marine Unit).

There are currently 14 participating law enforcement agencies in addition to the Sheriff’s Office. LCSO will take A Way Out cases in any instance that the individual is not in a participating jurisdiction, or if the participating jurisdiction is unable to assist. When individuals present for service at the Sheriff’s Office in Waukegan, a deputy from CID, Court Security, or a unit that supports the Office’s accreditation efforts, Strategic Services, is assigned to the case.

Because LCSO is the default, or “last resort”, law enforcement agency responsible for responding to A Way Out calls and transporting participants to treatment, many within LCSO view the program as a significant source of extra work for deputies who are already stretched thin. Although the volume of cases is low, deputies feel A Way Out takes a significant amount of time. Individual cases can take half a shift or more for the assigned deputy, including time spent driving to a treatment facility with an available bed (which may not be in Lake County) and waiting with the individual until they can be admitted.¹⁷⁸

¹⁷⁴ LCSO, “Community Police Academy Flyer” provided in response to PFM information request, September 27, 2022.

¹⁷⁵ The Living Room Wellness Center is operated by Independence Center, a community-based provider and member of the Lake County Criminal Justice Community Council. The Wellness Center also serves victims of domestic violence. Community Stakeholders Roundtable. Interview by PFM. Virtual, 9 January 2023.

¹⁷⁶ Community Stakeholders Roundtable. Interview by PFM. Virtual, 9 January 2023.

¹⁷⁷ The primary mission of the program is to “reduce fatal and non-fatal overdoses in Lake County by connecting individuals with substance use disorders ready for rehabilitation to addiction treatment services.” Participants are not required to pay for the program and are not turned away from treatment due to inability to pay. “A Way Out” Lake County, Lake County Sheriff’s Office, accessed November 7, 2022, <https://www.lakecountyil.gov/3784/A-Way-Out-Lake-County>.

¹⁷⁸ Highway Patrol Deputy Roundtables. Interview by PFM. Libertyville, IL, 24 October 2022.

From January to October 2022, the Health Department reports LCSO handled 28 cases for A Way Out, 54.9 percent of the program's 51 cases.¹⁷⁹ LCSO indicated the number of calls for service related to A Way Out may be higher because they believe the Health Department's numbers exclude calls for service in which the individual requested A Way Out but was either ineligible or declined to participate during the encounter.¹⁸⁰

Once a request has been made, the responding law enforcement officer contacts the Health Department to conduct an assessment to determine if the individual requires inpatient or outpatient care. The officer is also responsible for completing intake forms, including program waivers and a release of information. If the individual is recommended for inpatient care the officer transports them to the treatment program. If outpatient care is recommended the Health Department schedules an appointment and the officer arranges transportation.

The biggest challenge for the program, from the Health Department's perspective, is a lack of capacity for treatment beds.¹⁸¹

Crisis Outreach and Support Team

The Crisis Outreach and Support Team (COaST) is a co-response program in which a specially trained deputy and clinician contact and/or meet with individuals after a law enforcement interaction. LCSO policy states the COaST program "cannot be used as a diversion from jail during arrest."¹⁸² Individuals who have an outstanding warrant or who are being arrested for a crime are ineligible for the program.

COaST deputies receive additional training on how to interact with individuals who may need mental health care, become familiar with available resources, learn to use the CAD system for this purpose, and learn from the clinician.

LCSO began the program in partnership with the Lake County Health Department in October 2018 with support from the County's Safety and Justice Challenge grant from the MacArthur Foundation, although the Health Department is no longer a partner.¹⁸³

There are currently two deputies and two clinicians assigned to the program: LCSO would like to see that number double. There are currently six participating jurisdictions in Lake County in addition to the Sheriff's Office.

Referrals to LCSO's program can be made by any law enforcement officer from a participating jurisdiction who has an interaction with an individual involving mental health. LCSO reports differences in department policies among participating jurisdictions regarding how to respond to individuals in a mental health crisis can cause some confusion and challenges for assigned deputies.

In CY 2022, through September 19, 63.1 percent of referrals (657 of 1,042) were initiated by LCSO deputies; 36.9 percent (385) came from the six participating police departments. See Appendix I.

¹⁷⁹ Sam Johnson (Lake County Health Department), email to PFM, November 21, 2022.

¹⁸⁰ LCSO Leadership Follow-Up Interview. Interview by PFM. Virtual, 6 January 2023.

¹⁸¹ Health Department Interview. Interview by PFM. Virtual, 18 November 2022.

¹⁸² LCSO, "A Way Out Program, Policy 2.1.09" provided in response to PFM request, September 27, 2022. Page 4.

¹⁸³ LCSO, "Annual report 2020" provided in response to PFM information request, September 23, 2022. Page 38. Health Department Interview. Interview by PFM. Virtual, 18 November 2022.

All LCSO deputies receive 40 hours of CIT training and are trained to complete the COaST referral forms.¹⁸⁴ Law enforcement officers submit referrals to COaST electronically at the time of the interaction. The referral includes information about the incident, the individual, their mental health history, providers, and medications. If the individual was transported from the incident to a hospital, psychiatric facility, or other location, or if they were involuntarily committed, this is also noted in the form. The officer also indicates if they could have arrested the individual in the form.¹⁸⁵ This information may be used for future analysis of the rate of diversion from arrest or incarceration.

Within three days of receiving a referral, a COaST team consisting of one deputy and one clinician arranges a meeting with the individual. If the individual cannot be contacted, the team conducts a “cold call” visit to their residence. During the follow-up visit the team performs a well-being check and makes referrals to appropriate services. Service referrals made by the team are done with a “warm handoff” to the provider, which is a best practice to facilitate follow-through.¹⁸⁶

In the first four years of operation, deputies made 3,596 referrals to the COaST team. Of those instances, 2,161 individuals were transported to the emergency room, and 59 were detained. The COaST teams made telephone or in-person contact with 2,625 of those referred, or 73.0 percent. The COaST teams made 209 referrals to service providers including the Lake County Health Department, Northern Illinois Recovery Organization (NIRCO), and the Living Room Wellness Center.

Crisis Outreach and Support Team, September 2018 – September 2022

	Sep - Dec 2018	CY 2019	CY 2020	CY 2021	Jan - Sep 18, 2022	Total Since Program Start
Mental health forms completed	211	707	648	927	1,103	3,596
Transported to ER	154	502	444	523	538	2,161
Contacted for follow-up via phone or in-person	175	582	515	546	807	2,625
Referred to community partner	9	37	55	37	71	209
Average forms per month	52.8	58.9	54.0	77.3	129.0	74.1
Average referrals per month	2.3	3.1	4.6	3.1	8.3	4.3

Source: LCSO, COAST Statistics, September 2018 - September 19, 2022 (8:21 am).

Opioid Initiative

The Sheriff’s Office, in partnership the Health Department, trains and equips all patrol deputies with Naloxone to reverse opioid-related drug overdoses. LCSO reports Naloxone was administered by LCSO deputies 67 times between 2017 and 2020.¹⁸⁷

¹⁸⁴ PFM COaST Interview, October 26, 2022. Health Department Interview. Interview by PFM. Virtual, 18 November 2022. The Health Department is no longer an active participant in the program.

¹⁸⁵ LCSO, “Mental Health Form Data Columns” provided in response to PFM request, September 27, 2022.

¹⁸⁶ A warm hand-off refers to a process in which the referring entity (often criminal justice staff preparing an inmate for release) interact with the service provider and the client to ensure the client is successfully engaged with the new provider and that an appointment is scheduled.

¹⁸⁷ LCSO, “Annual report 2020” provided in response to PFM information request Page 91.

Teen Court

LCSO's Community Services Unit partners with a community-based organization, the Northern Illinois Council on Alcohol and Substance Abuse (Nicasa), to divert juveniles, age 10 to 17 (or 18 and in high school), who have been arrested for eligible misdemeanor offenses. Eligible offenses include drug and alcohol related offenses, curfew and truancy violations, disorderly conduct, assault, battery, harassment, theft, runaway, and possession or use of a weapon.¹⁸⁸ LCSO deputies, and other participating law enforcement departments, can refer eligible young people to the program.¹⁸⁹

Internal Management and Communication

The Law Enforcement Division currently faces significant challenges due to political rifts and silos between units. Command staff observe that personnel conflicts are not always handled professionally, creating an unhealthy environment from the top of the organization. This atmosphere, coupled with recent high turnover in top leadership positions, makes it easy for distrust and concern about the future to permeate line staff. Staff and leaders expect more command staff to resign, retire, or be reassigned in the near future.

The ongoing 911 consolidation process and upcoming implementation of the SAFE-T Act are sources of significant anxiety for staff. Communications staff feel they are uninformed about the ongoing 911 consolidation process and worry their jobs are in jeopardy. Delays in hiring to fill vacancies are seen as a signal their unit will not be a priority in the future. Deputies want greater clarity about the implications of the SAFE-T Act for their duties and liabilities.

Staff and supervisors in multiple units reported poor communication between units and shifts and with other divisions of the Sheriff's Office, often with different perspectives on the cause and potential remedies. Patrol command staff feel the department is physically disjointed.

Roll call meetings at the start of each shift are a valuable opportunity for information sharing. CID has its own weekly roll calls and reports excellent communication and information-sharing internally within the unit, and patrol roll call is held in the Libertyville Substation at the start of each shift.

Prior to COVID-19, staff from CID attended patrol roll call on an as-needed basis and Communications, which is adjacent to the Highway Patrol Substation in Libertyville, attended regularly. Dispatchers valued the opportunity to help deputies reconcile discrepancies and add details the deputy may not remember or have been able to record while on the road, and to learn the outcome of calls they supported during the initial response. Detectives say important intelligence is lost as cases are handed over from road deputies to CID without a regular opportunity to communicate.¹⁹⁰

Among smaller law enforcement agencies, particularly where all personnel are located in one building, it is common to hold joint roll call sessions, including detectives and deputies.¹⁹¹ These

¹⁸⁸ LCSO, "Teen Court Police Referral Packet" provided in response to PFM request, September 27, 2022.

¹⁸⁹ Other eligibility requirements include being a first-time offender, no gang affiliations, and payment of a \$50 fee. "Youth Services," NICASA, accessed January 11, 2023, <https://nicasa.org/youth-services/>.

¹⁹⁰ CID also reported challenges arising when patrol deputies commit to future actions on behalf of CID, such as follow up with victims in a specified timeframe.

¹⁹¹ Smaller agencies are more likely to contract for dispatch services from a county or state agency.

sessions offer opportunities for deputies, detectives, and dispatchers to build comradery and to share information about wanted persons, persons of interest, and areas where criminal patterns are occurring.

Outdated and poorly integrated technology inhibit efficient workflow and information-sharing between staff and units. Detectives in CID do not have immediate access to initial FBR and rely on CAD notes until the report is finalized and made available in RMS – a process that can take a few days or up to two weeks. Highway Patrol deputies report that their permissions prevent them from viewing response times and mental health-related incidents in the CAD system.¹⁹²

Law Enforcement command staff report spending a significant portion of their time coordinating overtime to meet minimum staffing needs, which contributes to challenges balancing management responsibilities and other assigned work.

The overtime sign-up process, which is dictated in part by collective bargaining agreements, was largely manual and opaque until LCSO recently adopted a new pay scheduling system. The new system allows officers to view when OT opportunities will occur in advance, giving fairer access to sign up for it. Command staff still do not have a mechanism to control or strategically assign overtime. As noted above, patrol deputies often fill vacancies in Court Security, despite short staffing in Highway Patrol as well.

Personnel Trends

Personnel in Law Enforcement are budgeted in five units: Highway Patrol, Criminal Investigation, Communications, Court Security, and the Marine Unit.¹⁹³

There are 214 full-time and 34 part-time positions budgeted in the Law Enforcement Division for FY 2023. Part-time positions are used in Court Security and the Marine Unit.

Highway Patrol, the largest unit, had 109 budgeted positions at the start of FY 2023; CID had 44; and Communications had 28. The number of positions assigned to each of these three units remained relatively steady between FY 2017 and FY 2023.

The Marine Unit was staffed with 21 full-time positions in FY 2017, but transitioned to part-time positions in FY 2018. Since FY 2018, the number of part-time positions assigned to the Marine Unit has decreased annually from 20 in FY 2018 to 12 in FY 2023.

Court Security uses a mix of full-time and part-time positions. In FY 2023, there were 32 full-time and 22 part-time positions assigned to Court Security. The number of full-time positions decreased by two since FY 2017, while the number of part-time positions decreased more substantially over the period from 40 in FY 2018 to 22 in FY 2023. Lake County plans to add two full-time positions in FY 2023, which are not reflected in the budget data, to accommodate additional staffing needs related to implementation of the SAFE-T Act.¹⁹⁴ The planned positions would be short-term roles contingent on continued need.

¹⁹² Highway Patrol Deputies Roundtable. Interview by PFM. Libertyville, IL, 24 October 2022.

¹⁹³ PFM's personnel trends analysis reflects LCSO's budget request developed in consultation with the County; in most years, the final approved budgeted positions for LCSO, which is not broken out by division or unit in the county budget, differs from the sum of budgeted positions LCSO has assigned to each division.

¹⁹⁴ PFM Leadership Interview. Interview by PFM. Virtual, 29 November 2022.

Law Enforcement Division, Full-Time and Part-Time Positions, FY 2017 – FY 2023

Unit*	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	CAGR 2017-2023
Highway Patrol	107	109	110	111	109	104	109	0.3%
Criminal Investigations	45	44	43	42	44	46	44	-0.4%
Communications	28	28	28	28	28	28	28	0.0%
Court Security	34	34	32	31	30	31	32	-1.0%
Marine Unit	21	1	1	1	1	1	1	-39.8%
Full-Time Positions	235	216	214	213	212	210	214	-1.5%
Highway Patrol	0	0	0	0	0	0	0	n/a
Criminal Investigations	0	0	0	0	0	0	0	n/a
Communications	0	0	0	0	0	0	0	n/a
Court Security	38	40	33	36	38	26	22	-8.7%
Marine Unit	0	20	18	16	15	14	12	n/a
Part-Time Positions	38	60	51	52	53	40	34	-1.8%
Total Positions	273	276	265	265	265	250	248	-1.6%

Source: LCSO, "Position Inventory for annual budgets FY 2017 – FY 2023" provided in response to PFM information request, October 22, 2022.

*Note: Data in this table does not include the Community Services Unit, Civil Process Unit, or school resource officer positions, all of which are budgeted in the Administration Division.

The number of filled positions in the Law Enforcement Division decreased 3.5 percent annually from 259 in FY 2017 to 209 in FY 2023. In FY 2017, 5.1 percent of the Division's positions were vacant; in FY 2023, the vacancy rate has tripled to 15.7 percent of positions. The largest reduction in filled positions was in Court Security, which decreased from 71 filled positions in FY 2017 to 47 in FY 2023. This change occurs even as the Court Security unit's activity increased dramatically over the period, as quantified by responses to calls for service in and around the court complexes.

Highway Patrol and CID have 8 and 7 fewer filled positions, respectively, than they did in FY 2017. This includes an organizational change in which two positions (school resource officers) were transferred from CID to the Administration Division in FY 2023. The Marine Unit's filled headcount reduced by 10 positions.

Law Enforcement Division, Filled and Vacant Positions, FY 2017 – FY 2023

Unit*	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	CAGR 2017-2023
Highway Patrol	105	101	104	103	103	93	97	-1.3%
Criminal Investigations	36	37	37	40	40	35	29	-3.5%
Communications	28	27	28	26	26	27	27	-0.6%
Court Security	71	65	64	63	63	52	47	-6.6%
Marine Unit	19	19	16	14	13	12	9	-11.7%
Filled Positions	259	249	249	246	245	219	209	-3.5%
Highway Patrol	2	8	6	8	6	11	12	34.8%
Criminal Investigations	9	7	6	2	4	11	15	8.9%
Communications	0	1	0	2	2	1	1	n/a
Court Security	1	9	1	4	5	5	7	38.3%
Marine Unit	2	2	3	3	3	3	4	12.2%
Vacant Positions	14	27	16	19	20	31	39	18.6%
Total Positions	273	276	265	265	265	250	248	-1.6%
Vacancy Rate	5.1%	9.8%	6.0%	7.2%	7.5%	12.4%	15.7%	n/a

Source: LCSO, "Position Inventory for annual budgets FY 2017 – FY 2023" provided in response to PFM information request, October 22, 2022.

*Note: Data in this table does not include the Community Services Unit, Civil Process Unit, or school resource officer positions, all of which are budgeted in the Administration Division.

Expenditure Trends

In FY 2021, expenditures totaled \$29.0 million in the Law Enforcement Division. Between FY 2017 and FY 2021, the Division's expenditures decreased slightly by an annual growth rate of -0.02 percent. The FY 2022 adopted budget anticipates an increase in expenditures to \$34.7 million.

Personnel (salaries and benefits) comprises the largest share of Law Enforcement Division's expenditures (93.3 percent). Personnel costs increased modestly from FY 2017 to FY 2020, then decreased 6.1 percent in FY 2021 (compared to the previous year).

Although its vacancy rate increased from FY 2017 to FY 2021, the Law Enforcement Division's overtime expenditures decreased over the same period. Between FY 2017 and FY 2021, the Division's overtime costs decreased annually by 3.4 percent, from \$2.2 million in FY 2017 to \$1.9 million in FY 2021. Overtime costs accounted for 6.7 percent of the Division's expenditures in FY 2021.

Law Enforcement Division Expenditures by Account, FY 2017 – FY 2022 (Budgeted)

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Adopted Budget	CAGR 2017-2021
Salaries	\$19,653,443	\$19,942,063	\$20,805,561	\$20,477,727	\$19,010,109	\$22,619,063	-0.8%
Benefits	\$8,159,787	\$8,578,635	\$8,357,540	\$8,896,269	\$8,562,337	\$9,743,828	1.2%
Commodities	\$63,659	\$70,376	\$134,531	\$120,138	\$106,750	\$146,530	13.8%
Contractual costs	\$1,142,461	\$1,200,310	\$1,261,810	\$1,168,023	\$1,273,387	\$1,693,979	2.7%
Capital Expenditures	\$0	\$0	\$0	\$65,724	\$45,913	\$488,641	n/a
Total	\$29,019,350	\$29,791,384	\$30,559,442	\$30,727,881	\$28,998,496	\$34,692,041	-0.02%
Percent Personnel	95.8%	95.7%	95.4%	95.6%	95.1%	93.3%	n/a

Source: LCSO, Expenditure Actuals, FY 2017 – FY 2022.

Law Enforcement Division Overtime Expenditures by Unit, FY 2017 – FY 2022 (Budgeted)

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Adopted Budget	CAGR 2017-2021
Highway Patrol	\$1,363,408	\$1,228,257	\$1,448,520	\$1,272,065	\$1,194,750	\$761,196	-3.2%
K-9 Unit	\$55,582	\$58,103	\$52,510	\$63,133	\$49,535	\$76,014	-2.8%
Criminal Investigations	\$401,451	\$435,513	\$474,794	\$369,342	\$269,435	\$217,484	-9.5%
Communications	\$172,009	\$164,413	\$199,335	\$204,299	\$195,355	\$97,868	3.2%
Court Security	\$207,598	\$279,471	\$285,680	\$182,560	\$176,400	\$163,641	-4.0%
Marine Unit	\$15,136	\$8,619	\$11,757	\$17,504	\$44,961	\$11,930	31.3%
Total	\$2,215,184	\$2,174,376	\$2,472,596	\$2,108,903	\$1,930,436	\$1,328,133	-3.4%
Percent of Division Expenditures	7.6%	7.3%	8.1%	6.9%	6.7%	3.8%	n/a

Source: LCSO, Expenditure Actuals, FY 2017 – FY 2022.

Nearly all other Law Enforcement Division costs are for commodities and contracted services. Capital expenditures made up less than one percent of Division expenditures in most years.

The table below shows contracted services for the Law Enforcement Division. The full-year cost of current contracted services totals \$2.5 million. The largest of these is \$1.5 million for security screening at the entrance of court buildings. Prior to FY 2022, costs for the court security screening services contract were split between LCSO and County Facilities.¹⁹⁵

¹⁹⁵ Jim Chamernik (LCSO), email to PFM, February 21, 2023.

Law Enforcement Division Contracted Services

Service	Vendor	Annual Cost	Current Term Expiry	Final Contract Expiry
Entry Screening and Security Services for Court Tower, Probation, Juvenile, and Branch Court Buildings	Monterrey Security Consultants, Inc.	\$1,450,349	11/30/2023	11/30/2024
Police Vehicle Accessories and Outfitting	Chicago Parts and Sound / PDS	\$357,763	7/10/2023	7/10/2025
Law Enforcement In-Car Video Cameras and Software	Axon	\$258,900	4/11/2024	4/11/2024
Law Enforcement Body Cameras and Software	Axon	\$256,190	3/13/2027	3/13/2027
Ammunition for LCSO	Kiesler Police Supply, Inc	\$171,425	3/20/2024	3/20/2027
Bullet Trap Maintenance and Cleaning for LCSO Training Range	GB Lead Services	\$23,400	12/10/2024	12/10/2024
Marine Unit Lease	American Legion Post 703	\$10,800	11/30/22	unk
Interview Room Cameras	Axon	\$9,337	unk	unk
	Total	\$2,547,500		

Source: LCSO, "Vendor Provided Contract List"

Highway Patrol expenditures, which comprises the largest share of the Law Enforcement Division's budget (53.8 percent in FY 2021), decreased slightly between FY 2017 and FY 2021 (-0.4 percent annually). Expenditures actually rose in most years until FY 2021, when they decreased 5.9 percent compared to the previous year. The one-year decrease was primarily driven by a decrease in personnel expenses, from \$11.5 million in FY 2020 to \$10.8 million in FY 2021. Likely assuming fewer vacancies, the FY 2022 budget anticipated an increase in Highway Patrol expenditures to \$17.9 million, an increase of 13.3 percent compared to FY 2021.

CID is the second largest expense in the Law Enforcement Division. Aside from a significant increase in K-9 Unit expenditures (totaling less than \$150,00 in FY 2021), CID expenditures experienced the most growth among units in the Division. From FY 2017 to FY 2021, CID expenditures increased by an annual growth rate of 1.9 percent, from \$5.3 million in FY 2017 to \$5.7 million in FY 2021. Communications increased at a similar rate over the study period (1.8 percent annual growth) from \$3.0 million in FY 2017 to \$3.2 million in FY 2021.

Along with Highway Patrol, Court Security was the only unit in the Law Enforcement Division to experience negative expenditure growth (-3.0 percent annual growth FY 2017 through FY 2021). In FY 2021, Court Security expenditures totaled \$3.8 million (13.2 percent of the Division's expenditures). Court Security is funded in part by fee revenue from criminal and traffic assessments.¹⁹⁶

¹⁹⁶ See Office-wide Revenue Trends in the Administration Division section above.

Law Enforcement Division Expenditures by Unit, FY 2017 – FY 2022 (Budgeted)

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Adopted Budget	CAGR 2017- 2021
Highway Patrol	\$16,006,318	\$16,271,888	\$16,243,336	\$16,759,679	\$15,764,070	\$17,853,617	-0.4%
K-9 Unit	\$78,492	\$82,551	\$72,974	\$98,842	\$131,683	\$286,227	13.8%
Criminal Investigations	\$5,300,710	\$5,636,541	\$6,339,265	\$6,266,951	\$5,709,209	\$7,347,690	1.9%
Communications	\$3,009,518	\$3,076,780	\$3,145,654	\$3,172,376	\$3,229,565	\$3,651,995	1.8%
Court Security	\$4,337,876	\$4,444,083	\$4,446,862	\$4,119,673	\$3,841,754	\$5,111,438	-3.0%
Marine Unit	\$286,347	\$269,445	\$302,580	\$256,738	\$302,837	\$374,065	1.4%
Tactical Response	\$286,347	\$269,445	\$302,581	\$256,739	\$302,840	\$374,065	1.4%
Total	\$29,305,608	\$30,050,733	\$30,853,252	\$30,930,998	\$29,281,958	\$34,999,097	-0.02%

Source: LCSO, Expenditure Actuals, FY 2017 – FY 2022.

LCSO'S CORRECTIONS OPERATIONS AND MANAGEMENT

LCSO's Corrections Division operates the Lake County Jail and Community Based Corrections Center (CBCC) on the Office's main campus in Waukegan. The Corrections Division is responsible for the safe, secure, and humane treatment of individuals in its custody. The jail is a 740-bed direct supervision facility and the CBCC is an attached, secured 8-floor "tower" with 105 beds in dormitory-style pods. LCSO contracts with Wellpath LLC to provide medical and mental health services for jail inmates and partners with various community organizations to offer in-jail programming.¹⁹⁷ The Corrections Division transports inmates to court, medical facilities, court-ordered substance use disorder treatment appointments, and other jurisdictions as needed.

LCSO detains pretrial inmates, inmates sentenced to serve time in the county jail, and inmates awaiting transfer or being held for another jurisdiction (e.g., state sentenced, pretrial inmates with an out of county detainer). LCSO also has a contract to house inmates for the Great Lakes Naval Base in North Chicago.

Under Illinois statute, individuals can be sentenced to periodic imprisonment (PI), in which the court, or local sheriff if not dictated by the court, sets rules for temporary release from jail for work, education, or other activities. Inmates sentenced to PI are housed in the CBCC under the work release program or released for longer stints with electronic home monitoring.¹⁹⁸

Jail and Community Corrections Population

LCSO's total custodial population has declined in recent years. The total average daily population (ADP) of individuals in custody, inclusive of the jail, CBCC, and electronic home monitoring, declined from 762 in CY 2017 to 562 in CY 2021. Through September 2022 the, jail's ADP was 505.6 -- a 106.2 inmate decrease from 2017, or -17.4 percent change.¹⁹⁹

¹⁹⁷ As in many jurisdictions around the U.S., in-jail programming was temporarily paused during the COVID-19 pandemic and has not returned to pre-pandemic levels.

¹⁹⁸ Illinois statute permits sentences of periodic imprisonment for up to four years (Class 1 Felonies), 18-30 months (Class 2 felonies) and 18 months or the statutory maximum sentence for lesser offenses. 730 ILCS 5/5-7-1.

¹⁹⁹ LCSO provided three sources of data to analyze jail ADP, each offering a different population total and breakouts of the population: 1) Corrections' Monthly Activity Reports for the last month of each year that show the ADP for the

The work release population declined at an even greater rate than the overall drop in ADP – 83.4 ADP in CY 2017 to 14.5 in the first nine months of CY 2022 (-82.6 percent). In part this was driven by a sharp decline in the use of work release due to COVID-19. The average daily number of inmates in work release fell from 42.7 in CY 2020 to 18.9 in 2021 as the County temporarily halted work release operations. Because inmates in the work release program enter and leave the facility, sometimes multiple times a day, for work and appointments, operations were particularly high risk for the spread of COVID-19.

In early CY 2023, the County again temporarily closed work release; this time to reallocate corrections officers to the main jail due to staffing shortages.²⁰⁰

Electronic home monitoring’s ADP rose and fell throughout the period between a high of 75.3 in CY 2019 and a low of 64.4 January through September 2022.²⁰¹

Secured Average Daily Population by Confinement Location, CY 2017 – September 2022

Confinement Location	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Sep 2022	CAGR 2017 - 2021
Jail	611.8	570.8	593.6	511.3	469.4	505.6	-6.4%
Work Release (CBCC)	83.4	78.5	81.8	42.1	18.9	14.5	-31.0%
Electronic Monitoring	67.0	74.3	75.3	67.9	73.8	64.4	2.5%
Total	762.3	723.6	750.8	621.3	562.2	584.5	-7.3%

Source: LCSO, Monthly ADP by Location and Status (2014-April 2022); Monthly Jail Activity Report YTD September 2022.

The majority of the jail population is comprised of Black and Latinx men. All women, and other races and ethnicities comprise less than 15 percent of the jail population.

From October 2017 through September 2022, the period for which race and ethnicity breakouts were provided, the proportion of jail inmates who were Black decreased from 52.5 percent to 46.4 percent. White inmates, the second largest group, also declined during this period from 29.5 percent in 2017 to 26.7 percent in the first nine months of 2022. Latinx inmates were the only group, by race, to increase as a percentage of total ADP, from 14.9 percent in 2017 to 24 percent in 2022 (LCSO does not record inmates’ ethnicity separately from race). Asian inmates comprised less than one percent of the population annually.

Women make up about 10 percent of the jail population, ranging from 7.7 percent in CY 2021 to 11.8 percent in CY 2019. Nationally, the proportion of jail inmates who are female has been increasing for decades. In Lake County, the female proportion of the LCSO inmate population

jail, work release, and electronic home monitoring, January 2017 – September 2022 and the same data in Excel through April 2022; 2) Male and Female Monthly ADP provides race/ethnicity and gender information, October 2017 – September 2022; and 3) Lake County Monthly Jail Population Report, that shows ADP and a snapshot of confined population status e.g., sentenced or pretrial, on the last day of each month, November 2017 to November 2022. Additional data is available on the jail’s public-facing dashboard. Small differences in ADP reported for the same period in this report reflect the different data sources, which may capture ADP in different ways. PFM used Corrections’ Monthly Activity Reports as the primary source for ADP and shows other data sources to provide more detailed breakouts of the population.

²⁰⁰ The electronic home monitoring program remains open and LCSO reports the latest CBCC closure is temporary. Richard Clouse (LCSO), email to PFM, February 6, 2023.

²⁰¹ Work release and EHM are discussed further in the CBCC section of this report below.

decreased in CY 2020 and CY 2021 but increased again in CY 2022 to 11.3 percent of ADP through September.

Jail Average Daily Population by Race and Gender, October 2017 – September 2022

Type	Oct 7 - Dec 31, 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Oct 6, 2022	CAGR 2017 - 2022*
Asian, Male	1	3	3	2	3	4	32.0%
Black, Male	241	257	235	210	204	218	-2.0%
Latinx, Male	74	113	108	89	97	116	9.4%
White, Male	126	157	110	98	94	120	-1.0%
Other, Male	14	15	9	7	9	7	-12.9%
Male	456	545	465	406	407	465	0.4%
Asian, Female		1					n/a
Black, Female	26	22	24	17	15	25	-0.8%
Latinx, Female	2	9	13	4	3	10	38.0%
White, Female	24	31	24	15	14	20	-3.6%
Other, Female	1	1	1	3	2	4	32.0%
Female	53	64	62	39	34	59	2.2%
Total	509	609	527	445	441	524	0.6%
Percent Latinx	14.9%	20.0%	23.0%	20.9%	22.7%	24.0%	n/a
Percent Female	10.4%	10.5%	11.8%	8.8%	7.7%	11.3%	n/a

Source: LCSO, Male and Female ADP 5 Year.

*Note: CAGR calculation treats ADP for partial years and full years equally.

As is typical nationally, most people detained in the jail are held being pretrial. Since 2019, 8 percent or less of the jail's population on an annual basis have been sentenced inmates.

Jail Average Daily Population by Status, November 2017 – November 2022*

Type**	Nov - Dec 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Nov 2022	CAGR 2017 - 2022
Pretrial	478.5	531.7	460.7	356.9	347.3	404.4	-3.3%
Sentenced	59.0	68.1	47.9	28.8	38.3	32.5	-11.3%
Other	4.0	16.2	53.4	89.5	92.8	97.5	89.4%
Total	537.5	576.1	598.8	481.4	477.9	531.9	-0.2%
Percent Pretrial	89.0%	92.3%	76.9%	74.1%	72.7%	76.0%	n/a
Percent Sentenced	11.0%	11.8%	8.0%	6.0%	8.0%	6.1%	n/a

Source: LCSO, Lake County Monthly Jail Population Report

*Note: Analysis of the jail population by status is completed monthly by the Safety and Justice Challenge working group based on a snapshot of the jail population on the last day of the month. Monthly analyses are averaged to produce the annual total shown in this table. CAGR calculation treats ADP for partial years and full years equally.

**Note: All inmates with one or more pending charge, regardless of the status of other cases, are included in the pretrial category. Individuals serving a sentence with no pending charges, including individuals awaiting transfer to a state prison, are included in the sentenced population. The monthly report also identifies inmates held for other reasons separately, including individuals held for other jurisdictions. Individuals who LCSO has returned to the main jail due to a CBCC violation are also included in this category. Everyone may have multiple cases or overlapping statuses. Although the report clearly defines each status, in most months the sum of individual categories does not sum to the total jail population provided for the same date in the report.

LCSO's online dashboard provides the jail's average daily population by the level (felony or misdemeanor) of the most serious charge for which they are detained. Most inmates held in the

jail on any given day are held for felonies or multiple charges of which at least one is a felony. From 2017 through 2022, the proportion of inmates detained for felonies varied between a low of 89.6 percent (2019) and 95.1 percent (2020). The increased concentration of felony defendants in 2020 coincides with the COVID-19 pandemic when local officials made efforts to reduce the jail population. Since 2020, when the proportion of inmates held for misdemeanors was just 3.6 percent, the misdemeanor population has climbed back up slowly to 5.5 percent by 2022.

Jail Average Daily Population by Level, CY 2017 – CY 2022*

Year	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022	CAGR 2017 - 2022
Misdemeanor	26	45	51	16	23	31	3.6%
Felony	473	548	472	423	409	507	1.4%
Other	10	16	4	6	8	22	17.1%
Total	509.0	609.0	527.0	445.0	440.0	560.0	1.9%
Percent Felony	92.9%	90.0%	89.6%	95.1%	93.0%	90.5%	-0.5%
Percent Misdemeanor	5.1%	7.4%	9.7%	3.6%	5.2%	5.5%	1.6%

Source: LCSO, Jail Dashboard, data for inmates booked through December 31, 2022, retrieved February 14, 2023.

*Note: LCSO IT developed this public-facing jail dashboard using MS Power BI. This is different than the Tableau-powered dashboard published on the CJCC website.

Lake County’s incarceration rate declined from 87.0 inmates per 100,000 residents in 2017 to 66.0 in 2021. In 2021, Lake County’s incarceration rate was lower than all benchmark comparators except DuPage, with 51.4 inmates per 100,000 residents.²⁰²

From 2017 through 2020, McHenry and Dane counties had the highest incarceration rates among the benchmark comparators. In 2021, the incarceration rate for Waukesha County climbed to the highest among the group at 112.6 inmates per 100,000 county residents. All counties in the group saw the incarceration rate decline during the period, however Macomb County realized the greatest decline from 133.1 inmates per 100,000 in 2017 to 66.8 in 2021 – an average annual decline of -15.8 percent.

Benchmark County Incarceration Rate per CY 100,000 Residents, 2017 - 2021

	2017	2018	2019	2020	2021	CAGR 2017 - 2021
Lake County, IL	87.0	81.4	85.2	73.1	66.0	-6.7%
Dane County, WI	141.5	140.1	131.3	99.0	91.7	-10.3%
DuPage County, IL	67.0	58.0	55.8	46.4	51.4	-6.4%
Kane County, IL	95.0	96.8	92.2	80.3	88.4	-1.8%
Macomb County, MI	133.1	128.5	106.4	59.6	66.8	-15.8%
McHenry County, IL	141.4	153.3	150.8	113.2	97.4	-8.9%
Waukesha County, WI	135.8	135.5	126.7	96.1	111.6	-4.8%
Will County, IL	unk	unk	unk	unk	unk	unk
Median (excl. Lake County)	134.5	132.0	116.5	88.2	90.1	-9.5%
Lake County Rank	6 of 7	6 of 7	6 of 7	5 of 7	6 of 7	4 of 7

²⁰² Data was not available for Will County. Jail incarceration rates are calculated using the total county population because county jails serve all parts of the county regardless of their law enforcement agency coverage.

Bookings and Releases

LCSO provided raw booking and release data from January 2017 through November 8, 2022, for more detailed analysis of inmates entering and existing the jail.

The number of bookings and releases in the jail dropped dramatically from 2017 through November 8, 2022. In 2017, there were 7,841 bookings and 7,832 releases. The number of individuals passing through the jail decreased slightly in 2018 and 2019 then plummeted in 2020, from nearly 7,000 in 2019 to about 4,500 in 2020. This sharp decrease coincided with the onset of the COVID-19 pandemic when jurisdictions around the country made efforts to limit the number of people arrested and booked in jails.

Since 2020, the annual number of bookings and releases has remained below 4,500. After continuing to decrease in 2021, data for year to date in 2022 suggest that bookings will increase by 10.9 percent and releases will be up by 6.5 percent compared to CY 2021. The uptick in bookings and releases corresponds with the increased jail population in 2022 described above.

Approximately half of all bookings and releases are the result of felony arrests. Approximately one quarter of bookings and releases are for misdemeanor arrests. Another 11 percent of bookings and releases are for traffic violations and civil processes (e.g., fugitives, contempt of court), and approximately 2 percent are for other reasons such as federal holds, probation and parole violations, and admissions for juveniles. From 2017 to 2020, between 3 and 5 percent of the booking and release records did not indicate a charge type: statute descriptions associated with these records varied widely, including arrest warrants, domestic battery, and contempt of court. The number of null records for charge type increased in 2021 (6.4 percent) and 2022 (16.0 percent).

Bookings by Charge Level, 2017 – November 8, 2022

Charge Type	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Nov 7, 2022	CAGR 2017 - 2021
Felony	3,798	3,405	3,096	2,005	1,925	1,949	-15.6%
Misdemeanor	2,678	2,581	2,630	1,626	1,361	1,018	-15.6%
Traffic	731	560	628	349	389	246	-14.6%
Civil	224	241	178	121	141	66	-10.9%
Other	119	159	162	102	62	21	-15.0%
Null	291	238	259	218	274	625	-1.5%
Total	7,841	7,184	6,953	4,421	4,152	3,925	-14.7%
Percent Felony	48.4%	47.4%	44.5%	45.4%	46.4%	49.7%	-1.1%
Percent Misdemeanor	34.2%	35.9%	37.8%	36.8%	32.8%	25.9%	-1.0%
Percent Traffic or Civil	12.2%	11.1%	11.6%	10.6%	12.8%	7.9%	1.2%

Source: LCSO, Bookings and Releases, Raw Data January 2017 - November 7, 2022.

Releases by Charge Level, 2017 – November 8, 2022

Charge Type	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Nov 7, 2022	CAGR 2017 - 2021
Felony	3,810	3,389	3,125	2,123	1,943	1,883	-15.5%
Misdemeanor	2,695	2,534	2,653	1,650	1,402	994	-15.1%
Traffic	678	565	622	358	398	247	-12.5%
Civil	218	251	182	129	146	67	-9.5%
Other	128	149	164	100	69	23	-14.3%
Null	303	235	237	202	266	619	-3.2%
Total	7,832	7,123	6,983	4,562	4,224	3,833	-14.3%
Percent Felony	48.6%	47.6%	44.8%	46.5%	46.0%	49.1%	-1.4%
Percent Misdemeanor	34.4%	35.6%	38.0%	36.2%	33.2%	25.9%	-0.9%
Percent Traffic or Civil	11.4%	11.5%	11.5%	10.7%	12.9%	8.2%	3.0%

Source: LCSO, Bookings and Releases, Raw Data January 2017 - November 7, 2022.

Two of the most common release types from the jail are release on bond (38.9 percent of releases in 2022 through November 8) and release on own recognizance (17.6 percent). Almost 20 percent of releases in 2022 were transfers to another agency, which includes state sentenced inmates transported to IDOC. About 15 percent of releases in 2022 were inmates who had been sentenced to serve time in county jail and had served their full sentence. Individuals released due to time served or sentence served include those who served as long, or longer, than the required sentence during the pretrial period and are subsequently released for time served when their sentenced is determined.

Several changes occurred in release trends that were likely due to the pandemic. Transfers to other agencies were almost cut in half in 2020, likely affected by restrictions temporarily put in place by IDOC – like other state corrections agencies – to limit new inmates. Releases due to charges dropped or dismissed also spiked in 2020 to 46, compared to just 6 in the year prior, and have since declined. The proportion of inmates released on their own recognizance increased to more than 26 percent of all releases in 2019 and 2020, before declining in 2021 and 2022.

According to LCSO data, between 2017 and November 8, 2022, there were 154 escapes or inmates who “walked away,” which refers to individuals who abscond while on work release or electronic home monitoring. There were about 30 releases annually in these categories from 2017 through 2019. Beginning in 2020, as CBCC program participation was limited, the number of escapes declined.

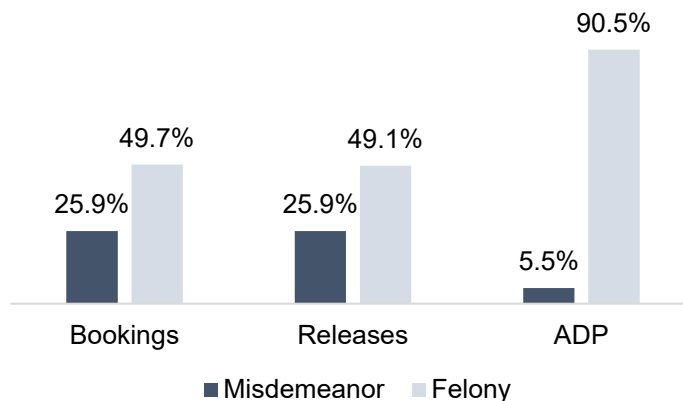
Releases by Release Reason, 2017 – November 8, 2022

Type	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Nov 7, 2022	CAGR 2017 - 2021
Bonded Out	3,006	2,466	2,221	1,605	1,541	1,491	-15.4%
Transport to Another Agency	1,281	1,097	1,077	597	709	756	-13.7%
Released on Recognizance	1,470	1,600	1,854	1,196	940	675	-10.6%
Time or Sentenced Served	1,346	1,199	1,172	644	614	563	-17.8%
Court Ordered	659	693	614	436	341	309	-15.2%
Administrative Release	25	10	6	13	23	17	-2.1%
Charges Dismissed or Dropped	11	16	6	46	32	10	30.6%
Escaped/Walk Away	32	39	31	22	21	9	-10.0%
Death of Subject	1	2	0	2	2	3	18.9%
Writ Back to Doc or Prison Unit	1	0	0	0	0	0	-100.0%
Blank/unknown	0	1	2	1	0	0	n/a
All Releases	7,832	7,123	6,983	4,562	4,223	3,833	-14.3%
Top 5 release reasons (%)	73.5%	72.5%	73.8%	74.5%	75.5%	76.2%	n/a
Bonded out or ROR (%)	57.2%	57.1%	58.4%	61.4%	58.7%	56.5%	n/a

Source: LCSO, Bookings and Releases, Raw Data January 2017 - November 7, 2022.

The composition of jail population – nine felony detainees for every misdemeanor detainee – differs markedly from the mix of individuals entering and leaving the jail, of which only half are brought to the jail for felonies. In fact, these trends show that while bookings for felony offenses increased in CY 2022 compared to CY 2021, the proportion of ADP that is charged with a felony declined in the same period. The difference in proportion, which is typical for jails, is directly related to differences in how long individuals stay in jail (discussed below).

Bookings, Releases, and Jail Population by Charge Level, CY 2022



About half of all bookings and releases since 2017 were for five types of charges: misdemeanor assault, felony drug charges, felony theft charges, felony assault, and felony driving while intoxicated (DWI). From 2017 to 2021, bookings for felony drug and felony theft charges decreased most rapidly, at a CAGR of -21.4 percent and -19.7 percent, respectively.

Felony assault bookings fell at the slowest rate (-9.1 percent CAGR), which increased its share of bookings, from 7.6 percent in 2017 to 10.3 percent in 2021. In 2022, felony assaults became

the most common of the five charges to appear in booking and release data, whereas it had been the second or third most common charge in previous years. Through November 8, felony assault represented 13.2 percent of bookings. Based on data through November 8, 2022, the jail was on track to receive 460 inmates for felony assault, which would be the highest number since 2018.

Prior to 2022, misdemeanor assaults were the most common charge in the booking and release data, but bookings decreased by 46 percent in the first 11 months of 2022 compared to 2021. This trend of felony and misdemeanor assaults may suggest a change in individual behavior, or it could point to changes in arrest or charging practices. More analysis is needed to understand the change.

Jail Bookings by Charge Type, 2017 – November 8, 2022

Charge Type*	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Nov 7, 2022	CAGR 2017 - 2021
Misdemeanor Assault	873	855	905	641	525	271	-11.9%
Felony Drug/Narcotic	819	767	635	329	312	267	-21.4%
Felony Larceny/Theft	628	553	559	308	261	240	-19.7%
Felony Assault	482	454	447	324	327	386	-9.2%
Felony DWI	442	403	370	192	232	236	-14.9%
Other	3,232	2,954	2,810	1,837	1,629	1,567	-15.7%
All Misdemeanor and Felony Bookings	6,476	5,986	5,726	3,631	3,286	2,967	-15.6%
Percent in Top 5 Charge Types	50.1%	50.7%	50.9%	49.4%	50.4%	47.2%	n/a

Source: LCSO, Bookings and Releases, Raw Data January 2017 - November 7, 2022.

*Note: Dataset shows the highest charge for each booking and release. PFM grouped charge descriptions by level and NIBRS group, official classification of individual charges may differ from the summary shown here.

Jail Releases by Charge Type, 2017 – November 8, 2022

Charge Type*	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Nov 7, 2022	CAGR 2017 - 2021
Misdemeanor Assault	880	844	901	639	533	276	-11.8%
Felony Drug/Narcotic	793	739	636	351	320	258	-20.3%
Felony Larceny/Theft	667	574	580	323	269	238	-20.3%
Felony Assault	484	484	433	358	335	342	-8.8%
Felony DWI	441	400	355	214	233	235	-14.7%
Other	3,240	2,882	2,873	1,888	1,655	1,528	-15.5%
All Misdemeanor and Felony Releases	6,505	5,923	5,778	3,773	3,345	2,877	-15.3%
Percent in Top 5 Charge Types	50.2%	51.3%	50.3%	50.0%	50.5%	46.9%	n/a

Source: LCSO, Bookings and Releases, Raw Data January 2017 - November 7, 2022.

*Note: Dataset shows the highest charge for each booking and release. PFM grouped charge descriptions by level and NIBRS group, official classification of individual charges may differ from the summary shown here.

PFM also analyzed the arresting agency associated with each booking. Most inmates brought to the jail are arrested by LCSO; these arrests comprised between 25 and 30 percent of annual bookings CY 2017 through CY 2021. The Waukegan Police Department is the other most significant arresting agency, accounting for 16 to 18 percent of annual bookings.

Overall, the ten law enforcement agencies responsible for the most jail bookings made up about 73 percent of bookings from 2017 through 2020.²⁰³ In 2021 and 2022, that fell to 66.8 and 64.1 percent as the overall number of inmates brought to the jail by other law enforcement agencies increased.

LCSO Jail Bookings by Arresting Agency, CY 2017 – November 8, 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Nov 7, 2022	CAGR 2017 - 2021
Lake County Sheriff's Office	2,297	2,052	2,001	1,309	1,078	889	-17.2%
Waukegan Police Department	1,332	1,275	1,154	796	750	706	-13.4%
Zion Police Department	502	443	391	174	74	52	-38.0%
Gurnee Police Department	370	325	332	222	194	171	-14.9%
North Chicago Police Department	298	268	276	177	133	196	-18.3%
Mundelein Police Department	207	240	233	166	178	132	-3.7%
Round Lake Beach Police Department	266	238	234	131	110	119	-19.8%
Fox Lake Police Department	131	147	159	94	110	104	-4.3%
Vernon Hills Police Department	164	116	162	87	74	83	-18.0%
Round Lake Police Department	152	122	128	79	73	64	-16.8%
Other	2,122	1,958	1,883	1,186	1,378	1,409	-10.2%
Bookings	7,841	7,184	6,953	4,421	4,152	3,925	-14.7%
Percent all top-10 agencies	72.9%	72.7%	72.9%	73.2%	66.8%	64.1%	n/a
Percent LCSO	29.3%	28.6%	28.8%	29.6%	26.0%	22.6%	n/a
Percent Waukegan PD	17.0%	17.7%	16.6%	18.0%	18.1%	18.0%	n/a

Source: LCSO, Bookings and Releases, Raw Data January 2017 - November 7, 2022.

Lake County was ranked lowest in bookings per 100,000 residents among the comparators in 2021. The two counties with the highest number of bookings per 100,000 residents – Dane and Waukesha counties – are both outside of Illinois. Both had rates more than double Lake County's bookings per 100,000 residents.

Lake County's rate declined from 2017 to 2021, but its rank remained relatively consistent. All counties in the benchmark group had significant one-year drops in the number of bookings in 2020 coinciding with COVID-19: the median change from 2019 to 2020 was -34.4 percent. In all other years, the year-over-year change was less than 10 percent.

²⁰³ The ten law enforcement agencies with the most jail bookings, in total, between January 1, 2017, and November 8, 2022. LCSO, "Jail Booking and Release Raw Data, 2017 – Nov 8, 2022" provided in response to PFM information request, November 8, 2022.

Benchmark County Bookings per 100,000 Residents, CY 2017 - 2021

	2017	2018	2019	2020	2021	CAGR 2017 - 2021
Lake County, IL	1,115	1,025	998	632	584	-14.9%
Dane County, WI	2,388	2,284	2,412	1,610	1,735	-7.7%
DuPage County, IL	unk	unk	1,008	658	715	n/a
Kane County, IL	1,187	1,148	1,182	531	598	-15.7%
Macomb County, MI	1,956	1,917	1,877	1,115	1,167	-12.1%
McHenry County, IL	2,142	2,277	2,119	1,322	1,120	-15.0%
Waukesha County, WI	2,202	1,964	1,814	1,305	1,556	-8.3%
Will County, IL	unk	unk	unk	unk	unk	unk
Median (excl. Lake County)	2,142	1,964	1,846	1,210	1,144	-14.5%
Lake County Rank	6 of 6	6 of 6	7 of 7	6 of 7	7 of 7	4 of 6

Length of stay

Although jail population decreased slightly between CY 2017 and CY 2021, average length of stay increased from 36.7 days for inmates released in CY 2017 to 54.5 days for inmates released in CY 2021. Inmates released between January 1 and November 8, 2022, were detained an average of 52.4 days.

The Corrections chief shared with PFM that the number of inmates detained for over one year has increased in recent years, which LCSO's data substantiates. The number and proportion of inmates released with a length of stay greater than one year increased from 112 (1.4 percent of releases) in 2017 to 152 (3.6 percent of releases) in 2021. As of November 8, 2022, 122 inmates had been released with a length of stay longer than one year, or 3.2 percent of year-to-date releases.²⁰⁴

Length of Stay (Days) for All Released Inmates, CY 2017 – November 8, 2022

Length of Stay	2017	2018	2019	2020	2021	Jan - Nov 7, 2022	CAGR 2017 - 2021
Less than 3 days	4,009	3,599	3,503	2,346	2,112	1,777	-14.8%
3 days to 14 days	1,298	1,298	1,290	703	712	725	-13.9%
14.1 days to 90 days	1,673	1,417	1,367	815	787	815	-17.2%
90.1 days to 1 year	740	676	703	552	460	394	-11.2%
More than 1 year	112	133	120	146	153	122	8.1%
Total Releases	7,832	7,123	6,983	4,562	4,224	3,833	-14.3%
Average LOS (Days)	36.7	37.5	37.9	51.4	54.5	52.4	10.4%
Percent released within 72 hours	51.2%	50.5%	50.2%	51.4%	50.0%	46.4%	-0.6%
Percent detained more than 1 year	1.4%	1.9%	1.7%	3.2%	3.6%	3.2%	26.2%

Source: LCSO, Bookings and Releases, Raw Data January 2017 - November 7, 2022.

Length of stay increased from 2017 to 2022 for inmates in all racial/ethnic and gender groups. In the aggregate, however, racial minorities and men are detained longer than white inmates and women and the difference increased over the review period. Black and Latinx inmates released between 2017 and November 8, 2022, were detained, on average for 53.8 days and 40.3 days,

²⁰⁴ Length of stay is calculated at the time an inmate is released, including all releases and transfers. This is the standard method of calculation. It does not represent the length of stay of presently detained inmates.

respectively, compared to 34.1 days for white inmates. Black inmates released in 2022 were detained for 61.3 days, on average, Latinx inmates for 54.7 days, and white inmates 41.8 days. The length of stay for Black and Latinx inmates increased at a higher rate, more than 10 percent annually, than the length of stay for white inmates (7.9 percent increase per year).

Length of stay for female inmates released between January and November 8, 2022 (21.2 days), was less than half that of male inmates (59.9 days). Length of stay for male inmates increased by 10.7 percent annually, whereas female inmates' length of stay increased by 6.0 percent annually.

Length of Stay (Days) by Gender, CY 2017 – November 8, 2022

Length of Stay	2017	2018	2019	2020	2021	Jan - Nov 7, 2022	CAGR 2017 - 2021
Male	40.9	42.1	43.1	58.9	61.3	59.9	10.7%
Female	20.3	19.9	18.3	20.8	25.6	21.2	6.0%
Total	36.7	37.5	37.9	51.4	54.5	52.4	10.4%

Source: LCSO, Bookings and Releases, Raw Data January 2017 - November 7, 2022.

Length of Stay (Days) by Race/Ethnicity, CY 2017 – November 8, 2022

Length of Stay	2017	2018	2019	2020	2021	Jan - Nov 7, 2022	CAGR 2017 - 2021
Black	45.4	47.4	47.0	65.1	70.6	61.3	11.7%
White	29.7	30.9	32.0	39.5	40.3	41.8	7.9%
Hispanic	34.5	31.4	33.2	48.9	51.6	54.7	10.6%
Other/unknown	38.7	49.8	43.7	35.4	45.7	52.8	4.3%
Total	36.7	37.5	37.9	51.4	54.5	52.4	10.4%

Source: LCSO, Bookings and Releases, Raw Data January 2017 - November 7, 2022.

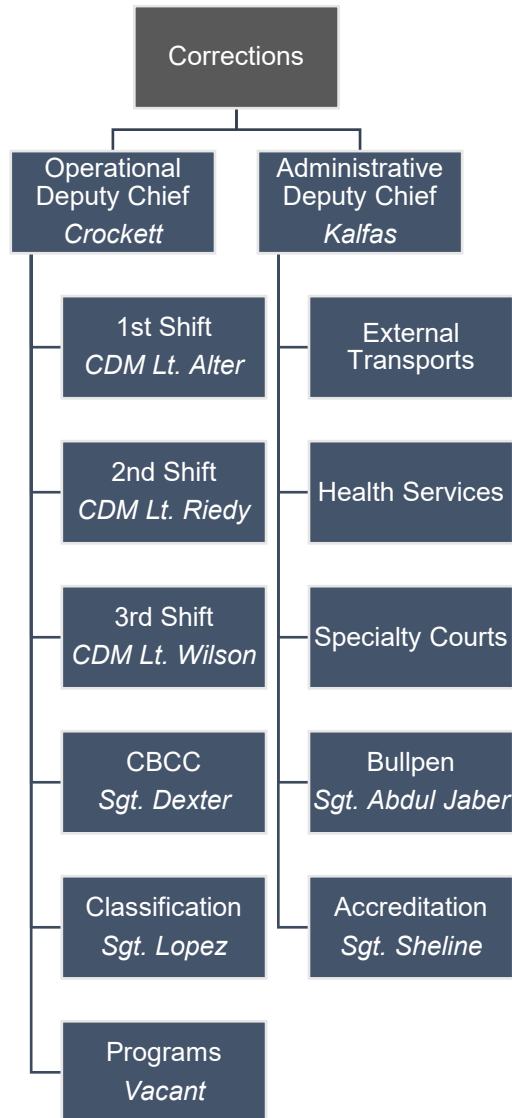
Organizational Structure

The Corrections chief oversees the Adult Corrections Division. The deputy chief of Operations and deputy chief of Administration report to the Chief of Corrections.

Operations consists of 1st, 2nd, and 3rd shift housing, Community Corrections, Classification, and Programs. Each shift is supervised by a lieutenant designated as a Corrections Division Manager (CDM). The CBCC and Classification are supervised by sergeants. The Program Manager is a civilian position. These six managers report to the deputy chief of Operations.

All other functions fall under the deputy chief of Administration. These include external transport, health services, specialty courts, the bullpen, and accreditation.

Corrections Division Organizational Chart



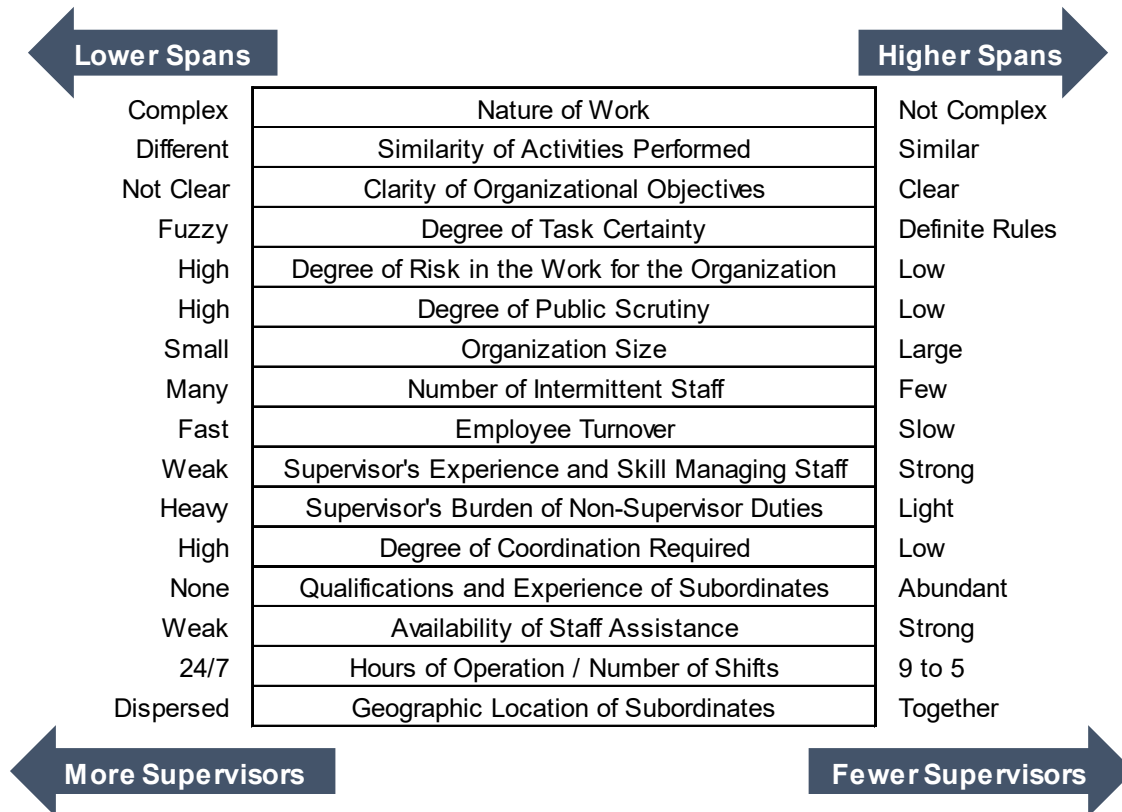
The span of control in the Corrections Division is 8.6. At the line staff reporting level, there are 11.1 corrections officers per sergeant.

Correctional facilities have features that are conducive to both high and low spans of control, as well as several factors that are subject to change over time. Corrections work is a 24/7 operation, complex in nature, requires high levels of coordination, contains high levels of risk, and is potentially subject to high levels of public scrutiny. These factors indicate a need for low span of control. However, features including high levels of task certainty (definite rules) and similarity of tasks performed lend themselves to a high span of control. Factors that can be adjusted over time, which help organizations operate more efficiently with a high span of control include having clear organizational objectives, slow employee turnover, highly experienced and qualified managers and staff, strong staff support, and low loads of non-supervisory duties for command staff.

LCSO, Corrections Division Span of Control

Supervisory Staff	Non-Supervisory Staff	Total Staff	Span of Control
26	228	254	8.7

Factors Influencing Spans of Control



This figure was adapted by PFM from span of control analysis by the City of Portland, Oregon Audit Services Division.

Operations

Throughout the Corrections Division, officers work 8.25-hour shifts with a 15-minute break and a 30-minute meal break.²⁰⁵ The 30-minute break is guaranteed but the 15-minute break is contingent on sufficient staffing. Officers work five-day work weeks, with three and two days off on alternating cycles. First shift begins at 6:30 a.m., second at 2:45 p.m., and third at 10:45 p.m. There is a 15-minute period over overlap at each shift change.

²⁰⁵ At the time of PFM's site visit, officers did not have a cafeteria for meal breaks, making time and access to food difficult on short breaks and during frequent forced overtime shifts for which the officer may not have brought an additional meal from home. Beginning January 2023, LCSO has updated its contract with Aramark to include staff meals.

Booking

Individuals may be brought to the jail in one of three ways: as a new arrest by a law enforcement officer, remanded from the court escorted by a corrections officer, or by self-surrendering at jail reception. Upon arrival, they are brought to the Booking Desk to be processed and booked into the jail. Booking is staffed by two corrections officers and a sergeant who is the booking supervisor.²⁰⁶ A third officer is assigned to property. Civilian jail receptionists may be assigned to booking and perform many of the same tasks an officer does.²⁰⁷

The booking officer is responsible for ensuring all individuals brought into the jail can be legally booked into LCSO custody. The booking officer also secures personal property, fingerprints the individual, and completes initial documentation.

The primary forms of documentation in booking are done manually on paper booking cards. A physical board with paper tags containing information for each inmate is used to monitor the population in real-time. This manual approach to documentation and monitoring the status of inmates is used throughout the jail. Once documentation is completed the inmate is placed in a holding cell.

Individuals who are expected to post bond are not changed into an inmate uniform, nor are they classified, nor given a general population housing assignment. Individuals who post bond do so at Jail Reception and are released through there. Bond may be posted at Jail Reception 24/7.²⁰⁸

Court Transport (“Bullpen”)

The bullpen is a staging area adjacent to an underground walkway used to transport inmates from jail to the court for hearings; it is only used and staffed during first shift when the courts are in session.

If the Pretrial Fairness Act (a component of the SAFE-T Act) is ultimately deemed constitutional and its components implemented, daily bond hearings will be held, which is expected to increase the workload for bullpen officers.

The SAFE-T Act requires defendants to be presented before a judge without unnecessary delay if booked for an offense for which pretrial release could be denied. The bond hearing must be conducted in person. Defendants arrested without a warrant for offenses for which pretrial release cannot be denied under the Act, must be released by the law enforcement officer with a summons to appear in court within 21 days.²⁰⁹

The Act also requires Defense Counsel to be given “adequate opportunity to confer with the defendant prior to any hearing in which conditions of release or the detention of the defendant is to be considered, with a physical accommodation made to facilitate attorney/client consultation.” The Public Defender’s Office reported significant challenges accessing defendants for in-person

²⁰⁶ This reflects LCSO’s Corrections staffing plan. The staffing plan indicates it requires 27.3 more correctional officer FTEs and 2.2 more supervisor FTEs than were budgeted at the time the plan was developed. LCSO, “Lake County Staff Coverage Plan, Jail 2021” provided in response to PFM information request, September 27, 2022.

²⁰⁷ Illinois Council of Police Interview. Interview by PFM. Virtual, 5 December 2022.

²⁰⁸ “Post Bond for An Inmate,” Lake County Sheriff’s Office, accessed January 25, 2023, <https://www.lakecountyil.gov/2033/Post-Bond-for-an-Inmate>.

²⁰⁹ 725 ILCS 5/109-1, as amended by the SAFE-T Act (PA 101-0652).

interviews in the jail. In-person visits present staffing and space constraints for LCSO, the pressures of which are likely to increase.

During COVID-19, many judges shifted to virtual court sessions, reducing the number of inmates transported to court hearings by 30.0 percent. In recent months, there has been a shift back to in-person hearings.²¹⁰ Before COVID-19, there were more than 14,000 transports to court for hearings annually, at least 270 per week. In CY 2020 and 2021, that number dropped to less than 10,500 annually, about 200 per week. In 2022, as of September, LCSO had transported 8,699 inmates to court hearings, or 167.3 inmates per week, a continued decrease since the peak of 285.5 weekly transports for hearings in CY 2018. LCSO’s 2021 staffing plan called for 13 corrections officers to be assigned to the bullpen, but in October, LCSO reported to PFM there were between 9 and 10 officers assigned.

Number of Inmates Transported to Court Hearings, CY 2017 – September 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Sep 2022	CY 2017 - 21 CAGR
Inmates transported to court hearings in year	14,555	14,830	14,620	10,414	10,129	8,699	-8.7%
Inmates transported to court hearings per week	279.9	285.2	281.2	200.3	194.8	223.1	-8.7%

Source: LCSO, Monthly Activity Reports (December, showing year-to-date totals), 2017-2021, September 2022.

Officers volunteer for positions in the bullpen. Once assigned, they serve in the role for 18 months.²¹¹ In interviews, corrections officers reported that specialized positions such as the bullpen, external transport, and CBCC are desirable within the organization. There is no difference in pay, however these roles tend to offer more predictability in scheduling. Under the corrections officers’ collective bargaining agreement, officers assigned to the bullpen and external transport cannot be forced for overtime.

Bullpen officers begin the day with a court call list, then coordinate with LCSO court security staff assigned to courtrooms and court clerks by phone throughout the day to update the timing and sequence of when inmates will be brought to court. Officers report this process sometimes produces differing information about the order inmates are to be brought to the courtroom.

Officers cannot just follow the call list when bringing inmates from the pods to the bullpen. They must consider the time it will take to get an inmate down to the bullpen from their pod, separation orders (inmates who cannot be in the same space at the same time), and capacity of the bullpen, which has individual waiting rooms and rooms for virtual court hearings.

Court transport duties are busiest in the morning and afternoon. When there are lulls, bullpen officers give relief to pod officers, pick up sick call requests, or assist with processing inmates who have been remanded to the Sheriff’s custody by the courts.

²¹⁰ PFM Tour of Lake County Jail, Waukegan, IL, 25 October 2022.

²¹¹ Corrections Officers Roundtable. Interview by PFM. Waukegan, IL, 25 October 2022.

Classification

LCSO uses an objective classification form that it developed to classify inmates for housing, security, and programming needs. Classification is staffed by two officers during the day shift and one officer on the afternoon shift. A sergeant is assigned as the classification supervisor.

Classification officers must complete a classification assessment of each inmate within 48 hours of being received into custody and make an initial general population housing assignment. LCSO's classification assessment is an objective classification tool: points are awarded based on standard questions, producing a score indicating recommended custody level.

LCSO's classification form complies with state standards and gathers information typical of an objective classification system such as inmate identification and demographics; current charge information; prior criminal history; active warrants, cases, or supervision; and medical and mental health needs.²¹² The form also includes a section to screen for risk of sexual victimization or predation as required by the federal Prison Rape Elimination Act (PREA).

The tool provides clear guidance for mandatory and discretionary overrides of the score. Mandatory overrides identify individuals who cannot be classified as minimum custody. These include high bail (over \$100,000), registered sex offenders, felony warrants, pending transfer to state prison, and prior escapes, kidnapping, or homicide. Discretionary overrides can be based on behavior during past custody, mental health status, and the seriousness of current or prior offenses.

The classification officer then recommends a population category, custody level, and needs assessment. Custody levels are minimum, medium, and maximum. Population or housing categories and needs assessment categories are:

- General population
- Administrative segregation
- Punitive segregation
- Protective custody

All inmates are initially housed as general population. Subsequent changes to their classification are determined by behavior and circumstances in the jail.²¹³

The custody level (minimum, medium, or maximum) is used as a guide to make initial housing assignments. Maximum security inmates are housed in pods with single cells, minimum security inmates may be housed in dormitory style pods, and medium security inmates are housed in all types of pods. LCSO's approach to initial housing assignments is consistent with national guidelines for the type of pod that minimum and maximum security inmates should be housed in.²¹⁴

However, LCSO reports that these security classification levels are not recorded in the Jail Management System (JMS), which means staff and command cannot run reports to review the current jail population by security classification. Staff would have to manually review individual

²¹² IDOC identifies 15 characteristics that must be considered using an objective classification system. Ill. Admin. Code. § 20(f)701-70.

²¹³ LCSO Leadership Interviews. Interview by PFM. Virtual, 29 December 2022.

²¹⁴ Austin, James. 1998. *Objective Jail Classification Systems: A Guide for Jail Administrators*. Washington, D.C.: U.S. Department of Justice. Pages 14-15.

inmate files, which are kept on paper and later scanned in, to review security classification level later. LCSO reports it does not use security classification levels to manage its population after the initial housing assignment is made. The classification form is completed on paper and retained in a paper file until it can be scanned and saved. Once scanned, original classification forms are shredded.

IDOC requires inmates to be separated by gender, age, case status, and other categories as shown in the table below.²¹⁵ LCSO may also determine inmates must be separated due to gang affiliation or other reasons necessary for security. LCSO manages separations and monitors the population housed on each pod by recording the relevant details for each inmate on tags which are attached to a board as described above for the Booking Desk.

Illinois Department of Corrections Jail Standards, Required Classification Separations

Group A	Group B
Male	Female
Under 18	Over 18
Witnesses	Criminal offenses
Non-Criminal (traffic, civil)	Criminal offenses
Charged (pretrial)	Convicted (sentenced)
Mental illness or developmental disability to be housed as recommended by mental health professional; severely mentally ill to be transferred to an appropriate facility	

Source: Illinois Administrative Code, Jail Standards

Under Illinois’s jail standards, inmate classifications must be reviewed at least every 60 days. LCSO policy states that the classification officers must review inmate classification as frequently as required by policy, but policies provided to PFM do not identify a specific timeframe for periodic review.

As of October 2022, all inmates are initially housed in a classification housing unit for 10 to 12 days to quarantine for possible COVID-19 infection before being moved to their permanent housing assignment.²¹⁶

Housing Units

Corrections officers’ purpose is often described as “care, custody, and control.” The priority is to maintain a safe environment for all inmates and staff and provide for inmates’ health and daily living needs. Primary duties during a shift on a housing unit include:

- Observation rounds (once every 30 minutes)
- Maintain security while food and medications are delivered by civilian staff (at least once per shift)
- Facilitate transport of inmates for court, medical, or other reasons (as needed)

Officers complete rounds every half hour by walking around the pod and visually observing all areas. Electronic buttons are built into the walls at strategic locations around the pod; all buttons

²¹⁵ Ill. Admin. Code. § 20(f)701-70.

²¹⁶ Community Based Corrections Interview. Interview by PFM. Waukegan, IL, 25 October 2022.

must be pressed to verify the round has been completed. Inmates on a mental health watch must be observed at least once every 30 minutes.

Aramark provides food services under a contract with LCSO. Inmate workers supervised by corrections officers prepare and deliver meals on carts to each pod three times daily. Medications are brought to the pods and administered by Wellpath medical staff during each shift, or more frequently if necessary.

The main jail has 16 housing units, or pods, on six floors. Most pods are staffed by one corrections officer 24/7. The administrative segregation unit (ASU) is located on 3 North and is assigned two corrections officers. ASU houses inmates in disciplinary detention status, protective custody, or those who are designated as a dangerous or violent person.

Pod housing capacities range from 12 (medical) to 60 beds. There are seven pods with double bunks (two beds per cell), four with single cells, three dormitory style pods, and three with a mix of single and double cells. All pods are staffed with one officer during first and second shifts. Smaller pods that are located side-by-side are assigned a single officer to cover two pods during third shift.

The medical unit contains exam rooms and 12 beds: one corrections officer staffs the unit when in use. The jail does not have a designated mental health pod; there are three safety cells in booking. The Public Defender reported that clients with untreated mental health issues are placed in ASU for acting out, rather than receiving additional mental health support.²¹⁷

Most pods contain two levels of individual or two-person cells around the perimeter of the pod surrounding a large open area or “day room” that extends to the height of both levels. The officer’s desk is in the day room by the pod entrance. Tables, chairs, a television and tablets are available in the common area for inmates to use when they are not locked down. Each pod also has a room for tablet-based visitation (described below) and access to a recreation area. Recreation areas are large concrete spaces that have some open-air access. Pods 2 East, 2 West, and the Tower are dormitory style pods: the officer’s desk is located in the dayroom and an adjoining room containing bunks for all inmates for sleep and lockdown.

LCSO Jail Housing Units and Officer Staffing Overview

Pod Number	Purpose	Layout	Beds	1st Shift	2nd Shift	3rd Shift
1 West	n/a	Vacant	n/a	0	0	0
1 East	Male GP	Double bunks cells	40	1	1	1
2 East	Male GP	Dormitory	56	1	1	1
2 West	Male GP	Dormitory	56	1	1	1
2 Medical	Medical	Single cell	12	1	1	1
3 North	Administrative Segregation Unit	Single cell	48	2	2	1
3 Southeast	Male GP	Single cell	24	1	1	1
3 Southwest	Male GP	Single cell	24	1	1	1
4 North	Male GP	Single & double cells	60	1	1	1
4 South	Male GP	Single & double cells	60	1	1	1
5 North	Male GP	Single & double cells	60	1	1	1
5 Southeast	Male GP	Double bunk	40	1	1	1

²¹⁷ Public Defender’s Office Interview. Interview by PFM. Virtual, 16 November 2022.

Pod Number	Purpose	Layout	Beds	1st Shift	2nd Shift	3rd Shift
5 Southwest	Male GP	Double bunk	40	1	1	
6 Southeast	Female GP	Double bunk	40	1	1	1
6 Southwest	Female GP	Double bunk	40	1	1	
6 Northeast	Male GP	Double bunk	40	1	1	1
6 Northwest	Male GP	Double bunk	40	1	1	
3 Tower	Workers	Dormitory	60	1	1	1
Total (excludes CBCC)			740	18	18	13

Source: LCSO, Corrections Division Staff Coverage Plan, 2021

Per Illinois jail standards, all housing units must have some natural light. Most pods in the jail have windows that meet this requirement. One pod, viewed by PFM during the site visit, had a single window that was papered over. An indirect view into the yard provided the only access to natural light for the pod. At the time of PFM's visit, the jail had recently passed inspection by the IDOC Jail and Detention Standards Unit.²¹⁸

Based on interviews with Corrections command staff, officers most frequently request training on appropriate interactions with inmates. This is particularly relevant because the jail is a direct supervision facility which is based on the principle of greater interaction between inmates and officers. For a direct supervision jail, it is a best practice for officers to prioritize building trust and rapport with inmates, which improves their ability to maintain a safe, calm environment. All corrections officers receive a one-week direct supervision training course, but this feedback may indicate a need for additional ongoing training.

LCSO staff report that inadequate Corrections staffing has affected day-to-day operations at the jail, including increased inmate lockdowns due to time and staffing constraints. Low staff morale and frequent use of double shifts, described earlier in this report, coupled with increased lockdowns may contribute to staff's belief that their workload is heavier, and that safety is reduced in a direct supervision jail.

Corrections leaders noted LCSO is the only fully direct supervision jail in the area. While this is true, several benchmark counties have one building as direct supervision (Dane County), or their jails have a mix of direct and indirect supervision beds. The Kane and Will County jails are majority direct supervision (about 81 percent each); McHenry and Waukesha County jails are about half direct and half indirect supervision.

²¹⁸ PFM Tour of Lake County Jail, Waukegan, IL, 25 October 2022.

Supervision Style in Benchmark County Jails²¹⁹

County	Direct Supervision Beds	Facility Capacity	Percent Direct Supervision
Lake County, IL	908	920	98.7%
Dane County, WI (Public Safety Building Jail)	464	464	100.0%
DuPage County, IL	0	850	0.0%
Kane County, IL	496	608	81.6%
Macomb County, MI	0	1238	0.0%
McHenry County, IL	256	566	45.2%
Waukesha County, WI	192	306	62.7%
Will County, IL	530	650	81.5%
Median (excluding Lake County)	256	608	62.7%

Phone Calls and Visitation

The jail was designed with visitation rooms with glass partitions and phones for non-contact visits. LCSO now operates all inmate visits virtually – conducted through tablets and video visitation rooms on the pods. Visits are only permitted 9:00 a.m. – 10:30 a.m., 11:45 a.m. – 2:30 p.m., and 5:30 – 9:30 p.m. Inmates may call, email, or have a video visit at any time they have access to tablets. Generally, this is always available when the pods are not locked down. LCSO staff and stakeholders report inmates like this type of access because it reduces barriers to visitation.

All inmate messages and contact via the tablets is recorded and available to LCSO detectives and other law enforcement personnel. A recorded warning about this is played at the start of all calls, however Criminal Investigations deputies report that inmates often appear to forget or not believe they are being listened to – confessing or otherwise incriminating themselves.

Tablets are provided and maintained by ViaPath (formerly Global Tel*Link, or GTL). Lake County has made efforts in recent years to reduce fees for inmate phone services. Under the current contract for services, ViaPath charges \$0.25 per minute for video calls, \$0.07 for phone calls, and \$0.05 for electronic messages.²²⁰

²¹⁹ U.S. Department of Justice Direct Supervision Jails Sourcebook 2006, updated to reflect current status as reported on county jail websites December 2022.; U.S. Department of Justice National Institute of Corrections (NIC). 2006. *Direct Supervision Jails 2006 Sourcebook*. Longmont, CO: NIC.

²²⁰ Any remaining balance on an inmate’s account is transferred to a debit card upon release. Per the ViaPath contract, there are third-party fees for the use of debit release cards including a \$5.95 monthly maintenance fee and \$1.50 and \$2.95 fees for balance checks and withdrawals. LCSO, “Final Executed ViaPath Agreement,” provided in response to PFM information request, November 4, 2022.

Phone, Tablet, and Video Costs

Service	Fee	Unit
Phone call (local)	\$0.07	Minute
Phone call (international)	\$0.65	Minute
Voicemail	\$1.00	Each voicemail
Video call on tablet or remote	\$0.25	Minute
Electronic messaging	\$0.05	Minute
Tablet use for premium services	\$0.05	Minute
Five-minute phone call (one per week)	Free	
Jail documents (grievances, PREA, law library, basic education, e-Books)	Free	
Commissary ordering	Free	
<i>Estimated cost: 30 minutes daily tablet or electronic message activity & two 15-minute local calls per week.</i>	\$12.25	Week

Source: LCSO, Final Executed ViaPath Agreement, 2021

Access to inmates for in-person visits with attorneys is limited according to the public defender. The public defender reports only two contact rooms are available for in-person visits with inmates by attorneys and other authorized visitors, which results in 30- to 40-minute wait-times for inmates to be brought to a contact room once it is available, a significant challenge for attorney-client communications. The public defender attributes long wait times largely to the jail's staffing shortages.²²¹ However, LCSO believes wait times are shorter.²²²

Discipline

LCSO manages inmate behavior with a progressive discipline structure. If an inmate violates rules laid out in the Inmate Handbook and the issues cannot be resolved informally, the corrections officer (or staff member) documents the incident with a violation report and explains the specific charge(s) and sanction to the inmate. Inmates must sign off on the report and can choose to request a hearing. If requested, an officer assigned to serve as a hearing officer will hear statements from the inmate and staff/officer and make a final decision.

There are 122 violations enumerated in the Inmate Handbook which are split into major and minor violations. Consequences for minor violations range from a verbal reprimand to confinement in ASU for up to three days per charge. Major violations, or repeated minor violations, receive up to 15 days in ASU per charge. Infractions that constitute a criminal offense can be turned over to the State's Attorney for prosecution.

From CY 2017 to CY 2021, the number of violations per year decreased from 897 to 596. The jail's smaller population explains some, but not all, of this decrease. Violations per ADP decreased from 1.5 violations annually per inmate (ADP) in 2017 to 1.2 in 2021.²²³

There were 592 violations through September 26, 2022. If the pace of violations continued through the end of 2022, LCSO would have the highest level of violations since 2017, with 803

²²¹ Public Defender's Office Interview. Interview by PFM. Virtual, 16 November 2022.

²²² PFM could not independently verify wait times for attorney-client visits within the scope of this report.

²²³ This means that if all inmates served exactly one year, there would be an average of 1.5 violations by each inmate during that year. Because average length of stay is about 50 days, this number of violations is spread out over a larger total number of individuals.

violations. About 80 percent of violations logged resulted in a sanction to ASU, typically 30 days in length.

Corrections command staff meet with Classification weekly to review the status of all inmates in ASU. Inmates who have served at least half of their sanction length with good behavior are typically released early from ASU.²²⁴

Inmate Violations by Sanction Outcome, CY 2017 – September 26, 2022

Violations by Outcome/Sanction Type	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Sep 26, 2022	CAGR 2017 - 2021
Administrative Segregation Unit (ASU)	700	536	492	485	454	413	-10.3%
ASU - sanction reduced for good behavior in ASU	10	13	30	17	13	8	6.8%
ASU - violent or dangerous	32	3	20	12	17	46	-14.6%
ASU - administrative lockdown	0	3	3	0	0	7	n/a
No sanction - released or transferred	86	83	93	54	73	78	-4.0%
No sanction - dismissed or unfounded	42	19	18	24	28	19	-9.6%
Pending or unknown outcome	27	49	33	66	11	21	-20.1%
Total Violations	897	706	689	658	596	592	-9.7%
Violations per ADP	1.5	1.2	1.2	1.3	1.3	n/a	-3.5%

Source: LCSO, Annual Disciplinary Logs, 2017 – September 26, 2022

*Note: This table includes all violations tracked in the Corrections Disciplinary Log; the dataset did not differentiate between minor and major violations.

Assault and fighting are considered major violations. The number of inmate-on-inmate assaults and inmate-on-officer assaults is a key performance measure reported in the County's annual budget. FY 2017 to FY 2021, there were between 6 and 14 inmate assaults on officers annually. While the number of inmate-on-officer assaults increased over the period, the number of inmate-on-inmate assaults declined annually from 65 in FY 2017 to 51 in FY 2021.²²⁵

LCSO Inmate Assaults, FY 2017 – FY 2021, January to June 2022

Assaults	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Jan - Jun 2022	CAGR 2017 - 2021
Inmate on officer	10	6	12	9	14	4	8.8%
Inmate on inmate	62	61	58	55	51	10	-4.8%
TOTAL	72	67	70	64	65	14	-2.5%

Source: LCSO, Corrections Performance Measures per FY 2023 Budget

Inmate assault data was available for Kane and McHenry counties. In each year, LCSO had fewer inmate-on-inmate assaults per inmate than Kane County but more than Waukesha. In

²²⁴ LCSO Leadership Follow-Up Interview. Interview by PFM. Virtual, 20 December 2022.

²²⁵ LCSO, "Performance Measures per FY 2023 Budget" provided in response to PFM request, October 3, 2022.

2021, there were 10.9 inmate on inmate assaults per inmate (ADP) in Lake County compared to 12.3 in Kane County and 7.9 in McHenry County.

Benchmark County Inmate Assaults per ADP, CY 2017 – 2021

	2017	2018	2019	2020	2021	CAGR 2017 - 2021
Lake County, IL	10.1	10.7	9.8	10.8	10.9	1.8%
Kane County, IL	13.4	13.7	10.2	14.5	12.3	-2.1%
Waukesha County, WI	4.6	2.9	5.1	4.9	7.9	14.5%
Median (excl. Lake County)	9.0	8.3	7.6	9.7	10.1	2.9%
Lake County Rank	2 of 3	2 of 3	2 of 3	2 of 3	2 of 3	2 of 3

Health Services

Lake County contracts with Wellpath LLC to provide medical and mental health services in the jail and to provide health screening upon intake for the CBCC.²²⁶ Beginning in April 2022, the contract was amended to include on-site dialysis services operating on the previously vacant seventh floor of the CBCC.

Contract medical staff work in eight-hour shifts starting at 7 a.m., or 15 minutes after the corrections officers' shift change. The health services administrator, directors, and primary medical and psychiatric providers work Monday to Friday during the first shift. Dental services are available two days per week on second shift. Nursing staff and a master's level mental health professional are on-site for all three shifts seven days per week. Vision services are provided by a subcontractor, Institutional Eye Care.²²⁷

Primary services include:

- Health screening at booking
- Responses to sick call requests and referrals
- Medication administration
- On-site emergency medical response
- Health assessments
- Chronic care services (asthma, COPD, dialysis)
- Specialty medical services on-site (x-rays, EKGs)
- Mental health screenings
- Psychiatry services
- Individual and group therapy
- Dental exams, extractions, and temporary fillings

²²⁶ The County's contract also provides for health services at the Depke Juvenile Detention Center. LCSO, "Wellpath Contract and Addendums" provided in response to PFM information request, November 4, 2022.

²²⁷ Staffing and minimum service levels are set in Wellpath's contract. LCSO's contract manager monitors service delivery under the contract including daily staffing and tracks amounts eligible for withholding, penalties, or discounts. These include \$100 fines per inmate per service not provided for specified service levels, withholding equal to the hourly wage and benefit cost for hours not worked (triggered if overall staffing falls below 95 percent), and a 4.2 percent reduction of the base contract cost for each month in which accreditation and standards are not maintained. The contract amount is increased when the monthly ADP exceeds 620 inmates and decreased when the population is under 580. In recent years, LCSO has typically reduced payments by \$300,000 annually through these conditions of the contract. LCSO, "Wellpath Contract and Addendums" provided in response to PFM information request, November 4, 2022.

- Prenatal and post-partum care

The jail’s medical unit, located on the second level, includes a medical exam room, dental exam room and a nurses’ station, and 12-bed medical observation unit. To accommodate staffing shortages for officers throughout the jail, LCSO’s current practice is to keep inmates in their regularly assigned pods as long as possible, and to only open the medical unit if necessary. When it is opened, an officer is assigned to the post during each shift, typically for just one or two inmates.²²⁸

From January to August 2022, Wellpath reports 312.8 inmates per month were on at least one medication, 61.9 percent of the ADP. About 40 percent of ADP was on psychotropic medications during that period (206.6). Over the period, there was an average of approximately 11 intake screenings, 70 nurse contacts, and 4 health assessments each day. Off-site medical care occurred less frequently, with nine emergency room visits reported per month and fewer than two hospital admissions per month. There were more sick call requests for mental health care (about 14 per day) than for medical care (about 11 per day). One suicide attempt and no completed suicides were reported for the period.

Jail Health Statistics, January – August 2022*

	Total Count	Per Day / Month
Medication	Avg Per Month	Monthly Total Per ADP
Number of inmates on any medication	312.8	62.3%
Number of inmates on psychotropic medication	206.6	41.2%
On-Site Medical Care	Total (Jan-Aug)	Avg Per Day
Number of intake screenings	2,591	10.7
Number of sick call requests	2,588	10.7
On-site medical care - number of nurse contacts	16,893	69.8
On-site medical care - number of health assessments	978	4.0
Off-Site Medical Care	Total (Jan-Aug)	Avg Per Month
Emergency room visits	72	9.0
Hospital admissions	15	1.9
Number of injuries requiring hospitalization	3	0.4
Mental Health	Total (Jan-Aug)	Avg Per Day
Number of sick call referrals for mental health	3,410	426.3
Suicide attempts	8	n/a
Completed suicides	0	n/a

Source: LCSO, Health Services Reports, latest available for each year 2018 – 2022.

*Note: LCSO provided annual statistical reports prepared by its health services contractors. Some statistics included in 2021 and 2022 reports provided by Wellpath were not available in the reports provided by the previous vendor, Armor Correctional Health Services. Reports for 2018 and 2019 included data only for January to November. Wellpath reports included December 2020 through August 2022. Due to the gaps in data, PFM could not analyze the trend. However, a complete table of selected statistics for all months provided is included in Appendix J.

²²⁸ LCSO Leadership Follow-Up Interview. Interview by PFM. Virtual 20 December 2022.; LCSO, “Wellpath Contract and Addendums” provided in response to PFM information request, November 4, 2022. Page 10.

Inmates are charged a \$10 co-pay for non-emergency doctor visits, dentist visits and nurse calls. Per policy, services are never denied due to lack of payment, however the charge is assessed against the inmate’s account and will be withdrawn automatically when money is put in their account. There is no fee for initial screening, routine physicals, testing for infectious diseases, follow ups referred by medical staff, emergencies, or mental health care. If an inmate requires care beyond what can be offered in the jail, corrections officers transport them to an outside hospital or provider and remain with them for security throughout the visit.

Inmates are provided vouchers upon release that they can use to obtain a short-term supply of their currently prescribed medications. Beginning February 2021, post-release vouchers increased from three days to seven days for most medications and from one week to two weeks for psychotropic medications.

Although the County has previously considered transferring medical care to the Health Department, there are no current plans to pursue this option.²²⁹

There were two inmate deaths in the Lake County jail between 2017 and 2021. Over the five-year period the total number of deaths per 1,000 ADP was 3.6.²³⁰ This puts Lake County at the lowest level compared to the benchmark counties. There were three deaths over five years in benchmark jails (median) or 6.0 per 1,000 inmates.

Benchmark County Inmate Deaths in Jail, CY 2017 - 2021

	2017	2018	2019	2020	2021	Total	ADP 2017 - 2021	Total Deaths per 1,000 Inmates
Lake County, IL	0.0	1.0	0.0	0.0	1.0	2.0	551.4	3.6
Dane County, WI	2.0	2.0	0.0	0.0	0.0	4.0	658.2	6.1
DuPage County, IL	0.0	1.0	1.0	1.0	0.0	3.0	516.4	5.8
Kane County, IL	2.0	0.0	0.0	0.0	0.0	2.0	479.8	4.2
Macomb County, MI	3.0	2.0	3.0	0.0	0.0	8.0	863.8	9.3
McHenry County, IL	1.0	1.0	0.0	0.0	0.0	2.0	405.0	4.9
Waukesha County, WI	1.0	2.0	0.0	0.0	0.0	3.0	489.0	6.1
Will County, IL	1.0	1.0	4.0	0.0	0.0	6.0	unk	unk
Median (excl. Lake County)	1.0	1.0	0.0	0.0	0.0	3.0	502.7	6.0
Lake County Rank	7 of 8	4 of 8	4 of 8	2 of 8	1 of 8	6 of 8	3 of 7	7 of 7

Medication Assisted Treatment

LCSO offers medication assisted treatment through Wellpath for opioid and alcohol dependency including Naltrexone (commonly known by brand name Vivitrol), Buprenorphine, and Methadone. Wellpath screens for substance use disorder during medical intake upon entrance to the jail and offers MAT services if the inmate self-discloses an eligible SUD. However, Corrections leaders report as few as three to four inmates receive MAT services annually.²³¹

The process to begin treatment, including a doctor visit and bloodwork, can take about two weeks: this is reportedly a barrier to entry for many inmates. Potential MAT recipients must also

²²⁹ Health Department Interview. Interview by PFM. Virtual, 18 November 2022.

²³⁰ Average ADP from 2017 through 2021.

²³¹ LCSO Leadership Interviews., Interview by PFM. Virtual, 29 December 2022.

contend with uncertainty about whether they will be able to continue treatment after release. According to interviews with Corrections leaders, some local treatment facilities are philosophically opposed to MAT and therefore will not accept inmates leaving custody on MAT.

LCSO partners with Nicasa Behavioral Health Services to provide other in-jail and post-release services. Nicasa's clinical supervisor helped to begin the first MAT program in Lake County and has collaborated with Lake County Probation to facilitate continuity of care.

According to some Wellpath staff, another common barrier to receiving MAT services in the jail is that inmates test positive for opioids upon admission and are therefore not eligible for the buprenorphine MAT. The Substance Abuse and Mental Health Services Administration (SAMHSA) states, "To begin [buprenorphine] treatment, an OUD patient must abstain from using opioids for at least 12 to 24 hours and be in the early stages of opioid withdrawal."²³² This is necessary to prevent acute withdrawal symptoms in the patient. It is unclear to PFM from interviews with LCSO and Wellpath personnel if inmates who test positive are scheduled for follow up and offered MAT after a 12-to-24-hour detox period.

External Transport

Like the bullpen, officers are assigned to external transport for 18-month periods based on seniority. When officers are not transporting inmates, they also provide relief to pod officers. There are currently seven officers assigned to external transport.

In CY 2021, officers transported 1,329 inmates off-site and logged over 90,000 miles. Most transports (88.1 percent in CY 2021) are for state-sentenced inmates going to IDOC, inmates requiring off-site medical care, picking up individuals on a warrant, and other transports that are ordered by the court. From CY 2017 through CY 2019, external transport transported more than 200 juveniles annually. That number dropped to 56 in in CY 2020 and 9 in CY 2021.

The total number of transports per year has decreased at a similar rate to the decrease in jail population over the same period.

²³² "Buprenorphine," SAMHSA, accessed January 12, 2023, <https://www.samhsa.gov/medication-assisted-treatment/medications-counseling-related-conditions/buprenorphine>.

Corrections External Transports, CY 2017 – August 2022

Destination	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	Jan - Aug 2022	CAGR 2017 - 2021
State Department of Corrections	659	560	584	326	309	256	-17.2%
Medical	221	344	226	286	372	227	13.9%
Warrant	466	495	477	280	312	186	-9.5%
Court Orders	332	237	289	137	178	126	-14.4%
Out of County Court	155	189	158	34	41	62	-28.3%
Mental Health Hospital	34	47	74	58	49	27	9.6%
Other	93	96	86	63	56	20	-11.9%
Juvenile	230	199	217	56	9	9	-55.5%
Remand	5	4	2	9	3	1	-12.0%
Branch Court	1	1	0	1	0	0	-100.0%
Total Number of Inmates Transported	2,196	2,172	2,113	1,250	1,329	914	-11.8%
Total Mileage in Year	131,965	129,595	128,399	79,990	90,116	53,811	-9.1%
Number of Accidents in Year	0	0	0	0	3	1	n/a

Source: LCSO, Annual Transportation Reports, 2017 – August 2022.

Inmate Workers

There are two types of work that inmates can perform. Each pod has a pod worker who helps clean the common areas in exchange for minor privileges such as an extra free phone call each week.

Per LCSO practice, inmates who have a low bond amount and relatively minor charges can become inmate workers. Inmate workers work in the kitchen, laundry, and maintenance.²³³ Compensation for these jobs is more lucrative, including commissary credits, good time credits to reduce their sentence, and the opportunity to be housed in the Inmate Workers pod in the CBCC.

LCSO expects implementation of the SAFE-T Act to reduce the relevant jail population and therefore shrink the pool of eligible inmate workers. If inmates are not available to complete these tasks, LCSO may need to hire additional staff or add the responsibilities to their vendor contracts.

Community Based Corrections Center

The CBCC supervises inmates sentenced to periodic imprisonment (PI). Specially trained corrections officers, called resident field coordinators (RFC), manage PI caseloads. Lake County reports LCSO has temporarily closed the work release program in CBCC as of early 2023 to move officers to fill posts in the jail due to staffing shortages.²³⁴ This section discusses CBCC operations in 2022 and earlier.

Unless otherwise ordered, sentences to PI are sentences to work release. Inmates on PI live in dormitory style pods in the CBCC and are permitted to leave only for work, school, treatment, or other approved activities. RFCs work with inmates to create a schedule that meets court

²³³ LCSO policy states sentenced inmates are eligible to become inmate workers. The policy also states pretrial and un-sentenced inmates are allowed to volunteer for work assignments. LCSO, "Inmate Work Program Policy 4.1-002" provided in response to PFM information request, December 30, 2022.

²³⁴ Richard Clouse (LCSO), email to PFM, February 6, 2023.

ordered requirements and monitor their compliance. Inmates on PI also have a probation officer who manages requirements for treatment and services in the community.

Inmates in work release are required to pay room and board for their housing in the CBCC. There is no penalty for inmates who cannot pay based on income, for example those who are using work release for treatment or training and are not working. The rate is adjusted based on income. However, inmates in work release are required to submit pay stubs and those who have the income to pay must do so or they will receive a program violation. There were 15 violations in CY 2021 for failure to pay room and board fees.

Some inmates are sentenced to PI with a court ordered condition of electronic home monitoring. CBCC RFCs supervise electronic home monitoring as well.

LCSO contracts with Sentinel Offender Services, which provides the electronic monitoring devices and generates alerts for violations of geographic conditions, low batteries, and device tampering. The CBCC intake desk officer monitors the location of inmates on EHM electronically using Sentinel’s dashboard which provides a real-time map of movement. The desk officer contacts the individual on EHM when they go out of the approved area and determines whether movement constitutes a violation.

The RFC is empowered to work with inmates to address minor infractions. Typically, infractions that rise to the level of a violation are for unauthorized movement or drug test violations. Drug and alcohol-related violations comprised more than 50 percent of all violations in CY 2020 and CY 2021. Once a violation occurs, CBCC staff write a ticket and document the violation. CBCC can resolve the issue with internal disciplinary action, such as a verbal or written warning or lockdown (for individuals in work release). For more serious or repeated violations, CBCC sends a violation report to the courts and a status report to the defense attorney, assistant state’s attorney, and probation officer.

LCSO has the authority to return inmates on PI to the main jail, revoking their release privileges, in the event of a violation. When this occurs, the inmate must be seen by a judge within 14 days. In CY 2021, there were 366 violations resulting in a report to the State and/or revocation to jail pending a court hearing. Of those, 44 were returned to the jail and notice was provided to the State’s Attorney’s Office for 347 violations.

CBCC Violations, CY 2017 and 2019 – September 23, 2022

	CY 2017	CY 2019	CY 2020	CY 2021	Jan – Sep 23, 2022	CAGR 2017-2021
Returned to Jail and/or Notice Given to State	233	337	302	366	229	12.0%
Returned to Jail	89	82	44	43	24	-16.6%
Notice to State	156	273	285	347	222	22.1%
Tickets Voided	24	33	17	13	9	-14.2%
Other (incl. verbal or written warning, lockdown, unknown)	740	659	377	393	98	-14.6%
Total Violations	997	1029	696	772	336	-6.2%

Source: LCSO, Annual CBCC Disciplinary Logs, 2017 – September 2022.

*Note: Data was not provided for CY 2018.

Electronic home monitoring on PI is fundamentally different from a sentence to probation with a court order to electronic monitoring because LCSO can return the individual to jail for a violation at any time. Probation officers, in contrast, must file a violation with the court and cannot take the individual into custody until the court revokes probation, which may take one to two weeks.

LCSO command staff receive daily reports with all new admissions, releases, and violations in CBCC produced by CBCC staff; the reports are not automated or from a system.

The CBCC is also used to house inmate workers. Floors 3 - 8 are dormitory style housing units with a large day room including a kitchenette, adjoining TV room, washroom, and laundry room. Inmate workers are housed on the third floor (3T Pod). The seventh floor has been repurposed for use as a dialysis treatment center for all jail inmates, with services provided by Wellpath via a subcontract with CharDonnay Dialysis. The eighth floor has never been used due to roof leaks present since the facility was built.

CBCC capacity prior to its temporary closure was also limited by LCSO staffing. A second male work release pod (5T) and the only work release pod designated for females (6T) were closed.²³⁵ LCSO explains the female work release pod's low population contributed to its closure because officers could not be allocated to a pod with only one or two residents. Historical population data shows the average number of females in work release decreased gradually in the past decade, and, when female work release was temporarily re-opened in CY 2021 the average population did not exceed three.²³⁶

However, operating CBCC with just one open pod (for male inmates only) did not meet the courts' needs. Judges reported they could not send female inmates to participate in work release. Likewise, LCSO reported receiving frequent calls from the courts asking if there were available CBCC beds for work release.

The 19th Circuit Court reports judges are most likely to sentence inmates to jail or electronic home monitoring – not probation – if work release is not available. LCSO believes the courts have the authority to sentence people to work release beyond the jail's current stated capacity and thereby require LCSO to re-open the pods, however judges recognize LCSO's staffing challenges and are unlikely to do so. Greater coordination and planning between the courts and LCSO may be necessary to successfully resume full work release operations.

Programs

LCSO's inmate handbook describes a designated program pod; however, Corrections personnel report there is not currently a program pod where inmates are housed.

Therapeutic Intensive Monitoring Court

LCSO works closely with Lake County's three specialty courts, referred to as the Therapeutic Intensive Monitoring Unit, or "TIM Court," to divert inmates from incarceration. Pretrial inmates and convicted inmates who were returned to jail due to a probation violation are eligible to participate. To enter the program, clients plead guilty and are sentenced to a probation

²³⁵ The number of inmates who can be housed in a work release pod is currently 35, per Health Department regulations due to the COVID-19 pandemic; previous bed capacity was 60 per pod. Community Based Corrections Interview. Interview by PFM. Waukegan, IL, 25 October 2022.

²³⁶ From 2008 to 2013 the female ADP in work release was 9.8, from 2014 to 2019 it was 6.8.

sentence with participation in the specialty court as a condition. Typically, the probation sentence is 24 months and may include incentives such as reduced charges upon successful completion of the program.

Representatives from the 19th Judicial Circuit Court, Adult Probation, the Public Defender's Office, LCSO's Corrections Division, the Health Department, and recovery coaches and treatment comprise a multi-disciplinary team that makes program decisions related to admissions, case management and revocation. The Veterans Court also has peer mentors who are veterans on their team. If a client is represented by a private attorney, that attorney will also participate in court staffing meetings.

The Corrections Division's court liaison (a role currently held by the deputy chief of Administration) recruits and refers potential candidates to TIM Court. The court liaison also participates in weekly case management team meetings for each of the three specialty courts, attends specialty court sessions, and works with clients and partners to coordinate transitions from jail to the community.

When the court team determines a participant should be returned to jail, LCSO's court liaison coordinates with providers and other members of the team to facilitate a smooth transition back to jail. While there is little crossover between the specialty courts and CBCC, participants in Drug Court who fail in the community are sometimes returned to LCSO custody in work release where conditions of participation in treatment can be monitored.

Despite LCSO's significant role in the program, the Corrections Division does not track, nor is the division aware of available data on activities and outcomes. LCSO estimates between 275 and 375 individuals participate in the three courts annually, of which the majority begin while they are detained in jail.²³⁷ Posters are hung in the pods encouraging inmates to request participation. LCSO expects a reduction in the detained pretrial population could lead to a decline in TIM Court admissions.

Substance Use Disorder Treatment

LCSO does not offer SUD treatment in jail, however inmates are enrolled in treatment in the community with court approval. The external transport team takes inmates to and from treatment as needed. Transports for treatment are recorded as transports for Court Orders, which may also include other court ordered movement.

Substance abuse education has been provided in the jail by community partner, Nicasa, in the past, but is not currently available, as noted below.

Jail-Based Programs

Prior to COVID-19, the Corrections Division offered in-jail programming in partnership with community-based providers. Some services are provided by volunteers, others are contracted. LCSO's contract manager coordinates contracts for services including GED education provided in the jail by the College of Lake County.

In CY 2021, LCSO reinstated programs on a limited basis, but were unable to continue due to ongoing challenges related to COVID-19.²³⁸ In CY 2021 program participation totaled 105 male

²³⁷ LCSO Leadership Interviews. Interview by PFM. Virtual, 29 December 2022.

²³⁸ Richard Clouse (LCSO), email to PFM, February 6, 2023.

inmates and 23 female inmates. Programs offered to female inmates were Re-Thinking Your Thinking, Art Therapy, and Parenting classes provided by the YWCA. Male inmates attended these as well as computer, GED, anger management, and substance abuse classes.

Programming paused in 2022, in part due to turnover in the program manager position.²³⁹

Inmate Programming Participation, CY 2021

Program Name (Provider)	Male	Female	Total	Max Class Size	Class Duration
Re-Thinking Your Thinking	19	3	22	9	3 weeks
Computer Class (Employee Connections)	19	0	19	9	7-9 weeks
GED (College of Lake County)	18	0	18	9	1 semester
Art Therapy (Art Impact Project)	11	5	16	9	1 semester
Anger Management (Nicasa)	13	0	13	9	15 weeks
Substance Abuse (Nicasa)	14	0	14	9	15 weeks
Parenting (YWCA)	11	15	26	9	6 weeks
Total	105	23	128	-	-

Source: LCSO, Jail Programming, 2021

Re-entry specialists work with inmates nearing release to coordinate services and assist with finding housing.

Internal Management and Communication

Staff shared they felt the Corrections Division is often overlooked and underprioritized by LCSO leadership and administration despite comprising almost half of the Office’s workforce. They report that communication and coordination between the Corrections Division and other divisions or units within LCSO is infrequent and is not seen as a core part of daily operations.

Key strategic planning and management functions, including the recruitment and hiring process, operate independent of parallel processes for the rest of the Office. The Sheriff’s Office’s leadership, which comes from the Law Enforcement division, may naturally provide greater engagement and oversight of law enforcement and administrative division functions compared to corrections functions. Comparatively, the Law Enforcement and Administration Divisions, by merit of both reporting to a single chief, are more closely integrated.

Within the Corrections Division, some command staff reported that lines of communication between command staff and officers are strained. They report recent high levels of turnover in jail leadership have generated inconsistency, miscommunication, and uncertainty for line staff. From the perspective of corrections officers, command staff are not closely involved in day-to-day operations, and are not frequently present on the pods.

In contrast, command staff and officers in specialized units, including CBCC RFC positions, external transport, and the bullpen report effective communication and coordination within their respective teams. Officers in specialized units have significantly higher levels of predictability in their daily assignments and schedules and are not required to work forced overtime. PFM

²³⁹ Two corrections program managers were hired and departed in the past three years. There has also been high turnover in the division’s two re-entry specialist positions; a new re-entry specialist was hired in November 2022.

observed higher morale and greater job satisfaction among these staff relative to other line staff in the Sheriff's Office.

Officers can request these posts, and Classification, two to three times annually; Division leaders make staffing decisions based on who they believe will best fit the role. In practice, these roles often go to more senior officers.

For many line staff, inefficient data collection and reporting processes cause frustration and are not seen as valuable uses of time in an environment characterized by short staffing and frequent use of forced overtime.

Officers view the required documentation of incidents, which is completed in electronic logbooks and supplemented with paper reports, as onerous. In some cases, staff opt to overlook minor infractions to avoid time-consuming reporting processes. Some officers are resistant to the use of electronic logbooks more generally because they feel the transition from paper to e-Logs reduced their ability to spend time interacting with inmates.

The Corrections Division relies heavily on manual processes to manage day to day operations and to maintain records. Some aspects of correctional operations, such as e-Logs and rounds (recorded by pressing buttons on the walls around each unit) are entered electronically. Other key documentation, including classification interviews, violation reports and inmate requests, are still documented on paper. Paper reports are periodically collected, scanned into the office's computer systems, and the originals are then shredded. Administrative staff note the existing processes of managing paper and scanned files is inefficient.

Other data is tracked in tables within Word documents, or in Excel spreadsheets that are not well-structured or efficient. Significant turnover in management personnel during the administration change in 2018 led to many processes changing and a loss of historical data – although in some instances lack of data may indicate it was not tracked prior to the current administration.

There are processes in place to ensure operational information and incident reports are disseminated to command staff, often through daily or weekly reports. Command staff meet with Classification weekly to review housing assignments and disciplinary issues. These meetings are an opportunity for Corrections command staff to communicate with each other about operational issues. However, there is little practice of analyzing trends or using data for decision-making. Command staff report data is used primarily for accreditation and annual reporting purposes only.

Personnel Trends

There are 230 full-time positions budgeted in the Corrections Division for FY 2023 and one part-time position.²⁴⁰ Since FY 2017, 12 full-time positions were added to the Corrections Division.²⁴¹ In FY 2017 there were three part-time positions: a re-entry specialist, a corrections librarian, and

²⁴⁰ PFM's personnel trends analysis reflects LCSO's budget request developed in consultation with the County; in most years, the final approved budgeted positions for LCSO differs from the sum of budgeted positions in each division.

²⁴¹ The number of full-time positions decreased by one in FY 2023 when a corrections lieutenant was moved to OPS in Sheriff's Administration.

an accreditation coordinator. In FY 2021, the accreditation coordinator position was removed. In FY 2022, the re-entry specialist was converted to a full-time position.

From FY 2017 through FY 2020, positions assigned to CBCC were identified in a separate budget center. There were between 14 and 18 full-time positions and no part-time positions in CBCC. Beginning in FY 2021, CBCC positions were consolidated under Adult Corrections.

In addition to the 230 County positions, LCSO contracts for 24.1 health services FTEs through Wellpath.

Corrections Division, Full-Time and Part-Time Positions

Unit	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	CAGR 2017-2023
Adult Corrections	202	201	211	216	230	231	230	2.2%
CBCC	16	18	15	14	0	0	0	-100.0%
Full-Time Positions	218	219	226	230	230	231	230	0.9%
Adult Corrections	3	3	3	2	2	1	1	-16.7%
CBCC	0	0	0	0	0	0	0	n/a
Part-Time Positions	3	3	3	2	2	1	1	-16.7%
Total Positions	221	222	229	232	232	232	231	0.7%

Source: LCSO, "Position Inventory for annual budgets FY 2017 – FY 2023" provided in response to PFM information request, October 22, 2022.

The number of filled positions in Corrections decreased from 208 in FY 2017 to 174 in FY 2023: a reduction of 34 positions, or 16.3 percent. As noted above, CBCC positions have been reallocated to the main jail as needed at least twice during this period (FY 2021 and FY 2023). LCSO reports 57 vacancies in Corrections for FY 2023, a vacancy rate of 24.7 percent. This is a significant increase from having 15 or fewer vacancies annually between FY 2017 and FY 2020. Since FY 2017 the total number of positions assigned to Corrections increased by 10.

Corrections Division, Filled and Vacant Positions

Unit	FY2017	FY2018	FY2019	FY2020	FY2021	FY2022	FY2023	CAGR 2017-2023
Adult Corrections	193	193	199	206	200	194	174	-1.7%
CBCC	15	17	15	14	0	0	0	-100.0%
Filled Positions	208	210	214	220	200	194	174	-2.9%
Adult Corrections	12	11	15	12	32	38	57	29.7%
CBCC	1	1	0	0	0	0	0	-100.0%
Vacant Positions	13	12	15	12	32	38	57	27.9%
Total Positions	221	222	229	232	232	232	231	0.7%
Vacancy Rate	5.9%	5.4%	6.6%	5.2%	13.8%	16.4%	24.7%	n/a

Source: LCSO, "Position Inventory for annual budgets FY 2017 – FY 2023" provided in response to PFM information request, October 22, 2022.

Expenditures Trends

In FY 2021, the Corrections Division's expenditures totaled \$31.0 million, an annual growth of 2.4 percent since FY 2017. The Division's FY 2022 expenditures are budgeted for \$34.6 million, an increase of 11.5 percent compared to the previous year.

Personnel (salaries and benefits) comprised 81.9 percent of Corrections Division's expenditures in FY 2021. As noted above, the Division's vacancies increased by 20 in FY 2021 compared to the year before; similarly, personnel expenditures decreased 9.8 percent in the same period. Personnel expenditures may have decreased further, but vacancy-related savings were offset by a 9.0 percent increase in overtime costs between FY 2020 and FY 2021.

Over the study period, overtime expenditures in the Corrections Division increased 10.2 percent annually, from \$2.5 million in FY 2017 (8.9 percent of expenditures) to \$3.7 million in FY 2021 (11.9 percent of expenditures). Overtime grew faster than any other category of expenditures shown here.

Corrections Division Expenditures by Account, FY 2017 – FY 2022 (Budgeted)

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Budgeted	CAGR 2017-2021
Salaries	\$17,872,938	\$17,270,582	\$18,733,669	\$21,585,781	\$19,226,470	\$21,497,635	1.8%
Benefits	\$5,876,748	\$5,722,126	\$5,833,911	\$6,558,652	\$6,144,703	\$7,151,784	1.1%
Commodities	\$1,172,390	\$1,069,513	\$1,179,426	\$989,977	\$992,143	\$1,237,800	-4.1%
Contractual costs	\$3,287,031	\$3,425,804	\$3,481,312	\$3,532,976	\$4,618,428	\$4,652,684	8.9%
Capital Expenditures	\$-	\$-	\$-	\$74,710	\$27,238	\$25,500	n/a
Division Total	\$28,209,108	\$27,488,024	\$29,228,318	\$32,742,096	\$31,008,982	\$34,565,403	2.4%
Percent Personnel	84.2%	83.6%	84.1%	86.0%	81.8%	82.9%	n/a

Source: LCSO, "FY 2017 – FY 2022 Expenditure Actuals" provided to PFM information request, September 27, 2022

Corrections Division Overtime Expenditure, FY 2017 – FY 2022 (Budgeted)

	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Budgeted	CAGR 2017-2021
Overtime	\$2,501,320	\$2,168,843	\$2,971,003	\$3,387,787	\$3,694,138	\$1,631,134	10.2%
Percent of Division Expenditures	8.9%	7.9%	10.2%	10.3%	11.9%	4.7%	n/a

Source: LCSO, "FY 2017 – FY 2022 Expenditure Actuals" provided to PFM information request, September 27, 2022.

Commodities made up 3.2 percent of the Corrections Division's expenditures in FY 2021. Spending on commodities has remained almost flat during the study period, decreasing annually at a rate of -4.1 percent.

The Corrections Division's contract expenditures grew by an annual growth rate of 8.7 percent from FY 2017 to FY 2021, from \$3.3 million to \$4.6 million. Inmate healthcare, contracted with Wellpath since December 1, 2020, is the largest contracted service at \$4.1 million annually.

Staffing and minimum service levels are set in Wellpath's contract. LCSO's contract manager monitors service delivery under the contract including daily staffing and tracks amounts eligible for withholding, penalties, or discounts. These include \$100 fines per inmate per service not

provided at specified service levels, withholding equal to the hourly wage and benefit cost for hours not worked (triggered if overall staffing falls below 95 percent), and a 4.2 percent reduction of the base contract cost for each month in which accreditation standards are not maintained. The contract amount is increased when the monthly ADP exceeds 620 inmates and decreased when the population is under 580. In recent years, LCSO has typically reduced payments by \$300,000 annually through these conditions of the contract, or about 7 percent of the total contract cost.

The Corrections Division's other top contracted expenditures are for inmate food, electronic monitoring for community corrections, and body cameras for corrections officers. LCSO's contracts with ViaPath (inmate phone and tablet services) and Stellar Services LLC (commissary services) include profit-sharing agreements. LCSO retains 40 percent of fees charged for phone calls and 25 percent of fees for tablet services.²⁴²

Corrections Division Contracted Services

Service	Vendor	Annual Cost	Current Term Expiry	Final Contract Expiry
Jail Inmate Healthcare Services	Wellpath LLC	\$4,079,146	11/30/2022	11/30/2025
Inmate Meal Service	Aramark Correctional Services, LLC	\$852,053	1/31/2021	1/31/2024
Offender Electronic GPS Monitoring	Sentinel Offender Services	\$190,000	8/31/2024	8/31/2027
Corrections Body Cameras and Software	Axon	\$135,001	6/8/2026	6/8/2026
Inmate Clothing and Supplies (e.g., hygiene items and bedding)	Bob Barker Company	\$73,461	7/31/2022	7/31/2025
Docket Display of Inmate Court Cases	Adgators	\$23,104	4/16/23	unk
Jail Transport Vehicle Cameras and Software	Axon	\$9,038	6/8/2026	6/8/2026
Legal Research Software for Inmates	Lexis Nexis	\$8,952	11/30/2021	11/30/2025
Commissary Services and Banking Software for Jail	Stellar Services LLC	\$0	10/9/2021	10/9/2024
Inmate Phones, Tablets, Bail, Kiosks & Video Visitation	ViaPath (formally GTL)	\$0	8/1/2023	8/1/2026
	Total	\$5,370,754		

Source: LCSO, "Vendor Provided Contract List"

WORKLOAD AND STAFFING ASSESSMENT

This section brings together the analyses presented throughout this report to examine office-wide workload and staffing trends over the past five years and into calendar year and fiscal year 2022. Then, considering the current policy environment and demographic and socioeconomic trends, we present a five-year baseline forecast. This baseline projection quantifies workload and staffing through 2027, assuming practices and circumstances remain static. This preliminary assessment is a projection of current trends; it is not a recommendation for the number of staff needed to meet future workload expectations.

²⁴² In one year from September 2019 through August 2020, LCSO received nearly \$750,000 under the County's previous two-year contract for inmate phone services.

From FY 2019 to FY 2023, LCSO’s budgeted headcount has remained level at 495 full-time positions; the number of part-time positions decreased modestly from 57 to 54 over this period. At the same time, the number of filled positions fell by 80 – from 510 filled positions in FY 2019 to 430 at the outset of FY 2023 – driven by a short-term hiring slump during COVID-19 and a structural gap between hires and separations.

LCSO Annual New Hires and Separations, FY 2017 - FY 2022 (Partial Year)

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	CAGR 2017-2021
Full-Time Budgeted Positions	483	482	495	495	495	495	0.6%
Part-Time Budgeted Positions	53	55	57	57	55	54	0.9%
Total Budgeted Positions	536	537	552	552	550	549	0.6%
Full-Time Filled Positions	470	443	457	464	439	421	-1.7%
Part-Time Filled Positions	41	57	53	51	53	39	6.6%
Total Filled Positions*	511	500	510	515	492	460	-0.9%
	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	Dec 2021 - Aug 2022	CAGR 2017-2021
New Hires	15	35	22	11	20	33	7.5%
Total Separations (Excludes Trainees)	50	47	67	45	68	41	8.0%
Net Change	-35	-12	-45	-34	-48	-8	n/a

Sources: Lake County, Annual Budgets FY 2017-2022; LCSO, Position Inventory for Annual Budgets FY 2017-2022; Roster of all New Hires (Active Employees) 2017-Sep 2022; Roster of all Separations (Inactive Employees) 2017-Aug 2022.

*Note: Filled positions during a point in time count, August of each year. Due to the flow of people being hired and separating throughout the year, the number of filled positions during a specific point in time count each year is not expected to reflect the net annual change. In FY 2023 budgeted positions remained at 549. Filled positions for FY 2023, as of August 2022 decreased to 430, including 399 full-time and 31 part-time filled positions.

In each full year separations exceeded new hires by double digits; in FY 2019 and FY 2021, separations spiked to 67 and 68, respectively, resulting in one-year net losses of 45 and 48 employees. Data through August 2022 shows hiring continued to increase for the third year with 33 new hires in just nine months; but it still remained behind separations (41).

Many of LCSO’s key workload metrics have decreased in recent years. Although some of these, like calls for service, increased in 2022, the projected number of calls for service through CY 2022 remains below service levels in CY 2017.²⁴³

Demographic and socioeconomic trends do not suggest a marked increase in crime is imminent. The county’s population is growing at a rate of less than 0.3 percent annually and is aging. Poverty is declining and median household income and home values are rising. The proportion of the population with a four-year college degree or higher is increasing slightly.²⁴⁴ Together, these trends are expected to correlate with level or decreasing crime and incarceration rates.

²⁴³ Workload metrics, hiring, and attrition data for 2022 is projected through the end of the year based on partial year data provided by LCSO through varying points in the year (August 31 through September 30, 2022).

²⁴⁴ U.S. Census Bureau, Selected Characteristics of the Native & Foreign Born Population,” American Community Survey: 2017 – 2021 1 Year Estimates.; U.S. Census Bureau, “Subcounty Population and Housing Unit Estimates,” American Community Survey: 2019 & 2021 Subcounty Population Estimates.

Concerns have been raised nationally that immigrant and non-white populations may have been undercounted in the 2020 census, which could skew demographic or economic data if those groups are more likely to be young and low- or moderate-income. But as of now, it is at best unclear what if any impact that could have on crime in Lake County in the next five years.

Lower crime and incarceration rates may offer an opportunity for the Sheriff's Office to become leaner and more efficient. LCSO must also consider how its allocation of staffing and other resources can best meet the Office's, County's, and community's strategic needs and priorities.

There may be responses currently provided by LCSO that would be better provided by other agencies of government. For example, as an alternative to the current response model for incidents involving individuals with serious mental illness, expanded use of a co-responder approach or an approach less reliant on law enforcement is already being implemented in other parts of the nation. More effective deployment of non-law enforcement resources could also lead to further reductions in crime.

Finally, changes in current processes could lead to reduced workload for LCSO in the future or at least a change in deployment. If the Pretrial Fairness Act is allowed to move forward and cash bail is eliminated, it could result in reductions in ADP and concomitant reductions in needed staffing. In a similar way, return to pre-pandemic length of stay for inmates could also reduce ADP. Further use of civilians in response to certain calls for service could reduce the need for LCSO deputies. Given the current staffing of LCSO, these approaches could offset some of the Office's recruitment needs and reduce reliance on overtime in the next five years.

Projection Approach

Workload

PFM identified a key workload metric for each operational area of LCSO. Where relevant, additional key input metrics were considered. The historical trend for all workload metrics is presented for CY 2017 through CY 2022, consistent with the data tables earlier in this report.²⁴⁵ The datasets provided to PFM contained different time periods for CY 2022: from six months to a full year. For the historical trend analysis CY 2022 data is extrapolated to show a full year. The annual growth rate for CY 2017 to CY 2021 is shown as well as the one-year growth rate for CY 2022.²⁴⁶

Across the board PFM observed significantly more variation in workload metrics from CY 2020 through CY 2022 relative to the period from CY 2017 to CY 2019. The key inputs provided in several of the tables below offer some insight into the driving forces behind the fluctuations. In many cases, changes year-to-year are directionally similar to national trends (e.g., jail population falling during CY 2020 and subsequently rising). However, there are many more factors to be examined that could not be completed in the scope of this report.

²⁴⁵ Operational data was provided in CY or by month. Although monthly data can be presented either by calendar year or fiscal year, PFM presents all operational data by CY and all personnel and fiscal data by FY for consistency throughout this report. That approach continues in this section. Because Lake County's fiscal year runs from December 1 through November 30, the two periods include 11 out of 12 of the same months each year.

²⁴⁶ All decimals are rounded to one digit. When the change between two numbers is very small (less than 0.1) it will appear in the table to be unchanged. The compound annual growth rate, CAGR, is calculated using the full number (not rounded), and therefore may show the true annual growth rate is greater than zero.

Therefore, to account for historical trends, and recent fluctuations, with a consistent analytical method, PFM calculated a baseline projection using a three-year moving average.²⁴⁷ The resulting projections demonstrate the continuation of current trends, including some that move in different directions. For each core operational function (aligned to budget divisions), the sections below provide the historical trend, projected trend, and a discussion of key considerations.

Staffing

PFM analyzed LCSO's recruitment and retention trends for key groups of employees earlier in this report: civilians, deputies, court security officers, and corrections officers. In this section, the historical staffing trends are shown by budget division for the period FY 2017 through FY 2022. Position inventory reports were provided by Lake County for the full period.

Hiring and separation data were provided through September and August of each year, respectively: representing 10 months of the fiscal year for hiring data and 9 months of separation data. The FY 2022 hiring and separation data is extrapolated to show a full year. Like the workload trend analysis, a four-year annual growth rate is presented (FY 2017 to FY 2021) as well as a one-year percent change from FY 2021 to FY 2022 assuming hiring and separations continue at the same pace in the final months of the year.

Unsurprisingly, recruitment slowed down considerably for most sections in FY 2020 but hiring has increased markedly in FY 2021 and FY 2022. In recruitment analysis, it is recommended to weight recent data more heavily than historical trends, particularly when the market undergoes significant changes as it has in recent years. As discussed in this report and in the recommendations below, there are many things LCSO and Lake County may do differently in the coming years to change the trajectory of their hiring and retention experience.

To best reflect the continuation of LCSO's recent hiring experience, PFM uses an average of the number of employees hired in FY 2021 and FY 2022 (extended through the full year) to estimate the annual number of new hires through FY 2027. Separations are projected by averaging the turnover rate over the past two years.

The baseline staffing projection begins with the average number of filled FTEs in FY 2022. This number differs from the point-in-time filled position counts shown earlier in this report, and it more accurately reflects the actual staffing level for the most recent year as a starting point for the baseline projection. Then, the projected number of hires and projected turnover rate, is applied to each year. The turnover rate is applied before adding new hires for the year. The net result is used to calculate each subsequent year throughout the period. The number of employees eligible for retirement over the baseline projection period is also presented and considered in the discussion.

The baseline workload and staffing projections are presented side by side for each operational section of LCSO below. In some areas, such as Corrections and Highway Patrol, the baseline projection shows the gap between staffing and workload may increase substantially if current trends persist.

²⁴⁷ A three-year moving average, also referred to as a rolling average, averages the past three years to project the next year. For subsequent years, the projected year becomes part of the three-year average. Statistically, this projection method is useful for identifying long term trends and smoothing year-to-year fluctuations.

The following table summarizes the historical trends and projected measures of workload and staffing for each LCSO organizational unit.

Key Workload and Staffing Measures, 2017 – 2021 (actual) and 2022 – 2027 (projected)

Division / Unit	Historical Workload Change 2017-2021*	Baseline Projection Workload Change 2022-2027*	FY 2022 Average Filled FTEs	Historical Staffing Change 2017-2021*	Baseline Projection Staffing Change 2022-2027*	Employees Eligible for Retirement with Full Benefits by FY 2027
Administration Division						
Sheriff Administration	2.6%	0.1%	15.0	-10.0%	-32.5%	11.0
Training (Scenario A)	-3.7%	4.3%	6.0	50.0%	-38.5%	1.0
Training (Scenario B)	n/a	-25.2%	n/a	n/a	n/a	n/a
Administrative Services (Civil Process and Records)	64.7%	n/a	16.0	-5.0%	12.6%	1.0
IT	13.3%	-11.6%	4.0	n/a	25.0%	0.0
Law Enforcement Division						
Highway Patrol	-17.5%	-1.4%	92.4	-1.9%	2.0%	45.0
Criminal Investigations Division (CID)	-44.0%	-2.7%	29.1	11.1%	-28.9%	7.0
Communications	-19.8%	-0.1%	26.5	-7.1%	-21.4%	5.0
Court Security	1045.9%	6.9%	34.3	-11.3%	-15.4%	10.0
Marine Unit	23.8%	6.4%	4.4	-31.6%	19.0%	0.0
Corrections Division						
Adult Corrections (Scenario A)	-23.3%	-2.3%	167.7	3.6%	-22.4%	32.0
Adult Corrections (Scenario B)	n/a	10.4%	n/a	n/a	n/a	n/a
Community Based Correctional Center (Scenario A)	-38.4%	12.2%	14.0	-100.0%	-50.0%	0.0
Community Based Correctional Center (Scenario B)	n/a	12.2%	n/a	n/a	n/a	n/a
LCSO Total			409.5			112.0

*Note: This table shows total percent change from the start to the end of each period – not the annual growth rate.

Highway Patrol

From CY 2017 through CY 2021, the number of responses to calls for service by Highway Patrol deputies decreased by 4.7 percent annually. Based on data from January to August 2022, the number of Highway Patrol responses to CFS was on track to increase by 5.1 percent in 2022; this is similar to the trends seen for the total number of unique calls for service received by Communications (discussed below). Highway Patrol CFS data includes contract communities.

Many factors contribute to the number of responses by Highway Patrol. Some, like the number and type of calls for service coming in, are outside of LCSO’s control. Key indicators such as the total number of unique calls for service received for LCSO and the total number of offenses and arrests may correlate with greater service level demands but will not necessarily predict it. Offenses and arrests also declined from CY 2017 through CY 2021. While total arrests increased slightly in CY 2022, offenses did not.

There are also individual or LCSO-wide practices that can have an impact on activity. Data shows the number of responses by LCSO to CFS increased in CY 2022. CFS data also includes self-initiated incidents, which may increase if deputies are more proactive.

Using a three-year moving average to project current trends through CY 2027, we would expect to see CFS fluctuate throughout the period but remain relatively stable. The projected number of responses to CFS would remain between CY 2021 and CY 2022 levels.

Responses to Calls for Service Historical Trend, CY 2017 – CY 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022*	CAGR 2017-2021	1-Year % Change 2021 - 2022
Highway Patrol responses to CFS	192,182	181,183	181,278	170,176	158,552	166,709	-4.7%	5.1%
Key Inputs								
Total offenses	9,627	9,552	8,816	9,165	8,513	7,401	-3.0%	-13.1%
Total adult and juvenile arrests	1,741	1,563	1,692	1,646	1,335	1,347	-6.4%	0.9%
LCSO responses per CFS	1.3	1.2	1.3	1.3	1.3	1.9	1.1%	48.3%
Traffic citations	18,315	15,109	14,783	11,277	8,903	9,053	-16.5%	1.7%

*Note: Data for CY 2022 extrapolated to estimate a full year based on data through August 2022.

Responses to Calls for Service Projected Trend, CY 2023 – CY 2027

	CY 2023	CY 2024	CY 2025	CY 2026	CY 2027	CAGR 2023-2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	165,146	163,469	165,108	164,574	164,383	-0.1%	-1.4%	-14.5%

From 2017 to 2021 the staffing level of certified deputies declined as separations increased faster than hiring, but the hiring rate increased in FY 2021 and FY 2022. While new hires remained lower than attritions that year, the projected trends show a net difference of less than one FTE annually through FY 2027. By FY 2027 Highway Patrol would see a slight increase in filled positions.

In total, the projection, based on average attrition in FY 2021 and FY 2022, shows 45.6 FTEs separating from Highway Patrol over the five-year period. In FY 2021 and FY 2022, 34.4 percent of separations were retirements. At that rate, about 16 of projected 46 separations would be retirements. Currently, there are already 17 employees in Highway Patrol eligible to retire with full benefits, and by the end of FY 2027 that number will increase to 45. Three more employees in Highway Patrol will be eligible to retire with reduced benefits in FY 2027. The number of Highway Patrol employees who are eligible to retire with full benefits today and over the next five years signals a risk of substantially higher rates of separation than are projected below.

Highway Patrol Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023-2027	% Change from 2022
Filled FTEs	92.4	92.8	93.2	93.6	94.0	94.3	0.4%	2.0%
Key Inputs								
New hires (FTEs)	9.3	9.5	9.5	9.5	9.5	9.5	0.0%	1.9%
Separations (FTEs)	10.5	9.1	9.1	9.1	9.2	9.2	0.3%	-12.7%
Net change (FTEs)	-1.2	0.4	0.4	0.4	0.3	0.3	n/a	n/a

Criminal Investigations

The number of cases assigned for investigation rose slightly from CY 2017 to CY 2019 and decreased substantially beginning in CY 2020. Although CY 2022 case assignments and closures are up relative to CY 2021, they remain below CY 2020 levels. Data for 2022 was provided for January to June. Compared to the same period in CY 2021, the number of cases assigned and closed increased by more than 50 percent. The number of active cases at year-end (CY 2017-2021) or mid-year (CY 2022) fluctuated during the period but trended down.

CID command has discretion to assign cases for investigation, and it is appropriate that not all cases are assigned. However, the number of offenses reported, particularly for Part 1 crimes, is one indicator for the volume and type of work coming into CID. From CY 2017 through CY 2021, the number of Part 1 violent crimes reported increased by 3.7 percent annually and Part 1 property crimes decreased by 14.3 percent annually. In CY 2022 the trends reversed with Part 1 violent crimes down 7.7 percent and Part 1 property crimes up 1.9 percent.

The number of cases assigned per 100 offenses reported (total offenses, not just Part 1 crimes), fluctuated over the period between 9.9 percent and 19.2 percent.

Importantly, the number of cases assigned is just one indicator of CID workload. The complexity of cases is a significant factor in estimating workload. CID command staff reported that they limit the number of cases assigned based on staff capacity, which could indicate the trend down in case assignments reflects capacity as well as demand for services.

Using a three-year moving average to project the continuation of current practices, the number of cases assigned cases would remain steady in CY 2023. By CY 2027 it would fall slightly to 948, a 2.7 percent decrease from CY 2022 and more than a third lower than CY 2017. Given the projected decrease in staffing levels (described below), and the ability of CID command to limit the volume of cases assigned, it is reasonable to expect the number of cases assigned would decrease, irrespective of increases in certain types of offenses.

Investigations Assigned Historical Trend, CY 2017 – CY 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022*	CAGR 2017-2021	1-Year % Change 2021 - 2022
Investigations assigned	1,499	1,550	1,695	1,112	840	974	-13.5%	16.0%
Key Inputs								
Active cases	503	314	424	285	316	248	-11.0%	-21.5%
Cases closed	1,663	1,909	1,620	1,192	807	1,010	-16.5%	25.2%
Part 1 violent offenses	101	97	106	95	117	108	3.7%	-7.7%
Part 1 property offenses	1,052	1,241	784	558	567	578	-14.3%	1.9%
Cases assigned per 100 offenses reported	15.6	16.2	19.2	12.1	9.9	13.2	-10.8%	33.4%

*Note: CID semi-annual report data provided for January to June 2022. Part 1 offense data was provided through July 2022. The data was extrapolated to estimate CY 2022.

Investigations Assigned Projected Trend, CY 2023 – CY 2027

	CY 2023	CY 2024	CY 2025	CY 2026	CY 2027	CAGR 2023-2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	975	930	960	955	948	-0.7%	-2.7%	-36.7%

CID staffing declined slightly from FY 2017 to FY 2022. The number of new hires directly into CID is limited to civilian personnel because deputies must have at least three years of experience to apply for a position within CID. The pipeline for potential detectives within Highway Patrol is a crucial factor in determining the number of staff in CID. Additionally, if Highway Patrol faces staffing shortages, LCSO leadership may be less likely to transfer and promote deputies to CID. If the Office is able to backfill the CID vacancies, the number of filled FTEs will not decline as much.

Attrition is projected for CID using a composite rate for deputy and civilian attrition: yielding an estimated 11.4 FTEs separating over the next five years. One CID employee is currently eligible for retirement with full benefits, and six more will become eligible through the end of FY 2027.

CID Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023-2027	% Change from 2022
Filled FTEs	29.1	27.0	25.2	23.5	22.0	20.7	-6.5%	-28.9%
Key Inputs								
New hires (FTEs)	3.1	0.6	0.6	0.6	0.6	0.6	0.0%	-80.8%
Separations (FTEs)	3.5	2.7	2.4	2.3	2.1	1.9	-7.5%	-45.3%
Net change (FTEs)	-0.4	-2.1	-1.8	-1.7	-1.5	-1.3	n/a	n/a

Communications

Unique calls for service, including calls received by LCSO Communications for entities other than LCSO, decreased year-over-year from CY 2017 through CY 2021.²⁴⁸ In CY 2022, calls for service in the first eight months of the year were 5.2 percent higher than in the same period in CY 2021, marking the first increase in the review period.²⁴⁹

Other key inputs affecting the Communications workload that could not be quantified here could include average amount of time spent on the call or communicating with deputies, per CFS, or the number of calls bounced to another call center because LCSO Communications staff could not answer in time.

If the current trend continues, a three-year moving average shows the number of CFS decreasing by less than two percent between CY 2022 and CY 2027 and would not return to pre-pandemic levels.

Total Calls for Service Historical Trend, CY 2017 – CY 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022*	CAGR 2017-2021	1-Year % Change 2021 - 2022
Total unique CFS	197,727	189,054	183,647	173,221	158,639	168,761	-5.4%	6.4%

*Note: Data for CY 2022 extrapolated to estimate a full year based on data through August 2022.

Total Calls for Service Projected Trend, CY 2023 – CY 2027

	CY 2023	CY 2024	CY 2025	CY 2026	CY 2027	CAGR 2023-2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	166,874	164,758	166,797	166,143	165,899	-0.1%	-1.7%	-16.1%

Communications saw remarkably little staffing turnover from 2017 through 2021. However, the vacancy that occurred during this period took a full two years to fill. At the start of FY 2023 there were two vacancies. Additionally, two of the unit's 26 staff are eligible to retire with full benefits currently, and two more will be eligible by the end of FY 2027. The timing and impact of 911 consolidation on staffing is not known at this time, therefore the baseline projection assumes that hiring efforts continue at current levels through the projection period.

Over the next five years, the projection below shows the impact on communications staffing if hires averaged one FTE every two years and attrition was 6.8 percent annually (the average civilian attrition rate for LCSO over the past two years). If LCSO is able to fill its vacancies more quickly than it has in the past, the number of filled FTEs will still decline, but not as much.

²⁴⁸ Including: Coroner's Office, Animal Control, and Lake County Forest Preserve Police.

²⁴⁹ Additional CFS data pulled by LCSO using internal emergency service numbers (ESN) showed total calls for service in CY 2022 on track to increase by 5.9 percent compared to CY 2021, based on data through December 18, 2022.

Although attrition within Communications has been historically lower, retirement eligibility and potential changes due to 911 consolidation could negatively affect retention.

Communications Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023- 2027	% Change from 2022
Filled FTEs	26.5	25.2	24.0	22.9	21.8	20.9	-4.6%	-21.4%
Key Inputs								
New hires (FTEs)	1.7	0.5	0.5	0.5	0.5	0.5	0.0%	-70.6%
Separations (FTEs)	1.8	1.8	1.7	1.6	1.6	1.5	-4.7%	-18.8%
Net change (FTEs)	-0.1	-1.3	-1.2	-1.1	-1.1	-1.0	n/a	n/a

Court Security

Court Security’s workload can be assessed in two ways. The level of service necessary to provide statutorily required security in courtrooms is determined by the number of court rooms and hours during which they operate. One additional court room is anticipated if the pretrial-related components of the SAFE-T Act are determined to be constitutional and implemented.

The other measure of the unit’s workload is shown by the number of calls for service to which court security officers respond. This measure has increased exponentially since 2017, rising from 464 calls for service in 2017 to more than 7,000 in 2019. In 2021 the number of calls for service decreased to 5,317 and continued to decline in the first eight months of 2022. The majority of court security calls for service are self-initiated: 94.4 percent from January through August 2022, compared to about 55 percent department wide.

If recent trends in Court Security’s CFS response activity continue, as estimated with a three-year moving average, CFS responses will level out at about 4,700 annually. While this would be just 6.9 percent higher than CY 2022, it would remain nearly ten times higher than CY 2017. Because Court Security’s role in responding to CFS is not statutorily mandated, LCSO has some flexibility in how it manages this component of its workload.

Court Security CFS Responses Historical Trend, CY 2017 – CY 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022*	CAGR 2017- 2021	1-Year % Change 2021 - 2022
Responses to CFS	464	545	7,649	4,438	5,317	4,439	84.0%	-16.5%

*Note: Data for CY 2022 extrapolated to estimate a full year based on data through August 2022.

Court Security CFS Responses Projected Trend, CY 2023 – CY 2027

	CY 2023	CY 2024	CY 2025	CY 2026	CY 2027	CAGR 2023-2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	4,731	4,829	4,666	4,742	4,746	0.1%	6.9%	922.8%

On average, in FY 2022 there were 34.3 filled FTEs in Court Security, including a combination of full- and part-time employees. If hiring rates continue at the FY 2021 and FY 2022 levels, Court Security will add 3.5 FTEs annually. This is enough to nearly balance out a projected 18.6 percent annual attrition rate, based on court security separations in FY 2021 and FY 2022. As noted earlier in this report, Court Security has significantly higher turnover than other sections of LCSO.

The projected attrition rate would lead to 17.2 FTEs separating over the next five years. In the past two years only 15.9 percent of Court Security separations were retirements. At that proportion, only three separations would be due to retirement. Going forward, however, 5 current Court Security employees are currently eligible to retire with full benefits and 10 will be eligible for retirement with full benefits by the end of FY 2027.

Court Security Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023-2027	% Change from 2022
Filled FTEs	34.3	33.2	32.0	31.0	30.0	29.0	-3.3%	-15.4%
Key Inputs								
New hires (FTEs)	4.4	3.5	3.5	3.5	3.5	3.5	0.0%	-21.8%
Separations (FTEs)	4.0	4.6	4.6	4.5	4.5	4.4	-1.1%	8.9%
Net change (FTEs)	0.4	-1.2	-1.1	-1.1	-1.0	-0.9	n/a	n/a

Marine Unit

The number of responses to calls for service by the Marine Unit increased annually since 2018. From 2018 to 2021, responses to CFS increased from 722 to 1,338. Call for service responses by the Marine Unit are projected to continue to grow at the historical rate. By FY 2027, this would mean an increase of nearly 500 responses annually, or 37.2 percent over the 2021 levels.

Marine Unit CFS Responses Historical Trend, CY 2017 – CY 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022*	CAGR 2017-2021	1-Year % Change 2021 - 2022
Responses to CFS	1,081	772	918	1,276	1,338	1,171	5.5%	-12.5%

*Note: Data for CY 2022 extrapolated to estimate a full year based on data through August 2022.

Marine Unit CFS Responses Projected Trend, CY 2023 – CY 2027

	CY 2023	CY 2024	CY 2025	CY 2026	CY 2027	CAGR 2023-2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	1,262	1,257	1,230	1,249	1,245	-0.3%	6.4%	15.2%

The Marine Unit headcount, including seasonal positions, fluctuated between 12 and 16 filled positions from FY 2019 through FY 2022 with one new hire in three out of the past four years. On average, over the course of FY 2022, the Marine Unit had 4.4 filled FTEs.

Based on FY 2021 and FY 2022 hiring and attrition rates, the annual average number of filled FTEs would increase by 3.2 percent annually to 5.3 in FY 2027. County retirement eligibility data is not informative for future staffing of the Marine Unit, which is primarily staffed by part-time employees who are not eligible for County retirement benefits. The Marine Unit is supervised by a sergeant who will not be eligible for retirement by FY 2027.

Marine Unit Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023-2027	% Change from 2022
Filled FTEs	4.4	4.6	4.8	5.0	5.1	5.3	3.2%	19.0%
Key Inputs								
New hires (FTEs)	0.5	0.6	0.6	0.6	0.6	0.6	0.0%	18.3%
Separations (FTEs)	0.5	0.3	0.4	0.4	0.4	0.4	6.6%	-15.5%
Net change (FTEs)	0.0	0.2	0.2	0.2	0.1	0.1	n/a	n/a

Corrections

PFM considered the current jail ADP trend, as well as the rate of bookings and releases per year. The jail population decreased from 2019 to 2021, then began to rise again in 2022. While the number of bookings and releases each decreased annually from 2017 through 2021, there have been more bookings than releases in each year since CY 2019. In CY 2022, based on data through November 8, the jail was on track to see 108 more bookings than releases.

The length of stay (LOS), or the number of days from booking to release for each inmate, is also a key component to future jail population. The average LOS for inmates released in 2017 was 36.7 days, and it remained under 38 days on average for inmates released in 2018 and 2019. But in 2020, the average LOS for inmates released in 2020, 2021, and through November 8, 2022, was more than 50 days.

Together these data indicate that absent any policy changes, the uptick seen in jail population in 2022 is likely to continue over the next five years. Crime and socioeconomic trends do not

indicate a significant deviation is imminent. Nationally, the number of inmates in local jails at midyear 2021 increased 15 percent compared to midyear 2020.²⁵⁰

Unlike other areas where LCSO has some level of control over how many deputies respond to each incident or how many cases are investigated, the jail population is determined by actions by individuals and systems outside of the Office.²⁵¹ This makes the key inputs described above, bookings, releases, and LOS, particularly useful when projecting jail ADP. Given that bookings are outpacing releases at a growing rate, and LOS remains steadily above its pre-pandemic levels, it is unlikely the CY 2022 increase in jail population will reverse course in CY 2023. The one-year change in ADP from CY 2021 to CY 2022 was 7.7 percent.

If we project jail ADP with a three-year rolling average, the increase in CY 2022 is interpreted as a temporary rise that would fall in CY 2023 and fluctuate over the rest of the period. In total, ADP would decrease by 2.3 percent over five years and the CY 2027 ADP would be 19.3 percent lower than CY 2017.

If LCSO’s jail population increased by 2 percent annually from CY 2023 to CY 2027 it would be 558.2 in CY 2027. That would be a 10.4 percent increase from CY 2022, but it would still be 8.8 percent lower than the CY 2017 jail population.

Both of the baseline projection scenarios offered for jail population assume policies and practices remain consistent. This analysis does not quantify the impact of the SAFE-T Act for the LCSO jail population, in part because ongoing litigation makes it unclear at this time what the outcome will be. Additionally, the impact of the SAFE-T Act, or any future legislative changes, on the jail population will be tempered by the actions of individual judges and prosecutors. If individual behaviors change gradually in response to new laws or norms, the impact on jail population could also be protracted.

Jail ADP Historical Trend, CY 2017 – CY 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022*	CAGR 2017 - 2021	1-Year % Change 2021 - 2022
Jail ADP	611.8	570.8	593.6	511.3	469.4	505.6	-6.4%	7.7%
Key Inputs								
Bookings	7,841.0	7,184.0	6,953.0	4,421.0	4,152.0	4,606.5	-14.7%	10.9%
Releases	7,832.0	7,123.0	6,983.0	4,562.0	4,224.0	4,498.5	-14.3%	6.5%
Net bookings and releases	9.0	61.0	-30.0	-141.0	-72.0	108.0	n/a	n/a
LOS	36.7	37.5	37.9	51.4	54.5	52.4	10.4%	-3.9%

*Note: Jail ADP for CY 2022 is based on data through September 2022. Booking, release, and LOS data for CY 2022 is extrapolated to estimate a full year based on data through November 7, 2022.

²⁵⁰ Bureau of Justice Statistics (BJS). 2022. *Jail Inmates in 2021 – Statistical Tables*. Washington D.C.: BJS

²⁵¹ The proportion of bookings by LCSO deputies decreased from 29.3 percent in CY 2017 to 22.6 percent in CY 2022 (through November 8, 2022).

Jail ADP Projected Trend, CY 2023 – CY 2027

	CY 2023	CY 2024	CY 2025	CY 2026	CY 2027	CAGR 2023-2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	495.4	490.1	497.1	494.2	493.8	-0.1%	-2.3%	-19.3%
Scenario B: 2 percent annual growth	515.7	526.0	536.5	547.3	558.2	2.0%	10.4%	-8.8%

Within the Corrections Division, including officers and civilian staff, the continuation of current recruitment and retention trends would mean a 22.6 percent decrease in the number of filled FTEs. If these trends continue as shown in the baseline projection scenario, the jail could face significant staffing, safety, and operational challenges regardless of its which direction its ADP moves.

Over the five years from FY 2023 through FY 2027, if current attrition rates continue, Corrections would lose 93 employees. In FY 2021 and FY 2022, an average of 33.3 percent of Corrections separations were retirements. If that proportion continued, 31 of the 93 separations would be retirements.

By the end of FY 2027 32 current Corrections employees will be eligible for retirement with full benefits and an additional 34 will be eligible with reduced retirement benefits.

Corrections Projected Staffing, Trend CY 2023 – CY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023-2027	% Change from 2022
Filled FTEs	167.7	157.9	149.4	142.0	135.6	130.1	-4.7%	-22.4%
Key Inputs								
New hires (FTEs)	15.6	11.3	11.3	11.3	11.3	11.3	0.0%	-27.5%
Separations (FTEs)	22.9	20.9	19.6	18.5	17.6	16.7	-5.4%	-26.8%
Net change (FTEs)	-7.3	-9.6	-8.3	-7.2	-6.3	-5.4	n/a	n/a

Community Corrections

The workload for Community Corrections is currently limited by staffing constraints. As discussed in the Corrections section of this report, the current practice of the courts is to only sentence individuals to periodic imprisonment (work release) if LCSO indicates the CBCC has capacity and adequate staff to operate the required pods. The number of inmates on electronic monitoring has remained level from 2017 through September 2022 with modest fluctuations in average monthly population between 64.4 (2022) and 75.3 (2019).

As of January 2023, LCSO has temporarily closed work release to move corrections officers into the main jail. While Corrections leadership has indicated they would like to resume operations of the full work release program, including pods that have been closed since CY 2020, it appears highly unlikely operations would increase alongside continued staffing shortages for Corrections as a whole.

Scenario A, below, shows the projected combined ADP for CBCC calculated with a three-year moving average. In this scenario the population would increase and then remain at about 88 participants. Scenario B adjusts the projection for CY 2023 to account for the closure of the work release program, but assumes this closure is temporary as indicated by LCSO and that electronic monitoring continues.

CBCC ADP Historical Trend, CY 2017 – CY 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022*	CAGR 2017 - 2021	1-Year % Change 2021 - 2022
CBCC ADP	150.4	153.1	157.1	110.6	92.7	78.9	-11.4%	-14.9%
Key Inputs								
Work release ADP	83.4	78.6	81.8	42.7	18.9	14.5	-31.0%	-23.3%
Electronic Home Monitoring ADP	67.0	74.5	75.3	67.9	73.8	64.4	2.4%	-12.7%

*Note: CBCC ADP for CY 2022 is based on data through September 2022.

CBCC ADP Projected Trend, CY 2023 – CY 2027

	CY 2023	CY 2024	CY 2025	CY 2026	CY 2027	CAGR 2023-2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	94.1	88.6	87.2	89.9	88.6	-1.5%	12.2%	-41.1%
Scenario B: Adjusted for CY 2023 WR closure	68.7	88.6	87.2	89.9	88.6	6.6%	12.2%	-41.1%

CBCC staffing, when operating, is typically 14 corrections officers. Corrections officers are not hired directly into CBCC. Some CBCC positions are specialized roles that experienced corrections officers must apply for. As a result, the projection below shows no anticipated hires. Attrition, based on the FY 2021 and FY 2022 rate for corrections officers, is projected at 13 percent. CBCC staffing in future years, however, is largely dependent on operational and management decisions by LCSO leaders who must balance resources between the jail and CBCC and decide whether to backfill CBCC vacancies. If the Office is able to backfill the positions, the number of filled FTEs will not decline as much.

CBCC Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023-2027	% Change from 2022
14.0	12.2	10.6	9.2	8.0	7.0	-13.0%	-50.0%	14.0
Key Inputs								
New hires (FTEs)	1.2	0.0	0.0	0.0	0.0	0.0	n/a	-100.0%
Separations (FTEs)	1.8	1.8	1.6	1.4	1.2	1.0	-13.0%	-42.6%
Net change (FTEs)	-0.6	-1.8	-1.6	-1.4	-1.2	-1.0	n/a	n/a

Sheriff Administration

Sheriff Administration, as a budget division, includes senior leadership, OPS, and the Business Office. The administrative and managerial duties of this group are varied. Shown in the table below, we use the total number of approved budgeted positions as a proxy for the size of the organization and therefore the level of effort needed to run it (note: this is different than the measure used for Training, which used total number of *filled* positions as a proxy). The number of budgeted positions for LCSO increased in CY 2019, then decreased slightly by three positions in the years since. If this trend continued, using a three-year moving average, we would expect the size of the organization to remain almost level.

Sheriff Administration Responsibilities Historical Trend, FY 2017 – FY 2022

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	CAGR 2017-2021	1-Year % Change 2021 - 2022
LCSO budgeted positions	536	537	552	552	550	549	0.6%	-0.2%

Sheriff Administration Responsibilities Projected Trend, FY 2023 – FY 2027

	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027	CAGR 2023-2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	550.3	549.8	549.7	549.9	549.8	0.0%	0.1%	2.6%

Sheriff Administration had no new hires in FY 2021 and FY 2022. If this trend continued alongside average attrition rates for LCSO civilian employees, the section would lose 4.9 FTEs out of 15. In practice, turnover for the Business Office has been low in recent years, and OPS and senior leadership positions are filled from within.

By the end of FY 2027, seven Sheriff Administration employees will be eligible to retire with full benefits and four more with reduced benefits. The high proportion of retirement eligible personnel is unsurprising given this section includes the Office's senior leadership.

Sheriff Administration Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023-2027	% Change from 2022
Filled FTEs	15.0	13.9	12.8	11.8	10.9	10.1	-7.6%	-32.5%
Key Inputs								
New hires (FTEs)	0.0	0.0	0.0	0.0	0.0	0.0	n/a	n/a
Separations (FTEs)	0.0	1.1	1.1	1.0	0.9	0.8	-7.8%	n/a
Net change (FTEs)	0.0	-1.1	-1.1	-1.0	-0.9	-0.8	n/a	n/a

Training

The number of training hours completed by LCSO employees fluctuated significantly between CY 2017 and CY 2021, from just over 11,000 hours in CY 2021 to more than 47,000 hours in CY 2019. The Training unit's responsibilities and workload may not directly correlate to the number of hours of training completed by staff. Instead, PFM considered the number of filled positions within LCSO – office-wide – as a proxy for Training workload (note: this is different than the measure used for Sheriff Administration, which used total number of *budgeted* positions as a proxy). Each filled position represents an employee for whom the Training unit must manage records training, ensure compliance with required trainings, and coordinate and provide training as needed. From FY 2017 to FY 2021, LCSO's total number of filled positions decreased by about one percent annually and fell an additional 6.5 percent in FY 2022. The number of filled positions counts all full-time and part-time employees equally.

In scenario A, we project the number of filled positions, and thereby a proxy for Training unit workload, using a three-year moving average. This shows a 0.5 percent annual decrease. Scenario B shows the projected number of filled FTEs based on the staffing projections contained within this report, which reflect the Office's more recent staffing trends. That approach shows a 3.3 percent annual decrease.

Training Responsibilities Historical Trend, CY 2017 – CY 2022

	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	CAGR 2017-2021	1-Year % Change 2021 - 2022
LCSO filled positions	511	500	510	515	492	460	-0.9%	-6.5%
Key Inputs								
Total Training Hours	24,401	39,851	47,147	23,764	11,830	n/a	-16.6%	n/a

Training Responsibilities Projected Trend, CY 2023 – CY 2027

	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027	CAGR 2023-2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	489.0	480.3	476.4	481.9	479.6	-0.5%	4.3%	-6.2%
Scenario B: Projected Filled FTEs	393.0	378.4	365.5	354.1	344.0	-3.3%	-25.2%	-32.7%

Like CID and CBCC, employees are not hired directly into the Training unit. As a result, the staffing projection that continues FY 2021 and FY 2022 hiring and attrition rates predicts a net loss of about 2.3 FTEs with no new hires to replace them. If the projected attrition rates are realized, it is LCSO's current practice to staff the Training unit by assigning personnel from other sections.

Training Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023-2027	% Change from 2022
Filled FTEs	6.0	5.4	4.9	4.5	4.1	3.7	-9.2%	-38.5%
Key Inputs								
New hires (FTEs)	0.0	0.0	0.0	0.0	0.0	0.0	n/a	n/a
Separations (FTEs)	0.0	0.6	0.5	0.5	0.4	0.4	-9.8%	n/a
Net change (FTEs)	0.0	-0.6	-0.5	-0.5	-0.4	-0.4	n/a	n/a

Administrative Services

The budget division, Administrative Services, currently includes personnel for the Records unit and Civil Process. Records staff report up the chain of command within the Administration Division, and Civil Process staff report to the deputy chief of CID. Both units report up to the chief of Law Enforcement. The functions of Records and Civil Process are different. Records' workload is driven by law enforcement and jail activities, as well as services performed for the public, and is not readily quantifiable.

The number of Civil Process activities completed annually, such subpoenas and civil warrants, is shown below. Based on historical data from CY 2017 through CY 2021, if the current trend continues, Civil Process staff will complete about 2,600 actions annually between CY 2023 and CY 2027.

Civil Process Activities Historical Trend, CY 2017 – CY 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022	CAGR 2017-2021	1-Year % Change 2021 - 2022
Civil process papers completed	11,910	11,801	10,922	8,745	8,960	unk	-6.9%	n/a

Civil Process Activities Projected Trend, CY 2023 – CY 2027

	CY 2023	CY 2024	CY 2025	CY 2026	CY 2027	CAGR 2023- 2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	9,082	9,195	9,273	9,184	9,217	0.4%	n/a	-22.6%

Administrative services consisted of 16 filled FTEs in FY 2022. For the most part, Records employees are civilians and Civil Process employees are certified deputies. In FY 2021 and FY 2022, there was an average of 1.7 FTEs hired. Projected out for five years, this would equal 8.5 new hires through FY 2027. Based on attrition rates, which are calculated separately for civilian and deputy employees and applied proportionally to staff in this section, there would be 6.5

separations, or a net increase of 2 FTEs. No Administrative Services employees are currently eligible for retirement, but one employee will become eligible by the end of FY 2027.

Administrative Services Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023- 2027	% Change from 2022
Filled FTEs	16.0	16.5	16.9	17.3	17.7	18.0	2.3%	12.6%
Key Inputs								
New hires (FTEs)	1.2	1.7	1.7	1.7	1.7	1.7	0.0%	36.2%
Separations (FTEs)	1.4	1.3	1.3	1.3	1.3	1.3	0.9%	-3.8%
Net change (FTEs)	-0.1	0.4	0.4	0.4	0.4	0.4	n/a	n/a

IT

IT saw a significant increase in the number of tickets handled from CY 2017 through CY 2019, coinciding with the group’s increase in headcount and professionalization. As the Office navigates the upcoming CAD, RMS, and JMS system transitions there may be an effect – positive or negative – on workload.

In the baseline scenario, we project the continuation of recent trends with a three-year moving average. This assumes no major disruptions or changes to practices and policies. In this projection, IT tickets processed would increase to just over 2,600 in CY 2023 and remain at about that level through the period.

IT Tickets Historical Trend, CY 2017 – CY 2022

	CY 2017	CY 2018	CY 2019	CY 2020	CY 2021	CY 2022	CAGR 2017-2021	1-Year % Change 2021 - 2022
IT tickets processed	1,556	1,545	3,057	2,618	2,562	3,493	13.3%	36.3%

*Note: Data for CY 2022 extrapolated to estimate a full year based on data through September 21, 2022.

IT Tickets Projected Trend, CY 2023 – CY 2027

	CY 2023	CY 2024	CY 2025	CY 2026	CY 2027	CAGR 2023- 2027	% Change from 2022	% Change from 2017
Scenario A: 3-Year Moving Average	2,891	2,982	3,122	2,998	3,034	1.2%	-13.1%	95.0%

The IT unit, as the newest section of LCSO, has had relatively little turnover to date. Based on hiring over the past two years, and average civilian attrition rates for LCSO, IT is projected to

have a net increase of one FTE; this would fill the existing vacancy. No current IT personnel are eligible for retirement or will be by FY 2027.

IT Projected Staffing Trend, FY 2023 – FY 2027

	Actual FY 2022	Projected FY 2023	Projected FY 2024	Projected FY 2025	Projected FY 2026	Projected FY 2027	CAGR 2023- 2027	% Change from 2022
Filled FTEs	4.0	4.2	4.4	4.6	4.8	5.0	4.3%	25.0%
Key Inputs								
New hires (FTEs)	0.0	0.5	0.5	0.5	0.5	0.5	0.0%	n/a
Separations (FTEs)	0.0	0.3	0.3	0.3	0.3	0.3	4.8%	n/a
Net change (FTEs)	0.0	0.2	0.2	0.2	0.2	0.2	n/a	n/a

SUMMARY OF KEY FINDINGS

In this report, PFM assessed LCSO’s organizational structure, operations and policies, management practices, and personnel and expenditure trends, and 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.

Our assessment was completed using a multi-pronged approach to gathering information: 1) we reviewed LCSO and County data and documents; 2) interviewed and held roundtable discussions with LCSO staff at all levels and on all shifts, County staff, and external stakeholders; and 3) compared the Office to seven benchmark jurisdictions, state and national standards, and our own expertise as practitioners and consultants.

Our review identified many important findings that LCSO and the County should consider in charting a path forward for the Office. This section summarizes PFM’s assessment of LCSO’s current strengths and weaknesses, as well as a forward-looking examination of opportunities and threats.

Strengths

- In all organizational sections interviewed by PFM, deputy chiefs and managers trust their teams and are confident in the quality of their work.
- LCSO has prioritized accreditation as a method of ensuring high standards of performance. LCSO maintains more law enforcement and corrections accreditations than most of the comparators in this assessment. Maintaining accreditation has increased LCSO’s use of performance data.
- In the past five years LCSO created and has grown its IT unit. The IT unit has professionalized and increased specialization among its staff. Within LCSO, IT established a steering committee and works proactively with command and leaders to modernize the Office. LCSO’s IT unit is well regarded internally and by County stakeholders.

- Internal communication and coordination within CID are strong. CID holds its own weekly roll call meetings and reports ease of information sharing internally.
- Specialized positions in Corrections (external transport, bullpen, CBCC resident field coordinators) offer staff an opportunity to have more predictability in their schedule and daily duties. Employees in these roles who were interviewed by PFM reported higher morale than other corrections officers.
- LCSO has strong, positive, relationships with key criminal justice stakeholders, including the 19th Judicial Circuit Courts and Public Defenders Office. LCSO also supports state and local law enforcement partners through participation in joint task forces and investigative support, including serving as the forensic interviewer for the Lake County Children's Advocacy Center.
- LCSO is actively coordinating with the 19th Circuit Court to get pretrial inmates sentenced to specialty court probation programs and facilitate a smooth transition out of jail. Lake County should evaluate the outcomes of the programs.
- Overall, LCSO's turnover rate is lower than the state and local government average and several sections within LCSO have had very low turnover in recent years, including Training, IT, and Communications.

Weaknesses

- The Law Enforcement Division does not have a detailed staffing plan. Current staffing levels for Highway Patrol are set at two deputies per division for each shift, with no variance on different shifts or divisions except for the additional deputies assigned to specific contract villages. The staffing plan is not tied to call for service or other workload data.
- Key datasets that LCSO relies on for operations and management are inaccurate or incomplete. For example, CID's case data is managed inefficiently with a mix of manual and electronic processes that duplicate each other. The consequence, observed in PFM's analysis, is numerous inconsistencies between annual reports, spreadsheets, and even within reports. The Corrections candidate tracking spreadsheet, which the division uses to manage its recruitment process, shows significant inconsistencies with hiring data in the employee roster produced by the Business Office.
- Court Security has the highest turnover rate compared to other LCSO units, including spikes of 10 or more resignations each year in FY 2017, FY 2020, and FY 2021. LCSO reports staffing shortages and frequent use of overtime – and even hire backs of certified deputies on overtime – to fill necessary posts. Simultaneously, Court Security appears to be doing significantly more than they did in previous years, including more than 5,000 annual responses to calls for service. LCSO views responding to CFS as a valued service for the courts and criminal justice partners, even though it goes beyond LCSO's statutorily required duties.
- LCSO data shows the jail disproportionately detains Black and Latinx men, and that Black and Latinx inmates of all genders serve a longer time in the jail, on average, than their white counterparts. The racial disparity in ALOS widened between 2017 and 2021.

Black and Latinx inmates averaged 61.3 and 54.7 days for releases in 2022 compared to just 41.8 days for white inmates. Racial inequity in the jail is a problem that must be addressed collaboratively with County leadership and other stakeholders.

- Corrections healthcare facilities and programs are insufficient to meet the needs of inmates in house. Health services and jail employees report the medical unit is too small and not conducive to effective care. To avoid having to staff medical housing with an officer, LCSO moves only the most severe health cases to the medical unit. Programming has been offered only sporadically in the jail in recent years due to COVID-19 and staffing turnover. As of January 2023, LCSO reports jail programming is again on hold.
- Corrections leaders and employees are not bought into the idea of direct supervision. LCSO's website and jail policies describe the direct supervision layout of the jail as a positive and express a commitment to corresponding inmate management practices. But Corrections leaders and staff consistently expressed a negative view about direct supervision and believe it is a hindrance to recruiting.
- Employees interviewed by PFM, at the line staff and command level, believe the current performance evaluation process is inadequate and does not meaningfully reflect employees' performance, nor set them up with clear guidance for how to advance. Although the Merit Commission has a clearly documented process for reviewing and certifying candidates for promotion, some employees in the Law Enforcement Division believe the promotion process is subjective, dependent on the personality of the supervisor making the decision, and not tied to annual performance. Some positions in LCSO have no opportunity for upward mobility, and even in positions that could be promoted to command or supervisory levels there are no intermediate steps available for employees to progress along that path. Line staff in multiple areas of the Office do not feel they have a path for advancement.

Opportunities

- LCSO and Lake County do not have a formal strategic plan nor a recruitment and retention strategy. There are key opportunities to improve LCSO's recruitment success through more strategic actions, coordination, and simple changes to current practices. Less than five percent of deputy applicants are hired. Through greater collaboration, LCSO, Lake County, and the Merit Commission may be able to identify and apply effective approaches to reduce candidate attrition. With clearly articulated shared goals, the individual strengths of County HR, the Merit Commission, and LCSO could complement each other. And with more cohesive recruitment and hiring data tracking, LCSO could uncover valuable insights to boost staffing.
- LCSO has made investments in internal accountability, including the move to document complaints, use of force, and employee infractions in IAPro. Going forward, LCSO plans to leverage the software to improve its employee early warning system. The vastly improved quality of data tracking will enable LCSO to analyze and act upon notable statistics, including some findings in this report. By increasing transparency and communication to staff, LCSO could build trust in the processes and their outcomes.

LCSO could further improve trust in the system by clearly defining types of infractions and the corresponding level of discipline within a progressive discipline structure.

- Many different groups of community stakeholders have positive views of LCSO, however there are opportunities to improve community relations and transparency through more consistent communication. For example, contract communities, although they are generally satisfied with LCSO's services, want more regular and meaningful reporting and communication from LCSO. Members of the CJCC, likewise, view their partnership with LCSO favorably but believe LCSO could communicate with them and the public more consistently. Minor changes, like publishing annual reports and updating out of date information and broken links on the LCSO website could also improve communication with the public and may have positive downstream effects for recruitment.
- Lake County's Finance Department and LCSO recently collaborated to revise rates charged to local communities for contracted law enforcement services. Although the new rates include additional costs, they still do not account for the difference between the number of employee hours worked and the number of employees LCSO must have to ensure that number of hours will be available – in other words, a shift relief factor. Future iterations of these contracts could more fairly compensate Lake County for the full cost of providing contracted law enforcement services by including a shift relief factor in the calculation of personnel resources required to meet the requirements of the contract.
- Many key metrics of law enforcement workload trended down significantly from CY 2017 to CY 2021, While there was an uptick in several metrics in 2022, key metrics like offenses and CFS are considerably lower than in 2017. Even with those trends, law Enforcement deputies and command reported staffing shortages and difficulty keeping pace with the division's workload. By reviewing staffing, district-based changes in workload, and use of civilians, LCSO may be able to improve efficiency and free up staff time. For example, nearly one quarter of LCSO CFS currently occur outside of LCSO jurisdiction (i.e., actions initiated by a deputy out of county or responses in an incorporated community that does not contract with LCSO); and CID detectives spend time on administrative and transportation duties.
- LCSO has a range of mechanisms to divert individuals who need behavioral health services away from justice system and to help them get treatment and services in the community. Current options include the Living Room Wellness Center, A Way Out, and COaST. Lake County could pursue alternative response programs in addition to these initiatives to remove the law enforcement officer entirely from responses to some CFS.
- Corrections could increase the impact of its involvement with the TIM Court and MAT by monitoring outcomes and working with partners proactively to reduce barriers to participation. Corrections reports up to 375 individuals are diverted from the jail annually but cannot currently quantify the results. Within the jail, a MAT program operates but is reportedly used by as few as three to four inmates annually. Barriers include difficulty finding post-release treatment providers and hesitancy among inmates to participate due to the one-to-two-week start-up time in the jail. LCSO could further reduce barriers to receiving health services, maintaining contact with family, and participating in

educational programs by reducing or eliminating healthcare co-pays and fees for ViaPath's communications and device services.

- The implementation of the new CAD, RMS, and JMS systems are a significant opportunity to improve the Office's operational and technical efficiency. LCSO can capitalize on this moment by investing time in training staff and developing new business processes that take advantage of better system integrations.
- Corrections data management and operations rely on manual processes and paper records. Electronic records often consist of scanned paper report. Within the realm of inmate behavior management, available data shows disciplinary incidents decreasing per ADP. Corrections could better leverage available resources, particularly with the adoption of the new JMS, to improve operational performance and regularly view meaningful data to manage inmate behavior.

Threats

- LCSO faces a potential staffing crisis if current recruitment and retention trends continue. High levels of attrition in FY 2021 and FY 2022 widened an existing gap between average annual hires and separations. LCSO has lost about 75 filled FTEs, net of hiring and attrition, since FY 2017. If recent recruitment and retention trends continue, LCSO's filled FTE count would decrease by an additional 56.8 FTEs between FY 2023 and FY 2027. Within five years, 166 current LCSO employees, as of November 2022, will be eligible for retirement with full (112) or reduced (54) benefits. The largest share of these positions is in Highway Patrol, Corrections, Sheriff Administration, and Court Security. Almost half of current Highway Patrol employees will be eligible to retire with full benefits by the end of FY 2027.
- LCSO has not sufficiently prioritized strategic planning and organization-wide coordination. The Law Enforcement and Corrections Divisions are not organizationally equal and are not aligned on a shared vision. Without a clearly articulated strategic vision, line staff will not be invested in the success of the organization. The Law Enforcement Division is grappling with political rifts and silos that further undermine morale and take focus away from performance objectives.
- LCSO does not have a formal policy that limits Corrections overtime. Operating under a performance directive issued by the previous sheriff's administration, Corrections employees are allowed to work double shifts (more than 16 hours) – although not back-to-back – and up to 60 hours of overtime per pay period. Corrections' method of monitoring overtime assignments does not incorporate data to reliably monitor trends. Excessive forced overtime in Corrections was one of the most consistently raised issue during PFM's interviews. Analysis of LCSO's payroll data showed Corrections employees worked more than twice as much overtime per person than employees in Law Enforcement and more than five times as much as Administration Division employees. High rates of forced overtime may contribute to higher usage of sick and other leave time among Corrections employees, which was also higher than all other sections. LCSO is in a difficult position with a record number of Corrections vacancies and increasing jail population.

- Complaints from members of the public, including jail inmates, are sustained at a significantly lower rate than internal complaints. Complaints originating within LCSO (by supervisors or other staff) were sustained at a rate of 77.1 percent. Only 21.3 percent of complaints by community members or inmates (10 out of 47), were sustained. Transparency and accountability are crucial to building trust between a law enforcement agency and the public.
- After decreasing between CY 2017 and CY 2021, the jail population increased in CY 2022. The increase is contributed to by bookings outpacing releases (although both are decreasing), and a significant increase in average length of stay for inmates released from CY 2020 through CY 2022 – more than 50 days, on average. Given the staffing and overtime challenges described above, an increasing jail population poses a serious threat to LCSO employees and inmates alike. Further, LCSO has twice closed the work release program in recent years due to COVID-19, and more recently due to staffing shortages. Interruption of work release could further cause the jail population to rise by removing a sentencing alternative for judges.

RECOMMENDATIONS

Based on the findings summarized in this report and PFM's knowledge of best practices and industry standards, we have developed a set of recommendations to address LCSO's recruitment and workload challenges, increase the Office's transparency and accountability, and utilize standards and best practices. This section also includes a discussion of potential areas for further study that County Administration and LCSO can consider for inclusion in Phase 2 of this work.

There are three primary challenges across PFM's findings, which this set of recommendations aims to address: 1) communication is lacking at all levels of the Office, both within and between operational divisions; 2) internal management and strategic planning have not been sufficiently prioritized; and 3) employee morale is low due to workload and overtime demands.

As LCSO and the County consider the Office's needs for a new, consolidated facility, it is imperative that the Office simultaneously address the challenges PFM identified in this report. Physical colocation can start to address challenges with communication and siloed operations, but the Office and County must consider that these three challenges will not be resolved with a new building. In addition to addressing the Office's physical structure needs, LCSO leadership and command staff must focus on improving internal operations and management and prioritize recruiting qualified, dedicated deputies and corrections officers.

PFM's recommendations are organized into three categories: organization and management, policies and practices, and workload and workforce. The table below summarizes the list of recommendations. Each recommendation addresses a finding summarized in this report's Key Findings section. The description of each recommendation includes justification for its inclusion, key steps to undertake in implementation, potential partnerships and collaboration, necessary resources, and any other key considerations.

Lake County and LCSO are committed to exploring recommendations that are revenue neutral, and as such, PFM's recommendations balance investments and cost savings/revenue over multiple years and across the set of recommendations. While Phase 1 does not include a fiscal

projection, in the description of each recommendation PFM discusses whether it is expected to result in a cost, savings, or new revenue over a multi-year time horizon. For example, an investment in a recruitment strategy in one year is likely to result in overtime savings as staffing stabilizes. In other instances, an investment in one area (e.g., training) may be offset by revenue in another area (e.g., revisiting the rates charged to contract communities).

Organization and Management	
●	Improve overtime management and controls
●	Update performance evaluation process
●	Introduce a transparent and progressive approach to disciplinary actions
●	Revisit rates and standards for contract communities
●	Increase internal communication among senior leadership and between command staff and line staff
●	Eliminate paper-based and duplicative processes to manage the jail and inmate population
Policies and Practices	
●	Increase training on mental health and substance use
●	Provide ongoing direct supervision training to corrections officers
●	Support the creation of law enforcement and corrections civilian oversight boards
Workload and Workforce	
●	Assign staff to develop and implement a recruitment strategy
●	Hire civilian staff to perform functions that do not require a certified deputy or full-time officer
●	Improve efficiency in the Criminal Investigations Division
●	Focus court security roles and responsibilities on courtroom safety
●	Develop a career path for deputies and officers

Organization and Management

Recommendation: Improve overtime management and controls

LCSO should update its overtime policies to include corrections officers to create greater control and accountability over use of overtime. LCSO’s current Overtime Restrictions policy sets overtime maximums for deputy sheriffs but does not cover corrections officers. LCSO Corrections Division leaders and staff are familiar with an internally used rule, originating from a directive issued under a past administration (see table below). However, that rule is not a written policy and allows higher levels of overtime usage, including forced overtime, for corrections officers than for deputies.

Current LCSO Overtime Restriction Policies and Practice

Position	Daily Maximum	Pay Period Maximum	Double Shift Restrictions	Policy or Practice
Sheriff Deputies	No more than three consecutive days of 13 ½ hours each day	No more than 50 hours of special detail or overtime per pay period	No double shifts (no more than 13.5 hours within 24-hour period)	Written policy
Corrections Officers	16-hour double shifts cannot be worked back-to-back	No more than 60 hours overtime per pay period	Double shifts permitted; cannot be worked back-to-back	Practice based on prior written directive

Position	Daily Maximum	Pay Period Maximum	Double Shift Restrictions	Policy or Practice
Tele-communications	No more than 17 hours consecutive	No more than 60 hours overtime per pay period	Double shifts permitted; cannot be worked back-to-back	Written policy
Other Employees	No restrictions	No restrictions	No restrictions	n/a

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. LCSO’s policies and collective bargaining agreements require a consistent and fair process for assigning overtime, but LCSO does not have a method of monitoring overtime use to ensure compliance. The County’s payroll system or other automated system should be used to generate reports for command staff who are responsible for assigning and approving overtime. The reports should, at a minimum, identify the following.

- Instances of overtime use in excess of LCSO-set maximums (daily)
- Voluntary and forced overtime hours by unit and shift (each pay period)
- Voluntary, forced, and total overtime trends by unit and shift (monthly)
- Special detail hours approved in lieu of regularly assigned shifts by unit and shift²⁵²

Monitoring overtime use to ensure compliance with policies is a key part of effective management; mandatory overtime in particular should be closely monitored. Mandatory overtime, which is a common problem in institutional settings, is a stressor for employees associated with burnout, low morale, and poorer health outcomes.²⁵³

LCSO should establish specific targets for overtime compliance and reduced use of mandatory overtime that can be monitored with routine reporting. The Office should designate senior leaders with direct responsibility and accountability for all overtime practices within the Law Enforcement and Corrections Divisions. These two senior leaders should report out progress on these and other key performance indicators to employees on a regular basis to build transparency and trust.

Key Considerations: The existing payroll system may require adjustments to generate reports in a useful format and to accurately track voluntary and forced overtime separately. LCSO should work with County HR to facilitate the necessary adjustments or identify an alternative reporting system, which could incur costs.

It is paramount that the reports are user-friendly, and the monitoring process is efficient for supervisors and command staff. If a monitoring process is established that relies on outdated or

²⁵² LCSO’s Overtime Restrictions policy permits deputy sheriffs to use vacation, compensatory, holiday, or personal time to work special detail with prior approval by a command officer if doing so will not cause a staffing shortage.

²⁵³ El Ghaziri, Mazen, Lisa Jaegers, Carlos Montiero, Paula Grubb, and Martin Cherniack. 2020. “Progress in Corrections Worker Health: The National Corrections Collaborative Utilizing Total Worker Health Strategy, *Journal of Occupational Environmental Medicine* 62(11): 965-972.

“Using Overtime Effectively,” Society for Human Resource Management, accessed January 4, 2023, <https://www.shrm.org/resourcesandtools/tools-and-samples/toolkits/pages/usingovertimeeffectively.aspx>.

difficult to use software systems, or systems that are not integrated well with others used in the daily workflow, it is unlikely to be used as intended in the long run.

Currently staff derive some sense of control through their understanding and ability to manipulate the overtime system with its lax controls. A high level of transparency is important to ensure new overtime monitoring and controls are viewed positively by employees.

Recommendation: Update performance evaluation process

LCSO should develop a meaningful performance evaluation process that informs individual professional development goals and provides useful information for promotion considerations. The current performance evaluation process does not reflect the Office's operations and processes and deputies and corrections officers view it as a fruitless exercise. Staff at all levels would take more seriously a process that reflects their tasks and responsibilities and affects their growth.

LCSO must address three key components as it develops a meaningful performance evaluation process: 1) define how performance should be measured for administrative, law enforcement, and corrections functions; 2) coordinate and collaborate with County HR to develop a process that meets the County's need for consistent and fair performance evaluation; and 3) provide training and communicate clear expectations to line staff, command staff, and Office leadership on the new process.

Many of the critiques of LCSO's performance evaluation process raised by staff and supervisors are echoed by others in the profession. In 2015 research by the Police Executive Research Forum (PERF) across four city police departments around the country heard, among other comments, that existing performance evaluation approaches were generic, failed to align with job expectations, provided insufficient feedback, and didn't carry weight in promotions.²⁵⁴ A 2018 expert panel of corrections administrators and researchers convened by the National Institute of Justice and RAND Corporation noted performance evaluation processes in corrections need to focus less on administrative issues and more on the "core competencies for each position or role."²⁵⁵ This sentiment mirrors feedback PFM heard from LCSO staff and leaders.

The following PERF recommendations should be considered as LCSO develops its new evaluation system:

- Assess your agency's current performance management and evaluation systems
- Facilitate strong supervisor-employee relationships
- Performance management approaches should emphasize career and talent development at all levels
- Focus on the selection and training of effective supervisors

²⁵⁴ Branly, Shannon, Andrea Luna, Sarah Mostyn, Sunny Schnitzer, and Mary Ann Wycoff. 2015. *Implementing a Comprehensive Performance Management Approach in Community Policing Organizations: An Executive Guidebook*. Washington, D.C.: U.S. Department of Justice Community Oriented Policing Services.

²⁵⁵ Russo, Joe, Dulani Woods, George Drake, and Brian Jackson. 2018. *Building a High-Quality Correctional Workforce: Identifying Challenges and Needs*. Santa Monica, CA: RAND.

While there is no one-size-fits-all solution, the Denver Police Department's overhauled evaluation process exhibits two specific features LCSO could implement. First, the review system is based on formal quarterly meetings between employees and supervisors. Establishing a formal meeting and expectations for the meetings will be a key step for LCSO, where staff in multiple divisions reported completing their review process without meeting with their supervisor.

Second, the Denver Police Department developed a list of specific skills connected to the Department's strategic goals on which all employees are evaluated. For each skill, the Department's performance evaluation guide provides models of exemplary, satisfactory, and unsatisfactory performance. There are 13 skills in the Denver evaluation in the following categories: communication, professionalism, initiative, teamwork, and leadership. LCSO should measure its employees based on skills and performance related to its own strategic objectives.

Finally, PERF advises that performance evaluation systems in law enforcement should work with employee disciplinary systems. Performance management and evaluation systems can serve as part of an early intervention system, preventing more negative behavior and reinforcing positive behavior. This recommendation, and the following recommendation for a transparent, and progressive approach to disciplinary actions should be implemented in coordination.

The roll-out of the new performance evaluation process is as important as the material LCSO develops. LCSO should offer small group trainings to command staff who complete staff evaluations and provide clear and consistent guidance on how to score more subjective measures. The Office should write sample language to gauge different levels of proficiency in each measure that command staff can review to guide their evaluations.

The new process can be shared with non-command staff during roll call, or equivalent venues for divisions and units that do not have a daily roll call. The new performance evaluation template, sample language about proficiencies, and a written policy that describes how evaluations are considered for promotion should all be provided to staff. The process should be revisited during roll call, or an equivalent setting, the month before evaluations occur as a reminder to staff and an introduction for new employees.

Key Considerations: The current performance evaluation process and the evaluation template are managed by County HR and in HR systems, so any changes that LCSO implements should be done in concert with County HR. The Sheriff's Office's new process should meet County HR's goals for the evaluation process. LCSO may find that the best approach is to incorporate the current evaluation (or parts of the current evaluation) into its new approach.

LCSO may opt to tailor its performance evaluation even further to specific roles. For example, in a 2018 report on improving homicide investigations, PERF states "When evaluating homicide unit detectives and supervisors, the focus should be on assessing whether cases are being thoroughly investigated and documented. Thus, evaluations of investigators – including homicide unit personnel – should include measures that go beyond the standard evaluation form used for all department personnel."²⁵⁶

²⁵⁶ Police Executive Research Forum (PERF). 2018. *Promising Strategies for Strengthening Homicide Investigations: Findings and Recommendations from the Bureau of Justice Assistance's Homicide Investigations Enhancement Training and Technical Assistance Project*. Washington, DC: Bureau of Justice Assistance. Page 53.

For the performance evaluation process to be meaningful, it must be integrated into professional development expectations and identifying candidates for future promotion and leadership roles. Performance evaluations are currently reviewed and considered as part of the promotion process; however, LCSO command staff should use the evaluation process to identify high performers and people who demonstrate leadership qualities well before they are eligible for promotion.

As the evaluation policy is developed, LCSO must also update any other relevant policies and practices to ensure full integration. The evaluation process should also reflect changes made in line with the recommendation below to develop a career path for deputies and corrections officers.

Recommendation: Introduce a transparent and progressive approach to disciplinary actions

LCSO should implement a clear policy and structure for disciplining employees for infractions as a means to increase morale and perceptions of fairness. Although LCSO has a clear process for reviewing and investigating complaints, the application of disciplinary actions lacks transparency and consistency. Staff shared that this has led some employees to believe they may not be held accountable for their actions and others to feel there is bias and lack of fairness in the process.

Infractions should be addressed using a progressive structure that imposes greater penalties for continued or more serious problematic behavior. Time and attendance infractions and poor job performance are the most common infractions reported by LCSO; repeated infractions should be corrected through more serious penalties.

A progressive corrective protocol could include a discipline matrix that links the infraction, the number of instances and the number of prior infractions to a range of disciplinary outcomes. The outcomes could range from minor responses up through termination. A matrix of this nature provides clear and transparent expectations to employees, and it helps LCSO defend its disciplinary decisions in the future.

The Department of Justice recommends that disciplinary matrices include “recommended ranges of discipline, allowing for the decision-maker to consider the totality of the circumstances, including aggravating and mitigating factors, in determining appropriate discipline.”²⁵⁷

In 2002, Washington State Patrol sought to address a similar perceived lack of consistency and predictability with disciplinary actions and implemented a disciplinary matrix.²⁵⁸ It established minimum and maximum penalties for each offense according to severity and provided guidelines to increase the sanction for repeat offenses. Upon implementation the agency trained first line supervisors, OPS, and union liaisons on the new process.

²⁵⁷ U.S. Department of Justice. 2006. *Standards and Guidelines for Internal Affairs*. Washington, DC: Office of Community Oriented Policing Services. Page 53.

²⁵⁸ Serpas, Ronal W., Joseph W. Olson, and Brian D. Jones. 2003. “An Employee Disciplinary System that Makes Sense,” *The Police Chief* 70(9).

Washington State Patrol’s Employee Disciplinary Matrix – Example

Level	First Offense	Second Offense	Third Offense
Category 3 (Minor)	<i>Min.</i> Counseling <i>Max.</i> Written reprimand	<i>Min.</i> Counseling <i>Max.</i> Written reprimand	<i>Min.</i> Written reprimand <i>Max.</i> Written reprimand
Category 2 (Moderate)	<i>Min.</i> Written reprimand <i>Max.</i> Two-working-day suspension	<i>Min.</i> One-working-day suspension <i>Max.</i> Five-working-day suspension	<i>Min.</i> Three-working-day suspension <i>Max.</i> 10-working-day suspension
Category 1 (Major)	<i>Min.</i> Three-working-day suspension <i>Max.</i> Termination	<i>Min.</i> Six-working-day suspension <i>Max.</i> Termination	<i>Min.</i> 11-working-day suspension <i>Max.</i> Termination

Source: Ron W. Serpas et. al. 2003. *The Police Chief*

Communication and implementation of this new approach will be key to addressing staff’s concerns of bias and inconsistency. The written policy and accompanying discipline matrix should be disseminated and discussed with staff (through roll call and other staff meetings), and senior LCSO leadership should implement an internal tracking system to manage consistent application of the policy. LCSO should leverage available technical resources, including its IAPro platform, to automate tracking and reporting. Senior leadership is responsible for setting the expectation for line staff, command staff, and OPS that infractions will be corrected and tracked.

Key Considerations: The SAFE-T Act does not direct local law enforcement agencies to implement specific disciplinary actions, providing discretion to LCSO to develop its own discipline approach. The Act does create provisions for the Illinois State Police Merit Board to suspend law enforcement officers arrested or indicted on felony charges,²⁵⁹ and to decertify officers for acts that constitute a felony or misdemeanor charge, for exercising excessive use of force, failing to comply with the duty to intervene, tampering with dash and body worn cameras, and more.²⁶⁰

These improvements to the existing discipline process also do not create any conflicts with language in existing collective bargaining agreements, each of which state that employees agree to “the tenets of progressive and corrective discipline,” and the CBA “does not prohibit the employer, in any case, from imposing discipline, which is commensurate with the severity of the offense.” However, LCSO should affirm its discipline matrix aligns with any other relevant CBA provisions.

As noted in this report’s review of office-wide management, the Merit Commission’s role in discipline of law enforcement officers is limited: LCSO must file charges with the Commission if it plans to suspend certified personnel for more than 30 days. This recommendation does not conflict with nor propose to change that rule, however similar to consideration of CBAs, LCSO should affirm that its discipline matrix aligns with any other relevant Merit Commission rules.

²⁵⁹ 50 ILCS 705/8.3, as amended by the SAFE-T Act (PA 101-0652).

²⁶⁰ 50 ILCS 705/6.1 and 6.3, as amended by the SAFE-T Act (PA 101-0652).

Recommendation: Revisit rates and standards for contract communities

Although LCSO and the County have taken significant steps to better reflect the true cost of providing contract patrol, there are still key cost elements omitted. As a result, Lake County subsidizes the cost of patrol to villages and schools for a guaranteed level of service and disadvantages the areas of the county that don't pay for dedicated patrol. The County and LCSO should revisit its current rate calculations and contract language to make the contracts cost neutral, which is likely to improve patrol coverage in unincorporated Lake County.

No calculation can perfectly capture the true cost of patrol because one could always argue for including and excluding certain cost categories or distributing the costs differently. However, there are two options the County and LCSO should consider to further improve on its current cost recovery approach: 1) apply a shift relief factor in calculating the cost of contracts; and 2) compensate contracted communities when district patrol must be prioritized.

Including a shift relief factor in the calculation of deputy costs will better reflect the actual cost to LCSO to provide those deputies. Shift relief factors show the relationship between how many hours an officer can work and how many hours the officer actually works by accounting for shift length and time off.²⁶¹ Typical shift relief factors in law enforcement are between 1.6 and 1.8. Because officers will take time off, accounting for a shift relief factor is crucial when calculating the necessary number of employees to provide complete coverage.

The current rate structure only charges contract communities for the number of deputies on patrol for each shift and the number of hours worked. For example, a village that has contracted for one deputy on two shifts is charged for two deputies. However, if the County were to apply a shift relief factor of 1.7, the same village would be charged for 3.4 deputies.²⁶² Without this calculation, LCSO is subsidizing the true cost of providing deputies in contract communities.

LCSO should also revisit its policy to pull deputies from regular patrol to fulfill its contract obligations. This policy creates an inequitable approach to law enforcement because, in part due to ongoing staffing shortages, villages paying for contracted patrol are guaranteed deputy presence, potentially leaving inadequate staffing in unincorporated areas. Additionally, the guaranteed level of service exacerbates staffing challenges and may lead to higher use of overtime because the positions must be filled. LCSO could introduce language into its contracts to prioritize patrol in the districts while ensuring a good faith effort to keep the contract deputy positions filled. Similar to the conditions in its contract with Wellpath, LCSO could offer refunds to compensate contract communities for unfilled shifts.

Key Considerations: It may take several years to fully implement this recommendation: LCSO's contracts with villages and schools cover multiple years and some have recently been renewed. This recommendation is expected to result in additional revenue to the County, but that will phase in as contract periods end and the terms are renegotiated.

It's possible that some villages and schools may choose not to contract with LCSO under the new terms. In roundtable discussions with PFM, the village and school representatives shared

²⁶¹ Wilson, Jeremy, and Alexander Weiss. 2014. *A Performance-Based Approach to Police Staffing and Allocation*. Washington, DC: Office of Community Oriented Policing Services.

²⁶² LCSO's Business Office reports it uses a shift relief factor of 1.9 to calculate staffing needs for the Office. The shift relief factor is not incorporated into the current calculation of costs for contract communities.

that LCSO is the least costly available option for law enforcement. However, that could change as LCSO's true costs are reflected in the contract cost.

Recommendation: Increase internal communication among senior leadership and between command staff and line staff

Through interviews with senior leadership and roundtable discussions with command staff and line staff, PFM heard many frustrations about LCSO's communication, both internally and externally. Clear and strategic communication must begin with LCSO's senior leadership, who must set a similar expectation for clear communication between command staff and line staff.

Senior leadership should meet regularly to discuss priorities, management issues, and strategic planning. Regular meetings among senior leaders are important to break down silos between LCSO's distinct operations, discuss concerns from command and line staff, and operate more strategically. PFM learned through interviews that these meetings have not occurred much over the last year, and that there is an inconsistent approach to reviewing key performance metrics across the office. These meetings should provide an opportunity for senior leadership to review data on overtime, employee discipline, and recruitment and retention, and to manage implementation of the other recommendations in this report.

Specifically, LCSO should communicate more consistently with its Communications staff about the expected consolidation of 9-1-1 operations to address existing unease and uncertainty about the future. Although there is much to be determined about how the consolidated center will operate, the policies it will adopt, the timeline, and more, staff desire more frequent communication about what they should expect. The current lack of communication is having a negative impact on morale as staff hear rumors and conflicting information from informal sources. Although LCSO may not have all the answers yet, it would benefit morale to communicate more consistently about what is known and what is not known and encourage flexibility during this phase. LCSO's upcoming efforts to retain staff through the consolidation may also help improve morale and stability.

The Office should also develop feedback loops between Highway Patrol and Communications to improve how information is relayed between deputies and dispatch. During Lake County's response to COVID-19, Communications staff stopped joining Highway Patrol's roll call, and staff reported feeling disconnected from patrol and frustrated that they don't have a mechanism to improve relayed information.

A centralized LCSO facility will not resolve miscommunication between these two groups, in part because the Communications staff will likely be housed in the consolidated 9-1-1 facility. The Communications director and Highway Patrol command staff should establish their own regular meetings to review challenges identified by staff in both groups and use their individual roll calls, or equivalent staff meetings, to address the issues. If Communications does not have routine meetings in place or a process for staff and the director to communicate and address issues, a venue for this type of communication should be established. In addition to PFM's recommendation for senior leadership to review key performance metrics, the Communications director and Highway Patrol command staff should use these meetings as an opportunity to review data on time to dispatch.

To improve communication, LCSO should also consider the importance of visibility: command staff should be physically present more frequently, particularly in the jail and Communications

where PFM heard this comment the most. More face-to-face interaction between line staff and command staff creates opportunities to discuss challenges and ideas and it may improve morale among line staff if they feel like their supervisors see their daily operations.

Key Considerations: Although increased communication and visibility of command staff can curb employee burnout and encourage higher morale, they cannot be the only tools LCSO uses. This recommendation must be implemented in tandem with other recommendations in this report to prioritize recruitment, implement overtime controls, increase capacity through civilianization, meet training needs, and develop career paths for deputies and officers.

Recommendation: Eliminate paper-based and duplicative processes to manage the jail and inmate population

LCSO's current paper-based processes in the jail are wasteful, inefficient, and open to user error. The Office should modernize its classification, violation, and housing systems and shift away from using primarily physical documents.

LCSO should replace its current paper classification form with an electronic system. Some of the collected information duplicates information in the booking system and could be populated if the systems were integrated, minimizing duplicate data entry and time in the classification process. Similarly, an electronic form could allow the classification officers to pull in information from previous bookings, tabulate relevant information for housing purposes, and complete the process more quickly. The National Institute of Corrections' Objective Classification Guide for Jail Administrators states that objective jail classification systems must be completely automated to minimize errors and to help jail administrators effectively monitor jail operations and project future staff and facility needs.²⁶³

At a minimum, LCSO should use an automated objective classification system, integrated into its JMS, to monitor the following key operational information:

- How many inmates are classified at each level and in each special population group today? (A simple report available to staff and administrators at all times.)
- Are newly admitted inmates classified within 48 hours?
- Has the classification of all inmates in custody been reviewed at least every 60 days?²⁶⁴
- Which inmates are due for initial classification or reclassification review and where are they located?
- How many classifications are overridden by staff? How many classification overrides are approved by supervisors?
- What are the reasons for overrides?
- Are inmates being housed according to the classification system?

LCSO should use data from the classification system and inmate infractions to monitor inmate behavior and facility safety. LCSO currently uses weekly meetings of its classification committee

²⁶³ National Institute of Corrections (NIC). 1998. *Objective Jail Classification Systems: A Guide for Jail Administrators*. Washington, D.C.: NIC. Page 15.

²⁶⁴ Illinois DOC Jail Standards requires classification review at least every 60 days. Ill. Admin. Code. § 20(f)701-70.

to review the status of inmates in the Administrative Segregation Unit and other inmates identified as having the most severe needs or behavioral issues. The current approach uses manual processes to produce the list of inmates and to pull relevant reports – some of which are paper reports, or scans of paper reports – to conduct the weekly review.

Automated reports should be used to identify inmates for review and to produce pod- and facility-level management reports and trends. LCSO should continuously monitor the appropriateness of housing assignments throughout the inmate's stay. LCSO should monitor the frequency of inmate infractions by classification level and housing assignment to inform operations and future classifications. Understanding the relationship between infractions, sanctions, and classification levels is key to making appropriate custody designations.²⁶⁵

The jail should replace its large white boards that track where each inmate is housed with an electronic system that is easier to update as housing changes, that can be viewed by other staff as needed, and tracks key characteristics of the inmates. The jail currently uses color coded, handwritten magnets on white boards to track where inmates are housed. While this can be a useful visual, it introduces significant risk for human error and is inefficient. LCSO should use its jail management system or other electronic tool to place inmates in housing and move them as characteristics may change (e.g., level of mental health care needed).

Corrections administrative and command staff should leverage existing electronic systems to reduce their reliance on paper. In speaking with administrative staff, PFM learned that Corrections is overly reliant on paper and manual systems, often printing, copying, and filing documents that already exist electronically. This approach is costly and does not align with the direction most offices are heading to reduce paper and physical paperwork. The CBCC manages violations in Microsoft Word, the jail handles inmate requests on paper, and LCSO manages its Wellpath contract and tracks possible discounts related to daily staffing in Word as well. The use of Microsoft Word rather than Microsoft Excel is not only inefficient but creates barriers to analyzing the data over time.

Key Considerations: This shift from paper and Microsoft Word is largely a behavioral change; many of the documents and forms exist electronically as well, and Microsoft Excel is available to the Office. Change will require direction from LCSO's leadership and command staff, who can lead by example. It may also require training on relevant technology. Staff may rely on paper-based methods or Microsoft Word because it's more familiar, but with proper training, could improve their use of technology.

LCSO reports an ongoing lack of reliable Wi-Fi in the jail has also inhibited its ability to shift away from paper-based systems. The County reports that the jail's Wi-Fi needs will be addressed simultaneous to the roll-out of the new JMS.

The shift from paper-based processes to electronic systems requires one-time costs to purchase relevant technologies and ongoing maintenance costs for those systems. LCSO should explore with Tyler Technologies whether the new JMS can include modules for classification and managing housing assignments, and dashboards for user-friendly data visualization. It may be more cost-efficient to add onto that project scope rather than procure a secondary system and would likely provide better integrations. However, LCSO should only add

²⁶⁵ Hamilton, Zachary, and Elizabeth K. Drake. 2018. "A Path Toward Evidence-Based Classification: Sanctioning Patterns and Inmate Misconduct," *Criminology and Public Policy* 17(4): 1037-1048.

relevant modules if they will meet the jail's operational needs; if not, another vendor may offer a better solution.

Policies and Practices

Recommendation: Provide ongoing training on mental health and substance use

Ongoing training on mental health and substance use issues is critical for both deputies and corrections officers. PFM learned in staff roundtables that deputies estimate about 40 to 50 percent of their time is spent handling matters related to mental health. Even if their perception is a higher percentage than practice, mental health matters are a frequent component of law enforcement activities and deputies should be well-trained to respond. Similarly, mental health issues are prevalent among inmates and corrections officers must be well-trained to manage the needs of that population.²⁶⁶

LCSO requires deputies, Communications dispatchers, and officers complete a 40-hour crisis intervention team (CIT) training during Academy, a requirement that the SAFE-T Act formalizes statewide. However, neither the SAFE-T Act nor LCSO require ongoing CIT booster training or other relevant training for mental health-related interactions. Both LCSO and stakeholders share a desire for ongoing mental health and substance use training for deputies and corrections officers, particularly as the field and policing strategies evolve.

Many jurisdictions require other trainings to supplement CIT and annual mental health-related training. The original model for crisis intervention team training, developed in Memphis, TN in 1988, requires ongoing training for certified employees.²⁶⁷

Harris County, TX requires its deputy sheriffs complete eight hours of CIT training annually, including four hours of officer wellness training. Every new hire also completes 16 hours of a use-of-force training developed by the Police Executive Research Forum (PERF) called Integrating Communications, Assessment, and Tactics (ICAT). In this training, officers learn how to respond to "volatile situations in which subjects are behaving erratically and often dangerously but do not possess a firearm."²⁶⁸ All new hires also complete a peer intervention training, Active Bystandership for Law Enforcement (ABLE). The training is an eight-hour class developed by Georgetown Law School that prepares officers to "successfully intervene to prevent harm and to create a law enforcement culture that supports peer intervention."²⁶⁹

Training officers is not enough on its own. Research shows officers who volunteer to receive CIT training compared to officers who were required to take the training perform better "on a range of measures of attitudes toward mental illnesses and their treatments, self-efficacy for

²⁶⁶ In the first eight months of 2022, an average 206.6 inmates were on psychotropic medications each month, there were an average of 426.3 mental health care requests per month, and a total of eight attempted suicides. LCSO, "Health Services Statistical Report" 2019 – 2022 reports provided in response to PFM information request, October 3, 2022.

²⁶⁷ U.S. Department of Justice. 2019. *Law Enforcement Best Practices: Lessons Learned from the Field*. Washington, DC: Office of Community Oriented Policing Services. Page 38.

²⁶⁸ "About ICAT," Police Executive Research Forum, accessed November 2, 2022, <https://www.policeforum.org/about-icat>.

²⁶⁹ "About ABLE," Georgetown Law / Center for Innovations in Community Safety, accessed November 2, 2022, <https://www.law.georgetown.edu/cics/able/>.

interacting with persons with serious mental illnesses, stigma, de-escalation skills, and referral decisions,” even when controlling for other differences between the two groups.²⁷⁰

LCSO should periodically assess officer attitudes toward mental health and the tenets of CIT. Attitudes toward mental health and the ability to respond effectively to mental health situations could be prioritized for specialized assignments, assignments to districts or contracts with more mental health incidents, and promotions to supervisory roles.

Key Considerations: LCSO deputies and officers already feel that staffing shortages are impacting their ability to complete required training. It may not be worthwhile to add additional training that they are completing while in their patrol cars or while staffing pods. These trainings can be incorporated as LCSO addresses its staffing shortages and is able to provide deputies and officers with dedicated time for training.

Recommendation: Provide ongoing direct supervision training to corrections officers

LCSO should train staff on effective techniques for direct supervision inmate management. Adequate training in this area is necessary to ensure the facility is operating effectively and safely, and to improve staff morale and address perceived barriers to recruiting.

Direct supervision can be an effective means of inmate management, but in the case of LCSO, the lack of training has not achieved that result. Corrections staff shared with PFM that they perceived direct supervision to be less safe and harder than other methods – which is not necessarily the case with appropriate training.

Research shows direct supervision jails can be safer, more humane for inmates, and better places to work for officers when the direct supervision model is implemented as designed and staff are appropriately trained.²⁷¹

The U.S. Department of Justice identifies sample training topics specific to housing unit officers, first-line supervisors, jail administrators, and support staff in direct supervision jails.²⁷² Key topics LCSO may prioritize include:

- Understanding the implications of the direct supervision principles for jail design and operations.
- Communicating with inmates using interpersonal communication skills.
- Establishing and maintaining the officer’s leadership role in the unit.
- Using incentives for positive inmate behavior.
- Using appropriate and effective consequences for negative inmate behavior.

²⁷⁰ Compton, Michael T., Roger Bakeman, Beth Broussard, Barbara D’Orio, and Amy C. Watson. 2017. “Police Officers’ Volunteering for (Rather than Being Assigned to) Crisis Intervention Team (CIT) Training: Evidence for a Beneficial Self-Selection Effect,” *Behavioral Sciences & the Law* 35(5-6): 470-479.

²⁷¹ Tartaro, Christine. 2002. “Examining Implementation Issues with New Generation Jails,” *Criminal Justice Policy Review* 13(3): 219-237.

Tartaro, Christine. 2002. “The Impact of Density on Jail Violence,” *Journal of Criminal Justice* 30: 499-510.

²⁷² The full list of sample topics is provided in: Bogard, David, Virginia A. Hutchinson, and Vicci Persons. 2010. *Direct Supervision Jails: The Role of the Administrator*. Washington, D.C.: U.S. Department of Justice, National Institute of Corrections.

- Using positive reinforcement techniques.
- Being a role model.
- Managing conflict.

Interpersonal communication skills and role modeling are key for both housing unit officers and first-line supervisors.

Key Considerations: LCSO may need to identify additional training resources beyond the basic corrections training that is required and established by the state via ILETSB. There are also real challenges with incorporating additional training at this time; staffing shortages have led to corrections officers reviewing existing training materials while providing security in the pods. An increase in training requirements, while imperative to the safety of officers and inmates, could increase overtime costs.

Recommendation: Support 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. Although the Merit Commission conducts hearings on certain disciplinary matters and the SAFE-T Act includes provisions for filing complaints with ILETSB,²⁷³ neither speak to civilian oversight at the county level.

The approach to civilian oversight differs across the country and often responds to the political, social, and cultural needs of each jurisdiction. Variability is seen in the organizational structure, the level of authority, and scope of responsibilities.

A 2014 review of civilian oversight structures found they could be grouped into three categories: 1) investigation-focused; 2) review-focused; and 3) auditor/monitor-focused.²⁷⁴ Investigation-focused oversight agencies independently investigate allegations of misconduct and may replace or duplicate the work of internal affairs. Review-focused oversight agencies review the quality of internal investigations; they may comprise volunteers and provide community input into the internal investigations process. Auditor/monitor-focused agencies promote systemic reform of police and corrections agencies and may evaluate existing policies and practices.

The same report, published by the U.S. Department of Justice, recommends that jurisdictions implementing civilian oversight focus on a “best fit” approach rather than a “best practice.” “Local jurisdictions vary across a range of areas and it is unlikely that any single model will work well for all jurisdictions. Instead, jurisdictions should focus on specifying the key goals for their oversight program and then identify the ‘best fitting’ model of oversight.”²⁷⁵

LCSO could increase its transparency and improve its relationship with the community if it implemented the review-focused approach to civilian oversight for both law enforcement and corrections. Although these groups have limited authority, they are also simpler to implement because they rely on volunteers and do not require any special legislation to complete

²⁷³ 50 ILCS 727/1-35, as amended by the SAFE-T Act (PA 101-0652).

²⁷⁴ De Angelis, Joseph, Richard Rosenthal, and Brian Buchner. 2016. *Civilian Oversight of Law Enforcement: Assessing the Evidence*. Washington, DC: U.S. Department of Justice. Pages 24-30.

²⁷⁵ De Angelis et. al. 2016. Page 11.

investigations. Regardless of which approach LCSO chooses to implement, it should address the needs of Lake County and its residents.

Workload and Workforce

Recommendation: Assign staff to develop and implement a recruitment strategy

Recruitment of qualified staff should be one of LCSO's highest priorities as it faces critical shortages and pending retirements: within five years 26 percent of LCSO employees will be eligible for retirement with full benefits and 38.6 percent will be eligible for retirement with reduced benefits or reduced benefits.

LCSO needs to take primary responsibility for recruitment efforts and designate an internal staff member to develop and implement a recruitment strategy that spans all three divisions of the Office. Internal coordination of a recruitment strategy is intended to augment the centralized recruitment activities conducted by County HR and the Merit Commission (for deputies). LCSO's leadership team shared with PFM that it has not assigned internal responsibility due to staffing shortages. However, the Office will not sufficiently address its shortages without taking a proactive approach to recruitment.

One senior level LCSO employee should manage recruitment efforts in the Training and Standards Unit on behalf of the Office's administrative, law enforcement, and corrections functions. This person should coordinate with relevant divisions of the Office and County HR to implement and track progress against the strategic plan. This employee should have some seniority with LCSO, have an ability to think strategically, and demonstrated ability to manage a project or initiative; it is not critical that they come from a specific division and it's not necessary to be a certified deputy.²⁷⁶

The International Association of Chiefs of Police (IACP) *Police Chief Magazine* outlines five approaches to improving recruitment, specifically among law enforcement officers.²⁷⁷ The person appointed to manage recruitment and develop a strategy should assess whether LCSO meets any of these approaches.

- Recruitment efforts should characterize policing for what it is – a problem-solving profession rooted in communication, collaboration, and creativity. Marketing tools should accurately reflect this characterization, rather than only the action-related elements of the role.
- Law enforcement agencies should work together to create a common application and testing process to reduce the cost and effort of applying. This should be done in conjunction with efforts to reduce the time from application to job offer.
- Agencies should examine and adjust the content and format of their training academies, as best they can within state-wide requirements. There may be opportunities to provide content in alternative formats, shift scheduling to better

²⁷⁶ LCSO policy states the Office should have a recruitment plan and an equal employment opportunity (EEO) plan, both of which should be the responsibility of an EEO officer.

²⁷⁷ Nelson, Cory, and Joseph Schafer. 2022. "Rethinking Recruitment and Retention," *Police Chief Magazine*, accessed September 19, 2022, <https://www.policechiefmagazine.org/rethinking-recruitment-and-retention/>.

accommodate recruits, and alter the training content to be accessible to a more diverse pool of applicants.²⁷⁸

- Agencies should consider whether any positions could be filled by two part-time employees, either temporarily or permanently. *Police Chief* acknowledges this could be more expensive but may net savings compared to the cost to recruit, hire, and train new employees.
- Increasing the diversity and inclusion of employees should be prioritized in an agency's recruitment strategy (and retention strategy). "More can be done to understand how to create workplaces that feel more accepting and inclusive to women, non-white, and LGBTQ+ employees, among other groups...Agencies need to seriously consider how to better connect with diverse candidates while also ensuring they have created a workplace that is truly accepting of that diversity."

LCSO needs a recruitment strategic plan. As part of the development of the plan, the assigned LCSO employee should investigate the Office's data on recruitment and the hiring process to identify trends and inefficiencies in the process. The findings of this analysis, combined with the findings detailed in this report, should directly inform the components of the strategic plan.

Building on the recruitment analysis PFM provides in this report, the historical recruitment analysis should examine trends in the number of people who sign up for the test and subsequently progress through each of the following steps, and trends in the time it takes to pass from one step to the next. The analysis should consider whether there are demographic, educational, or previous work-related similarities among those who leave the process earlier compared to those who complete it.

The strategic plan should address three key components: 1) steps to increase the pool of candidates and racial, ethnic, and gender diversity of the pool; 2) steps to address inefficiencies in the process; and 3) how LCSO will work with partners to increase recruitment. The plan should clearly distinguish the entity and person who has responsibility for each step (e.g., LCSO, County HR, Merit Commission). In the third component, LCSO should leverage its relationships with community-based organizations, schools, and other law enforcement agencies to increase its outreach efforts and develop a pipeline of candidates.

As part of its strategic plan, LCSO should work with the Merit Commission to shift applications for deputy positions from the current 30-day window ahead of a scheduled test to an ongoing application process. LCSO stands out among mid-sized and large law enforcement agencies for offering such a small window to apply, which likely affects its ability to recruit. LCSO should also consider implementing a policy and process that allows corrections officers to transition to law enforcement deputies with appropriate training.

Key Considerations: As noted in this report, LCSO has not tasked specific staff to lead its recruitment effort because County HR currently leads the process for non-corrections officer staff and LCSO is hesitant to pull anyone from their current responsibilities. For this approach to be successful, the Office will need to work closely with County HR to create clear lines of

²⁷⁸ In November 2022, the Police Executive Research Forum (PERF) released a guide to reform police recruit training, *Transforming Police Recruit Training: 40 Guiding Principles*, available at <https://www.policeforum.org/assets/TransformingRecruitTraining.pdf>.

communication and coordination and it will need to commit to a short-term impact on staffing to the benefit of a long-term increase in staffing.

Recommendation: Hire civilian staff to perform functions that do not require a certified deputy or full-time officer

This report identified some functions of the Sheriff's Office that can be performed by civilian employees, and previously were, in some cases. Additionally, this report recommends a closer look at specific opportunities for civilianization in Phase 2 (see below). LCSO can create a role similar to police service technicians (PSTs) that are used in other law enforcement agencies to perform some of the functions certified deputies and corrections officers currently do.

PSTs handle non-emergency police services and do not handle crimes in progress and incidents with a suspect or active confrontation.

In other jurisdictions, PSTs investigate traffic accidents, take reports from residents on burglaries and other matters, enforce parking, and direct traffic. Police service technicians or a similar position in Corrections could perform functions in the CBCC and the jail that have previously been done by civilians, including provide support to electronic monitoring, do maintenance, staff the CBCC front desk and handle relevant administrative tasks, and provide support in booking, classification, and remand.

Key Considerations: There is a financial cost associated with hiring additional civilian employees. However, civilians can perform these functions more cost efficiently than deputies and corrections officers. Additionally, over the longer term, this recommendation is expected to create additional capacity for deputies and corrections officers, which will have a positive impact on overtime costs.

PFM reviewed the relevant deputy and corrections officer CBAs and did not find language that would preclude civilians from completing some of the tasks suggested in this recommendation. These tasks should be viewed as a starting point for discussion and LCSO should ensure that civilian responsibilities do not conflict with any relevant CBA provisions. Language in the current deputy CBA restricts cross-utilization of personnel in the Law Enforcement and Corrections Divisions unless expressly authorized in the CBA. If there are duties in both divisions that could be most efficiently performed by a single class of positions, LCSO could work with the collective bargaining groups to add those functions to those approved in the cross-utilization clause.

Recommendation: Improve efficiency in the Criminal Investigations Division

Any civilian or administrative duties currently handled by CID detectives should be shifted to administrative personnel to allow detectives to focus on investigations. Additionally, CID should improve its data entry processes to operate more efficiently and minimize the potential for human error. If LCSO implements PFM's recommendation to create a police service technician role, the Office could leverage those positions to fulfill the administrative tasks CID currently completes.

CID has operated at a lower capacity in recent years as detectives are pulled back to supplement Highway Patrol deputies. Detectives shared that CID is more selective about the investigations it opens and is pursuing fewer investigations for financial crimes and burglaries that it feels it doesn't have the bandwidth for. Investigating serious and violent offenses should be CID's primary responsibility and it is appropriate to consider a case's solvability; however,

detectives should not be responsible for administrative duties such as desk duty taking general LCSO calls or facilitating sex offender registration updates.

LCSO should adopt one system and one method for logging investigation information and command staff should monitor compliance with the adopted method. Detectives reported to PFM an inefficient process that entails completing multiple logs, both on paper and electronically. In addition to the time spent by detectives completing duplicate entry, administrative staff spend considerable time cleaning data in the database because the information is entered inconsistently. LCSO should move away from using paper logs, consider changes it can make to the back end of its systems to require certain fields or introduce drop down menus, and provide protocols and training on consistent data entry. These changes will help to create more capacity for detectives to focus on investigations.

Recommendation: Focus court security roles and responsibilities on courtroom safety

LCSO should focus its court security operations more narrowly on their statutory responsibilities. In recent years, as discussed in the key findings section of this report, LCSO's Court Security Unit has increasingly responded to calls for service in and around the Waukegan government campus. Absent these responses, calls would be routed to the local Waukegan Police Department, with slower response times likely for lower priority calls.

Because permanent full-time staffing approved for the Court Security Unit has not expanded to match its broader scope of services, the Unit is regularly staffed with Grade 1 deputy sheriffs working overtime. In effect, the County is using a higher cost resource to provide services that are the jurisdictional responsibility of the Waukegan Police Department.

LCSO's current role in Court Security has expanded over time and is largely based on unwritten understandings and practices. LCSO should work with County and Court partners to formally define its role and responsibilities for court security. At a minimum this will include continuing to provide one officer in each courtroom as required by statute.

Key Considerations: The Court Security Unit's expansion of responsibilities has not occurred in a vacuum. Key stakeholders, including the County Board and 19th Circuit Courts benefit from prompt service and additional assurance of security. Their input should be fully considered.

Recommendation: Develop a career path for deputies and officers

LCSO should develop a stepped career path for deputies and corrections officers that ties level to responsibilities and slight increase in pay. Such a stepped path would provide greater clarity to deputies and officers about their own promotion potential and timeline. Deputies and officers seek incremental career advancement even before they are considered for sergeant (and for some, in lieu of pursuing a sergeant promotion). Some sense of advancement occurs through changes in role, for example movement from patrol to investigations or from pod security to the specialized CIRT unit. However, these are not tied to incremental steps that increase 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.

Law enforcement agencies around the county use intermediate titles to allow officers room to grow professionally – and to increase their compensation. Many tie advancement to educational

attainment or similar achievements that qualify employees to take on greater responsibility or more specialized duties.

The Cook County, IL Sheriff's Office has two designations for deputy sheriffs in its Court Services Deputies Unit: Grade D2 and Grade D2B. Grade D2 deputies are those assigned to provide security in courthouses and Grade D2B serve civil processes, =warrants, levies, and more. Within each grade, deputy sheriffs progress through 10 steps based on longevity and years of service. A move from Grade D2 to Grade D2B accompanies an increase in pay.²⁷⁹

The San Diego County, CA Sheriff's Office uses three designations for deputy sheriff: basic, intermediate, and advanced. In addition to a more senior title, intermediate deputy sheriffs receive a five percent pay increase and advanced deputy sheriffs receive a 7.5 percent pay increase. The Office advances deputies to the intermediate and advanced levels based on education, training, and experience.²⁸⁰

The Davidson County, TN Sheriff's Office moves officers from trainee to Police Officer 1 and Police Officer 2, over the course of the training and field training period. At the PO 1 and PO 2 levels, pay increases are offered for officers who have associates or bachelor's degrees. The Los Angeles, CA Police Department uses three tiers for police officers, detectives, and captains, and two for sergeants, lieutenants, and deputy chiefs.

A similar approach to stepped positions within LCSO would offer deputies and officers predictable steps with changes in pay and duties. For example, the Office could decide that deputies are only eligible to apply for detective positions in CID once they are promoted to deputy II or III.

Key Considerations: While PFM recommends minimal change in salary from one step to the next, there is a financial cost associated with implementing a stepped career path, particularly if it may cause compression with sergeant and lieutenant pay. Over the longer term, this recommendation is expected to improve retention. This may be particularly important for newer hires whose minimum retirement age is older than the minimum age for people hired under a previous collective bargaining agreement, and who will enter under SLEP II or IMRF II with less generous retirement benefits than employees hired earlier.

RECOMMENDATIONS FOR FURTHER STUDY

Phase 1 identified a number of challenges and opportunities for improvement that can benefit from in-depth assessment and detailed recommendations for subsequent actions. PFM identified six areas of operations and management that it recommends the County and LCSO consider for further analysis and research in Phase 2:

- Performance-based budgeting
- Recruitment process

²⁷⁹ Cook County Budget and Management Services. 2022. *FY 2023 Cook County Annual Appropriation Bill, Volume 3: Classification and Compensation Schedule*. Chicago, IL: Cook County Budget and Management Services, Page 46.

²⁸⁰ 'Sheriff's Recruiting,' San Diego County Sheriff's Office, accessed January 4, 2023, <https://www.joinsdsheriff.net/how-to-prepare/faq>.

- Civilianization
- Overtime
- Staffing
- Workforce diversity

These areas represent core areas of improvement for LCSO as it contends with significant vacancies and looks to bring greater structure to its internal management. These areas are closely connected and there are benefits to considering the issues in tandem; for example, recommendations to increase the use of civilianization impact how the Office thinks about its staffing needs, and improvements to recruitment and retention may reduce demand for overtime, if staff vacancies are the primary drivers.

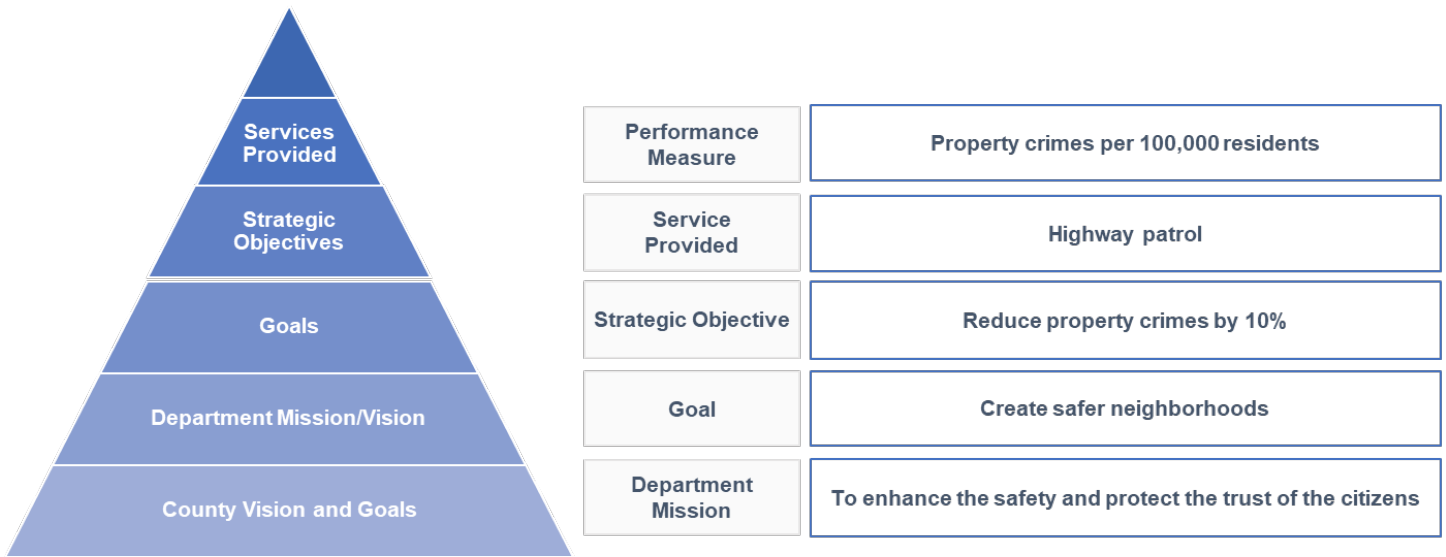
PFM looks forward to discussing with the County and LCSO the best path forward to address these matters. The costs listed below are meant to provide a rough estimate for each assessment; final cost will be determined through conversations with the County and LCSO about scope, timing, and possible travel.

Performance-Based Budgeting Support

LCSO should implement a performance-based approach to developing and monitoring its budget. In coordination with LCSO and County Administration, PFM will develop a performance-based approach to LCSO's budgeting process that ties its annual budget requests to specific, measurable outcomes. By setting clear priorities and regularly monitoring data to determine whether LCSO is meeting its goals, the Office can allocate its resources more strategically.

PFM will work with LCSO to establish a framework for assessing the Office's performance across all three divisions and identify functional performance metrics for each of its budget units. This process begins by identifying department-level goals and division-level strategic objectives. Next, PFM will work with LCSO's budget units to define appropriate outcome measures and targets. This may require establishing initial outcome measures that have data readily available and "out-year" measures that require new data tracking mechanisms.

The graphic below provides a visual representation of how the department-level goal, division-level strategic objectives, and budget unit-level performance measures work together to determine the success of a particular service.



↓

The process aligns resources to desired results by evaluating programs

Estimated Cost: \$30,000

Recruitment Mapping and Assessment

Both the Law Enforcement and Corrections Divisions experience challenges identifying well-qualified candidates and moving them swiftly from initial expression of interest to an offer. In Phase 1, PFM assessed historical trends in the number of people who enter the application process and are ultimately offered employment.

A closer look at the recruitment process and candidate profile in Phase 2 will provide LCSO with a data-driven approach to understand its recruitment experience and where it can make improvements to increase the number of qualified hires. At the conclusion of the assessment, PFM will offer procedural and operational changes to improve the process.

Our approach to evaluating the recruitment process includes data analysis (leveraging analysis completed in Phase 1), process mapping, and focus groups and employee surveys. PFM will build upon the recruitment processes we described in Phase 1 and create detailed maps of LCSO’s full recruitment process for deputies, corrections officers, court security officers, telecommunicators, and other civilian staff. Our assessment of the process includes a review of testing materials, interview questions, and other relevant administrative documents. We will overlay available data to determine whether specific steps experience larger loss of candidates.

To complement data analysis and process mapping, PFM will use focus groups and employee surveys to gain insight into factors that impact the hiring experience for more recent recruits. PFM will work with LCSO and County HR to determine whether there are viable opportunities to survey candidates who did not complete the recruitment process. The questions posed to focus

groups and through surveys will be directly informed by the findings of the process mapping exercise and data analysis.

Based on our findings from this process, PFM will provide LCSO and the County with strategic recommendations to improve the recruitment process that take into consideration the roles and responsibilities of County HR and the Merit Commission, and language in relevant collective bargaining agreements.

Estimated Cost: \$110,000

Civilianization Analysis

PFM recommends that LCSO hire civilian staff to perform certain functions. In Phase 1, we identify possible tasks that could be civilianized in Highway Patrol and the Criminal Investigations Division; in Phase 2, we will identify specific positions and functions that could be performed by civilian employees. This will help maximize the number of deputies available to respond to calls for service and lead investigations and the number of corrections officers available to provide security in the pods.

Based on knowledge gained in Phase 1, PFM will assess each position in LCSO's organizational chart to identify specific positions that may be civilianized. Beyond that, PFM will conduct additional interviews, research, and analysis to identify functions that can be safely handled by a civilian. This analysis will include further review of Illinois statute to ensure our recommendations do not conflict with any statutory requirements.

After identifying opportunities for civilianization, PFM will model the fiscal impact of placing civilians in those roles and shifting deputies and corrections officers to fill staffing gaps.

Estimated Cost: \$125,000

Overtime Analysis

In FY 2021, 8.6 percent of LCSO's expenditures was on overtime costs, totaling \$5.9 million, an annual increase of 4.8 percent compared to FY 2017. This report identified a number of possible drivers, including the high number of vacancies, use of leave, employee wellness and morale, insufficient oversight, and contractual requirements and practices.

PFM will conduct a detailed analysis of these potential overtime cost drivers, including operational factors and policies. As part of this analysis, PFM will review overtime costs, employee leave, and relevant employee violations in each of the three divisions and among key staff, particularly deputies, corrections officers, and court security officers.

With the knowledge gained from Phase 1 roundtable discussions, PFM will convene additional staff roundtables in Phase 2 to explore these possible cost drivers and the impact of LCSO policies and practices related to staffing, shifts, and more.

Based on our findings from this analysis, PFM will propose overtime reduction strategies, including management tools, that address the primary drivers. PFM's recommendations will include concrete steps for implementation and an assessment of the financial cost and impact.

Estimated Cost: \$125,000

Staffing Assessment

PFM's assessment of LCSO's operations and organizational structure in Phase 1 focuses on the Office's *current* operations and structure, and projects its future workload and staffing if no changes are made. The baseline projection shows a growing gap between the LCSO's workload and filled positions.

In Phase 2, PFM will leverage the baseline projection to analyze how LCSO's policy and operational decisions impact the Office's size and will model how changes to its operations could change its staffing needs.

In Phase 2, PFM will support the Office to identify its policy and operational priorities, identify its desired outcomes, and develop a strategy to resource those areas that drives results. This approach is best viewed on a continuum; there is no one "right" size for police or jail staff because the very nature of the functions require that priorities and needs may shift quickly. It is most productive to focus on these priorities and outcomes rather than just a top-line headcount number.

Our broad assessment in Phase 1 identified a number of policy and operational matters that require further analysis to determine how they impact staffing needs. In Phase 2, we will conduct a more detailed analysis of LCSO's responses to calls for service (both the nature of calls and number of officers responding), use of overtime, shift schedules, court security officer duties, and use of deputies and officers for some functions.

Based on our findings from this analysis, PFM will model the impact of these matters on staffing needs and make recommendations to bring both workload and budgeted headcount into greater alignment to meet LCSO's goals and objectives and enhance efficient and effective delivery of safety.

Estimated Cost: \$255,000

Workforce Diversity Assessment

A workforce diversity assessment incorporates the work conducted in the recruitment mapping and assessment exercise and expands to review both retention and compensation with a focus on the racial, ethnic, and gender make-up of the workforce. PFM will analyze the demographic make-up of LCSO's current workforce, in addition to the demographic make-up of candidates in the recruitment process and of people who separate from the Office.

In Phase 1, PFM analyzed turnover and quit rates, in addition to other reasons people separate from LCSO. In Phase 2, PFM will review attrition data and employ the focus groups and employee surveys described in Recruitment Mapping and Assessment to determine whether there are specific career junctures where employees are more likely to separate from employment, and whether these differ for employees in different demographic groups.

Compensation represents one of the principal determinants in recruitment and retention experience. PFM possesses extensive experience in evaluating compensation and benefits levels, and in designing total compensation packages that improve employee recruitment, retention, and morale. In addition to benchmarking pay levels, we have the capacity to analyze

compensation structures, identify and resolve pay compression issues, and highlight best and promising compensation practices that best suit Lake County's situation.

As part of recruitment and retention engagements, PFM will also evaluate labor market dynamics in the public and private sectors leveraging a host of third-party data sources, including datasets from the U.S. Bureau of Labor Statistics, U.S. Census Bureau, as well as salary surveys from HR consultancies.

Based on our findings from this process and conversations with relevant County partners such as the County Board's standing committee on Diversity, Equity, and Inclusion, PFM will provide LCSO and the County with strategic recommendations to improve recruitment and retention of a diverse workforce at all levels.

Estimated Cost: \$215,000

CONCLUSION

The Lake County Sheriff's Office has operated in a time of unique change and unrest over the past four years. Just one year into the current administration the COVID-19 pandemic took hold, changing operations and creating new safety and health risks for LCSO employees. The same year, the death of George Floyd catalyzed national energy around police reform and placed added scrutiny on law enforcement agencies everywhere.

Lake County, like law enforcement and corrections agencies around the country, is facing a staffing crisis. In 2020, the Merit Commission did not hold a testing cycle for new deputies. Other sections, including Corrections, continued hiring but recruitment rates were low across the board. While 2020's hiring was abnormally low, it came after several years of separations outpacing hiring. In 2021 and 2022 hiring increased, but again, separations increased faster.

National workforce trends like the "great resignation" make it increasingly difficult for LCSO to bring in new employees. Nationally, public outcries against police brutality and calls for greater accountability and reform have also dampened the hiring field. In the midst of this, LCSO faced two significant barriers from within the organization: 1) a lack of strategic coordination around recruiting, and 2) deep internal divisions fomented by the 2022 sheriff election.

PFM's analysis found record rates of attrition over the past two years, which brought LCSO's filled position count down 62 positions in just two years (August 2020 to August 2022). A significant portion of LCSO's workforce is eligible to retire today and for several key divisions, including Highway Patrol, retirement eligibility is set to spike over the next five years. Recruitment and retention are prime areas where LCSO and Lake County must be proactive, intentional, and strategic.

LCSO's staffing has been impacted by both insufficient levels of hiring and large numbers of separations. LCSO faces a potential staffing crisis if current recruitment and retention trends continue.

More broadly, PFM found that LCSO has not prioritized strategic planning for the Office as a whole. LCSO does not have a written strategic plan, but more importantly the absence of a strategic plan is evident in how staff and supervisors describe their own roles and the goals of the organization. Senior leaders stated that they want to be more proactive, use data more

effectively for management, and engage with the community to meet local needs – but the office needs a game plan to make that happen.

LCSO has also not sufficiently prioritized internal management and communication. In the absence of clear communication about changes – and anticipated changes – uncertainty and distrust build among line staff. Anxiety about the planned 911 consolidation and the SAFE-T Act were top of mind for employees. Staff across the organization described a lack of communication between divisions, units, and even different shifts.

In some sections, particularly Corrections, frequent use of forced overtime has degraded morale and may be contributing to attrition. PFM's analysis also showed higher use of sick leave among Corrections employees.

LCSO's top priorities must be improving internal operations and management and recruiting qualified, dedicated deputies and corrections officers. In this report, PFM detailed 14 recommendations that the Office should implement to address these priorities. These recommendations call for LCSO and Lake County to prioritize short-term investments to achieve long-term gains for recruitment, retention, and operational efficiency.

This initial project ("Phase 1") identified a number of challenges and opportunities for improvement that can benefit from more in-depth assessment and implementation support. PFM has proposed six areas for further study that build on the findings and recommendations in this report. Each of these areas of research represent consistent themes and challenges that arose during our interviews and conversations with LCSO, the County, and the Office's stakeholders.

Lake County and LCSO have invested in this work to better position the Office for its future, both as it relates to its infrastructure needs and to its operational and organizational needs. The Office has much support from the County, other criminal justice agencies, and its community-based stakeholders. With their support and partnership and renewed focus on internal operations, LCSO's leadership will be well-positioned to implement the recommendations put forth in this report.

APPENDICES

Appendix A: SAFE-T Act Highlights

The following summary of the SAFE-T Act was developed and shared online by the Illinois Criminal Justice Information Authority (ICJIA).²⁸¹ The ICJIA is tasked with leading task forces to implement the Act's major provisions in the areas of policing, pretrial, and deaths in custody.²⁸²

Policing Highlights

Use of Force

In the area of use of force, the Act:

- Offers new standards for when police use force.
- Requires officers to provide aid after using force.
- Requires officers to intervene if other officers use unauthorized or excessive force.
- Prohibits police access to any military equipment surplus program or purchasing specific types of equipment.
- Requires publishing of any purchase, request, or receipt of equipment through any military purchasing program.
- Expands use of, and changes guidelines and requirements for, body worn cameras and who may access, review, or delete footage.
- Expands officer training on topics including crisis intervention, de-escalation, use of force, high-risk traffic stops, implicit bias, racial and ethnic sensitivity training, and emergency response.
- Mandates use of force reporting to FBI National Use of Force Database.
- Requires reporting of deaths in police custody and due to use of force.

Complaints and Misconduct

In the areas of complaints and misconduct, the Act:

- Creates a statewide decertification process for officers.
- Allows the attorney general to investigate, initiate civil lawsuits, and enforce settlements against police agencies that have a pattern of depriving individuals of their rights.
- Creates stricter body camera regulations and a Class 3 felony for clear and willful attempts to obstruct justice.
- Allows for investigation of anonymous complaints against officers.
- Bans the destruction of police misconduct records.
- Allows complaint filings against police officers without sworn affidavits or other legal documentation.
- Removes the requirements that officers under investigation must be informed of complainants' names or of the officer in charge of the investigation.
- Prohibits local governments from retaliating against employees who report improper government actions.

²⁸¹ "The 2021 SAFE-T Act: ICJIA Roles and Responsibilities," Illinois Criminal Justice Information Authority, accessed October 15, 2022, <https://icjia.illinois.gov/researchhub/articles/the-2021-safe-t-act-icjia-roles-and-responsibilities>.

²⁸² ICJIA | Illinois Criminal Justice Information Authority. (n.d.).

- Expands notification of police misconduct to the Illinois State Training and Standards Board.
- Makes data on misconduct more accessible.
- Requires a publicly available database for any police misconduct that results in decertification.

Certification and Decertification Process

In the certification and decertification process area, the Act:

- Changes Illinois State Police Merit Board composition and reporting to the board.
- Creates an Illinois Law Enforcement Certification Review Panel.
- Enhances automatic and discretionary termination of officers.
- Changes procedures for automatic and discretionary decertification of officers. 25 • Includes provisions for immediate suspensions.
- Requires verification of training and employment information.
- Requires additional sheriff qualifications.

Other Police Provisions

In other police provisions, the Act:

- Adds reporting of officer dispatch to mental health crises or incidents.
- Makes residency requirements a subject of collective bargaining for cities with populations over 100,000.
- Requires officers to issue a citation rather than arrest for certain low-level offenses.
- Provides for confidential mental health screening and counseling for officers.
- Expands crime statistics reporting to monthly.
- Provides people in custody with up to three phone calls within three hours.
- Allows for medical treatment for people in custody without unreasonable delay.
- Amends police pre-arrest diversion/deflection programs to allow for collaboration with other first responders and community partners.

Corrections Highlights

In the area of corrections, the ACT:

- Requires the Illinois Department of Corrections to report prison inmates' most recent known address prior to incarceration to the State Board of Elections to use in redistricting legislative districts.
- Requires reporting of deaths in custody.
- Enhances sentencing credits for incarcerated individuals.
- Amends court options in sentencing decisions to prison.
- Alters mandatory supervised release terms.
- Amends definition of habitual criminal and first-degree murder charge.
- Clarifies sentence credit for time in custody for home detention.
- Allow for certain movements for those on electronic monitoring and home detention.
- Increases eligibility for individuals who were sentenced for certain drug offenses to enter diversion or probation programs.

Requires corrections staff training related to pregnant women and provides education and assistance with care of children and newborn infants.

Pretrial Release Highlights

In the pretrial area, the ACT:

- Abolishes cash bail.
- Prevents the results of a risk assessment from being the sole basis for a detention decision and informs the accused person of the tool.
- Establishes a Pretrial Practices Data Oversight Board to oversee data collection and analysis.
- Establishes the Domestic Violence Pretrial Practices Working Group.
- Adds notification of pretrial hearing to crime victims.
- Changes the offense class for violations of conditions of pretrial release.
- Changes pretrial release procedures, including release on own recognizance, warrant alternatives, and conditions of release, including electric monitoring and home confinement revocation, modification, and sanctions.
- May revoke pretrial release under certain circumstances.

Appendix B: Local Law Enforcement Coverage²⁸³

Incorporated Area Name	Primary Local Law Enforcement	2021 Population
Antioch	Local Police or Other Contract	14,824
Bannockburn	Local Police or Other Contract	1,002
Barrington Hills village*	Local Police or Other Contract	591
Barrington village*	Local Police or Other Contract	4,863
Beach Park	LCSO Contract	14,183
Buffalo Grove*	Local Police or Other Contract	29,271
Deer Park*	LCSO Contract	3,635
Deerfield*	Local Police or Other Contract	18,584
Fox Lake*	Local Police or Other Contract	10,287
Fox River Grove*	Local Police or Other Contract	483
Grayslake	Local Police or Other Contract	21,121
Green Oaks	No LE	4,080
Gurnee	Local Police or Other Contract	30,521
Hainesville	Local Police or Other Contract	3,528
Hawthorne Woods	Local Police or Other Contract	9,211
Highland Park	Local Police or Other Contract	30,177
Highwood	Local Police or Other Contract	5,374
Indian Creek	No LE	534
Island Lake*	Local Police or Other Contract	3,333
Kildeer	Local Police or Other Contract	4,165
Lake Barrington	LCSO Contract	5,080
Lake Bluff	Local Police or Other Contract	5,589
Lake Forest	Local Police or Other Contract	19,253
Lake Villa	Local Police or Other Contract	8,692
Lake Zurich	Local Police or Other Contract	19,660
Lakemoor	Local Police or Other Contract	3,751
Libertyville	Local Police or Other Contract	20,500
Lincolnshire	Local Police or Other Contract	7,932
Lindenhurst	Local Police or Other Contract	14,314
Long Grove	LCSO Contract	8,308
Mettawa	No LE	534
Mundelein	Local Police or Other Contract	31,560
North Barrington	LCSO Contract	3,144
North Chicago	Local Police or Other Contract	30,029
Old Mill Creek	No LE	164
Park City	Local Police or Other Contract	7,867
Port Barrington	Local Police or Other Contract	526
Riverwoods	Local Police or Other Contract	3,765
Round Lake	Local Police or Other Contract	18,625
Round Lake Beach	Local Police or Other Contract	27,081
Round Lake Heights	Local Police or Other Contract	2,604
Round Lake Park	Local Police or Other Contract	7,688
Third Lake	No LE	1,109
Tower Lakes	Local Police or Other Contract	1,217
Vernon Hills	Local Police or Other Contract	26,786
Volo	LCSO Contract	6,269
Wadsworth	No LE	3,495

²⁸³ Municipalities marked with an asterisk are partially located in Lake County and at least one other county. Only the portion of their population that is in Lake County is included in this table. U.S. Census Bureau, "Subcounty Population and Housing Unit Estimates," American Community Survey: 2019 & 2021 Subcounty Population Estimates.

Incorporated Area Name	Primary Local Law Enforcement	2021 Population
Wauconda	Local Police or Other Contract	14,011
Waukegan	Local Police or Other Contract	88,614
Wheeling*	Local Police or Other Contract	0
Winthrop Harbor	Local Police or Other Contract	6,656
Zion	Local Police or Other Contract	24,494

Appendix C: Mission Statements

County	Sheriff's Office Mission Statement
Lake County (current)²⁸⁴	<p>The Lake County Sheriff's Office serves our diverse stakeholders through the following value-added activities:</p> <ul style="list-style-type: none"> • Protection & Security • Community Services • Proactive & Rehabilitative Services • Regional Leadership • Civil Action
Lake County (pre-2019)²⁸⁵	<p>The Mission of the Lake County Sheriff's Office is to protect our diverse communities by maintaining order, upholding laws, and defending the rights of all people. Our commitment is to serve through education, communication, partnerships, and enforcement while strengthening the public trust.</p>
Dane County	<p>We are dedicated to building relationships and solving problems through evidence-based decision-making and procedural justice.</p>
DuPage County	<p>The mission of the DuPage County Sheriff's Office is to provide the highest level of law enforcement possible by:</p> <ul style="list-style-type: none"> • Preserving and protecting life, property and the right of all citizens to live in peace; • Enforcing the laws of the State of Illinois and the county of DuPage in a fair and impartial manner; • Listening to and acting upon the needs of our citizens and the communities they live in; • Operating in a proactive manner so as to prevent criminal activity before it occurs; • Supporting a positive and innovative working environment for all of our members; • Maintaining only the highest standards of professionalism, integrity, and efficiency.
Kane County	<p>It is the mission to the Kane County Sheriff's Office to maintain public safety in our communities and protect the Constitutional rights of all citizens. Our employees will accomplish this mission by providing effective and efficient services with moral and ethical integrity, supported by well-structured leadership and dynamic training.</p>
Macomb County	<p>Determined to keep your trust; working to keep you safe. To achieve our mission we must accomplish the following objectives:</p> <ul style="list-style-type: none"> • Acknowledge citizens as the source of our authority. • Recognize the dignity and worth of all people. • Provide quality service in a compassionate, professional and safe manner. • Promote a community policing philosophy by encouraging and supporting citizen involvement. • Continually enhance the working relations with other public and private organizations. • Utilize only that force necessary in the apprehension and safe keeping of offenders. • Enhance organizational excellence through education, training and technology. • Identify and analyze problems, explore alternatives and provide solutions. • Promote job satisfaction, open communication, team building and decision making through employee participation.
McHenry County	<p>The mission of the McHenry County Sheriff's Office is to serve the citizens of McHenry County in a professional and courteous manner, while also protecting the</p>

²⁸⁴ Beginning in 2019, the LCSO core values are leadership, trust, compassion, and excellence.

²⁸⁵ Through 2018, the LCSO core values were integrity, respect, and professionalism.

County	Sheriff's Office Mission Statement
	rights of those within its jurisdiction to be free from criminal attack; to be secure in their possessions and to live in peace.
Waukesha County	The Waukesha County Sheriff's Department shall serve all citizens of Waukesha County by maintaining and providing the quality means and services necessary to protect life and property through the fair and impartial enforcement of federal, state and local laws. To preserve the safety and security of the community, the Waukesha County Sheriff's Department shall make every effort to provide the citizens of Waukesha County with the best law enforcement services possible and shall endeavor to treat all citizens with dignity and respect. To these ends, the Waukesha County Sheriff's Department is committed to not only its traditional and time-honored statutory responsibilities, but to the maintenance of a visible presence to the citizens in the community as a full-service law enforcement agency, devoted to the preservation of their safety and security.
Will County	The Will County Sheriff's Office mission is the protection of human life, the reduction of crime, providing and maintaining a safe, peaceful environment in which constitutional rights are safeguarded. We will provide quality services in partnership with our community and maintain open communication to improve the quality of life in Will County. We will promote individual responsibility and commitment through cooperation and community development. We will commit to the highest degree of professional conduct and ethical behavior. We are dedicated to working with the community in a problem-solving partnership, which strives for continuous improvement of our quality of life in Will County.

Appendix D: OPS Documented Complaints, 2022

LCSO Complaints by Allegation Description and Division, January – September 2022

Allegation Description	Administration Division	Law Enforcement Division	Corrections Division	Total
Unsatisfactory Job Performance		32	104	136
Unsatisfactory Performance		14	49	63
Late/Failed Security Round		2	35	37
Attention to Duty			9	9
Failed To Conduct Proper Investigation		8		8
Report Writing			4	4
Failed to Conduct Proper Invest		3		3
Failure to Complete Report		3		3
Prisoner Transport			2	2
emergency communications		1		1
Sleeping on Duty			1	1
Security and Control			1	1
emergency communication		1		1
inmate Medications			1	1
correctional Response Team			1	1
housing unit relief			1	1
Administrative		11	111	122
Sick Leave Abuse ²⁸⁶			57	57
Attendance		8	33	41
Reporting for Work		1	14	15
Use of Sick Leave		1	4	5
Absent without leave			1	1
Tardiness			1	1
Overtime Restrictions		1		1
Sick Leave use			1	1
Unprofessional Behavior		27	32	59
Dishonorable Conduct		5	14	19
Courtesy to Others		8	7	15
Unprofessional Verbal or Physical Exchanges		4	5	9
Discourtesy		6	1	7
Dishonesty		4		4
Misuse of Position			3	3
fraternization			2	2
Violations of Rules/Regulations	2	20	24	46
Failure to Follow Procedures		3	8	11
Body-Worn Cameras		4	5	9
Obeysance of Laws		3		3
Computer Usage		2	1	3
Disobedience of Order			3	3
LCSO Rules and Regulations		2	1	3
Violation of Jail Security Protocols			2	2
Disobedience of a Lawful Order	2			2
Violation of Merit Commission Rules and Regulations		2		2
LEADS Violation		2		2

²⁸⁶ The total number of complaints related to sick leave abuse described in the body of this report includes the sum of allegations described as sick leave abuse, use of sick leave, and sick leave use.

Allegation Description	Administration Division	Law Enforcement Division	Corrections Division	Total
Violation of The State Officials and Employee Ethics Act		2		2
Insubordination			2	2
Bwc (body worn camera)			1	1
Social Media Policy			1	1
Traffic and Property Damage		4	2	6
Traffic		2	1	3
Damage to Property		2		2
Member Involved Traffic Crash			1	1
Use of Force		4	2	6
Use of Force Investigation		2	2	4
Battery Allegation		2		2
Improper Use of Discretion		5		5
Authority, Discretion, and Alternatives to Arrest		2		2
Pursuit of Motor Vehicles		2		2
Use of Discretion		1		1
Racial Profiling/Bias		2		2
Biased Based Profiling/Discriminatory Practices		2		2
Criminal Violation		2		2
Criminal (other)		2		2
Other/unknown		2		2
Null		2		2
Workplace Harassment			2	2
EEOC, Discrimination and Harassment			2	2
Total	2	109	277	388

Appendix E: Payroll Analysis

Total Hours of Regular Time, Sick Time, Vacation Time, Leave, and Overtime, FY 2020

Budget Division Code	Division	Regular Hours	Sick Leave	FMLA Leave Hours	Vacation	Leave Hours	OT Hours
	Administration Division	79,548	1,800	1,434	3,172	4,700	3,052
3001110	Sheriff Administration	46,807	1,145	1,393	1,855	2,677	867
3005120	Administrative Services	15,257	418	0	659	1,063	587
3005220	IT	7,742	39	0	107	395	473
3004110	Training	9,743	197	41	551	565	1,126
	Law Enforcement Division	362,562	8,687	6,927	21,920	18,990	25,613
3002110	Highway Patrol	182,778	3,884	4,564	11,881	7,025	15,217
3003110	Criminal Investigations Division (CID)	72,452	1,582	1,184	3,785	4,971	4,221
3010110	Communications	43,517	1,817	838	3,531	3,179	2,559
3013110	Court Security	59,584	1,389	341	2,631	3,808	3,438
3014110	Marine Unit	4,231	16	0	92	8	179
	Corrections Division	330,337	8,477	15,381	22,041	22,454	53,439
3007010	Adult Corrections	330,337	8,477	15,381	22,041	22,454	53,439
3008110	Community Based Correctional Center	0	0	0	0	0	0
	Total	772,447	18,964	23,742	47,133	46,144	82,104

Source: LCSO, Payroll Detail, FY 2020, all funds.

Total Hours of Regular Time, Sick Time, Vacation Time, Leave, and Overtime, FY 2021

Budget Division Code	Division	Regular Hours	Sick Leave	FMLA Leave Hours	Vacation	Leave Hours	OT Hours
	Administration Division	69,467	1,597	710	3,921	4,556	2,274
3001110	Sheriff Administration	26,378	304	196	1,418	1,602	147
3005120	Administrative Services	28,604	1,091	338	1,727	1,993	997
3005220	IT	7,623	36	80	112	549	340
3004110	Training	6,861	167	96	664	412	791
	Law Enforcement Division	328,138	8,658	6,892	22,834	17,893	26,640
3002110	Highway Patrol	168,421	4,526	3,942	12,214	7,231	17,216
3003110	Criminal Investigations Division (CID)	58,972	1,201	1,421	3,938	3,870	3,248
3010110	Communications	45,472	1,850	823	3,905	3,207	2,422
3013110	Court Security	51,031	1,082	706	2,551	3,514	3,692
3014110	Marine Unit	4,242	-	-	226	72	63
	Corrections Division	302,326	10,477	13,291	23,666	23,385	60,094
3007010	Adult Corrections	281,292	9,815	11,995	21,849	21,927	55,976
3008110	Community Based Correctional Center	21,035	662	1,296	1,816	1,457	4,118
	Total	699,931	20,732	20,893	50,420	45,834	89,008

Source: LCSO, Payroll Detail, FY 2021, all funds.

Appendix F: All LCSO Responses to Calls for Service, CY 2017 – August 2022

Unit Responding	Code in Data	2017	2018	2019	2020	2021	Jan-Aug 2022	2017-2021 CAGR
Highway Patrol	Patrol	192,182	181,183	181,278	170,176	158,552	111,139	-4.7%
Civil	CIV	22,711	19,749	18,258	13,142	11,096	10,543	-16.4%
911	911	11,099	10,971	12,606	14,778	15,073	10,786	8.0%
Court Security	Court	464	545	7,649	4,438	5,317	2,959	84.0%
Criminal Investigations	CID	5,581	4,546	4,652	2,726	1,777	1,251	-24.9%
Jail	Jail	2,902	2,384	2,593	2,008	2,504	1,228	-3.6%
Warrant	WAR	2,378	2,313	3,041	3,063	525	61	-31.5%
Marine Unit	Marine	1,081	772	918	1,276	1,338	1,171	5.5%
Administration	Admin	1,153	1,167	1,607	685	1,344	279	3.9%
Special Traffic Enforcement Unit	STEU				3,909	1,344	38	
Auxiliary Deputies	Aux	-	1,249	1,464	594	908	1,025	
Special Investigations Group	SIG			747	2,328	1,515	637	
Metropolitan Enforcement Group	MEG	639	345	268	233	218	167	-23.6%
RD	RD	1,489	171	-	-	-	-	-100.0%
Blank LCSO Calls		381	386	345	197	180	62	-17.1%
GTF	GTF	-	612	759	-	-	-	
COAST	COAST	-	107	288	79	-	840	
School Liaison Officer	SLO	-	-	-	498	316	226	
Gang	Gang	515	118	-	-	-	-	-100.0%
SA	SA	11	20	33	3	-	6	-100.0%
Work Release	WORK	-	9	5	9	3	-	
IT	IT	7	3	5	1	3	3	-19.1%
Training	TRNG				-	-	10	
Major Crimes Task Force	MCTF	4	3	1	-	1	-	-29.3%
SRO	SRO	-	-	-	4	-	-	
TU	TU	-	-	-	3	-	-	
EMA	EMA	1	-	-	-	-	-	-100.0%
Other	OTHR	-	-	-	-	-	-	
Total LCSO		242,598	226,653	236,517	220,150	202,014	142,431	-4.5%

Appendix G: Reported Offenses and Arrests County-wide (Part 1 Crimes)

Total Number of Offenses (Part 1 Crimes) County-wide

	2017	2018	2019	2020	2021
Lake County, IL	10,024	9,335	9,027	7,946	unk
Dane County, WI	12,306	11,644	11,955	12,248	11,593
DuPage County, IL	12,527	11,290	11,679	12,275	unk
Kane County, IL	7,222	6,302	5,678	7,264	unk
Macomb County, MI	15,534	14,179	12,683	11,334	11,592
McHenry County, IL	3,133	2,855	2,466	2,372	
Waukesha County, WI	4,514	4,015	3,640	3,792	3,249
Will County, IL	9,173	7,938	8,662	7,444	

Sheriff's Office Reported Offenses as a Percent of Total County Offenses

	2017	2018	2019	2020	2021
Lake County, IL	11.5%	14.3%	9.9%	8.2%	unk
Dane County, WI	6.4%	6.0%	6.6%	7.4%	6.2%
DuPage County, IL	6.3%	5.8%	4.4%	unk	unk
Kane County, IL	5.4%	4.8%	6.5%	13.1%	unk
Macomb County, MI	10.9%	10.0%	10.5%	10.0%	9.5%
McHenry County, IL	14.1%	15.3%	13.1%	12.9%	unk
Waukesha County, WI	10.1%	9.4%	10.0%	8.9%	9.8%
Will County, IL	11.3%	10.0%	9.4%	11.0%	unk
Median (excl. Lake County)	10.1%	9.4%	9.4%	10.5%	9.5%
Lake County Rank	2 of 8	2 of 8	4 of 8	6 of 7	n/a

Total Number of Arrests (Part 1 Crimes) County-wide

	2017	2018	2019	2020	2021
Lake County, IL	2,489	1,995	2,103	1,331	unk
Dane County, WI	3,260	3,276	3,322	2,293	1,997
DuPage County, IL	3,010	2,519	2,268	6,448	unk
Kane County, IL	1,875	1,766	1,485	1,266	unk
Macomb County, MI	3,162	2,847	2,789	2,255	2,414
McHenry County, IL	817	715	631	527	unk
Waukesha County, WI	2,250	1,967	1,989	1,209	958
Will County, IL	2,075	1,742	1,782	9,592	unk

Sheriff's Office Reported Arrests as a Percent of Total County Arrests

	2017	2018	2019	2020	2021
Lake County, IL	6.0%	7.3%	8.3%	10.7%	unk
Dane County, WI	3.8%	4.1%	5.3%	4.8%	4.1%
DuPage County, IL	2.2%	3.0%	3.9%	unk	unk
Kane County, IL	1.6%	3.2%	2.8%	2.2%	unk
Macomb County, MI	5.9%	4.5%	4.9%	6.3%	6.9%
McHenry County, IL	9.7%	13.0%	11.7%	13.7%	unk
Waukesha County, WI	30.9%	32.4%	31.9%	6.5%	9.7%
Will County, IL	6.1%	5.6%	4.2%	0.6%	unk
Median (excl. Lake County)	5.9%	4.5%	4.9%	5.5%	6.9%
Lake County Rank	4 of 8	3 of 8	3 of 8	2 of 7	unk

Appendix H: CID Data Discrepancies

For CY 2017 – 2019, CID provided final annual PDF reports and spreadsheets containing all closed cases. Data from the two sources differed markedly in CY 2017. Data in the spreadsheet showed 1,247 closed cases. The sum of categories shown in the PDF report showed 1,214 closed cases. However, the PDF report stated there were a total of 1,663 closed cases. Both sources stated there were 503 open investigations.

In CY 2018 and CY 2019, there were minor differences in the data sources provided. In CY 2018 three cases were closed as “pending documents,” a status code CID reports it does not use currently but was previously used to close a case when it had not been resolved due to long wait time for the return of requested documents from submitted subpoenas, or results from items at the crime lab.²⁸⁷ That category, code 10, was not included in the final report causing the total recorded cases closed or pending to be underreported by three. In 2019 there were minor differences in the number of cases closed administratively and closed as unfounded, likely reflecting manual adjustments made to the data in the spreadsheet based on the detectives’ individual logbooks.

For CY 2020 and 2021, PDF reports for the full year were provided as well as spreadsheets with data for the first six months of each year. In both years the sum of case closures for each of the reported status codes exceeded the total number of cases closed. Similarly, the sum of cases closed by type January through June 2022 (512) was greater than the total reported number of cases closed (505). Spreadsheet data provided for the full six-month period showed only 460 cases closed. CID staff stated records are first tracked in detectives’ logbooks and manually kept spreadsheets, then entered into the RMS. The undercount of cases in the spreadsheet – which contains a data export from the RMS – could reflect the lag time in entering cases into the system.

²⁸⁷ Cortnie Sasman (LCSO), email to PFM, December 14, 2022.

Appendix I: Law Enforcement Agencies and Communities Participating in Programs

“A Way Out” participating law enforcement agencies

- Lake County Sheriff
- Antioch
- Barrington
- Deerfield
- Fox Lake
- Grayslake / Hainesville
- Highland Park
- Lake Forest
- Lake Zurich
- Libertyville
- Mundelein
- Round Lake Beach
- Round Lake Park
- Wauconda
- Zion

Participating PSAPs for Lake County 911 Consolidation

- Lake County Sheriff's Office
- CenCom e911
- City of Waukegan
- Village of Fox Lake
- Village of Gurnee
- Village of Lake Zurich
- Village of Mundelein
- Village of Vernon Hills

COaST Participating Law Enforcement Agencies

- Gurnee Police Department
- Lake Forest Police Department
- Libertyville Police Department
- Lincolnshire Police Department
- Mundelein Police Department
- Vernon Hills Police Department

Teen Court Participating Law Enforcement Agencies

- Lake County Sheriff's Office
- Gurnee
- North Chicago
- Round Lake
- Round Lake Beach
- Round Lake Heights
- Waukegan
- Winthrop Harbor
- Zion

Appendix J: Jail Health Statistics

Selected Jail Medical Statistics, January 2019 – August 2022, by Fiscal Year

Months Included	Jan - Nov	Jan - Nov	Dec - Nov	Dec - Aug
Report Year	FY 2019	FY 2020	FY 2021	FY 2022
Vendor	Armor	Armor	Wellpath	Wellpath
Medication				
Number of Inmates on Any Medication	6,099	2,822	3,894	2,798
Percent of Inmates (ADP) on Any Medication	9.7%	13.1%	12.2%	20.1%
On-Site Medical Care				
Number of Intake Screenings	5,234	3,421	3,449	2,848
Number of Sick Call Referrals	unk	unk	6,701	3,004
Number of Sick Call Visits (Encounters)	2,672	2,459	3,925	2,588
On-Site Medical Care - Number of Nurse Contacts*	unk	unk	unk	unk
On-Site Medical Care - Number of Health Assessments	2,294	1,460	1,292	117
Off-Site Medical Care				
Emergency Room Visits	143	95	187	94
Hospital Admissions	34	18	25	21
Number of Injuries Requiring Hospitalization*	unk	unk	4	4
Mental Health				
Percent of Inmates (ADP) on Psychotropic Medication	25.5%	37.9%	20.8%	30.4%
Number of Inmates on Psychotropic Medication	2,316	1,363	2,280	1,847
Number of Mental Health Sick Call Visits (Encounters)	7,412	5,877	4,751	3,876
Number of Sick Call Referrals for Mental Health*	unk	unk	4,916	3,876
Suicide Attempts	5	7	19	9
Completed Suicides	0	0	0	0

Source: LCSO, Health Services Reports, latest available for each year 2018 – 2022.

*Note: unknown data is the result of changes in the data points reported by the vendors.