



**COUNTY OF SAN LUIS OBISPO
BOARD OF SUPERVISORS
AGENDA ITEM TRANSMITTAL**

(1) DEPARTMENT Sheriff - Coroner	(2) MEETING DATE 9/17/2019	(3) CONTACT/PHONE Ian S. Parkinson/Sheriff-Coroner 805-781-4540	
(4) SUBJECT Request to 1) receive and file the Sheriff-Coroner's response to identified staffing needs and strategies for reducing overtime use; and 2) approve a pilot program to reduce overtime expenditures in the Sheriff-Coroner's office by overfilling 12.00 FTE new Deputy positions (6.00 FTE Deputy Sheriffs and 6.00 FTE Correctional Deputies). All Districts.			
(5) RECOMMENDED ACTION It is recommended that the Board: <ol style="list-style-type: none"> 1. Receive and file the Sheriff-Coroner's response to identified staffing needs and strategies for reducing overtime use; and 2. Approve a pilot program to reduce overtime expenditures in the Sheriff-Coroner's office by overfilling 12.00 FTE new Deputy positions (6.00 FTE Deputy Sheriffs and 6.00 FTE Correctional Deputies). 			
(6) FUNDING SOURCE(S) General Fund	(7) CURRENT YEAR FINANCIAL IMPACT \$0.00	(8) ANNUAL FINANCIAL IMPACT \$407,000 Savings (FY 20-21) \$1 million Savings (FY 21-22)	(9) BUDGETED? no
(10) AGENDA PLACEMENT <input type="checkbox"/> Consent <input type="checkbox"/> Presentation <input type="checkbox"/> Hearing (Time Est. _____) <input checked="" type="checkbox"/> Board Business (Time Est. 40 min)			
(11) EXECUTED DOCUMENTS <input type="checkbox"/> Resolutions <input type="checkbox"/> Contracts <input type="checkbox"/> Ordinances <input checked="" type="checkbox"/> N/A			
(12) OUTLINE AGREEMENT REQUISITION NUMBER (OAR) N/A		(13) BUDGET ADJUSTMENT REQUIRED? BAR ID Number: <input type="checkbox"/> 4/5th's Vote Required <input checked="" type="checkbox"/> N/A	
(14) LOCATION MAP N/A	(15) BUSINESS IMPACT STATEMENT? N/A	(16) AGENDA ITEM HISTORY <input checked="" type="checkbox"/> N/A Date _____	
(17) ADMINISTRATIVE OFFICE REVIEW Morgan Torell			
(18) SUPERVISOR DISTRICT(S) All Districts			



COUNTY OF SAN LUIS OBISPO

TO: Board of Supervisors

FROM: Sheriff - Coroner / Ian S. Parkinson/Sheriff-Coroner 805-781-4540

DATE: 9/17/2019

SUBJECT: Request to 1) receive and file the Sheriff-Coroner's response to identified staffing needs and strategies for reducing overtime use; and 2) approve a pilot program to reduce overtime expenditures in the Sheriff-Coroner's office by overfilling 12.00 FTE new Deputy positions (6.00 FTE Deputy Sheriffs and 6.00 FTE Correctional Deputies). All Districts.

RECOMMENDATION

It is recommended that the Board:

1. Receive and file the Sheriff-Coroner's response to identified staffing needs and strategies for reducing overtime use; and
2. Approve a pilot program to reduce overtime expenditures in the Sheriff-Coroner's office by overfilling 12.00 FTE new Deputy positions (6.00 FTE Deputy Sheriffs and 6.00 FTE Correctional Deputies).

DISCUSSION

Overtime is used by the Sheriff's Office for several reasons that include most notably short staffing (due primarily to illnesses, vacations, and leaves of absences) in the jail and on patrol. However, overtime funds are also used to pay for late calls for service that occur near the end of a patrol shift, to staff personnel for special events, to fill behind vacant positions, or to backfill for vacancies created by unplanned events such as homicides or unplanned jail hospital runs. Overtime expenses have been increasing in the Sheriff's Office in recent years due to a number of factors. Over the last three fiscal years, vacancy rates for sworn custody and patrol staff were between 13% and 19%.

At the same time, law enforcement (LE) recruitment and hiring is a very long process involving physical agility testing, written testing, panel interviews, psychological testing, medical examinations, and background investigations. This process involves numerous levels of testing and evaluation to establish the acceptable standard that must be met by candidates in order to successfully complete the process and be placed on an eligibility list. For these reasons, it is not uncommon for a pool of 200 applicants to only yield a hand full of viable candidates, eligible for hire.

For example, in 2017 the Sheriff's Office conducted a recruitment of entry level cadet candidates that netted 42 eligible candidates from a total number of 179 applicants. In 2018 a similar recruitment netted 15 eligible candidates for cadet from a total of 160 applicants. When the job market is good the pool of available candidates shrinks and many

of the local law enforcement agencies are all competing for the same-applicants in a reduced pool. Experienced deputies (lateral transfers) are harder to find, resulting in a need for the Department to fill vacancies by recruiting cadets and funding their education in a law enforcement academy. To minimize this cost, hiring must be coordinated and specifically tied to predicted/expected attrition rates.

The Sheriff's Office has identified its yearly attrition rate average for the past five years. This figure will be used as the benchmark or goal for yearly hiring. The goal is to prevent staffing numbers from becoming so depleted that backfilling using overtime funds becomes the only solution. To that end the Sheriff's Office has developed a strategy to closely monitor its yearly attrition and ensure that we hire to attrition. This will also ensure that the Sheriff's Office maintains its patrol and custody staffing numbers at authorized levels.

Historically the Sheriff's Office has enjoyed a low turnover rate among its sworn staff, however, beginning in 2016 the Sheriff's Office began to see an increase in voluntary separations through retirement and an increase in employees eligible for retirement entering the Deferred Retirement Option Program (DROP). DROP allows an employee to have his or her retirement benefits deposited into a special investment account and ceases to make contributions to the pension trust while continuing to work for up to five years. Presently the Sheriff's Office has an allocation of 317 sworn positions (Deputy Sheriff/Correctional Deputy-all ranks). Of this number over 10% (33) are participating in the DROP program with 29 of the participants having anticipated retirement dates between 2021 and 2024 (assumes each employee completes the 60 months of DROP). Currently the average time on DROP is 2.75 years.

These numbers do not consider sworn employees who have reached or will reach retirement age during this same period and who will not elect to participate in the DROP program, nor those who will be eligible for industrial retirements because of work related injuries.

It currently takes at least 12-18 months to bring a new correctional deputy and patrol deputy to operate independently in a Full Time Equivalent (FTE) status. A new correctional deputy takes 6 months to complete the academy and jail operations training. Patrol Deputies, after being hired, must complete 12 months of academy and patrol field training. In each case the additional 6 months added to the total time required to produce an FTE position is reflected in the time it takes in recruitment, testing, background investigations, medical examinations, etc. of all new hires.

Currently staffing in both Patrol and Custody is such that any unplanned absence of a patrol or correctional deputy due to training, vacation, sick leave, court, or any other reason, will result in the use of overtime to bring a deputy into work from a scheduled day off. This occurs most often in the jail which has mandatory minimum staffing requirements that are developed by the jail executive team, and the Sheriff. The daily minimum staffing numbers in the jail are developed and designed to ensure the operation and safety of the jail and of those sentenced to serve time in the facility. Most of the overtime expenditures result from personnel shortages and unplanned absences from work schedules, with unstaffed posts.

As noted, vacant positions and the overtime it takes to fill them, account for some of the increase in overtime expenditures, particularly in the Operations Bureau, which is responsible for maintaining adequate patrol staffing in seven (7)beat areas covering a total area of 3,325 square miles and serving a population of 120,155 individuals. Another reason for exceeding the allocated overtime budget stems from salary and benefit increases. While there have been a number of approved increases in salaries and benefits, the overtime budget hasn't increased by a commensurate amount and the increase in the overtime allocation creates an inflationary effect that reduces the

“purchasing power” of the Sheriff’s Office when overtime expenditures are a necessity. One hundred hours of overtime spent to investigate a homicide case costs the County more today than it did ten years ago.

Adding to the impact is the increasing cost of holiday staffing pay. Because the Sheriff’s Office is a 24/7 operation, patrol and custody must remain open and employees are required to work on holidays when other County services are closed. Employees who are working on holidays are compensated at 1.5 times their regular pay rate on the holiday they are working. The expenditures of this “holiday pay” are paid from the Sheriff’s Office overtime budget which, when coupled with increases in salary rates, further reduces the number of overtime hours that can be paid for with existing allocations for unplanned events or emergencies that can occur.”

Pilot Program

The Sheriff’s Office is proposing a pilot program consisting of 12.00 FTE overfilled positions to be assigned to specific patrol and custody vacancies to eliminate the need for overtime when there are vacancies due to retirements, leaves of absences, training, illnesses, vacations, or other reasons (Phase I, discussed below). The overfilled positions are positions that will be added above and beyond the positions that are currently allocated on the Position Allocation List (PAL) and will serve as a trial solution to the issue of inflated overtime cost.

The goal of the overfilled positions is to provide the Sheriff’s Office with a ready replacement from the moment a vacancy occurs (due to promotions, retirements, sick, worker’s comp, terminations, or separations) to the time a deputy is hired and fills the vacancy with an FTE (often a delay of about 12 to 18 months).

Phase – I

Overfilling correctional and patrol deputy positions to fill vacated positions until a fulltime employee is hired, in addition to simultaneously working to hire to attrition, will reduce the need to use overtime funds. It is important to note that the overfill and the hiring to attrition are two- separate but very important efforts. If the Sheriff’s Office merely relied on the overfill of 6.00 FTE in patrol and 6.00 FTE in the jail, while at the same time allowing personnel vacancies to increase, the overfill positions will lose their effectiveness of curtailing overtime. Instead, the overfill positions will be absorbed into the regular staffing numbers because the vacancies will exceed the available staffing-numbers. The Sheriff’s Office has already established through experience that law enforcement hiring is a tenuous and lengthy process that, if ignored, can quickly get out of control and take years to recover from. While the elimination of all overtime expenditures is not anticipated, the Sheriff’s Office will greatly eliminate the need for the use of overtime to fill vacant posts due to staff shortages caused by turnover and the inherent delays in the law enforcement hiring process.

Phase – II

There is little benefit to shift changes or other similar strategies to reduce overtime use until the vacancy rate decreases. However, once the vacancy rate has decreased, additional measures will be implemented to reduce the use of overtime.

Currently, much of the overtime use is a result meeting minimum jail staffing levels. The staffing levels are determined by jail administration and the Sheriff based on the number of fixed posts needing to be staffed. Mandating and maintaining daily minimum staffing levels is essential for overall jail operation and to provide all who are housed in the County Jail with a safe place to serve their court-imposed jail sentence.

In patrol, each station has several beats that are staffed by patrol deputies. In the stations, the patrol commanders determine the daily minimum staffing levels for their respective area. The patrol daily minimums are based on a number of factors designed to deliver the highest policing service to our constituents. Once vacancies are reduced in patrol, the need for overtime will be reduced, especially in instances of scheduled leave time. Overtime may also be reduced for unscheduled leave time if the staffing numbers allow for the adjustments without creating an unsafe working condition for the patrol deputies and the communities they serve.

With reduced vacancy levels the Sheriff's Office can schedule training, vacation, and time-off of deputies without having to rely on overtime to fill vacancies. The Sheriff's Office will also stop or slow down training during summer and holiday seasons since that is when most of the vacancies occur because of vacation time-off. The Sheriff's Office will coordinate training and vacations to ensure there is enough personnel on duty to fill patrol beats, or staff fixed posts in custody and allow for unexpected, last minute absences.

The recommendation is that this cadre of overfill positions be assigned to fill specific patrol and custody vacancies to eliminate the need for backfilling using overtime funds. These overfilled deputies will remain in place to cover a vacancy until a full-time deputy is hired and or until the employee on leave returns, whether from vacation, sick leave, disability, or other.

Using overfilled positions in this manner, in addition to hiring to attrition, will prevent or greatly reduce the need to use overtime for vacant posts. The combination of a cadre of substitute personnel in conjunction with hiring to attrition, will ensure that the Sheriff's Office has the personnel available to fill vacancies without relying on overtime. Once staffing levels meet our daily operational needs, the Sheriff's Office can then study the feasibility of schedule and/or shift reconfiguration to ensure maximized efficiency in our service delivery plan.

Finally, the Sheriff's Office will look at revenue it receives for services provided to other entities to determine whether additional revenue can be realized.

OTHER AGENCY INVOLVEMENT/IMPACT

If approval is granted, the Sheriff's Office will consult with County Human Resources regarding the personnel hiring process.

FINANCIAL CONSIDERATIONS

The FY 2019-20 budget includes \$4.3 million for overtime expenses, compared to between \$2.1 and \$2.3 million budgeted annually over the last five fiscal years. In FY 2018-19, approximately \$5.3 million was expended on overtime, in part due to a vacancy rate of up to 19% in recent years for deputy positions and the need to maintain adequate staffing levels. With the implementation of this pilot program, the Sheriff's Office projects that it will save an estimated \$406,000 per year once all 12.00 FTE positions are filled (Phase I), and an estimated \$658,000 for Phase II (for a total of approximately \$1.1 million in savings annually). It will take time, however, for the 12.00 FTE deputies to be hired, trained, and working independently. As a result, the Sheriff's Office anticipates that take approximately 12 to 18 months to realize overtime savings. The positions will be covered by existing salaries and benefits appropriation related to vacant positions, so no additional appropriation is being requested at this time.

While the strategies discussed can reduce overtime expenditures, they do not address future negotiated salary and benefit increases, which are outside the purview of the Sheriff-Coroner.

The table below represent the hourly increase in overtime rates beginning in FY 2014-15 to FY 2018-19 and the overall impact of unbudgeted overtime funds. The hourly overtime rates are at a step 5 paid at 1.5 of the hourly rate. This includes a 16.53% overhead which covers Social Security, Medicare, Unemployment Insurance and Workers Compensation. This most recent data used for the purpose of this table was FY 2018-19.

Position	2019 OT Rate	2014 OT Rate	OT % Rate Increase from 2014-2019	OT Dollar Amount Increase from 2014-2019	OT Hours for FY 18/19 by position	Total Cost difference (2019 rate minus 2014 rate x OT FY 18-19 hours)
Correctional Deputy	\$70.51	\$63.51	11.02%	\$7.00	28,347	\$198,429
Sr. Correctional Deputy	\$77.82	\$70.11	11.00%	\$7.71	4,948	\$38,149
Correctional Sergeant	\$88.29	\$79.51	11.04%	\$8.78	3,871	\$33,987
Deputy	\$83.64	\$72.28	15.72%	\$11.36	21,858	\$248,307
Senior Deputy	\$91.99	\$79.75	15.35%	\$12.24	9,903	\$121,213
Sergeant	\$100.71	\$87.13	15.59%	\$13.58	2,972	\$40,360
Totals					71,899	\$680,445

The next table compares the total overtime hours for FY 2014-15 through FY 2018-19 for both Patrol and Custody sworn positions. Beginning in FY 2015-16, the Sheriff's Office overtime hours increased largely due to retirements and vacant positions. For example, from 2015-2019, there were 26 DROP participants that left during that period. Adding 12.00 FTE overfilled deputy positions will reduce 24,960 hours of overtime to regular time pay (12.00 FTE x 2,080 hours/FTE = 24,960 hours).

Division	FY 14/15	FY 15/16	FY 16/17	FY 17/18	FY 18/19
Custody overtime hours	28,044	32,270	35,826	37,102	34,733
Patrol overtime hours	23,894	34,615	34,525	41,172	37,165
Total Overtime Hours	51,938	66,885	70,351	78,274	71,898

The cost for the pilot program for the 12.00 FTE deputies (6.00 FTE Patrol Deputies (PD) and 6.00 FTE for Custody Deputies (CD)) is \$1,699,236 which includes salaries, benefits, training, uniforms and the required equipment. The table below represents the cost of each deputy and the estimated savings per position but does not include the ongoing safety equipment/uniforms or training. The annual ongoing costs for uniforms is \$540 for Custody and \$900 for Patrol after year one.

Additionally, the chart below shows a savings of approximately \$301,000 annually which differs from the estimated savings of \$406,000 stated above. Although every effort is made to backfill with a deputy, at times the Sheriff's Office

may have to backfill with a Senior Deputy causing the increase in overtime costs as well. When taking into consideration that positions may be backfilled at times with a Senior Deputy, the estimated annual savings is approximately \$406,000.

Position	Salaries and Benefits (regular time)	Safety Equipment/ Uniforms/ Training	Cost Per Deputy	Total Cost for 12.00 Deputies (regular time)	Salaries and Benefits for 12.00 Deputies (overtime)	Total Estimated Salary Savings (regular time vs. overtime)*
Correctional Deputy Step 1/2 (6)	\$122,657	\$ 4,140	\$126,797	\$760,782	\$879,965	\$144,023*
Patrol Deputy Step 1/2 (6)	\$147,704	\$ 8,705	\$156,409	\$938,454	\$1,043,827	\$157,603*
Totals	\$1,622,166		\$283,206	\$1,699,236	\$1,923,792	\$301,626*

*The total estimated salary savings column is calculated using the salaries and benefits for 12.00 Deputies (overtime) minus the salaries and benefits (regular time) column.

RESULTS

By implementing the pilot program which includes overfilling 12.00 FTE deputy positions as well as additional strategies to reduce overtime hours used, the Sheriff's Office will reduce overtime hours and expense created both planned and unplanned. Additionally, studying the feasibility of schedule and/or shift reconfiguration will ensure maximized efficiency in our service to the community.

The Sheriff's Office will monitor the costs on a quarterly basis and will report results to the Administrative Office.

ATTACHMENTS

1. PowerPoint presentation