



# The Office of the Salt Lake County Sheriff

## Employee Survey Report

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Center for  
**PUBLIC POLICY &  
ADMINISTRATION**  
THE UNIVERSITY OF UTAH

*Utah Criminal Justice Center*

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THE UNIVERSITY OF UTAH

# **The Office of the Salt Lake County Sheriff Employee Survey Report**

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# **The Office of the Salt Lake County Sheriff Employee Survey Report**

## **Executive Summary**

Early on, the Office of the Salt Lake County Sheriff (the Office) under the direction of Sheriff James M. Winder knew that 2010 would bring some daunting challenges and great opportunities. The challenges would come in the form of unprecedented demands on an already tight budget and in the form of substantial culture and climate changes due to the new Unified Police Department. The opportunities would come in the form of developing strategies to aggressively address the challenges. Part of the strategy was to seek an independent party to survey Office personnel and otherwise establish processes where every voice could participate in addressing challenges and continuing to find opportunities to further strengthen the ability of the Office to effectively and efficiently meet the needs of the residents.

To this end, the Office contracted with the University of Utah and specifically The Center for Public Policy & Administration and the Utah Criminal Justice Center to perform survey work. The work began by conducting a number of Office employee focus groups to determine the style and types of survey questions such that the collective perceptions of Office personnel could provide the types of information that can help the Office address challenges and take advantages of opportunities to improve. The University partners then created the survey, surveyed Office personnel, and analyzed the results.

The University partners are pleased to submit this report to the Office of the Salt Lake County Sheriff. The report provides detailed analysis of strengths of the Office, as well as opportunities to improve. Below is a brief summary of the report's findings and recommendations.

### **Strengths of the Office**

The strengths of the Office are: 1) Job Satisfaction; 2) Communication and Cooperation within Divisions; 3) Supervisors; 4) Empowered Decision Making; and 5) Training.

A major strength of the Office is a high level of job satisfaction among employees. Sheriff's Office and UPD employees take satisfaction in the work they do, they find personal accomplishment in it, and they are dedicated to serving the public. Furthermore, employees noted in their written answers that one of the aspects they most value about their work is the public service aspect of their job; that is, that they are able to help people throughout the community. These results are consistent across all areas of the Sheriff's Office and UPD.

In addition, the survey assessed communication and cooperation within divisions and departments from the perspective of employees. Employees are positive about communication and cooperation within their divisions, and with their co-workers. Several questions in the survey assessed working relationships between employees and their supervisors. More than half (56%) of employees agree or strongly agree that they feel valued by their supervisor. The survey results also indicate that employees value their independence as it relates to decision making and the trust that supervisors have in them.

### **Opportunities for Improvement**

The opportunities for improvement are: 1) Morale among Employees and Financial Security; 2) Change, the Unified Police Department and Communication; 3) Cooperation and Communication throughout the Office; 4) Cooperation and Communication across Divisions and Departments; 5) Cooperation and Communication within Divisions and Departments; 6) Recognition and Rewards; 7) Supervisors; 8) Valued by the Office; and 9) Performance Appraisals.

Where survey results indicate that morale is low, the primary cause is due to employee concerns about financial security, specifically job security, and wages and benefits.

### **Recommendations**

A preamble to the recommendations is an understanding that some survey results deal with issues that are beyond the control of the Office. For example, the Sheriff and management team consistently work to ensure equitable and competitive wages and benefits and they do what is possible to secure jobs. However, the reality is that a turn in the economy triggers events that are beyond the control of the Office, County Council, County Mayor, and taxpayers.

Finally, it is important to note that with each recommendation, the Office must take responsibility to examine the results, and determine a process to build on strengths and identify opportunities for improvement. It should be noted that, by design, these are broad recommendations, and the detail of how the Office will implement the recommendations will occur through careful discussion and planning among empowered employee working groups.

The first recommendation is to recognize, celebrate and build upon the many strengths and positives aspects of the Office. Office personnel have high job satisfaction, like the work they do, and feel a sense of personal accomplishment in their jobs. They generally like each other and feel that there is good communication and cooperation within their divisions. They feel camaraderie, friendships, and highly value their working relationships. They also feel valued by their own supervisor and empowered in their decision making.

The second recommendation is that a detailed communication plan be developed for the entire organization. This should include two-way communication (bottom-up as well as top-down) as a priority, and should be developed in consultation with all levels of the organization.

There are other issues identified in the survey that the Office may want to examine. For example, there is an opportunity to improve training for civilian employees.

# **The Office of the Salt Lake County Sheriff Employee Survey Report**

The Center for Public Policy & Administration, along with the Utah Criminal Justice Center, is pleased to submit this report to The Office of the Salt Lake County Sheriff. At the request of the Sheriff, the survey was conducted in early 2010 to assess the Office culture and climate, provide the management team with information to enhance decision making and problem solving, and to provide information that can support strategic planning efforts.

Six hundred and ten (610) employees took the survey. There are 1,459 employees, both full time and part time, working for the Sheriff's Office and Unified Police Department. Therefore, 42% of employees participated in the survey. However, not all employees answered every question in the survey, so in most cases, there are fewer than 610 responses for a question. The survey questions and the results are available in Appendix A.

The Employee Survey Report is divided into two primary sections. The first section provides a detailed summary of the results. Included in this section are results that highlight the strengths of the organization; additionally, the first section of the report focuses on opportunities for improvement. Both sections provide office-wide results, as well as trends across contrasting demographic groups. The second section of the report provides recommendations.

## **Strengths of the Office**

Based on the Employee Survey results, several components of the organization are strengths: 1) Job Satisfaction; 2) Communication and Cooperation within Divisions; 3) Supervisors; 4) Empowered Decision Making; and 5) Training.

In summary, a major strength of the organization is overall high job satisfaction. This includes the dedication of the employees to serving the public, their love of the job, high levels of job satisfaction and personal accomplishment, and belief among employees that the work they do is important. Another vital strength is that employees value their working relationships with fellow employees. Employees noted that these relationships are one of the most valuable aspects of their job and that their relationships positively affect morale. Finally, employees feel valued by their supervisors, feel that communication within their divisions is working well, feel empowered to make decisions, and are satisfied with the training and believe the training improves their ability to do their job.

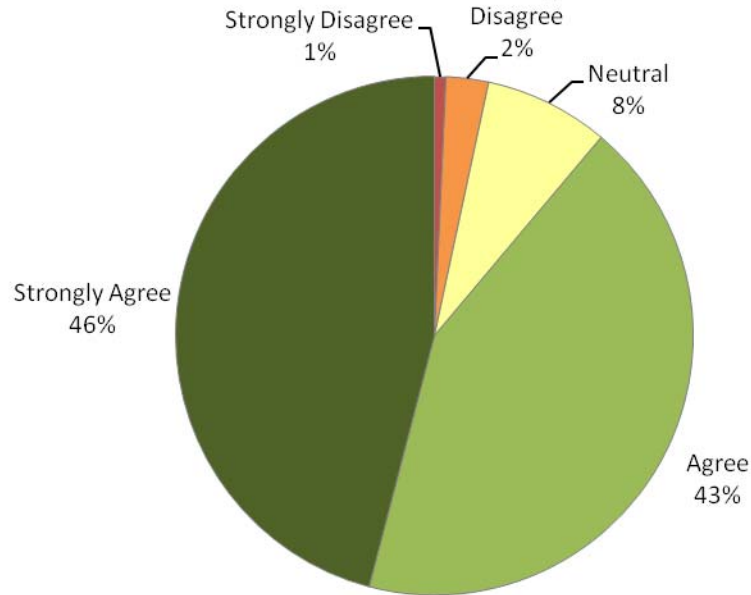
### *Job Satisfaction*

Multiple questions in the survey assessed job satisfaction by examining whether employees like the work they do, whether they view it as important, and if they feel personal accomplishment doing their work. Overall, people in the Sheriff's Office and UPD have high job satisfaction. Employees find that the work they do is important, they like the work they do, and the work gives them a feeling of personal accomplishment. Furthermore, employees noted in their written answers that one of the aspects they most value about their work is the public service aspect of their job; that is, that they are able to help people throughout the community. These results are consistent across all areas of the Sheriff's Office and UPD. More detail on several of the survey questions is provided below.

Employees of the Salt Lake County Sheriff's Office and the UPD were asked about their overall job satisfaction. Office-wide findings show that 63% of employees agree or strongly agree that they are satisfied with their job; 22% were neutral; and 15% said that they disagree or strongly disagree that they are satisfied with their job. Positive ratings increase with higher rank (Sergeant and above for sworn employees; management for civilian) and years of service. Those with four or fewer years of service have the second highest job satisfaction. Job satisfaction is positive for Protective Services (54% agree or strongly agree that they are satisfied with their job) and Corrections (57%). Job satisfaction for UPD employees and the Headquarters Bureau is stellar (74% of UPD employees and 75% of Headquarter Bureau employees agree or strongly agree that they are satisfied with their job).

The survey also asked employees to rank on a scale whether they believe the work they do is important and whether they like the work they do. In both cases, employees are very positive about the importance of their work and that they like the work they do. Eighty-nine percent of employees feel the work they do is important. Only 3% disagree or strongly disagree with the statement that the work they do is important; and 8% were neutral.

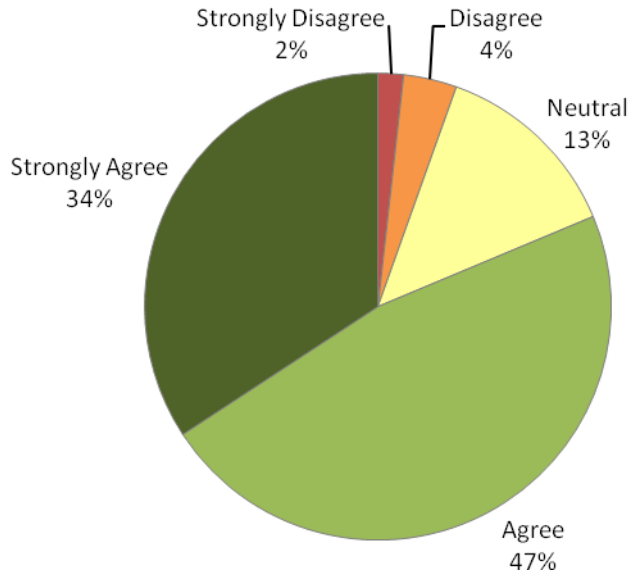
## The work I do is important



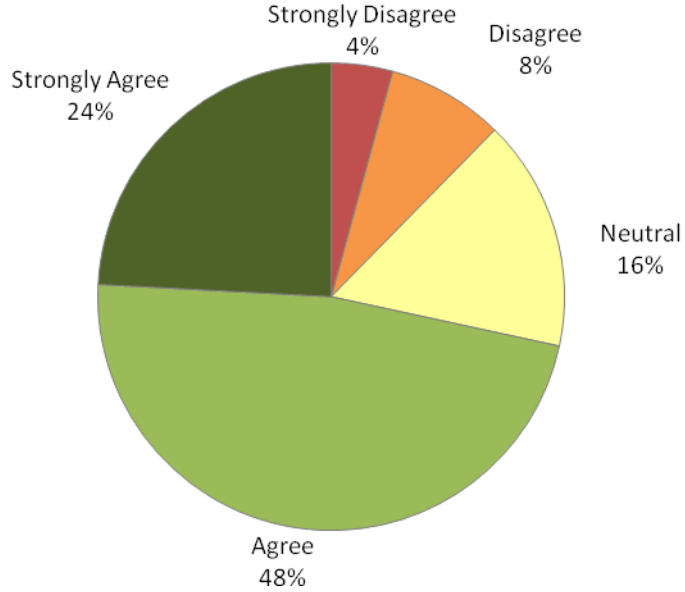
Eighty-one percent of employees agree or strongly agree that they like the work they do. Only 6% (or 19 employees) disagree or strongly disagree with the statement that they like the work they do; and 13% were neutral. Seventy-two percent agree or strongly agree that their job gives them a feeling of personal accomplishment, 16% are neutral, and 12% disagree or strongly disagree. Perhaps not surprisingly, higher ranking staff (Lieutenant and above for sworn; management for civilian) are more likely to feel personal accomplishment.



### I like the work I do



### My job gives me a feeling of personal accomplishment



The survey included this open-ended question: “What aspect(s) of your job do you most value?” The answers to this question demonstrate how strongly employees, from all areas of the Sheriff’s Office and UPD, feel about their work and their public service. Of the 275 employees who answered this question, fifty-nine people stated that the aspect of their job they most value is “Serving the Public.” Below are some quotes that highlight employees’ public service attitude.

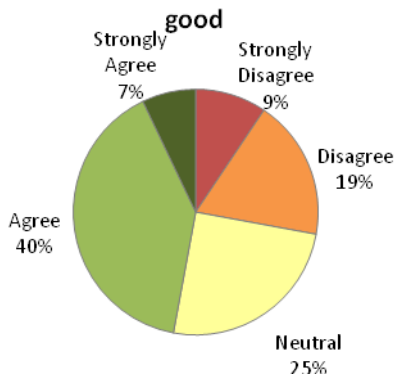
- “The one aspect of this job that I most value is the thought that what I do will help keep the public safe.”
- “I value the fact that I am making my community a better place to live.”
- “The ability to interact with the prisoners and have a positive influence on them. I feel like I am helping society.”
- “The opportunity to assist the public and the judges.”
- “Making a difference.”
- “I value being able to help citizens in our community stay safe.”
- “helping others.”

It is clear that one of the strengths of the Sheriff’s Office and UPD is the high level of job satisfaction of employees. Sheriff’s Office and UPD employees take satisfaction in the work they do, they find personal accomplishment in it, and they are dedicated to serving the public.

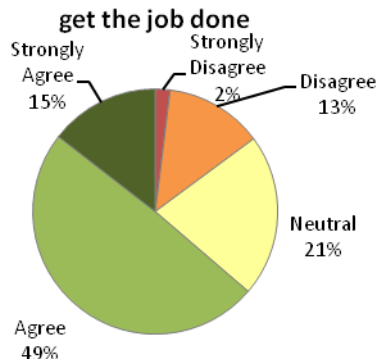
*Communication and Cooperation within Divisions*

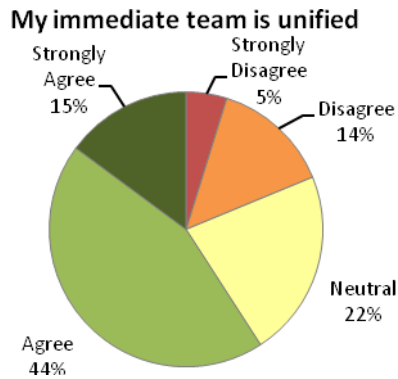
The survey assessed communication and cooperation within divisions and departments from the perspective of employees. Employees are positive about communication and cooperation within their divisions, and with their co-workers. Nearly half of employees agree or strongly agree (47%) that communication within their division is good. Sixty-five percent of employees agree or strongly agree that the people they work with cooperate to get the job done. Fifty-nine percent agree or strongly agree that their immediate team is unified.

Communication within my division is good



The people I work with cooperate to get the job done





The analysis did reveal a difference in opinion between types of employees on the topic of communication and cooperation. Civilians in management positions (vs. non-management) have the most positive opinions about communication and cooperation within the divisions. Among sworn staff, higher ranking employees (Sergeant and above) have an even stronger belief than lower ranking sworn employees that communication within their department is good.

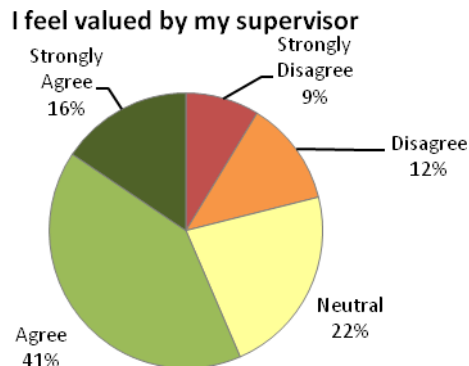
The theme of communication and cooperation among employees also emerged when asked, “What aspect(s) of your job do you most value?” Seventy-six employees answered that one of the aspects of the job that they most value is working with fellow employees and the camaraderie that employees feel. Indeed, employees from all bureaus/divisions of the Sheriff’s Office and UPD positively commented about working with their fellow employees. Below are some quotes from employees:

- “i like working as a team”
- “The camaraderie which exists with my fellow officers.”
- “The people I work with”
- “Working with all of the officers and trying to make them better at what they do as well as making sure that what we do is done to the best of our abilities.”
- “I value the people I work with and the relationships that are built, good and bad.”
- “Lots of good people to work with and around.”
- “I value the working relationships and personal friendships I have with some of my fellow Officers. I enjoy the team environment.”

### *Supervisors*

The survey asked employees several questions about supervisors. When asked if they feel valued by their own supervisors, employees responded in the positive.

More than half (56%) of employees agree or strongly agree that they feel valued by their supervisor; 22% percent are neutral; and 17% disagree or strongly disagree.



### *Empowered Decision Making*

A closely related subject to supervisors is empowered decision making. The survey results indicate that employees value their independence as it relates to decision making.

When asked about the aspects of the job that employees most value, thirty-five people mentioned that they most value the independence they have, the ability to make decisions, and the trust that supervisors have in them.

- “When upper management allows me to determine how to meet our goals. Being trusted. Being appreciated.”
- “The freedom to make many of my own decisions.”
- “the freedom needed to perform well.”
- “The ability to problem solve without needing a supervisor approval prior to making a decision.”
- “relative autonomy.”
- “To work independently.”
- “I value my ability to make decisions, the freedom to do my job the way I feel is best. I have never felt that as a Deputy I am "micro-managed" (No quotas, unreasonable performance standards etc).”
- “being trusted by the supervisors.”

### *Training*

Overall, employees of the Office and UPD are satisfied with the trainings and believe the trainings improve their ability to do their job (see Appendix A for full results). However, there are differences between groups. Satisfaction with training is lower for civilians (especially those in non-management positions) than sworn respondents. Among the four divisions, UPD respondents are the most likely to feel that trainings improve their ability to do their job, while employees in Corrections are the least.

- 41% of civilians are satisfied with trainings compared to 61% of sworn employees
- 42% of Corrections employees believe that trainings improve their ability to do their jobs, compared to 63% of Protective Services Employees, and 65% of UPD employees.

## Opportunities for Improvement

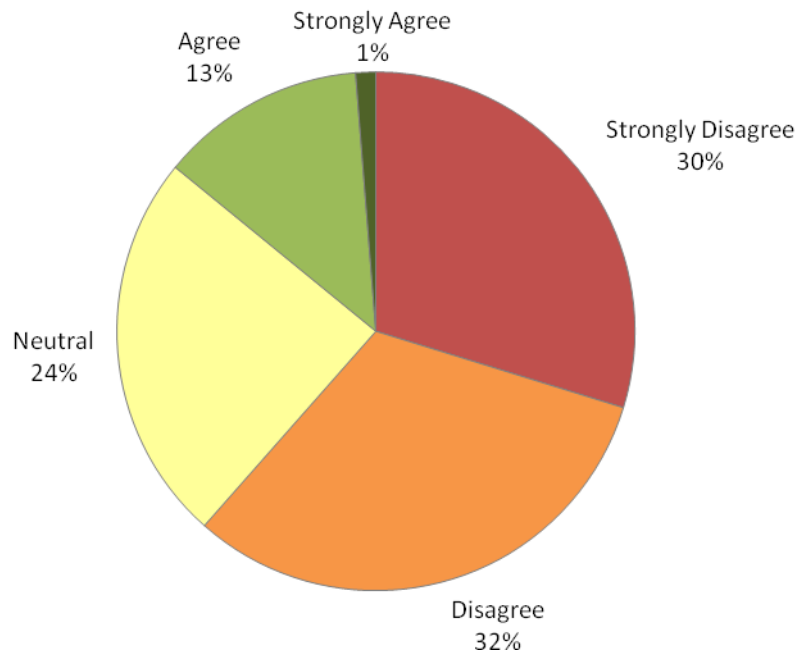
This section of the report examines where the Office has an opportunity to improve. The focus here is on: 1) Morale among Employees and Financial Security; 2) Change, the Unified Police Department and Communication; 3) Cooperation and Communication throughout the Sheriff's Office and UPD; 4) Cooperation and Communication across Divisions and Departments; 5) Cooperation and Communication within Divisions and Departments; 6) Recognition and Rewards; 7) Supervisors; 8) Valued by the Office; and 9) Performance Appraisals.

### *Morale and Financial Security*

The results of the survey indicate that the Office has the opportunity to improve morale among Sheriff's Office and UPD employees. It is important to note that solutions solely within the Office will be challenging primarily because employee responses are about financial security, specifically job security, and wages and benefits, factors that are not solely in control of the Office.

Just 14% of employees agree or strongly agree that morale in the Office is good. Sixty-two percent of employees disagree or strongly disagree with the statement that "Morale in the Office is good." Comparative analyses showed that among Protective Services employees, 90% disagree or strongly disagree that morale is good and for Corrections' employees 69% disagree or strongly disagree that morale is good, and 45% of UPD employees disagree or strongly disagree that morale is good.

### Morale in the Office is good



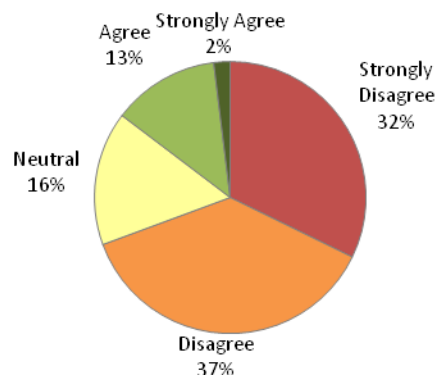
To better understand specific concerns with morale in the Sheriff's Office and UPD, the survey asked two questions, one about what positively affects morale, the other asked what is negatively affecting morale.

When asked, "What is the #1 issue negatively affecting morale in the Office", employees overwhelmingly answered pay and benefits. A total of 476 employees answered this question; 229 believe pay, pay cuts, benefit cuts, such as retirement and insurance, and pay inequity are the primary issues negatively affecting morale in the Sheriff's Office and UPD. One distinction between Sheriff's Office employees and UPD employees should be noted here, as it clarifies the issue of pay and morale. Sheriff's Office employees were very clear that the reason for their low morale was the 2.75% *pay cut* applied to their wages, and not applied to the wages of UPD employees. Even though UPD employees did not have a pay cut, they did note their concern that *pay inequity* is an issue affecting morale. UPD employees often responded that they are paid less than their counterparts in other law enforcement agencies. Below are some direct quotes from employees.

- "2.75 pay cut."
- "Reduction of wages and increase in benefits cost."
- "The reduction in pay along with an increase in the cost of Health benefits."
- "Wages, Benefits, and possibility of retirement changes."
- "Pay inequity and retirement compensations compared to other agencies in the surrounding states."
- "Our pay - recent reduction/loss of merit increases/inadequate cost of living increase."
- "I would have to say it is the possibility of taking yet more pay cuts and increases in personal payout for our benefits."
- "Not knowing what to expect in the future regarding pay and retirement."

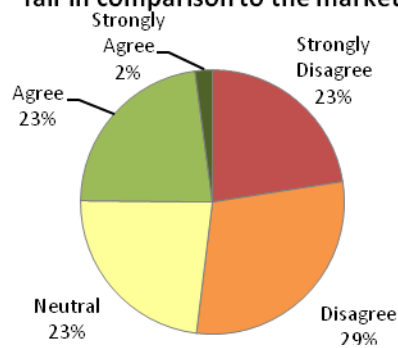
Overall, the belief among employees of the Sheriff's Office and UPD is that their wages are unfair in comparison to the market. When asked to rate their agreement with the following statement "I believe my wages are fair in comparison to the market," 69% of employees said that they disagreed or strongly disagreed with that statement. Only 15% of employees said that they agreed or strongly agreed that their wages are fair in comparison to the market.

**I believe my wages are fair in comparison to the market**



There is a bit more agreement among employees that their benefits and compensation package is fair in comparison to the market. About 25% of employees agreed or strongly agreed that the benefits/compensation package is fair; 23% were neutral; and 52% disagreed or strongly disagreed.

**I believe my benefits/compensation package is fair in comparison to the market**



Civilians and Protective Services employees are *most* likely to think that both wages and benefits/compensation packages are fair. Thirty percent (30%) of Protective Services agree or strongly agree that wages are fair compared to 25% of Headquarters Bureau and 13% each from UPD/LE and Corrections. Twenty-one percent (21%) of civilians think wages are fair compared to 13% of sworn staff (and 36% civilian agreement that benefits are fair vs. 20% for sworn).

There appear to be opportunities to improve the understanding of benefits and retirement packages. Line staff, and lower rank employees in general, seem to have the least knowledge about benefits and retirement. For example, 60% sworn line staff agree or strongly agree that they understand their benefits package (compared to 78% Sergeant and 89% Lieutenant and above). A similar trend was observed in the understanding of the



retirement package item (53% sworn line staff, 71% Sergeant, 81% Lieutenant and above) and knowing who to ask questions item (50% sworn line staff, 79% Sergeant, 86% Lieutenant and above). This distinction in understanding benefits and retirement packages was not observed in comparisons of management and non-management civilian employees.

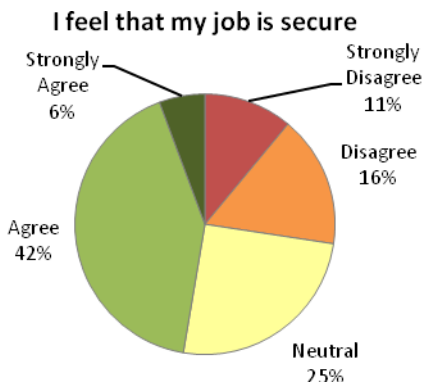
### *Change, UPD, and Communication*

Recently, the Unified Police Department was established, moving police services from the Sheriff's Office. This, of course, is a major change and employee response to the change is found in the survey. The analysis of the survey responses reveal that employees feel uncertain about the future, are concerned about the change to UPD, did not feel as informed of the change, nor were they comfortable with the change to UPD.

A total of 68 employees commented about their belief that the uncertainty of what is happening in the Office is what affects morale. Mostly, employees working for the Unified Police Department made these comments, and the comments related to the changes with UPD. Their comments addressed several things: 1) a lack of understanding among employees about the reasons for the change; 2) lack of information about the changes to UPD; and 3) the future of UPD. Some employees commented about the threat of losing additional contract areas.

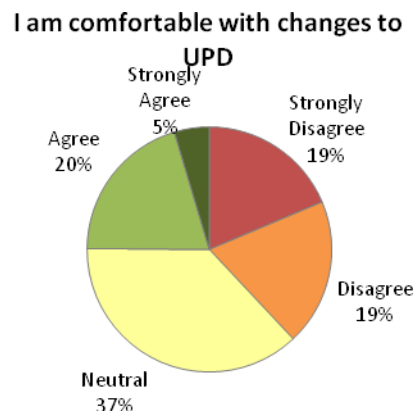
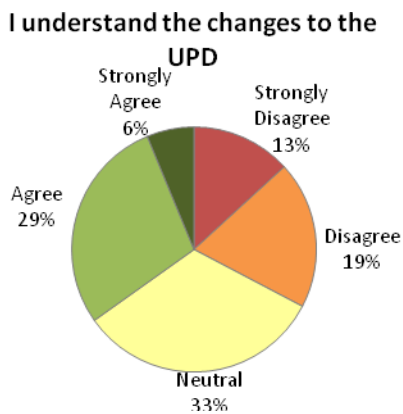
- "Uncertainty of the future."
- "Uncertainty about the immediate future changes. This office has been in flux for so many years stability would be a good thing."
- "continual threat of losing area / employees."
- "The unknown as far as UPD is concerned. There is a lot of nervous mumblings. People just aren't sure where things are headed."
- "Unsure as to what we are doing with UPD."
- "Uncertainty of where the office is going and how the changes are going to affect me."

Employees' comments about uncertainty of the future are closely tied to their answers about job security. While 48% of employees feel that their job is secure, more than 25% of employees feel that their job is not secure. There is even more concern about job security among protective service employees. Only 7% of Protective Services employees agree or strongly agree that their jobs are secure, compared to approximately 50% in each of the other three divisions.



When asked about whether they understood the changes to UPD, employees are split. Thirty-two percent disagree or strongly disagree with the statement that they understood the changes to the UPD, 33% are neutral, and 35% agree or strongly agree that they understand the changes.

Thirty-eight percent of employees disagree or strongly disagree that they are comfortable with the changes to UPD, 37% are neutral, and 25% agree or strongly agree that they are comfortable with the change to the new Unified Police Department.



According to the survey, those in Protective Services feel uninformed about important information and changes in the Office, specifically the UPD changes. Protective Service employees also have the least comfort with those changes. Corrections staff have a similar low level of understanding of the changes to UPD. Indeed, more than 35% of both Protective Services and Corrections staff disagree or strongly disagree that they understand the changes to UPD. Headquarters and UPD staff have the highest understanding of and comfort with the UPD changes.

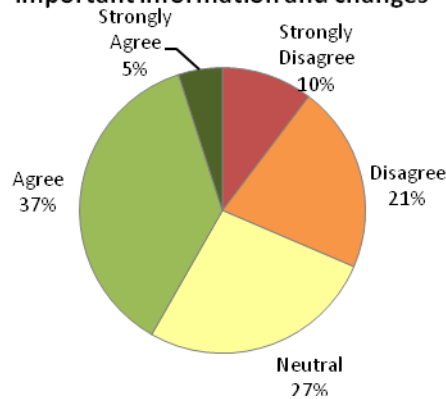
General understanding of Office operations, as well as understanding of UPD changes and comfort with those changes, increases with rank (Sergeant and above). Similarly, among civilians, those in management positions have a greater understanding of and comfort with changes to UPD than non-management staff. Understanding general Office operations and the changes to UPD increases with years of service; however, comfort with the changes to UPD actually decreases with years of service. Lastly, sworn staff members are more likely to report understanding the general operations of the Office and changes to UPD than civilian staff; however, sworn respondents are also more likely to report discomfort with the changes to UPD. This may be due to the fact that the changes to the UPD affect more sworn than civilian staff. Most civilians report neutral feelings (51%) about the changes to UPD.

*Cooperation and Communication throughout the Office*

Based upon the survey results, there appears to be an opportunity to improve communication office wide. Several questions assessed employees’ agreement with whether the Office is keeping employees up to date on important information and changes, and whether employees can raise issues, ideas, opinions, and concerns.

Thirty-one percent of employees disagree or strongly disagree that the Office keeps employees up to date on important issues or changes. Therefore there is opportunity to improve communication despite the fact that 42% of employees agree or strongly agree that the Office keeps employees up to date.

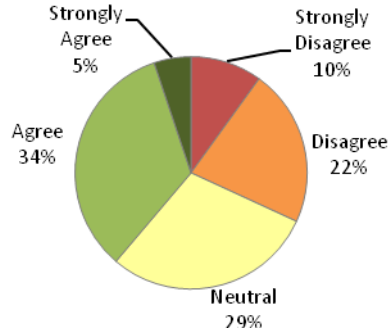
**The Office keeps employees up to date on important information and changes**



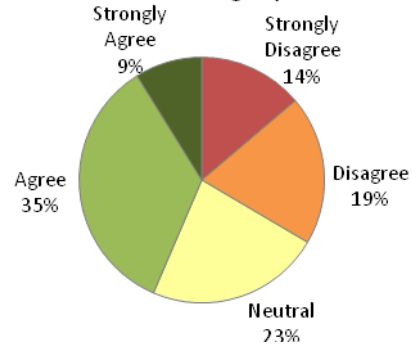
Similarly, 32% of employees disagree or strongly disagree that the Office/UPD provides opportunities to voice their ideas, opinions, and concerns. Again, this means opportunity to improve even though 39% agree or strongly agree that there are opportunities to voice ideas, opinions, and concerns.

There are similar results on the question of whether employees can raise issues and concerns without fear of being reprimanded. Thirty-three percent of employees disagree or strongly disagree, 23% are neutral, and 44% agree or strongly agree that they can raise issues and concerns without fear of reprimand.

**The Office provides opportunities for employees to voice their ideas, opinions, and concerns**



**I can raise issues and concerns without fear of being reprimanded**

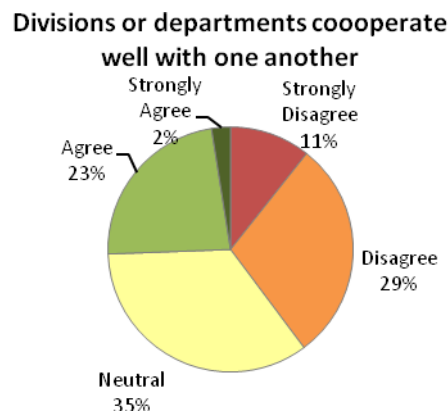


*Cooperation and Communication across Divisions and Departments*

The survey also reveals opportunities to improve communication and cooperation *across* divisions and departments within UPD and the Sheriff’s Office. In contrast, it should be mentioned that employees generally agree that communication and cooperation *within* divisions is good, as noted in the previous section titled “Strengths of the Office.”

When asked if communication between the divisions is good, 44% of employees disagree or strongly disagree, 35% are neutral, and 21% agree or strongly agree that communication between the divisions of the Office/UPD is good.

Furthermore, employees are divided in whether the divisions or departments of the Sheriff’s Office/UPD cooperate well with one another. Forty percent disagree or strongly disagree, 35% are neutral, and 25% agree or strongly agree that divisions or departments cooperate well.



The overall results indicate that employees feel there is an opportunity to improve communication and cooperation between divisions and departments (and Sergeants are most likely to believe that communication between the divisions can improve). However, higher ranking employees (Lieutenant and above for sworn; management for civilian) and employees who have been with the Sheriff’s Office for the least amount of time (4 or fewer years) feel communication between the divisions is good.

*Communication and Cooperation within Divisions and Departments*

Four survey items assessed employees’ ratings of within department communication, cooperation, trust, and unity. As noted in the “Strengths” section of the report, overall employees positively rate communication and cooperation within divisions and departments. However, there are some opportunities for improvement. For each of the four survey items that assessed within department communication and cooperation, Protective Services employees have the lowest ratings. Although Protective Services is a small division (and had a small percent of respondents, 10%), over half of Protective Services staff disagree or strongly disagree that communication within their division is good. The other three divisions have disagreement rates under one-third.

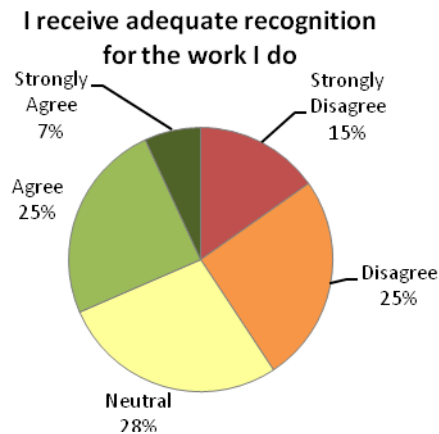
Survey results indicated that civilians identified communication and cooperation within divisions as areas in need of improvement. Among civilians, females have less constructive opinions of team unity than males. Females (among both sworn and civilian) are also less likely to think that employees trust each other.

In terms of length of service, those with 5-9 years with the Sheriff’s Office are least likely to think that communication within the division is good.

*Recognition and Rewards*

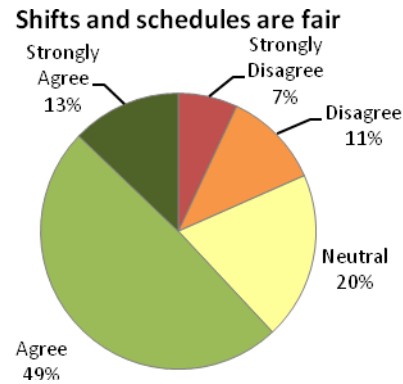
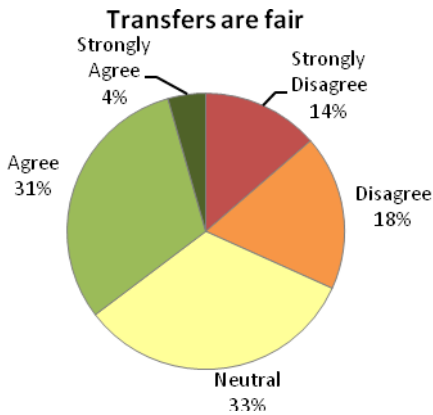
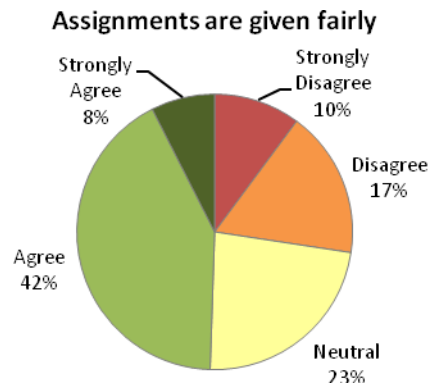
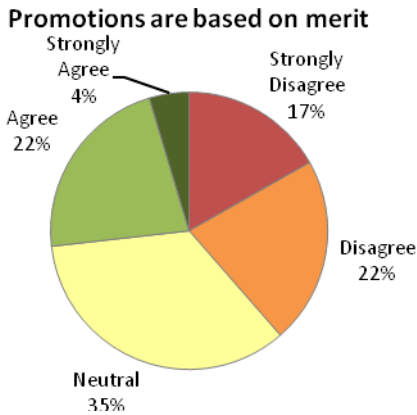
Additional opportunities for improvement are in the areas of recognition and the rewards for employees of the Sheriff’s Office and UPD. Forty percent of employees said that they

disagree or strongly disagree, 28% were neutral, 32% said that they agree or strongly agree that they received adequate recognition for the work they do.



The survey also asked a series of questions about the fairness of promotions, assignments, shifts/schedules, and transfers. The graphics below illustrate the need to improve fairness relating to promotions, transfer, and assignments. Thirty-nine percent of employees disagree or strongly disagree that promotions are based on merit. With respect to transfers, 32% of employees feel that transfers are not fair. Sworn employees are less likely to think that transfers are fair (when compared to civilians). Law Enforcement personnel are least likely to think transfers are fair. Increasing years of service is associated with a decreasing belief that transfers are fair. It is also important to mention how employees feel about assignments. While half of employees believe assignments are fairly given, more than 25% of employees believe they are not fairly given. Employees with more years of service are more likely to think that shifts are fair.

Among civilians, those in non-management positions are less likely to think assignments, shifts/schedules, and transfers are fair (when compared to management). When comparing the four divisions, Protective Services are least likely to think that assignments, shifts, or promotions are fair.

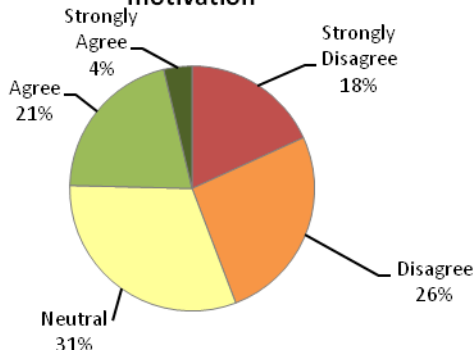


### *Supervisors*

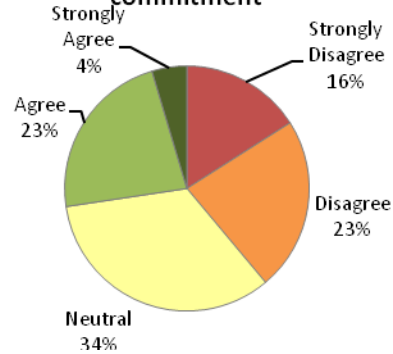
In a previous section, the report noted that employees feel valued by their supervisor. However, this section indicates that supervisors have the opportunity to improve skills in generating higher levels of motivation and commitment.

Forty-four percent disagree or strongly disagree that supervisors generate high levels of motivation; 31% are neutral; and 25% agree or strongly agree that supervisors generate high levels of motivation. On the question of whether supervisors generate high levels of commitment, thirty-nine percent disagree or strongly disagree; 34% are neutral; and 27% agree or strongly agree.

**Supervisors generate high levels of motivation**



**Supervisors generate high levels of commitment**



There are some differences in opinion about supervisors among certain groups of employees that should be noted. Protective Services and non-management civilian employees indicated in their survey responses that supervisors have a need to develop skills in motivation, commitment, and trust. Female civilian employees are twice as likely as male civilian employees to feel undervalued by their supervisors. Compared to sworn respondents, civilians in general feel less valued by and trustful of their supervisors.

Employees who have 5-9 years of service also have relatively lower opinions of their supervisors, regardless of any other grouping (e.g., sworn status or division). Among divisions, Corrections staff is least likely to think employees trust their supervisors and can voice opinions without fear of reprimand. Sworn (vs. civilian) also have a somewhat higher concern about their ability to voice opinions without fear of reprimand (especially female sworn employees who also rate their trust for supervisors as lower). When comparing minority to non-minority respondents, minorities are a little more likely to think that supervisors generate motivation and commitment and that they feel valued by their supervisors.

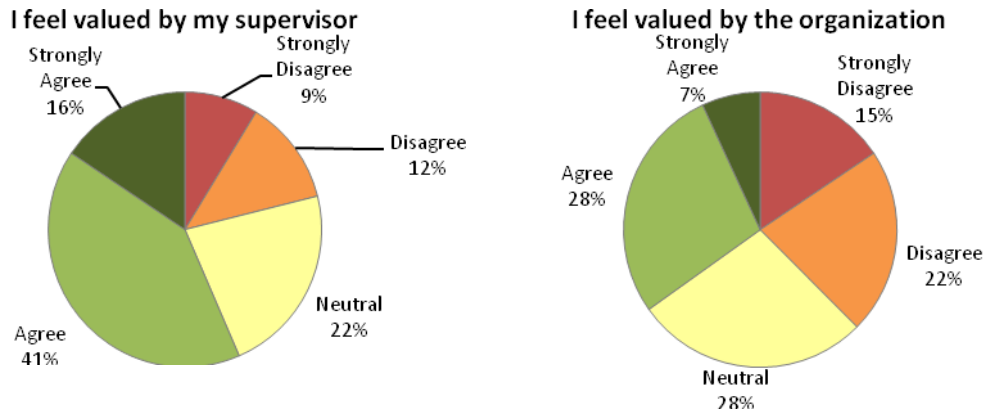
Among sworn employees, those with higher rank are more comfortable voicing their opinions without fear of reprimand. Along these same lines, an interesting break was observed: those with 20 or more years of service feel the most valued by their supervisors (and have the second highest ratings that supervisors generate high levels of motivation), while those with the least years of service (4 or less) have the highest ratings of supervisors for both generating motivation and commitment. Survey results indicate that those “in the middle” believe supervisors have the greatest opportunity to develop supervisory skills.

*Valued by the Office*

As noted in a previous section, 57% of employees agree or strongly agree that they feel valued by their supervisor. However, they don’t feel as valued by the organization. Indeed,



employees are split on this topic. Thirty-five percent agree or strongly agree that they feel valued by the organization, 28% are neutral, and 37% disagree or strongly disagree.



Protective Services employees see the greatest opportunity for improvement. Nine percent of Protective Services respondents feel valued by the organization, compared to 28% of Corrections, 45% of Headquarters, and 50% of UPD.

### *Performance Appraisals*

Overall, employees believe that performance appraisals are fair (67% believe that performance appraisals are fair), but less than half of all employees believe that performance appraisals are worthwhile. The perceived value of performance appraisals among respondents appears to decrease as rank and seniority increase (Sergeant and above (sworn), management (civilian), or those with 20 or more years of service). Compared to the other three divisions, respondents in Protective Services are the least likely to think that performance appraisals are worthwhile. In addition, those with 20 or more years of service and civilians are least likely to think that performance appraisals are a fair reflection of their performance.

## Recommendations

The results of the survey lead to two basic recommendations. It is important to note that with each of these recommendations, the Office must take responsibility to examine the results, and determine a process to build on strengths and identify opportunities for improvement. It should be noted that, by design, these are broad recommendations, and the detail of how the Office will implement the recommendations will occur through careful discussion and planning among empowered employee working groups.

### ***Recommendation One:***

The Office has many positives, and these should not be ignored, but recognized and celebrated in some way so that the constructive employee input receives recognition and that the Office take steps to further develop or build upon results. We recommend that a plan be developed to build upon results. To have the most impact, this should happen within 90 days of the report being released, but the plan should also include an ongoing celebration of these strengths in a way that fits the culture of the organization.

Explanation: The employees of the Sheriff's Office have high job satisfaction, like the work they do, and feel a sense of personal accomplishment in their jobs. The employees generally like each other and feel that there is good communication and cooperation within their divisions. Employees feel camaraderie, friendships, and highly value their working relationships. Employees feel valued by their own supervisor and empowered in their decision making. Employees also are satisfied with the trainings and believe the trainings improve their ability to do their job. Again, this is constructive input and we recommend that the Sheriff's Office develop a plan to celebrate success.

### ***Recommendation Two:***

The Office has an opportunity to further develop communication with employees. We therefore recommend that a communication plan be developed for the organization. We recommend an emphasis be placed on communication (bottom-up, cross functional and top-down). We recommend that this communication plan be developed in consultation with all levels of the organization.

Explanation: Nearly all opportunities to improve found in the report fall under the broad umbrella of communication. There are opportunities to improve:

- 1) Morale—due to uncertain financial future and changes in the organization
- 2) Recognition—for a job well done
- 3) Supervisors skills—in generating high levels of motivation and commitment
- 4) Supervisors skills—in helping employees to feel valued by the organization
- 5) Communication—to keep employees up to date on information and changes
- 6) Communication—by providing more opportunities to voice ideas/opinions/concerns

- 7) Communication—between divisions
- 8) Cooperation—between and among the different divisions/departments

As such, we recommend that the Sheriff's Office investigate each of these communication issues and develop a plan to address them.

**Recommendation Three:**

There are other issues beyond communication that the Office may want to examine, and determine if and how these issues could be addressed. For example, the lower satisfaction in trainings among civilian employees may be an issue that the Office would like to address.

***Note from CPPA and UCJC***

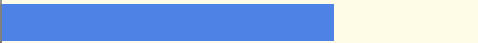

It has been a pleasure for all of us at CPPA and UCJC to work with Sheriff Winder and his team on this project. We have appreciated the autonomy he provided us throughout the project. We applaud his genuine desire to obtain honest, accurate and complete information from Office employees to improve the future trajectory of the Office.

**Appendix A**  
**Salt Lake County Sheriff's Office Survey Questions and Results**



1. Please enter your password from the email.

2. I'm sorry, that password is not correct. Please enter your password from the email.



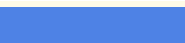

3. What is your gender?

Answer	Response Comparison	Response	%
Male		408	70%
Female		178	30%
Total		586	100%



4. Are you a member of a racial or ethnic minority?

Answer	Response Comparison	Response	%
Yes		72	12%
No		510	88%
Total		582	100%


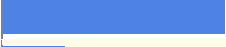

5. How long have you worked for the Salt Lake County Sheriff's Office?

Answer	Response Comparison	Response	%
4 years or less		172	29%
5-9 years		119	20%
10-19 years		230	39%
20 years or more		67	11%
Total		588	100%

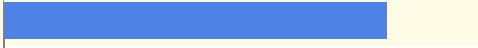


6. Are you a civilian or sworn officer?

Answer	Response Comparison	Response	%
Sworn		415	71%
Civilian		173	29%
Total		588	100%



7. What is your sworn classification?

Answer	Response Comparison	Response	%
Law Enforcement		167	40%
Corrections		192	46%
Protective Services		54	13%
Total		413	100%


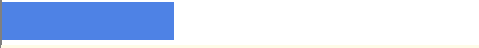
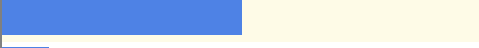

8. What is your rank?

Answer	Response Comparison	Response	%
Sworn line staff (deputy, bailiff)		329	80%
Sergeant		52	13%
Lieutenant and above		29	7%
Total		410	100%

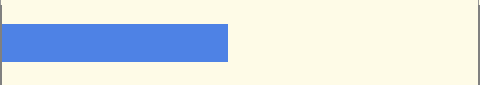


9. What is your management status?

Answer	Response Comparison	Response	%
Management (assistant supervisor and above)		28	16%
Non-management		145	84%
Total		173	100%

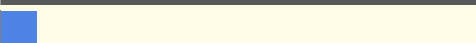
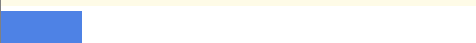
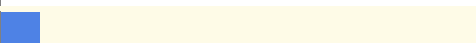

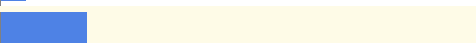

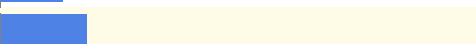

10. Please indicate where you are assigned.

Answer	Response Comparison	Response	%
Headquarters Bureau		21	4%
UPD / Law Enforcement Bureau		211	36%
Corrections Bureau		294	50%
Protective Services		58	10%
Total		584	100%

11. You indicated that you work in the Headquarters Bureau for the Sheriff's Office. Which area do you work in?

Answer	Response Comparison	Response	%
Fiscal Division, Human Resources, or Media Services		10	48%
Dispatch and Communications		7	33%
Technical Services		4	19%
Total		21	100%

12. You indicated that you work in the Law Enforcement Bureau. Which area do you work in?

Answer	Response Comparison	Response	%
Holladay Precinct		15	8%
Millcreek Precinct		33	17%
Riverton Precinct		16	8%
Southwest Precinct		10	5%
Kearns/Magna Precinct		35	18%
Special Operations Division		25	13%
Investigation Division		35	18%
Civil Division		25	13%
Total		194	100%

13. You indicated that you work in the Corrections Bureau. Which division do you work in?

Answer	Response Comparison	Response	%
Security		38	13%
Services		53	19%
Support		28	10%
Processing		53	19%
Housing		87	31%
Programs		26	9%
Total		285	100%

14. You indicated that you work in Protective Services. Which area do you work in?

Answer	Response Comparison	Response	%
Bailiff		22	38%
Security		13	22%
Facilities		22	38%
Specialty Court		1	2%
Total		58	100%

## 15. Salt Lake County Sheriff's Office Employee Survey

Question	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Responses	Mean
I am satisfied with the training I receive for my current job	4.23%	15.67%	24.82%	46.65%	8.63%	568	3.40
The trainings I attend improve my ability to do my job	4.58%	15.14%	27.46%	44.19%	8.63%	568	3.37
I am properly trained to perform my job	2.30%	8.83%	17.49%	56.54%	14.84%	566	3.73
I have the opportunity to achieve my career goals within the Office	10.05%	15.87%	29.63%	36.16%	8.29%	567	3.17
My performance appraisal is a fair reflection of my performance	5.51%	9.06%	18.29%	50.80%	16.34%	563	3.63
My performance appraisal is worthwhile	8.70%	16.87%	28.60%	36.94%	8.88%	563	3.20
The work I do is important	0.71%	2.65%	7.77%	42.93%	45.94%	566	4.31
My job gives me a feeling of personal accomplishment	4.23%	8.11%	16.05%	47.44%	24.16%	567	3.79
I like the work I do	1.76%	3.70%	13.23%	47.09%	34.22%	567	4.08
My skills are used well in the workplace	4.60%	11.33%	18.76%	43.89%	21.42%	565	3.66
My workload is reasonable	4.96%	12.21%	17.35%	52.21%	13.27%	565	3.57
I am satisfied with my job	4.59%	10.76%	21.69%	47.27%	15.70%	567	3.59
I receive adequate recognition for the work I do	15.22%	25.49%	27.79%	24.60%	6.90%	565	2.82



16. What aspect(s) of your job do you most value?

Statistic	#
Total Responses	275

17. Salt Lake County Sheriff's Office Employee Survey

Question	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Responses	Mean
The people I work with cooperate to get the job done	1.95%	12.92%	21.42%	49.20%	14.51%	565	3.61
Divisions or departments cooperate well with one another	10.66%	29.13%	34.64%	23.09%	2.49%	563	2.78
Supervisors generate high levels of motivation in the workforce	18.18%	26.02%	31.19%	20.86%	3.74%	561	2.66
Supervisors generate high levels of commitment in the workforce	15.99%	22.91%	33.75%	22.74%	4.62%	563	2.77
Discrimination is not tolerated in the Office	5.13%	14.51%	16.46%	49.38%	14.51%	565	3.54
Sexual harassment is not tolerated in the Office	2.83%	8.14%	17.70%	52.39%	18.94%	565	3.76
Employees trust each other	7.79%	22.83%	34.34%	30.62%	4.42%	565	3.01
Employees trust their supervisors	14.69%	26.37%	28.50%	26.37%	4.07%	565	2.79
I can raise issues and concerns without fear of being reprimanded	13.81%	19.65%	23.01%	34.69%	8.85%	565	3.05
My immediate team is unified	4.78%	13.98%	22.12%	44.25%	14.87%	565	3.50
I feel valued by my supervisor	8.67%	12.39%	22.48%	40.88%	15.58%	565	3.42
I feel valued by the organization	15.58%	21.95%	27.61%	27.96%	6.90%	565	2.89

### 18. Salt Lake County Sheriff's Office Employee Survey

Question	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Responses	Mean
I believe my wages are fair in comparison to the market	32.21%	37.17%	15.93%	12.74%	1.95%	565	2.15
I believe my benefits/compensation package is fair in comparison to the market	22.52%	29.43%	23.23%	22.70%	2.13%	564	2.52
I understand my benefits package (wages, health care, retirement, etc.)	3.72%	10.28%	21.45%	52.48%	12.06%	564	3.59
I understand my retirement package	3.19%	13.81%	26.73%	45.66%	10.62%	565	3.47
When I have questions about my retirement package, I know who to ask	5.84%	16.64%	22.30%	43.89%	11.33%	565	3.38

### 19. Salt Lake County Sheriff's Office Employee Survey

Question	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Responses	Mean
I have the equipment necessary to do my job well	3.72%	12.59%	18.97%	56.91%	7.80%	564	3.52
Assignments are given fairly	10.14%	17.26%	23.13%	41.99%	7.47%	562	3.19
The shifts and schedules are fair	6.96%	11.43%	19.64%	49.11%	12.86%	560	3.49
Transfers are fair	13.65%	18.09%	32.98%	30.85%	4.43%	564	2.94
Promotions are based on merit	16.79%	21.79%	34.64%	22.14%	4.64%	560	2.76

## 20. Salt Lake County Sheriff's Office Employee Survey

Question	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Responses	Mean
The Office provides opportunities for employees to voice their ideas, opinions, and concerns	9.96%	21.89%	29.36%	33.63%	5.16%	562	3.02
The Office keeps employees up to date on important information and changes	10.30%	21.14%	26.82%	36.77%	4.97%	563	3.05
I understand the general operations of the Office, including outside of my immediate division	3.37%	12.26%	17.58%	55.77%	11.01%	563	3.59
I understand the goals and mission of the Office	2.66%	7.28%	19.36%	58.44%	12.26%	563	3.70
Communication between the divisions is good	13.70%	30.43%	34.70%	18.86%	2.31%	562	2.66
Communication within my division is good	9.41%	18.47%	25.04%	39.96%	7.10%	563	3.17
I am comfortable with the changes to Unified Police Department (UPD)	18.65%	19.36%	37.12%	20.25%	4.62%	563	2.73
I understand the changes to the Unified Police Department (UPD)	13.21%	19.46%	32.50%	28.57%	6.25%	560	2.95
I feel that my job is secure	11.03%	16.37%	25.27%	41.64%	5.69%	562	3.15
Morale in the Office is good	29.77%	31.73%	24.42%	12.83%	1.25%	561	2.24

21. What is the #1 issue negatively affecting morale in the Office?

Statistic	#
Total Responses	476

22. What is the #1 issue positively affecting morale in the Office?

Statistic	#
Total Responses	422

23. Additional Comments

Statistic	#
Total Responses	182

## Appendix B Methods

The Utah Criminal Justice Center (UCJC) and the Center for Public Policy & Administration (CPPA) used a multi-step approach for developing, implementing, and analyzing the employee survey for the Office of the Salt Lake County Sheriff. The first step was a series of three focus groups of Sheriff's Office employees to assist the UCJC and CPPA in developing the survey questions. The three focus groups were: 1) Sheriff and administration; 2) deputies and civilians; 3) corrections, protective services, and civilians.

The second step was a survey of all Sheriff's Office and Unified Police Department (UPD) employees. The survey was administered by email, which reduced costs, made it easy for employees to respond, was administered over a wide geographical area, and provided high response rates. Survey questions were designed to be close-ended to allow codification of the data and statistical analysis. Several open-ended questions were included to allow employees to discuss other topics they deemed important. Survey results were aggregated and included in this final report.

### *Focus Groups*

The purpose of the focus groups was to develop a list of survey questions and to bring to light concerns people in the Sheriff's Office might have regarding the survey. Below is a further elaboration on how the focus groups were designed, including focus group format and questions, locations for focus groups, how participants will be selected, and confidentiality.

- Focus Group Format: We held three focus groups: 1) Sheriff and administration; 2) deputies and civilians; 3) corrections and protective services and civilians.
- Each focus group included between 5-8 people. Each group was moderated by one staff person from the Center for Public Policy and Administration; we had at least two additional staff persons from the CPPA and UCJC who took additional notes and offered assistance to the moderator as needed. We also included one Sheriff's Office employee who was the scribe for each focus group. The role of the moderator was to draw out information from participants and to encourage participants to speak freely about their knowledge, awareness, attitudes, and opinions. The focus groups each lasted approximately 1 ½ hours. We held all three the focus groups at the Sheriff's Office Building.
- The following format for the focus groups was used:
  - Focus groups began with the moderator welcoming everyone and allowing everyone to introduce themselves.
  - The moderator explained the purpose and format of the focus groups. The moderator also discussed the ground rules: we wanted all to participate and the information shared would remain confidential.

- Next, the moderator began asking questions and encouraging employees to answer. Notes were taken by CPPA and UCJC staff and by the Sheriff's Office scribe.
- We concluded the focus groups with general comments about the findings, what themes or important issues were discussed, and explained that we would use this information to help design survey questions.

### *Survey Design and Implementation*

Following the completion of the focus groups, UCJC and CPPA designed and administered a survey of all employees of the Sheriff's Office. Below is a further elaboration on the survey type, who was surveyed, survey format and layout, confidentiality, and implementation of the survey.

- **Survey type:** The survey was administered as a web-based survey. The advantages of a web-based survey include: 1) reduced costs; 2) can be administered over a wide geographic area; 3) easy to for employees to respond; 4) high response rates. Employees were invited by email to take the survey; within the email was a link to the web-based survey with a unique password for each employee.
- **Who was surveyed:** Employees within the Sheriff's Office and Unified Police Department.
- **Survey questions and format:** The questions asked in the survey were developed jointly with the Sheriff's Office, and were based upon information from the focus groups. Most questions in the survey were close-ended questions. We also included several open-ended questions. All questions are in Appendix A.
- **Confidentiality:** The Sheriff's Office, UPD, UCJC, and CPPA are committed to ensuring that the results of the individual's responses remain confidential. To that end, we carefully designed the survey so that employees would be able to answer the survey anonymously. The responses are not linked to email addresses or any other identifying information. All responses are aggregated. We understand that the topics addressed in the survey are potentially sensitive, and we will do everything possible to protect individual confidentiality.
- **Test Pilot:** We first pilot tested the survey with a small group of employees from the Sheriff's Office. This allowed us to be certain all questions were clear, response categories were understood by employees, and the email and password systems worked properly.
- **Survey Period:** The survey was open from January 20 through February 8, 2010.
- **Response rate:** We had a total of 610 employees start the survey, and 578 completed the survey. Not all 610 employees answered all questions; therefore, each question will have a response rate that indicates how many employees answered that particular question.

### *Survey Analysis*

The survey data were analyzed by the staff at the UCJC and CPPA. There were 61 questions in the survey; 12 questions were demographic questions; 45 questions allowed the employee to rate their agreement with the statement on a scale of 1-5, one equaled strongly disagreed, five equaled strongly agreed. Mean scores and other statistical analysis were calculated for these questions. The response rate, mean scores, and other statistical analyses were examined by the research team. All questions, response rates, and mean scores are available in Appendix A. Three questions were open-ended, thereby allowing employees to type in an answer. The answers to the open-ended questions were coded, and categorized. Finally, employees were given an opportunity to provide additional comments. The report highlights those questions with response rates where employees had strong agreement/agreement or strong disagreement/disagreement with a statement. Thus, the report focuses upon areas of strength and areas of concerns from the employees' viewpoint.

In addition to reporting data for the entire office, the research team conducted comparisons of groups to determine if any differences exist. Comparisons were made across six demographic groups: gender, minority status, length of service, type of staff (sworn vs. civilian), rank (within sworn and within civilian), and across the four major divisions (Headquarters Bureau, UPD/Law Enforcement, Corrections, and Protective Services). These comparisons were done by examining response rates across the five categories (strongly disagree to strongly agree) within the two groups examined (e.g., male vs. female). When a trend was observed (e.g., higher percent of males answered strongly disagree and disagree while higher percent of females answered agree and strongly agree), it was noted. Two researchers separately examined data and coded trends. The key findings are presented in the "Comparisons within demographic groups" section of the report.