



Staffing Analysis Update

Scott County Sheriff's Office

This presentation summarizes findings which are reported in the 2002 Staffing Analysis Update.



Impact of Change

- **Changes to functions**
 - **Current activities**
 - **Future programs**
- **Increased activity levels**
- **Changes in personnel policies and use of leave**

The last staffing analysis was completed in 1994. Since that time there have been a great many changes.

1. There have been changes to existing functions – specifically the implementation of central booking. As program services are enhanced at the Jail and Annex, more new functions will be added.
2. There have been changes in activity levels based on increased population levels. These changes will also increase as the population grows.
3. There have been changes in the use of sick and vacation which influence the shift relief factor.



Staffing Pattern Influences

- **Mission**
- **Physical Plant**
- **Activity Levels**
- **Standards and Codes**

1. The mission of the jail is clearly changing as the jail moves away from being a facility in which “restraint” was the predominant philosophy. In 1994, the jail essentially functioned as a warehouse for inmates. Although the jail has a long way to go to move toward a philosophy of reintegration and behavior change, it is closer in 2002 than it was 8 years earlier.
2. The changes to the physical plant have been minimal; none have addressed the basic staffing inefficiencies of the existing jail structure.
3. Activity levels were far different in 2002 than they were previously. This is most obvious in the booking and release functions.
4. Iowa standards have moved toward consistency with ACA standards. In a number of areas, this sets a higher bar for delivery of programs and services. This in turn influences staffing requirements.



Shift Relief Factor Influences

- **Personnel policies**
- **Employee retention/senior personnel**
- **Contractual requirements**
- **Personnel law**

1. Personnel policies and contracts which regulate the use of leave have a direct impact on the number of staff required to provide the coverage defined by the staffing pattern. Schedule is a strong influence.
2. The longer people stay with the Sheriff's Office, the more leave they can accrue – and use. As a result, job classifications which are filled by “senior” employees will have higher shift relief factors than entry level positions.
3. Personnel law, such as FMLA, influences the use of leave. It is a type of leave that was not recognized in 1994.



Staffing Analysis Process

- **Develop staffing pattern**
 - **Required posts**
 - **Times required**
- **Use shift relief factor to compensate for times when staff are not available to work**

The staffing analysis process is both an art and a science. The “art” comes from the development of a staffing pattern which identifies both the required posts (duty stations/assignments) that are required to operate the facility and the times when they are needed. The “science” – or more properly “math” -comes from computing a factor that compensates for times when staff are not available to work. The relief factor is basically a ratio of the time that the “average” staff (within a job classification) is available to work versus the time that the post must be filled.

This process was used in 1994 and is explained in greater detail in both that analysis and the current update. Relief factors had not been updated in the intervening period.



1994 Pattern

- **Required a total of 59.75 staff.**
 - **Jail**
 - Day shift = 19.5 people
 - Evening shift = 8 people
 - Night shift = 6 people
 - **Annex**
 - Day shift = 3 people
 - Evening shift = 2 people
 - Night shift = 2 people
- **The same pattern today requires 62 staff because of changes to the shift relief factor.**

1. Jail posts included:

- a) Jail administrator
- b) Captain
- c) Shift supervisor (3 shifts)
- d) Main Control officer (3 shifts)
- e) Booking/ID (2 on days and 1 on all other shifts)
- f) Video court preparation (days)
- g) 2nd floor (2 on days and 1 on all other shifts)
- h) 3rd and 4th floors (2 on days and evenings and 1 on nights)
- i) Support service supervisor
- j) Inmate advisor
- k) Visiting officer
- l) Laundry/sick call officer
- m) Recreation officer
- n) Custodian worker (2 shifts)
- o) Food service manager
- p) Cooks (12 hours per day)
- q) Clerks (2)

2. Annex posts include:

- a) Control – 1 (3 shifts)
- b) Floor – 1 (3 shifts)
- c) Program officer – (day shift only)



2002 "Status Quo" Pattern

- **Requires a total of 81.33 staff**
 - **Jail**
 - **Day shift = 25.75**
 - **Evening shift = 12**
 - **Night shift = 8**
 - **Annex**
 - **All shifts = 3**

1. Jail posts include:
 - a) Jail administrator
 - b) Captain
 - c) Lieutenants (3 shifts)**
 - d) Shift supervisor/**sergeants** (3 shifts)
 - e) Main Control officer (**2 on days and evenings** and 1 on nights)
 - f) Booking/ID (**2 all shifts**)
 - g) Video court preparation (days)
 - h) 2nd floor (2 on days **and evenings** and 1 on nights)
 - i) 3rd and 4th floors (2 on days and evenings and 1 on nights)
 - j) Support services lieutenant**
 - k) Support service supervisor/**sergeant**
 - l) Support services corporal**
 - m) Electronic monitoring officer**
 - n) Visiting officer (**1.5 posts – 12 hours**)
 - o) Laundry/sick call officer (**.5 post**)
 - p) Recreation officer (**1.5 posts**)
 - q) Custodian worker (2 shifts)
 - r) Food service manager
 - s) Cooks (**14 hours per day**)
 - t) Clerks (2)
2. Annex posts include:
 - a) Control (**Corporal**)– 1 (3 shifts)
 - b) Floor – 1 (3 shifts)
 - c) Direct supervision officer – 1 (3 shifts)**

Changes to the 1994 pattern are shown in bold. These changes stemmed from the need for increased supervision and accountability, the increased level of activity at both facilities and the need for increased inmate supervision at the Annex because of the higher classification of inmates held there.



Shift Relief Factors

- **Use of leave is moderate.**
- **Relief factors vary by job classification.**

A shift relief factor essentially computes how many officers it will take to ensure that the County has enough people available to provide the coverage defined in the staffing pattern.

2002 shift relief factors for 7 day posts are:

- Lieutenants = 1.74 (i.e., for every 7 day lieutenant post required, it will take 1.74 people) to make certain that there is a lieutenant available to work on one shift, seven days a week.
- Sergeants = 1.85
- Corporals = 1.86
- Corrections officers = 1.72
- Cook = 1.71

Obviously, the shift relief factor is most important in line level posts.



Impact of Status Quo

- **71.5 positions per Table of Organization.**
- **81.33 staff needed to fill current staffing pattern.**
- **\$273,713 in overtime**

Currently, the Sheriff's Office is operating in a deficit position in terms of minimum staffing. This has led to the use of overtime to fill vacant shifts – even with the floating (hire ahead) positions permitted by the County. In the FY which ended 6/30/02, the County spent \$273,713 on jail overtime.

Until staffing shortages are addressed, the use of overtime will not decrease. The status quo does not provide for the development of the personnel resources needed to implement program recommendations.

On a long-term basis, the extensive use of overtime causes a variety of personnel issues.



Proposed Staffing Pattern Focus

- **Current plan is the base**
- **Consolidates miscellaneous functions**
- **Expands programs:**
 - **Classification specialist**
 - **Program services coordinators (2)**
 - **Substance abuse liaison officer**
- **Expands essential services, i.e. health care**

The proposed staffing pattern maintains much of the current staffing pattern. This only makes sense given the facts that the basic structure of the facility has not changed, and the previously mentioned activity levels continue to be high. However, it consolidates a variety of miscellaneous functions (visiting officer, laundry support, etc.) into a common post, identified as a movement/support officer – since that is essentially how these posts are being used.

The pattern adds the staff required to implement a more extensive classification and assessment process, provide program service coordinators to develop expanded partnerships with a variety of community service agencies, expand the volunteer program, and provide a direct liaison with the proposed substance abuse treatment program.

In addition, this staffing pattern addresses a current deficiency – lack of 24 hour health service – which increases the County's liability.



Proposed Staffing Pattern

- **Requires 90.5 FTEs in Sheriff's Office**
 - **Jail**
 - Day shift = 26.5
 - Evening shift = 13.25
 - Night shift = 8.5
 - **Annex**
 - Day shift = 6
 - Evening shift = 4
 - Night shift = 3
 - **Health = 5**

This includes all job classifications – not just the correctional officer series. Day shift includes administrative and support services personnel, while nearly all posts staffed on evening and night shifts are essential posts required for minimum staffing. During weekends, administrative and support service posts are not filled, resulting in a staffing complement at the facility similar to that seen on evening shift.



Minimum Staffing

- **Posts that are required to operate the facility**
- **Types:**
 - **Control**
 - **Inmate supervision**
 - **Essential services**

The number of FTE's required to provide the coverage defined in the plan depends most strongly on the number of posts which **MUST** be staffed; these posts constitute minimum staffing requirements and are the only posts which require a shift relief factor. The posts which fall into this category are:

- Main Control
- Booking and ID Officers
- Movement/Support Officers
- 2nd, 3rd and 4th floor officers
- Cook
- Annex Control
- Annex Floor Officer
- Annex Direct Supervision Officer
- Nurse (contract)
- One supervisor (Sgt or Cpl) in each facility (may be included in above posts)

The shift relief factor has a powerful influence on these posts and the resulting number of FTE's required. For example, a more efficient schedule applies to the County's staffing plan



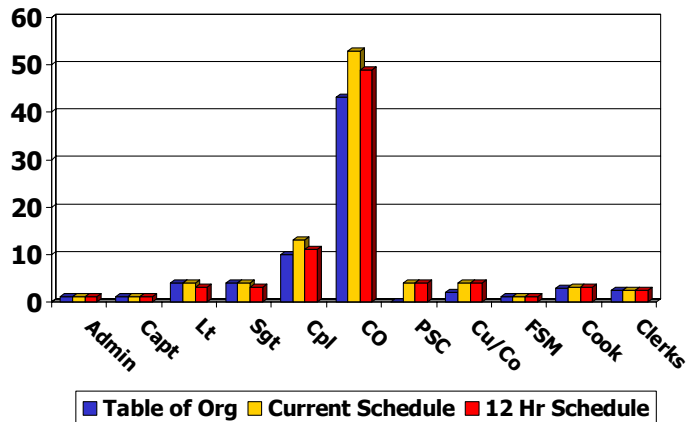
Staffing Pattern Categories

- **Category 1 = 84.5 FTEs**
 - Current level of operations
 - 13 new
- **Category 2 = 1 FTE**
 - Classification/assessment
- **Category 3 = 5 FTEs**
 - Implementation of alternatives

The new FTEs fall into three categories.

- Category 1 positions are those required to address the difference between the current number of authorized positions (71.5) and the number of people required to provide coverage (84.5)
- Category 2 positions are those required to provide for proper classification (1).
- Category 3 positions are those required to expand program services: 3 program services coordinators (includes substance abuse liaison) and 2 custodian officers (community restoration/work crew officers).

Comparison of Staffing Requirements



The chart on this slide clearly shows several important factors:

- The positions which do not require a shift relief factor are obvious because they remain level.
- The current schedule requires more personnel to provide coverage.



Recommendations

- **Negotiate a 12 hour schedule**
- **Convert a minimum of 50% of OT dollars to FTEs**
- **Prioritize positions to be added**
 - **5.8 COs**
 - **Classification Specialist**
 - **Program Services Coordinators**

1. At the next possible time, negotiate a 12 hour shift schedule. It seems clear to the consultant that the 12 hour shift as proposed saves staff. If a 14 day work period is selected, the consultant sees no reason why this schedule would result in the need to pay overtime although it will result in some additional straight time. The 8 positions which could be saved by this schedule should not need to be added at this time - provided that this can be negotiated expediently. However, if a determination is made that this can not be done within a reasonable period, then recommendation 3 must be modified to provide for hiring of the full number of CO's (9.8) and Corporals (3) required. This recommendation is first, because it determines the number of staff that should be added in recommendation 3.
2. Convert at least 50% of the overtime dollars to FTE's. This staffing study can not provide the County with a detailed analysis of why overtime is worked, but it seems clear that the primary reason that the primary reason relates to the need to fill shifts. Over the next year, the Sheriff's Office needs to track its overtime costs in a way that will allow analysis of the reason why the overtime was worked to confirm the assumption. If additional overtime dollars above the 50% recommended at this time can be converted as a result of further analysis, the County may elect to convert them to FTE's a year from now. ***This provides a potential funding vehicle for a minimum of four Correctional Officer positions at no additional cost to the County.***
3. Prioritize the positions to be added. The County and the Sheriff's Office, as part of the current budget process, should prioritize the positions to be added. In the opinion of the consultant, the following positions are most important:
 - a) Correctional officers - up to a minimum of 5.8 (the number required by the 12 hour shift).
 - b) Classification Specialist - in FY-04, during the first half of the year - if not possible in FY-03.
 - c) Program Services Coordinator(s) - hire 1 in FY-04 and 1 additional in FY05 as programs are implemented. Hire the Sheriff's Substance Abuse Liaison when the in-facility substance abuse program is implemented.
 - d) Corporals - defer action in this job classification until recommendation 6 is completed.



Recommendation

- **Enhance health services contract**
- **Combine support services CO functions**
- **Analyze duties of management and supervisory positions**
- **Update shift relief factor annually**
- **Update staffing pattern when functions change or are added**

4. Develop contracts to provide enhanced health services. This recommendation is equally important to recommendation 3. Phase the 4 required positions in within the next three years, beginning with FY-04.
5. Combine functions and eliminate specialized CO positions. This staffing pattern has combined a number of specialized posts, e.g. visiting, commissary, recreation, electronic monitoring officer. Although these changes do not have a significant impact on the number of staff required, they reflect a philosophical change that places basic custody functions together and more accurately identifies what these officers do.
6. Conduct a detailed analysis of the management and supervisory positions within the Corrections Division. Making a determination about which management and supervisory positions are required is truly beyond the scope of a staffing study, because it is not clear what differentiates the jail administrator, captain, lieutenant, sergeant and corporal positions. Over the next year, these positions need to be evaluated from a personnel management perspective to determine what is the most appropriate organizational structure for the Sheriff's Office. If, for example, the desire really is to have a supervisor, e.g. a sergeant, in each facility 24-7, then it may make sense to "bite the bullet" and hire more sergeants rather than creating a secondary type of supervisor, e.g. the corporal, which functionally does the same thing as the sergeant.
7. Update the shift relief factor annually. The Sheriff's Office should not wait eight years to examine changes in the shift relief factor. It should be updated as part of the budget process and as a part of evaluating the impact of any negotiated item.
8. Update the staffing pattern when functions change or are added. One way in which the County got into the current staffing situation was through an inaccurate analysis of the personnel requirements associated with development of central booking. Staffing resources attributed at that time did not accurately reflect a shift relief factor for the functions required and did not correctly reflect the man-hours associated with that function. This example is illustrative of a larger problem. Unless the staffing pattern stays current, additional functions tend to be buried in existing post assignments. This can either under or over-estimate the work required for a post.



Conclusions

- **Changes in the detention environment require more personnel resources.**
- **Continued use of overtime as the solution to staffing shortages is untenable.**
- **Phased implementation (3 yrs)**

There have been many changes in the detention environment since 1994.

The mission of the jail is changing.

Activity levels are elevated.

Correctional standards have changed.

Personnel law and policy has changed.

While there are a number of recommendations that can potentially impact the number of personnel needed, none of these are powerful enough to eliminate the need for additional personnel. How many will depend on how successful the County is in implementing some of these recommendations.

It is equally obvious that a phased approach to adding personnel resources will be necessary from both a financial and an operational perspective. At least two recommendations directly influence the number of additional staff which will be necessary. As a result, the strategy suggested is to implement these recommendations over a three year period. In the analysis of the alternative team recommendations, the consultant has recommended the addition of the following:

5.8 CO's, at the earliest date in the next fiscal year while maintaining the authorized hire aheads

4 nursing FTE's, at the earliest possible date in the next two fiscal years

Category 2 FTE (classification specialist) at the earliest possible date in the next fiscal year

Category 3 FTEs, at a time at or before the implementation of the relevant programs

Context: Staff:Inmate Ratios

	Midwest Ratio	FTE Needed (Based on ratio)	Current FTE	FTE Proposed (Current Schedule)	FTE Proposed (12 Hour Schedule)
Total Staff	1:2.5	88.2	71.5	90.5	82.5
CO only	1:4.2	52.5	43.2	53	49

Sometimes it is helpful to have a context for staffing. The best available source is a Bureau of Justice Statistics study which analyzed staff to inmate ratios nationally. There are clear regional differences. The ratios shown above and are appropriate for jails the same size as Scott County (smaller jails will require higher ratios). Typically in the Midwest, there is 1 staff person (of all job classes) for every 2.5 inmates and 1 CO for every 4.2 inmates.

Based on an ADP of 220, Scott County should anticipate a staffing level of 88.2 FTE's and 52.5 COs. Clearly the current staffing level is well below that. The other two columns in this table show how many staff are included in the proposed staffing pattern with both potential schedules.