

Scott County, Iowa Staffing Analysis Update

Final Report

November 25, 2002



VOORHIS ASSOCIATES, INC.

201 East Simpson Street, Lafayette, CO 80026 303-665-8056 FAX 303-665-8059

Scott County, Iowa Staffing Analysis Update

Final Report

November 25, 2002

**Prepared by:
Voorhis Associates, Inc.
201 East Simpson Street
Lafayette, CO 80026
303-665-8056**

COPYRIGHT 2003

These materials have been developed by Voorhis Associates for the use of Scott County, Iowa in their staffing analysis project. All rights are reserved and no part of this publication may be reproduced without the express permission in writing of Voorhis Associates, Inc.

Table of Contents

Section 1. Introduction	- Page 1.1 -
Purpose	- Page 1.1 -
Terminology	- Page 1.1 -
Document Organization	- Page 1.2 -
Section 2. Influences on the Staffing Pattern	- Page 2.1 -
Mission	- Page 2.1 -
Philosophy:	- Page 2.1 -
Goals of the Facility:	- Page 2.1 -
Analysis	- Page 2.2 -
Impact on Staffing	- Page 2.2 -
Physical Plant	- Page 2.2 -
Organization Structure and Activity Levels	- Page 2.4 -
Organization Structure	- Page 2.4 -
Admissions	- Page 2.5 -
Average Daily Population (ADP)	- Page 2.5 -
Activity Schedule	- Page 2.5 -
Law	- Page 2.7 -
Administrative and Management Standards	- Page 2.7 -
Institutional Operations Standards	- Page 2.7 -
Section 3. Staffing Patterns	- Page 3.1 -
1994 Staffing Pattern	- Page 3.1 -
2002 Staffing Pattern (without Enhanced Programming)	- Page 3.2 -
Section 4. Relief Factors	- Page 4.1 -
Derivation	- Page 4.1 -
Influences	- Page 4.2 -
Leave Use by Job Classification	- Page 4.2 -
Shift Relief Factors	- Page 4.4 -
Alternate Schedule	- Page 4.5 -
Overtime	- Page 4.6 -
Section 5. Proposed Staffing Requirements	- Page 5.1 -
Proposed Staffing Plan	- Page 5.1 -
Proposed Staffing Plan (Current Shift Schedule)	- Page 5.1 -
Reference Number	- Page 5.3 -
Proposed Staffing Plan (12 Hour Shift Schedule)	- Page 5.5 -
Section 6. Conclusion and Recommendation	- Page 6.1 -
Conclusions	- Page 6.1 -
Summary of Available Positions and Staffing Requirements	- Page 6.2 -
Recommendations	- Page 6.3 -
Context	- Page 6.4 -

Appendix A. Transportation	A.1
Non-Jail Transports	A.2
Jail Transports	A.3

Executive Summary

1. **Impact of Change.** No staffing study of the jail has been completed since 1994. Changes since that time have included:
 - a. Changes in functions
 - b. Increases in components of the shift relief factor.
 - c. Increased activity levels at both facilities.

2. **Staffing Influences.** The following factors influence staffing:
 - a. Mission - has shifted toward reintegration, away from restraint (holding/warehousing).
 - b. Physical Plant - has not changed in any way which facilitates staffing.
 - c. Activity Levels - have increased as:
 - i. The County has become the central booking agency.
 - ii. The number of inmates held has increased.
 - d. Standards and Case Law - at the state level have shifted toward standards which parallel ACA Standards.

3. **1994 Staffing Pattern.** The staffing study completed in 1994 required a total of 59.75 staff. That pattern today requires 62 staff - because of an increase in the shift relief factor from 1.66 to 1.72.

4. **2002 Staffing Pattern (Status Quo).** This pattern reflects changes that the Sheriff's Office made between 1994 and 2002 primarily in the supervisory ranks; it also reflects a higher classification of inmates held at the Annex. This pattern requires 81.33 staff.

5. **Relief Factors.** These relief factors compensate for time when staff are scheduled to work, but are not available, i.e, vacation, sick, training, etc.
 - a. Use of leave is generally moderate. The use of leave is likely to increase as FMLA becomes more of an issue.
 - b. Shift relief factors vary by job classification:
 - i. Lieutenants - 1.74
 - ii. Sergeants - 1.85
 - iii. Corporals - 1.86
 - iv. CO's - 1.72
 - c. Shift relief factors basically tell you that for every CO post which is created on a single shift which is required 24 hours a day, seven days a week, it will take 1.72 officers to provide the required level of coverage.
 - d. Alternate schedules have the potential to reduce the impact of the shift relief factor significantly, potentially saving the County in excess of \$200,000.

6. **Overtime.** The Sheriff's Office has used overtime (as well as comp time) to ensure that all essential posts are staffed.
 - a. In 2002, overtime cost \$273,713.
 - b. This is the equivalent of 7.9 FTE's - including their benefit package.

7. **Proposed Staffing Pattern.**
 - a. Focus - The proposed staffing pattern focuses on two issues:

- i. Increasing essential positions to eliminate the excessive use of overtime while balancing cost.
- ii. Preparing jail staff to operate a facility which provides basic human services referenced in the Alternative Teams recommendations to CJAAC.
- b. FTE requirements
 - i. The Sheriff's Office currently has 71.5 FTE's.
 - ii. With the current schedule, this staffing pattern will require 90.5 FTE's.
 - iii. With a more efficient schedule, the same staffing pattern would require 82.5 FTE's.
 - iv. The proposed pattern also suggests that contract nursing services be increased to provide for 24 hour medical presence in the facility seven days a week.
- c. Timing - Recommendations suggest that these changes be phased over a three year period with some specific positions being tied to the implementation of specific program alternatives and/or potential policy changes.

8. **Recommendations**

- a. Please refer to Section 6 to review recommendations in their entirety. In summary, they are:
 - i. Negotiate an alternative schedule which will be more efficient.
 - ii. Convert at least 50% of the overtime dollars to FTE's.
 - iii. Prioritize the positions to be added and their timing.
 - iv. Develop contracts for enhanced health services.
 - v. Combine functions and eliminate specialized CO positions.
 - vi. Conduct a detailed analysis of supervisory positions within the Corrections Division.
 - vii. Update the shift relief factor annually.
 - viii. Update the staffing pattern when functions change or are added.
- b. These changes would result in staffing levels that are consistent with jails in the Midwest region if the current schedule were used and which would be more efficient than these norms if an alternate schedule were applied.

Section 1. Introduction

Purpose

This document updates the staffing analysis which was completed in 1994, using the same methodology. It is appropriate to update the analysis at this time for at least three primary reasons:

1. Functions carried out in the facility have changed.
 - a. The facility serves as central booking for the County.
 - b. Program services have been expanded in response to litigation.
 - c. Population management efforts have impact the jail as well as other county agencies.
2. Factors, such as staff longevity and contractual obligations regarding leave, which influence the relief factor, have changed.
3. Facility activity levels have increased since 1994:
 - a. Admissions increased nearly 90% from 3,924 in 1994 to more than 7,340 in 2001.
 - b. Average daily population increased 15% from 190.34 in 1994 to 218.78 in 2000 and then decreased again to 199.85 in 2001.¹

Any of these factors on their own have the ability to influence staffing requirements; in combination, they can result in significant change.

Terminology

Staffing analysis uses the following terms:

1. **Post.** There are two types of posts: those related to places and those related to functions. A post related to place is a specific location, such as Main Control, where staff work. A post related to function is a specific duty, such as transports, which are carried out by staff.
 - a. More than one person may be required for a single post.
 - b. Posts may be required any number of days of the week.
 - c. Posts may be required for all or a portion of any shift.
 - d. Posts relate to all personnel functions; they do not just occur in security positions.
2. **Staffing Pattern.** The staffing pattern is the relationship of all of the posts over time. It identifies the shifts when each post is staffed.
3. **Relief Factor.** This is a ratio of the time that the organization needs to have worked at each post against the amount of time that staff are actually available to work.
 - a. Relief factors are created within job classifications.
 - b. Relief factors differ, based on the number of days per week that each post is required.
 - c. Relief factors are used when the post **must** be staffed so that the facility can operate safely and securely. Not all posts require a relief factor.

¹ ADP is down from 247.86 as a result of population management efforts. However, current trends in 2002 suggest that ADP will be elevated over last year's level to an estimated 225. Population levels have increased to the point that out of county boarding will be required.

Section 1. Introduction

Document Organization

This document is organized into the following sections:

- Section 2. Influences on the Staffing Pattern, which describes how mission, physical plant, activity levels, and standards and case law influence staffing requirements.
- Section 3. Staffing Patterns, which describes the basic staffing pattern for the facility. This section compares the current staffing pattern with the pattern that was, in the opinion of the consultant, appropriate in 1994.
- Section 4. Relief Factors, which identifies the current relief factors and discusses the factors which influence it.
- Section 5. Staffing Requirements, which applies the shift relief factors to the staffing pattern described in Section 3.

Section 2. Influences on the Staffing Pattern

Section 2. Influences on the Staffing Pattern

There are four types of factors which influence the staffing pattern:

- Mission,
- Physical plant,
- Organization structure and activity levels, and
- Law, including standards and case law.

Mission

The mission of the Scott County Jail is to provide safe, secure and constitutional detention of both sentenced inmates and pretrial detainees placed in the facility by the courts.

The jail will strive to provide programs and services that are deemed feasible and practical, to meet the individual problems and needs of the detainees in a cost effective and efficient manner, and to meet or exceed all state and national standards.

Philosophy:

The Scott County Jail is the main detention facility of Scott County, designed to accommodate the division and offices related to the county criminal justice system at the turn of the century. The jail accommodates not only the county system, but the 7th Judicial District and adult and juvenile incarceration.

The length of incarceration at the county level is relatively short. By Iowa State Statute, no one may be incarcerated in the county jail for more than one year. This limits the types of intervention possible at the Scott County Jail.

The needs of many inmates revolve around solving drug and alcohol problems, general mental health problems and around improving the methods and means of managing their lives. These areas can begin to be dealt with on a short-term basis. In cases requiring long-term services, the jail may act as a referral agency providing the inmate with avenues of access to various community and social service assistance programs, County level incarceration often represents the offender's initial contact with the criminal justice system. Effective intervention at the county level may to a significant degree prevent a person's continued involvement in crime.

Goals of the Facility:

1. The first goal is to insure societal protection.
2. A second goal is to improve the offender's chances of succeeding within the outside community.
3. The final objective is to achieve community involvement, both within the facility and with the inmate once released from it.

Section 2. Influences on the Staffing Pattern

Analysis

The mission, philosophy and goals suggest that the Scott County Jail operates using a combination of restraint and reintegrative philosophies. There is a clear recognition of the importance of the jail's role in the public safety community and of their partnership with other criminal justice agencies. There is also a strong recognition of ties to the community, of the inevitability that most individuals detained in the local jail will be released to the community again, and of the responsibility of the jail in offering opportunities for intervention and behavioral change.

Impact on Staffing

A mission of this type impacts staffing in at least two ways:

- Staff functions which facilitate the interaction with community agencies - from the very basic, such as visitation - to the more sophisticated, such as program coordination will be critical to carrying out important aspects of this mission.
- Given the emphasis on reintegration, a variety of inmate services should be found in the facility; these would be represented in staffing requirements by non-correctional personnel responsible for program and service delivery as employees, contractors, or volunteers.

Physical Plant

The impact of the physical plant on staffing was documented in the 1994 staffing analysis and the 2001 Needs Assessment. Since the physical plant has not changed since that time, findings are summarized here. For additional detail please refer to the previously mentioned documents.

1. Main Jail
 - a. General
 - i. All movement requires escort because of corridor structure and multi-floor issues.
 - ii. There are a variety of accessibility issues throughout the facility. Elevators are not sized to move large groups of inmates to and from housing.
 - b. Booking
 - i. Space not designed to accommodate Central Intake functions. These functions include both intake, release, court movement, and other transportation.
 - ii. Space not adequate in size for current inmate volumes.
 - iii. Capacity is lost when small holding cells must be used for inmates who can not be managed on the floors.
 - iv. Holding cells are not easy to observe/supervise.
 - c. Housing
 - i. The linear style physical plant makes it difficult to observe/supervise inmates.
 - ii. Inmates are housed in very small units, on multiple floors, making enhanced supervision through direct supervision not financially viable.
 - iii. The linear style of housing makes supervision of high risk inmates staff-intensive.
 - d. Health care
 - i. Health areas are not easily accessed.
 - ii. Housing units provide no area for effective triage, resulting in the need to move inmates to medical for even minor consultations.

Section 2. Influences on the Staffing Pattern

- e. Program Spaces
 - i. All program services requires movement away from housing areas.
 - ii. Available program areas are remote and not easily observed.
 - iii. Some program areas present security issues, making them not readily useable for some inmate classifications.
 - f. Visitation
 - i. All visitation requires movement away from housing areas.
 - ii. Not enough visitation spaces are available, resulting in the need for expanded hours.
 - iii. There are not enough spaces for professional visitation.
 - g. Food Service
 - i. Deliveries to food service occur through the same area as admissions.
 - ii. Food service is remote from housing areas.
 - h. Facility Support (Laundry and Maintenance)
 - i. Laundry is remote from housing areas.
 - ii. There are no areas near each housing unit for storage of cleaning supplies and equipment, resulting in the need for staff to move these items from unit to unit daily for cleaning.
 - i. Staff and Administration
 - i. The facility is not sized to accommodate current staffing levels, resulting in shared work space and offices, which can sometimes impact efficiency.
 - ii. Spaces that used to support staff have been turned into housing/inmate areas to accommodate population pressures.
2. Annex
- a. General
 - i. Most program services are delivered to Annex inmates from the Main Jail. While that **may** result in staffing efficiencies for support personnel, it has a negative impact on correctional personnel in both booking and transport functions.
 - ii. The building was renovated for correctional use. It includes supporting columns which sometimes get in the way of both staff observation and conducting a variety of functions.
 - iii. The type of facility construction restricts the type of inmate who can be held here with current staffing levels.
 - b. Booking
 - i. Inmates are not booked into or released from the Annex. This increases transport functions.
 - c. Housing
 - i. The podular design facilitates supervision of inmates efficiently.
 - ii. The bays are too small to justify direct supervision in all units.
 - d. Health care
 - i. All health care results in the need for transportation to the Main Jail.
 - e. Program Spaces
 - i. Program spaces are available and are easily observed.
 - f. Visitation
 - i. Visitation is observable.
 - g. Food Service
 - i. Food service is supported from the Main Jail resulting in the need to move food supplies and food.

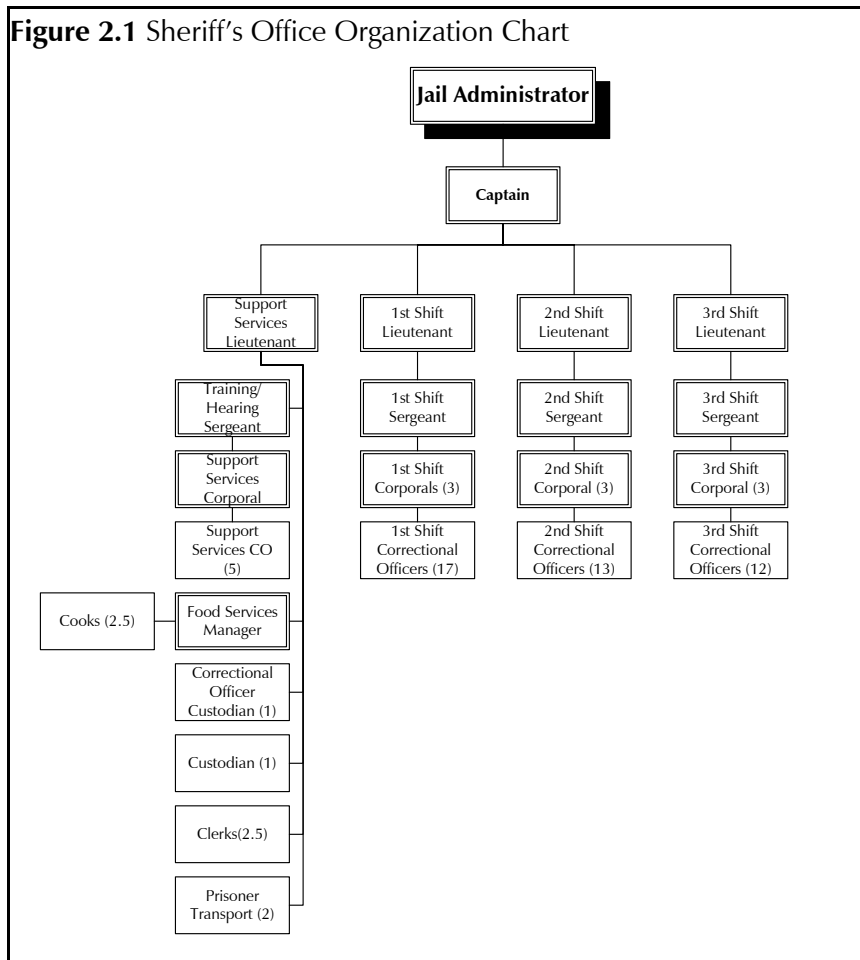
Section 2. Influences on the Staffing Pattern

- h. Facility Support (Laundry and Maintenance)
 - i. These areas are accessible and observable.
 - ii. These areas share space with Sheriff’s Office storage areas, presenting some potential security issues.
- i. Staff and Administration
 - i. There is no area for any staff function outside of control.
 - ii. There is no area for any administrative personnel at this facility.

Organization Structure and Activity Levels

Organization Structure

Figure 2.1 Sheriff’s Office Organization Chart

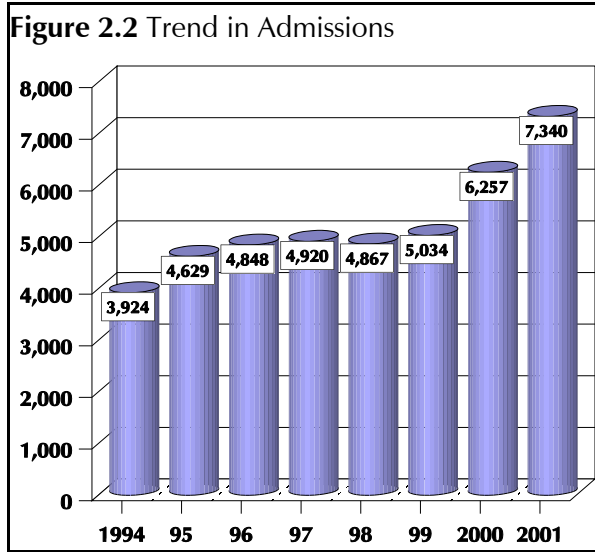


The Corrections Division is divided into the operations section, comprised of the three shifts, and the support services section, which provides for all inmate services including transportation. There have been a number of changes since the 1994 staffing analysis was completed.

- The support services section was created to provide greater accountability for these functions.
- The rank structure has been formalized, creating a clear and distinct chain of command. As a whole, the organization is more hierarchical now than during the previous study.

Section 2. Influences on the Staffing Pattern

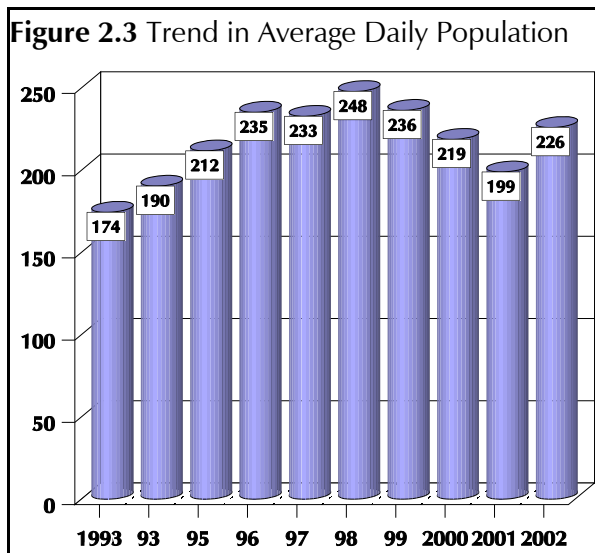
Admissions



Admissions to the facility have increased markedly since the Main Jail became the central intake agency for Scott County when the City of Davenport closed its holding facility. In 2001, the Sheriff's Office admitted an average of 20 people per day. Note that the Sheriff's Office **releases** the same number of inmates. This results in a significantly busier booking area than during the earlier study.

Average Daily Population (ADP)

During this period, average daily population (ADP) peaked in 1998 and has decreased since that time. The reasons for this decrease have been discussed in the 2001 Needs Assessment. The most significant factors are the implementation of a variety of alternatives to incarceration. While those programs, primarily the case expeditor, pretrial release and court compliance, are not operated by the Sheriff's Office, they do impact staffing, primarily in the support services section. Note also that ADP is increasing again in 2002 after a period of decline.



Activity Schedule

The activity schedules on the following page (Figure 2.4 and Figure 2.5) show when activities occur at the Main Jail and the Annex. There appear to be some significant differences between the level of activity in the facility in 1994 and 2001. In general, not only are there more activities, but they occur over a longer period of time. As the population of inmates has increased, the amount of time it takes to provide basic services increases.

Section 2. Influences on the Staffing Pattern

Law

There have been few changes in law which impact staffing since the 1994 staffing study was completed. Standards continue to have the most significant impact on staffing levels. Since the previous study was completed, the State of Iowa has moved toward adopting the standards of the American Correctional Association (ACA) as their state standards. For that reason, the ACA standards which impact staffing are listed below.

Administrative and Management Standards

1. Training - Standards 3-ALDG-1D-11 through 15. These standards require training for all staff. For staff who have direct contact with inmates, 40 hours of training are required annually, and an additional 120 hours (*beyond the 40 hours of in-service training*)² is required in the first year of employment.
2. Staffing Study - Standard 3-ALDF-1C-03. This standard requires that the jurisdiction determine its staffing requirements on an on-going basis to ensure that inmates have access to staff, programs, and services. Staffing requirements are to be determined on more than just the number of inmates and should include review of staffing needs for health care, academic, vocational, library, recreation and religious programs and services.

Institutional Operations Standards

1. Correctional Officer Assignments -
 - a. Standard 3-ALDF-3A-03. This standard requires that correctional officer posts be located in or immediately adjacent to inmate living areas to permit officers to hear and respond promptly to emergency situations. The assisting officer may be physically available or within sight or sound of the officer entering the unit. **Note:** A minimum of two officers are involved in the response, one of whom may be listening.
 - b. Standard 3-ALDF-3A-04. This standard requires that the facility has the number of staffed needed to provide full coverage of designated security posts, full surveillance of inmates, and to perform all other ancillary functions.
 - c. Standards 3-ALDF-3A-07. This standard requires that department policy, procedure and practice facilitate personal contact and interaction between staff and inmates.
 - d. Standard 3-ALDF-3A-08. This standard requires that when both males and females are housed in the facility, at least one male and one female staff member must be on duty at all times.
2. Patrols and Inspections. Standards 3-ALDF-11 through 13. These standards require that supervisory, administrative and security staff make regular patrols of all facility areas to ensure the safety, sanitation, and security of the institution.
3. Inmate Counts - Standard 3-ALDF-3A-14. This standard requires that a physical count be made of inmates at least once per shift.

These standards identify specific staffing requirements. However, standards have greater implications for staffing. While the standard identifies what must be done, the implication for staffing is to determine which staff is responsible for compliance with that standard. Once the State has formally adopted the

² Italics are added.

Section 2. Influences on the Staffing Pattern

ACA standards, it would be important for the Sheriff's Office to review each standard and associate compliance with specific positions.

Section 3. Staffing Patterns

Section 3. Staffing Patterns

This section provides the following staffing patterns:

1. The staffing pattern identified in the 1994 staffing analysis, and
2. The staffing pattern required in 2002, without additional programming.

1994 Staffing Pattern

Table 3.1 1994 Staffing Pattern

Post	Rank	Shift			Total Posts	# Days	1994		2002	
		1	2	3			Relief Factor	Total Staff	Relief Factor	Total Staff
Main Jail										
Jail Administrator	Chief	1			1	5	1	1	1.00	1.00
Captain	Captain	1			1	5	1	1	1.00	1.00
Shift Supervisor	Sergeant	1	1	1	3	7	1.66	4.98	1.85	5.56
Main Control	CO	1	1	1	3	7	1.66	4.98	1.72	5.16
Booking/ID	CO	2	1	1	4	7	1.66	6.64	1.72	6.88
Video Court Preparation	CO	1			1	7	1.66	1.66	1.72	1.72
2nd Floor	CO	2	1	1	4	7	1.66	6.64	1.72	6.88
3rd & 4th Floors	CO	2	2	1	5	7	1.66	8.30	1.72	8.60
Support Services Supervisor	Sergeant	1			1	5	1	1.00	1.00	1.00
Inmate Advisor	CO	1			1	5	1	1.00	1.00	1.00
Visiting	CO	1			1	5	1.15	1.15	1.22	1.22
Laundry/Sick Call	CO	1			1	5	1.15	1.15	1.22	1.22
Recreation	CO		1		1	7	1.66	1.66	1.72	1.72
Custodian Worker	Cust	1		1	2	5	1	2.00	1.00	2.00
Food Service Manager	FSM	1			1	5	1	1.00	1.00	1.00
Cook	Cook	0.5	1		1.5	7	1.66	2.49	1.71	2.56
Clerk III	Clerk	1			1	5	1	1.00	1.00	1.00
Clerk II	Clerk	1			1	5	1	1.00	1.00	1.00
Subtotal Main Jail		19.5	8	6	33.5			48.65		50.55
Annex										
Annex Control	CO	1	1	1	3	7	1.66	4.98	1.72	5.16
Annex - Floor	CO	1	1	1	3	7	1.66	4.98	1.72	5.16
Annex - Program	CO	1			1	5	1.15	1.15	1.22	1.22
Subtotal Annex		3	2	2	7			11.11		11.55
Grand Total		22.5	10	8	40.5			59.76		62.09

This is the same staffing pattern which was recommended in 1994. In 2002, it would result in an average of 22.5 people being in the two facilities on day shift, 10 people being in the two facilities on swing shift,

Section 3. Staffing Patterns

and 8 people being in the two facilities on night shift. This staffing pattern reflects what was required in 1994 when the Jail was much emptier, and when the prevailing philosophy was essentially warehousing inmates. The higher shift relief factor which characterizes 2002 results in a need for 2.33 additional FTE's simply to compensate for changes in patterns in the use of leave.

2002 Staffing Pattern (without Enhanced Programming)

Table 3.2 2002 Staffing Pattern (without Enhanced Programming)

Post	Rank	Shift			Total Posts	# Days	Relief Factor	Total Staff
		1	2	3				
Main Jail								
Jail Administrator	Chief	1			1	5	1.00	1.00
Captain	Captain	1			1	5	1.00	1.00
Lieutenant	Lieutenant	1	1	1	3	5	1.00	3.00
Sergeant	Sergeant	1	1	1	3	5	1.00	3.00
Main Control	CO	2	2	1	5	7	1.72	8.60
Booking Officer	Corporal	1	1	1	3	7	1.86	5.58
ID Officer	CO	1	1	1	3	7	1.86	5.58
Court Runner	CO	1			1	7	1.72	1.72
2nd Floor	CO	2	2	1	5	7	1.72	8.60
3rd & 4th Floors	CO	2	2	1	5	7	1.72	8.60
Support Services Supervisor	Lieutenant	1			1	5	1.00	1.00
Support Services Sergeant	Sergeant	1			1	5	1.00	1.00
Support Services Corporal	Corporal	1			1	5	1.00	1.00
Electronic Monitoring Officer	CO	1			1	5	1.00	1.00
Visiting	CO	0.75	0.75		1.5	5	1.22	1.84
Laundry/Sick Call	CO	1			1	5	1.22	1.22
Sick Call/Commissary	CO	0.5			0.5	5	1.22	0.61
Recreation	CO	1	0.5		1.5	7	1.72	2.58
Custodian Worker	Cust	1		1	2	5	1.00	2.00
Food Service Manager	FSM	1			1	5	1.00	1.00
Cook	Cook	1	0.75		1.75	7	1.71	2.99
Sr. Accounting Clerk	Clerk	1			1	5	1.00	1.00
Clerk III	Clerk	1			1	5	1.00	1.00
Clerk II	Clerk	0.5			0.5	5	1.00	0.50
Subtotal Main Jail		25.75	12	8	45.75			65.43

Section 3. Staffing Patterns

Post	Rank	Shift			Total Posts	# Days	Relief Factor	Total Staff
		1	2	3				
Annex								
Annex Control	Corporal	1	1	1	3	7	1.86	5.58
Annex - Floor	CO	1	1	1	3	7	1.72	5.16
Annex - Direct Supervision	CO	1	1	1	3	7	1.72	5.16
Subtotal Annex		3	3	3	9			15.90
Grand Total		28.75	15	11	54.75			81.33

There have been changes to the 1994 staffing pattern which reflect changes in organizational structure and changes to a number of functions.

1. Accountability and supervision have been enhanced by development of lieutenants (who have overall responsibility for each shift), sergeants (who supervise shifts when the lieutenants are not available), and corporals³ (who provide day to day supervision as they function as a lead worker).
2. Supervision of inmates has increased at the Annex as the classification level of inmates held there have increased.
3. Changes in the number of people assigned to booking and ID reflects the change to central booking.

This pattern reflects only what the Sheriff’s Office is **currently** doing; it does not reflect any proposed operational and philosophical changes. This staffing pattern will result in 28.75 people at work in the two facilities on a typical day shift, 15 on a typical evening shift, and 11 during the evening hours. This staffing pattern identifies the staffing deficit associated with status quo operations. This issue is discussed in greater detail in Section 5.

³ Although the corporal is shown in this pattern related to a specific post, in practice, the corporal may be assigned to **any** post in either the Annex or the Main Jail. One corporal on each shift in each facility is a required part of minimum staffing.

Section 4. Relief Factors

Derivation

The relief factor ⁴ may be actually easier to calculate mathematically than it is to express in everyday language. It is actually a ratio; it is an expression of the total number of hours that need to be worked at one post **divided by** the number of hours that the “average employee” is available to work. In other words, the relief factor takes into consideration regular days off, sick and vacation time, other types of leave, time for mandatory training and breaks.

It is important to understand that the relief factor needs to reflect accurately the number of days that any particular post must be worked. For example, some posts need to be staffed seven days a week in order to keep the facility functioning, but some, typically those associated with normal business hours, only need to be staffed five days per week to continue operations. Others may not require relief at all. As a result, this analysis calculates relief factors for seven day posts, five day posts (when a relief factor is required), and uses a multiplier of 1 when a post is not filled when an employee is not available to carry out the duties associated with it.

It is important to avoid the error of assuming that only **fixed posts** (those associated with a control point) require a relief factor. A good test to determine if a relief factor is required is to ask, “Must this duty still be carried out if Officer X, who was assigned there, calls in sick or takes a vacation?” If the response is “yes,” then typically a shift relief factor must be applied. If, however, the answer is “no,” then no shift relief factor is necessary. Table 4.1 shows the derivation of relief factors.

⁴ Relief factors are also know as shift relief factors and availability factors.

Section 4. Relief Factors

Table 4.1 Relief Factor Computation

Line	Computation	Formula
1	Number of days the agency is closed	
2	Number of agency work days	365 (or total number of hours to be worked) - Line 1
3	Number of regular days off	Divide 365 by # of days in work cycle and multiple by # of days off in the work cycle
	Days taken per employee per year:	
4	Vacation	Average that staff w/in the job class have used
5	Floating holiday	
6	Sick	
7	Military	
8	Comp	
9	Holidays	
10	In-service training	
11	Field training	
12	Without pay	
13	Bereavement	
14	Total number of days off per employee per year	Sum of lines 3-14
15	Number of actual work days	Line 2 - Line 14
16	Lunches and breaks	Line 14 * % of time each work day that employee gets a break (i.e., 1/2 hr in an 8 hour day = 6.25%)
17	Final actual work days (w/breaks)	Line 15 - Line 16
18	Shift relief factor	Line 2 / Line 17

Influences

There are a variety of factors which influence the relief factor; the most common are governmental and agency policies which influence the accrual and use of leave as well as factors which influence employee use of leave. Factors which are most influential are:

1. The schedule worked,
2. State and County policy regarding accrual and use of any type of leave,
3. Training requirements,
4. The amount of time required to fill vacancies,
5. Contractual requirements, and
6. Organizational factors, such as morale, stress, etc., which influence staff use of leave.

Leave Use by Job Classification

Table 4.2 shows leave use for the year 2001 by job classification.

Section 4. Relief Factors

Table 4.2 Leave Use by Job Classification

Job Class	Vacation	Floating Holiday	Sick	Military	Comp	Holidays	In-service Training	Field Training	Time Off W/O Pay	Bereavement
Time in Hours										
Lieutenant	170.55	12.00	44.88	0.00	3.70	3.00	60.50	0.00	0.00	0.00
Sergeant	161.43	14.00	72.58	0.00	69.18	0.25	88.50	0.00	0.00	0.00
Corporal	111.78	15.33	63.38	14.33	92.11	21.69	91.83	0.00	0.00	0.00
CO	69.25	15.27	66.68	4.80	46.89	7.81	32.01	28.00	4.59	0.48
Bailiff/Transport	70.81	9.40	24.36	0.00	9.22	0.25	29.17	0.00	0.00	0.00
Cook	87.67	10.37	52.87	0.00	55.57	20.87	32.67	0.00	0.00	0.00
Custodians	37.33	10.67	15.33	0.00	5.33	0.00	36.67	0.00	0.00	0.00
Clerical	115.16	9.00	120.01	0.00	16.42	0.00	9.75	0.00	0.00	0.00
Time in Days										
Lieutenant	21.32	1.50	5.61	0.00	0.46	0.38	7.56	0.00	0.00	0.00
Sergeant	20.18	1.75	9.07	0.00	8.65	0.03	11.06	0.00	0.00	0.00
Corporal	13.97	1.92	7.92	1.79	11.51	2.71	11.48	0.00	0.00	0.00
CO	8.66	1.91	8.34	0.60	5.86	0.98	4.00	3.50	0.57	0.06
Bailiff/Transport	8.85	1.18	3.04	0.00	1.15	0.03	3.65	0.00	0.00	0.00
Cook	10.96	1.30	6.61	0.00	6.95	2.61	4.08	0.00	0.00	0.00
Custodians	4.67	1.33	1.92	0.00	0.67	0.00	4.58	0.00	0.00	0.00
Clerical	14.40	1.12	15.00	0.00	2.05	0.00	1.22	0.00	0.00	0.00

Section 4. Relief Factors

On the whole, leave use is quite moderate. As anticipated, vacation use is higher among upper level staff, while entry level positions have relatively low levels of vacation use. Sick leave use is quite moderate, as are floating holidays. Comp time is an issue for some job classifications. Training time, in total, exceeds minimum requirements for most job classifications, but is highest in supervisory and management positions.

Shift Relief Factors

Table 4.3 shows five and seven day shift relief factors by job classification.

Table 4.3 Standard Shift Relief Factors

Computation	7 day posts					5 day posts		
	Lt	Sgt	Cpl	CO	Cook	Cpl	CO	Clerical
Days agency is closed	0	0	0	0	0	104.29	104.29	104.29
Agency work days	365	365	365	365	365	260.71	260.71	260.71
Regular days off	104.29	104.29	104.29	104.29	104.29	same as days agency is closed		
Days taken per employee per year:								
Vacation	21.32	20.18	13.97	8.66	10.96	13.97	8.66	14.40
Floating holiday	1.50	1.75	1.92	1.91	1.30	1.92	1.91	1.12
Sick	5.61	9.07	7.92	8.34	6.61	7.92	8.34	15.00
Military	0.00	0.00	1.79	0.60	0.00	1.79	0.60	0.00
Comp	0.46	8.65	11.51	5.86	6.95	11.51	5.86	2.05
Holidays	0.38	0.03	2.71	0.98	2.61	agency closed		
In-service training	7.56	11.06	11.48	4.00	4.08	11.48	4.00	1.22
Field training	0.00	0.00	0.00	3.50	0.00	0.00	3.50	0.00
Without pay	0.00	0.00	0.00	0.57	0.00	0.00	0.57	0.00
Bereavement	0.00	0.00	0.00	0.06	0.00	0.00	0.06	0.00
Total days off /employee/year	141.11	155.03	155.59	138.76	136.79	48.60	33.50	33.79
Number of actual work days	223.89	209.97	209.41	226.24	228.21	212.12	227.22	226.92
Lunches and breaks	13.99	13.12	13.09	14.14	14.26	13.26	14.20	14.18
Final actual work days (w/breaks)	209.89	196.85	196.32	212.10	213.95	198.86	213.02	212.73
Shift relief factor	1.74	1.85	1.86	1.72	1.71	1.31	1.22	1.23

What the shift relief factors in Table 4.3 indicate is that, for example, for every Correctional Office post created on a single shift, which is required seven days a week, it will take a total of 1.72 FTE's to provide that level of coverage. If the same post is required on all three shifts, it will require a total of 5.16 FTE's to provide 24 hour a day coverage. These shift relief factors are very consistent with those the consultant has seen in other jurisdictions. **However, in 1994, when the first staffing analysis was completed for the Sheriff's Office, the shift relief factor for seven day correctional posts was 1.66.** This suggests that a number of factors have influenced how many people it takes to provide coverage. The most significant

Section 4. Relief Factors

factors appear to be changes in training requirements and increasing seniority of some staff within supervisory job classifications.

In reality, the situation is somewhat worse than Table 4.3 suggests. There are two other factors which have the ability to significantly influence the shift relief factor: vacancies and pre-service training requirements. These are most significant in entry level positions. Although the County has used a number of “hire ahead” positions to attempt to compensate for vacancies, when turnover occurs frequently, the current number of hire aheads still has the potential to result in periods when one or more positions are vacant. In addition, because of training requirements, newly hired officers can not work independently for three months. As a result, the shift relief factor used in this staffing update is conservative; if vacancies and training for new hires were considered, the relief factor would be considerably higher.

Table 4.4 Personnel Activity Summary

Job Classification	Were in Job Class	Resigned	Positions in Table of Organization
Jail Administrator	1	0	1
Captain	1	0	1
Support Services Supervisor	1	0	1
Lieutenant	3	0	3
Sergeant	4	0	4
Lead CO/Corporal	12	2	10
Corrections Officer	50	7	43.2
Food Service Manager	1	0	1
Cook	3	0	2.8
Custodian/CO	1	0	1
Custodian	2	1	1
Senior Clerk	2	1	1
Clerk III	1	0	1
Clerk I	1	0	0.5
Total	83	11	71.5

The impact of the shift relief factor is not really evident until it is applied to a staffing pattern. Section 5 identifies staffing requirements for the Jail and the Annex based on the shift relief factor developed in this section and the enhanced level of program services required to prepare to implement any of the alternatives proposed by CJAAC.

Alternate Schedule

Table 4.5 shows a shift relief factor based on a 12 hour shift schedule in which the staff work period is 14 days; the rota-

tion is 3 on, 4 off, 4 on, 3 off, resulting in 84 hours worked within a 14 day work period. If overtime is based on a two week work cycle and a 42.5 hour work period permitted by the Fair Labor Standards Act rather than the work day, this rotation will not result in overtime.

Section 4. Relief Factors

Table 4.5 Alternate Shift Relief Factors

Computation	7 day posts, with 12 hour shifts			
	Lt	Sgt	Cpl	CO
Days agency is closed	0	0	0	0
Agency work days	365	365	365	365
Regular days off	182.50	182.5	182.5	182.5
Days taken per employee per year:				
Vacation	14.21	13.45	9.32	5.77
Floating holiday	1.00	1.17	1.28	1.27
Sick	3.74	6.05	5.28	5.56
Military	0.00	0.00	1.19	0.40
Comp	0.31	5.76	7.68	3.91
Holidays	0.25	0.02	1.81	0.65
In-service training	5.04	7.38	7.65	2.67
Field training	0.00	0.00	0.00	2.33
Without pay	0.00	0.00	0.00	0.38
Bereavement	0.00	0.00	0.00	0.04
Total days off per employee per year	207.50	216.33	216.71	205.48
Number of actual work days	157.95	148.67	148.29	159.52
Lunches and breaks	13.16	12.39	12.36	13.29
Final actual work days (w/breaks)	144.79	136.28	135.94	146.23
Shift relief factor	2.52	2.68	2.69	2.50

These shift relief factors are higher than those based on an 8 hour shift, **but they are applied to two shifts rather than three, resulting in potential savings.**

Overtime

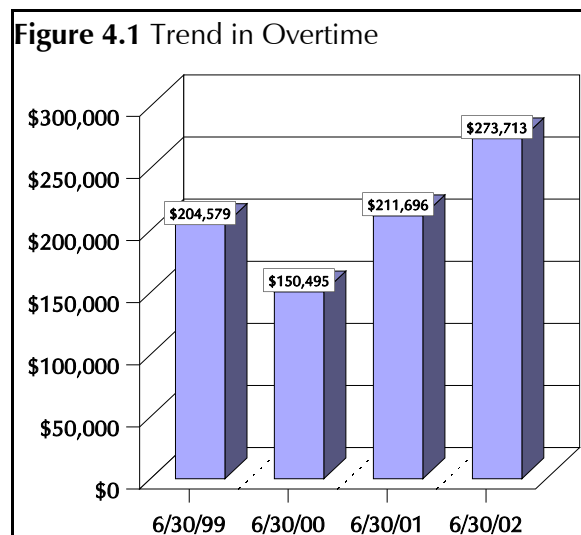


Figure 4.1 shows the trend in overtime use for each of the last four fiscal years. In the fiscal year ending in June 2002, the County spent \$273,713 dollars in overtime - a 29% increase over the previous year. A starting corrections officer makes \$12.51/hour. At 2,080 hours, a new corrections officer costs \$26,021 in salary; with a 33% benefit package, a new CO costs \$34,608. Overtime in the jail cost the equivalent of 7.9 FTE's **including their benefit package.**

Section 5. Proposed Staffing Requirements

Section 5. Proposed Staffing Requirements

This section identifies the staffing pattern which is required to:

1. Provide an adequate relief factor to fill mandatory posts,
2. Develop/enhance the basic operational functions, such as classification which have not been developed to the extent required for the development of additional alternatives, and
3. Develop program services required to impact inmate behavior.

Proposed Staffing Plan

Table 5.1 shows the proposed staffing pattern for the Main Jail and the Annex. This pattern reflects the addition of critical classification and program service functions, as well as combination and re-alignment of a number of operating functions to improve both efficiency and effectiveness.

Proposed Staffing Plan (Current Shift Schedule)

Table 5.1 Proposed Staffing Plan (with Current Three Shift Schedule)

Post	Ref #	Rank	Shift			Total Posts	# Days	Relief Factor	Total Staff	Rounded Total	Summary
			1	2	3						
Main Jail											
Jail Administrator		Chief	1			1	5	1.00	1.00	1	
Captain	1	Capt	1			1	5	1.00	1.00	1	
Lieutenant	1	Lt	1	1	1	3	5	1.00	3.00	4	All Lts
Sergeant	1	Sgt	1	1	1	3	5	1.00	3.00	4	All Sgts
Main Control		CO	2	2	1	5	7	1.72	8.60	43	All CO's
Booking Officer		Cpl	1	1	1	3	7	1.86	5.58	7	All Cpls
ID Officer		CO	1	1	1	3	7	1.86	5.58		
Movement/Support Officer	2	CO	3	2	1	6	7	1.72	10.33		
2nd Floor		CO	2	2	1	5	7	1.72	8.60		
3rd & 4th Floors		CO	2	2	1	5	7	1.72	8.60		
Support Services Supervisor	1	Lt	1			1	5	1.00	1.00		
Support Services Sergeant	1	Sgt	1			1	5	1.00	1.00		
Support Services Corporal	1	Cpl	1			1	5	1.00	1.00		
Alternative Sentencing Unit		CO	1			1	5	1.00	1.00		
Program Services Coordinator	3	PSC	1			1	5	1.00	1.00	2	All PSC
Classification Specialist	4	PSC	1			1	7	1.00	1.00		
Custodian Officer		Cu/CO	1	0.5	0.5	2	5	1.00	2.00	2	
Food Service Manager		FSM	1			1	5	1.00	1.00	1	
Cook		Cook	1	0.75		1.75	7	1.71	2.99	3	
Sr. Accounting Clerk		Clerk	1			1	5	1.00	1.00	1	
Clerk III		Clerk	1			1	5	1.00	1.00	1	
Clerk II		Clerk	0.5			0.5	5	1.00	0.50	0.5	
Subtotal Main Jail			26.5	13.25	8.5	48.25			69.78	70.50	

Section 5. Proposed Staffing Requirements

Post	Ref #	Rank	Shift			Total Posts	# Days	Relief Factor	Total Staff	Rounded Total	Summary
			1	2	3						
Annex											
Annex Control		Cpl	1	1	1	3	7	1.86	5.58	6.00	All Cpl
Program Services Coordinator	3	PSC	1			1	5	1.00	1.00	2	All PSC
Community Restoration Officer	5	Cu/CO	2			2	5	1.00	2.00	2	
Sheriff's Liaison Substance Abuse Services	6	PSC		1		1	5	1.00	1.00		
Annex - Floor		CO	1	1	1	3	7	1.72	5.16	10	All CO's
Annex - Direct Supervision		CO	1	1	1	3	7	1.72	5.16		
Subtotal Annex			6	4	3	10			19.90	20	
Grand Total Sheriff's Department			32.5	17.25	11.5	58.3			89.68	90.50	
Contract Positions											
Nurse	7	RN	1	1	1	3	7	1.72	5.16	5	
Contract Position Total			1	1	1	3			5.16	5	
Subtotals by Job Class											
Jail Administrator									1		
Captain									1		
Lieutenant									4		
Sergeant									4		
Corporal									13		
CO									53		
Program Services Coordinator									4		
Custodian Officer									4		
FSM									1		
Cook									3		
Clerk									2.5		
Total									90.5		
Subtotals by Rationale											
<i>Category 1: Positions needed to provide adequate relief factor for current staffing pattern.</i>											
Jail Administrator									1		
Captain									1		
Lieutenant									4		
Sergeant									4		
Corporal									13		
CO									53		
Custodian Officer									2		
FSM									1		
Cook									3		
Clerk									2.5		
Subtotal Category 1									84.5		

Section 5. Proposed Staffing Requirements

Post	Ref #	Rank	Shift			Total Posts	# Days	Relief Factor	Total Staff	Rounded Total	Summary
			1	2	3						
<i>Category 2: Positions needed to provide proper classification</i>											
Classification Specialist										1	
Subtotal Category 2									1		
<i>Category 3: Positions needed to provide proper programming</i>											
Program Services Coordinator										3	
Custodian Officer (Community Restoration Officers)										2	
Subtotal Category 3									5		
Total									90.5		

This staffing pattern is in many respects similar to the one currently in use, with several suggested modifications. The Ref # column discusses differences; the comments column provides information about how the rounded totals were summarized. This staffing pattern requires a total of 90.5 Sheriff’s Office staff and 5 contract positions to provide the level of coverage outlined.

On a typical day, there will be 26.5 staff at the Main Jail, and 6 at the Annex. On a typical evening, there will be 12.75 staff in the Main Jail and 4 at the Annex. On a typical night shift, there will be 9 people at the Main Jail and 3 at the Annex.

This staffing pattern reflects the expansion of program services in both the Main Jail and the Annex; this is most obvious in the addition of program services coordinators and the certified substance abuse counselor. It does not include non-jail/Sheriff’s Office staff associated with recommendations from the Alternative Teams.

Reference Number

1. Administrative Positions - There has been no change to the administrative structure of the Sheriff’s Office. However, based on the information available to the consultant and on work within the scope of this staffing study, the differences among these positions does not appear clear. It appears that corporals sometimes do the same things that sergeants do, and that sergeants sometimes do the same things as lieutenants. This issue will be addressed in the recommendations section of this report.
2. Movement/Support Officer - In the earlier staffing pattern, a number of specialized positions, e.g. visiting officer, recreation officer, laundry/sick call, sick call/commissary, etc. were identified. When the functions of these specialized positions were analyzed, they essentially all had a common function - inmate movement to programs. The functions noted previously are basic “care and custody” tasks. This staffing pattern moves these functions to security, rather than support services, because of the basic nature of these tasks. This staffing plan combines these functions and increases the number of posts from 4.5 in the current staffing pattern to 6. This post will be required seven days a week, with 3 on day shift, 2 on evening shift, and 1 on night shift. It is also suggested that this staff may work slightly different hours from other officers assigned to the shift to ensure that staff availability matches expanded program hours. It is very clear that **any** program development in the Main Jail will require correctional staff for movement.

Section 5. Proposed Staffing Requirements

3. Program Services Coordinator - Under the current plan, this will be a new non-commissioned job classification which will be responsible for assisting in the development and delivery of programs in the Main Jail and the Annex. This staff person will coordinate the use of space and inmate movement, participate in evaluation of inmates for specific program opportunities, assist in the delivery of some programs, recruit, select, train and supervise volunteers, and work with community groups and other agencies which deliver/provide programs in the facility. This staff person performs and outreach function to solicit and assist in the development of program opportunities. This post is required five days a week and will not require a shift relief factor. On a short-term basis, such as vacations, one coordinator can fill in for the other. In the Annex, this position will provide back-up for the Sheriff's Substance Abuse Services position. In the Main Jail, this position will focus on female offender programming as well as other duties appropriate for inmates who continue to be housed in the Main Jail.
4. Classification Specialist - One of the critical elements of successful behavioral change and program development/implementation is an assessment process. This position could be either a commissioned or a non-commissioned position at the discretion of the Sheriff's Department. The person in this position will be responsible for classification and assessment of inmates who remain in the facility for more than 72 hours. He or she will participate in the development and implementation of a new classification system which will include assessment of both risk and need. It is worth noting that all of the program options currently under discussion *begin* with a more thorough understanding of who is in custody and what their needs are.
5. Community Restoration Officer - This position is an extension of the current custodian/officer positions who supervise, train and work with inmates in a variety of work programs in the facility. These positions, however, will be responsible for leading structured work details on a regular basis (five days per week). Although these positions are associated with the recommendations of the Increasing Compliance Alternative Team, they would be appropriate extensions of current work opportunities within the jail.
6. Sheriff's Liaison Substance Abuse Services - This position is associated with the development of an in-facility substance abuse program. This officer works in the unit at times when the counselor is not available and is responsible for managing structured activities within the unit as well as managing the interface between the program service provider and the Sheriff's Department.
7. Nurse - In the second edition of ACA standards, any facility over 100 beds was required to provide 24-7 nursing coverage. Although the third edition of these standards eliminated the requirement for 24 hour nursing staff at the level of 100 beds, the following standards essentially require 24 hour coverage:
 - a. 3-ALDF-4E-02 Written policy, procedure and practice provide that all medical, psychiatric and dental matters involving medical judgment are the sole province of the responsible physician and dentist, respectively.
 - b. 3-ALDF-4E-17 Written policy, procedure and practice provide for proper management of pharmaceuticals and address the following subjects:
 - i. Dispensing of medicine in conformance with appropriate federal and state law,
 - ii. Administration of medication by persons properly trained and under the supervision of the health authority and facility administrator or designee

Section 5. Proposed Staffing Requirements

- c. 3-ALDF-4E-19 Written policy, procedure and practice require medical, dental, and mental health screening to be performed by health-trained or qualified health personnel on all inmates, excluding intrasystem transfers, on the inmate's arrival at the facility...

Standards of the Commission on Correctional Health Care are even more restrictive. To provide a context, they require that all jails with a capacity of 500 or larger have one physician FTE on staff or under contract.

The County has been exceptionally lucky that its current health program has not been challenged. However, the level of risk associated with the current staffing pattern, in the opinion of the consultant, is no longer acceptable, given both the level and type of population currently held. As a result, this staffing pattern provides for 24-7 nursing service, on a contractual basis, using a combination of RN/LPN positions as deemed appropriate by the health authority.

Proposed Staffing Plan (12 Hour Shift Schedule)

Table 5.2 Proposed Staffing Plan (12 Hour Shift)

Post	Rank	Shift		Total Posts	# Days	Relief Factor	Total Staff	Rounded Total	Summary
		1	2						
Main Jail									
Jail Administrator	Chief	1		1	5	1.00	1.00	1	
Captain	Captain	1		1	5	1.00	1.00	1	
Lieutenant	Lt	1	1	2	5	1.00	2.00	3	All Lts
Sergeant	Sgt	1	1	2	5	1.00	2.00	3	All Sgts
Main Control	CO	2	1	3	7	2.50	7.50	39	All COs
Booking Officer	Cpl	1	1	2	7	2.69	5.38	6	All Cpls
ID Officer	CO	1	1	2	7	2.50	5.00		
Movement/Support Officer	CO	3	1	4	7	2.50	10.00		
2nd Floor	CO	2	1	3	7	2.50	7.50		
3rd & 4th Floors	CO	2	1	3	7	2.50	7.50		
Support Services Supervisor	Lt	1		1	5	1.00	1.00		
Support Services Sergeant	Sgt	1		1	5	1.00	1.00		
Support Services Corporal	Cpl	1		1	5	1.00	1.00		
Alternative Sentencing Unit	CO	1		1	5	1.00	1.00		
Program Services Coordinator	PSC	1		1	5	1.00	1.00	2	All PSC
Classification Officer	PSC	1		1	7	1.00	1.00		
Custodian Officer	Cu CO	1	1	2	5	1.00	2.00	2	
Food Service Manager	FSM	1		1	5	1.00	1.00	1	
Cook	Cook	1.25		1.25	7	2.48	3.10	3	
Sr. Accounting Clerk	Clerk	1		1	5	1.00	1.00	1	
Clerk III	Clerk	1		1	5	1.00	1.00	1	
Clerk II	Clerk	0.5		0.5	5	1.00	0.50	0.5	
Subtotal Main Jail		26.75	9	35.75			63.48	63.50	

Section 5. Proposed Staffing Requirements

Post	Rank	Shift		Total Posts	# Days	Relief Factor	Total Staff	Rounded Total	Summary
		1	2						
Annex									
Annex Control	Cpl	1	1	2	7	2.69	5.38	5	All Corporals
Program Services Coordinator	PSC	1		1	5	1.00	1.00		
Community Restoration Officer	Cu CO	2		2	6	1.00	2.00	2	
Sheriff's Liaison Substance Abuse Services	PSC	1		1	7	1.00	1.00	2	All PSC
Annex - Floor	CO	1	1	2	7	2.50	5.00	10	All CO's
Annex - Direct Supervision	CO	1	1	2	7	2.50	5.00		
Subtotal Annex		7	3	8			19.38	19	
Grand Total Sheriff's Department		33.75	2	43.75			82.86	82.50	
Contract Positions									
Nurse	RN	1	1	2	7	2.50	5.00	5	
Contract Position Total		1	1	2			5.00	5	
Subtotals by Job Class									
Jail Administrator								1	
Captain								1	
Lieutenant								3	
Sergeant								3	
Corporal								11	
CO								49	
PSC								4	
Custodian Officer								4	
FSM								1	
Cook								3	
Clerk								2.5	
Total								82.5	
Subtotals by Rationale									
<i>Category 1: Positions needed to provide adequate relief factor with current staffing pattern.</i>									
Jail Administrator								1	
Captain								1	
Lieutenant								3	
Sergeant								3	
Corporal								11	
CO								49	
Custodian Officer								2	
FSM								1	
Cook								3	
Clerk								2.5	
Subtotal Category 1								76.5	

Section 5. Proposed Staffing Requirements

Post	Rank	Shift		Total Posts	# Days	Relief Factor	Total Staff	Rounded Total	Summary
		1	2						
<i>Category 2: Positions needed to provide proper classification</i>									
Classification Officer								1	
Subtotal Category 2								1	
<i>Category 3: Positions needed to provide proper programming</i>									
Program Services Coordinator								3	
Community Restoration Officer								2	
Subtotal Category 3								5	
Total								82.5	

On a typical day, there will be 26.75 staff at the Main Jail, and 7 at the Annex. On a typical night shift, there will be 9 people at the Main Jail and 3 at the Annex. The differences between the number of people in the facility during either shift is insignificant and results from posts which were exclusively an evening shift being moved to days. The significant difference is in the **total number** of staff required to provide this level of coverage. Table 5.3 shows the difference in staff required based on the two schedules and an estimate of annual savings.

Table 5.3 Comparison of Schedule

Job Classification	Current Schedule	12 Hour Schedule	Difference	Hourly Rate	Est. Annual Savings
Jail Administrator	1	1	0		
Captain	1	1	0		
Lieutenant	4	3	1	\$16.81	\$46,514
Sergeant	4	3	1	\$16.20	\$44,828
Corporal	13	11	2	\$13.68	\$71,686
CO	53	49	4	\$12.51	\$131,110
Program Services Coordinator	4	4	0		
Custodian Officer	4	4	0		
FSM	1	1	0		
Cook	3	3	0		
Clerk	2.5	2.5	0		
Total	90.5	82.5	8		\$294,137
Cost of 110 additional hours for 49 CO's (including 33% benefits)					\$89,680
Net savings					\$204,457

The schedule change provides the same level of coverage with 8 fewer positions. At starting salaries, this could result in an annual cost savings of approximately \$294,000. This includes the additional cost which results from the 110 additional hours which Correctional Officers and Corporals work in a year and a 33% benefit package. Lieutenant and Sergeant positions are salaried. The cost of the additional 110 hours per existing CO per year costs \$89,680, resulting in an estimated net savings of approximately \$204,450. Actual savings will be somewhat less because costs are estimated at entry levels.

Section 6. Conclusion and Recommendation

Conclusions

As noted earlier in this report, the number of staff required for a particular facility is both an art and a science. The staffing pattern, which relates required posts over time, is the somewhat more subjective element, while the shift relief factor is basically a mathematic function.

There are four basic factors that influence staffing patterns:

1. Mission/philosophy,
2. Physical plant,
3. Activity levels, and
4. Correctional standards and case law.

It seems quite clear, in the opinion of the consultant, that three of these factors have changed significantly since the 1994 staffing analysis was conducted.

1. The mission/philosophy of the County and the Sheriff's Office is clearly moving from warehousing to reintegration/habilitation, at least in part because of efforts to manage population and reduce recidivism.
2. Activity levels are much elevated. While some of this is directly related to the increased population in the facility, in other areas, it is related to a change in function, such as the development of this facility as a central intake.
3. Correctional standards and case law have changed both within the state and nationally.

Although there have been modifications to the physical plant, none of the modifications have impacted directly the facility's major inefficiencies; these changes - to booking and to enhance office space - are minor improvements which will not increase staffing efficiency - although they were necessary to provide an acceptable level of functionality. With these changes, it is not surprising that staffing needs have changed.

In addition, in the nearly eight years since the first staffing analysis was completed, there have been changes to personnel policies and law as well as different contractual obligations, which have increased the shift relief factor. Section 5 of this study clearly shows that these changes alone result in an increasing level of staff. Additional evidence of this shortfall seems quite clear in the trend toward increased use of overtime to provide minimum staffing levels. It also seems clear to the consultant that an alternative schedule could be most helpful in minimizing the impact.

In summary, because of both changes to the staffing pattern and the shift relief factor, the County and the Sheriff's Office need to act to address the staffing shortages that are documented in this report. It is also clear that the answer to this problem does not line exclusively in adding more personnel; rather the solution lies in a combination of changes in how business is being done and additional staff. It also seems quite clear to the consultant that changes proposed in this staffing update should be consistent with the long-term plan for the County.

Section 6. Conclusion and Recommendations

Summary of Available Positions and Staffing Requirements

Table 6.1 Comparison of Current and Required FTE's w/Schedule Variants

Job Classification	Current FTE's	Requirements with:				Comment
		Current Schedule	Variance	12 hour Shift	Variance	
Jail Administrator	1	1	0	1	0	
Captain	1	1	0	1	0	
Lieutenant	4	4	0	3	1	1
Sergeant	4	4	0	3	1	1
Lead CO/Corporal	10	13	-3	11	-1	2
Corrections Officer	43.2	53	-9.8	49	-5.8	3
Program Services Coordinator	0	4	-4	4	-4	4
Custodian/CO	2	4	-2	4	-2	5
Food Service Manager	1	1	0	1	0	
Cook	2.8	3	-0.2	3	-0.2	6
Clerks	2.5	2.5	0	2.5	0	
Total	71.5	90.5	-19	82.5	-11	
Contract						
Nurse	1	5	4	5	4	7

Comments:

1. One less position in each of these job classifications would be required with the 12 hour schedule. No immediate action is recommended at this time other than the evaluation of supervisory positions which follows.
2. No action is recommended at this time.
3. See recommendation 3 below.
4. These positions include the classification officer/specialist, two program services coordinators, and the substance abuse liaison. Of these positions, the classification officer/specialist is required first; the program services coordinator positions will be necessary to implement any of the programmatic recommendations; the substance abuse liaison's hiring should be linked to the implementation of the in-facility substance abuse program.
5. These positions include two current positions (the custodian and the CO custodian) and two proposed positions (community restoration officers). Since there does not appear to be any difference between the work of these two positions, the County should evaluate re-classification of the custodian position for the jail. The two other positions are linked to the implementation of recommendations of the Increasing Compliance Alternative Team.
6. No action is recommended at this time.
7. While these positions are not within the Sheriff's Department, the lack of 24 hour health care presents significant liability to the County. These positions should be phased in over a three year period.

Section 6. Conclusion and Recommendations

The Sheriff's Department currently has 71.5 jail FTE's in the County's Table of Organization. This does not include transports and bailiffs which are also listed in the jail budget, but perform functions outside of the jail. The staffing pattern required to provide for current functions and expanded programming requires 90.5 FTE's with the current schedule and 82.5 FTE's with the 12 hour schedule. The advantages of the 12 hour schedule seem clear.

Recommendations

These recommendations are listed in order of action-ability, sequence - and to some degree - priority.

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.
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.

Section 6. Conclusion and Recommendations

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.

Context

Sometimes it is helpful to see staffing requirements in a larger context. In 1999, the Bureau of Justice Statistics surveyed local jails to determine the number of staff they had and the number of inmates they held. Results were expressed as staff to inmate ratios. Because the regions of the US are significantly different with regard to staffing requirements, ratios were calculated for the various regions. Table 6.2 shows the number of total and correctional staff Scott County should expect to have if its staffing were consistent with other jails in the midwest.

Table 6.2 Scott County Staff (Based on BJS Ratio)

	Midwest Ratio	Scott County	Current FTE	Current Schedule	12 Hour Schedule
ADP (2002)		220.5			
Average Staff Rate	1:2.5	88.20	71.5	90.5	82.5
Average CO Ratio	1: 4.2	52.50	43.2	53	49

Scott County’s current correctional staffing is significantly lower than average staffing levels within the region. Unfortunately, it is not lower because its facilities are efficiently designed - as the level of overtime used to compensate for staffing shortages indicates. If Scott County’s staffing were increased to the level

Section 6. Conclusion and Recommendations

the staffing pattern in this document requires, even with the current schedule, staffing would be very consistent with that found within the region. If the 12 hour schedule were used, staffing requirements would be more efficient than other jails within the region.

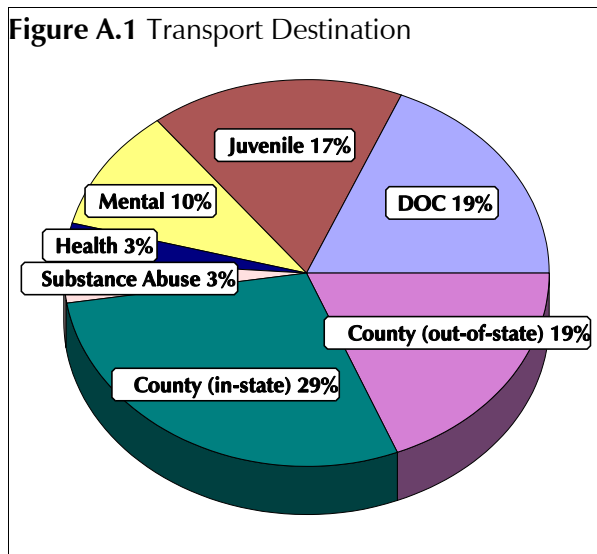
Appendix A. Transportation

Appendix A. Transportation

The Sheriff’s Office provides transportation in the same way as it did in 1994. A two person team of transport officers (who also fill in as bailiffs) provide transportation to and from prisons and other county jails. This team also provides some medical transports as well as all mental health and juvenile transports. These are defined as “non-jail transports.” Correctional staff provide transportation between facilities as well as other “in town” transportation; these are described as “jail transports.”

Non-Jail Transports

- The transport team worked a total of 2,835.5 hours.
 - In 2001, the team averaged 244.89 hours per month.
 - In 1993, the team averaged 227.4 hours per month.
- The transport team drove 8,252 miles on transports
 - In 2001, the team averaged 8,252 miles per month.
 - In 1993, the team averaged 6,338 miles per month.
- The team made a total of 540 transport trips, transporting 930 prisoners.⁵
 - In 2001, the team averaged 49 trips per month.
 - In 1993, the team averaged 34 trips per month.
 - In 2001, the team transported an average of 87 prisoners per month.
 - In 1993, the team transported an average of 63 prisoners per month.



Transports to other counties account for 40% of all transport. Transports to and from the Department of Corrections account for just under 20% of all transports. Juvenile and mental health transports now account for about 25% of all transports.

The number of non-jail transports have increased since 1994. This team is working more hours, driving more miles, making more trips per month and transporting more prisoners.

⁵ This number includes mental health and juvenile transports.

Appendix A. Transportation

Jail Transports

Figure A.2 Day of Transport

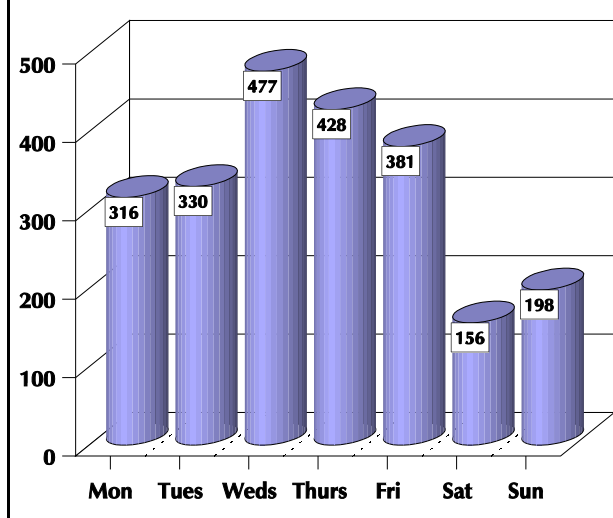


Table A.1 Jail Transport Statistics

Statistics	#	%
Transport Trips		
Adult	2,255	98.6%
Juvenile	31	1.4%
Total	2,286	100.0%
Prisoners Transported		
Males	5,805	96.7%
Females	196	3.3%
Total	6,001	100.0%
Prisoners per trip		2.63

In 2001, the jail staff made 2,286 transport trips, transporting a total of 6,001 inmates - an average of 2.63 prisoners per transports. Since 1994, there has been no significant change in the pattern of transports by day of the week. Most transports occur during the week, particularly Wednesday through Friday. On weekdays, staff make an average of 7.4 transports. On weekends, jail staff make an average of 3.4 transports.

Since 1994, there has been no significant change in the pattern of transports by hour of the day. About 40% of all transports occur between 11 AM and 2 PM. Nearly two-thirds of all transports occur between 8 AM and 4 PM.

Figure A.4 Duration of Transport

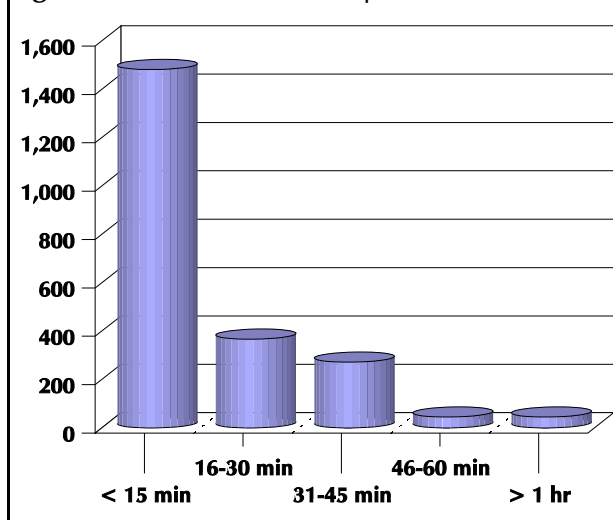
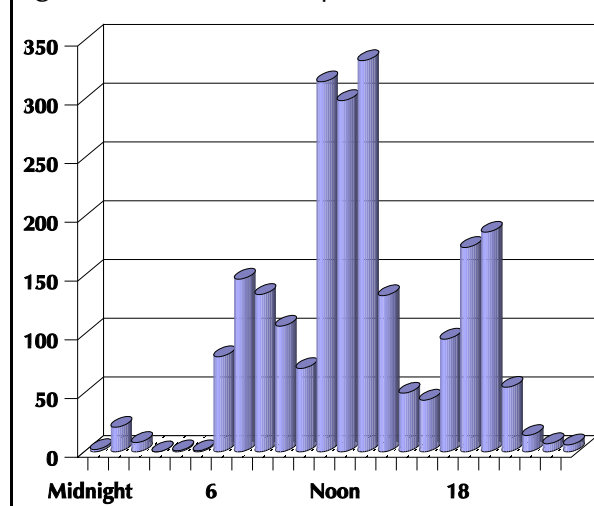


Figure A.3 Hour of Transport



Nearly two-thirds of all transports take 15 minutes or less. This does reflect a change from the 1994 Staffing Study when only half of all transports took less than an hour. The average duration of a transport trip is 19 minutes; the longest trip noted in 2001 was 10 hours. In 2001, 683 hours were

spent in prisoner transportation.

Appendix A. Transportation

Nearly half of all transports involved a trip to the Annex, while more than a third involved a trip to the Main Jail. As noted in the 1994 study, movement to and from the Annex occurs for court, medical exams within the Jail, release, and transportation of trustees to work in the Main Jail.

Medical transports (medical, dental, hospital, and transfer to CADS) account for 7% of transports. Transportation to another jail also accounted for 7% of transports.

While these are relatively short trips, they occur very frequently. They impact facility staffing because they are done by correctional officers who are not available to staff a post in the facility while they are away on transports.

As more inmates are boarded out of Scott County, there will be an increase in both the duration and frequency of transports. During 2003, if populations do not decrease, the County should anticipate increased overtime associated with transportation costs.

