

ANNOTATED MINUTES

***Tuesday, December 13, 1994 - 9:00 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland***

WORK SESSION

WS-1 Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

9:00 - 10:30 Health Department

***BILLI ODEGAARD, BILL DAVIS, JEAN GOULD,
DWAYNE PRATHER, DR. GARY OXMAN, JAN
SINCLAIR, GORDON EMPY, CATHY PAGE AND
MARGE JOSA PRESENTATION AND RESPONSE TO
BOARD QUESTIONS.***

10:30 - 12:00 Department of Community Corrections

***TAMARA HOLDEN, JOANNE FULLER, JIM ROOD,
AND CARY HARKAWAY PRESENTATION AND
RESPONSE TO BOARD QUESTIONS.***

***Tuesday, December 13, 1994 - 1:30 PM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland***

BOARD BRIEFINGS

B-1 Presentation and Discussion of the Oregon Health Plan Implementation and Managed Care Update. Presented by Lorenzo Poe, Howard Klink and Elleen Deck.

***LOLENZO POE, BILLI ODEGAARD, HOWARD KLINK,
AND JUDY ROBISON PRESENTATION AND RESPONSE
TO BOARD QUESTIONS.***

B-2 Presentation and Discussion on the Department of Community Corrections Plan to Participate in a Partnership with the Buckman Neighborhood Association.

Presented by Tamara Holden, Michael Haines and Kevin Criswell.

MICHAEL HAINES, KEVIN CRISWELL AND NEDRA BAGLEY PRESENTATION AND RESPONSE TO BOARD QUESTIONS.

*Wednesday, December 14, 1994 - 9:00 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

WS-2 Board and Managers Discussion on the 1994-95 Mid Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

9:00 - 11:30 Department of Environmental Services

BETSY WILLIAMS, BOB THOMAS, DAVE FLAGLER, SCOTT PEMBLE, MIKE OSWALD, JIM MUNZ, AND KARI HARDWICK PRESENTATION AND RESPONSE TO BOARD QUESTIONS.

11:30 - 12:00 Citizen Involvement Committee

JOHN LEGRY PRESENTATION AND RESPONSE TO BOARD QUESTIONS.

*Thursday, December 15, 1994 - 9:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

REGULAR MEETING

Chair Beverly Stein convened the meeting at 9:30 a.m., with Vice-Chair Tanya Collier, and Commissioners Sharron Kelley, Gary Hansen and Dan Saltzman present.

CONSENT CALENDAR

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER COLLIER, THE CONSENT CALENDAR (ITEM C-1) WAS UNANIMOUSLY APPROVED.

DEPARTMENT OF HEALTH

- C-1 *Ratification of an Intergovernmental Revenue Agreement, Contract #201245, between Multnomah County Health Department and the Municipality of Anchorage, Alaska to Reimburse the County for Testing the County's Health Information System Software, Effective Upon Execution through December 31, 1995*

REGULAR AGENDA

NON-DEPARTMENTAL

- R-1 *PROCLAMATION in the Matter of Honoring those Employers who Provide Employment for Individuals with Developmental Disabilities and Recognizing the Contribution that They Make to the Community*

COMMISSIONER SALTZMAN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-1. PROCLAMATION READ FOR THE RECORD. COMMISSIONER SALTZMAN PRESENTED EXPLANATION. THE BOARD PRESENTED A COPY OF THE PROCLAMATION HONORING VARIOUS EMPLOYERS OF INDIVIDUALS WITH DEVELOPMENTAL DISABILITIES TO: ALBERTSON'S, ATWATER'S, BUILDER'S SQUARE, BURGER KING, BURGerville USA, CATERAIR, COFFEE BEAN INTERNATIONAL, CONTAINER RECOVERY INC., EDGEFIELD INN, F.H. STEINBART, FAIRVIEW TRAINING CENTER, FARMER'S INSURANCE, FAST BREAK, FIRE MOUNTAIN ENTERPRISES, FIRST INTERSTATE BANK, FRED MEYER, GLOBE AIRPORT SECURITY SERVICES, GOOD SAMARITAN HOSPITAL, GREAT BEGINNINGS CHILD CARE, HIPPO HARDWARE, JODY'S RESTAURANT, LUMITE, McDONALD'S, McMENAMIN'S PUBS, MOCHA MAMA MT. HOOD CHEMICAL, NIKE, NORDSTROM, NW FIBER FABRICATIONS, OHSU, PIZZA HUT, PORTLAND BOLD, PORTLAND COMMUNITY COLLEGE PEP, PORTLAND IMPORTS, PP & I, PRECISION DIE CUTTING, PROVIDENCE HOSPITAL, PROVIDENCE MEDICAL CENTER, QUALICOTE, RED ROBIN, RHEINLANDER, ROBERT'S OF PORTLAND, ROSE MOYER THEATER, SAFEWAY, SCHMIDT NURSERY, SCHUCK'S AUTO PARTS, ST. VINCENT DePAUL, TACO BELL, TOWER RECORDS US BANK, UNIFIRST AND WENDY'S. PROCLAMATION 94-243 WAS UNANIMOUSLY APPROVED.

PUBLIC CONTRACT REVIEW BOARD

(Recess as the Board of County Commissioners and convene as the Public Contract Review Board)

- R-2** *Second Reading and Possible Adoption of a Proposed ORDINANCE Adopting Rules of the Multnomah County Public Contract Review Board*

PROPOSED ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER HANSEN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF THE SECOND READING AND ADOPTION. NO ONE WISHED TO TESTIFY. ORDINANCE NO. 807 WAS UNANIMOUSLY APPROVED.

(Recess as the Public Contract Review Board and reconvene as the Board of County Commissioners)

AGING SERVICES DIVISION

- R-3** *Budget Modification ASD #1 Requesting Authorization to Add \$11,000 in Funds from the State of Oregon, for the "Never Too Late" Drug and Alcohol Grant for Elderly Clients Dealing with Drug and Alcohol Related Illness*

UPON MOTION OF COMMISSIONER KELLEY, SECONDED BY COMMISSIONER SALTZMAN, IT WAS UNANIMOUSLY APPROVED TO POSTPONE ITEMS R-3 AND R-4 TO A TIME CERTAIN OF THURSDAY, DECEMBER 22, 1994.

- R-4** *Budget Modification ASD #2 Requesting Authorization to Add \$30,000 in Funds from the University of Minnesota, for a Client Values Assessment Project*

POSTPONED UNTIL THURSDAY, DECEMBER 22, 1994.

NON-DEPARTMENTAL

- R-5** *Request for Approval of a Notice of Intent to Apply for Grants and Sponsorships to Support Public Education on Personal Preparedness for Emergencies through the Development and Implementation of a Community Signboard Project*

COMMISSIONER KELLEY MOVED AND COMMISSIONER COLLIER SECONDED, APPROVAL OF R-5. JOY TUMBAGA EXPLANATION. NOTICE OF INTENT WAS UNANIMOUSLY APPROVED.

- R-6 *Second Reading and Possible Adoption of a Proposed ORDINANCE Adjusting Exempt Employee Wages and Benefits in Order to Carry Out Measure 8, and to Equalize Benefits for Exempt and Non-Exempt Employees; Repealing Certain Provisions in Ordinance 740 Relating to Pension Benefits, Increasing Salaries and Salary Ranges for Exempt Employees, and Declaring an Emergency*

PROPOSED ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER COLLIER MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF THE SECOND READING AND ADOPTION. NO ONE WISHED TO TESTIFY. ORDINANCE NO. 808 APPROVED, WITH COMMISSIONERS COLLIER, HANSEN AND STEIN VOTING AYE, AND COMMISSIONERS KELLEY AND SALTZMAN VOTING NO.

PUBLIC COMMENT

- R-7 *Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*

NONE.

There being no further business, the meeting was adjourned at 9:40 a.m.

**OFFICE OF THE BOARD CLERK
of MULTNOMAH COUNTY, OREGON**



Carrie A. Parkerson

**Thursday, December 15, 1994 - 11:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland**

- B-3 *Presentation and Briefing on Audit, "Corrections Overtime: Improve Scheduling Practices," Released 12/2/94. Presented by Gary Blackmer.*

GARY BLACKMER PRESENTATION AND RESPONSE TO BOARD QUESTIONS. SHERIFF JOHN BUNNELL AND CHIEF DEPUTY TOM SLYTER THANKED AUDITOR AND STAFF FOR ALL WORK DONE TO PREPARE THIS AUDIT AND RESPONDED TO RECOMMENDATIONS OF THE AUDIT.

*Friday, December 16, 1994 - 9:00 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

WS-3 Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

9:00 - 10:00 Aging Services Division

***JIM McCONNELL, CARLA GOLDING, SUE YOUNG AND
JEAN DeMASTER PRESENTATION AND RESPONSE TO
BOARD QUESTIONS.***

10:00 - 12:00 Sheriff's Office

***THIS SESSION TO BE RESCHEDULED TO A LATER
DATE DUE TO THE FOLLOWING SPECIAL MEETING.***

*Friday, December 16, 1994 - 10:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

SPECIAL MEETING

Judge John Mabrey, Wasco County Board of Commissioners, convened the meeting via teleconference at 10:30 a.m., with Multnomah County Chair Beverly Stein, Vice-Chair Tanya Collier, and Commissioners Sharron Kelley, Gary Hansen and Dan Saltzman; along with Baker County Judge Steve Bogart, Commissioners Gerald Conrad and Truscott Irby; Clackamas County Commissioners Ed Lindquist, Judie Hammerstad, and Darlene Hooley; Crook County Judge Fred Rodgers, Commissioners Ted Comini and Mike McCabe; Gilliam County Judge Laura Pryor, Commissioners Alan Anderson and Frank Bettencourt; Grant County Judge Kevin Campbell, Commissioners Sondra Lino and Robert Kimberling; Hood River County Commissioners Jerry Routson, John Arens, Allen Moore, R. Kent Rosemont and Beverly Rowland; Morrow County Judge Louis Carlson, Commissioners Raymond French and Donald McElligott; Sherman County Commissioners Robert Boynton and John Schadewitz; Wasco County Commissioners C.E. Filbin and Scott McKay; and Wheeler County Judge Jeanne Burch, Commissioner William Potter present.

S-1 The Multnomah County Board of Commissioners Will Meet Via Teleconference With the Boards and Courts of Baker, Clackamas, Crook, Gilliam, Grant, Hood River, Morrow, Sherman, Wasco and Wheeler Counties, for the Purpose of Filling the Vacancy in the 68th Oregon Legislative Assembly, State Senate District 28.

The Nominees Chosen by the Republican Precinct Committee of Senate District 28 are as Follows:

*Lawrence F. Lear
Wilbert L. Sullens
Rodger Van Zanten
Gregory Paul Walden*

Judge John Mabrey, Wasco County Board of Commissioners, Will be Chairing the Joint Meeting from Cousin's Restaurant in The Dalles. Interested Persons May Listen to the Meeting in Room 602 of the Multnomah County Courthouse.

JUDGE JOHN MABREY OUTLINED THE PROCEDURE ORDER FOR TODAY, ADVISING THAT THE BOARDS AND COURTS WOULD START BY HEARING THE NOMINEES PRESENTATIONS FIRST; FOLLOWED BY A ROLL CALL VOICE VOTE, WITH ONLY THOSE JUDGES AND COMMISSIONERS PRESENT ALLOWED TO CAST THEIR ALLOTTED VOTES AS DETERMINED BY THE STATE OF OREGON ELECTIONS DIVISION; IF NOT PRESENT VOTES ALLOTTED FOR THAT PERSON WILL NOT BE COUNTED.

JUDGE MABREY READ STATEMENT FOR ROGER VAN ZANTEN, WHO WAS NOT PRESENT. LAWRENCE F. LEAR, NOT PRESENT AND NO STATEMENT MADE. WILBERT L. SULLENS AND GREGORY PAUL WALDEN MADE PRESENTATIONS ON THEIR OWN BEHALF.

FOLLOWING NOMINEE STATEMENTS, A ROLL CALL VOICE VOTE WAS TAKEN, WITH OFFICIAL TABULATION COMPLETED BY WASCO COUNTY CLERK/CHIEF ELECTIONS OFFICER KAREN LeBRETON. THE FOLLOWING VOTES WERE CAST:

JOHN MABREY	GREG WALDEN	4 VOTES
STEVE BOGART	WILL SULLENS	3 1/3 VOTES
GERALD CONRAD	WILL SULLENS	3 1/3 VOTES
TRUSCOTT IRBY	WILL SULLENS	3 1/3 VOTES
ED LINDQUIST	GREG WALDEN	1 2/3 VOTES
JUDIE HAMMERSTAD	GREG WALDEN	1 2/3 VOTES
DARLENE HOOLEY	GREG WALDEN	1 2/3 VOTES
FRED RODGERS	GREG WALDEN	3 VOTES
TED COMINI	GREG WALDEN	3 VOTES
MIKE McCABE	GREG WALDEN	3 VOTES
LAURA PRYOR	GREG WALDEN	1/3 VOTES
ALAN ANDERSON	GREG WALDEN	1/3 VOTES

FRANK BETTENCOURT	WILL SULLENS	1/3 VOTES
KEVIN CAMPBELL	GREG WALDEN	1 2/3 VOTES
SONDRA LINO	GREG WALDEN	1 2/3 VOTES
ROBERT KIMBERLING	WILL SULLENS	1 2/3 VOTES
JERRY ROUTSON	GREG WALDEN	2 VOTES
JOHN ARENS	GREG WALDEN	2 VOTES
ALLEN MOORE	GREG WALDEN	2 VOTES
R. KENT ROSEMONT	GREG WALDEN	2 VOTES
BEVERLY ROWLAND	GREG WALDEN	2 VOTES
LOUIS CARLSON	GREG WALDEN	2/3 VOTE
RAYMOND FRENCH	GREG WALDEN	2/3 VOTE
DONALD McELLIGOTT	GREG WALDEN	2/3 VOTE
BEVERLY STEIN	GREG WALDEN	1 VOTE
DAN SALTZMAN	GREG WALDEN	1 VOTE
GARY HANSEN	GREG WALDEN	1 VOTE
TANYA COLLIER	GREG WALDEN	1 VOTE
SHARRON KELLEY	GREG WALDEN	1 VOTE
MIKE McARTHUR	GREG WALDEN	1/3 VOTE
ROBERT BOYNTON	GREG WALDEN	1/3 VOTE
JOHN SCHADEWITZ	GREG WALDEN	1/3 VOTE
C.E. FILBIN	GREG WALDEN	4 VOTES
SCOTT McKAY	GREG WALDEN	4 VOTES
JEANNE BURCH	GREG WALDEN	1/3 VOTE
H. JOHN ASHER	NOT PRESENT	NO VOTE
WILLIAM POTTER	GREG WALDEN	1/3 VOTE

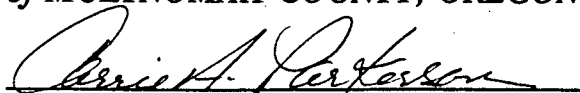
FOLLOWING VOICE VOTE AND TABULATION,
KAREN LeBRETON ANNOUNCED THAT GREG
WALDEN RECEIVED 48-2/3 VOTES AND WILL
SULLENS RECEIVED 12 VOTES.

IN ACCORD WITH PROCEDURES ESTABLISHED BY
THE SECRETARY OF STATE, THE BOARDS OF
COUNTY COMMISSIONERS OF BAKER, CLACKAMAS,
CROOK, GILLIAM, GRANT, HOOD RIVER, MORROW,
MULTNOMAH, SHERMAN, WASCO AND WHEELER
COUNTIES AND THE COUNTY COURT OF WASCO
COUNTY VOTED TO APPOINT (NOMINEE) GREGORY
PAUL WALDEN TO FILL THE VACANCY IN THE
LEGISLATIVE ASSEMBLY, STATE SENATE DISTRICT
28, HAVING RECEIVED THE HIGHEST NUMBER OF
VOTES. THIS APPOINTMENT WAS UNANIMOUSLY
APPROVED.

GREG WALDEN PRESENTED ACCEPTANCE
STATEMENT AND THANKED ALL FOR THE
APPOINTMENT.

There being no further business, the meeting was adjourned at 11:08 a.m.

**OFFICE OF THE BOARD CLERK
of MULTNOMAH COUNTY, OREGON**


Carrie A. Parkerson



MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK
SUITE 1510, PORTLAND BUILDING
1120 S.W. FIFTH AVENUE
PORTLAND, OREGON 97204

BOARD OF COUNTY COMMISSIONERS
BEVERLY STEIN • CHAIR • 248-3308
DAN SALTZMAN • DISTRICT 1 • 248-5220
GARY HANSEN • DISTRICT 2 • 248-5219
TANYA COLLIER • DISTRICT 3 • 248-5217
SHARRON KELLEY • DISTRICT 4 • 248-5213
CLERK'S OFFICE • 248-3277 • 248-5222

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

DECEMBER 12, 1994 - DECEMBER 16, 1994

<i>Tuesday, December 13, 1994 - 9:00 AM - Work Session</i>	<i>Page 2</i>
<i>Tuesday, December 13, 1994 - 1:30 PM - Board Briefings</i>	<i>Page 2</i>
<i>Wednesday, December 14, 1994 - 9:00 AM - Work Session</i>	<i>Page 2</i>
<i>Thursday, December 15, 1994 - 9:30 AM - Regular Meeting</i>	<i>Page 3</i>
<i>Thursday, December 15, 1994 - 11:30 AM - Board Briefing</i>	<i>Page 4</i>
<i>Friday, December 16, 1994 - 9:00 AM - Work Session</i>	<i>Page 4</i>

Thursday Meetings of the Multnomah County Board of Commissioners are taped and can be seen by Paragon Cable subscribers at the following times:

*Thursday, 6:00 PM, Channel 30
Friday, 10:00 PM, Channel 30
Saturday, 12:30 PM, Channel 30
Sunday, 1:00 PM, Channel 30*

INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD CLERK AT 248-3277 OR 248-5222, OR MULTNOMAH COUNTY TDD PHONE 248-5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.

Tuesday, December 13, 1994 - 9:00 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

WS-1 Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

<i>9:00 - 10:30</i>	<i>Health Department</i>
<i>10:30 - 12:00</i>	<i>Department of Community Corrections</i>

Tuesday, December 13, 1994 - 1:30 PM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

BOARD BRIEFINGS

B-1 Presentation and Discussion of the Oregon Health Plan Implementation and Managed Care Update. Presented by Lorenzo Poe, Howard Klink and Elleen Deck. 1 HOUR REQUESTED.

B-2 Presentation and Discussion on the Department of Community Corrections Plan to Participate in a Partnership with the Buckman Neighborhood Association. Presented by Tamara Holden, Michael Haines and Kevin Criswell. 20 MINUTES REQUESTED.

Wednesday, December 14, 1994 - 9:00 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

WS-2 Board and Managers Discussion on the 1994-95 Mid Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:

<i>9:00 - 11:30</i>	<i>Department of Environmental Services</i>
<i>11:30 - 12:00</i>	<i>Citizen Involvement Committee</i>

Thursday, December 15, 1994 - 9:30 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

REGULAR MEETING

CONSENT CALENDAR

DEPARTMENT OF HEALTH

- C-1 Ratification of an Intergovernmental Revenue Agreement, Contract #201245, between Multnomah County Health Department and the Municipality of Anchorage, Alaska to Reimburse the County for Testing the County's Health Information System Software, Effective Upon Execution through December 31, 1995*

REGULAR AGENDA

NON-DEPARTMENTAL

- R-1 PROCLAMATION in the Matter of Honoring those Employers who Provide Employment for Individuals with Developmental Disabilities and Recognizing the Contribution that They Make to the Community*

PUBLIC CONTRACT REVIEW BOARD

(Recess as the Board of County Commissioners and convene as the Public Contract Review Board)

- R-2 Second Reading and Possible Adoption of a Proposed ORDINANCE Adopting Rules of the Multnomah County Public Contract Review Board*

(Recess as the Public Contract Review Board and reconvene as the Board of County Commissioners)

AGING SERVICES DIVISION

- R-3 Budget Modification ASD #1 Requesting Authorization to Add \$11,000 in Funds from the State of Oregon, for the "Never Too Late" Drug and Alcohol Grant for Elderly Clients Dealing with Drug and Alcohol Related Illness*
- R-4 Budget Modification ASD #2 Requesting Authorization to Add \$30,000 in Funds from the University of Minnesota, for a Client Values Assessment Project*

NON-DEPARTMENTAL

- R-5 *Request for Approval of a Notice of Intent to Apply for Grants and Sponsorships to Support Public Education on Personal Preparedness for Emergencies through the Development and Implementation of a Community Signboard Project*
- R-6 *Second Reading and Possible Adoption of a Proposed ORDINANCE Adjusting Exempt Employee Wages and Benefits in Order to Carry Out Measure 8, and to Equalize Benefits for Exempt and Non-Exempt Employees; Repealing Certain Provisions in Ordinance 740 Relating to Pension Benefits, Increasing Salaries and Salary Ranges for Exempt Employees, and Declaring an Emergency*

PUBLIC COMMENT

- R-7 *Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.*
-

Thursday, December 15, 1994 - 11:30 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

- B-3 *Presentation and Briefing on Audit, "Corrections Overtime: Improve Scheduling Practices," Released 12/2/94. Presented by Gary Blackmer. 11:30 TIME CERTAIN, 45 MINUTES REQUESTED.*
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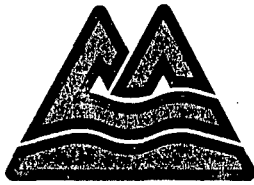
Friday, December 16, 1994 - 9:00 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

WORK SESSION

- WS-3 *Board and Managers Discussion on the 1994-95 Mid-Year Performance Report; Review Status of Current Year Action Plans and Key Results Measures; and Updates on 3-6 High Priority Action Plans, for the Following:*

<i>9:00 - 10:00</i>	<i>Aging Services Division</i>
<i>10:00 - 12:00</i>	<i>Sheriff's Office</i>



MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK
SUITE 1510, PORTLAND BUILDING
1120 S.W. FIFTH AVENUE
PORTLAND, OREGON 97204

BOARD OF COUNTY COMMISSIONERS

BEVERLY STEIN •	CHAIR •	248-3308
DAN SALTZMAN •	DISTRICT 1 •	248-5220
GARY HANSEN •	DISTRICT 2 •	248-5219
TANYA COLLIER •	DISTRICT 3 •	248-5217
SHARRON KELLEY •	DISTRICT 4 •	248-5213
CLERK'S OFFICE •	248-3277 •	248-5222

SUPPLEMENTAL AGENDA

Friday, December 16, 1994 - 10:30 AM

*Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

SPECIAL MEETING

S-1 The Multnomah County Board of Commissioners Will Meet Via Teleconference With the Boards and Courts of Baker, Clackamas, Crook, Gilliam, Grant, Hood River, Morrow, Sherman, Wasco and Wheeler Counties, for the Purpose of Filling the Vacancy in the 68th Oregon Legislative Assembly, State Senate District 28. The Nominees Chosen by the Republican Precinct Committee of Senate District 28 are as Follows:

*Lawrence F. Lear
Wilbert L. Sullens
Rodger Van Zanten
Gregory Paul Walden*

Judge John Mabrey, Wasco County Board of Commissioners, Will be Chairing the Joint Meeting from Cousin's Restaurant in The Dalles. Interested Persons May Listen to the Meeting in Room 602 of the Multnomah County Courthouse.

MEETING DATE: DEC 15 1994

AGENDA NO: B-3

(Above Space for Board Clerk's Use ONLY)

AGENDA PLACEMENT FORM

SUBJECT: PRESENTATION OF AUDIT: CORRECTIONS OVERTIME: IMPROVE SCHEDULING PRACTICES

BOARD BRIEFING Date Requested: DECEMBER 15, 1994 11:30 A.M.

Amount of Time Needed: 45 MINUTES

REGULAR MEETING: Date Requested: _____

Amount of Time Needed: _____

DEPARTMENT: AUDITOR

DIVISION: NON-DEPARTMENTAL

CONTACT: GARY BLACKMER

TELEPHONE #: 248-3320

BLDG/ROOM #: 101/136

PERSON(S) MAKING PRESENTATION: GARY BLACKMER

ACTION REQUESTED:

☒ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☐ APPROVAL ☐ OTHER

SUMMARY (Statement of rationale for action requested, personnel and fiscal/budgetary impacts, if applicable):

PRESENTATION AND BRIEFING ON AUDIT, "CORRECTIONS OVERTIME: IMPROVE SCHEDULING PRACTICES," RELEASED 12/2/94.

SIGNATURES REQUIRED:

ELECTED OFFICIAL: _____

OR

DEPARTMENT MANAGER: _____

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Office of the Board Clerk 248-3277/248-5222

0516C/63

6/93



GARY BLACKMER

COUNTY AUDITOR
1021 SW 4TH AVENUE, ROOM 136
PORTLAND, OR 97204
(503) 248-3320

MULTNOMAH COUNTY OREGON

DATE: November 28, 1994

TO: Beverly Stein, Multnomah County Chair
Dan Saltzman, Commissioner, District 1
Gary Hansen, Commissioner, District 2
Tanya Collier, Commissioner, District 3
Sharron Kelley, Commissioner, District 4

FROM: Gary Blackmer, County Auditor

SUBJECT: Presentation of Overtime Audit to Board on December 15, 1994

Recommendation/Action Requested

Review and discuss contents of Auditor's report of "Corrections Overtime: Improve scheduling practices" issued on December 2, 1994. Use the report to assist in reviewing corrections facility staffing, and scheduling information needs.

Background / Analysis

See the Audit Report.

Financial Impact

\$300,000 of unnecessary jail staffing expenses in FY93-94. About \$250,000 of this amount could have been saved by hiring fewer corrections officers and spending more overtime.

Legal Issues

not applicable

Controversial Issues

none

Link to Current County Policies

Recommendation D suggests the procurement or development of an automated scheduling system. If there is no adequate software to be purchased and it must be developed, the Sheriff's Office and ISD should consider marketability to other jurisdictions. This entrepreneurial approach is consistent with the County's adopted Financial Policy.

Citizen Participation

not applicable

Other Government Participation

not applicable

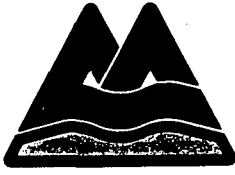
Corrections Overtime

Improve scheduling practices

December 1994



Gary Blackmer
Multnomah County Auditor



GARY BLACKMER
COUNTY AUDITOR
1021 SW 4TH AVENUE, ROOM 136
PORTLAND, OR 97204
(503) 248-3320

MULTNOMAH COUNTY OREGON

MEMORANDUM

DATE: December 2, 1994

TO: Beverly Stein, Multnomah County Chair
Dan Saltzman, Commissioner, District 1
Gary Hansen, Commissioner, District 2
Tanya Collier, Commissioner, District 3
Sharron Kelley, Commissioner, District 4

SUBJECT: Audit of Corrections Overtime

The attached report covers our audit of overtime spending for corrections activities in the Sheriff's Office, and was included in our FY93-94 audit schedule.

Overtime is a necessary and cost-effective component for operating our five jails. This audit examines the \$1.7 million of overtime spending that supplements the \$20 million paid to the 325 full-time staff who operate the jails. Corrections operations has already been improved with the formation of a Scheduling Unit. However, scheduling remains a manual process. An automated information system could provide Corrections with the necessary tools to more efficiently and effectively manage their personnel. Our analysis could have gone further with more information about corrections personnel deployment. For this reason, we also directed some of our efforts toward identifying the information that would improve the scheduling of personnel.

We have discussed these findings and recommendations with managers and staff in the Sheriff's Office. Their written response is the last section of the report. We would appreciate receiving a written status report from the Sheriff, or a designee, in six months indicating what further progress has been made regarding the recommendations identified in this report. This response should be circulated to the Commissioners.

We appreciate the cooperation and assistance extended to us by all the managers and staff of the Sheriff's Office.



GARY BLACKMER
Multnomah County Auditor

Auditor: Craig Hunt
Desktop Publishing: Lucy Skibitzke

TABLE OF CONTENTS

Summary	i
Background	
Overtime spending in the jails	1
Corrections staffing	1
Overtime rules	2
Scheduling	3
Managing workload	3
Managing staffing	4
Managing workload and staffing - an example	5
Managing costs	7
Scope and Methodology	8
Chapter One - Better scheduling is possible	10
Workload could be better managed	10
Absences could be better controlled	11
Staff resources can be better allocated	13
Chapter Two - Need for a distinct scheduling system	16
Critical scheduling data needed	16
Operational needs	18
Management reports needed	18
Re-assess priorities of payroll and scheduling information	19
Further streamline payroll	19
Recommendations	21
Appendix A	22
Appendix B	23
Response to the Audit	
Robert Skipper, Sheriff	28

SUMMARY

This report covers our review of overtime spending in the Sheriff's corrections facilities. In general we found opportunities to reduce costs through improved scheduling practices. The Sheriff's Office has already taken steps to address some of the audit findings. Responses to the audit are included in the back of the report.

To operate five jails in FY93-94, the Sheriff's Office supplemented its work force of about 325 corrections deputies with approximately \$1.7 million in overtime hiring. Corrections managers must ensure enough staff are on duty to supervise inmates 24 hours a day, every day. To better manage its corrections personnel and workload, the Sheriff's Office recently created a Scheduling Unit.

A primary objective of scheduling is to match the level of staff to the workload. However, on a daily basis, both available staff and workload is uncertain. If insufficient numbers of corrections deputies are available to meet the workload demand, then overtime hiring must make up the difference. In contrast, too many corrections deputies for the workload will result in a less productive use of staff resources. The best match of staff to workload will produce a balance between the costs of too many corrections deputies and the costs of overtime spending. Effective scheduling will manage the workload and staffing in the facilities to achieve this balance.

The Sheriff's Office has taken steps to manage its workload. For example, architectural changes were made in one area to reduce the need for staffing. However, the last review of "post" work assignments was conducted in 1987. Since that time there have been significant operational changes which could affect staffing needs. One post staffed 24 hours per day, 365 days per year costs about \$288,000 annually.

Temporary administrative assignments reduce the availability of corrections deputies to work "post" assignments at the jails. Although the Sheriff's Office has made efforts to better manage temporary administrative assignments, we found these tasks could be better tracked and controlled.

The Sheriff's Office has taken some steps to manage staffing in the facilities. For example, surplus corrections deputies at a particular jail can be temporarily reassigned to work at another jail which may be experiencing staff shortages that day. The Scheduling Unit is developing a training schedule for the winter months when fewer corrections deputies are absent. In addition, current personnel practices have allowed timely hiring of corrections deputies when positions became vacant.

However, management of corrections staff could be improved. Overtime spending can be reduced by better controlling absences of corrections deputies. Sheriff's Office procedures for vacation leave were not being followed. Vacation leave was often scheduled or cancelled on short notice, and in increments of less than the required 40 hours. In addition, revisions should be made to the Sheriff's Office policy of limiting the number of corrections deputies allowed to take vacation and personal holidays. While the policy limits the number of these absences to 21 each day, there is no limit on each shift which results in overtime hiring on one shift while surplus corrections deputies are available on other shifts the same day. We estimate that setting vacation and personal holiday limits for each shift could save at least \$32,000 per year. Corrections managers stated that they believe setting vacation and personal holiday limits by shift requires negotiation with the corrections deputies bargaining unit.

We also found that the combined number of corrections deputies taking vacation and personal holidays for all shifts sometimes exceeded the daily limit, but we could not determine the cause due to insufficient scheduling information. We believe that the recently formed Scheduling Unit will provide better controls over personal holiday and vacation leave.

Corrections staffing levels could be better managed as well. The Sheriff's Office reduced overtime spending by \$166,000 from FY92-93 to FY93-94 by staffing closer to the number of authorized corrections deputies in its FY93-94 budget. However, other personnel costs increased by \$420,000. We estimate that operating the jails with more overtime and fewer full-time employees in FY93-94 could have saved approximately \$254,000. We also found that corrections deputies could be better allocated among the days of the week to match the varying workload. Approximately \$29,000 could have been saved by better allocating staff among the days of the week.

Corrections managers could better manage the workload and corrections staffing by collecting and analyzing more information. The Sheriff's Office has relied on its computerized payroll system, SOTARS, to assist in scheduling. However, SOTARS has not been adequate to meet scheduling needs. Corrections managers continue to rely upon manual procedures to schedule staff, and information gathered on overtime is unreliable. Because SOTARS is primarily a payroll system, its objectives and functions differ from those of a scheduling system. Payroll systems do not gather important scheduling information or produce reports that identify scheduling problems. The staff in the Scheduling Unit currently perform most of their tasks without the assistance of any specialized programming, which reduces their efficiency and ability to make timely scheduling decisions.

While more effort is needed to meet scheduling objectives, there are opportunities to eliminate some unnecessary payroll tasks. The Sheriff's Office is converting from

SOTARS to the new county-wide payroll system. This conversion along with the formation of the Scheduling Unit presents several opportunities to streamline some of its activities. The Sheriff's Office has already made a number of improvements that were recommended in an interim audit report released in March 1994. However, the current practice of "auditing" every payroll transaction does not appear to be a cost-effective practice. The payroll office could more selectively audit payroll records for errors, while the Scheduling Unit could ensure that common payroll and scheduling information agrees. The Sheriff's Office has requested special modifications to the new County payroll system to continue its current auditing practices.

We recommend that the workload needs of the corrections facilities be reviewed, and that the Sheriff's Office better control its absences, and allocate its staff through better scheduling practices. The Sheriff's Office should also collect scheduling information, automate its scheduling functions, and re-assess its payroll and scheduling activities to take full advantage of changes currently taking place.

BACKGROUND

Overtime spending in the jails

In FY93-94 the Corrections Branch spent \$2,369,000 on overtime and accounted for approximately 69% of overtime spending in the Sheriff's Office. Approximately \$1,769,000 or 75% of Corrections Branch overtime was spent to operate the County's five jails. Over the last six years personnel costs for the jails have increased as a result of the additional workload when the Inverness Jail was opened, as well as annual wage increases for corrections deputies. Exhibit 1 shows staffing costs in the jail, expressed in FY93-94 dollars.

Exhibit 1

Exhibit 1		Regular pay	Overtime	Total Costs
Personnel costs in the jails, in constant dollars	FY88-89	\$14,588,672	\$1,251,384	\$15,840,056
	FY89-90	\$15,567,248	\$1,577,651	\$17,144,899
	FY90-91	\$15,663,152	\$997,013	\$16,660,165
	FY91-92	\$18,711,157	\$1,221,524	\$19,932,681
	FY92-93	\$19,120,898	\$1,934,890	\$21,055,788
	FY93-94	\$19,745,300	\$1,768,975	\$21,514,275

Source: County financial reports

Corrections staffing

Multnomah County's five jails have a combined capacity of 1,343 inmates. The Multnomah County Detention Center (MCDC) is a maximum security facility and is the central hub of the five jails. MCDC has a capacity of 476 inmates and operates as the entry and exit point for all persons placed in custody. The appropriate level of security that is needed for each inmate is determined at MCDC. Based on this classification, the best facility is selected to house the inmate. The other jail facilities are:

- ▶ Inverness Jail, a medium security facility with a capacity of 514 inmates.
- ▶ Multnomah County Correctional Facility, a holding facility for the least troublesome inmates, with a capacity of 190 inmates.
- ▶ Restitution Center, a correctional program housing approximately 92 inmates.
- ▶ Courthouse Jail, which houses 71 inmates and also serves as a temporary holding area for court appearances.

The Sheriff's Office operates these facilities 24 hours a day, 365 days a year. Daily scheduling for all the jails is performed centrally at MCDC by a newly formed Scheduling Unit. The Sheriff's Office created the Scheduling Unit in January 1994 taking over scheduling responsibilities from each of the shift commanders. The Scheduling Unit operates seven days a week and is currently comprised of a part-time lieutenant, 2.4 FTE sergeants, and an office clerk.

Facility work assignments are filled by different ranks of corrections deputies. In May 1994, the corrections facilities were staffed by 8 lieutenants, 32 sergeants and 286 other corrections deputies. Corrections deputies are normally assigned to work at a particular facility, on one of three 8-hour shifts: day shift (7:30am to 3:30pm), evening shift (3:30pm to 11:30pm), or graveyard shift (11:30pm to 7:30am). A 3% or 4% wage premium is paid to deputies working on the evening and graveyard shifts respectively. Corrections deputies are also paid an extra quarter hour for attending roll call before the shift begins.

Most corrections deputies are assigned to work for one year on a particular shift based upon a shift-bidding process that favors the more senior deputies. Newly hired deputies are rotated among the three shifts for training purposes during their first year.

Several current practices enhance scheduling flexibility. Each shift has an unassigned group of corrections deputies. On a daily basis, the unassigned group of corrections deputies can be directed to work at another jail that has a greater need for staff. In this way, all corrections deputies on a shift are pooled as a resource for all jails. Corrections personnel may also temporarily perform the work of a higher job classification. For example, if there is a shortage of sergeants on a particular day, a vacancy can be filled by a qualified corrections deputy who will receive sergeant's pay.

Overtime rules

The bargaining unit agreement between Multnomah County and the Multnomah County Corrections Officers Association describes the overtime rules. A corrections deputy earns overtime for work performed in excess of 8 hours in any work day or 40 hours in any work week. Corrections deputies are paid at time and one-half their hourly rate for overtime worked during 6 consecutive work days. If they work a 7th consecutive day, corrections deputies are paid double their hourly rate for overtime. If deputies are called in to work part of a shift, the bargaining unit agreement requires a minimum payment of 4 hours of

overtime. Corrections deputies also get paid overtime for working on the Fourth of July, Thanksgiving, Christmas, and New Year's Day.

Corrections deputies can also receive a 20% pay premium if they accept a request to work on a different shift than normally assigned for that day. For example, if the day shift has more deputies than needed while the evening shift has a shortage of deputies, a day shift deputy can be asked to work on the evening shift for a 20% premium.

The Sheriff's Office has other written procedures pertaining to voluntary overtime. Corrections deputies who desire to work overtime sign-up quarterly to compete for available overtime. Senior deputies get first preference to work overtime. A voluntary overtime book is maintained manually and is used by the Scheduling Unit to hire deputies to work overtime.

Scheduling

A primary objective of scheduling is to achieve the best match of staff to workload. The Sheriff's Office hires staff on overtime when there is a shortage of scheduled corrections deputies to handle the workload on a particular day and shift. This mismatch of staff to workload can be caused by unanticipated workload increases, higher than normal absence rates, or poor allocation of staff resources. Mismatches may also occur when there are more staff than workload. As a result, there may not be any assigned work for some of the regularly scheduled deputies if there is an unanticipated drop in workload, lower than normal absence rates, or a misallocation of staff resources. Corrections managers must find other duties in the facility for staff when there is no assigned work. Effective scheduling requires management of workload and staffing.

Managing workload

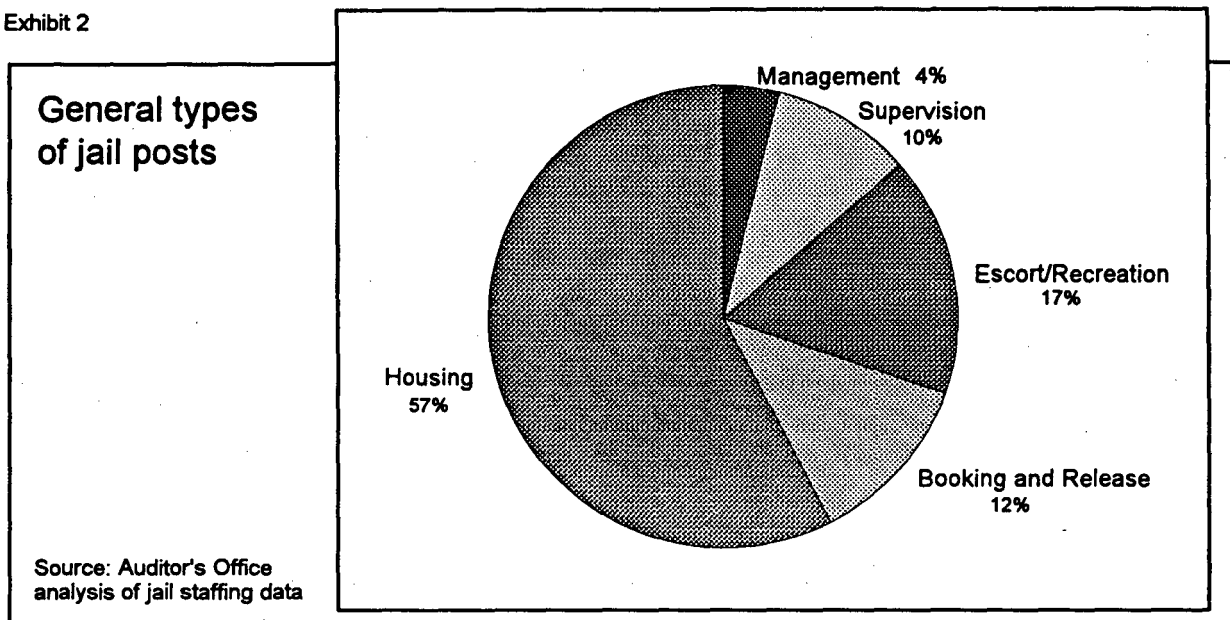
Most of the corrections deputies at the jails are assigned to a particular location or "post." Many post assignments are predictable because the architecture of the facilities requires staff to be assigned to specific locations to supervise inmates. For example, every day on all shifts, a corrections deputy is assigned to supervise inmates in Dorm 1 at Inverness Jail. Appendix A shows facility posts as of May 1994.

Some posts vary by time of day or day of week. For example, additional corrections deputies are scheduled during the day shift to escort inmates to meetings with attorneys, or for other activities. There are fewer posts on the graveyard shift when inmates are asleep. Some posts are staffed seven days a week on all three shifts, and some are staffed five or fewer days each week on some shifts.

Occasionally, posts may be closed for all or part of a shift in response to variances in workload or staff shortages. In FY93-94 the approximate cost to staff a post on all three

shifts every day of the year was \$288,000. Exhibit 2 below identifies the general categories of posts for corrections deputies.

Exhibit 2



Corrections deputies also perform "non-post" work. In contrast to a post, workload that is dependent upon the levels of activity in the jail facilities cannot always be anticipated. For example, it is difficult to predict how many corrections deputies will be needed on any given day to supervise inmates who are lodged at the hospital for medical needs. Many other unanticipated staffing needs can occur such as increased supervision needed for a particular inmate, or for searches of the inmate's living quarters.

Temporary administrative assignments are another type of nonpost workload. Corrections managers may direct deputies to perform administrative tasks, such as helping select or train new corrections deputies or working on facility operating procedures.

Managing staffing

The number of corrections deputies who are available to work on a particular day and shift depends upon the allocation of staff, the number of absences, and the number of vacant corrections deputy positions. Some factors within these three areas can be effectively controlled while some are more difficult to manage.

- **Allocation.** The Sheriff's Office uses a post factor methodology to estimate the total number of staff needed to operate its jails. Facility managers then allocate staff to each of the three shifts and distribute staff over the seven day week within each shift.

The post factor calculates the number of full-time corrections deputies that are needed to cover one post for one shift every day of the year. Corrections deputies

are only available to work during part of the year since they have two days off each workweek, and take vacation and other types of leave. For example, if there are 45 posts on a shift and a post factor of 1.70, about 76 corrections deputies would be needed (1.7 times 45). An inaccurate post factor or poor allocation of staff will result in unnecessary overtime and higher personnel costs.

- **Absences.** Corrections deputies are absent for reasons such as vacation, personal holidays, sick leave, training, military leave, bereavement leave, injuries, or leaves of absence. In 1992, corrections deputies each took an average of 28.1 days of vacation or personal holiday, 8.4 leave days due to sickness and one day for other types of paid leave such as jury duty, military and bereavement leave. Instead of getting regular holidays off, each corrections deputy can take 11 personal holidays a year. In addition, corrections deputies earn two to five weeks of vacation leave each year, based upon their tenure.

Management can take steps to minimize some absences such as reducing causes of injury leave. For example, to reduce injuries a Life Safety Officer position was established, and the bench holding area was recently enclosed. However, most absences are for holiday or vacation leave, which are established benefits for corrections deputies. These types of absences cannot be reduced for corrections deputies, but they can be controlled to ensure adequate staffing in the facilities. Currently, management sets a daily limit on the number of corrections deputies who can take personal holidays or vacation.

- **Vacancies.** Vacancies are another kind of absence. While the budget sets a limit on the number of corrections deputies who can be employed by the Sheriff's Office, not all those positions may be filled throughout the year. When a corrections deputy resigns or retires there is a time period needed to hire and train a new deputy. In addition, new corrections deputies generally must complete two weeks of orientation and four weeks of additional training before they are available to independently work in a facility. Within 12 months after working in a facility, new corrections deputies are also sent to a training academy for five weeks to complete their initial training. While managers cannot fully control employee turnover, they can make efforts to speed the hiring process by anticipating retirements and staff turnover.

Managing workload and staffing - an example

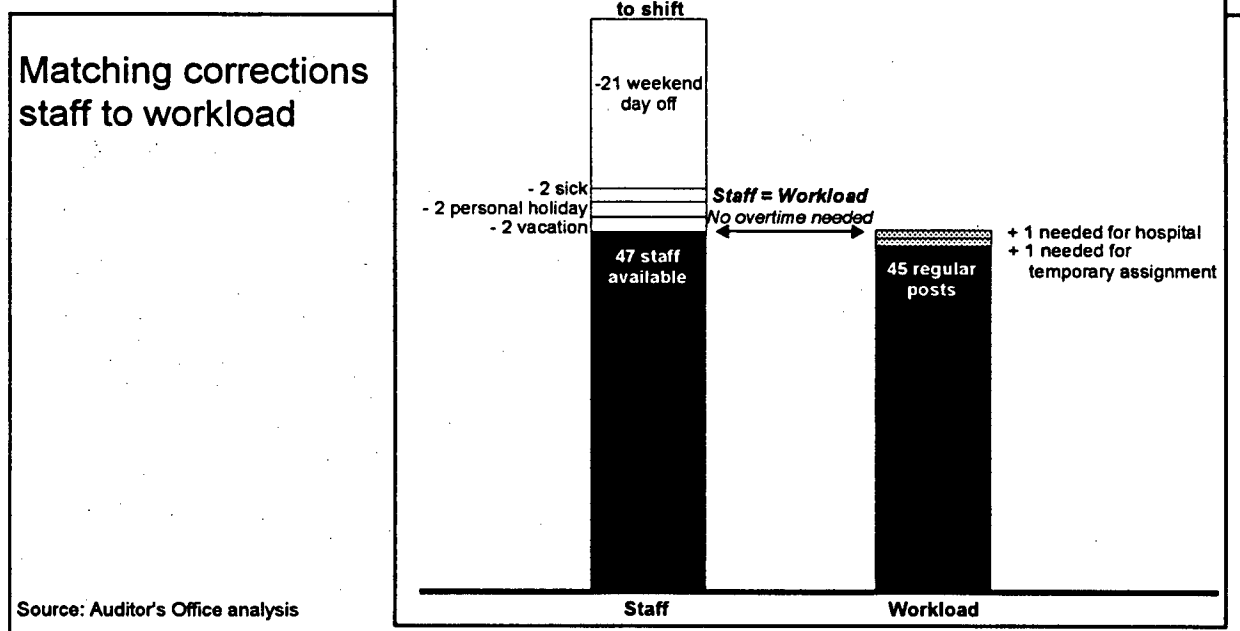
On a daily basis both available staff and, to some extent, workload is uncertain. The following hypothetical example illustrates the challenge of matching available staff to workload. Most importantly, the example illustrates that some overtime is a normal and unavoidable part of operations.

The graveyard shift has 45 posts with 74 corrections deputies assigned to work the shift. There will be 21 corrections deputies taking their two consecutive "weekend" days off, leaving 53 corrections deputies scheduled to cover the 45 posts. At the beginning of the

year, management scheduled eight additional corrections deputies each day to compensate for expected absences or additional workload. The following three days illustrate typical scheduling situations.

Tuesday. One corrections deputy is working a month-long temporary administrative assignment in personnel to help hire corrections deputies, two deputies scheduled vacation time in advance and 2 more deputies took personal holidays on short notice. Two deputies called in sick, and one deputy was needed to work a hospital assignment. On this day the actual amount of absences and workload matched the expected amount, resulting in no overtime or surplus corrections deputies. Exhibit 3 illustrates how staff exactly matched workload demands on this particular day.

Exhibit 3



Wednesday. On Wednesday, two corrections deputies have scheduled vacation in advance, three deputies take personal holidays on short notice, and four deputies call in sick. Like Tuesday, there is one deputy working a temporary administrative assignment, and one deputy is needed to work at the hospital. As a result, staffing has dropped below workload needs and three corrections deputies must be called in to work overtime.

Thursday. On Thursday, there is no vacation leave taken, two corrections deputies take personal holidays, and one is working a temporary administrative assignment. Before the shift begins two deputies call in sick, and no inmates are lodged in a hospital. As a result, there are three corrections deputies more than are needed.

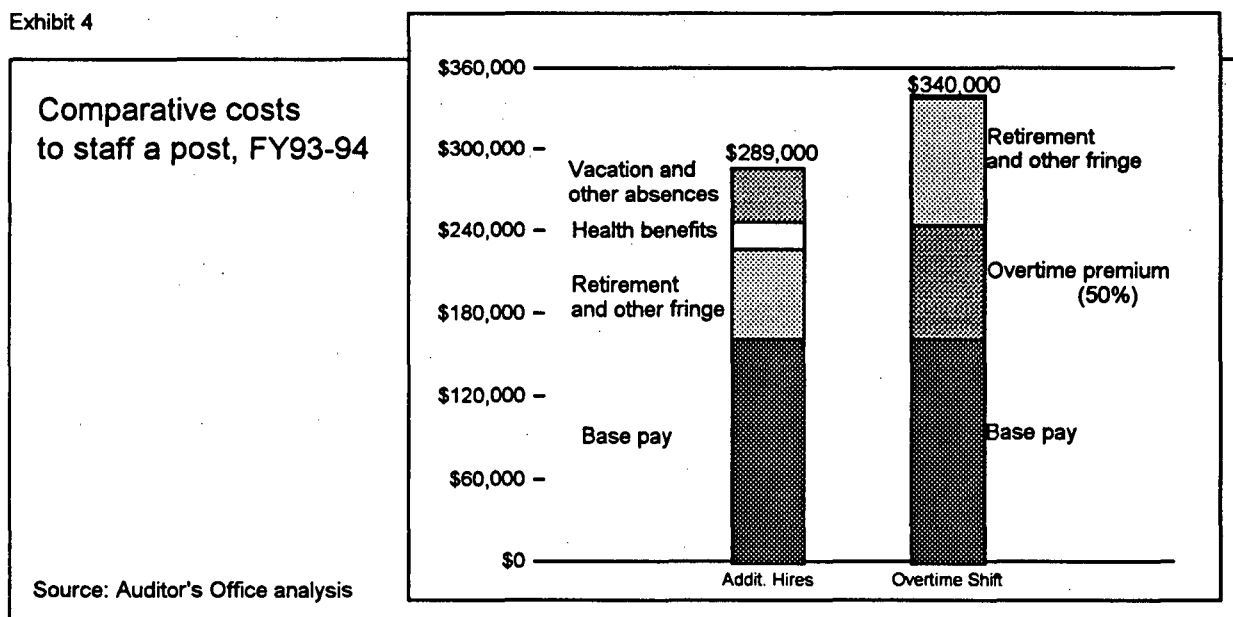
On Tuesday, the number of corrections deputies exactly matched the number needed to work because the actual absences and workload matched the expected amounts.

Wednesday required overtime hires because the absences and workload exceeded the expected amounts. Thursday's low absences and workload illustrates that if workload and absences drop below the average, more corrections deputies will be available than are needed on the shift.

Managing Costs

Corrections deputies must be scheduled in advance on each shift while absence rates and workload fluctuate on a daily basis. Accordingly, a certain amount of overtime is a normal part of operations due to the day-to-day randomness of absences or workload. The alternative to overtime is to hire additional corrections deputies. Although a corrections deputy earns time and a half for working overtime, from a cost perspective, overtime is only about 15% more expensive to the County than hiring additional corrections deputies. Exhibit 4 shows the difference in cost to staff a day-shift post 24 hours a day, 365 days a year with additional hires or with overtime shifts.

Exhibit 4



A corrections deputy working overtime gets paid an additional 50% premium. However, the County does not pay additional health benefits for overtime worked because health benefits are a fixed amount for each hired deputy per year. Other fixed costs for each hired corrections deputy include uniforms and equipment. Also, when overtime is worked in place of hiring more corrections deputies, the County does not pay for leave time that an additional hired deputy would earn. Other costs such as PERS and FICA apply to wages paid for both regular and overtime hours worked.

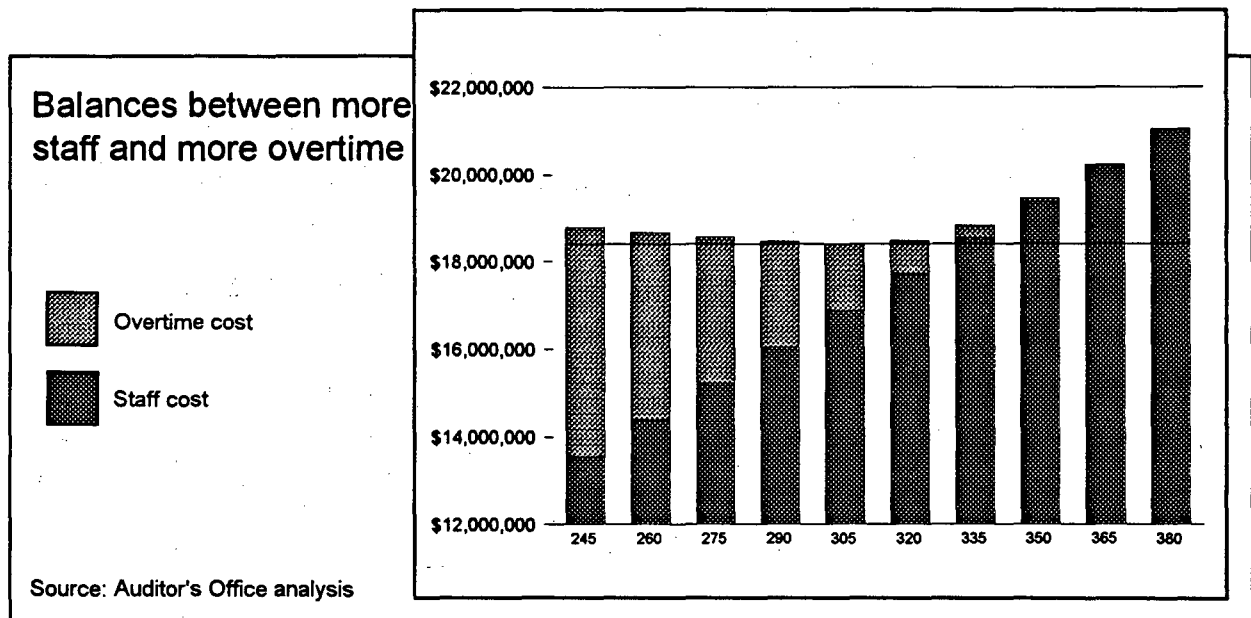
Staffing decisions affect total personnel costs, not only the overtime line item. For example, a \$100,000 reduction in the overtime line-item from the previous year may initially appear to be a positive result. However, if three additional people were hired at

a cost of \$150,000, then \$50,000 has been lost instead of \$100,000 saved. Finding the right mix of regular and overtime hours to meet workload demands will minimize total personnel costs.

The right mix of regular and overtime hours is affected by the variability of absences and workload. Daily absences occur somewhat randomly, and an analysis can estimate the probability that one, two, three, or more corrections deputies will be absent on any given day. Given an absence rate, it is possible to estimate how many overtime hires will occur at particular staffing levels.

Exhibit 5 is a hypothetical case to illustrate the trade-off between hiring more staff or incurring overtime. The exhibit shows that there is a marginal improvement in total personnel costs up to the optimal staffing level. From a cost perspective the exhibit also illustrates that having too many corrections deputies can cause costs to climb at a faster rate than having too few. An increase of 15 corrections deputies from the optimal staffing level, in this example, would cost an additional \$370,000.

Exhibit 5



Scope and Methodology

The objectives of our review of the Sheriff's Office payroll and scheduling systems were to determine whether there were opportunities to reduce the amount of paperwork in the Sheriff's Office payroll system and to determine whether improvements are needed to efficiently and effectively manage personnel and overtime costs in Corrections Facilities. The Sheriff's Office requested an audit of its overtime tracking activities which we included on the FY93-94 audit schedule.

To accomplish our objectives, we conducted interviews with Sheriff's Office personnel in the Corrections, Personnel, Payroll, Fiscal & Management and Law Enforcement Units. We also met with the Central Payroll Manager and with personnel in the Information Services Division. In addition, we observed payroll and scheduling operations.

We reviewed the bargaining unit agreement between the County and the Multnomah County Corrections Officers Association as well as overtime and scheduling procedures. In March 1994 we released a draft interim report which addressed payroll improvements that were needed.

We obtained 18 months of payroll transactions from July 1992 through March 1994 for personnel in the Sheriff's Office. We developed a computer program that accumulated payroll information specific to each shift of Corrections Facilities. We tested the reliability of this data by comparing the payroll data to jail facility schedules and by comparing it to fiscal reports. We provided this information to the Sheriff's Office Scheduling Unit for their use.

We worked with the Scheduling Unit to develop and refine needed scheduling information. We developed a computer-assisted data collection system for scheduling information. We reconciled shift schedules to payroll data for the month of April 1994. We also examined the Sheriff's Office post factor methodology.

We further developed and refined a probability model that estimates optimal staffing and overtime levels. This model was originally developed in 1987 and has been used at other correctional facilities. We looked at corrections scheduling systems in King County and elsewhere. The audit does not review the operational justification for posts or temporary administrative assignments.

The audit was conducted in accordance with generally accepted government auditing standards, except for the new requirement for periodic external quality control review. As the first step of quality control review, three audit managers from other jurisdictions reviewed and approved the policies and procedures manual of this office for compliance with Government Auditing Standards.

CHAPTER ONE

Better scheduling is possible

Workload could be better managed

During our audit, we saw efforts by corrections personnel to manage workload. For example, architectural changes were made to the bench area at MCDC so that additional corrections deputies would not have to be assigned to the area when the population increased. In addition, surplus corrections deputies at a particular jail can be temporarily re-assigned to work at another jail which may be experiencing staff shortages that day. A planned operational analysis of the Sheriff's Office including a review of posts and temporary administrative assignments will assist in better defining workload. In addition, we found that temporary administrative assignments could be better controlled.

A review of posts was last conducted in 1987 by the National Institute of Corrections. Since then, there has been significant growth in the number of posts, the Inverness jail facility was opened, and other programmatic changes have occurred. However, a comprehensive operational analysis and justification for posts has not been recently performed.

Staffing a post 24 hours per day, 365 days per year costs approximately \$288,000 in FY93-94. We estimate the mandatory costs of staffing posts presently comprises approximately 96% of total jail facilities costs. Accordingly, it is important to ensure that all posts are not only necessary, but also adequate. Having too few posts can result in unsafe conditions. Having too many posts is costly.

A large portion of posts are related to the fixed inmate capacity of the facilities. In April 1994, about 58% of posts were related to dorms, modules, and control posts which are largely determined by facility's architecture and security levels. Other posts have also been established for other activities taking place in the jail facilities. For example, booking and release posts handle entry and exit of inmates at MCDC and escort posts are needed for inmate movements throughout the facility.

Corrections managers indicated that jail facility activities have been steadily increasing without complementary increases in posts. For example, managers state that booking and release activity has increased from 18,000 bookings in 1983 to 42,000 bookings in 1994. Managers also said that inmate movements have increased, especially for hospital activity.

We also found that more can be done to control temporary administrative assignments. When temporary administrative assignments are not tightly controlled, fewer corrections

deputies are available to work at the jail facilities and overtime spending increases. Facility managers expressed concern with the frequency corrections deputies are "pulled" from the facilities to work on administrative tasks.

Some efforts are being made to manage temporary administrative assignments. For example, staff were assigned to form the Scheduling Unit during its trial period in the winter months when fewer deputies are generally absent from work. However, management could better control staffing resources by establishing standards, and by better tracking temporary administrative assignments.

Absences could be better controlled

We observed some successful efforts by the Sheriff's Office to control absences. For example, vacant corrections deputy positions appear to be quickly filled as a result of current hiring practices. In addition, the Scheduling Unit is arranging the bulk of training in the winter months when fewer deputies are absent.

However, we also found that current policies and practices regarding vacation and personal holiday usage impedes the best use of staffing resources. Vacation and personal holidays are the largest leave categories, accounting for approximately 63% of all paid absences. The ability to anticipate these absences is important for controlling personnel costs, overtime, and workforce productivity.

According to Sheriff's Office policy, no more than 21 corrections deputies can presently take vacation or personal holidays each day. The bargaining unit agreement sets forth the rules on how corrections deputies should compete for these available slots. Corrections deputies annually request their vacation days, with senior deputies getting first preference if more than 21 request the same day off. In addition to requesting vacation days, corrections deputies can include their 11 personal holidays in this sign-up process.

The bargaining unit agreement also requires corrections deputies to request vacation leave in 40 hour increments. If either management or the corrections deputy wishes to change the scheduled vacation leave, 45 days notice is generally required. Personal holidays can be taken with only 24 hours notice if the daily limit of 21 corrections deputies has not been exceeded. A deputy can cancel a scheduled personal holiday with 20 days written notice.

We found that the vacation rules in the bargaining unit agreement were not being practiced. Vacations were scheduled in less than 40 hour increments and were taken or cancelled on short notice. For example, we reviewed vacation leave taken in one week of April 1994 and found that over 60% of vacation leave was for 8 hour increments taken on short notice.

Although the current vacation and personal holiday policy sets a limit of 21 corrections deputies absent on each day, it does not set a limit for each shift. As a result, staff shortages

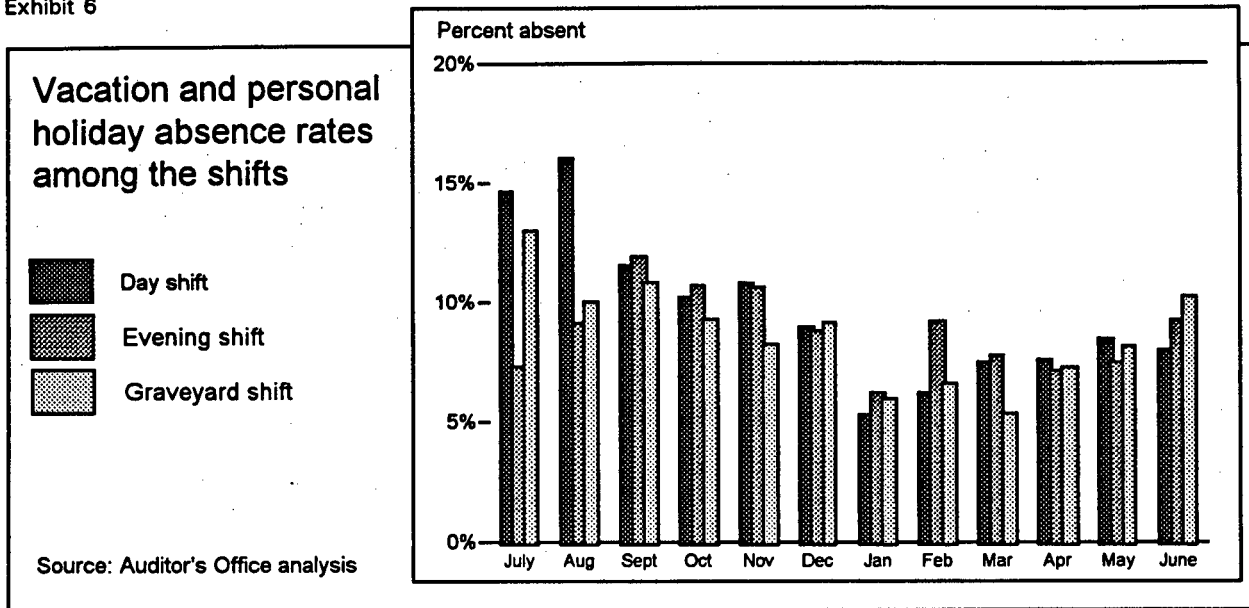
can occur on one shift, while there are surplus corrections deputies who are not needed on another shift. The most senior corrections deputies who have first preference for vacation leave generally work on the day shift. The least senior deputies work on the evening shift. As a result, in the summer there may be 13 day shift corrections deputies on vacation, only four evening shift corrections deputies on vacation, and only four graveyard shift corrections deputies allowed to take vacation. This imbalance requires more staff to be hired on overtime for the day shift even though there are more corrections deputies than necessary for the evening shift. Corrections managers stated that setting vacation and personal holiday limits by shift is a negotiable issue with the corrections deputies bargaining unit.

We also found that in the summer of 1992 the Sheriff's Office regularly exceeded the maximum number of corrections deputies allowed to take personal holiday and vacation leave. We could not determine why the personal holiday and vacation limit was exceeded due to insufficient scheduling information. Corrections managers attribute the excess absences to emergency leaves and to deputies who were out of sick leave and, in accordance with procedures, were granted vacation or personal holiday leave. We believe that the recently formed Scheduling Unit should provide a better internal control over vacation and personal holiday leave usage.

There is also a dramatic seasonality associated with vacation and personal holiday usage that further compounds scheduling problems. In FY92-93, vacation and personal holiday leave usage on the day shift in August averaged 16% of scheduled shifts while averaging only 5% in January. More overtime occurs in the summer months, and surplus deputies are most often available in the winter months. A better vacation policy will help to control this pattern and reduce personnel costs. Corrections managers have proposed a relief pool of corrections deputies to supplement shifts with high absences.

Exhibit 6 illustrates how vacation and personal holidays fluctuated among shifts and throughout the year in FY92-93. We estimate that the lack of controls over vacations and personal holidays increases personnel costs by at least \$32,000 each year.

Exhibit 6



Staff resources can be better allocated

Finding the best match of staff to workload minimizes costs while maximizing the productive use of available resources. To achieve this objective, the appropriate number of corrections deputies must be determined and allocated to each of the three shifts. Additionally, staff must be correctly allocated by day of week on each shift.

From FY92-93 to FY93-94, there was an approximate \$166,000 reduction of overtime costs in corrections facilities. However, we found that other personnel costs increased in FY93-94 by approximately \$420,000 resulting in a net increase in costs of \$254,000. The cost increase appears largely attributable to staffing closer to the number of corrections deputy positions authorized in the FY93-94 budget. On average, approximately 5.6 more corrections deputies were being paid straight time in FY93-94 than in FY92-93. If the Sheriff's Office had kept more positions vacant during FY93-94, it would have achieved a more cost-effective balance between staff and overtime.

During our audit we also looked at the budget proposal by the Sheriff's Office to hire additional staff to guard inmates at local hospitals. Although hiring more deputies would reduce overtime, we estimate that the annual cost of the four deputies would exceed the savings in overtime. Based upon the staffing levels and posts in April 1994, we determined that hiring four more corrections deputies for hospital work would increase total personnel costs by at least \$21,000.

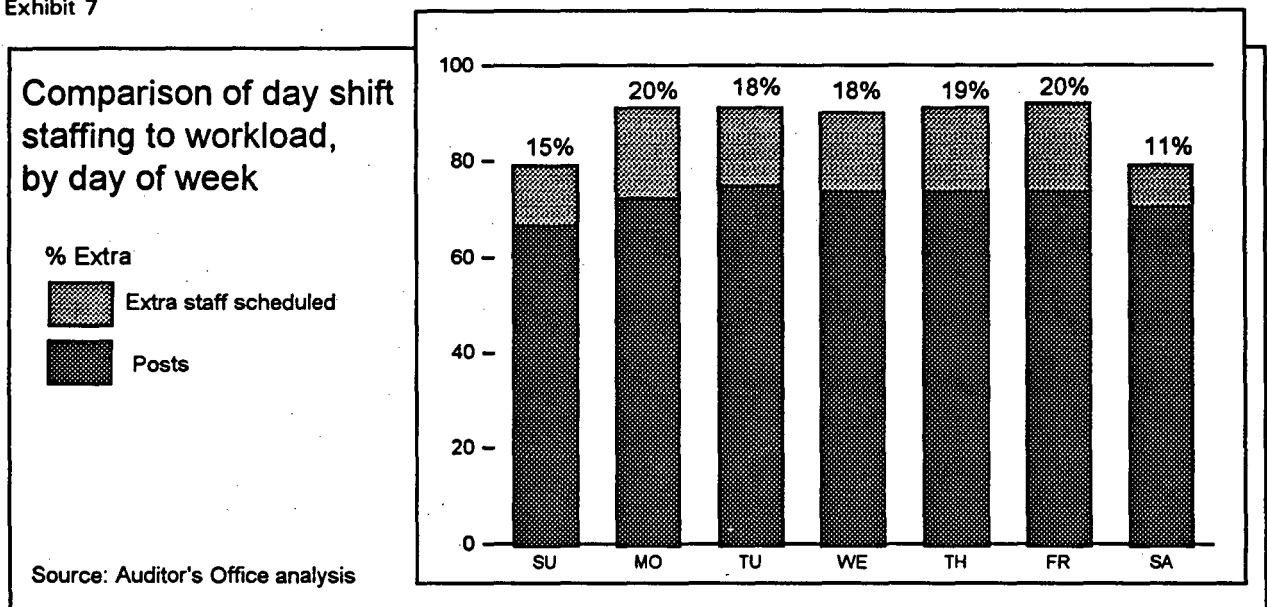
Currently, the Sheriff's Office uses the post factor methodology to determine staffing levels. The post factor is a very accepted and useful tool to estimate staffing levels. However, we

believe that further refining the analysis would achieve a more cost effective balance between hiring staff and paying overtime.

We developed a computer analysis that combines the principles of post factors with costs to evaluate staffing level alternatives. We found that using the traditional post factor method to determine appropriate staffing levels could overstate staffing levels and increase personnel costs. In addition, the post factor is presently computed combining all deputies for all shifts. This could result in higher personnel costs if total staff are not properly allocated among the three shifts based upon each shift's staffing factors and workload.

Additional personnel savings can be realized by better allocating staff among days of the week. We analyzed staff allocation using April 1994 data and estimated that the Scheduling Unit could save an additional \$29,000 per year by better allocating staff on the day and evening shifts. Exhibit 7 shows the current imbalance of staff to workload on the day shift.

Exhibit 7



In Exhibit 7, more overtime is occurring on the weekends because the percentage of additional corrections deputies scheduled to cover anticipated absences and workload fluctuations is too low on Saturday and Sunday (11% and 15%). Too many deputies may be scheduled on the other days of the week resulting in more deputies at work than are needed. Re-allocating corrections deputies among the days of the week on the day shift will correct this imbalance and reduce personnel costs. The Scheduling Unit manager stated that information developed during the audit is being used in the annual bid process to better allocate staff among the days of the week.

When determining staffing levels, there are considerations in addition to costs. Scheduling too many overtime shifts could overstress an individual and endanger the safety of staff and inmates in the facility. However, the marginal increases in overtime levels needed to optimize staffing levels do not appear inconsistent with previous amounts of overtime that have been worked.

CHAPTER TWO

Need for a distinct scheduling system

In the last chapter we identified over \$300,000 in savings that was possible with more information and better systems to manage personnel resources. By collecting and analyzing more information, corrections managers can better manage workload, control absences, and allocate personnel resources.

The Sheriff's Office has relied on its payroll system, SOTARS, to assist in scheduling. Although SOTARS was not designed to be a scheduling system, one objective was to eliminate scheduling paperwork performed in corrections facilities through a roster management function. Another SOTARS objective was to track the causes of overtime. By tracking overtime causes, SOTARS was perceived as a tool that would allow corrections managers to control overtime costs. We found that SOTARS has not met either of these objectives.

While SOTARS was perceived to assist in the scheduling function, we found that this was not the case. SOTARS did not eliminate the manual scheduling processes. Corrections facility staff continued to perform the same manual scheduling activities SOTARS was introduced because the system did not meet their scheduling needs.

When we reviewed the SOTARS function which tracked overtime causes we found that it was generally not used by Corrections Facilities managers to assist in decisions about overtime and personnel scheduling. We also found that the overtime information gathered by SOTARS was unreliable because the procedures for assigning overtime causes throughout FY92-93 and the first six months of FY93-94 were not followed. More importantly, our analysis indicates that current procedures do not identify significant causes of overtime. For example, poorly allocated corrections deputies among shifts or days of the week are not identified as causes of overtime. Accordingly, clerical efforts to track overtime causes could be more effectively applied to other scheduling efforts.

Critical scheduling data needed

Although some coordination is needed to ensure that common scheduling and payroll information agree, the scheduling and payroll functions should be deliberately separated where their objectives differ. Payroll systems do not gather important information for scheduling and are not designed to produce reports that identify scheduling problems.

Although payroll information can be useful, it is not sufficient for corrections managers to effectively manage workload or staffing. The current payroll system captures and retains daily information for all corrections deputies who are working or on paid leave, the facility and shift they are working, how long they worked and their rate of pay.

However, payroll systems do not contain workload information, and do not track certain unpaid leaves. The important scheduling information not included on the SOTARS payroll system is summarized below.

- ▶ **Posts** Posts make up the bulk of workload. Generally, posts remain fairly constant for each day of the work week. However, during the course of a year, posts can change. Additionally, the history of who worked a particular post is not captured for tracking purposes in SOTARS.
- ▶ **Closed posts** Occasionally, posts are closed or could be closed when workload happens to be low. This reduction in workload should be tracked.
- ▶ **Nonpost activities** Nonpost activity is a significant driver of overtime but is not tracked well in SOTARS. This category includes both temporary administrative assignments and unanticipated facility activities.
- ▶ **Surplus corrections deputies** While SOTARS tracks overtime, it does not identify occurrences when more corrections deputies are available than are needed at work. On a daily basis, monitoring overstaffing is as important as monitoring understaffing. Further, information is not collected to determine how surplus deputies were utilized.
- ▶ **Vacancies** Unfilled corrections deputy positions can also significantly impact overtime. To properly track vacancies, budgeted staffing levels for each shift should be determined.
- ▶ **Days off** When days off are misallocated among the days of the week, a staff to workload imbalance occurs and causes unnecessary overtime.
- ▶ **Unpaid Leave** SOTARS does not track all unpaid leave. This category includes unauthorized and disability leave as well as leaves of absences.
- ▶ **Holiday and court overtime** Some overtime, such as pay for Thanksgiving and Christmas, or for court appearances, is not dependent upon matching staff to workload. A scheduling system should distinguish holiday and court overtime from overtime that is related to minimum staffing needs.

The methodology to track data is also important. To accomplish payroll objectives, the SOTARS payroll system tracks corrections deputies based upon the shift that they work rather than upon the shift to which the deputy is permanently assigned. However, for scheduling purposes, to accurately determine absence rates for each shift, a scheduling system must track which shift the deputy is permanently assigned. In addition, a payroll system does not always capture the actual cause of an absence. For example, if a deputy is sick but does not have sick leave available, personal holiday or vacation time can be

recorded on the payroll system. From a scheduling perspective, the actual cause of an absence is needed.

Operational needs

A scheduling system must offer timely ways for the Scheduling Unit to track individual corrections deputies. During our audit, we found several instances in FY92-93 when corrections deputies had called in sick for their regular shift and were hired on overtime the subsequent shift. Under current policy, corrections deputies are not allowed to work overtime the next shift after taking sick leave. Stronger internal controls should prevent such occurrences from happening. In addition, deputies may be working difficult post assignments too often, or working too much overtime resulting in high sick leave usage. If these types of circumstances were tracked and promptly identified, rotation of the deputy or counseling could remedy the situation. The Scheduling Unit may be better able to enforce operational procedures which have been developed to address these concerns.

A scheduling system must also be able to accurately anticipate leave in advance. This type of information increases the capacity for effective day-to-day management of staff and offers opportunities for savings. For example, we believe that the Scheduling Unit could schedule more "20% shifts" with better daily predictions of staffing and workload needs. If, for example, the day shift has surplus corrections deputies while the evening shift is already hiring deputies on overtime, a day shift deputy can be offered a 20% pay premium to work on the evening shift.

Management reports needed

Managers need timely and accurate management information reports to accomplish scheduling objectives. A scheduling system should provide regular reports to corrections managers which allow easy identification of scheduling problems. Corrections managers have lacked sound information to support staffing decisions.

Management reports should track the key causes of excessive personnel costs. The reports should identify where absences, or workload, is not in line with the staffing levels of each shift. Since staffing levels are only optimal if the absence and workload estimates hold true, managers should be alerted to any deviations. A comparison of actual absence and workload rates to planned rates will pinpoint causes of excessive personnel costs. Managers also need reliable information to determine whether staff have been properly allocated. Appendix B illustrates several additional management information reports that we developed during our audit to identify scheduling problems.

Finally, a scheduling system should enable managers to effectively manage personnel resources in a timely and efficient manner. We believe that the current manual scheduling processes simply cannot meet this criteria. Presently, while a large amount of scheduling

data is captured on several different manual forms or logs, it cannot be readily pulled together and used by managers to make scheduling decisions.

For example, the Scheduling Unit currently uses a computer program to produce daily rosters for each shift. Each day the Unit transfers absences recorded in a manual vacation and personal holiday book and a hand-written calendar on to a copy of the daily roster. The information recorded on the roster is not retained on the computer for analysis. From a manual copy of the daily roster, the information must be re-entered for analysis. An automated system should accomplish the scheduling task much more efficiently, allowing the Scheduling Unit to better project absences and to retain historical information for analysis.

Re-assess priorities of payroll and scheduling information

While scheduling objectives could be better met by increasing efforts to gather and analyze workload and staffing information, there are opportunities to eliminate unnecessary payroll tasks. The Sheriff's Office scheduling and payroll functions are both undergoing change. The centralized Scheduling Unit has relieved shift commanders of scheduling duties. The Sheriff's Office is also in the process of converting its payroll function to the new county-wide payroll system. The Sheriff's Office should re-assess all its payroll and scheduling procedures to take full advantage of these changes taking place.

We issued an interim report in March 1994 describing a number of payroll improvements that were needed. We found manual processes being performed that a payroll system should handle automatically. In particular, compensation time accruals were manually computed, vacation and sick accruals were manually checked, and personal holidays were manually tracked. In addition, projections of individual's time were made at the end of each pay period that would sometimes delay the payment of overtime until the next pay period, increase the number of payroll errors, and throw off the accuracy of day-to-day payroll information.

Since release of our report the Sheriff's Office has corrected most of the concerns identified in the interim report. Programming changes were made to allow SOTARS to automatically account for compensation time accruals, and to automatically track vacation and sick time accruals as well as track personal holidays. The payroll supervisor has also worked with the Scheduling Unit to eliminate the overtime problems caused by projections.

Further streamline payroll

The corrections daily roster is the source document for payroll entry and the main point where the scheduling and payroll functions overlap. For each shift, the daily roster lists all corrections deputies who were assigned to work, absent from work, or hired on overtime. Sheriff's Office procedures also require shift timekeepers to generate an overtime slip to document each overtime hire. The Scheduling Unit manager reviews and signs overtime

slips and routes them to the Sheriff's payroll office. The payroll office verifies that all overtime reported on the payroll system is supported by an overtime slip. In our interim report, we recommended that the daily roster be used in place of overtime slips since the roster already details all deputies who are working overtime. The Sheriff's Office indicated that overtime slips will not be generated in the new payroll system.

In addition to verifying overtime slips, the payroll office "audits" every line-item payroll transaction for all employees of the Sheriff's Office each day. The audit requires approximately two clerks to spend part of their workday scanning all payroll transactions looking for problems such as improper coding of the shift or facility, unrecorded work days, and other inaccuracies. For every two-week pay period, over 7,000 transactions are "audited" by the payroll office for the entire Sheriff's Office. We were told that not many errors are found during this process. The Sheriff's Office has requested special modifications to the County's new payroll system to allow it to continue performing its present auditing function.

We do not believe that these auditing efforts provide an effective internal control system to ensure that all payroll information of corrections facilities is properly recorded. The final daily roster is not verified to payroll input. When we examined some corrections payroll records we found that they were not always in agreement with the daily roster. During our audit, we observed that the daily roster is not always updated for changes taking place during a shift, or the scheduling information did not get properly entered into payroll.

Verification of corrections payroll information might be performed more effectively by the newly formed Scheduling Unit rather than the payroll office. After the timekeeper enters the scheduling information into the payroll system, the Scheduling Unit could verify that the signed daily roster agrees to the payroll information. This method is consistent with the County's procedures for ensuring that payroll information is valid and properly recorded. The County's strategy is to have at least two persons responsible for recording payroll for a group of employees. After a timekeeper records payroll transactions, a supervisor is responsible for reviewing and approving the payroll input. Similar practices could be applied in the other branches of the Sheriff's Office as well.

Rather than universally auditing all payroll transactions, the payroll office could take a more selective approach, focusing its efforts on transactions where errors have the highest likelihood of occurring. The new payroll system may be able to automate the detection of the more common or significant errors to assist the payroll office in identifying problems.

RECOMMENDATIONS

- A. To ensure that workload is well-defined, all corrections facility posts and temporary assignments should be evaluated to determine need and adequacy. This review should be conducted by an independent corrections expert. The Auditor's Office will include a workload study in its operational analysis of the Sheriff's Office.
- B. To better control absences, corrections managers should ensure that practices for scheduling vacation and personal holiday leave follow the collective bargaining agreement. Although corrections managers have indicated that setting limits on each shift for vacation and personal holiday absences is a negotiable issue with the bargaining unit, we believe such limits should be pursued.
- C. To better manage the corrections facilities, the Scheduling Unit should continue to collect staffing, absence, and workload data. This information should be used to develop expected levels of workload and absences for each shift and day of week. The Scheduling Unit should regularly monitor the information to identify areas where the workload could be better managed, absences could be better controlled, and staff could be better allocated.
- D. To more efficiently and effectively collect and analyze scheduling information, the Sheriff's Office should propose to the County's Data Processing Management Committee the development or procurement of an automated scheduling system. If a system needs to be developed, some consideration should be given to its marketability to other jurisdictions to recover County costs in accordance with the County's Financial Policy. If approved, the Scheduling Unit should be principally involved in the efforts to design and implement the new system.
- E. The Sheriff's Office should re-assess all its payroll and scheduling procedures to take full advantage of the changes currently taking place. Verification procedures should ensure that common scheduling and payroll information is in agreement. The newly formed Scheduling Unit may be able to perform this verification function instead of the Sheriff's central payroll office. In addition, a more selective approach to payroll verification by the Sheriff's central payroll office should be examined. The Sheriff's Office should reconsider its request to add the present auditing function to the new payroll system.

APPENDIX A

Facility Workload

Post/Activity	Weekly Hours				Shifts				Days
	Capt	LT	SGT	CO	C	E	G	R	
MCDC									
Facility Manager	40				x				MO-FR
Shift Commander		168			x	x	x		Daily
Housing SGT 1			168		x	x	x		Daily
Housing SGT 2			112		x	x			Daily
Reception Unit									
Intake SGT			168		x	x	x		Daily
Floor Control Officer				168	x	x	x		Daily
Search 1				168	x	x	x		Daily
Search 2				168	x	x	x		Daily
Holding 1				168	x	x	x		Daily
Holding 2				168	x	x	x		Daily
Transfer 1				168	x	x	x		Daily
Transfer 2				112	x	x			Daily
R E				8	x				SA
Release				168	x	x	x		Daily
Second Floor									
Master Control 1				168	x	x	x		Daily
Master Control 2				168	x	x	x		Daily
Court Floor									
Floor Control Officer				40	x				MO-FR
Court Escort 1				40	x				MO-FR
Court Escort 2				40	x				MO-FR
Fourth Floor									
Floor Control Officer				168	x	x	x		Daily
A Module				112	x	x			Daily
D Module				112	x	x			Daily
Escort				168	x	x	x		Daily
MED				40	x				MO-FR
Fifth Floor									
Floor Control Officer				168	x	x	x		Daily
A Module				112	x	x			Daily
B/C Module				112	x	x			Daily
D Module				112	x	x			Daily
Escort				156	x	x	x		Daily
Sixth Floor									
Floor Control Officer				168	x	x	x		Daily
A Module				112	x	x			Daily
B/C Module				112	x	x			Daily
D Module				112	x	x			Daily
Escort				168	x	x	x		Daily
Seventh Floor									
Floor Control Officer				168	x	x	x		Daily
A Module				112	x	x			Daily
B/C Module				112	x	x			Daily
D Module				112	x	x			Daily
Escort				56			x		Daily
Eighth Floor									
Floor Control Officer				168	x	x	x		Daily
A Module				112	x	x			Daily
B/C Module				112	x	x			Daily
D Module				112	x	x			Daily
Escort				168	x	x	x		Daily
Rec-1				56		x			MO-FR
Rec-2				56		x			MO-FR

Post/Activity	Weekly Hours				Shifts				Days
	Capt	LT	SGT	CO	C	E	G	R	
MCIJ									
Facility Manager	40				x				MO-FR
Shift Commander		80			x	x			TU-SA
East SGT			168		x	x	x		Daily
West SGT			168		x	x	x		Daily
Central				168	x	x	x		Daily
West CO1				168	x	x	x		Daily
West CO2				112	x	x			Daily
Dorm 1				168	x	x	x		Daily
Dorm 2				112	x	x			Daily
Dorm 3				112	x	x			Daily
Dorm 4				168	x	x	x		Daily
Dorm 5				112	x	x			Daily
Dorm 6				168	x	x	x		Daily
Dorm 7				112	x	x			Daily
Dorm 8				168	x	x	x		Daily
Dorm 9				112	x	x			Daily
Escort 1				168	x	x	x		Daily
Escort 2				168	x	x	x		Daily
Escort 3				168	x	x	x		Daily
Escort 4				168	x	x	x		Daily
Process				168	x	x	x		Daily
Video/Visit				112	x	x			Daily
MCHJ									
Facility Manager									
Shift Commander		40			x				Daily
Floor Control Officer			168		x	x	x		Daily
Housing			168		x	x	x		Daily
Security			168		x	x	x		Daily
MCCF									
Facility Manager		40			x				MO-FR
Shift Commander			168		x	x	x		Daily
Floor Control Officer				168	x	x	x		Daily
Housing				168	x	x	x		Daily
Security				168	x	x	x		Daily
Meal/Rec				112				xx	Daily
MCRG									
Facility Manager		40			x				MO-FR
SGT			40					x	TU-SA
Floor Control Officer				168	x	x	x		Daily
Housing				168	x	x	x		Daily
Visiting				16	x				SA-SU
Security (If pop>86)									Daily
Security (If pop>100)									Daily

APPENDIX B

Examples of Management Information Reports

There are two basic causes of excessive overtime and lost productivity. First, staffing levels may not be in line with absence and workload estimates. In addition, staff may not be properly allocated among shifts or the days of the week. Managers need information comparing actual absence and workload rates to estimates used to determine and allocate staffing. Below are a few of the reports that were developed during the audit which could identify these problems.

Exhibit 8

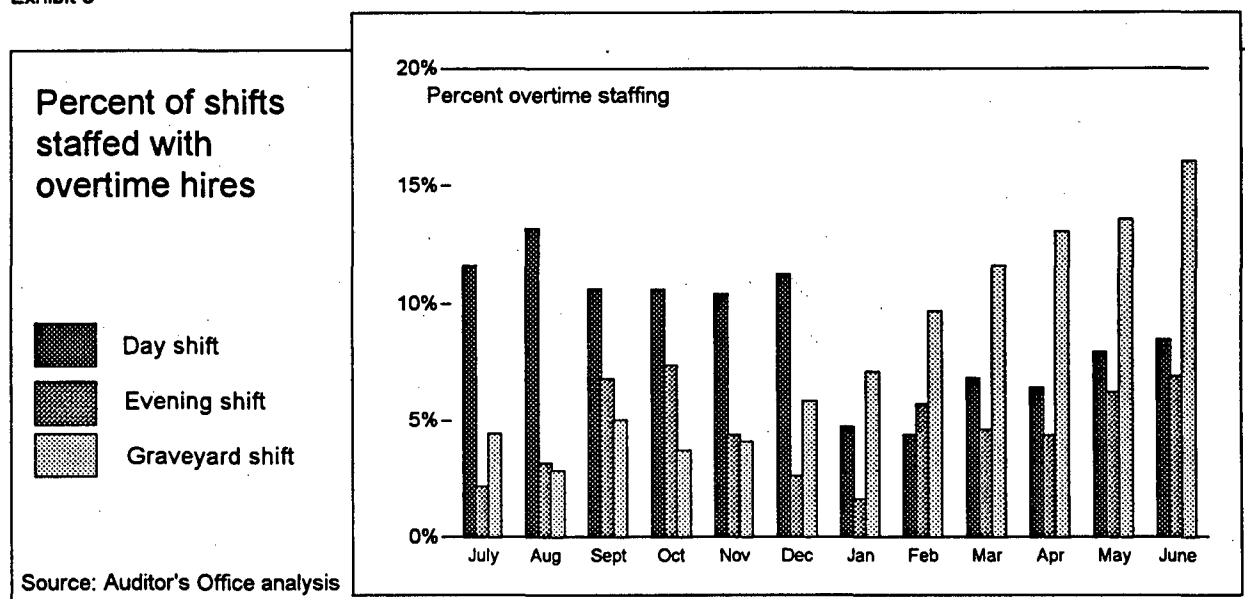
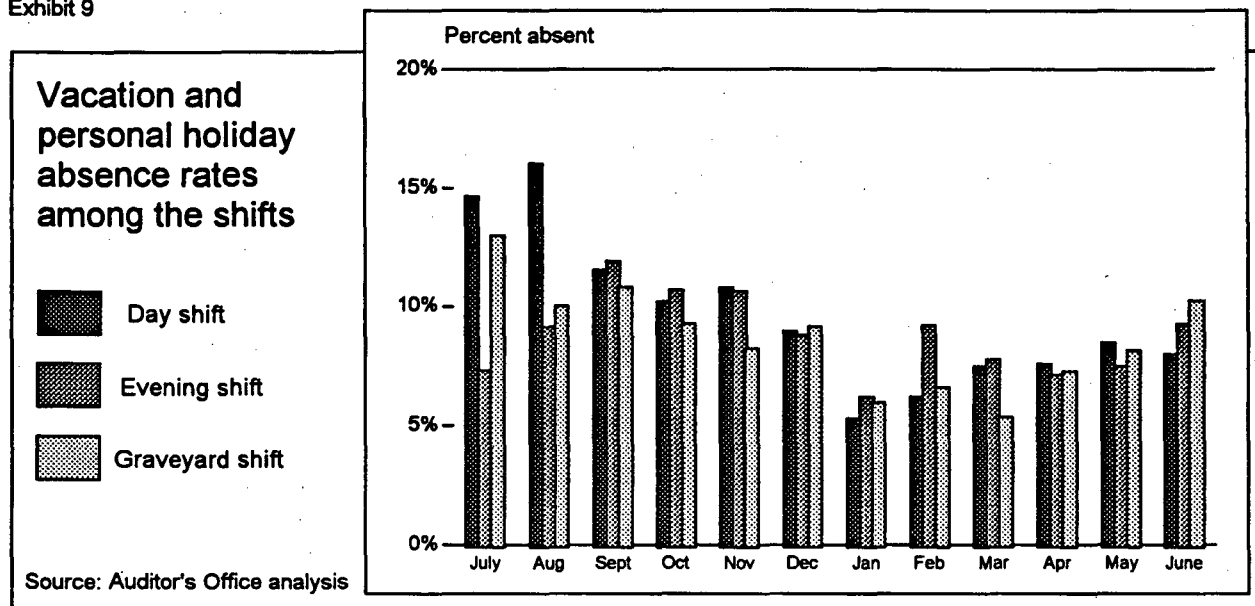


Exhibit 8 shows that the allocation of total corrections officers among shifts is out of balance. The day shift is experiencing high overtime in the summer months. Our analysis of one month of rosters also indicated that the evening and graveyard shifts often had surplus corrections officers at work. We were not able to chart surplus staff because the data were not specifically tracked.

The graph also shows that overtime is not distributed evenly throughout the year. There is a significant drop in overtime shifts in the winter months. Further analysis in Exhibit 9 pinpoints some the causes of these problems.

Exhibit 9



This chart shows that, like overtime, more vacation and personal holiday leave occurs in the summer months while less occurs during the winter months. Our analysis indicated that the lack of controls over vacation and personal holidays is contributing to higher personnel costs. The number of corrections officers taking vacation and personal holidays is not limited by each shift and existing vacation rules are not followed.

Exhibit 10 on the following page shows how overtime is incurred by the day of the week on the day shift. A higher percentage of overtime is spent on Saturdays and Sundays. Using this graph alone, it is not possible to determine the cause of this problem. Exhibit 11 shows that there is a slightly higher absence rate on Saturday and Sunday. However, exhibit 12 shows less officers are scheduled to work on Saturdays and Sundays. Higher absences combined with lower staffing levels cause high overtime on Saturday and Sunday. In addition there are often surplus officers at work that are not needed during the weekdays. Tracking surplus officers can assist in identifying mismatches between staffing and workload.

Exhibit 10

Percent of overtime staffing on day shift, by day of week

Source: Auditor's Office analysis

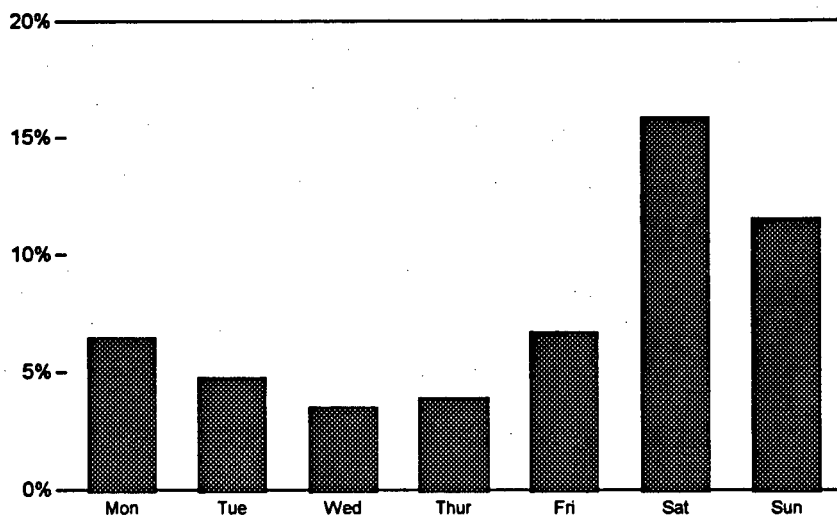
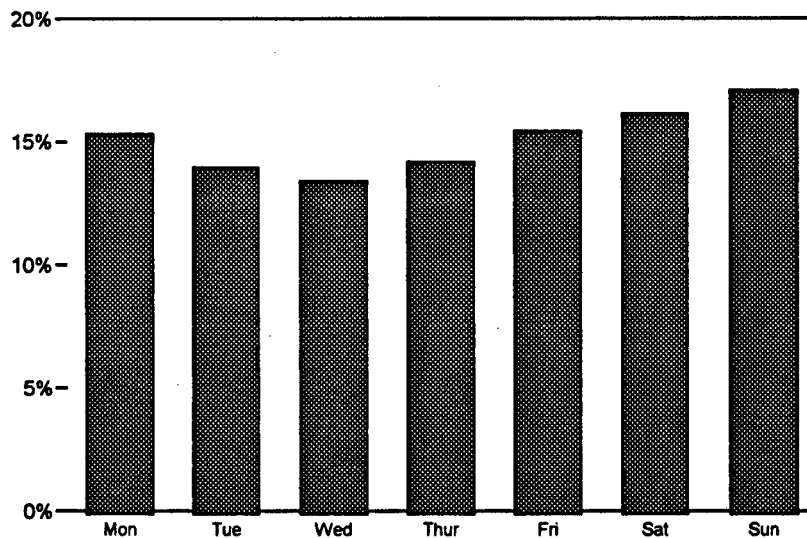
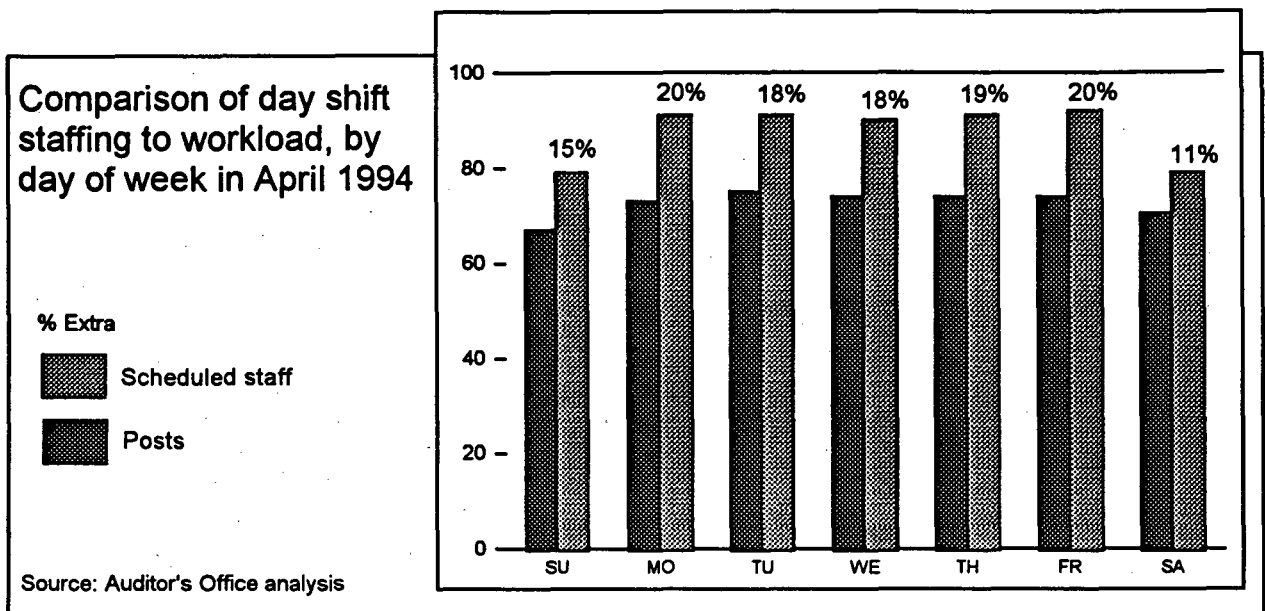


Exhibit 11

Absence rate on day shift, by day of week

Source: Auditor's Office analysis





The example on the following page is a management information report that illustrates the trade-off between hiring more corrections officers or incurring more overtime. In this hypothetical example, managers originally allocated about 71 officers to the graveyard shift. Absence rates did not change during the time period.

Actual staffing levels were higher than planned. Comparing the two staffing levels shows that more officers were actually assigned to work on the graveyard shift than were needed. Even though the nine additional officers scheduled each day almost covered the nine officers expected to be absent or working a nonpost assignment, total personnel costs increased. Savings could be realized by allocating corrections officers from the graveyard shift to an understaffed day or evening shift.

By using an analysis that combines the traditional post factor staffing methodology with costs, managers could determine that scheduling six additional people to work each day would be optimal. To minimize total personnel costs, the six additional people would be used to cover the nine officers expected to be absent or working a nonpost assignment.

Managers could also use this type of report to help determine the causes of overtime if actual experience is diverging from planned staffing assumptions. For example, if actual sick leave on a shift is substantially higher than the original estimates used to determine staffing levels, overtime will exceed planned amounts and more staff should be allocated to that shift.

Example of monthly
tracking report

Graveyard Shift April, 19XX

	Projected Average	Actual Average
Staffing and posts		
Assigned staff on graveyard shift	71.4	75.6
Scheduled to work each day	51.0	54.0
Number of posts to cover each day	45.0	45.0
Additional officers scheduled to work	6.0	9.0
Absences/additional workload:		
Vacancy	0.0	0.0
Vacation/personal holiday	4.0	4.2
Sick leave	1.9	2.0
Other Paid Leave	0.9	1.0
Unpaid leave	0.8	0.8
Nonpost assignments	1.5	1.5
Total	9.1	9.5
Post factor rates:		
Vacancy	0.0%	0.0%
Vacation/personal holiday	7.8%	7.8%
Sick leave	3.8%	3.8%
Other Paid Leave	1.8%	1.8%
Unpaid leave	1.5%	1.5%
Nonpost assignments	2.9%	2.8%
Total	17.8%	17.7%
Annualized straight time shifts paid	18,280	19,335
Annualized overtime shifts worked	1,185	506
Total paid shifts	19,465	19,841
Annualized straight time cost	\$4,056,509	\$4,295,126
Annualized overtime cost	355,972	152,117
Total shift cost	\$4,412,481	\$4,447,243

Source: Auditor's
Office analysis

RESPONSE TO THE AUDIT



Multnomah County Sheriff's Office

12240 N.E. GLISAN ST., PORTLAND, OREGON 97230

BOB SKIPPER
SHERIFF

(503) 255-3600

November 23, 1994

Gary Blackmer, Auditor
Multnomah County Auditor's Office
1021 SW 4th, Room 136
Portland, OR 97204

Dear Gary:

I appreciate this opportunity to respond to the "Corrections Overtime: Improve scheduling practices" audit report. As you indicated, the Sheriff's Office requested an audit of overtime, in order to obtain an objective viewpoint and assistance. During the course of the audit, your office has provided invaluable help in focussing the goals of the Scheduling Unit and in analysis of the payroll, scheduling and operational data to reveal both issues of concern and opportunities for improving our procedures.

I feel, and your report concurs, that the newly formed Scheduling Unit is a critical element in the process of reducing costs through the most productive use of staff and overtime. As you know, the unit began on an experimental basis to grapple with my concerns about the costs of overtime. I also want to ensure that the Scheduling Unit is properly equipped to accomplish the goals outlined in the audit report. My other major priority is to work with the operational analysis consultant to identify the staffing levels needed to safely and efficiently manage increased numbers of inmates passing through our jail system.

I plan to immediately begin work with the Board of County Commissioners, the Auditor's Sheriff's Office Operational Analysis Project and the county-wide Data Processing Management Committee to implement the priorities already mentioned. Discussion and implementation of other recommendations in the audit report will also involve the Multnomah County Corrections Officers' Association and County Labor Relations. In addition, I will share this report and its findings with the newly formed Sheriff's Advisory Council and the Sheriff's Citizen Budget Advisory Committee, so that the citizen and business perspective is reflected in our plans and discussions.

In the following section, I will address each of the five specific audit report recommendations in terms of what the Sheriff's Office is now doing and what it plans to do to address the issues raised. In some cases I will also try to clarify the position or concerns of Sheriff's Office management.

Recommendation A: Review all facility posts and temporary assignments using an independent corrections expert during the operational analysis.

The Sheriff's Office is looking forward to the operational analysis for just such a review of the facility posts. Corrections management anticipates that the analysis will also consider the higher levels of activity generated by the increased bookings and the larger numbers of persons handled by the jail system. The Booking area at the Justice Center was designed to handle about 20,000 bookings annually. The numbers have risen each year and the total for 1994 is expected to be at least 34,500.

The audit report noted that occasionally a shift has more staff present than the number of authorized posts. Steps have already been taken to better balance the shifts with established absence patterns. The post review will also identify the need for some tasks to regularly occur to help address safety and security concerns in our facilities. These tasks can include frequent searches of inmates and housing units to prevent introduction of contraband and weapons, damage and escape attempts; Corrections Deputy training; and special cleaning projects.

Corrections management will also start a "Relief Shift" in 1995. This group of Corrections Deputies will be paid a 5% shift differential to work a variety of shifts as needed. The assignment of shifts will follow the established pattern of vacation and personal holiday leave. The Relief Shift will provide flexibility in balancing absences and optimizing staff allocation by shift.

Recommendation B: Ensure that vacation and personal holiday scheduling follows the bargaining agreement; pursue setting limits for such absences by shift.

The Scheduling Unit is responsible for controlling the number of personnel off each day on vacation and personal holiday. Staff are currently allowed to take vacation days with short notice, as long as the daily limit has not been exceeded. This is an acknowledged departure from the primary statement found in the bargaining agreement, but is allowed when there is "mutual consent." The practice is allowed for the sake of staff morale, since it is often very difficult to schedule 40 hours of vacation at a convenient time, especially for employees with lower seniority.

Management will carefully review all options for coping with the morale issue; possibly the operational analysis will also contribute alternatives. The audit report recommends that we should establish limits for scheduled days off by shift, rather than overall seniority. Management is in agreement with this recommendation. However, the current interpretation of the contract and the established practice has been in effect for several years, and may be viewed as a labor issue by the union. My managers will work with Labor Relations to determine whether this practice can be changed.

Recommendation C: The Scheduling Unit should continue to collect staffing, absence and workload data and use this data to better manage staff allocation and scheduling.

The audit report points out the clear need for the Scheduling Unit to continue developing its role in scheduling and data collection. I will be working with Chair Stein and the Board of County Commissioners to fund the Unit on a permanent basis, so that this important function can be permitted to develop to its full potential.

In order to keep the cost of unbudgeted temporary assignments down, staff assigned to the Scheduling Unit has been kept to a minimum. This has hampered efforts to analyze and prepare the type of reporting mechanism suggested in the audit report; the unit must also have the data that is critical to making the staffing decisions. We will carefully examine the composition of the proposed permanent Scheduling Unit to determine the best mix of operational, clerical and analytical support staff. A good automated data system may also reduce the unit's staffing needs.

Recommendation D: Propose to develop or procure an automated scheduling system.

One of the chief difficulties in using the available data for scheduling and monitoring purposes has been lack of automated tracking. The auditor spent countless hours entering data and developing a computerized model for optimizing staff allocations. In addition, he used the data to set up graphs that illuminated some areas of concern, e.g., too many staff with weekend days off (which is being addressed in the 1995 annual shift sign-up). Finally, he has worked closely with Scheduling Unit staff to assist them in using such tools of analysis.

The Scheduling Unit will work with the Information Services Division to further research automated jail scheduling software systems--a preliminary study has not located any appropriate systems. If nothing adequate is located, we will further involve the ISD staff and a consultant, if needed, in developing such a system. A

proposal for purchase or development will be presented to the Data Processing Management Committee as part of the 1995-96 budget proposal.

Recommendation E: Re-assess payroll and scheduling procedures to take best advantage of new automation.

Corrections management and Scheduling Unit staff have been examining scheduling procedures throughout the course of the audit and will continue to do so. The Sheriff's Office Payroll Unit has spent several months reviewing its procedures and is developing a revised procedure manual for timekeepers and unit staff. In addition, Payroll staff have been working with ISD, County Payroll and the software contractor to develop the new TESS automated payroll system. The auditing process planned for TESS will follow countywide procedures; the procedure of daily auditing in all units of the Sheriff's Office is under review. The Payroll and Scheduling units will continue to work closely to assure accurate and timely data for both payroll and staff management data.

Thank you again for the technical assistance your provided in this audit. My goal, as I have mentioned, is to control costs, while maintaining the necessary staff coverage in all facilities and units. I hope to accomplish this goal by developing the best combination of staff numbers and available overtime hours. Your report provides me with very valuable information to assist me to reach this goal. The recommendations will be used to give a constructive direction to our management and scheduling needs.

Sincerely,


BOB SKIPPER
SHERIFF