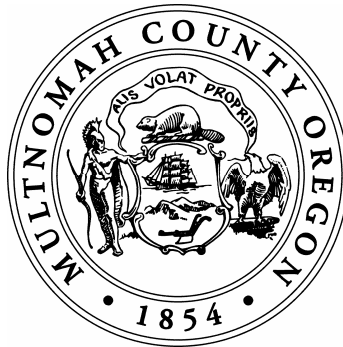




# **MULTNOMAH COUNTY , OREGON SHERIFF'S OFFICE JAILS POST FACTOR STUDY**

## **FINAL REPORT**



*Prepared by:*

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**November 2, 2007**



November 2, 2007

Mr. Larry Aab  
Director, Business Division  
Multnomah County Sheriff's Office  
501 Southeast Hawthorne Blvd.  
Portland, OR 97214

RE: Final MCSO Post Factor Study

Dear Mr. Aab:

We are pleased to transmit our Final Post Factor Report for the corrections components of the Multnomah County Sheriff's Office (MCSO).

The report addresses the following facilities and units of the MCSO:

- Multnomah County Detention Center (MCDC)
- Multnomah County Inverness Jail (MCIJ)
- Wapato Jail
- Transport Unit
- Court Services Unit
- Classification Unit

We thank you for the opportunity to work with the County and for the excellent feedback and tremendous cooperation your office provided to us throughout this seven month effort.

We look forward to our meeting with the Board of Commissioners on November 27. Please let me know if you have any questions in the meantime.

Yours truly,

A handwritten signature in black ink, appearing to read 'David M. Bogard', written over a large, stylized circular flourish.

David M. Bogard  
for Pulitzer/Bogard & Associates  
and Liebert & Associates

Enc.: MCSO Post Factor Final Report

## **DISCLAIMER**

The purpose of this report is to identify recommended staffing patterns within the affected Multnomah County facilities and units. We fully recognize that financial constraints and normal recruitment and retention difficulties will sometimes impede the agency's ability to meet the recommended staffing levels. Although we considered constitutional and other applicable standards in the development of the recommended staffing patterns, it is not our intent, nor do we posit that the recommended plans necessarily represent the necessary level of staff required to ensure compliance with any constitutional, statutory, or court ordered requirements. Moreover, this document is intended as a planning instrument only for use by the County, and is not intended for use in any legal proceeding by the County or any other entity.

## **ACKNOWLEDGMENTS**

This report could not have been prepared without the active participation, support and professionalism of the following representatives of Multnomah County:

### **Multnomah County Sheriff's Office**

- ♦ Sheriff Bernie Giusto
- ♦ Chief Deputy Tim Moore
- ♦ Chief Deputy Ron Bishop
- ♦ Business Director Larry Aab
- ♦ Captain Jay Heidenrich
- ♦ Captain Bobbi Luna
- ♦ Project Liaison Deputy Barrett Taylor
- ♦ The commanders and staff of each of the facilities and units that were studied
- ♦ The staff of the Business Division and Research and Evaluation Unit

### **Post Factor Study Steering Committee**

- ♦ Larry Aab
- ♦ Travis Graves
- ♦ Tom Mack
- ♦ Karyne Dargan
- ♦ Captain Jay Heidenrich
- ♦ Captain Bobbi Luna
- ♦ Captain Carol Hasler
- ♦ Jennifer Ott
- ♦ Deputy Barrett Taylor
- ♦ Sergeant Phil Anderchuck
- ♦ Bryan Lally
- ♦ Jacquie Weber

### **The Citizens' Advisory Group**

Thanks to all of the members of this volunteer group.

## TABLE OF CONTENTS

<b>Chap. #</b>	<b>Chapter Heading</b>	<b>Page #</b>
	Disclaimer	i
	Acknowledgments	ii
E.	Executive Summary - Key Findings and Recommendations	1
I.	Introduction	27
II.	Net Annual Work Hours	35
III.	Overtime	80
IV.	Staff Schedules	99
V.	General Staffing Issues	109
VI.	Multnomah County Detention Center (MCDC) Proposed Staffing	119
VII.	Multnomah County Inverness Jail (MCIJ) Proposed Staffing	133
VIII.	Wapato Jail Proposed Staffing	148
IX.	Court Services Proposed Staffing	176
X.	Classification Services Proposed Staffing	185
XI.	Transport Unit Proposed Staffing	194

## LIST OF TABLES

Table #	Table Heading	Page #
E.1	Proposed NAWH/SRF	5
E.2	Proposed Staffing Plans (excl. Wapato)	14
E.3	Wapato Capacity/Staffing Options	15
E.4	MCDC Summary Staffing Recommendations	15
E.5	MCIJ Summary Staffing Recommendations	16
E.6	Court Services Unit Summary Staffing Recommendations	19
E.7	Classification Unit Summary Staffing Recommendations	20
E.8	Transport Unit Summary Staffing Recommendations	21
E.9	Recommended Staffing Cost Implications	21
E.10	Wapato Staffing Cost Implications – 225 Beds	22
E.11	Wapato Staffing Cost Implications – 325 Beds	22
E.12	Wapato Staffing Cost Implications – 525 Beds	23
II.1	Corrections Lieutenants, Sergeants & Deputies Historical Average NAWH (in hours) & SRF	43
II.2	NAWH/SRF Benchmark Data	44
II.3	Historical Net Annual Work Hours – 3 Year Average Corrections Deputy – Classification	45
II.4	Historical Net Annual Work Hours – 3 Year Average Corrections Deputy – Court Services	46
II.5	Historical Net Annual Work Hours – 3 Year Average Corrections Deputy – Transports	47
II.6	Historical Net Annual Work Hours – 3 Year Average Corrections Deputy – MCDC	48
II.7	Historical Net Annual Work Hours – 3 Year Average Corrections Deputy – MCIJ	49
II.8	Historical Net Annual Work Hours – 3 Year Average Corrections Deputy – Court Services	50
II.9	Historical Net Annual Work Hours – 3 Year Average Corrections Sergeant – Classification/Court Services/Transport	51
II.10	Historical Net Annual Work Hours – 3 Year Average Corrections Sergeant – MCIJ	52
II.11	Historical Net Annual Work Hours – 3 Year Average Corrections Lieutenant – MCDC/MCIJ	53
II.12	Proposed NAWH/SRF	68
II.13	Proposed NAWH Calculations - Corrections Deputies	69
II.14	Proposed NAWH Calculations - Corrections Sergeants	70
II.15	Proposed NAWH Calculations - Corrections Lieutenants	71
II.16	Wapato NAWH/SRF	72
II.17	Net Annual Work Hours – 3 Year Average -Equipment/	75

<b>Table #</b>	<b>Table Heading</b>	<b>Page #</b>
	Property Technician	
II.18	Net Annual Work Hours – 3 Year Average - Facility Security Officer	76
II.19	NAWH Change – 10% Percent (in hours)	78
III.1	Overtime by Activity Type (in hours)	87
III.2	Peak Overtime Months	88
III.3	Overtime Usage – Corrections Deputies	90
III.4	Overtime Usage – Corrections Sergeants	91
III.5	Corrections Lieutenants, Sergeants & Deputies Vacancies (In months)	94
IV.1	12-Hour Shift Schedule	106
IV.2	8-Hour Shift Schedule	107
VI.1	MCDC Staffing Summary – 8 Hour Shift	120
VI.2	MCDC Inmate Housing Unit Capacities	121
VI.3	Staff Coverage Plan – MCDC - 8-Hour Shifts	129
VI.4	Staff Coverage Plan – MCDC - 12-Hour Shifts	131
VII.1	MCIJ Staffing Summary – 8 Hour Shift	134
VII.2	MCIJ Inmate Housing Unit Capacities	135
VII.3	Staff Coverage Plan – MCIJ - 8-Hour Shifts	145
VII.4	Staff Coverage Plan – MCIJ - 12-Hour Shifts	146
VIII.1	Visitation Space Needs Calculations	153
VIII.2	Staff Coverage Plan – Wapato Jail – 225 Bed Capacity - 8-Hour Shifts	161
VIII.3	Staff Coverage Plan – Wapato Jail – 225 Bed Capacity - 12-Hour Shifts	162
VIII.4	Staff Coverage Plan – Wapato Jail – 325 Bed Capacity - 8-Hour Shifts	167
VIII.5	Staff Coverage Plan – Wapato Jail – 325 Bed Capacity - 12-Hour Shifts	168
VIII.6	Staff Coverage Plan – Wapato Jail – 525 Bed Capacity - 8-Hour Shifts	173
VIII.7	Staff Coverage Plan – Wapato Jail – 525 Bed Capacity - 12-Hour Shifts	174
IX.1	Court Services Staffing Summary	177
IX.2	Staff Coverage Plan – Court Services	184
X.1	Classification Services Staffing Summary	186
X.2	MCDC Inmate Housing Unit Designation by Classification	188
X.3	Staff Coverage Plan – Classification Services	193
XI.1	Transport Unit Staffing Summary	195
XI.2	Staff Coverage Plan – Transport Unit	199

## LIST OF FIGURES

Figure #	Figure Heading	Page #
E.1	Total Overtime Hours	8
II.1	Average Annual Acting Sergeant Corrections Deputies	55
II.2	Average Annual Acting Office-in-Charge Corrections Sergeants	55
II.3	Average Annual Personal Holiday Corrections Deputies	57
II.4	Average Annual Personal Holiday Corrections Sergeants	58
II.5	Average Annual Personal Holiday Corrections Lieutenants	58
II.6	Average Annual Comp Time Corrections Deputies	59
II.7	Average Annual Comp Time Corrections Sergeants	59
II.8	Average Annual Non-FMLA Sick Leave Corrections Deputies	60
II.9	Average Annual Non-FMLA Sick Leave Corrections Sergeants	61
II.10	Average Annual Non-FMLA Sick Leave Corrections Lieutenants	61
II.11	Average Annual FMLA Sick Leave Corrections Deputies	62
II.12	Average Annual FMLA Sick Leave Corrections Sergeants	63
II.13	Average Annual FMLA Sick Leave Corrections Lieutenants	63
II.14	Percent of Assigned Staff Utilizing FMLA Sick Leave Corrections Deputies	64
II.15	Percent of Assigned Staff Utilizing FMLA Sick Leave Corrections Sergeants	65
II.16	16 Percent of Assigned Staff Utilizing FMLA Sick Leave Corrections Lieutenants	65
III.1	Total Overtime Hours	86
III.2	Total Overtime Hours by Month/Year	88
III.3	Total Overtime by Quarter	89
III.4	Vacation Overtime by Quarter	89
III.5	Personal Holiday Hours Paid	92
III.6	Personal Holiday Pay-Off Costs	93
III.7	MCSO Bed Capacity	95
III.8	MCIJ Staffing – Actual vs. Budget	96
III.9	MCDC Staffing – Actual vs. Budget	96
III.10	MCDC & MCIJ Staffing – Actual vs. Budget	97



# **EXECUTIVE SUMMARY – KEY FINDINGS AND RECOMMENDATIONS**

## **EXECUTIVE SUMMARY - KEY FINDINGS AND RECOMMENDATIONS**

### **Introduction**

In May of 2007, the corrections consulting team of Pulitzer/Bogard & Associates, LLC (P/BA) and Liebert & Associates (L&A) was retained by Multnomah County to perform a Post Factor Study for the corrections components of the Multnomah County Sheriff's Office (MCSO).

Pursuant to a Request for Proposals issued in February 2007, and the agreement for services entered into by P/BA and the County in May 2007, the PBA/L&A team was requested to:

- Calculate the Net Annual Work Hours (NAWH) available for corrections deputies and sergeants assigned to six MCSO facilities and operating units.
- Recommend the number of posts in each facility/unit and the number of staff required to staff those posts given the applied NAWH and resultant Shift Relief Factor.
- Review the application of direct supervision operating principles and practices at the current jails.
- Review the use of overtime.
- Explore different schedules and shift configurations and their impact on operations and staffing requirements.

The six operating facilities and units identified to be assessed include:

- Multnomah County Detention Center (MCDC)
- Multnomah County Inverness Jail (MCIJ)
- Wapato Jail
- Transport Unit
- Court Services Unit
- Classification Unit

Throughout this report there are literally hundreds of findings and recommendations relative to the staffing plans and post factor issues for the Multnomah County Sheriff's Office jails and key corrections operating units. It is simply impossible to recreate all of the findings, recommendations and rationale in a brief Executive Summary—as such, we have selectively presented the information in this chapter that we believe is most salient for decision-makers to be aware of. We encourage decision-makers to read the full report, which not only offers additional findings and recommendations, but also provides important context. The Table of Contents can be used by the reader to locate the respective sections of the report that are summarized herein.

## Chapter II – Net Annual Work Hours

Historically, MCSO has utilized a shift relief factor (SRF) to determine the number of personnel needed to staff posts that require relief in the absence of the assigned staff member. SRF (which is calculated by dividing the number of days a post needs to be covered by the calculated number of days that staff in that classification is available to work in a given year) represents the number of full time equivalent staff required to fill a post that is staffed continuously. A SRF is typically presented as a number such as 1.6, i.e., 1.6 full time equivalent staff are required to fill that post for eight hours, 365 days a year (or 4.8 full time equivalent staff for a three shift post).

Net Annual Work Hours (NAWH), an alternate process for calculating and expressing staffs' availability to work and for determining how many employees are required to staff posts continuously (as does SRF). NAWH is a more sensitive calculation method because it is based on hours rather than days, and it also lends itself to different shift configurations better than does a SRF calculation. As a very simple example:

Employee works 40 hours per week = 2,086 Hours  
(40 hours X 52.14 weeks)

Total hours an employee is unavailable to work assigned post = 430 Hours

Total hours an employee is available to work within a given year = 1,656 Hours  
(2,086 hours – 430 hours)

Multiple NAWH calculations were performed so as to be able to reflect differences between facilities, units and even positions. This additional effort, in lieu of lumping all facilities and all positions together, is far more sensitive and provides more comprehensive and detailed information allowing for cross comparisons.

### Key Findings

1. Since the NAWH was last calculated in 1997, there has been a decline in staff availability to work their primary post assignments, ranging from 25-114 hours per person (depending on facility/unit) annually for Corrections Deputies, and 58 hours per person annually for those Corrections Sergeants assigned to Classification, Court Services and Transport.
2. The availability of Corrections Sergeants to work has declined dramatically by 551 and 562 hours per person annually at MCDL and MCIJ respectively, and the historical SRF has increased from 1.68 to 2.48, an increase of 47% since 1997.
3. Due to the lack of factored relief for Corrections Lieutenants, the leave time category having the most effect on NAWH is the acting officer in charge (A/OIC) category for

Corrections Sergeants assigned to MCDC and MCIJ. During the study period, Corrections Sergeants were placed in an A/OIC capacity an average of 330 and 383 hours at MCDC and MCIJ, respectively. This represents 27%-30% of the total hours a year they are actually working.

4. Benchmark data suggest that MCSO staff is unavailable for work significantly more often than officers in other jail systems. These data must be viewed carefully, however, due to differences in policies, practices, collective bargaining agreements and environments.
5. A variety of factors contribute to the high degree of leave usage found within MCSO. County policies are one source, with very liberal interpretations of Federal and State Family medical leave laws, e.g., eligibility based on hours paid versus hours worked the previous year and allowances for intermittent FMLA. The second source is Multnomah County's current Collective Bargaining Agreement with the Multnomah County Corrections Deputy Association, which includes no limits to compensatory leave that can be earned, allowing employees to bid for vacation time before they have accrued the time off, allows for overtime pay based on anticipated hours earned rather than hours actually worked, and allows employees 11 personal holidays off from work each year (rather than paying at premium rates for holiday hours worked). Finally, MCSO agency policies/practices contributing to high leave usage include allowing employees to sign up for comp time off before it is actually earned, and delaying efforts to counsel employees using substantial sick leave until they only have 24 hours of sick leave left on the books.
6. The use of comp time continues to trend upwards. While staff may only maintain a balance of 80 hours of comp time on the books at any given time, they may earn many more hours in excess of that number. Without any limitations on the total number of hours earned in a set period (e.g., one year), controlling this leave time category will be difficult and challenging at best. The risk associated with uncontrolled comp time is that in order to cover the increasing number of comp time absences, overtime tends to spiral upwards as it is the most likely means to cover this type of absence.
7. Corrections Deputies and Sergeants assigned to MCIJ and MCDC are using substantially more FMLA-related sick leave than staff assigned to other units.
8. The historical (three-year) NAWH calculation shows that officers are only receiving approximately 16-24 hours of training each year, as opposed to the minimum of 40 hours required by Oregon Jail Standards<sup>1</sup> and recommended by national American Correctional Association (ACA) standards.<sup>2</sup>

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<sup>1</sup> Standards for the Operation of Oregon Jails - B 04.03.01

<sup>2</sup> American Correctional Association (ACA), Performance-Based Standards for Adult Local Detention Facilities, 4<sup>th</sup> Ed. 4-ALDF-7B-10: Certified Corrections Officers: 40 Hours.

### Key Recommendations

1. The proposed staffing plans provide relief for Corrections Lieutenants by increasing the number of Lieutenants, thereby substantially reducing the need for Sergeants to fill in as A/OIC and Corrections Deputies as acting Sergeant (A/SGT). This also increases the NAWH for Sergeants and Deputies and maintains shift leadership in the hands of corrections managers at the appropriate level for large, complex facilities.
2. We cannot propose a NAWH predicated on *very significant* reductions in leave categories. To do so would be both misleading and futile, absent concrete resolve on the part of the County and MCSO to aggressively address leave usage via collective bargaining or policy changes. We have, however, proposed some changes based on *increased* levels of staff training and very significant *decreases* in acting officer-in-charge status by providing appropriate relief to Lieutenants.
3. Table E.1 sets forth the calculated three-year average for Deputies, Sergeants and Lieutenants at each facility and unit, and shows the proposed NAWH figures.

**Table E.1: Proposed NAWH/SRF**

	Historical Average NAWH		2007 PBA / L&A Proposed NAWH		Difference Hours (+/-)
	NAWH	SRF	NAWH	SRF	NAWH
<b>Corrections Deputies</b>					
Classification	1,678	1.74	1,659	1.76	-19 / .01%
Court Services	1,598	1.83	1,580	1.85	-18 / .01%
Transportation	1,628	1.79	1,622	1.80	-6 / .01%
MCDC	1,607	1.82	1,588	1.84	-19 / .01%
MCIJ	1,590	1.84	1,571	1.86	-19 / .01%
<b>Corrections Sergeants</b>					
Classification, Court Services & Transport	1,676	1.74	1,657	1.76	-19 / .01%
MCDC	1,184	2.47	1,470	1.99	+286 / 24%
MCIJ	1,171	2.49	1,512	1.93	+341 / 29%
<b>Corrections Lieutenants</b>					
MCDC & MCIJ	1,460	2.00	1,476	1.98	+16 / 1%

4. MCSO should establish a NAWH committee charged with overseeing the collection, recording and tracking/monitoring of leave time (and other reasons for employees being unavailable to work their primary post assignments) categories.
5. NAWHs calculations for Corrections Lieutenants, Corrections Sergeants, and Corrections Deputies should be updated annually.

6. We recommend that the County's policies that presently provide very liberal interpretations of Federal and State Family Medical Leave laws, e.g., eligibility based on hours paid versus hours worked the previous year and allowances for intermittent FMLA, be reconsidered due to the impact they are presently having on such leave usage within MCSO.
7. We recommend that future negotiations with the Multnomah County Corrections Deputy Association address such leave drivers as allowing employees to bid for vacation time before they have accrued the time off, the lack of limits on compensatory leave that can be earned, the calculation of overtime pay based on anticipated hours earned rather than hours actually worked, and the holiday leave provision that allows employees 11 personal holidays off from work each year (rather than paying at premium rates for holiday hours worked).
8. It is recommended that the MCSO reconsider current policies/practices that contribute to high leave usage such as allowing employees to sign for comp time off before it is actually earned, and deferring efforts to counsel employees using substantial sick leave until they only have 24 hours sick leave left on the books.
9. MCSO should develop a formal system whereby facility administrators (with the support of the new NAWH Committee) routinely examine the usage of sick leave to identify persons taking excessive sick leave or calling in pursuant to specific patterns that are indicative of sick leave abuse, e.g., sick leave taken before and/or after scheduled days off or vacation. This system must include steps to be taken should suspected or verified sick leave abuse be identified.
10. Since there is no historical basis on which to plan the NAWH for Wapato, the proposed NAWHs for Corrections Sergeants and Corrections Deputies are based on the average of the proposed NAWH for those positions at MCDC and MCIJ. The NAWH proposed for Corrections Lieutenants assigned to MCDC and MCIJ was then used for Wapato Lieutenants. We have, however, developed alternative NAWH proposals for Corrections Sergeants, based on differing assumptions associated with each of the staffing plans proposed for the three different population levels at Wapato.

### **Chapter III – Overtime**

Chapter III includes a discussion of observations about how overtime is tracked and used, and then recommendations aimed to help control and/or reduce overtime utilization.

#### *Key Findings*

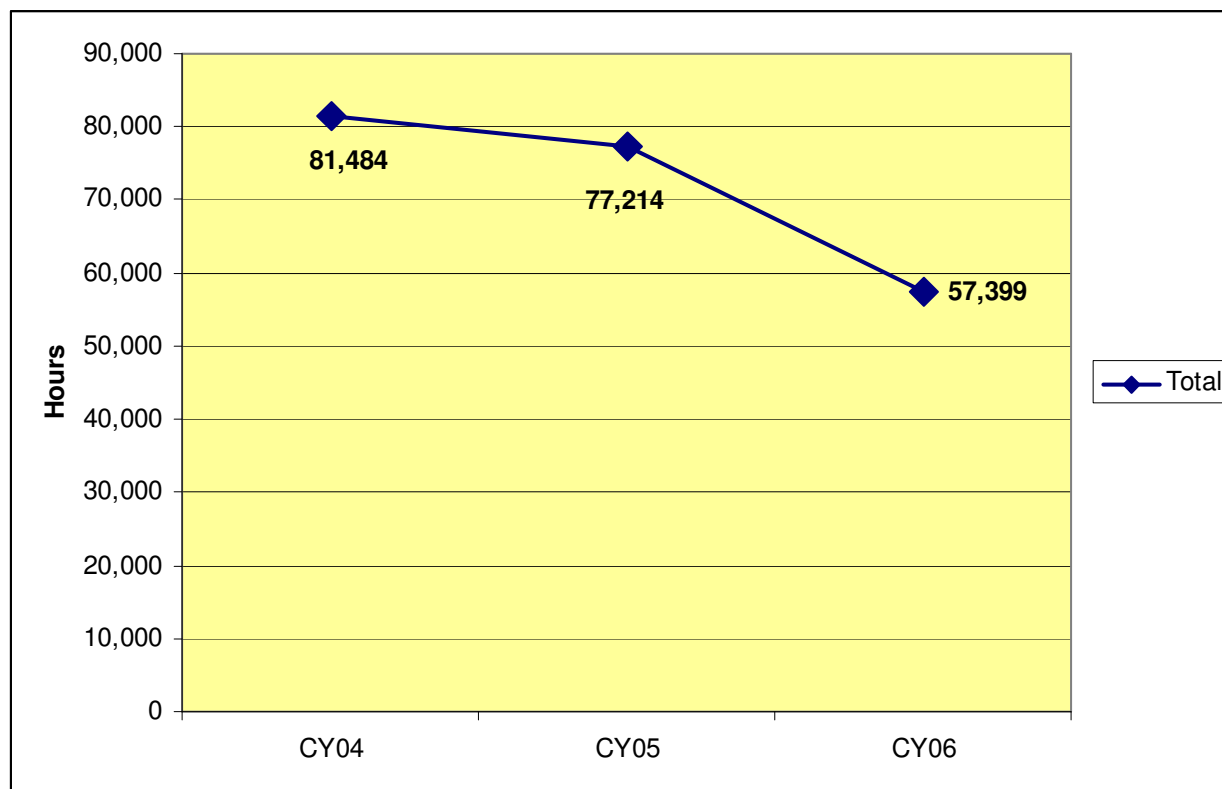
1. Until July 2006, time spent on paid leave (e.g., vacation, comp time, sick leave) was considered "authorized work hours" for the purpose of calculating overtime. This work rule clearly contributed to leave abuse and overtime escalation. Since July

2006, “authorized work hours” no longer includes paid sick leave for the purpose of calculating overtime, which begins to align MCSO with most public safety agencies that generally only consider hours actually worked for the purpose of calculating overtime payments.

2. Within the Collective Bargaining Agreement is language to the effect that the Office of Sheriff has implemented a 7.k. exception<sup>3</sup> under the Fair Labor Standards Act. Despite the inclusion of this language, this provision has not been implemented and overtime payment continues to be based on the 40-hour work week; this contributes directly to overtime expenditures being far higher than might otherwise be the case.
3. There are no established procedures requiring supervisors to document the original reason generating the need for overtime: the actual reason and at which unit or facility. This severely hampers the ability to perform reliable analysis of overtime expenditures and leads to overtime being attributed incorrectly.
4. There has been a significant reduction in overtime hours utilized by Corrections Deputies and Corrections Sergeants from 2004-06. The reduction was 29% for Deputies, while there has been a 50% reduction for Corrections Sergeants.
5. As illustrated in Figure E.1, the number of overtime hours has declined during the study period from a high of 81,484 hours in 2004 to 57,399 hours in 2006. This represents a 30% reduction in the use of overtime during the study period, an impressive trend.

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<sup>3</sup> The terms of the exception are that work periods equal 28 days and employees must work 165.5 hours within the 28 day period before they become eligible for overtime.

**Figure E.1: Total Overtime Hours**

6. One contributor to overtime expenditures that MCSO has effectively tracked is the amount paid for personal holidays in lieu of time off. The Collective Bargaining Agreement provides for Corrections Deputies and Corrections Sergeants to be paid for unused personal holidays at time and one half for each unused holiday that an employee requested and was not granted. This accounted for 2,926 hours of personal holidays paid at the time and a half overtime rate, costing \$136,852 in FY07, which represents a 9.5% increase over 2006 in overtime monies spent for this purpose. Since data have been maintained (FY01), there has been a 259% increase in the number of personal holiday hours paid at overtime rate.
7. There have been periods of time when the actual numbers of Corrections Deputies exceeded the County Board's authorized strength. This was because facilities were closed and capacities changed, without any opportunity to reduce staff via attrition and also without any layoffs. These overages, as high as the equivalent of 18 FTE's at MCIJ in 2004 and eight FTE's at MCDC in 2006, have averaged 12.5 FTE's between the two facilities over the past three years. During these periods, MCSO continued funding extra staff positions through regular personnel line items with any savings in other line items used to offset any regular personnel line item overages experienced. This trend seems to have leveled off and toward the end of 2006; the actual number of positions was actually slightly lower than budgeted.



### *Recommendations*

1. MCSO should work with the Union to implement the 7.k. exception under the Fair Labor Standards Act.
2. Absent a commitment to lay off employees, reductions in authorized positions should only be imposed on the MCSO by the County Board on a phased basis that might allow for reductions via a natural attrition in the workforce.
3. The MCSO should take the necessary steps to cease the practice of making payments on anticipated overtime, and should only pay overtime at such point in time the employee has actually earned it.
4. The MCSO should establish policies and procedures requiring documentation of absences in a manner that accurately describes the reason an employee is absent from his/her assigned post - whether they are actually absent or away from their post.
5. MCSO should specifically track overtime, particularly for those categories that are believed to be drivers of overtime, i.e., A/OIC, A/SGT, Comp Time, Personal Holiday, etc. Such documentation should also highlight the original unit/facility generating the need for overtime
6. MCSO should tightly manage time-off categories that are within its control, such as vacation and comp time, thereby minimizing the need for overtime. In addition, the MCSO should cease the practice of scheduling comp time-related absences prior to the time employees actually earn the time.
7. The MCCDA, Multnomah County, and MCSO representatives should negotiate changes to the Collective Bargaining Agreement that will provide structure and control regarding personal holidays, without undue loss to the Union's membership.
8. The County Board/MCSO should budget a shift relief factor for those posts requiring continuous coverage, as identified in the proposed staffing plans in Chapters VI through XI. Implementation of the staffing plans proposed by PBA/L&A provide relief for those positions that have historically relied on overtime to fill post openings (e.g., Court Services).
9. Vacancies should be filled as aggressively as possible and should be examined yearly; adequate overtime monies need to be budgeted to accommodate the fluctuations experienced between actual and budgeted staff positions.

## **Chapter IV – Staff Schedules**

Scheduling, as discussed in Chapter IV, has several different components. This chapter first examines current MCSO scheduling practices for Corrections Deputies and Corrections Sergeants assigned to the Classification, Court Services and Transport units, and MCDC and MCIJ facilities – more specifically, the process by which officers are assigned to facilities, shifts, days off and posts. It also includes a review of the procedures by which supervisors staff overtime vacancies. Second, work schedules for each unit/facility are examined in light of current operations and for optimal efficiencies and effectiveness. Third, alternate work schedules are identified and discussed relative their potential to offer improved staff availability and/or operational efficiency and effectiveness. Discussion and recommendations may be found in the unit/facility-specific chapters regarding numbers of staff needed for positions identified and whether such positions are relieved.

### *Key Findings*

1. An unforeseen result of decentralizing the scheduling function is that Corrections Lieutenants and Corrections Sergeants assigned to MCDC and MCIJ are spending approximately half of their assigned shifts managing payroll, overtime and scheduling.
2. TeleStaff™, an automated scheduling system, is currently being implemented by MCSO with high expectations for reducing the amount of time supervisors spend filling vacant shifts. This software system is designed to automate management of an organization's staffing needs, including managing and recording employee leave (both scheduled and unscheduled), staff schedules, payroll, specialized staff qualifications, assigning overtime work, etc. Unfortunately, the initial experience (limited to first 30 days of activation) has not been as positive as hoped for.
3. All Corrections Deputies and Corrections Sergeants at MCDC and MCIJ presently work five 8-hour shifts each week. Staff schedules are assigned based on a bid process. While five 8-hour days is a typical schedule in a jail facility, the current process for schedule assignments does not lend itself to optimizing staff work performance or monitoring of staff performance.
4. The 24-hour nature of jail operations does not generally lend itself well to 10-hour shifts. Ten-hour shifts results in unnecessary overlaps or gaps in necessary coverage. A 24-hour operation lends itself better to 8-hour or 12-hour shift configurations, depending on facility activity schedules.

### *Recommendations*

1. The post assignment process should be modified to afford MCSO management the ability to assign staff to posts based on the operational needs of the facility.

2. Implementation of 12-hour shifts should be considered for each of the jails. One possible approach would be to implement 12-hour posts at Wapato on a trial basis (perhaps one year), if that facility is to be opened. The trial implementation should be accompanied by an agreement with the Union regarding quantifiable goals for reduced sick leave, along with enhanced management responses to suspected sick leave abuse.
3. The number of “time exchanges” available to staff should revert to the original contract terms that limit time exchanges to a maximum of 52 within a calendar year.
4. MCSO is strongly encouraged to reconsider Corrections Division Special Order 07-03, dated March 5, 2007, which addresses MCSO Corrections Overtime Hiring and Voluntary Overtime (VOT) Sign-Up, in an effort to streamline an onerous process for filling overtime vacancies.
5. It should remain the Corrections Lieutenants’ responsibility to manage scheduled and unscheduled absences, and fill vacancies, for employees assigned to their respective unit/facility. When it is determined that the vacancy must be filled through overtime, the Corrections Lieutenant would then notify a designated person that overtime has been authorized, and that the designated person is authorized to solicit qualified officers willing to work the overtime hours.
6. A new 24-hour/7-day, relieved position should be created that is responsible for filling overtime vacancies in accordance with revised policies and procedures for the Classification, Court Services and Transport units and MCDC and MCIJ facilities. A secondary duty would be assuring proper documentation of all absences from assigned post (e.g., training, meeting, sick leave, vacation, special assignment, etc.) and original reason generating need for overtime.
7. Current practices should be modified to limit the number of calls required to be made in filling an overtime vacancy. Once the requisite number of calls has been made, any qualified officer who is willing should be allowed to work the overtime hours.
8. MCSO should continue its efforts to automate the scheduling function (Telestaff™), to include the assignment of overtime.

## **Chapter V – General Staffing Issues**

Chapter V discusses some of the broader issues that affect the staffing of the three jail facilities, i.e., MCDC, MCIJ and potentially Wapato. These issues are:

- Direct Supervision
- Direct Supervision Unit Sizes
- Continuous Coverage in Multiple Occupancy and Dormitory Units
- Prison Rape Elimination Act
- Classification
- Escorting Inmates

### *Key Findings*

1. The direct supervision management of MCDC prevailed until the late 1990's. Incrementally, the inmate population of the pods was increased, first to 40 and then ultimately to 62, meaning that most pods were double bunked. Along with the double bunking came other decisions that have contributed to a significant break down of direct supervision.
2. Dormitory units at MCIJ and many of those at the new Wapato facility are sized as high as 75 beds. ACA Standards state that multiple occupancy housing units should be no larger than 64 inmates. The National Institute of Corrections, in its publication entitled The Self Audit Instrument for Administrators of Direct Supervision Jails, (hereinafter referred to as the NIC "Direct Supervision Self Audit")<sup>4</sup> speaks to ratios of officers to inmates being based on inmate risk levels, with 72 being the maximum number of inmates in a unit. Although meeting the ACA Standards of 64 or fewer inmates in MCIJ would not have a staffing impact; an additional 47 beds would be required to meet the housing needs. Reducing the three 75-bed dormitories to 64 at Wapato would also not directly impact staffing, but it would represent a loss of 33 beds.
3. Dormitory units at MCIJ and double celled units at MCDC are presently not continuously staffed with an officer in each unit at night. These multiple occupancy living arrangements present opportunities for inmates to engage in myriad prohibited activities, while also posing a significant risk to potential victims of sexual assault and other forms of violence.
4. Dormitories and multiple occupancy celled units are routinely left unsupervised during officer breaks.
5. MCSO inmates are presently not classified based on a validated objective classification system consistent with best practices.
6. All inmates, regardless of custody level, are presently escorted by officers whenever they leave their assigned housing units. This is contrary to practice used by many direct supervision jails, whereby properly classified inmates may be permitted to move with passes, through corridors that are supervised by staff and observed via closed circuit television.

### *Recommendations*

1. The re-establishment of sound direct supervision practice, procedures and training is paramount to future successful operations of Multnomah County's jails. A list of necessary components of this effort is included in Chapter V.

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<sup>4</sup> O'Toole, Nelson, Liebert and Keller, The Self Audit Instrument for Administrators of Direct Supervision Jails, National Institute of Corrections, 2004. Available online: <http://www.nicic.org/pubs/2004/019640.pdf>.

2. MCSO should move ahead with due speed to implement a validated objective classification system.
3. Once an objective classification system is validated and implemented, medium/minimum inmates should be permitted to move unescorted within the jails.
4. Dormitories and multiple occupancy celled units should not be left unsupervised during officer breaks, and the proposed staffing plans provide an appropriate level of escort/relief officers to insure that units are always staffed.
5. Overall, we recommend that all units be staffed on night shift, in order to comply with best practices for direct supervision jails. This is especially true if the capacity of the dormitories is to exceed those recommended by national standards and best direct supervision practices.<sup>5</sup>
6. Consideration should be given to lowering the size of dormitory units at MCIJ to meet the 64 standard recommended by the American Correctional Association (ACA).

## **Chapter VI-XI – Proposed Staffing Plans**

Recommendations are presented below for each of the six facilities and operating units included in this study.

Table E.2 below presents a summary of the PBA/L&A staffing recommendations for the two existing facilities and three operating units that were evaluated (Wapato is addressed separately in Table E.3 below) :

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<sup>5</sup>See the more extensive discussion of this issue in Chapter 5, including caveats on this recommendation.

**Table E.2: Proposed Staffing Plans (excl. Wapato)**

FACILITY OR FUNCTIONAL UNIT	FY 2007 AUTHORIZED POSITIONS	2007 PROPOSED STAFFING PLAN PBA/L&A	DIFFERENCE	Breakdown Of Changes			
				Recommended Increase Due to Best Practices	Recommended Increase Due to Operational Considerations	Recommended Post Reductions	Recommended Increase Due to Net Annual Work Hours
MCDC	212.09	264.5	51.5	24	6	0	21.5
MCIJ	164.98	184	19	10	0	8	17
COURTS	32	43	11	-	1	-	10
CLASSIFICATION	19	25	6	-	5	-	1
TRANSPORT	17.5	20.5	3	-	2	-	1
TOTAL	445.57	537	90.5	34	14	8	50.5

A total of 90.5 additional positions are recommended to address current needs. Of these, approximately 50 are required to address the current lack of a sufficient shift relief factor to correspond with the calculated/proposed Net Annual Work Hours; these positions are necessary to reduce the reliance on overtime to supplement staff availability.<sup>6</sup> Another 34 positions are recommended to supplement existing post coverage patterns to bring the facilities into compliance with national standards and best practices for direct supervision jails.<sup>7</sup> And, while 14 additional positions are recommended to address additional operational considerations and replace posts that are routinely staffed on an overtime basis with permanently staffed assignments, this category is also partially offset by a reduction of seven positions due to functions that we determined required fewer positions.<sup>8</sup>

Table E.3 presents a summary of the proposed staffing plans for each of the three Wapato capacity options.

<sup>6</sup> The net annual work hours (NAWH) figure assumes that all operational requirements, post reductions and best practices are applied. The category of NAWH includes three types of positions. First, it includes a rough estimate of the impact of applying the PBA/L&A proposed NAWH as opposed to the 1997 L&A NAWH. Second, it includes new positions, with associated relief requirements, that will provide a relief factor. Third, the revised NAWH was applied to existing positions that will provide a relief factor where one was not previously authorized.

<sup>7</sup> The category "Best Practices" reflects here primarily night shift coverage of double-celled and dormitory housing units and those housing special populations.

<sup>8</sup> Examples of these operational considerations include adding a post for monitoring inmates in the hospital or those who are on a continuous watch for suicide prevention.

**Table E.3: Wapato Capacity/Staffing Options**

<b>225 Beds</b>	<b>Wapato</b>	<b>59</b>
	Classification	1
	Transportation	3
	Work Crew	1
	MCDC	0
	<b>TOTAL</b>	<b>64</b>

<b>325 Beds</b>	<b>Wapato</b>	<b>83</b>
	Classification	2
	Transportation	3
	Work Crew	1
	MCDC	2
	<b>TOTAL</b>	<b>91</b>

<b>525 Beds</b>	<b>Wapato</b>	<b>122</b>
	Classification	3
	Transportation	3
	Work Crew	1
	MCDC	4
	<b>TOTAL</b>	<b>133</b>

#### *Chapter VI – MCDC Recommendations*

The Multnomah County Detention Center (MCDC) is a high-rise facility located in downtown Portland. It serves as the point of intake for the jail system and houses the majority of inmates with special needs and higher security requirements. MCDC was originally opened with a design capacity of 476, but now routinely houses in excess of 600 inmates via selective double-celling, due to crowding in the jail system.

**Table E.4: MCDC Summary Staffing Table**

<b>Job Title</b>	<b>2007 Authorized Positions</b>	<b>2007 PBA/L&amp;A</b>
Lieutenant	3	7.5
Sergeant	23.53	25
Deputies	185.56	232
<b>Total</b>	<b>212.09</b>	<b>264.5</b>

1. This proposed staffing plan is predicated on a capacity of 643.

2. 52.5 additional positions are recommended for MCDCC. The total staffing required for MCDCC is relatively high compared to other jails due to the small size of many of the housing units and the presence of floor control positions on each floor.
3. Housing units for special population inmates or those that are double celled are staffed on a 24-hour/7-day per week basis. The additional night shift coverage accounts for 24 additional Corrections Deputies, including relief.
4. The proposed staffing plan provides sufficient staffing to allow for Housing Unit Officers to take meal breaks or perform cell searches or other time intensive actions, with another officer assigned to supervise the unit directly during the break or other activity.
5. The revised NAWH accounts for the addition of 16 Corrections Deputies.
6. The inclusion of positions to provide supervision for inmates who are suicidal accounts for 12 additional Corrections Deputies. This should positively impact on overtime pay, which is presently used to provide coverage for these ongoing needs.
7. The proposed staffing plan provides relief for the Corrections Lieutenants position, thereby substantially reducing the need for Sergeants to fill in as A/OIC and Corrections Deputies as A/SGT.
8. 12-hour shifts would require two fewer corrections staff than eight hour shifts (262.5 versus 264.5).

### *Chapter VII – MCIJ Recommendations*

The Multnomah County Inverness Jail (MCIJ) is a low-rise structure that presently operates with a capacity of some 1,019 beds. The facility is comprised with 80% of capacity in open dormitories and 20% in single cells. Generally speaking, inmates classified to MCIJ are those who do not pose high security risks and do not require special needs housing due to medical or mental health concerns.

**Table E.5: MCIJ Summary Staffing Recommendations**

<b>Job Title</b>	<b>2007 Authorized Positions</b>	<b>2007 PBA/L&amp;A</b>
Lieutenant	3	7
Sergeant	17.94	16
Deputies	144.04	161
<b>TOTAL</b>	<b>164.98</b>	<b>184</b>

1. This proposed staffing plan is predicated on a capacity of 1,019 inmates.



2. 19 additional positions are recommended. Even with this increase, the proposed staffing level would still be considered efficient compared with other contemporary direct supervision jails.
3. The revised NAWH accounts for the addition of 13 Corrections Deputies.
4. The increased number of Corrections Deputy positions is impacted by our recommendation that all dormitory units be staffed on night shift, in order to comply with best practices for direct supervision jails. This is especially true if the capacity of the dormitories is to exceed those recommended by national standards and best direct supervision practices. The impact of this is 10 total Corrections Deputy positions.
5. The proposed staffing plan provides sufficient staffing to allow for Housing Unit Officers to take meal breaks or perform cell searches or other time intensive actions, with another officer assigned to supervise the unit directly during the break or other activity.
6. Although we identified a need to increase some positions, there were several posts identified that could be managed effectively with fewer staff than currently assigned.
7. The proposed staffing plan provides relief for the Corrections Lieutenants position, thereby substantially reducing the need for Sergeants to fill in as A/OIC and Corrections Deputies as A/SGT.
8. 12-hour shifts would require nine fewer corrections staff than eight hour shifts (184 versus 175).

### *Chapter VIII – Wapato Recommendations*

The Wapato Facility, a minimum/medium custody jail, was completed in July 2004, but due to limited County finances, never been opened to house inmates.

The scope of the staffing plans for Wapato differs significantly from those presented for the other jails and operational units covered in this report:

- First, proposed staffing plans are presented for three different operational capacities: 525 (three 75-bed dormitories and six 50-bed dormitories), 325 (with three 75-bed dormitories and two 50-bed dormitories), and 225 (three 75-bed dormitories).
- Second, in addition to identifying required Corrections Lieutenants, Sergeants and Deputy positions, the Wapato proposed staffing includes required positions for programs and support functions (typically civilian and falling under Local 88's Collective Bargaining Agreement) necessary to open and operate the facility. These positions, however, are limited to those that would actually be assigned to the Wapato facility.

- Third, additional positions required to open Wapato but assigned to other MCSO units covered under this Report are recommended as well. These include positions in the following units: MCDL, Transport, Court Services, and MCIJ Work Crew.
1. Total staffing (including both Wapato and centralized positions) associated with opening Wapato at the 225 threshold is 64 FTE's (59 at Wapato and five other).
  2. Total staffing associated with opening Wapato at the 325 threshold is 91 FTE's (83 at Wapato and eight other)
  3. Total staffing associated with opening Wapato at the 525 threshold is 133 FTE's (122 at Wapato and 11 other).
  4. At 225 beds, one additional position is required for the Classification Unit, three for the Transport Unit, one for MCIJ's Work Crew, and none for Court Services or MCDL. At 325 beds, two additional positions are required for the Classification Unit, four for the Transport Unit, two for MCDL, and none for Court Services. At 525 beds, three additional positions are required for the Classification Unit, four for the Transport Unit, four for MCDL, and none for Court Services.
  5. Due to the relative small size of the facility, the potential staff savings associated with 12-hour shifts is not as significant as it might be at MCDL or MCIJ. Nevertheless, opening Wapato may present an excellent opportunity to try 12-hour shifts on a trial basis.
  6. The proposed number of Corrections Deputy positions is impacted by our recommendation that all dormitory units be staffed on night shift, in order to comply with best practices for direct supervision jails. This is especially true if the capacity of the dormitories is to exceed those recommended by national standards and best direct supervision practices.
  7. The proposed staffing plan provides sufficient staffing to allow for Housing Unit Officers to take meal breaks or perform cell searches or other time intensive actions, with another officer assigned to supervise the unit directly during the break or other activity.
  8. At the 225 capacity threshold, one Lieutenant is assigned as Facility Commander and will report to the Captain at MCIJ. One Sergeant is assigned to each shift. The Corrections Sergeant's NAWH calculation (1515) reflects no OIC time as they would be responsible for shift operations and oversight.
  9. At 325 beds, a Captain is assumed to be the Facility Commander and one Corrections Lieutenant is assigned to each shift to act as the Shift Commander, as well as handling administrative functions, with no relief coverage applied. Because of the smaller capacity of this facility and the classification of inmates, Corrections Sergeants would supervise the facility when a Lieutenant was not present. One

Sergeant is assigned to each shift.

10. At 525 beds, a Captain is assumed to be the Facility Commander and it is recommended that there be one Corrections Lieutenant assigned to each shift, with a relief coverage applied. Because of the number of inmates (525) and the amount of inmate activity and movement associated with that number of inmates and the fact that housing units are located on three floors; two Sergeants, with relief, are assigned to each shift.

### *Chapter IX – Court Services Unit Recommendations*

This Chapter addresses Court Services Unit (CSU) operations at the Courthouse and Justice Center. The primary function of CSU is to escort inmates to and from secure holding areas and court rooms within the Courthouse and Justice Center court facilities, and to provide for safety and security while inmates are in court. The Deputies assigned to Court Services also supervise inmates while they are housed in adjacent court holding facilities where provided. These inmates are brought to the courthouses by Transport Unit or Escort Deputies, but are supervised by CSU Deputies when they are inside the court facility.

**Table E.6: Court Services Unit Summary Staffing Recommendations**

<b>Job Title</b>	<b>2007 Authorized Positions</b>	<b>2007 PBA/L&amp;A</b>
Lieutenant	1	1
Sergeant	1	3
Deputies	30	39
<b>TOTAL</b>	<b>32</b>	<b>43</b>

1. No changes are recommended to the number of posts presently identified for this unit.
2. In order to end the practice of MCDC Corrections Deputies being frequently assigned on an overtime basis to Court Services, we have recommended the addition of a shift relief factor for this unit. The addition of the relief factor accounts for nine additional Court Services Deputies.
3. Two additional Sergeant positions are recommended to provide an appropriate span of control and a shift relief factor for these positions.
4. The lack of secure corridors for escorting inmates to court and the lack of appropriate and adjacent court holding space in the Courthouse are of significant concern, and affect staffing levels negatively.

**Chapter X – Classification Unit Recommendations**

The Classification Unit is responsible for interviewing inmates to collect data about their criminal history, assessing their risk while housed in the facility, and identifying any special needs or treatment needs that may impact their housing assignment. All inmates are initially taken to MCDJ for intake processing and classification. The classification designations drive the inmate's housing location by pairing the classification determination with the appropriate housing unit designations.

**Table E.7: Classification Unit Summary Staffing Recommendations**

<b>Job Title</b>	<b>2007 Authorized Positions</b>	<b>2007 PBA/L&amp;A</b>
Lieutenant	0	0
Sergeant	1	3
Deputies	18	22
TOTAL	19	25

1. Presently, there are 19 classification staff authorized in the unit, including one Corrections Sergeant and 18 Corrections Deputies. Only one Classification Deputy is assigned to MCIJ. This staffing is reportedly scheduled to be reduced to 17 total staff in February 2008.
2. The proposed staffing plan provides for an additional Sergeant, with relief, to supervise Deputies assigned to the Classification Unit.
3. Four additional Corrections Deputies are recommended to implement a validated, National Institute of Corrections objective classification system and to enhance case management capacity at MCDJ and at MCIJ. This is based on the current authorized strength and will not replenish two positions that are to be cut effective February 1, 2008.

**Chapter XI – Transport Unit Recommendations**

The Transport Unit is responsible for conducting transports to/from court, high risk medical appointments, and intrastate transports. In 2006, more than 70,000 transports were conducted, covering more than 213,000 miles. The Transport Unit operates Monday through Friday.

**Table E.8: Transport Unit Summary Staffing Recommendations**

Job Title	2007 Authorized Positions	2007 PBA/L&A
Lieutenant	.5	.5
Sergeant	1	3
Deputies	16	17
TOTAL	17.5	20.5

1. Two Additional Sergeants are recommended to provide a shift relief factor so that there is continuous supervision of the unit and the Corrections Deputies.

### Cost Impact of Proposed Staffing Plans

Table E. 9 identifies the initial personnel cost impact of implementing the recommended staffing plans at the existing facilities and units.

**Table E.9: Recommended Staffing Cost Implications**

Unit/Facility →	Average Annual Salary & Benefits	Classification		Court Services		Transport Unit		MCDC		MCJ		Total
Position ↓		Staff	Costs	Staff	Costs	Staff	Costs	Staff	Costs	Staff	Costs	
Corrections Lieutenant	\$151,912	0	\$0	0	\$0	0	\$0	4	\$607,648	4	\$607,648	\$1,215,296
Corrections Sergeants	\$129,602	2	\$259,204	2	\$259,204	2	\$259,204	1.5	\$194,403	-2	(\$259,204)	\$712,811
Corrections Deputy	\$104,692	4	\$418,768	9	\$942,228	1	\$104,692	46	\$4,815,832	17	\$1,779,764	\$8,061,284
<b>Total</b>			<b>\$677,972</b>		<b>\$1,201,432</b>		<b>\$363,896</b>		<b>\$5,617,883</b>		<b>\$2,128,208</b>	<b>\$9,989,391</b>

This table does not, however, fully represent the anticipated net personnel cost impact of this plan. This table merely shows the cost of the recommended 90.5 additional positions, but does not reflect the projected overtime savings that will result from implementation of the positions identified as NAWH positions. For example, Table E.2 identified 50.5 positions that are attributable to correction of the inadequate Net Annual Work Hours available to staff all posts as required. Some of these served to create a shift relief factor where none has previously existed, as is the case with the Court Services Unit which occasionally turns to MCDC for staff to fill in for daily absences and then causes overtime to be expended and attributed to MCDC.

The 50.5 figure is not exact as it includes the necessary NAWH for new positions within this category and from the other categories shown on Table E.2. It must be taken as an approximate subtotal of the attribution reasons for new positions recommended—the actual number of recommended new positions that may translate directly to overtime redistribution is lower than the 50.5. MCSO staff is developing cost models that will estimate the likely overtime cost savings that will flow from filling these positions. Table

E.9 does provide a reasonable estimate that serves to illustrate the impact of applying a new, more accurate, Net Annual Work Hour/Shift Relief Factor.

Tables E.10, E.11 and E.11 illustrate the incremental personnel costs associated with operating Wapato at the 225, 325 and 525 capacity levels respectively. Also included are those additional positions required to open Wapato but assigned to other MCSO units covered under this Report, including positions in the following facilities/units: MCDC, Transport, Court Services, and MCIJ Work Crew.

**Table E.10: Wapato Staffing Cost Implications – 225 Beds**

Unit/Facility →	Average Annual Salary & Benefits	Wapato - 225	
Position ↓		Staff	Costs
Corrections Captain	\$162,826	0	\$0
Corrections Lieutenant	\$151,912	1	\$151,912
Corrections Sergeants	\$129,602	6	\$777,612
Corrections Deputy	\$104,692	48	\$5,025,216
Facility Security Officer	\$64,043	3	\$192,129
Chaplain	\$82,036	0	\$0
Hearing Officer	\$92,113	1	\$92,113
Program Administrator	\$117,656	1	\$117,656
Corrections Counselor	\$88,825	2	\$177,650
Corrections Tech	\$70,155	1	\$70,155
Equip/Property Tech	\$72,726	1	\$72,726
<b>Total</b>			<b>\$6,677,169</b>

**Table E.11: Wapato Staffing Cost Implications – 325 Beds**

Unit/Facility →	Average Annual Salary & Benefits	Wapato - 325	
Position ↓		Staff	Costs
Corrections Captain	\$162,826	1	\$162,826
Corrections Lieutenant	\$151,912	3	\$455,736
Corrections Sergeants	\$129,602	7	\$907,214
Corrections Deputy	\$104,692	68	\$7,119,056
Facility Security Officer	\$64,043	3	\$192,129
Chaplain	\$82,036	1	\$82,036
Hearing Officer	\$92,113	1	\$92,113
Program Administrator	\$117,656	1	\$117,656
Corrections Counselor	\$88,825	4	\$355,300
Corrections Tech	\$70,155	1	\$70,155
Equip/Property Tech	\$72,726	1	\$72,726
<b>Total</b>			<b>\$9,626,947</b>

**Table E.12: Wapato Staffing Cost Implications – 525 Beds**

Unit/Facility →	Average Annual Salary & Benefits	Wapato - 525	
Position ↓		Staff	Costs
Corrections Captain	\$162,826	1	\$162,826
Corrections Lieutenant	\$151,912	7	\$1,063,384
Corrections Sergeants	\$129,602	12	\$1,555,224
Corrections Deputy	\$104,692	99	\$10,364,508
Facility Security Officer	\$64,043	3	\$192,129
Chaplain	\$82,036	1	\$82,036
Hearing Officer	\$92,113	1	\$92,113
Program Administrator	\$117,656	1	\$117,656
Corrections Counselor	\$88,825	6	\$532,950
Corrections Tech	\$70,155	1	\$70,155
Equip/Property Tech	\$72,726	1	\$72,726
<b>Total</b>			<b>\$14,305,707</b>

### Implementation Recommendations

It is clear that a recommendation to add some 90.5 positions to the corrections function within MCSO is one that carries with it substantial cost ramifications. At an average cost of \$104,000 per position (average annual salary and benefits for a Corrections Deputy), the decision to add these positions is not one that a county government can approach lightly. Implementation of the staffing recommendations set forth in this report must be approached based on a series of priorities, reflecting the following issues:

- Risk management mitigation where positions potentially affect inmate or staff safety;
- Overtime savings that will result from adding positions;
- Conformance with best industry practices, especially those affecting direct supervision;
- Improved operations;
- Opening of Wapato.

*Risk Management:* The issue that this assessment revealed as the most salient risk management related staffing concern is the staffing of housing units at MDCDC. It is strongly recommended that Corrections Deputies be assigned to night shift coverage for all special populations (i.e., Medical, Mental Health, Administrative and Disciplinary Segregation), and all double celled units. This recommendation, while primarily a risk management concern, also falls within the purview of best practices for direct supervision jails.

*Overtime Mitigation:* Without question, a number of the positions that are recommended herein will have a positive effect on overtime expenditures. Because the currently funded NAWH/Shift Relief Factor does not match the number of hours that are required to meet the full needs of the various operating units and facilities, the shortfall

is presently accommodated via the use of overtime. In addition, there are other positions that require relief to cover for absences and the identified concern is not an insufficient relief factor, but rather the complete absence of one. As such, we suggest that the following positions will likely have the most direct impact on reduced overtime utilization:

- Adding Lieutenants at MCIJ and MCDC through application of an up-to-date NAWH will substantially reduce or eliminate the need for Sergeants to serve as Acting Officer-in-Charge (and the corresponding out-of-class payments that they receive), and will reduce the overtime that is paid to Corrections Deputies who are required to work overtime when another Deputy fills in as the Acting Sergeant. This will also result in a substantial increase to the NAWH for Sergeants and will allow for supervision of shifts at the two major facilities by an officer of the appropriate rank and experience.
- Adding some or all of the recommended ten positions within the Court Services unit should have a direct impact on overtime expenditures at MCDC, where Corrections Deputies are frequently pulled from to provide relief for absences within the Court Services Unit, which then results in MCDC having to call in other officers to work overtime at that facility.
- The additional six Corrections Deputies at MCDC to provide supervision for inmates who are suicidal should have a direct positive impact on overtime pay, which is presently used to provide coverage for these ongoing needs.
- Adding approximately 20 additional Corrections Deputy positions at MCDC will help reduce the NAWH shortfall (i.e., the difference between the number of positions required based on the proposed NAWH and the actual availability of personnel) that presently exists and will mitigate overtime payments.

A number of points warrant mention here. First, while funding additional positions in targeted areas should clearly save money over time because jobs can be performed at straight time rather than at time and a half, there is a significant lag time before this result can be achieved. The lag time is due primarily to the lengthy training period (706 hours in the first year of employment),<sup>9</sup> which means that the new Corrections Deputies are essentially unavailable to assume a post for almost half a year and therefore cannot affect overtime until that point in time they are able to be independently assigned and assume responsibility for a post.

Second, dependence on overtime will continue to be an operational problem until sufficient staffing is available to address the NAWH discrepancy. A major driver of overtime in the agency is a lack of staffing. If an adequate post factor is not budgeted for, overtime will continue to increase.

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<sup>9</sup> The 706 hours includes: New Hire Orientation – 56 Hours, Field Training and Evaluation Program – 440 hours, Uncontrolled Environments – 16 Hours, and State Academy – 200 Hours. Source: Barrett Taylor, MCSO Project Liaison.



Third, it is imperative that NAWH be monitored and recalculated on a regular and frequent ongoing basis (every six months to a year) to assess whether there are changes to absence patterns, either positive or negative. If sick leave control measures or other policy changes are implemented, that may improve the NAWH, then fewer new positions will be required to positively affect overtime. Alternatively, factors such as more senior employees moving into a new vacation accrual threshold could negatively impact on NAWH and compromise the degree to which the additional positions improve the bottom line. In this case, the additional positions will have reduced the amount of overtime that might have been expended, but will not necessarily reduce overtime from the level that it was in the previous year.

Fourth, a certain amount of overtime must be anticipated under the best of circumstances. For example, if a shift change is delayed due to a problem reconciling the inmate headcount, 25 officers instead of 20 will be held over until the headcount is cleared. Situations such as these are relatively minor, and should not approach the benefit that the additional positions offer relative to overtime reductions. Similarly, during seasonal illness periods, there may be times when unplanned absences occur and overtime will be required.

The key to monitoring overtime will be accurate tracking of the reasons originating the need for overtime and the assessment of absence patterns.

*Best Practices:* As discussed above, the most urgent best practices positions are those necessary to provide night shift staffing for MCDC's special population and double celled housing units.

Four additional Corrections Deputies are recommended to implement a full National Institute of Corrections objective classification system and to enhance case management capacity at MCDC and at MCIJ. Given the critical importance that a sound classification system plays in the overall viability and integrity of the system, we consider this to be a high priority.

The report also raises best practices concerns relative to the night shift staffing at MCIJ, where one officer is assigned to supervise up to 150 inmates in two dormitories from an enclosed office. While this practice is not consistent with best practices, and potentially raises some risk management concerns, we are not prepared to say that adding the 10 officers necessary to provide full direct supervision coverage at night should proceed immediately. Instead, we recommend that the MCSO carefully study incident data and employ surveys and other forms of data collection to determine whether this is in fact a problem. While it is indeed preferable to staff these units at night, given the more than \$1 million annual cost it would be prudent to let data drive the decision as to the level of priority that should be associated with this funding decision. Additionally, if a determination is made that the night shift staffing is not required as recommended, consideration must be given to providing sufficient escort staff to monitor the housing units and provide relief for Deputies assigned to these housing units. In addition, there

should be clear confirmation that the classification system being used is one that is reflective of best practices, i.e., that it is a validated objective system, and that the inmates assigned to these units are, in fact, low custody, minimal risk inmates—without this, we cannot recommend that these units be indirectly staffed at night.

*Improved Operations:* A total of 14 positions of the recommended 90.5 are categorized due to operational considerations. These positions/posts are generally those that are presently covered through overtime. For example, the coverage need suggests that it should be a designated position/post. The most illustrative example is the hospital duty coverage. With few exceptions, there is currently a need for hospital coverage on a 24-hour/7 day per week basis. By funding the six positions associated with hospital coverage, there will be an anticipated reduction in the use of overtime expenditures, as well as a reduction in the amount of time Sergeants must contact the staffing pool to find someone willing to cover the post.

*Opening of Wapato:* It is our strong recommendation that existing staffing needs, particularly those at MCDC and MCIJ, be addressed prior to Wapato being funded to open. The risk management, overtime mitigation, and best practices issues should certainly be put in place before opening another facility. When Wapato does open, we have staffed it based on best practices and many of the issues raised above, such as 24 hour/seven day coverage in dormitories, must be prioritized based on the classification of the inmates held at Wapato, and should be consistent with coverage decisions made at MCIJ.

# **I. INTRODUCTION**

## **I. INTRODUCTION**

In May of 2007, the corrections consulting team of Pulitzer/Bogard & Associates, LLC (P/BA) and Liebert & Associates (L&A) was retained by Multnomah County to perform a Post Factor Study for the corrections components of the Multnomah County Sheriff's Office (MCSO). The two firms joined forces to offer the County their combined resources and expertise, as well as to take advantage of the knowledge of the MCSO jails derived by L&A as a result of that firm having previously performed such a study for MCSO in 1997.

Pursuant to a Request for Proposals issued in February 2007, and the agreement for services entered into by P/BA and the County in May 2007, the PBA/L&A team, comprised of experienced former jail administrators and consultants, was requested to:

- Calculate the Net Annual Work Hours (NAWH) available for corrections deputies and sergeants assigned to six MCSO facilities and operating units.
- Recommend the number of posts in each facility/unit and the number of staff required to staff those posts given the applied NAWH and resultant Shift Relief Factor.
- Review the application of direct supervision operating principles and practices at the current jails.
- Review the use of overtime.
- Explore different schedules and shift configurations and their impact on operations and staffing requirements.

The six operating facilities and units identified to be assessed include:

- Multnomah County Detention Center (MCDC)
- Multnomah County Inverness Jail (MCIJ)
- Wapato Jail
- Transport Unit
- Court Services Unit
- Classification Unit

### **Methodology/Sequence of Work Tasks**

PBA/L&A initiated its work in May 2007, with the submission of an extensive document and data request to the MCSO. To facilitate the team's work, MCSO assigned a Corrections Deputy<sup>10</sup> to serve as the liaison and facilitator for the effort. The liaison Deputy ensured that the MCSO's response to the request was timely and thorough, and it allowed the Consultant Team to then work with MCSO staff to develop a detailed schedule of interviews and tours to be conducted in June and July.

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<sup>10</sup> Deputy Barrett Taylor.

Prior to coming on-site, the Consultant Team reviewed myriad reports and other forms of documentation that were provided by MCSO in response to the data/document request. These documents included: the Report of the 2006 Multnomah County Corrections Grand Jury: Conditions and Management of Correctional Facilities within Multnomah County; the 2006 report issued by the Office of the District Attorney entitled Independent Review of Policies and Procedures of Correctional Facilities Operated by the Multnomah County Sheriff's Office;<sup>11</sup> and the Sheriff's November 22, 2006 Response to the District Attorney's Independent Review of Policies and Procedures of Correctional Facilities Operated by the Multnomah County Sheriff's Office.

The PBA/L&A team's first on-site visit occurred during the week of June 11, 2007. During that first site visit the team met with the Sheriff and his executive staff, the project Steering Committee<sup>12</sup>, the Citizen's Advisory Committee<sup>13</sup>, toured and interviewed staff at the two operational jails (MCDC and MCIJ), toured and interviewed management staff of the unopened Wapato Jail, toured courts locations and interviewed staff of the court services, transport and classification units. The team also interviewed union officials, the County Budget Director, MCSO Human Resources and Payroll staff, MCSO research staff, and representatives of the District Attorney's Office.<sup>14</sup>

During the second site visit, which occurred during the week of July 16, 2007, the PBA/L&A team shared preliminary drafts of several work products with Sheriff's Office staff in order to obtain comments that would guide the development of the official first draft reports. Team members conducted follow-up interviews with most of the individuals with whom we met during the first site visit as well as providing an initial briefing to the Citizen's Advisory Committee.

On July 18<sup>th</sup>, the Consultant Team met with the Steering Committee to provide a briefing concerning the status of work, preliminary findings, and some concerns about the scope of work. Two issues were discussed in detail:

- First, the P/BA/L&A team noted that while Lieutenants were not part of the contractual scope of work, their numbers and availability for work have a significant impact on the numbers of Corrections Sergeants and Deputies required due to the issue of back-filling for the Lieutenants. The consultants indicated that there would

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<sup>11</sup> The Grand Jury and District Attorney's reports were used as background. PBA/L&A did not attempt to verify or address every point contained in these reports, although many of the points that were most germane to staffing considerations are addressed independently herein, without specific references back to those reports.

<sup>12</sup> The Steering Committee is comprised of the following County officials: Larry Aab (MCSO), County Human Resources Director Travis Graves, Tom Mack (Commissioner Roberts' Chief of Staff), County Budget Director Karyne Dargan, Capt. Jay Heidenrich (MCSO), Capt. Bobbi Luna (MCSO), Capt. Carol Hasler (MCSO), Jennifer Ott (MCSO), Dep. Barrett Taylor (MCSO), Sgt. Phil Anderchuck (President of MCCDA), Bryan Lally (Local 88 Business Agent), and Jacquie Weber (County Attorney's Office).

<sup>13</sup> The Citizen's Advisory Committee is officially known as the "Permanent Work Group to Advise the County Commission on Jail Policies and Procedures in Multnomah County." It was established by the County Board in November 2006 and first met in January 2007. This group is comprised of 18 members.

<sup>14</sup> The two primary investigators/authors of the District Attorney's 2006 report were interviewed.

be serious limitations to the efficacy of the study if the Lieutenants were not included.

- Second, concerns were raised about the limited nature of the Wapato staffing planning underway. Once again, the inquiry pursuant to the executed agreement is limited only to Corrections Deputies and Sergeants. With the County considering the possibility of opening Wapato in the near future, a staffing study limited to these two classes of employees will present an incomplete picture and will not be sufficient to guide budget officials and others in determining the level of funding necessary to open and operate the facility.

On July 30, 2007, Mr. Larry Aab, on behalf of the Steering Committee and Sheriff's executive team, contacted David Bogard of PBA/L&A to request a proposal to address the above two issues. On August 3, PBA/L&A submitted a proposal for this additional work and this was informally approved by Mr. Aab on the same day so that the team could proceed with the additional, but closely related work. A contract amendment for the work was executed on August 9, 2007 and PBA/L&A staff completed a field visit the week of August 27, 2007 consisting of a series of interviews relative to the expanded review of Wapato staffing and the inclusion of Lieutenants in the study.

A Draft Report was provided to the MCSO on September 20, 2007, and comments were received back on October 3<sup>rd</sup> for consideration by the consultants. On October 10, 2007, PBA/L&A staff met with the Steering Committee, and then later that day with MCSO command staff to review the Draft Report. The following morning PBA/L&A met with the Sheriff, District Attorney, Chief of Staff to Commissioner Wheeler, Larry Aab of MCSO, and several other staff of the District Attorney and Sheriff to receive and review their comments and suggestions.

This Final Post Factor Study Report reflects the efforts of the PBA/L&A team to correct factual errors that were identified as well as suggestions offered to make the report more usable and helpful to County decision-makers.

### **Net Annual Work Hours/Shift Relief Factor**

PBA/L&A calculated the historical Net Annual Work Hours (NAWH)<sup>15</sup> and Shift Relief Factor (SRF)<sup>16</sup> for each applicable position class, based on three years of payroll and absenteeism data supplied by MCSO payroll staff. Categories of leave include - sick time, compensatory time, vacation time, training, holiday, military leave, FMLA, among others.

Analysis of the calculated NAWH includes the following:

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<sup>15</sup> NAWH represents the number of hours staff is actually available to work an assigned post, based on the contracted number of hours per year. Calculating an accurate NAWH will help control overtime.

<sup>16</sup> SRF describes the number of full-time equivalent staff needed to fill a post that is relieved.

- Identification of any trends in leave usage or potential abuse patterns.
- Review of absenteeism trends for possible personnel policy changes.
- Identification of how an inadequate SRF may contribute to use of overtime.
- Calculation of different NAWH and SRFs for different job categories (e.g., corrections deputies, sergeants, lieutenants) and different assignments (e.g., MCDC, MCIJ, Transport Unit, Court Services, and Classification).

Once the actual historical NAWH was calculated based on leave usage under current practices and policies, we then proposed a new NAWH/SRF to reflect certain assumptions concerning leave usage and/or management practices. The proposed NAWH/SRF is a conservative figure based on very limited changes and reasonable assumptions concerning changes to leave usage and time away from work factors in the foreseeable future (one to three years), which included increasing training hours and reducing Acting Officer-in-Charge and Acting Sergeant hours. Beyond the proposed factors, we offered other recommendations to improve NAWH/SRF, including both factors that may be within management's control, as well as others that must be the subject of collective bargaining.

Once calculated, the proposed NAWH/SRF was applied to the recommended post allocations to arrive at the total number of staff necessary to ensure adequate personnel will be available for duty consistent with the recommended deployment.

The methodology and base spreadsheet forms used to calculate the NAWH/SRF figures will be provided to the County so that they can be updated in the future.

A more detailed discussion and the resultant calculations of NAWH and SRF are included in this Report.

## **Review of Overtime Expenditures**

PBA/L&A worked with payroll staff and jail supervisors to determine the extent and causes of overtime usage. We viewed overtime from a number of different perspectives including:

- Is overtime a result of an insufficient Shift Relief Factor?
- Is overtime a result of insufficient controls, insufficient roster management?
- Is overtime caused by an inadequate training schedule?
- Is overtime caused by favoritism by supervisors?

To do this, we:

- Reviewed current practices;
- Reviewed MCSO policy and philosophy on overtime;
- Review applicable provisions in collective bargaining agreements;

- Review practices regarding staff assignments to cover planned and unplanned leave.

Chapter III includes a discussion of observations about how overtime is tracked and used, and then recommendations aimed to help control and/or reduce overtime expenditures.

## **General Staffing Issues**

Perhaps the most significant among these issues was the review of direct supervision practices employed by at MCDL specifically, but also at MCIJ. PBA/L&A applied its comprehensive knowledge of direct supervision to our observations of practice at these two facilities to develop recommendations concerning the status and potential redeployment of this operating approach in the MCSO jails.

Other issues discussed in this report and based on our on-site observations and interviews include:

- Direct Supervision Unit Sizes
- Continuous Coverage in Multiple Occupancy and Dormitory Units
- Prison Rape Elimination Act
- Classification
- Escorting Inmates

In a number of instances the report references standards of the ACA. We fully recognize that these standards, while representing best national practices, are strictly voluntary and that MCSO is not obligated to comply with these standards or enter the accreditation process of the organization.<sup>17</sup> The standards are, however, objective indicators of sound practices, adopted by facilities throughout the country, and are therefore valuable as a reference and source of comparison. In addition, we cite the NIC Direct Supervision Self Audit, which provides specific criteria to be considered when evaluating or staffing a direct supervision jail.

## **Proposed Staffing Plans**

In general, the PBA/L&A team employed the following steps to assess staffing requirements at the three facilities (MCDL, MCIJ and Wapato) and three specialized operations units (Court Services, Classification Unit, and Transport Unit):

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<sup>17</sup> We recognize that MCSO is required to comply with Oregon Jail Standards. We have relied on American Correctional Association standards and National Institute of Corrections direct supervision publications as those that represent best practices in the field.



1. Profile the jail or unit – We collected information about each facility or unit, including: rated capacity and average daily population; facility design layouts and technology; inmate profiles; current staffing levels; current staff schedules; applicable collective bargaining agreements; job descriptions; master schedule; etc.
2. On-site observations of operations – Tours of the facilities and numerous interviews with MCSO line staff and managers helped to shed light for PBA/L&A on various issues that affect staffing requirements and jail operations.
3. Determine necessary staff coverage – This effort began with an evaluation of present staffing patterns, which were evaluated in terms of the level of supervision, officer and inmate safety, usage of overtime, and span of control. We then identified all required posts in the facilities and units and the number of hours per day they need to be staffed for the facility or unit to function effectively.
4. Apply NAWH – Once the post coverage was determined, including locations, days and hours, the number of hours of staff availability was applied, which then yielded the number of full time equivalent positions.
5. Consider Alternate Shift Configurations – The baseline staffing plan was based on current shift configurations. In the case of the three jail facilities, the post coverage was then recalculated applying a 12-hour shift configuration.

### *Wapato Jail*

MCSO requested that Wapato be assessed at three levels of capacity—225 beds, 325 beds and 525 beds.<sup>18</sup> This approach was consistent with the capacity options discussed between the Sheriff's Office and County in the past.

Pursuant to the extra services agreement, PBA/L&A staff was on-site in late August 2007 to conduct interviews at MCIJ (the facility that is most similar to how Wapato will likely function) relative to the following positions:

- Corrections Counselors
- Corrections Counselors - Manager
- Corrections Techs
- Records Techs
- Facility Security Officers
- Equipment/Property Techs
- Medical Transport
- Maintenance
- Laundry Supervisor.

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<sup>18</sup> This requirement was not included in the agreement for services, but PBA/L&A voluntarily agreed to view the facility in this manner.

In addition, PBA/L&A staff identified additional (or potentially reduced) staffing needs for other MCSO units as directly necessary to support Wapato. This inquiry was limited, however, to the units/functions that were already under review, e.g., Transport, Court Services or Classification staff required to serve Wapato. However, we were not authorized to perform a bottom-up staffing review of the entire agency for functions that were not part of the base study (e.g., payroll, human resources, IT, contract food services and health care, etc.).<sup>19</sup>

The complete Wapato staffing plan also necessitated the calculation of NAWH for the various positions for which continuous coverage is required. Once this figure was calculated (using the average of the NAWH developed for MCIJ and MCDC), it was applied to the full range of relieved positions to determine total staffing needs.

*MCDC, MCIJ, Classification, Court Services and Transport Units*

As per the agreement, only Corrections Deputies, Sergeants, and Lieutenants were reviewed for these facilities and units.

Two rounds of on-site team visits occurred in June and July, 2007. These facility visits included meetings with command staff, a comprehensive facility tour, and interviews with line staff and others. Facility operations were observed and reviewed for efficacy, efficiency and associated staffing requirements.

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<sup>19</sup> The opening of Wapato will clearly affect many centralized functions/units, and increases to current staffing complements in these functions/units have not been analyzed as part of this study. Functions/units not analyzed include: payroll, human resource, records technicians, equipment/property technicians, clerical, etc.

## **II. NET ANNUAL WORK HOURS**

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### Introduction

Many staffing issues and problems jails face – such as high overtime costs, the inability to cover needed posts, or the inability to free staff from their posts for training – can be attributed to inaccurate calculation of the actual number of hours staff is available to work at their assigned posts. This critical step requires collecting and analyzing information that will provide an accurate depiction of the real number of staff hours that are available to be scheduled for each full-time position that is relieved (covered on a continuous basis) in the jail budget.

Historically, MCSO has utilized a shift relief factor (SRF) to determine the number of personnel needed to staff posts that require relief in the absence of the assigned staff member. SRF (which is calculated by dividing the number of days a post needs to be covered by the calculated number of days that staff in that classification is available to work in a given year) represents the number of full time equivalent staff required to fill a post that is staffed continuously. A SRF is typically presented as a number such as 1.66, which means that 1.66 full time equivalent staff is required to fill that post for eight hours, 365 days a year (or 4.98 full time equivalent staff for a three shift post). This is a helpful figure for using as a shorthand way to express and estimate staffing needs.

Net Annual Work Hours (NAWH), an alternate process for calculating and expressing staffs' availability to work, is based on a model supported by the National Institute of Corrections Jail Center.<sup>20</sup> This was also the model Liebert & Associates employed in completing their 1997 staffing analysis of the Multnomah County Sheriff's Office – Corrections Facilities.<sup>21</sup> While this most current study employs NAWH methodology in calculating the availability of staff, all NAWHs are also converted into SRFs to easily reference historical and proposed NAWHs against SRFs currently in use by the MCSO.

NAWH represents the number of hours staff is actually available to work at their assigned post, based on the contracted number of hours per year (e.g., 40 hours per work week x 52.14 weeks per year<sup>22</sup> = 2,086 hours) *minus* the average number of hours the average staff person is away from his/her primary post assignment per year. An accurate NAWH for each job classification in a given facility requires information on all possible time-off and differential assignment categories. Different classifications of employees will have different NAWH, because of the amount of vacation time or training time that is allotted and used. NAWH is a more sensitive calculation method because it is based on hours rather than days, and it also lends itself to different shift configurations better than does a SRF calculation. As a very simple example: For example:

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<sup>20</sup> Liebert, Dennis and Rod Miller, Staffing Analysis Workbook for Jails 2<sup>nd</sup> Ed. Washington, 2001.

<sup>21</sup> Liebert, Dennis, Multnomah Court, OR Sheriff's Office – Correctional Facilities, Final Report – Staffing Analysis Study. Boulder, CO, 1997.

<sup>22</sup> 365 days per year ÷ 7 days per week = 52.14 weeks per year.

Employee works 40 hours per week = 2,086 Hours  
(40 hours X 52.14 weeks)

Total hours an employee is unavailable to work assigned post = 430 Hours

Total hours an employee is available to work within a given year = 1,656 Hours  
(2,086 hours – 430 hours)

Leave time categories used by the MCSO include:

- Administrative Leave
- Bereavement Leave
- Break Day
- Catastrophic Leave
- Catastrophic Leave FMLA
- Comp Time Taken
- Holiday
- Judicial Leave
- Military Exchange Paid
- Military Leave
- Personal Holiday
- Sick FMLA Use Holiday
- Sick FMLA Use PH
- Sick FMLA Use Vacation
- Sick Leave
- Sick Leave FMLA
- Sick Leave Use Comp Time
- Sick Leave Use PH
- Sick Leave Use Vacation
- Union Time Paid
- Unpaid Administrative Leave
- Unpaid Leave FMLA
- Unpaid Leave Other
- Unpaid Military Leave
- Unpaid Sick
- Unpaid Union Time
- Unpaid Vacation Time
- Unpaid Workers Comp FMLA w/ Supp
- Unpaid Workers Comp w/ Supp
- Vacation
- Workers Comp Regular
- Training – Annual In-Service
- Training – Pre-Service/Promotion
- Training – Instructor
- CERT
- Honor Guard
- Special Assignment (e.g. A/OIC).

Some posts can be left vacant temporarily during an employee's absence. Other posts must be staffed at all times during a single shift, more than one shift, or certain days of the week. To determine how many people are needed to fill each post, it is necessary to calculate how many hours each year the employee is actually available to work (NAWH). The total number of hours of coverage needed annually for each job assignment is then divided by the NAWH for employees in that classification to determine the number of required full-time equivalent (FTE) staff to provide necessary coverage. For example, if a post is covered on a 24-hour/7-day basis, or 8,760 hours per year, and a single person assigned to the post is available 1,752 hours per year (NAWH), five FTE staff will be needed to provide the desired coverage ( $8,760 \div 1,752 = 5.0$ ).

This staffing plan identifies both proposed post assignments for unrelieved assignments, e.g., facility commanders whose position is unfilled when they are on leave or otherwise not at their facilities, as well as the proposed post assignments that require coverage even in the absence of assigned staff, i.e. these posts are manned at all scheduled times.

The job classifications that were used as a basis for providing coverage for the above cited post assignments and for which a NAWH has been calculated include:

- Corrections Lieutenant
- Corrections Sergeant
- Corrections Deputy

Multiple NAWH calculations were performed so as to be able to reflect differences between facilities, units and even positions. This additional effort, in lieu of lumping all facilities and all positions together, is far more sensitive and provides more comprehensive and detailed information allowing for cross comparisons.

In some cases there were too few employees in a job classification in a single facility or unit to represent a statistically significant NAWH, in which case multiple units were combined to present a more accurate picture of NAWH for that classification. For example, if there are only two Lieutenants at a facility and one has been on military leave for six months in the past year, it will artificially skew the calculation for the two total employees, resulting in a calculated NAWH figure that is of limited or no value.

Inasmuch as the Wapato facility is not operational and there is no historical NAWH basis, there is no such calculation included here. The latter part of this chapter, however, does include a discussion of methodology and proposed NAWH/SRF figures to be used as a basis for estimating the number of employees that will be required to operate that facility.

This chapter will describe the methodology and calculations used to derive the *historical* NAWH based on the three-year period from 2004 through 2006, and will be followed by

an examination of the primary time-off<sup>23</sup> categories. A discussion will follow the examination of this data outlining the *proposed* NAWH used to develop the staffing plans in this report, and suggestions for changes in policy, practice, and/or collective bargaining agreements designed to increase staffs' availability to work.

## Historical NAWH Calculation

Personnel from the MCSO human resources, payroll, fiscal and research departments<sup>24</sup> provided historical personnel leave data collected from calendar years 2004, 2005 and 2006, which were used to calculate the historical NAWH for each of the following job classifications and units/facilities:

- Corrections Lieutenant – MCDC and MCIJ
- Corrections Sergeant – Classification, Court Services, Transport, MCDC, and MCIJ
- Corrections Deputy – Classification, Court Services, Transport, MCDC, and MCIJ.

The historical NAWH is based on a three-year average of available NAWH data. These hours represent the actual availability of staff members to work assigned shifts/posts.<sup>25</sup>

Information from a number of MCSO databases formed the primary basis from which the historical NAWH was derived. Many different units within the MCSO track different elements related to leave time usage and human resource functions. Individual units track only the data necessary for the accomplishment of tasks associated with that particular unit (i.e., payroll collects and tracks only that information necessary to accomplish the payroll function, while human resource tracks how many people are hired and/or require specialized leave, e.g., FMLA). There is no single coordinating plan that integrates all the various human resource components or elements or the proper collection of information/data, to assure a systemic approach to the personnel function. Consequently, important information is not presently reported or recorded in a manner that is useful in managing or making decisions involving this critical function.

The databases were extremely rich in content, yet discrepancies required due diligence by MCSO staff to assure their accuracy. For example, data initially indicated that only Corrections Deputies at MCSO and MCIJ operated in an acting Sergeant (A/SGT) capacity. Because that is not correct, MCSO staff manually reviewed the A/SGT data (name-by-name) to assure that it reflected each staff person's correct assignment (i.e., Classification, Court Services, Transport, MCDC or MCIJ).

<sup>23</sup> NAWH calculations reflect not just time that the employee is not working due to use of leave, but also other hours such as attendance at training, special assignments, serving in an acting capacity when the employee is actually at work but is not available to work his/her primary post assignment.

<sup>24</sup> Source: David Braaksma, MCSO Senior Research Evaluation Analyst, Keri Kerns, MCSO Human Resource Specialist, Lori Sander, MCSO Payroll, and Michelle Hoppel, MCSO Senior Finance Specialist.

<sup>25</sup> Leave time for Corrections Deputies assigned as Senate Bill 1145 employees has been split on a 60/40 basis between MCDC and MCIJ.<sup>25</sup> This 60/40 split is also utilized when available leave data are not available on a facility-specific basis and is attributed primarily to MCDC and MCIJ.

While most of the leave data were available electronically, it was challenging to retrieve data associated with training, special assignments, acting officer-in-charge (A/OIC) and A/SGT for those times that staff were not “off duty,” yet at the same time were unavailable to work their regularly assigned post. There were no actual or easily retrieved data (some data had to be manually developed or were subjective in nature) detailing actual hours personnel spent training away from their assigned post, or when they assumed a special assignment – whether it be on an intermittent or time-limited, continuous basis (e.g., Corrections Lieutenant assigned to the “Telestaff™” project).

Another challenge presented itself when the PBA/L&A team attempted to comprehend the dynamics related to Multnomah’s leave time benefits and usage. One key resource for this type of information is collective bargaining agreements. Typically, when an agency enters into a Collective Bargaining Agreement with staff, the Agreement represents and incorporates all known terms of the contract to include new agreements that arose during the previous contract term. It was soon discovered that while some agreements had been incorporated into subsequent contracts, not all terms previously agreed to outside of the contract were incorporated into subsequent agreements.<sup>26</sup> In an effort to ensure compliance with Agreement terms by supervisors and managers, it is important that relevant and pertinent information be consolidated whenever possible.

### **Key Assumptions and Explanations Underlying PBA/L&A Historical NAWH Calculations**

1. Numerical calculations were rounded to either the nearest whole number or one-tenth position. These calculations were computed automatically by Microsoft Excel software.
2. Unless otherwise noted, calendar year data were utilized in NAWH calculations and analysis.
3. Former Absence/Attendance categories *Personal Holiday FMLA* and *Vacation FMLA* were merged with Absence/Attendance categories *Sick FMLA Use PH* and *Sick FMLA Use Vacation*, respectively.<sup>27</sup>
4. Corrections Sergeants and Corrections Deputies currently contract for 2,086<sup>28</sup> hours per year per employee. Corrections Lieutenants are salaried employees, usually working a typical 40-hour work week. For purposes of calculating a NAWH for Lieutenants, Lieutenants are assumed to contract for 2,086 hours per year per

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<sup>26</sup> Source: Travis Graves, Multnomah County Human Resource Director; and Doug Hewitt, Multnomah County Corrections Deputy Association Executive VP.

<sup>27</sup> Sick FMLA Use PH and Sick FMLA Use Vacation are new Absence/Attendance categories implemented July 1, 2007, as the result of collective bargaining negotiations that resulted in a change in the way overtime is calculated. Hours used for sick related absences are not counted as hours worked for purposes of calculating overtime hours.

<sup>28</sup> This does not include the 15-minute briefing period that a person is not actually working his/her post assignment.



employee.

5. On average, only one Sergeant per unit was assigned to the Classification, Court Services and Transport Units during the study period. Because one person does not comprise a data pool large enough to be statistically significant, we combined leave data for these three units to derive a single NAWH representing all three units.
6. A NAWH has been calculated for Corrections Lieutenants assigned to MCDC<sup>29</sup> and MCIJ. Inadequate data exist to calculate a NAWH accurately for Lieutenants assigned to Classification, Court Services, and Transportation.<sup>30</sup> Because MCDC and MCIJ each average three or less employees, the data pool was not considered large enough to be statistically significant to stand on its own. Although still somewhat limited and subject to being skewed by one or two employees' leave use patterns, we combined the leave data for Corrections Lieutenants at these two facilities to derive a single NAWH representing Corrections Lieutenants at MCDC and MCIJ.
7. Although specific data were not available to support this, the NAWH analysis assumes that all Corrections Deputies received 24, 16 and 24 hours of annual in-service training in 2004, 2005 and 2006 respectively.<sup>31</sup> These same training hours were applied to Corrections Lieutenants and Corrections Sergeants.
8. All newly hired Corrections Deputies receive 706 hours of training in their first year.<sup>32</sup>
9. Newly promoted Corrections Sergeants receive 80 hours of training during their first year of promotion.<sup>33</sup>
10. Newly promoted Corrections Lieutenants receive 80 hours of training at the state academy during their initial year. Newly promoted Lieutenants attend one week of additional training in each of the three subsequent years following promotion - one week at Command College, one week at Executive Leadership, and one week at

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<sup>29</sup> The data associated with Lieutenants assigned to MCDC Booking and Release were not incorporated into the data used to calculate the NAWH for Corrections Lieutenants at MCDC. This Lieutenant position is considered administrative, and is not a relieved post.

<sup>30</sup> Lieutenants were not assigned to Classification, Court Services and Transport Units during 2005 and 2006. During this period and for several years prior, there was no lieutenant assigned to the courthouse. Because the courthouse was considered a separate facility, much like MCDC and MCIJ, it was operated under the command of a Captain who had two sergeants that acted as unit managers (Court Services and Transport), and a civilian program manager (Facility Security Unit). These units have now become the responsibility of two Lieutenants and a Captain is no longer assigned. This change occurred in June 2007. Source: Barrett Taylor, MCSO Project Liaison.

<sup>31</sup> For the years 2004, 2005 and 2006, the training plan provided for 24, 16 and 24 hours, respectively, of annual in-service training for each employee. Data are not readily available that would provide actual training hours for each employee. Source: Barrett Taylor, MCSO Project Liaison

<sup>32</sup> Training: New Hire Orientation – 56 Hours, Field Training and Evaluation Program – 440 hours, Uncontrolled Environments – 16 Hours, and State Academy – 200 Hours. Source: Barrett Taylor, MCSO Project Liaison.

<sup>33</sup> Source: Barrett Taylor, MCSO Project Liaison.

Portland State University.<sup>34</sup> Four Shift Lieutenants were promoted in 2004. In 2005 and 2006, three of the original four Corrections Shift Lieutenants remained.

11. Each Lieutenant assigned to MCDC and MCIJ reportedly attends 40 hours annually of specialized training or professional conferences.
12. Special assignments for Lieutenants during the study period included Peer Jail Inspector, Electronic Sheriff's Warrant Information System (ESWIS), Telestaff™ and Prison Rape Elimination Act (PREA).<sup>35</sup> Corrections Lieutenants were placed on special assignment 144, 224 and 754 hours in 2004, 2005 and 2006 respectively.<sup>36</sup>
13. Time for breaks and relief (i.e., meal and restroom breaks) while assigned to a post is not included in NAWH calculations. Relief for this purpose has been considered in determining the number of escort/relief posts required.
14. Where Lieutenant posts require relief, as in the case of shift commanders (officer in charge), this is currently provided by Corrections Sergeants. On those occasions when a Corrections Sergeant becomes the Acting Officer-in-Charge (A/OIC), a Corrections Deputy is typically then assigned as Acting Sergeant (A/SGT).
15. This study addresses the number of vacancies per year separately from the NAWH calculations. Vacancies are examined in relationship to overtime usage in Chapter III.

Table II.1 reflects the NAWH averaged over a three-year period for each division. This table also reflects the NAWH converted to a Shift Relief Factor. The SRF represents the number of FTEs required to staff a single post on an eight-hour/seven-day basis. Included as a reference point are the historical NAWH/SRFs calculated for the Liebert & Associates' 1997 staffing analysis for MCSO.

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<sup>34</sup> Source: Barrett Taylor, MCSO Project Liaison.

<sup>35</sup> Jail Inspection: Oregon State Sheriff's Association trained jail inspector conducts periodic review of policy and procedure, and corrections facility operations in OR. ESWIS is the MCSO database for all custody related information and local warrants. Telestaff™ is a recently implemented automated scheduling system. PREA is addressing the requirements of the federal Prison Rape Elimination Act.

<sup>36</sup> Source: Barrett Taylor, MCSO Project Liaison.

**Table II.1: Corrections Lieutenants, Sergeants & Deputies  
Historical Average NAWH (in hours) & SRF**

3 YR Average	Corrections Lieutenant		Corrections Sergeant		Corrections Deputy	
	NAWH	SRF	NAWH	SRF	NAWH	SRF
Classification	N/A		1,676	1.74	1,678	1.74
Court Services	N/A		1,676	1.74	1,598	1.83
Transport	N/A		1,676	1.74	1,628	1.79
MCDC	N/A		1,184	2.47	1,607	1.82
MCIJ	N/A		1,171	2.49	1,590	1.84
MCDC & MCIJ	1,473	2.0	N/A	N/A	N/A	N/A
1997 L&A	N/A		1,737	1.68	1,706	1.71

Since the NAWH and SRF were calculated by L&A<sup>37</sup> in 1997, the SRF for Corrections Deputies has remained somewhat stable, while the decline in availability of staff to work (NAWH) their primary post assignments ranges from 28-116 hours per person (depending on the facility or unit) annually for Corrections Deputies, and 61 hours per person annually for Corrections Sergeants assigned to Classification, Court Services and Transport. However, the availability of Corrections Sergeants to work has declined dramatically by 553 and 566 hours per person annually at MCDC and MCIJ respectively, and the historical SRF has increased from 1.68 to 2.47 and 2.49, an increase of 47%. A more detailed discussion of factors affecting the NAWHs follows later in this chapter.

To provide added perspective, PBA/L&A collected benchmark data from a limited number of county jail systems across the country. Table II.2 suggests that corrections deputies in these agencies are available for their primary assignment some 100 hours a year (approximately 5%) more than those at MCSO, but this may not be an “apples to apples” comparison. Differences in policies and practices and collective bargaining environments will have varying effect on an agency’s NAWH. By the same token, the substantial number of hours that MCSO Corrections Sergeants have historically been assigned as acting officers-in-charge will largely explain the substantial difference between MCSO and other agencies, in which this practice occurs only infrequently. Nevertheless, this table does show that MCSO Corrections Deputies have lower (in several cases significantly lower) NAWH availability than each of the benchmarked facilities or jail systems.

<sup>37</sup> While considerably more detail was available relative to the NAWH categories than in 1997, we have no reason to believe that the comparison is not comparable. Many areas of leave or time off were likely collapsed into fewer categories in 1997.

Table II.2: NAWH/SRF Benchmark Data<sup>38</sup>

	Corrections Lieutenant		Corrections Sergeant		Corrections Deputy	
	NAWH	SRF	NAWH	SRF	NAWH	SRF
Sarasota, FL	1,851	1.58	1,865	1.57	1,779	1.64
San Bernardino, CA	1,808	1.62	1,849	1.58	1,856	1.57
Collier, FL	N/A		1,855	1.57	1,966	1.49
Palm Beach, FL	1,832	1.59	1,680	1.74	1,755	1.66
Harris Co., TX	1,715	1.70	1,715	1.70	1,715	1.70
Maricopa Co., AZ	N/A		1,640	1.78	1,708	1.71
Arlington Co, VA	1,909	1.53	1,963	1.49	1,635	1.79
Miami-Dade, FL	1,633	1.79	1,590	1.84	1,637	1.78
<b>Multnomah Co, OR 2004-06</b>						
<b>MCDC</b>	<b>1,460</b>	<b>2.00</b>	<b>1,184</b>	<b>2.47</b>	<b>1,607</b>	<b>1.82</b>
<b>MCIJ</b>	<b>1,460</b>	<b>2.00</b>	<b>1,171</b>	<b>2.49</b>	<b>1,590</b>	<b>1.84</b>

The following tables summarize the calculations used to determine the three-year average historical NAWH for Corrections Lieutenants for the MCDC and MCIJ facilities, and for Corrections Sergeants and Corrections Deputies for the Classification, Court Services and Transport units, and MCDC and MCIJ facilities. To facilitate the review of the tables, they are organized as follows:

<u>Table No.</u>	<u>Rank</u>	<u>Unit/Facility</u>
Table II.3	Deputy	Classification
Table II.4	Deputy	Court Services
Table II.5	Deputy	Transports
Table II.6	Deputy	MCDC
Table II.7	Deputy	MCIJ
Table II.8	Sergeant	Classification/Court Services/ Transport Units
Table II.9	Sergeant	MCDC
Table II.10	Sergeant	MCIJ
Table II.11	Lieutenant	MCDC, MCIJ

<sup>38</sup> Source: Benchmark NAWHs calculated/collected by Pulitzer/Bogard & Associates and/or Liebert & Associates as a component of other projects.

**Table II.3: Historical Net Annual Work Hours – 3 Year Average  
Corrections Deputy – Classification**

NAWH Factor ↓	Code	2004 Total	2004 Avg	2005 Total	2005 Avg	2006 Total	2006 Avg	3YR Avg
Average number of employees		20.3	20.3	20.5	20.5	19.6	19.6	20.1
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	114	6	16	1	86	4	4
Bereavement Leave	BE01	240	12	158	8	188	10	10
Break Day	BD01	14	1	8	0	26	1	1
Catastrophic Leave	CL01	0	0	143	7	204	10	6
Catastrophic Leave FMLA	CL02	54	3	0	0	0	0	1
Comp Time Taken	CS01	823	41	839	41	1,041	53	45
Holiday			0		0		0	0
Judicial Leave	JL01	0	0	16	1	0	0	0
Military Exchange Paid	MX01		0		0		0	0
Military Leave	ML01		0		0		0	0
Personal Holiday	PH01	1,664	82	1,848	90	1,832	93	89
Sick FMLA Use Holiday		0	0	0	0	0	0	0
Sick FMLA Use PH	SP02	80	4	16	1	40	2	2
Sick FMLA Use Vacation	SV02	108	5	128	6	120	6	6
Sick Leave	SK01	1,502	74	1,450	71	1,024	52	66
Sick Leave FMLA	SF01	186	9	269	13	210	11	11
Sick Leave Use Comp Time	SC01	13	1	8	0	40	2	1
Sick Leave Use PH	SP01	0	0	20	1	0	0	0
Sick Leave Use Vacation	SV01	37	2	104	5	0	0	2
Union Time Paid	UT01	0	0	0	0	0	0	0
Unpaid Administrative Leave	UA01	0	0	0	0	0	0	0
Unpaid Leave FMLA	UF01	261	13	130	6	0	0	6
Unpaid Leave Other	UL01	0	0	0	0	0	0	0
Unpaid Military Leave	UM01	0	0	0	0	0	0	0
Unpaid Sick	US01	13	1	0	0	276	14	5
Unpaid Union Time	UU01	4	0	0	0	0	0	0
Unpaid Vacation Time	UV01	0	0	0	0	0	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	0	0	0	0	0	0	0
Unpaid Workers Comp w/Supp	WC01	0	0	0	0	0	0	0
Vacation	VA01	2,152	106	2,477	121	2,613	133	120
Workers Comp Regular	WR01	3	0	24	1	0	0	0
Training-Annual In-Service		480	24	336	16	480	24	22
Training-PreService		0	0	0	0	0	0	0
Training-Instructor		22	1	214	10	110	6	6
CERT		23	1	77	4	54	3	3
Honor Guard		0	0	0	0	8	0	0
Special Assignment - A/SGT		205	10	0	0	0	0	3
Subtotal Hours Off		7,998	394	8,281	404	8,352	426	408
<b>Net Annual Work Hours</b>			<b>1,692</b>		<b>1,682</b>		<b>1,660</b>	<b>1,678</b>
<b>SRF</b>			<b>1.73</b>		<b>1.74</b>		<b>1.76</b>	<b>1.74</b>

**Table II.4: Historical Net Annual Work Hours – 3 Year Average  
Corrections Deputy – Court Services**

NAWH Factor ↓	Code	2004 Total	2004 Avg	2005 Total	2005 Avg	2006 Total	2006 Avg	3YR Avg
Average number of employees		26.9	26.9	27.9	27.9	31.0	31.0	28.6
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	227	8	16	1	0	0	3
Bereavement Leave	BE01	88	3	102	4	40	1	3
Break Day	BD01	0	0	0	0	0	0	0
Catastrophic Leave	CL01	0	0	0	0	0	0	0
Catastrophic Leave FMLA	CL02	0	0	0	0	0	0	0
Comp Time Taken	CS01	967	36	1,297	46	1,523	49	44
Holiday		0	0	0	0	0	0	0
Judicial Leave	JL01	168	6	46	2	36	1	3
Military Exchange Paid	MX01	40	1	70	3	0	0	1
Military Leave	ML01	88	3	220	8	90	3	5
Personal Holiday	PH01	2,320	86	2,184	78	2,884	93	86
Sick FMLA Use Holiday		0	0	0	0	0	0	0
Sick FMLA Use PH	SP02	30	1	72	3	110	4	2
Sick FMLA Use Vacation	SV02	214	8	124	4	94	3	5
Sick Leave	SK01	2,022	75	1,982	71	2,362	76	74
Sick Leave FMLA	SF01	463	17	174	6	66	2	9
Sick Leave Use Comp Time	SC01	11	0	47	2	31	1	1
Sick Leave Use PH	SP01	0	0	0	0	120	4	1
Sick Leave Use Vacation	SV01	28	1	154	6	86	3	3
Union Time Paid	UT01	60	2	155	6	293	9	6
Unpaid Administrative Leave	UA01	60	2	0	0	0	0	1
Unpaid Leave FMLA	UF01	0	0	282	10	0	0	3
Unpaid Leave Other	UL01	0	0	0	0	0	0	0
Unpaid Military Leave	UM01	0	0	24	1	16	1	0
Unpaid Sick	US01	0	0	0	0	0	0	0
Unpaid Union Time	UU01	2	0	0	0	56	2	1
Unpaid Vacation Time	UV01	0	0	1	0	4	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	972	36	480	17	480	15	23
Unpaid Workers Comp w/Supp	WC01	583	22	1,600	57	1,160	37	39
Vacation	VA01	3,262	121	3,142	113	4,344	140	125
Workers Comp Regular	WR01	1	0	43	2	0	0	1
Training-Annual In-Service		648	24	448	16	744	24	21
Traning-PreService		0	0	0	0	0	0	0
Training-Instructor		128	5	125	4	114	4	4
CERT		56	2	16	1	20	1	1
Honor Guard		84	3	30	1	72	2	2
Special Assignment - A/SGT		671	25	525	19	559	18	21
Subtotal Hours Off		13,193	490	13,359	479	15,304	494	488
<b>Net Annual Work Hours</b>			<b>1,596</b>		<b>1,607</b>		<b>1,592</b>	<b>1,598</b>
<b>SRF</b>			<b>1.83</b>		<b>1.82</b>		<b>1.83</b>	<b>1.83</b>

**Table II.5: Historical Net Annual Work Hours – 3 Year Average  
Corrections Deputy – Transports**

NAWH Factor ↓	Code	2004 Total	2004 Avg	2005 Total	2005 Avg	2006 Total	2006 Avg	3YR Avg
Average number of employees		19.3	19.3	18.7	18.7	16.8	16.8	18.3
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	227	12	0	0	20	1	4
Bereavement Leave	BE01	54	3	48	3	30	2	2
Break Day	BD01	0	0	0	0	0	0	0
Catastrophic Leave	CL01	0	0	0	0	100	6	2
Catastrophic Leave FMLA	CL02	0	0	0	0	0	0	0
Comp Time Taken	CS01	512	27	886	47	1,026	61	45
Holiday		0	0	0	0	0	0	0
Judicial Leave	JL01	8	0	36	2	20	1	1
Military Exchange Paid	MX01	0	0	0	0	0	0	0
Military Leave	ML01	0	0	80	4	100	6	3
Personal Holiday	PH01	2,412	125	1,718	92	1,770	105	107
Sick FMLA Use Holiday		0	0	0	0	0	0	0
Sick FMLA Use PH	SP02	0	0	110	6	88	5	4
Sick FMLA Use Vacation	SV02	0	0	40	2	3	0	1
Sick Leave	SK01	895	46	905	48	598	36	43
Sick Leave FMLA	SF01	40	2	0	0	151	9	4
Sick Leave Use Comp Time	SC01	0	0	0	0	1	0	0
Sick Leave Use PH	SP01	0	0	0	0	0	0	0
Sick Leave Use Vacation	SV01	0	0	0	0	88	5	2
Union Time Paid	UT01	0	0	0	0	0	0	0
Unpaid Administrative Leave	UA01	0	0	0	0	0	0	0
Unpaid Leave FMLA	UF01	0	0	0	0	0	0	0
Unpaid Leave Other	UL01	0	0	0	0	0	0	0
Unpaid Military Leave	UM01	0	0	0	0	0	0	0
Unpaid Sick	US01	0	0	0	0	0	0	0
Unpaid Union Time	UU01	0	0	0	0	0	0	0
Unpaid Vacation Time	UV01	3	0	0	0	3	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	40	2	488	26	0	0	9
Unpaid Workers Comp w/Supp	WC01	0	0	776	41	0	0	14
Vacation	VA01	2,530	131	2,502	134	2,565	153	139
Workers Comp Regular	WR01	0	0	0	0	10	1	0
Training-Annual In-Service		456	24	304	16	408	24	21
Training-PreService		0	0	0	0	0	0	0
Training-Instructor		95	5	185	10	235	14	10
CERT		76	4	152	8	145	9	7
Honor Guard		0	0	8	0	77	5	2
Special Assignment - A/SGT		776	40	753	40	490	29	37
Subtotal Hours Off		8,124	421	8,991	481	7,928	472	458
<b>Net Annual Work Hours</b>			<b>1,665</b>		<b>1,605</b>		<b>1,614</b>	<b>1,628</b>
<b>SRF</b>			<b>1.75</b>		<b>1.82</b>		<b>1.81</b>	<b>1.79</b>

**Table II.6: Historical Net Annual Work Hours – 3 Year Average  
Corrections Deputy – MCDC**

NAWH Factor ↓	Code	2004 Total	2004 Avg	2005 Total	2005 Avg	2006 Total	2006 Avg	3YR Avg
Average number of employees		173.8	173.8	183.7	183.7	198.8	198.8	185.4
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	845	5	244	1	113	1	2
Bereavement Leave	BE01	622	4	460	3	920	5	4
Break Day	BD01	44	0	40	0	24	0	0
Catastrophic Leave	CL01	15	0	0	0	0	0	0
Catastrophic Leave FMLA	CL02	197	1	61	0	0	0	0
Comp Time Taken	CS01	8,799	51	12,110	66	9,115	46	54
Holiday		0	0	0	0	0	0	0
Judicial Leave	JL01	158	1	276	2	156	1	1
Military Exchange Paid	MX01	448	3	184	1	272	1	2
Military Leave	ML01	600	3	440	2	592	3	3
Personal Holiday	PH01	12,404	71	11,302	62	13,608	68	67
Sick FMLA Use Holiday		0	0	0	0	0	0	0
Sick FMLA Use PH	SP02	882	5	848	5	992	5	5
Sick FMLA Use Vacation	SV02	1,501	9	1,084	6	1,782	9	8
Sick Leave	SK01	14,588	84	15,020	82	13,804	69	78
Sick Leave FMLA	SF01	2,130	12	1,748	10	2,619	13	12
Sick Leave Use Comp Time	SC01	323	2	718	4	453	2	3
Sick Leave Use PH	SP01	208	1	136	1	160	1	1
Sick Leave Use Vacation	SV01	1,567	9	1,879	10	1,270	6	9
Union Time Paid	UT01	702	4	575	3	368	2	3
Unpaid Administrative Leave	UA01	56	0	32	0	224	1	1
Unpaid Leave FMLA	UF01	1,846	11	1,869	10	3,058	15	12
Unpaid Leave Other	UL01	0	0	0	0	14	0	0
Unpaid Military Leave	UM01	1,792	10	2,840	15	4,160	21	16
Unpaid Sick	US01	476	3	97	1	86	0	1
Unpaid Union Time	UU01	78	0	79	0	86	0	0
Unpaid Vacation Time	UV01	133	1	11	0	28	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	2,004	12	1,224	7	1,280	6	8
Unpaid Workers Comp w/Supp	WC01	1,096	6	0	0	560	3	3
Vacation	VA01	20,875	120	21,761	118	26,288	132	124
Workers Comp Regular	WR01	106	1	145	1	53	0	1
Training-Annual In-Service		4,176	24	2,832	15	4,680	24	21
Training-PreService		0	0	4,942	27	2,824	14	14
Training-Instructor		372	2	803	4	607	3	3
CERT		525	3	614	3	244	1	3
Honor Guard		122	1	186	1	131	1	1
Special Assignment - A/SGT		4,748	27	3,017	16	4,027	20	21
Subtotal Hours Off		84,438	486	87,577	477	94,598	476	479
<b>Net Annual Work Hours</b>			<b>1,600</b>		<b>1,609</b>		<b>1,610</b>	<b>1,607</b>
<b>SRF</b>			<b>1.82</b>		<b>1.81</b>		<b>1.81</b>	<b>1.82</b>



**Table II.7: Historical Net Annual Work Hours – 3 Year Average  
Corrections Deputy – MCIJ**

NAWH Factor ↓	Code	2004 Total	2004 Avg	2005 Total	2005 Avg	2006 Total	2006 Avg	3YR Avg
Average number of employees		130.7	130.7	115.0	115.0	125.2	125.2	123.6
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	1,565	12	536	5	72	1	6
Bereavement Leave	BE01	328	3	336	3	440	4	3
Break Day	BD01	88	1	40	0	16	0	0
Catastrophic Leave	CL01	9	0	0	0	0	0	0
Catastrophic Leave FMLA	CL02	318	2	132	1	265	2	2
Comp Time Taken	CS01	4,170	32	5,320	46	5,340	43	40
Holiday		0	0	0	0	0	0	0
Judicial Leave	JL01	80	1	77	1	296	2	1
Military Exchange Paid	MX01	240	2	0	0	16	0	1
Military Leave	ML01	200	2	176	2	88	1	1
Personal Holiday	PH01	8,408	64	7,358	64	8,104	65	64
Sick FMLA Use Holiday		0	0	0	0	0	0	0
Sick FMLA Use PH	SP02	464	4	528	5	616	5	4
Sick FMLA Use Vacation	SV02	1,073	8	927	8	1,082	9	8
Sick Leave	SK01	11,419	87	10,714	93	9,602	77	86
Sick Leave FMLA	SF01	1,415	11	1,050	9	1,148	9	10
Sick Leave Use Comp Time	SC01	273	2	560	5	593	5	4
Sick Leave Use PH	SP01	424	3	656	6	352	3	4
Sick Leave Use Vacation	SV01	1,903	15	2,245	20	1,547	12	15
Union Time Paid	UT01	240	2	146	1	24	0	1
Unpaid Administrative Leave	UA01	40	0	232	2	40	0	1
Unpaid Leave FMLA	UF01	1,181	9	993	9	2,777	22	13
Unpaid Leave Other	UL01	0	0	16	0	44	0	0
Unpaid Military Leave	UM01	891	7	3,840	33	2,520	20	20
Unpaid Sick	US01	217	2	56	0	314	3	2
Unpaid Union Time	UU01	50	0	16	0	16	0	0
Unpaid Vacation Time	UV01	80	1	26	0	55	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	688	5	720	6	920	7	6
Unpaid Workers Comp w/Supp	WC01	792	6	629	5	1,532	12	8
Vacation	VA01	14,734	113	15,150	132	17,347	139	128
Workers Comp Regular	WR01	58	0	193	2	83	1	1
Training-Annual In-Service		3,144	24	1,776	15	2,928	23	21
Training-PreService		0	0	2,824	25	2,118	17	14
Training-Instructor		380	3	599	5	535	4	4
CERT		200	2	377	3	249	2	2
Honor Guard		124	1	209	2	154	1	1
Special Assignment - A/SGT		4,007	31	2,242	19	2,443	20	23
Subtotal Hours Off		59,203	453	60,699	528	63,676	509	496
<b>Net Annual Work Hours</b>			<b>1,633</b>		<b>1,558</b>		<b>1,577</b>	<b>1,590</b>
<b>SRF</b>			<b>1.79</b>		<b>1.87</b>		<b>1.85</b>	<b>1.84</b>

**Table II.8: Historical Net Annual Work Hours – 3 Year Average  
Corrections Sergeant – Classification/Court Services/Transport**

NAWH Factor ↓	Code	2004 Total	2004 Avg	2005 Total	2005 Avg	2006 Total	2006 Avg	3YR Avg
Average number of employees		3.1	3.1	3.1	3.1	3.1	3.1	3.1
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	0	0	0	0	0	0	0
Bereavement Leave	BE01	54	17	40	13	0	0	10
Break Day	BD01	0	0	0	0	0	0	0
Catastrophic Leave	CL01	0	0	0	0	0	0	0
Catastrophic Leave FMLA	CL02	0	0	0	0	0	0	0
Comp Time Taken	CS01	383	124	371	120	326	105	116
Holiday		0	0	0	0	0	0	0
Judicial Leave	JL01	0	0	0	0	0	0	0
Military Exchange Paid	MX01	0	0	0	0	0	0	0
Military Leave	ML01	0	0	0	0	0	0	0
Personal Holiday	PH01	268	86	354	114	302	97	99
Sick FMLA Use Holiday		0	0	0	0	0	0	0
Sick FMLA Use PH	SP02	0	0	0	0	0	0	0
Sick FMLA Use Vacation	SV02	0	0	0	0	0	0	0
Sick Leave	SK01	25	8	16	5	0	0	4
Sick Leave FMLA	SF01	0	0	0	0	0	0	0
Sick Leave Use Comp Time	SC01	0	0	0	0	0	0	0
Sick Leave Use PH	SP01	0	0	0	0	0	0	0
Sick Leave Use Vacation	SV01	4	1	0	0	0	0	0
Union Time Paid	UT01	0	0	0	0	0	0	0
Unpaid Administrative Leave	UA01	0	0	0	0	0	0	0
Unpaid Leave FMLA	UF01	0	0	0	0	0	0	0
Unpaid Leave Other	UL01	0	0	0	0	0	0	0
Unpaid Military Leave	UM01	0	0	0	0	0	0	0
Unpaid Sick	US01	0	0	0	0	0	0	0
Unpaid Union Time	UU01	0	0	0	0	0	0	0
Unpaid Vacation Time	UV01	0	0	0	0	0	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	0	0	0	0	0	0	0
Unpaid Workers Comp w/Supp	WC01	0	0	0	0	0	0	0
Vacation	VA01	350	113	439	142	492	159	138
Workers Comp Regular	WR01	0	0	0	0	0	0	0
Training-Annual In-Service		74	24	50	16	74	24	21
Training-Promotion		0	0	0	0	0	0	0
Training-Instructor		7	2	0	0	0	0	1
CERT		75	24	60	19	48	15	20
Honor Guard		0	0	0	0	0	0	0
Special Assignment-A/OIC		0	0	0	0	0	0	0
Subtotal Hours Off		1,240	400	1,330	429	1,242	401	410
<b>Net Annual Work Hours</b>			<b>1,686</b>		<b>1,657</b>		<b>1,685</b>	<b>1,676</b>
<b>SRF</b>			<b>1.73</b>		<b>1.76</b>		<b>1.73</b>	<b>1.74</b>

**Table II.9: Historical Net Annual Work Hours – 3 Year Average  
Corrections Sergeant – MCDC**

NAWH Factor ↓	Code	2004 Total	2004 Avg	2005 Total	2005 Avg	2006 Total	2006 Avg	3YR Avg
Average number of employees		14.0	14.0	17.9	17.9	18.6	18.6	16.8
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	272	19	0	0	0	0	6
Bereavement Leave	BE01	0	0	56	3	88	5	3
Break Day	BD01	24	2	24	1	8	0	1
Catastrophic Leave	CL01	0	0	0	0	0	0	0
Catastrophic Leave FMLA	CL02	0	0	81	5	43	2	2
Comp Time Taken	CS01	1,606	115	2,191	122	3,389	182	140
Holiday		0	0	0	0	0	0	0
Judicial Leave	JL01	0	0	16	1	16	1	1
Military Exchange Paid	MX01	0	0	0	0	0	0	0
Military Leave	ML01	0	0	0	0	0	0	0
Personal Holiday	PH01	1,112	79	1,376	77	1,312	71	76
Sick FMLA Use Holiday		0	0	0	0	0	0	0
Sick FMLA Use PH	SP02	0	0	56	3	112	6	3
Sick FMLA Use Vacation	SV02	0	0	73	4	297	16	7
Sick Leave	SK01	1,243	89	1,339	75	1,193	64	76
Sick Leave FMLA	SF01	88	6	207	12	194	10	9
Sick Leave Use Comp Time	SC01	0	0	25	1	0	0	0
Sick Leave Use PH	SP01	0	0	0	0	0	0	0
Sick Leave Use Vacation	SV01	16	1	0	0	0	0	0
Union Time Paid	UT01	135	10	252	14	328	18	14
Unpaid Administrative Leave	UA01	88	6	0	0	0	0	2
Unpaid Leave FMLA	UF01	0	0	0	0	0	0	0
Unpaid Leave Other	UL01	0	0	0	0	0	0	0
Unpaid Military Leave	UM01	0	0	0	0	0	0	0
Unpaid Sick	US01	0	0	0	0	0	0	0
Unpaid Union Time	UU01	24	2	8	0	132	7	3
Unpaid Vacation Time	UV01	0	0	0	0	0	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	436	31	192	11	0	0	14
Unpaid Workers Comp w/Supp	WC01	0	0	0	0	0	0	0
Vacation	VA01	2,863	205	2,991	167	3,167	170	181
Workers Comp Regular	WR01	24	2	24	1	31	2	2
Training-Annual In-Service		336	24	288	16	456	25	22
Training-Promotion		0	0	320	18	0	0	6
Training-Instructor		24	2	45	3	37	2	2
CERT		35	3	153	9	0	0	4
Honor Guard		0	0	0	0	0	0	0
Special Assignment-A/OIC		7,330	524	4,065	227	4,424	238	330
Subtotal Hours Off		15,656	1,118	13,782	770	15,227	819	902
<b>Net Annual Work Hours</b>			<b>968</b>		<b>1,316</b>		<b>1,267</b>	<b>1,184</b>
<b>SRF</b>			<b>3.02</b>		<b>2.22</b>		<b>2.30</b>	<b>2.47</b>

**Table II.10: Historical Net Annual Work Hours – 3 Year Average  
Corrections Sergeant – MCIJ**

NAWH Factor ↓	Code	2004 Total	2004 Avg	2005 Total	2005 Avg	2006 Total	2006 Avg	3YR Avg
Average number of employees		15.8	15.8	14.3	14.3	16.0	16.0	15.4
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	136	9	0	0	294	18	9
Bereavement Leave	BE01	0	0	48	3	24	2	2
Break Day	BD01	16	1	8	1	16	1	1
Catastrophic Leave	CL01	0	0	0	0	0	0	0
Catastrophic Leave FMLA	CL02	0	0	0	0	0	0	0
Comp Time Taken	CS01	985	62	1,682	118	1,573	98	93
Holiday		0	0	0	0	0	0	0
Judicial Leave	JL01	0	0	8	1	53	3	1
Military Exchange Paid	MX01	0	0	0	0	0	0	0
Military Leave	ML01	0	0	0	0	0	0	0
Personal Holiday	PH01	914	58	896	63	832	52	58
Sick FMLA Use Holiday		0	0	0	0	0	0	0
Sick FMLA Use PH	SP02	80	5	0	0	64	4	3
Sick FMLA Use Vacation	SV02	80	5	0	0	505	32	12
Sick Leave	SK01	1,178	75	1,064	74	1,210	76	75
Sick Leave FMLA	SF01	80	5	0	0	220	14	6
Sick Leave Use Comp Time	SC01	0	0	0	0	23	1	0
Sick Leave Use PH	SP01	0	0	0	0	80	5	2
Sick Leave Use Vacation	SV01	0	0	0	0	70	4	1
Union Time Paid	UT01	0	0	178	12	358	22	12
Unpaid Administrative Leave	UA01	0	0	0	0	0	0	0
Unpaid Leave FMLA	UF01	0	0	0	0	235	15	5
Unpaid Leave Other	UL01	0	0	0	0	0	0	0
Unpaid Military Leave	UM01	0	0	0	0	0	0	0
Unpaid Sick	US01	0	0	0	0	0	0	0
Unpaid Union Time	UU01	0	0	24	2	84	5	2
Unpaid Vacation Time	UV01	0	0	0	0	0	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	0	0	360	25	152	10	12
Unpaid Workers Comp w/Supp	WC01	0	0	0	0	0	0	0
Vacation	VA01	3,187	202	3,281	229	2,851	178	203
Workers Comp Regular	WR01	13	1	2	0	8	1	0
Training-Annual In-Service		384	24	224	16	384	24	21
Training-Promotion		0	0	160	11	0	0	4
Training-Instructor		65	4	97	7	55	3	5
CERT		72	5	52	4	32	2	3
Honor Guard		0	0	38	3	30	2	2
Special Assignment-A/OIC		5,773	365	6,170	431	5,632	352	383
Subtotal Hours Off		12,963	820	14,292	999	14,785	924	915
<b>Net Annual Work Hours</b>			<b>1,266</b>		<b>1,087</b>		<b>1,162</b>	<b>1,171</b>
<b>SRF</b>			<b>2.31</b>		<b>2.69</b>		<b>2.51</b>	<b>2.49</b>

**Table II.11: Historical Net Annual Work Hours – 3 Year Average  
Corrections Lieutenant – MCDC/MCIJ**

NAWH Factor ↓	Code	2004 Total	2004 Avg	2005 Total	2005 Avg	2006 Total	2006 Avg	3YR Avg
Average number of employees		5.1	5.1	5.3	5.3	5.8	5.8	5.4
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	16	3	0	0	0	0	1
Bereavement Leave	BE01	72	14	56	11	24	4	10
Break Day	BD01	0	0	0	0	0	0	0
Catastrophic Leave	CL01	0	0	0	0	0	0	0
Catastrophic Leave FMLA	CL02	0	0	0	0	0	0	0
Comp Time Taken	CS01	0	0	0	0	0	0	0
Holiday		0	0	0	0	0	0	0
Judicial Leave	JL01	0	0	24	5	0	0	2
Military Exchange Paid	MX01	0	0	0	0	0	0	0
Military Leave	ML01	0	0	0	0	0	0	0
Personal Holiday	PH01	704	138	696	131	560	97	122
Sick FMLA Use Holiday		0	0	0	0	8	1	0
Sick FMLA Use PH	SP02	0	0	0	0	40	7	2
Sick FMLA Use Vacation	SV02	0	0	0	0	104	18	6
Sick Leave	SK01	165	32	208	39	88	15	29
Sick Leave FMLA	SF01	0	0	160	30	208	36	22
Sick Leave Use Comp Time	SC01	0	0	0	0	0	0	0
Sick Leave Use PH	SP01	0	0	0	0	0	0	0
Sick Leave Use Vacation	SV01	0	0	0	0	0	0	0
Union Time Paid	UT01	0	0	0	0	0	0	0
Unpaid Administrative Leave	UA01	0	0	0	0	0	0	0
Unpaid Leave FMLA	UF01	0	0	0	0	0	0	0
Unpaid Leave Other	UL01	0	0	0	0	0	0	0
Unpaid Military Leave	UM01	0	0	0	0	0	0	0
Unpaid Sick	US01	0	0	0	0	0	0	0
Unpaid Union Time	UU01	0	0	0	0	0	0	0
Unpaid Vacation Time	UV01	0	0	0	0	0	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	0	0	0	0	0	0	0
Unpaid Workers Comp w/Supp	WC01	0	0	0	0	0	0	0
Vacation	VA01	1,360	267	992	187	1,120	193	216
Workers Comp Regular	WR01	0	0	0	0	0	0	0
Training-Annual In-Service		122	24	85	16	139	24	21
Training- Promotion		320	63	120	23	120	21	35
Specialized Training/Professional Conferences		204	40	212	40	232	40	40
Special Assignment		144	28	224	42	754	130	67
CERT		288	56	288	54	288	50	53
Subtotal Hours Off		3,395	666	3,065	578	3,685	635	626
<b>Net Annual Work Hours</b>			<b>1,420</b>		<b>1,508</b>		<b>1,451</b>	<b>1,460</b>
<b>SRF</b>			<b>2.06</b>		<b>1.94</b>		<b>2.01</b>	<b>2.00</b>

## Leave Time Usage Trends

Within the top five NAWH leave time categories in total hours utilized, four categories were in the top five across all units/facilities that were studied<sup>39</sup> - vacation, sick leave, personal holidays, and comp time. The remaining NAWH leave time category that made the top five leave time categories within a particular unit/facility included one of the following: acting officer-in-charge/sergeant, sick leave FMLA, unpaid worker's comp with supplement, and unpaid military leave. This section of the report will examine NAWH leave time categories that appear to have elevated or excessive usage.

<sup>39</sup> Units/Facilities include Classification, Court Services, Transports, MCDC and MCIJ. Top five factors include aggregate data compiled for Corrections Lieutenant, Sergeant and Deputy positions.

Acting Officer-in-Charge/Sergeant - Clearly, the leave time category having the most effect on NAWH is the A/OIC category for Corrections Sergeants assigned to MCDC and MCIJ. During the study period, Corrections Sergeants were placed in an A/OIC capacity an average, of 330 and 383 hours at MCDC and MCIJ respectively. This represents 16-19% of the 2,086 hours that staff is contracted to work annually. In other words, rather than being assigned as part of the complement of Sergeants as per the approved staffing plan, Sergeants are assigned to work in a different capacity for 27-30% of the total hours a year they are actually working.<sup>40</sup>

The principal reason for this is that the need for relief for Corrections Lieutenants who serve as Officer-in-Charge/Shift Commander has not been historically accounted for. Consequently, in the absence of the Corrections Lieutenant (due to regular days off, vacation, sick leave, meetings, training, etc.), a Corrections Sergeant was placed in an A/OIC capacity, which left a Corrections Sergeant vacancy. Either a Corrections Sergeant then filled this vacancy, typically on an overtime basis, or a Corrections Deputy was placed in an A/SGT capacity. The Corrections Deputy position then would be backfilled by another Corrections Officer on either straight time or, more frequently, on overtime.

The lack of factored relief for Corrections Lieutenants puts the facilities in an ongoing coverage deficit. Operating three shifts per day, there are 21 shifts per week that must be covered by a Corrections Lieutenant. Currently, there are three lieutenants assigned to each of the MCDC and MCIJ facilities. With 21 shifts to fill and three lieutenants collectively available to fill 15 of them (if available five days a week every week, which is not feasible), there is an ongoing coverage deficit of at least six shifts per week at each facility, which amounts to 2,503 hours<sup>41</sup> per year. This accounts for 149 and 163 hours of average annual A/OIC time at MCDC and MCIJ respectively for each Corrections Sergeant, which is equivalent to 4.2 FTEs.<sup>42</sup>

Similarly, Corrections Deputies are utilized in an A/SGT capacity when the assigned Corrections Sergeant is unavailable. As is the case with Corrections Lieutenants, there has been no historical relief factor for those Corrections Sergeants assigned to Classification, Court Services and Transport. Transport continues to use Corrections Deputies in an A/SGT capacity at a higher rate than the other units/facilities. Because the Transport Corrections Sergeant works four ten-hour days, it automatically puts the unit in a coverage deficit for one shift per week, which a Corrections Deputy generally fills in an A/SGT capacity. This amounts to 417 hours<sup>43</sup> per year. This alone accounts

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<sup>40</sup> MCDC: 2,086 contracted hours – 1,186 MCDC NAWH + 330 A/OIC hours = 1,230 hours actually worked. 330 A/OIC hours ÷ 1,230 hours actually worked = 27%. MCIJ: 2,086 contracted hours – 1,175 MCIJ NAWH + 383 A/OIC hours = 1,294 hours actually worked. 383 A/OIC hours ÷ 1,294 hours actually worked = 30%.

<sup>41</sup> 6 shifts x 8 hours/shift x 52.14 weeks = 2,503 hours.

<sup>42</sup> MCDC: 2503 hours ÷ 16.8 (Avg. # Employees) = 149 Hours. 2,503 hours ÷ 1,186 (Historical NAWH)) = 2.1 FTE. MCIJ: 2503 hours ÷ 15.4 (Avg. # Employees) = 163 Hours. 2,503 hours ÷ 1,175 (Historical NAWH)) = 2.1 FTE.

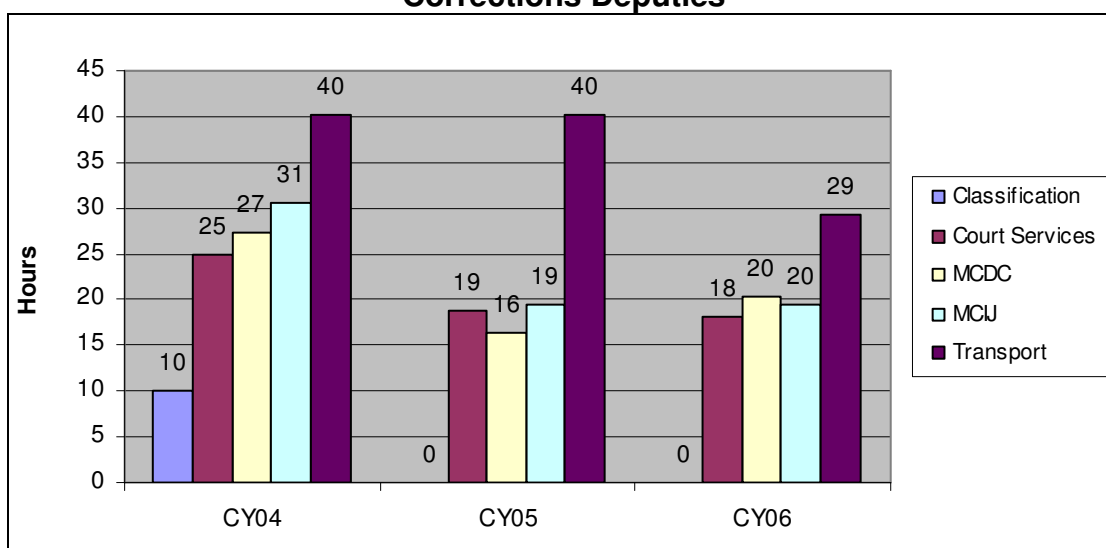
<sup>43</sup> 1 shift x 8 hours x 52.14 weeks = 417 hours.

for 23 hours of average annual A/SGT time per Corrections Deputy within the Transport unit, which is equivalent to 0.3 FTE.<sup>44</sup>

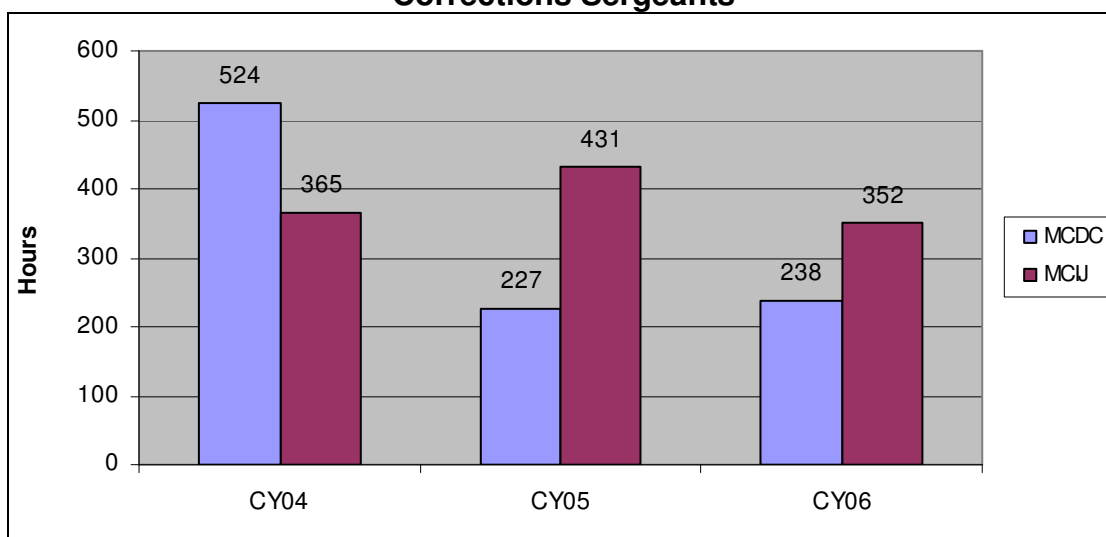
The Classification unit, beginning in 2005, has not placed Corrections Deputies in an A/SGT capacity in the absence of the Corrections Sergeant.

Figures II.1 and II.2 depict the average annual time assigned to A/OIC or A/SGT per person for the period 2004-2006 for Corrections Deputies and Corrections Sergeants respectively.

**Figure II.1: Average Annual Acting Sergeant Corrections Deputies**



**Figure II.2: Average Annual Acting Office-in-Charge Corrections Sergeants**



<sup>44</sup> 417 hours ÷ 18.3 (Avg. # Employees) = 23 Hours. 417 ÷ 1,631 (Historical NAWH) = 0.3 FTE.

Personal Holidays – Article 8 of the Collective Bargaining Agreement provides each employee with 11 personal holidays per fiscal year.

Employees scheduled to work New Year's Day, Independence Day, Thanksgiving Day or Christmas Day and who has no personal holidays shall be paid one and one-half times their regular rate of pay for working the holiday. If the employee has remaining personal holidays, s/he may:

- a. designate and charge such work day as a personal holiday and be paid at the rate of two and one-half times the regular rate; or
- b. opt to be paid one and one-half times the employee's regular rate and use his/her remaining personal holiday at a later time.<sup>45</sup>

In addition, staff may qualify for additional personal holidays ("Incentive PH") if they limit the number of days of sick leave. During a one-year period, should an employee not use any sick leave, they will qualify for two personal holidays, and should they use more than eight and less than 16 hours of sick leave during the one-year period, they will qualify for one personal holiday.<sup>46</sup>

While the maximum number of personal holiday hours an employee is eligible to earn is between 104-130 hours per year,<sup>47</sup> a person could conceivably use two years worth of personal holiday within one calendar year.

Because the MCSO awards personal holidays annually in July, it is conceivable that an employee might use all of his/her personal holiday hours awarded the previous year in the last six months of the fiscal year or first six months of the calendar year, and use all of his/her personal holiday hours awarded in the current year during the first six months of the fiscal year or last six months of the calendar year. (e.g., employee earns 88 personal holiday hours on July 1, 2006 – hours used during months of January-June 2007. Employee earns 88 personal holiday hours on July 1, 2007 – hours used during months of July-December 2007. The total personal holiday hours used during 2007 is 176 hours.)

The typical practice in correctional facilities is to pay employees premium pay for working a holiday, with an additional premium for working special holidays such as Thanksgiving and Christmas. In Multnomah County, rather than paying premium pay for working holidays, employees are allowed 11 personal holidays a year (or an additional 88 hours per employee) that they are unavailable for work.

If each employee took every personal holiday as time off, these 88 hours per person represent the need for 10 and 6.8 FTE Corrections Deputies at MCDC and MCIJ

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<sup>45</sup> 2004-2010 Agreement between Multnomah County, Oregon and Multnomah County Corrections Deputy Association (hereinafter referred to as 2004-2010 Agreement).

<sup>46</sup> While there is clearly merit to the idea of rewarding employees for limiting their use of sick leave, we question whether the 2004-2010 Agreement provides a sufficient incentive as presently configured.

<sup>47</sup> Employees who work five 8-hour days are eligible to earn a maximum of 104 hours of personal holiday leave time (13 days X 8 hours = 104 hours). Employees who work four 10-hour days are eligible to earn a maximum of 130 hours of personal holiday leave time (13 days X 10 hours = 130 hours).



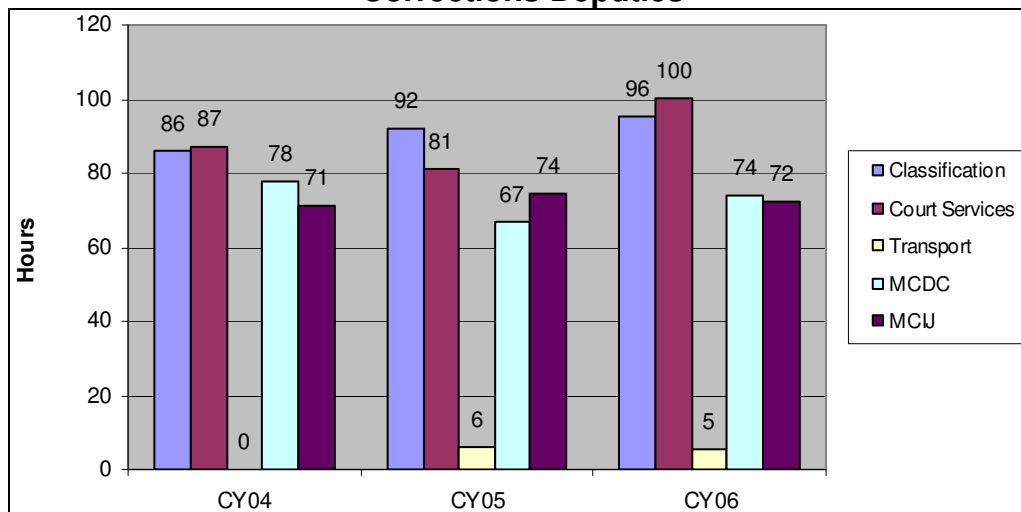
respectively to cover absences related to personal holidays.<sup>48</sup> With the exception of the Transport Unit, Corrections Deputies take 76% -100%<sup>49</sup> of personal holidays as time off in lieu of payment, which further drops the NAWH.

Unlike Corrections Deputies assigned to Transport, Corrections Sergeants assigned to that unit used personal holiday leave at the highest rate amongst Corrections Sergeants, averaging 136 hours per year over the three-year study period.<sup>50</sup> Their use of personal holidays did decline in 2006 to an average annual use of 100 hours per person.

Corrections Lieutenants use personal holidays at a higher rate than either Corrections Sergeants or Corrections Deputies, with the exception of Corrections Sergeants assigned to Transport. Unlike Corrections Deputies and Corrections Sergeants who may be paid for unused personal holidays, Corrections Lieutenants are not paid for unused personal holidays and either use or lose their personal holidays. Corrections Lieutenants during the study period took 117-157%<sup>51</sup> of annually awarded personal holidays as time off in lieu of payment. It should be noted that the rate of use has declined 25% since 2004, from 138 to 103 average annual personal holiday hours per person.

Figures II.3, II.4 and II.5 depict the average annual use of personal holidays per person for the period 2004-2006 for Corrections Deputies, Corrections Sergeants and Corrections Lieutenants respectively.

**Figure II.3: Average Annual Personal Holiday  
Corrections Deputies**



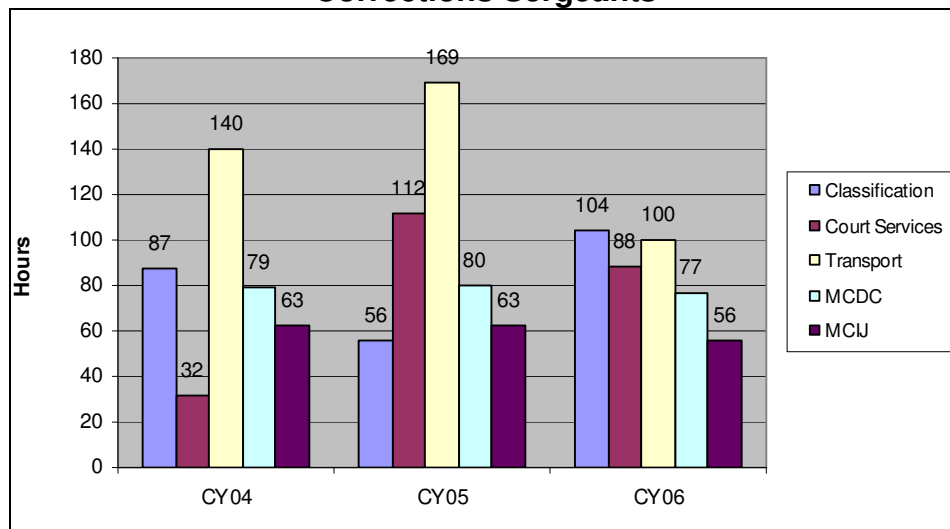
<sup>48</sup> MCDC: 88 hours x 185.4 staff (3YR Avg.) ÷ 1.607 NAWH (historical) = 10 FTE. MCIJ: 88 hours x 123.6 staff (3YR Avg.) ÷ 1,590 NAWH (historical) = 6.8 FTE.

<sup>49</sup> 100% = 88 Hours.

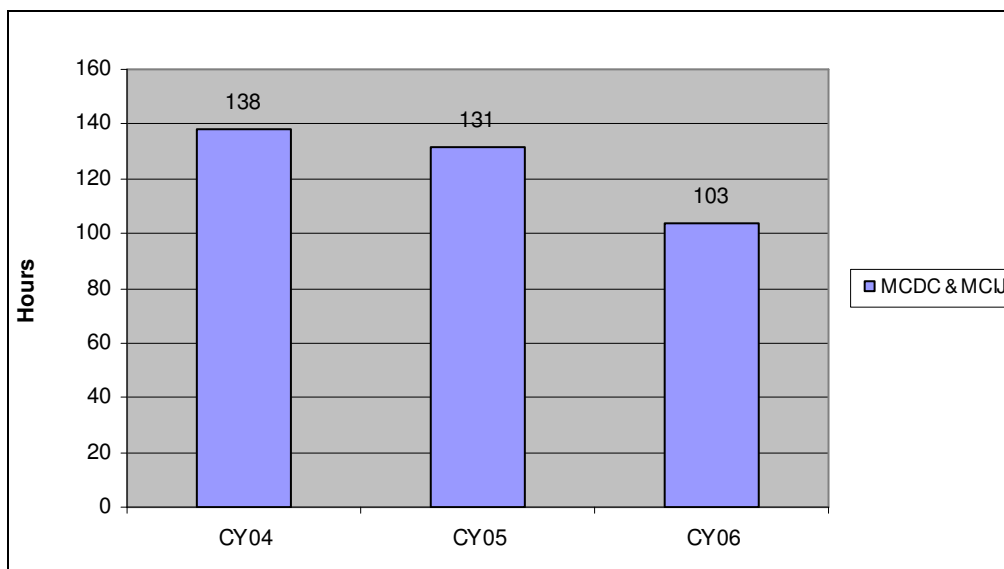
<sup>50</sup> Because Transport Sergeants work 10-hour days, they are eligible to earn a maximum of 130 hours personal holiday leave.

<sup>51</sup> 100% = 88 hours.

**Figure II.4: Average Annual Personal Holiday  
Corrections Sergeants**



**Figure II.5: Average Annual Personal Holiday  
Corrections Lieutenants**



Compensation Time (Comp Time) – The Collective Bargaining Agreement with the Corrections Deputy Union provides for employees to receive compensatory time in lieu of overtime payments, as long as their unused accumulated balance does not exceed 80 hours of paid time off.<sup>52</sup>

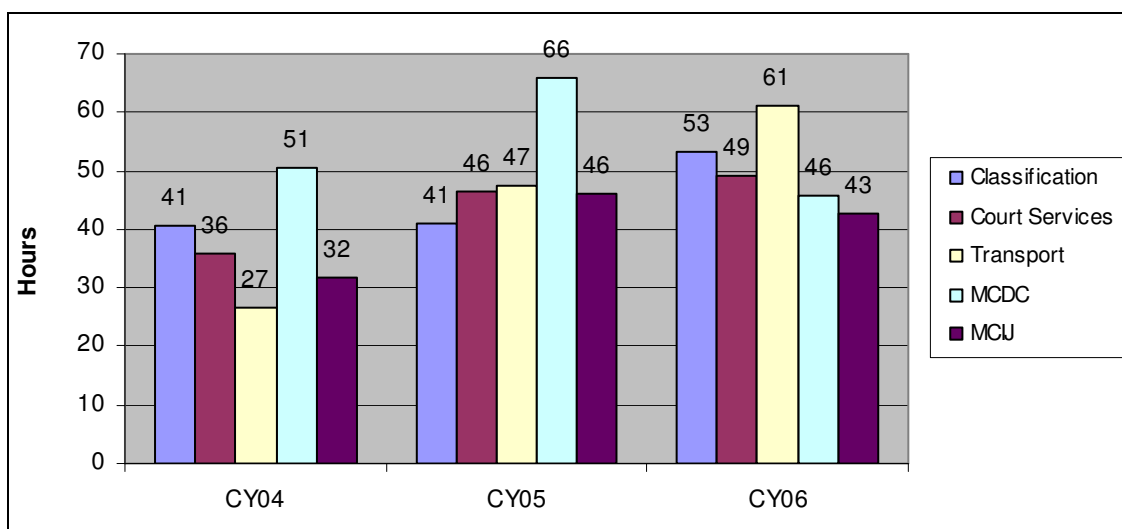
With the exception of Corrections Sergeants assigned to Classification, the use of comp time continues to trend upwards. While staff may only maintain a balance of 80 hours

<sup>52</sup> Article 15: Hours of Work of the 2004-2010 Agreement.

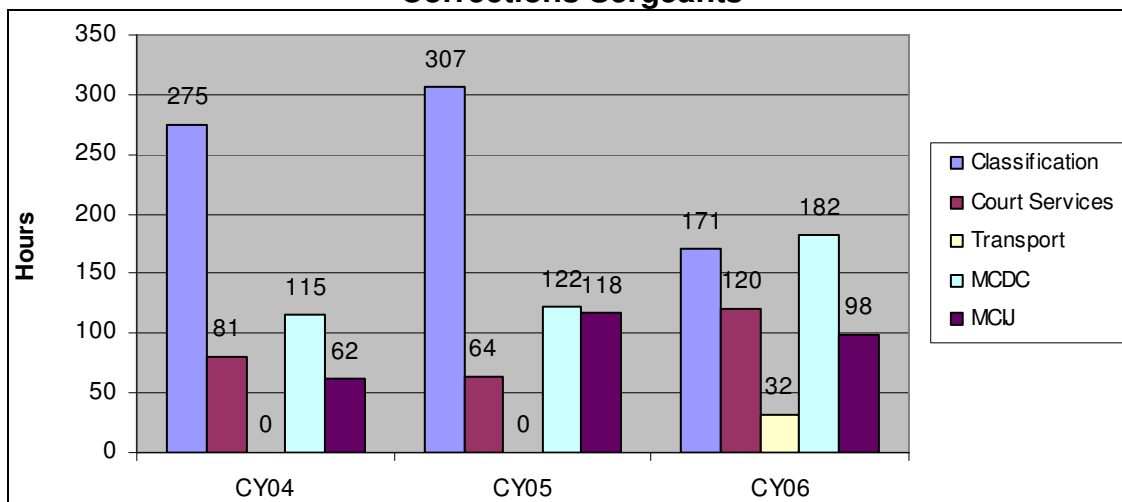
of comp time on the books at any given time, they may earn many more hours in excess of that number. Without any limitations on the total number of hours earned in a set period (e.g., one year), controlling this leave time category will be most difficult. The risk associated with uncontrolled comp time is that in order to cover the increasing number of comp time absences, overtime tends to spiral upwards as it is the most likely means to cover this type of absence.

Figures II.6 and II.7 depict the average annual use of comp time leave used per person for the period 2004-2006 for Corrections Deputies and Corrections Sergeants respectively. Because Corrections Lieutenants are salaried employees, they are not eligible to earn comp time.

**Figure II.6: Average Annual Comp Time  
Corrections Deputies**



**Figure II.7: Average Annual Comp Time  
Corrections Sergeants**



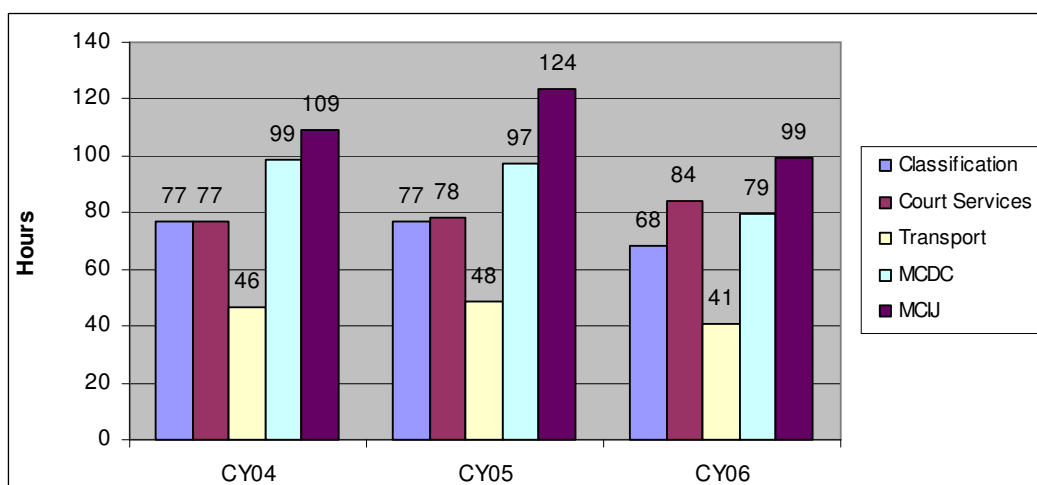
Non-FMLA Sick Leave – Figures II.8, II.9, and II.10 depict the average annual use of non-FMLA sick leave per person for the period 2004-2006 for Corrections Deputies, Corrections Sergeants and Corrections Lieutenants respectively. Non-FMLA sick leave absence categories include:

- Sick Leave (SK01)
- Sick Leave Use Comp Time (SC01)
- Sick Leave Use Personal Holiday (SP01)
- Sick Leave Use Vacation (SV01)
- Unpaid Sick Leave (US01).

Corrections Lieutenants, Sergeants and Deputies accrue four hours of sick leave for each semi-monthly pay period worked,<sup>53</sup> or 96 hours annually. The three-year average use of non-FMLA sick leave ranges between 47-116% of sick leave earned annually for Corrections Deputies and 16-81% of sick leave earned annually for Corrections Sergeants. The rate at which non-FMLA sick leave is used declined slightly in 2006 over the previous two years. The highest use of non-FMLA sick leave by Corrections Deputies consistently occurs at MCIJ, followed by MCDC. This is not surprising since assignments in Classification, Court Services and Transport tend to follow a typical business work schedule of Monday-Friday with daytime hours and weekends off – generally considered a highly desirable schedule. MCDC and MCIJ must operate on a 24 hour/7 day basis, which results in many staff working nights and weekends with a number of combinations of regular days off.

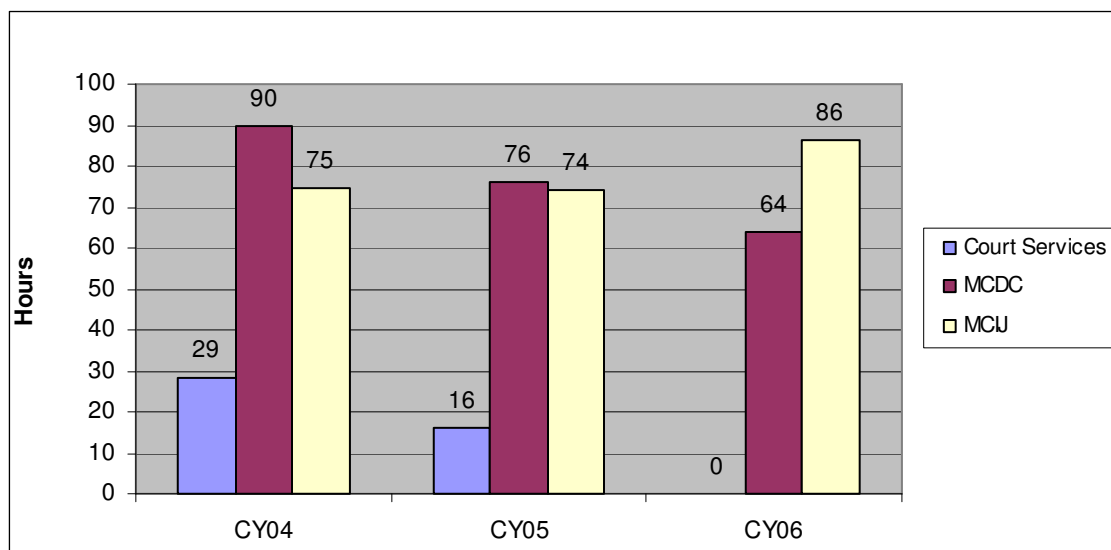
Corrections Lieutenants use significantly less non-FMLA sick leave than do Deputies and Sergeants. In 2006, the use of non-FMLA sick leave is half of what was utilized in 2004 for Corrections Lieutenants. In 2006, Corrections Lieutenants utilized 16% of earned leave compared with 33% in 2004.

**Figure II.8: Average Annual Non-FMLA Sick Leave  
Corrections Deputies**

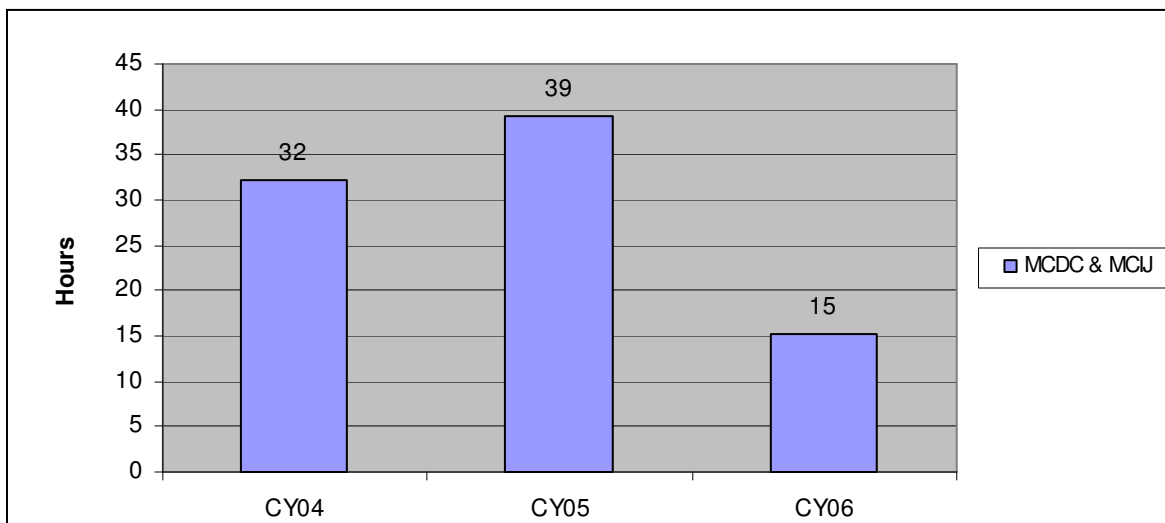


<sup>53</sup> 2004-2010 Agreement.

**Figure II.9: Average Annual Non-FMLA Sick Leave  
Corrections Sergeants<sup>54</sup>**



**Figure II.10: Average Annual Non-FMLA Sick Leave  
Corrections Lieutenants**



**FMLA Sick Leave** – FMLA-related sick leave absences involve employees using sick leave for themselves or to care for other persons covered under the Federal and State FMLA statutes. These categories include:

- Catastrophic Leave FMLA (CL02)
- Sick FMLA Use Personal Holiday (SP02)
- Sick FMLA Use Vacation (SV02)

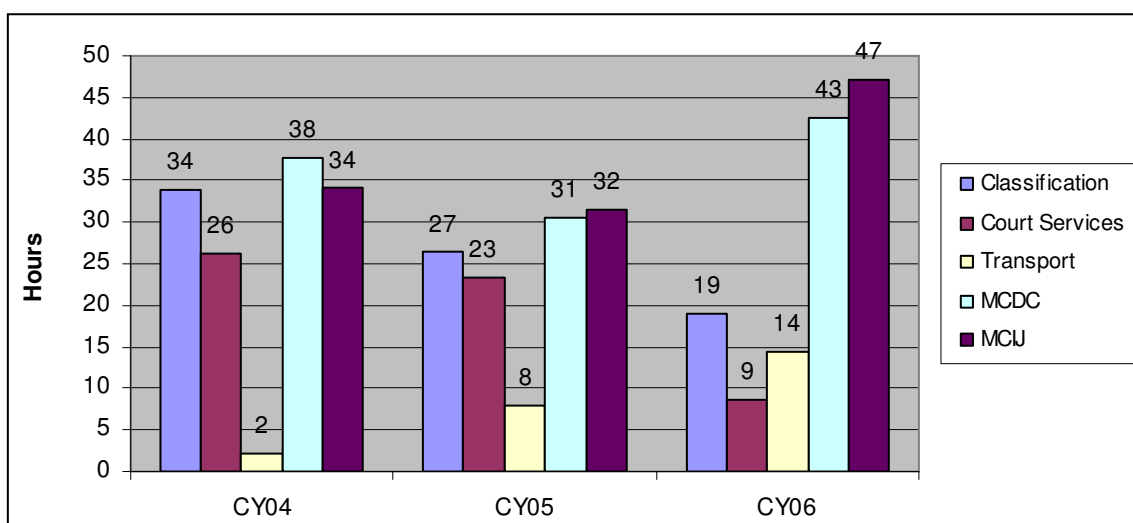
<sup>54</sup> Corrections Sergeants assigned to Classification and Transport did not use any Non-FMLA Sick Leave during the study period.

- Sick Leave FMLA (SF01)
- Unpaid Leave FMLA (UF01).

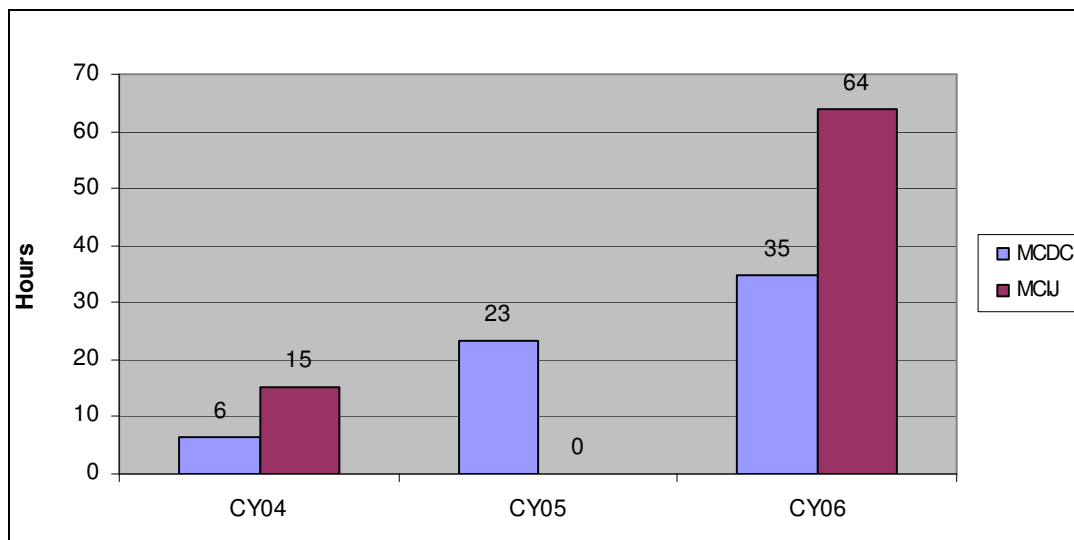
Figures II.11, II.12, and II.13 depict the average annual use of FMLA-related sick leave per person for the period 2004-2006 for Corrections Deputies, Corrections Sergeants and Corrections Lieutenants, respectively.

These figures reveal that, once again, Corrections Deputies and Sergeants assigned to MCIJ and MCDC are using substantially more leave than staff assigned to other units. In this case, the trend line suggests that the use of FMLA-related sick leave increasing significantly in 2006 for Corrections Deputies, Sergeants and Lieutenants assigned to the two main facilities.

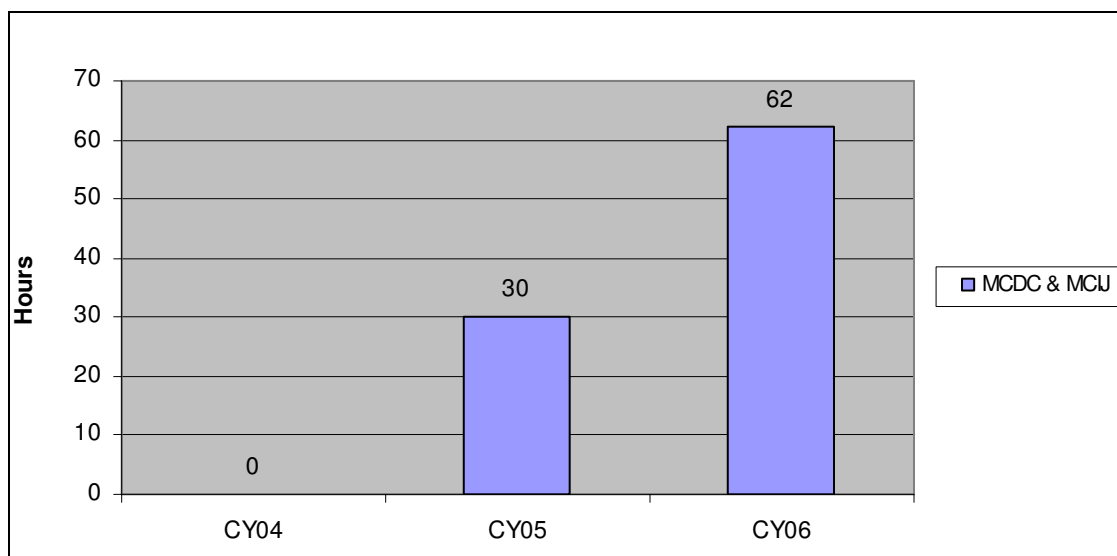
**Figure II.11: Average Annual FMLA Sick Leave  
Corrections Deputies**



**Figure II.12: Average Annual FMLA Sick Leave  
Corrections Sergeants**



**Figure II.13: Average Annual FMLA Sick Leave  
Corrections Lieutenants**

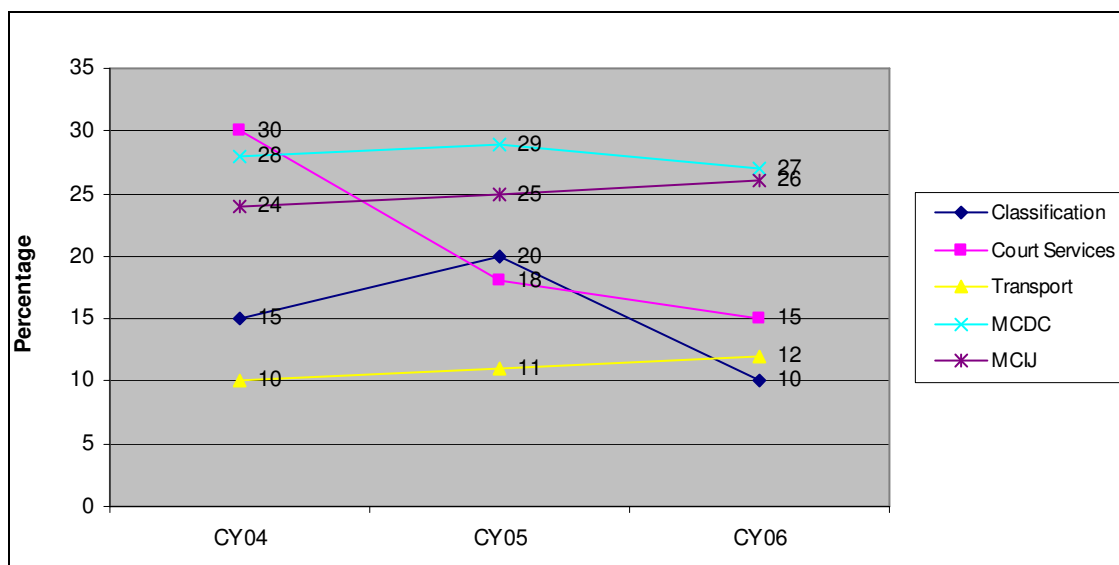


It is frequently the case that a small number of people are using the majority of FMLA sick leave. If a large number of people are using FMLA sick leave, examination of the reasons may be warranted to ascertain whether staff are manipulating this benefit in order to control leave time. To gain a sense of whether this was the case, the number of staff members utilizing FMLA sick leave were measured against the average number of employees per unit/facility. Figures II.14, II.15, and II.16 depict trends relating to the

percentages of Corrections Deputies, Sergeants and Lieutenants within an assigned unit/facility who utilized FMLA Sick Leave during the three-year period.

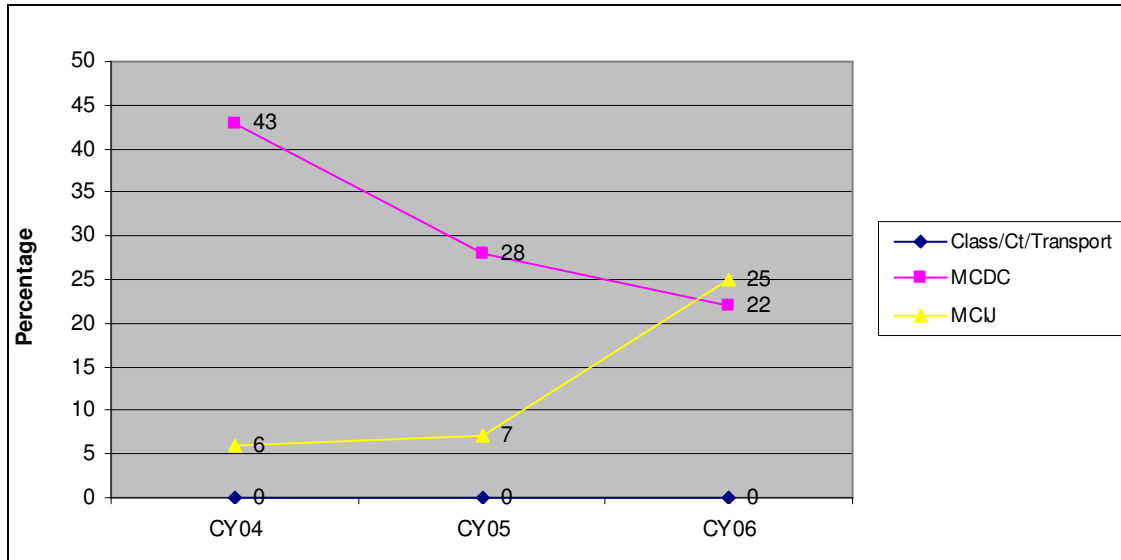
In the case of Corrections Deputies at MCIJ and MCDC, some 25-30% of employees in that classification used FMLA sick leave in each of the years 2004-2006, a significant number and one that held very consistent from year to year. Although the trend line is decreasing, a high percentage of Corrections Sergeants assigned to MCDC have used FMLA sick leave since 2004; at MCIJ the trend is reversing and while very few Sergeants used this leave in 2004-05, there has been a spike in 2006 to the point that the two facilities saw basically the same percentage of Sergeants using this form of leave. For Lieutenants, there was a spike in 2005, when one in three used FMLA sick leave, although the trend decreased to 21.5% in 2006.

**Figure II.14: Percent of Assigned Staff Utilizing FMLA Sick Leave  
Corrections Deputies**

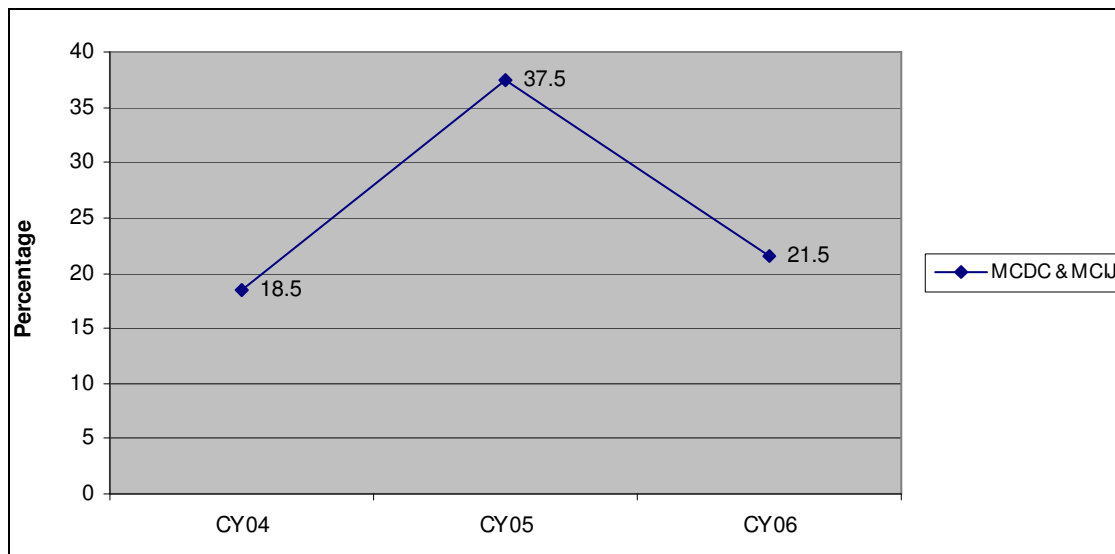




**Figure II.15: Percent of Assigned Staff Utilizing FMLA Sick Leave  
Corrections Sergeants**



**Figure II.16: Percent of Assigned Staff Utilizing FMLA Sick Leave  
Corrections Lieutenants**



## **Proposed Net Annual Work Hours**

The historical NAWH is based on actual leave and other time away from post assignment data from 2004-2006. This NAWH is indeed informative, and suggests opportunities to impact on the availability of staff to perform their jobs. While those figures could be used directly for the proposed staffing plan, we do not recommend that this be the case; instead, the historical NAWH should be the foundation from which a proposed NAWH can be constructed.

A variety of factors contribute to the high degree of leave usage found within MCSO:

- County policies are one source, with very liberal interpretations of Federal and State Family medical leave laws, e.g., eligibility based on hours paid versus hours worked the previous year and allowances for intermittent FMLA.
- The second source is Multnomah County's current Collective Bargaining Agreement with the Multnomah County Corrections Deputy Association, which includes no limits to compensatory leave that can be earned, allows employees to bid for vacation time before they have accrued the time off, allows for overtime pay based on anticipated hours earned rather than hours actually worked, and allows employees 11 personal holidays off from work each year (rather than paying at premium rates for holiday hours worked).
- Finally, MCSO agency policies/practices contributing to high leave usage include allowing employees to sign up for comp time off before it is actually earned, and delaying efforts to counsel employees using substantial sick leave until they only have 24 hours of sick leave left on the books.

As discussed in more detail later in this chapter, the County, working with the MCCDA, is strongly encouraged to identify measures that, if undertaken, would increase the NAWH for each of the job classifications.

We endeavored to identify how the NAWH might be realistically altered in the short-term. An aggressive NAWH approach, though highly desirable, cannot be proposed for the immediate future because overly optimistic assumptions concerning a higher NAWH, not grounded in firm measures that are imminently achievable, presents a real risk that the changes would not occur; consequently, unanticipated overtime and compromised operations would result. To assume that officers will use less sick leave or otherwise be far more available for work than in past years, absent some policy changes or other intervention, will likely result in an overly hopeful NAWH/SRF; this could result in the need to spend significant overtime to compensate for a lack of required FTE's.

We have identified two NAWH leave time categories as those that should and can be modified as part of the proposed staffing plans included in this report. Specifically, we maintain that there is an insufficient number of training hours provided for Corrections

Sergeants and Corrections Deputies. The second category relates to the lack of a relief factor for Lieutenants and the resultant excessive A/OIC and A/SGT utilization.

## **Training**

It is indisputable that training for jail staff increases professionalism, resulting in increased staff efficiency and effectiveness and decreased agency exposure to litigation. The ACA standards, relative to training topics and numbers of pre-service and in-service training hours, are widely accepted as the national benchmark and indicator of best practices.<sup>55</sup> The NIC Direct Supervision Self Audit, identifies key elements in successful direct supervision operations and emphasizes the commitment for ongoing training in direct supervision principles and related skill development.<sup>56</sup>

The historical NAWH calculations show only 16-24 annual hours per person for Corrections Sergeants and Corrections Deputies assigned to each unit/facility; for the proposed NAWH we recommend that the staffing plans be predicated on 40 hours of annual training as called for by ACA and Oregon Jail Standards. This figure should help allow for time to increase and enhance the direct supervision training offered to line staff and first line supervisors.

The proposed NAWH reflects 80 hours of annual training per person for Corrections Lieutenants. These 80 hours will accommodate annual in-service training, newly promoted supervisory/manager training, and attendance at specialized trainings or professional conferences.<sup>57</sup>

## **Relief for Shift Lieutenants**

The proposed staffing plan provides relief for the Corrections Lieutenants position, thereby substantially reducing the need for Sergeants to fill in as A/OIC and Corrections Deputies as A/SGT. Not only does this have the effect of increasing the NAWH for Sergeants and Deputies, but equally important, it maintains shift leadership at the facilities in the hands of corrections managers at the appropriate level for large, complex facilities. It also allows for greater control of overtime by placing responsibility for

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<sup>55</sup> ACA, *op. cit.*, 4-ALDF-7B-10: Certified Corrections Officers: 40 Hours. 4-ALDF-7B-11: Facility Management and Supervisory Staff: 24 Hours (Management Training). It is anticipated that Corrections Sergeants will receive the required 24 hours of management training within the allotted 40 training hours.

<sup>56</sup> This document includes six measurements that speak to initial and ongoing direct supervision training. Included among these are: 3-B-1: All officers receive at least 48 hours of direct supervision training before being independently assigned to a direct supervision housing unit, including IPC; 3-B-2: annual in-service training includes an update on direct supervision and IPC; and, 3-C-1: managers and supervisors are trained in direct supervision with specific emphasis on their role as supervisors and managers.

<sup>57</sup> The allotted training hours are sufficient to comply with ACA Standard 4-ALDF-7B-11: Facility Management and Supervisory Staff: 24 Hours (Management Training). It is anticipated that Corrections Lieutenants will receive the required 24 hours of management training within the allotted training hours.

decisions regarding replacements under the aegis of managers rather than first line supervisors. Finally, it allows for more continuity between Corrections Sergeants and the first line officers to whom they report.

Recognizing that there may be unforeseen circumstances where this situation may still arise, time for both A/OIC and A/SGT is still included in the proposed NAWH, though limited to a nominal average of 24 hours (three eight-hour shifts) per person per year.

Table II.12 outlines the NAWH that is applied in the proposed staffing plans by job classification and unit/facility. It includes the two modifications that we contend can and should be immediately implemented. For Corrections Deputies, the actual impact of increasing training hours and decreasing A/SGT is minimal, with a decreased NAWH of less than 1%. The largest and most significant impact the proposed NAWH has affects Corrections Sergeants assigned to MCDC and MCIJ, with an increased availability of 286 (24%) hours and 341 hours (29%) respectively per person to work in their primary post assignments annually.

**Table II.12: Proposed NAWH/SRF**

	Historical Average NAWH		2007 PBA / L&A Proposed NAWH		Difference Hours (+/-)
	NAWH	SRF	NAWH	SRF	NAWH
<b>Corrections Deputies</b>					
Classification	1,678	1.74	1,659	1.76	-19 / .01%
Court Services	1,598	1.83	1,580	1.85	-18 / .01%
Transportation	1,628	1.79	1,622	1.80	-6 / .01%
MCDC	1,607	1.82	1,588	1.84	-19 / .01%
MCIJ	1,590	1.84	1,571	1.86	-19 / .01%
<b>Corrections Sergeants</b>					
Classification, Court Services & Transport	1,676	1.74	1,657	1.76	-19 / .01%
MCDC	1,184	2.47	1,470	1.99	+286 / 24%
MCIJ	1,171	2.49	1,512	1.93	+341 / 29%
<b>Corrections Lieutenants</b>					
MCDC & MCIJ	1,460	2.00	1,476	1.98	+16 / 1%

Tables II.13, II.14, and II.15 detail the average hours per person used and the resultant calculations from which the proposed NAWH is derived for Corrections Deputies, Corrections Sergeants and Corrections Lieutenants respectively.

**Table II.13: Proposed NAWH Calculations  
Corrections Deputies**

Functional Unit		Classification	Court Services	Transport	MCDC	MCIJ
NAWH Factor ↓	Code					
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	4	3	4	2	6
Bereavement Leave	BE01	10	3	2	4	3
Break Day	BD01	1	0	0	0	0
Catastrophic Leave	CL01	6	0	2	0	0
Catastrophic Leave FMLA	CL02	1	0	0	0	2
Comp Time Taken	CS01	45	44	45	54	40
Holiday		0	0	0	0	0
Judicial Leave	JL01	0	3	1	1	1
Military Exchange Paid	MX01	0	1	0	2	1
Military Leave	ML01	0	5	3	3	1
Personal Holiday	PH01	89	86	107	67	64
Sick FMLA Use Holiday		0	0	0	0	0
Sick FMLA Use PH	SP02	2	2	4	5	4
Sick FMLA Use Vacation	SV02	6	5	1	8	8
Sick Leave	SK01	66	74	43	78	86
Sick Leave FMLA	SF01	11	9	4	12	10
Sick Leave Use Comp Time	SC01	1	1	0	3	4
Sick Leave Use PH	SP01	0	1	0	1	4
Sick Leave Use Vacation	SV01	2	3	2	9	15
Union Time Paid	UT01	0	6	0	3	1
Unpaid Administrative Leave	UA01	0	1	0	1	1
Unpaid Leave FMLA	UF01	6	3	0	12	13
Unpaid Leave Other	UL01	0	0	0	0	0
Unpaid Military Leave	UM01	0	0	0	16	20
Unpaid Sick	US01	5	0	0	1	2
Unpaid Union Time	UU01	0	1	0	0	0
Unpaid Vacation Time	UV01	0	0	0	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	0	23	9	8	6
Unpaid Workers Comp w/Supp	WC01	0	39	14	3	8
Vacation	VA01	120	125	139	124	128
Workers Comp Regular	WR01	0	1	0	1	1
Training-Annual In-Service		40	40	40	39	39
Training-PreService		0	0	0	14	14
Training-Instructor		6	4	10	3	4
CERT		3	1	7	3	2
Honor Guard		0	2	2	1	1
Special Assignment - A/SGT		3	21	24	21	23
Subtotal Hours Off		427	506	464	498	515
<b>Net Annual Work Hours</b>		<b>1,659</b>	<b>1,580</b>	<b>1,622</b>	<b>1,588</b>	<b>1,571</b>
SRF		1.76	1.85	1.80	1.84	1.86

**Table II.14: Proposed NAWH Calculations  
Corrections Sergeants**

Functional Unit		Class/Court/Transport	MCDC	MCIJ
<b>NAWH Factor ↓</b>	<b>Code</b>			
Total hours contracted per employee per year.		2,086	2,086	2,086
Administrative Leave	AL01	0	6	9
Bereavement Leave	BE01	10	3	2
Break Day	BD01	0	1	1
Catastrophic Leave	CL01	0	0	0
Catastrophic Leave FMLA	CL02	0	2	0
Comp Time Taken	CS01	116	140	93
Holiday		0	0	0
Judicial Leave	JL01	0	1	1
Military Exchange Paid	MX01	0	0	0
Military Leave	ML01	0	0	0
Personal Holiday	PH01	99	76	58
Sick FMLA Use Holiday		0	0	0
Sick FMLA Use PH	SP02	0	3	3
Sick FMLA Use Vacation	SV02	0	7	12
Sick Leave	SK01	4	76	75
Sick Leave FMLA	SF01	0	9	6
Sick Leave Use Comp Time	SC01	0	0	0
Sick Leave Use PH	SP01	0	0	2
Sick Leave Use Vacation	SV01	0	0	1
Union Time Paid	UT01	0	14	12
Unpaid Administrative Leave	UA01	0	2	0
Unpaid Leave FMLA	UF01	0	0	5
Unpaid Leave Other	UL01	0	0	0
Unpaid Military Leave	UM01	0	0	0
Unpaid Sick	US01	0	0	0
Unpaid Union Time	UU01	0	3	2
Unpaid Vacation Time	UV01	0	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	0	14	12
Unpaid Workers Comp w/Supp	WC01	0	0	0
Vacation	VA01	138	181	203
Workers Comp Regular	WR01	0	2	0
Training-Annual In-Service		40	40	40
Training-Promotion		0	6	4
Training-Instructor		1	2	5
CERT		20	4	3
Honor Guard		0	0	2
Special Assignment-A/OIC		0	24	24
Subtotal Hours Off		429	616	574
<b>Net Annual Work Hours</b>		<b>1,657</b>	<b>1,470</b>	<b>1,512</b>
<b>SRF</b>		<b>1.76</b>	<b>1.99</b>	<b>1.93</b>

**Table II.15: Proposed NAWH Calculations  
Corrections Lieutenants**

Functional Unit		MCDC/MCIJ
NAWH Factor ↓	Code	
Total hours contracted per employee per year.		2,086
Administrative Leave	AL01	1
Bereavement Leave	BE01	10
Break Day	BD01	0
Catastrophic Leave	CL01	0
Catastrophic Leave FMLA	CL02	0
Comp Time Taken	CS01	0
Holiday		0
Judicial Leave	JL01	2
Military Exchange Paid	MX01	0
Military Leave	ML01	0
Personal Holiday	PH01	122
Sick FMLA Use Holiday		0
Sick FMLA Use PH	SP02	2
Sick FMLA Use Vacation	SV02	6
Sick Leave	SK01	29
Sick Leave FMLA	SF01	22
Sick Leave Use Comp Time	SC01	0
Sick Leave Use PH	SP01	0
Sick Leave Use Vacation	SV01	0
Union Time Paid	UT01	0
Unpaid Administrative Leave	UA01	0
Unpaid Leave FMLA	UF01	0
Unpaid Leave Other	UL01	0
Unpaid Military Leave	UM01	0
Unpaid Sick	US01	0
Unpaid Union Time	UU01	0
Unpaid Vacation Time	UV01	0
Unpaid Workers Comp FMLA w/Supp	WF01	0
Unpaid Workers Comp w/Supp	WC01	0
Vacation	VA01	216
Workers Comp Regular	WR01	0
Training		80
Special Assignment		67
CERT		53
Subtotal Hours Off		610
<b>Net Annual Work Hours</b>		<b>1,476</b>
<b>SRF</b>		<b>1.98</b>

## Proposed NAWH – Wapato

As detailed in Chapter VIII, three proposed staffing plans have been developed for that facility based on different inmate population capacities: 225, 325, and 525. Table II.16 outlines the NAWH applied for each of the capacity scenarios for the Wapato facility capacity.

**Table II.16: Wapato NAWH/SRF**

WAPATO	Inmate Population Capacity					
	225		325		525	
	NAWH/SRF		NAWH/SRF		NAWH/SRF	
Corrections Lieutenant	1,476	1.99	1,476	1.99	1,476	1.99
Corrections Sergeant	1,515	1.93	1,246	2.34	1,491	1.96
Corrections Deputy	1,580	1.85	1,580	1.85	1,580	1.85
Equipment/ Property Technicians	1,745	1.67	1,745	1.67	1,745	1.67
Facility Security Officers	1,717	1.70	1,717	1.70	1,717	1.70

Since there is no historical basis on which to plan the NAWH for Wapato, the proposed NAWHs for Corrections Sergeants and Corrections Deputies are based on the average of the proposed NAWH for those positions at MCDL and MCIJ.<sup>58</sup> The NAWH proposed for Corrections Lieutenants assigned to MCDL and MCIJ was then used for Wapato Lieutenants. We have, however, developed alternative NAWH proposals for Corrections Sergeants based on differing assumptions associated with each of the staffing plans proposed for the three different population levels at Wapato.

As discussed in Chapter VIII, the staffing plan for a capacity of 225 does not provide for Corrections Lieutenants to act in a shift supervisor capacity. Instead, the proposed staffing plan designates the Corrections Sergeant as the shift supervisor. As a result, the proposed NAWH for Corrections Sergeant does not provide for any A/OIC hours, and is therefore higher than it would otherwise be.

The Wapato staffing plan for 325 beds does provide for Corrections Lieutenants to act in a shift supervisor capacity. However, like the current practice, there is no relief factored into these positions. In the absence of the Corrections Lieutenant, the Corrections Sergeant will have to assume the A/OIC designation with some regularity. As such, there are 269 hours per Sergeant built into the NAWH<sup>59</sup> for this purpose, which is the equivalent of 2.9 FTE Corrections Lieutenants.<sup>60</sup> Given the size of the facility and number of staff, we do not recommend factoring relief for Lieutenants at this population level as we maintain that there would be too many supervisors for the number of line

<sup>58</sup> Corrections Sergeant NAWH: MCDL = 1,470. MCIJ = 1,512. Average = 1,491. Corrections Deputy NAWH: MCDL = 1,588. MCIJ = 1,571. Average = 1,580.

<sup>59</sup> 8,760 hours (24 Hours x 365 Days) - 4,428 (3 x 1,476 Proposed LT NAWH) / 16.1 Average Number of Employees = 269 A/OIC Hours.

<sup>60</sup> 4,332 hours ÷ 1,679 LT NAWH = 2.9 FTE.



staff requiring supervision, and would significantly reduce the proposed supervisor to staff ratio.<sup>61</sup>

The proposed Wapato staffing plan for an inmate population of 525 also provides for Corrections Lieutenants to act in a shift commander capacity and provides a full relief factor, thereby reducing the need for Sergeants to act as A/OIC. Recognizing that there will be unforeseen circumstances where this situation may still arise, a small amount of time for A/OIC (24 hours per year) is still included in the proposed NAWH for Corrections Sergeants.

With respect to the NAWH for Corrections Deputies in the Wapato staffing plans, we used the average of the NAWHs developed for MCDC and MCIJ. While there is adequate relief built into the Corrections Sergeant NAWH to accommodate anticipated absences, an allowance of 24 hours of A/SGT time per Deputy per year is provided to cover for unforeseen circumstances where the Corrections Sergeant may be temporarily unavailable and will require immediate relief. It is not the operational intent of the proposed staffing plans that Corrections Deputies will act in an "Officer-in-Charge"-like capacity and be solely in charge of the facility, except in an emergency situation. Those persons so designated must be qualified through experience and training to assume the responsibilities with A/SGT.

While the proposed staffing plans for MCDC and MCIJ only address staffing needs as they relate to security, the proposed Wapato staffing plans also include staffing needs related to programs and support services. Consequently, a NAWH has been calculated for Equipment/Property Technicians (EPT) and Facility Security Officers (FSO), positions assigned to Wapato requiring relief.

#### *Equipment/Property Technicians*

1. EPTs currently contract for 2,086 hours per year per employee.<sup>62</sup>
2. EPTs receive three hours of in-service training annually. The ACA standards, relative to training topics and numbers of pre-service and in-service training hours, are widely accepted as the national benchmark and indicator of best practices. While historically EPTs receive only three hours training per person per year, the NAWH calculated for EPTS assumes the 16 hours of annual training as called for by ACA.<sup>63</sup>
3. Newly hired EPTs receive 960-1280 hours of training over the course of six-eight months.<sup>64</sup> They are, however, available to work under this system, as the EPTs assume a scheduled post assignment and receive on-the-job training while fulfilling post-related duties such as booking/property, laundry distribution, commissary,

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<sup>61</sup> Proposed ratio of Supervisors to Staff = 1:10-15.

<sup>62</sup> 40 hours/week x 52.14 weeks = 2,086 hours.

<sup>63</sup> ACA, *op. cit.*, 4-ALDF-7B-07: Clerical and support employees having minimal inmate contact: 16 hours. Professional and support employees having regular or daily inmate contact: 40 hours.

<sup>64</sup> Source: Vanessa Scales, MCSO via David Braaksma, MCSO Senior Research Evaluation Analyst.

inmate accounts, etc. under the supervision of veteran or supervisory staff. Once an EPT becomes proficient in performing one function, they move to a new function until proficiency is attained in the new function. No EPTs were hired during the period 2004 through 2006.

#### *Facility Security Officers*

4. FSOs currently contract for 2,086 hours per year per employee.<sup>65</sup>
5. FSOs receive 16 hours of in-service training annually.<sup>66</sup> Because FSOs carry OC and ASP's, and trained in communication and defensive tactics, the NAWH calculated for FSOs assumes 40 hours of annual training required by ACA for professional and support staff.<sup>67</sup>
6. Newly hired FSOs receive 380 hours of training prior to being assigned independently.<sup>68</sup> MCSO hired 25 FSOs during the period 2004 through 2006.

Tables II.17 and II.18 summarize the calculations used to determine the three-year average historical NAWH for Equipment/Property Technician and Facility Security Officer, respectively.

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<sup>65</sup> 40 hours/week x 52.14 weeks = 2,086 hours.

<sup>66</sup> Source: Elizabeth Daily, MCSO via David Braaksma, MCSO Senior Research Evaluation Analyst/

<sup>67</sup> ACA, *op. cit.*, 4-ALDF-7B-08: Professional and support employees having regular or daily inmate contact: 40 hours.

<sup>68</sup> Source: Elizabeth Daily, MCSO via David Braaksma, MCSO Senior Research Evaluation Analyst.

**Table II.17: Net Annual Work Hours – 3 Year Average  
Equipment/Property Technician**

NAWH Factor ↓	Code	FY05 Total	FY05 Avg	FY06 Total	FY06 Avg	FY07 Total	FY07 Avg	3YR Avg
Average number of employees		28.9	28.9	29.0	29.0	28.8	28.8	28.9
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	0	0	0	0	0	0	0
Bereavement Leave	BE01	72	2	68	2	64	2	2
Break Day	BD01	0	0	0	0	0	0	0
Catastrophic Leave	CL01	0	0	0	0	0	0	0
Catastrophic Leave FMLA	CL02	0	0	0	0	100	3	1
Comp Time Taken	CS01	721	25	806	28	682	24	25
Holiday		1,360	47	1,538	53	1,804	63	54
Judicial Leave	JL01	8	0	8	0	24	1	0
Military Exchange Paid	MX01	0	0	0	0	0	0	0
Military Leave	ML01	10	0	0	0	56	2	1
Sick FMLA Use Holiday		8	0	82	3	128	4	3
Sick FMLA Use Vacation	SV02	192	7	43	1	611	21	10
Sick Leave	SK01	1,238	43	1,354	47	1,593	55	48
Sick Leave FMLA	SF01	503	17	396	14	730	25	19
Sick Leave Use Comp Time	SC01	0	0	60	2	38	1	1
Sick Leave Use Holiday		2	0	5	0	32	1	0
Sick Leave Use Vacation	SV01	41	1	135	5	286	10	5
Union Time Paid	UT01	0	0	0	0	0	0	0
Unpaid Administrative Leave	UA01	0	0	0	0	0	0	0
Unpaid Leave FMLA	UF01	0	0	0	0	180	6	2
Unpaid Leave Other	UL01	278	10	91	3	0	0	4
Unpaid Military Leave	UM01	0	0	0	0	0	0	0
Unpaid Sick	US01	0	0	0	0	2	0	0
Unpaid Union Time	UU01	0	0	0	0	0	0	0
Unpaid Vacation Time	UV01	0	0	0	0	0	0	0
Unpaid Workers Comp FMLA		0	0	78	3	0	0	1
Unpaid Workers Comp FMLA w/Supp	WF01	0	0	704	24	341	12	12
Unpaid Workers Comp w/Supp	WC01	0	0	0	0	16	1	0
Vacation	VA01	3,384	117	3,235	112	2,963	103	111
Workers Comp Regular	WR01	0	0	13	0	11	0	0
Training-Annual In-Service		462	16	464	16	461	16	16
Traning-PreService		0	0	0	0	0	0	0
Special Assignment		12	0	12	0	12	0	0
Subtotal Hours Off		8,291	287	9,092	314	10,134	352	317
<b>Net Annual Work Hours</b>			<b>1,799</b>		<b>1,772</b>		<b>1,734</b>	<b>1,769</b>
<b>SRF</b>			<b>1.62</b>		<b>1.65</b>		<b>1.68</b>	<b>1.65</b>

**Table II.18: Net Annual Work Hours – 3 Year Average  
Facility Security Officer**

NAWH Factor ↓	Code	FY05 Total	FY05 Avg	FY06 Total	FY06 Avg	FY07 Total	FY07 Avg	3YR Avg
Average number of employees		43.8	43.8	44.1	44.1	44.9	44.9	44.3
Total hours contracted per employee per year.		2,086	2,086	2,086	2,086	2,086	2,086	2,086
Administrative Leave	AL01	240	5	210	5	0	0	3
Bereavement Leave	BE01	136	3	120	3	272	6	4
Break Day	BD01	0	0	0	0	0	0	0
Catastrophic Leave	CL01	0	0	48	1	0	0	0
Catastrophic Leave FMLA	CL02	0	0	99	2	0	0	1
Comp Time Taken	CS01	2,618	60	1,551	35	1,176	26	40
Holiday		2,050	47	2,057	47	2,375	53	49
Judicial Leave	JL01	26	1	64	1	16	0	1
Military Exchange Paid	MX01	0	0	0	0	0	0	0
Military Leave	ML01	0	0	0	0	8	0	0
Sick FMLA Use Holiday		35	1	137	3	61	1	2
Sick FMLA Use Vacation	SV02	382	9	336	8	325	7	8
Sick Leave	SK01	2,469	56	2,192	50	2,091	47	51
Sick Leave FMLA	SF01	333	8	490	11	420	9	9
Sick Leave Use Comp Time	SC01	205	5	355	8	83	2	5
Sick Leave Use Holiday		13	0	0	0	21	0	0
Sick Leave Use Vacation	SV01	376	9	197	4	182	4	6
Union Time Paid	UT01	0	0	8	0	0	0	0
Unpaid Administrative Leave	UA01	0	0	0	0	0	0	0
Unpaid Leave FMLA	UF01	152	3	65	1	54	1	2
Unpaid Leave Other	UL01	192	4	0	0	0	0	1
Unpaid Military Leave	UM01	1,056	24	0	0	760	17	14
Unpaid Sick	US01	0	0	8	0	0	0	0
Unpaid Union Time	UU01	0	0	0	0	0	0	0
Unpaid Vacation Time	UV01	1	0	14	0	12	0	0
Unpaid Workers Comp FMLA		0	0	0	0	0	0	0
Unpaid Workers Comp FMLA w/Supp	WF01	0	0	0	0	0	0	0
Unpaid Workers Comp w/Supp	WC01	0	0	0	0	0	0	0
Vacation	VA01	4,044	92	4,340	98	3,138	70	87
Workers Comp Regular	WR01	2	0	9	0	8	0	0
Training-Annual In-Service		1,552	35	1,244	28	1,516	34	32
Traning-PreService		1,900	43	4,940	112	2,660	59	72
Special Assignment		55	1	55	1	55	1	1
Subtotal Hours Off		17,837	407	18,539	420	15,233	339	389
<b>Net Annual Work Hours</b>			<b>1,679</b>		<b>1,666</b>		<b>1,747</b>	<b>1,697</b>
<b>SRF</b>			<b>1.74</b>		<b>1.75</b>		<b>1.67</b>	<b>1.72</b>

## NAWH Recommendations

The following recommendations are designed to enhance the MCSO's capacity to better manage leave usage in order to increase NAWH:

1. It is recommended that MCSO implement the following two recommendations made in the Liebert & Associates 1997 study.<sup>69</sup>
  - a. NAWHs for Corrections Lieutenants, Corrections Sergeants, and Corrections Deputies should be updated annually. Any change in the NAWH should be applied to the applicable staffing plans and modified to reflect any change in FTE requirements.

<sup>69</sup> Liebert, Dennis, Multnomah Court, OR Sheriff's Office – Correctional Facilities, Final Report – Staffing Analysis Study. Boulder, CO, 1997.

- b. MCSO should establish a NAWH committee charged with overseeing the collection, recording and tracking/monitoring of leave time (and other reasons for employees being unavailable to work their primary post assignments) categories. Committee membership should include decision-makers from the following units – Human Resources, Payroll, Fiscal, and Research Analysis. Other members should include persons representing the facilities where the majority of the data originates. In addition, the committee would assure an accurate, up-to-date accounting of authorized posts and positions and vacancies.
2. We recommend that the County's policies that presently provide very liberal interpretations of Federal and State Family Medical Leave laws, e.g., eligibility based on hours paid versus hours worked the previous year and allowances for intermittent FMLA, be reconsidered due to the impact they are presently having on such leave usage within MCSO.
3. We recommend that future negotiations with the Multnomah County Corrections Deputy Association address such leave drivers as allowing employees to bid for vacation time before they have accrued the time off, the lack of limits on compensatory leave that can be earned, the calculation of overtime pay based on anticipated hours earned rather than hours actually worked, and the holiday leave provision that allows employees 11 personal holidays off from work each year (rather than paying at premium rates for holiday hours worked).
4. It is recommended that the MCSO reconsider current policies/practices that contribute to high leave usage, such as allowing employees to sign for comp time off before it is actually earned, and deferring efforts to counsel employees using substantial sick leave until they only have 24 hours sick leave left on the books.
5. It is recommended that leave benefits be converted to hours, and based upon an employee's average workweek. This will prevent unintended advantages/disadvantages for employees based upon their work schedule.<sup>70</sup>
6. It is recommended that a system be developed whereby facility administrators (with the support of the new NAWH Committee) routinely examine the usage of sick leave to identify persons taking excessive sick leave or calling in pursuant to specific patterns that are indicative of sick leave abuse, e.g., sick leave taken before and/or after scheduled days off or vacation. This system must include steps to be taken should suspected or verified sick leave abuse be identified. It is further recommended that the current practice of notifying staff when they only have 24 hours or less of accrued sick leave benefit be modified so that such notification occurs at a much earlier time and requires a meeting with the employee and his/her supervisor in an effort to stem any potential misuse of sick leave.

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<sup>70</sup> For example: an employee who works four 10-hour days is eligible to earn 130 hours of personal holiday leave compared with the employee who works five 8-hour days is only eligible to earn 104 hours of personal holiday leave. Both employees work 40 hours per week.

## Additional Recommended Considerations

Personnel costs amount to over 80% of the overall operating budget. Any increase in personnel costs has an adverse impact on other areas of the jail operations. A change in one or more of the NAWH variables can affect the actual availability of staff and, consequently, the budget. For example, adding a holiday will decrease the NAWH, potentially creating the need for more staff.

MCSO and others are strongly encouraged to examine independently each NAWH leave time category and the associated factors contributing to it. This will open up for consideration the affect policy and practice, law, and management and staff conduct have on a given variable. The impact of any change contemplated in the NAWH must be considered within the context of overall operations and not solely by the change in NAWH. For example, increasing the number of training hours reduces the NAWH and therefore may have the effect of increasing personnel costs. These increased personnel costs must be considered against the potential benefits that training provides, e.g., decreased litigation, increased professionalism, increased safety and security.

A 10% change (either positively or negatively) in the NAWH has the potential to save or cost the County many dollars over time. Any controllable change in the NAWH must be considered in light of its added value to the overall operations. Table II.19 illustrates the impact that a 10% change in the NAWH has on the FTEs required for a particular job classification and unit.

**Table II.19: NAWH Change – 10% Percent (in hours)**

	3 YR Average No of Employees	3 YR Average Historical NAWH	10% Percent	Total Hours*	FTE†
<b>Corrections Deputies</b>					
Classification	20.1	1,678	168	3,377	2
Court Services	28.6	1,598	160	4,576	2.9
Transportation	18.3	1,628	163	2,983	1.8
MCDC	185.4	1,607	161	29,849	18.5
MCIJ	123.6	1,590	159	19,652	12.3
<b>Corrections Sergeants</b>					
Classification					
Court Services	3.1	1,676	168	521	.3
Transportation					
MCDC	16.8	1,184	118	1,982	1.7
MCIJ	15.4	1,171	117	1,802	1.5
<b>Corrections Lieutenants</b>					
MCDC & MCIJ	5.4	1,460	146	788	.5

\* 10% x Average No. of Employees = Total Hours

† Hours ÷ 3 Year Average NAWH = FTE

As discussed earlier in this chapter, we cannot responsibly propose a more aggressive NAWH predicated on very significant reductions in leave categories. This will require resolve on the part of the County and MCSO in some instances, and in other instances the cooperation (and willingness to accept tradeoffs) on the part of the unions.

The following examples serve to illustrate some potential opportunities to effect changes in the NAWH. For purposes of illustration, the MCDC NAWH of 1,607 for Corrections Deputies is used.

1. Limiting the number of personal holidays that may be taken as leave time but offering premium pay for actually working a holiday. If the average Corrections Deputy worked six of 11 holidays each year and took the remaining five personal holidays as leave time, the effect of this would be to decrease the NAWH by 27 hours, equivalent to 3.1 FTEs.<sup>71</sup>
2. Limiting the total annual number of compensatory time hours that might be accrued versus having a “rolling” maximum accrual amount, MCSO might be better able to plan for absences related to the use of Comp Time. If the maximum accrual were capped at 40 hours annually, the effect of this would be to decrease the NAWH by 14 hours, equivalent to 1.6 FTEs.<sup>72</sup>
3. Consistent tracking of individual sick leave use and patterns could reduce the average Corrections Deputy’s use from 78 hours a year to 48 (i.e., one non-FMLA sick day every two months), the effect of this would be to decrease the NAWH by 30 hours, equivalent to 3.5 FTEs.<sup>73</sup>

These three examples aggregately provide for a 4% decrease in the overall NAWH for MCDC Corrections Officer, equivalent to 8.2 FTEs or \$772,301.<sup>74</sup>

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<sup>71</sup> 5 PH days x 8 PH hours = 40 PH hours. Current NAWH Personal Holidays = 67 hours. 67 PH hours – 40 PH hours = 27 PH hours. 27 PH hours x 185.4 Avg. # Employees ÷ 1,607 MCDC 3YR Avg. NAWH = 3.1 FTE.

<sup>72</sup> Current NAWH Comp Time = 54 hours. 54 Comp Time hours – 40 Comp Time hours = 14 Comp Hours. 14 Comp hours x 185.4 Avg. # Employees ÷ 1,607 MCDC 3YR Avg. NAWH = 1.6 FTE.

<sup>73</sup> Current NAWH Sick Leave Time = 78 hours. 78 hours – 48 reduced sick leave hours = 30 hours. 30 Sick Leave hours x 185.4 Avg. # Employees ÷ 1,607 MCDC 3YR Avg. NAWH = 3.5 FTE.

<sup>74</sup> Based on an average annual wage and benefit cost per Corrections Deputy of \$94,183 (FY07 Salary Rates). Source: David Braaksma, MCSO Senior Research Evaluation Analyst.

## **III. OVERTIME**



### III. OVERTIME

#### Introduction

The use of overtime in MCSO units/facilities has been the subject of numerous inquiries and studies. These include:

Liebert, Dennis. (1997), Multnomah Court, OR Sheriff's Office – Correctional Facilities, Final Report – Staffing Analysis Study. Boulder, CO.

Flynn, Suzanne – Multnomah County Auditor. (2006), Jail Personnel Costs: Manage Staffing Levels and Absences, Multnomah County, OR.

The Multnomah County District Attorney's Office. (2006), Independent Review of Policies and Procedures of Correctional Facilities Operated by the Multnomah County Sheriff's Office, Multnomah County, OR.

Multnomah Grand Jury. (2006), Report of the 2006 Multnomah County Corrections Grand Jury: Conditions and Management of Correctional Facilities within Multnomah County, Multnomah County, OR.

Common themes throughout these reports were:

- Lack of reliable data that clearly articulate the originating reason for overtime.
- Ineffective management of scheduled absences.
- Comp time as a significant factor in the rise in overtime expenditure.
- Resolution of overtime issues will most likely require negotiation with the Multnomah County Corrections Deputies Association.

A number of recommendations related to managing overtime more effectively were presented in these reports and include:

1. Overtime usage should be better documented and tracked by reason for use and by facility.
2. Overtime should be authorized and assigned on a decentralized basis at each facility. Deputies wishing to put in overtime can sign up. Preference for overtime should be given to those officers assigned to the facility or to those officers who have had experience working in the facility. The Facility Commanders will be responsible for justifying and documenting the usage of overtime.
3. Methods of reducing overtime usage:
  - a. Filling vacancies quickly.
  - b. Better scheduling of vacation time by shift and facility.
  - c. Better scheduling of training time by shift and facility.
  - d. Stricter controls on the use of unpaid leave.

- e. Having facility commanders or their appointee approve the use of overtime for each slot on each shift.
  - f. Better documentation and analysis.
  - g. Not creating additional posts that are not authorized.
  - h. Keeping the number of authorized positions consistent with the coverage needs; updating the Net Annual Work Hours each year.
  - i. Not paying overtime for employees to work out of job classification; and filling all positions identified in this study.
4. To improve the management of staffing and overtime, the MCSO should:
- a. Commit resources to reviewing and analyzing personnel cost data on a regular basis.
  - b. Review staffing, absence and workload data at an aggregate level as well as at the individual staff level.
  - c. Begin tracking non-post activity and training data in a way that it can be more easily used for staffing analysis.

This section of the report first outlines assumptions and explanations underlying the overtime analysis, followed by general observations made of MCSO's practices related to the administration and payment of overtime. Second, to the extent possible, the reasons for which overtime monies are expended and trends in overtime use for the years 2004 through 2006 are analyzed. Third, position vacancies are reviewed, particularly MCSO's ability to maintain a staffing complement that corresponds with the number of budgeted positions. Position vacancies are also reviewed in light of their possible impact on overtime.

The overtime analysis conducted is limited to Corrections Sergeants and Corrections Deputies assigned to the following units/facilities: Classification, Court Services, Transportation, MCDC and MCIJ. Corrections Lieutenants, as salaried employees, are not eligible to earn overtime. Unless otherwise noted, the numbers, charts, and graphs in this chapter reflect Corrections Deputies' and Corrections Sergeants' combined total overtime hours assigned to these units/facilities.<sup>75</sup>

## **Observations**

1. Overtime codes (Activity Type) that describe the reason overtime hours are incurred are utilized by payroll staff (individual timekeepers), who base code determinations on available information; this does not always reflect the original reason that precipitated the overtime. In the absence of any discernable reason, "vacant position" or "workload" is the activity type code routinely used.<sup>76</sup> The assumption cannot be made that all timekeepers make the same determinations when given a

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<sup>75</sup> Unless otherwise noted, calendar year data are utilized in overtime calculations and analysis.

<sup>76</sup> Source: Lori Sander, MCSO Payroll Unit.

similar overtime scenario. The coded overtime reason is therefore not always reliable.<sup>77</sup>

2. Comp time has been cited in the inquiries and studies conducted and even in the Sheriff's response to such, as being a significant factor in the use of overtime. Still, payroll staff does not specifically code overtime work by staff backfilling for an employee using earned Comp Time. Without data to support assertions made, we cannot determine whether the use of Comp Time does save the MCSO money by deferring an absence to a time when overtime will not be incurred.
3. Overtime is reflected for the individual employee's home cost center (assigned unit) and frequently does not reflect where the actual overtime was worked and why. For example, an opening in Court Services may be filled by a Corrections Deputy assigned to MCDC. The data will then reflect that MCDC staff incurred overtime costs, which is both (unintentionally) misleading and serves to undermine a true analysis of the overall overtime issue.
4. In calculating overtime, payroll staff must consider two distinct periods – the Fair Labor Standards Act (FSLA) work week (Monday through Sunday), and Multnomah County's pay period. Payroll staff calculates overtime based upon the FSLA work week, which may overlap with the County's pay period. The County's last day in a given payroll period is the 15<sup>th</sup> day or last day of each month.
5. The County processes payroll twice per month (24 times per year), compared with 26 times with a biweekly payroll process. Because of the overlap between FSLA work weeks and County pay periods, payroll staff must be extremely diligent in processing payroll, considering two sets of criteria that must be adhered to simultaneously. This system lends itself to increased errors and increased staff-related expenditures (staff time required to track and follow up on overtime payments made that ultimately do not qualify as overtime, and which must be deducted in subsequent pay periods) that *may* cost the County more money than it would to align the County pay periods with FSLA work weeks.
6. Until July 2006, time spent on paid leave (e.g., vacation, comp time, sick leave) was considered "authorized work hours" for the purpose of calculating overtime. There can be little doubt that this work rule contributed to leave abuse and overtime escalation, as employees could call in sick or use vacation leave on one day and then work an extra day in that same week, being paid at time and a half for that fifth "day of work." Since July 2006, "authorized work hours" no longer includes paid sick leave as "hours worked" for the purpose of calculating overtime, which begins to align MCSO with most public safety agencies that generally only consider hours actually worked for the purpose of calculating overtime payments.
7. The County/MCCDA Collective Bargaining Agreement provides for the payment of overtime when an officer works in excess of eight hours in any work day for a five-

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<sup>77</sup> Source: David Braaksma, MCSO Senior Research Evaluation Analyst.

day, 40-hour-a-week employee, or in excess of 10 hours in any work day for a four-day, 40-hour-a-week employee.<sup>78</sup> Within the Agreement there is a clause that states, “the parties recognize and agree that the Office of Sheriff has implemented a 7.k. exception in connection with the effective date of application of the Fair Labor Standards Act to State and Local Government, April 15, 1986. The terms of the exception are work periods- 28 days, maximum hours - 165.5.”<sup>79</sup> In other words, rather than work being classified as eligible for overtime after 8 or 40 hours, the 7.K exception requires that employees work 165.5 hours within the 28-day period before they become eligible for overtime. Despite the inclusion of this language in the Collective Bargaining Agreement, this provision has not been implemented, and overtime payment continues to be based on the 40-hour work week; this contributes directly to overtime expenditures being far higher than might otherwise be the case.

8. Historically, the MCSO automatically paid overtime on those hours worked in excess of an employee’s regular work shift as noted above. It also paid overtime when staff anticipated earning overtime during an FLSA work week that overlapped with a pay period. That is, some of the work week hours occurred in one pay period and the remaining in a second pay period. An employee might work “extra hours” during the hours being paid in the first pay period and payroll staff applied overtime, assuming that the employee would work his/her full 40 “authorized work hours.”
9. Beginning July 1, 2006, MCSO ceased automatic payment of overtime because of the agreement that sick leave would no longer be considered “authorized work hours” for the purpose of calculating overtime. This meant that even though an employee works “extra hours” during a pay period that overlapped with the FLSA work week, they would not be paid overtime until the second pay period, ensuring that the employee fulfilled his/her obligation to have 40 “authorized work hours” before overtime is applied.
10. In December 2006, the MCSO and the Union signed a memorandum of understanding, whereby the MCSO reverted to its previous practice of making payments on anticipated overtime, i.e., paying overtime even though the employee does not have 40 “authorized work hours” during the period for which payroll is being calculated. Once the work week that overtime is based upon concludes and the employee does not have 40 “authorized work hours,” payroll staff makes a corresponding deduction in the next payroll period. This practice is time consuming and requires diligent monitoring by payroll staff of “authorized work hours” in order to reclaim any overpayments in overtime.

<sup>78</sup> 2004-2010 Agreement, Article 16: Wages and Classifications – Section 5: Overtime.

<sup>79</sup> Article 15: Hours of Work – Section 13: Implementation of 7.k. Provision of the FLSA.

## **Overtime Analysis**

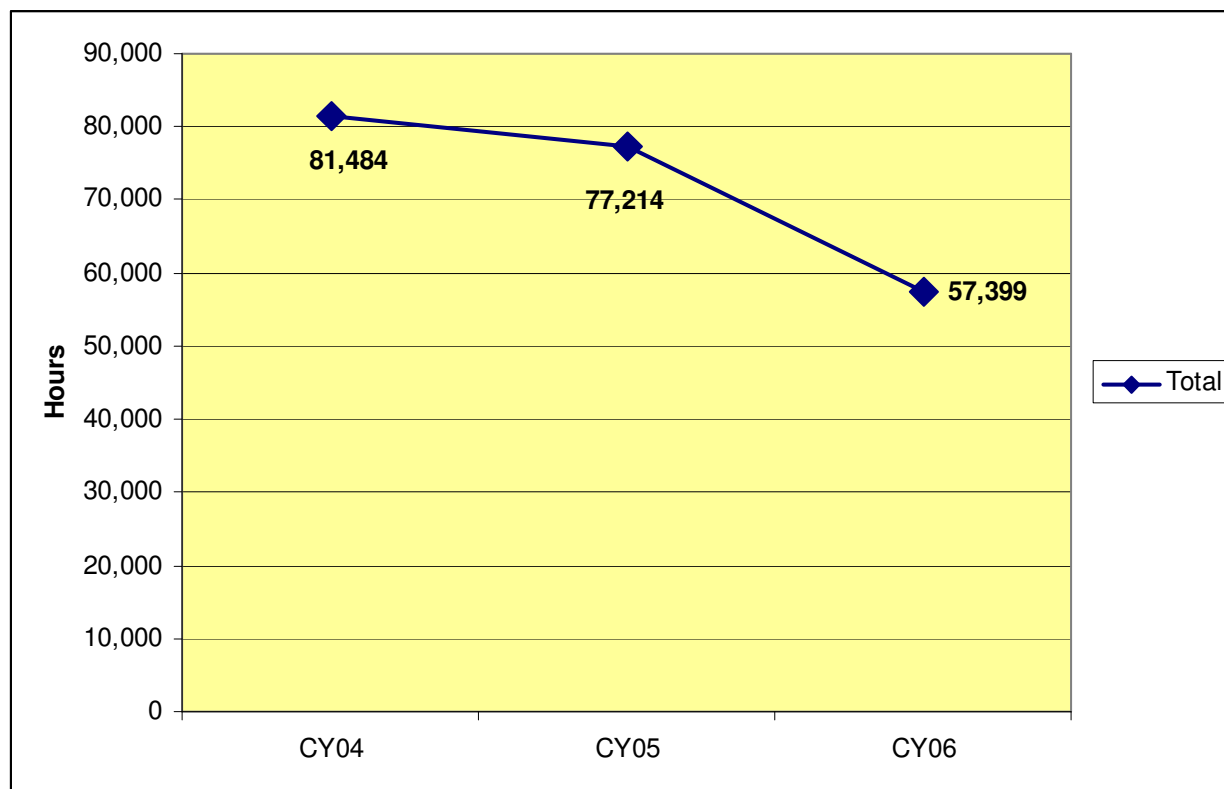
1. In 2006, the MCSO made a concerted effort to control the use of overtime<sup>80</sup>, and was successful in that endeavor, as actual overtime usage was less than the amounts used in the preceding two years. According to MCSO, measures taken to reduce the use of overtime have included:
  - Utilized annual bid for posts to realign staff to minimize overtime use for daily needs and assigned more staff to posts;
  - Completion of Detention Electronics Project in Inmate Areas;
  - Early closure of MCCF;
  - Reduction in training for Specialty Units and Corrections for the remainder of FY06;
  - Limited approval of vacation time to planned for level;
  - Reduced medical visits, access to the facilities, Court Services;
  - Caution used on Special Operations (example - Mobile Booking), and of items where revenues are received to cover costs but OT is used to allow the service (example Movies at jail facilities).
  - Reviewed OT spending by WBS element.
  - Continued Hiring Process where OT used to cover posts.
  - Aggressively pursued development of RFP for scheduling software.
  - Improved communication on impact of labor negotiations including potential financial impacts.
2. This overtime analysis is limited to overtime used by Corrections Deputies and Corrections Sergeants assigned to Classification, Court Services, Transport, MCDC and MCIJ.
3. On a very positive note, as illustrated in Figure III.1, the number of overtime hours has steadily declined during the study period from a high of 81,484 hours in 2004 to 57,399 hours in 2006. This represents a 30% reduction in the use of overtime during the study period, an impressive trend.

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<sup>80</sup> As part of the FY06 budget agreement, MCSO committed to decreasing FY06 overtime spending by \$1,000,000 from FY05 overtime spending. In order to accomplish this reduction in overtime, MCSO, in concert with the County, identified a number of actions to be taken, which included:

- MCSO/County SAP work to develop mechanisms for monitoring costs.
- Board/MCSO to examine policies that inadvertently drive personnel costs.
- County CFO will contract with an independent person to review MCSO management and staffing policies.
- MCSO will contract with an independent person to review staff assignments and “post-relief” factors.
- A Joint Steering Committee will be created to oversee processes.
- Monthly reports to the Board on meeting shared goals.

Source: Update on Overtime, 7 Months Into FY 05/06 - Multnomah County Sheriff’s Office presentation to the Board of County Commissioners -February 16, 2006.

**Figure III.1: Total Overtime Hours**

4. Table III.1 details the need for overtime by reported reason<sup>81</sup>, and represents the total overtime hours worked for Corrections Deputies and Corrections Sergeants assigned to Classification, Court Services, Transport, MCDG and MCIJ.

While analysis of overtime expenditures related to reasons cited is not feasible due to its unreliability, a few comments may highlight some of the numbers reflected in Table III.1. Clearly, sick leave is creating the largest demand for overtime hours, though it would appear there has been a decrease in 2006 over 2004 and 2005. One might postulate that this reduction is due to the change in the Collective Bargaining Agreement that became effective July 1, 2007, whereby paid sick leave is no longer considered “authorized work hours” for the purpose of calculating overtime.

Special Details see a dramatic drop from 5,699 hours in 2004, to 4,721 hours in 2005, to 1,077 hours in 2006. This may not necessarily be associated with a decrease in actual special assignments; rather, it may be attributed to marginally better tracking of overtime reasons. Payroll staff now specifically records a number of reasons that were previously recorded as Special Detail, such as Honor Guard, CERT Team, Hospital Admit Inmate, and Range Officer/Instructor.

<sup>81</sup> We once again remind the reader that there are limitations concerning the accuracy of reasons that overtime is reported as incurred.

A number of reports cite Comp Time as being one of the biggest drivers of overtime.<sup>82</sup> With the ability to specifically track overtime by reason, one must question why overtime due to the use of Comp Time continues to be tracked with the vacation leave data. While Comp Time (earned and taken as leave) is tracked individually, it is unknown to what extent absences for that reason are covered through overtime. While related to overtime because Comp Time is calculated at the overtime rate, the MCSO currently allows employees to schedule Comp Time-related leave before it is actually earned. Consequently, less senior employees are challenged to find consecutive days-off for scheduled vacation and personal holiday leave.

In recording reasons for overtime, timekeepers look first to what might be considered an “unavoidable absence,” such as sick leave. If the absence fits that category, then that category is recorded as the reason for overtime without any further examination for an underlying reason causing the overtime.<sup>83</sup>

**Table III.1: Overtime by Activity Type (in hours)**

Activity Type	CY04	CY05	CY06	Grand Total
Sick Leave	29,241	28,172	24,983	82,396
Vacation	16,275	17,447	15,021	48,743
Training	11,258	10,670	3,591	25,519
Personal Holiday	5,575	3,958	2,980	12,513
Special Detail	5,699	4,721	1,077	11,496
Vacant Position	4,400	5,490	1,150	11,040
Military Leave	690	1,598	770	3,058
Workload	1,324	836	633	2,793
Administrative Action	1,745	308	157	2,210
Bereavement Leave	721	638	813	2,173
Union Business Backfill	931	552	638	2,121
Late Court	737	670	432	1,838
Transport East/West Shuttle	668	557	524	1,749
Range Officer/Instructor	8	10	1,399	1,417
Meetings	593	534	272	1,399
Jury Duty Backfill	291	359	464	1,114
Transport Medical	475	309	298	1,082
CERT Team	491	20	516	1,027
Hospital Admit Inmate	0	0	878	878
Honor Guard	16	37	589	642
Court Overtime	181	200	114	495
Relief Arrived Late	125	83	63	271
Late Report Writing	14	35	32	80
Translate EV Facility	29	11	0	40
Workers Comp	0	0	7	7
Grand Total	81,484	77,214	57,399	216,097

<sup>82</sup> Office of the Sheriff, Response to District Attorney’s Independent Review of Correctional Facilities Operated by the Multnomah County Sheriff’s Office. 2006.

<sup>83</sup> Source: Lori Sander, MCSO Payroll Unit.

5. Table III.2 depicts the top four months for each year of the study period. June, July and/or August are months in which overtime is consistently high – generally considered peak vacations periods.

**Table III.2: Peak Overtime Months**

CY04		CY05		CY06	
Month	Hours	Month	Hours	Month	Hours
June	9,995	July	9,559	July	6,312
August	8,485	October	8,248	June	5,809
November	7,934	August	7,103	September	5,437
September	7,867	December	6,954	August	5,402

6. Figures III.2 and III.3 illustrate overtime usage from 2004 through 2006. July through September present as peak periods for overtime usage (also noted above), while January through March present as low periods for overtime usage. July through September is generally considered peak vacation times, while the least desired vacation times are January through March. Vacation is one of the few time-off categories that is controllable; Administrators should attempt to spread the number of employees off at any given time for this purpose evenly throughout the year. Figure III.4 depicts the number of overtime hours recorded for vacation on a quarterly basis. The high use of vacation overtime follows the peak periods of overtime outlined in Figure III.3, which might suggest that agency officials are not doing all that can be done to control this time-off category. At the same time, it is unclear what role Comp Time has in this analysis because overtime used to cover for Comp Time absences is embedded within the vacation data.

**Figure III.2: Total Overtime Hours by Month/Year**

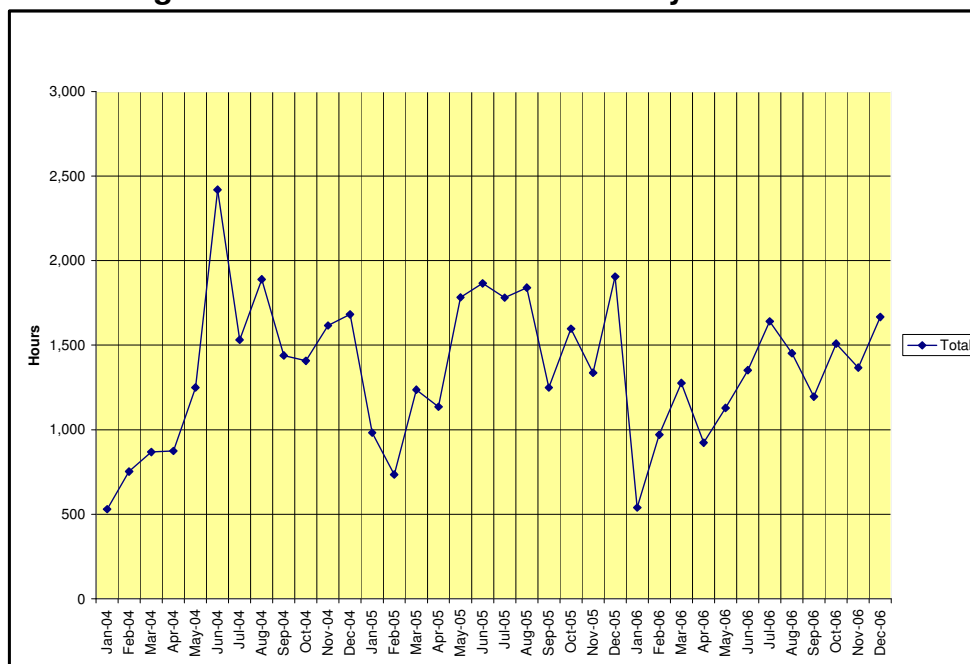




Figure III.3: Total Overtime by Quarter

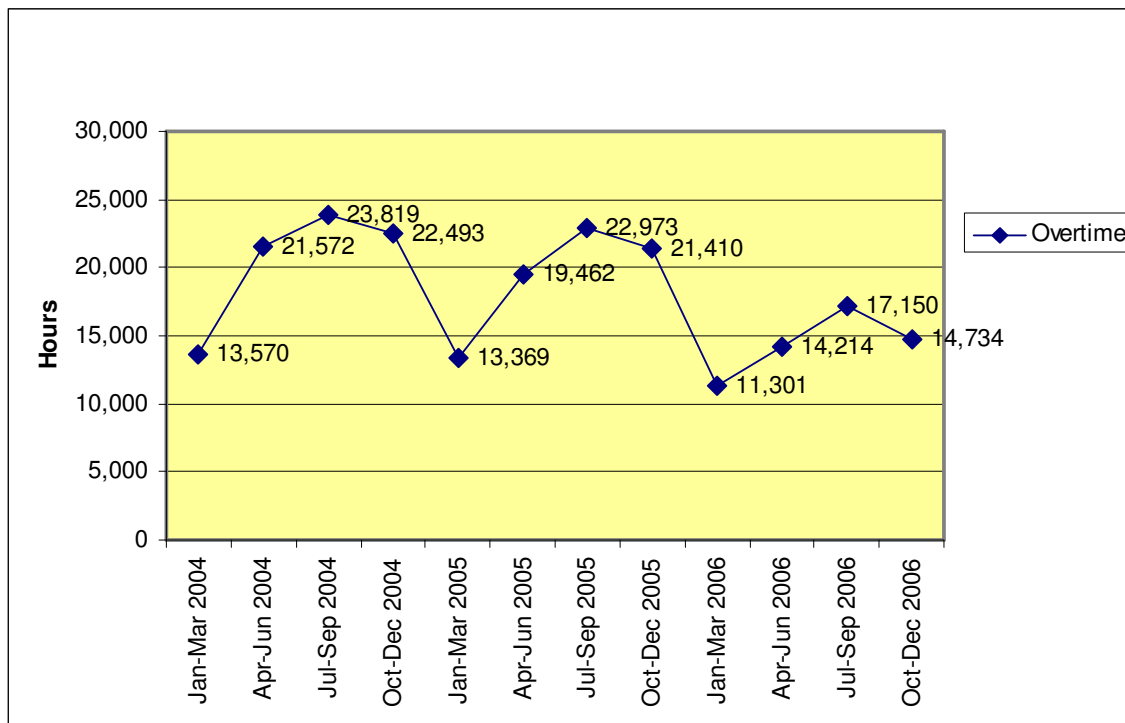
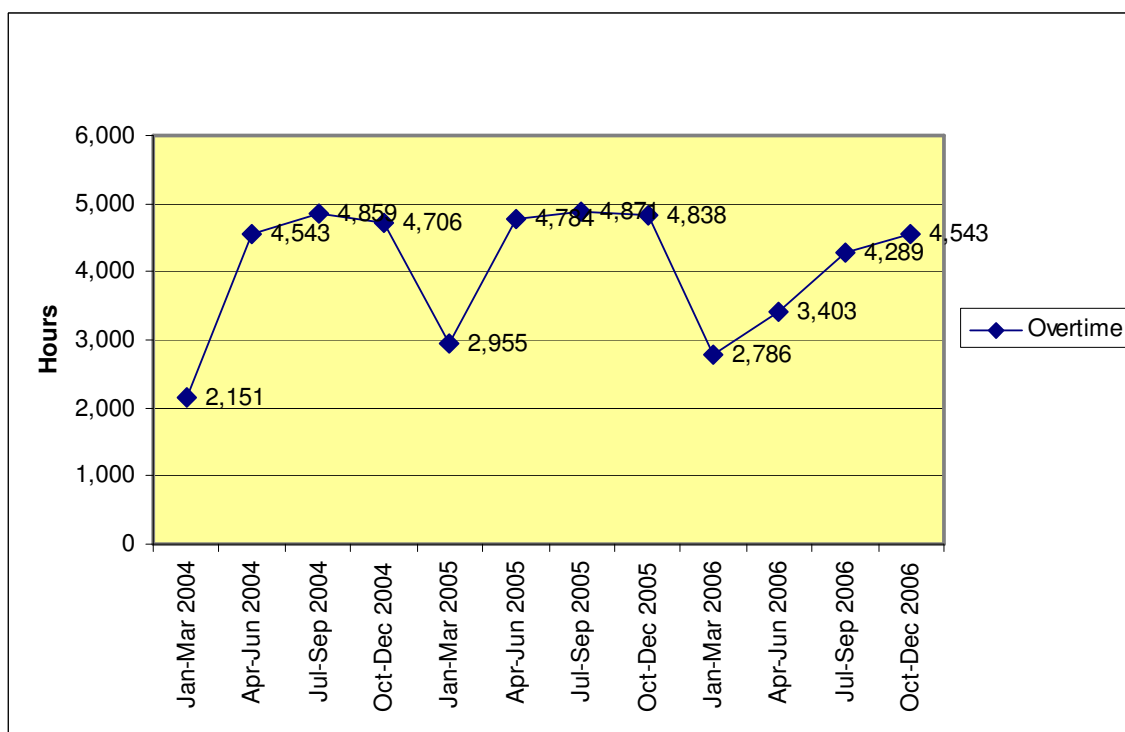


Figure III.4: Vacation Overtime by Quarter



7. Table III.3 and III.4 depict total overtime hours for years 2004 through 2006 Corrections Deputies and Corrections Sergeants assigned to Classification, Court Services, Transport, MCDC and MCIJ. There has been a significant reduction in overtime expended by Corrections Deputies during this period. Corrections Deputies utilized a high of 86,627 overtime hours in 2004 and a low of 62,465 hours in 2006, a 29% reduction since 2004. Overtime remained consistent in 2004 and 2005, with Corrections Deputies on average earning 234 hours of overtime. In 2006, Corrections Deputies on average earned 165 hours of overtime. The overall average number of overtime hours earned during 2006 (165 hours) is consistent with the four-year average number of overtime hours earned by Corrections Deputies in the period FY93-FY96, which was 160 hours.<sup>84</sup>

**Table III.3: Overtime Usage – Corrections Deputies**

Year	Average No. of Deputies	Number of Overtime Hours	Average No. of Overtime Hours per Employee	Equivalent No. of FTEs Based on NAWH of 1,604 <sup>85</sup>
CY2004	370.5	86,627	234	54.0
CY2005	365.5	85,064	233	53.0
CY2006	391.3	64,465	165	40.2
<b>3YR Average</b>	<b>375.8</b>	<b>78,719</b>	<b>209</b>	<b>49.1</b>

Again, without reliable data, it is difficult to gauge the impact of the recent change in the Collective Bargaining Agreement that prohibits the use of paid sick leave hours in the calculation of overtime payments. Another potential influence on the reduction in overtime hours is the decreased amount of time Corrections Deputies spend in acting Sergeant (A/SGT) capacity, where the corresponding Corrections Deputy's shift is filled using overtime. MCSO does not track overtime in a manner that delineates the original reason generating the need for overtime.

Overtime costs for CY06 were \$3.9 million.<sup>86</sup> If 50% of the 2006 overtime hours were converted to FTEs, the costs for overtime hours would be reduced by \$484,777 to a total of \$3.4 million— a 12% overall cost savings.<sup>87</sup>

<sup>84</sup> Liebert, Dennis, *op. cit.*

<sup>85</sup> Average of Recommended NAWHs: Classification = 1,659, Court Services = 1,580, Transportation = 1,622, MCDC = 1,588 and MCIJ = 1,571.

<sup>86</sup> The average hourly overtime rate for Corrections Deputies is \$41.95 per hour. \$60.19 reflects the total average hourly overtime costs for Corrections Deputies, which includes salary-related benefits (FY07). Source: Michelle Hoppel, MCSO Finance Specialist Sr. 64,465 hours x \$60.19 OT rate = \$3,880,148.

8. There has been a significant reduction in overtime utilized by Corrections Sergeants during this period. Corrections Sergeants utilized a high of 13,449 overtime hours in 2004 and a low of 7,394 hours in 2006, a 50% reduction since 2004. Overtime remained consistent in 2004 and 2005, with Corrections Sergeants on average earning 400+ hours of overtime. In 2006, Corrections Sergeants on average earned 206 hours of overtime. The overall average number of overtime hours earned during 2004-2006 (336 hours) is up 29% over the four-year average number of overtime hours earned by Corrections Sergeants in the period FY93-FY96, which was 261 hours (although the 2006 figures reflect a very sizeable decrease from the averages over both periods).<sup>88</sup>

**Table III.4: Overtime Usage – Corrections Sergeants**

Year	Average No. of Sergeants	Number of Overtime Hours	Average No. of Overtime Hours per Employee	Equivalent No. of FTEs Based on NAWH of 1,546 <sup>89</sup>
CY2004	32.7	13,449	411	8.7
CY2005	33.2	13,270	400	8.6
CY2006	35.9	7,394	206	4.9
<b>3YR Average</b>	<b>33.9</b>	<b>11,371</b>	<b>339</b>	<b>7.4</b>

As with the Corrections Deputies, without reliable data, it is difficult to gauge the impact of the recent change in the Collective Bargaining Agreement that prohibits the use of paid sick leave hours in the calculation of overtime payments. Another potential influence on the reduction in overtime hours is the decreased amount of time Corrections Sergeants spend in acting officer-in -charge (A/OIC) capacity where the corresponding Corrections Sergeant's shift is filled using overtime.

Overtime costs for CY06 were \$569,264.<sup>90</sup> If 50% of the 2006 overtime hours were converted to FTEs, the costs for overtime hours would be reduced by \$75,936 to a total of \$493,328 – a 13% cost savings.<sup>91</sup>

<sup>87</sup> 64,465 hours x 50% = 3,2232.5 hours. (3,2232.5 hours x \$60.19 OT rate = \$1,940,074) + (3,2232.5 hours x \$45.15 Regular rate = \$1,455,297) = \$3,395,371. \$484,777 ÷ \$3,880,148 = 12%.

<sup>88</sup> Liebert, Dennis, *op. cit.*

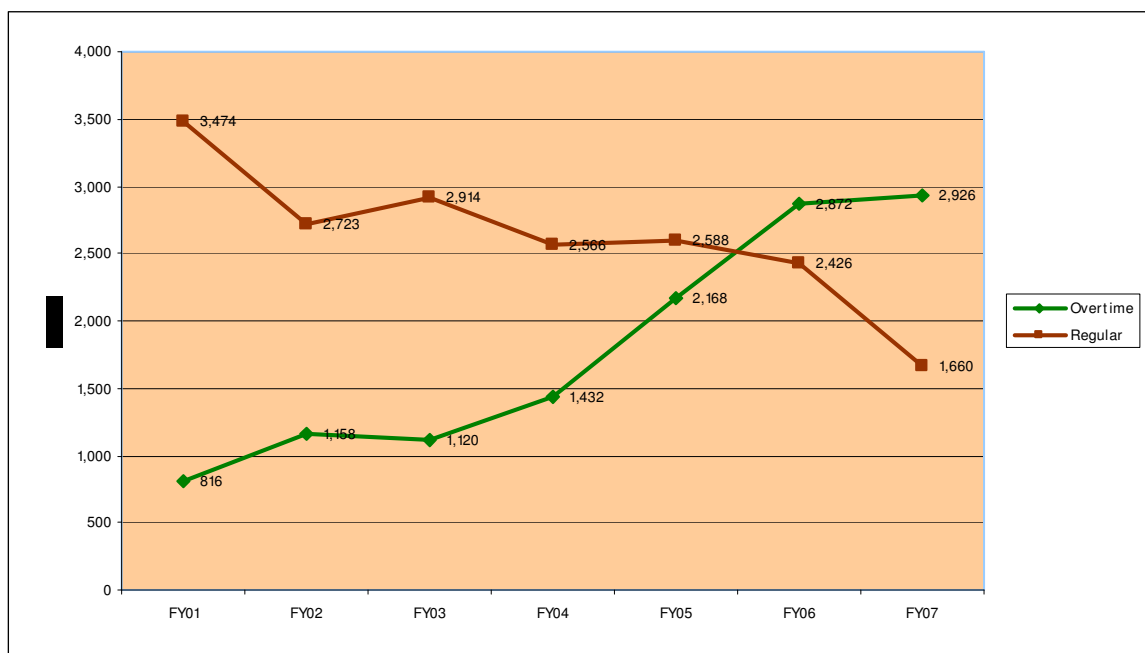
<sup>89</sup> Average of Proposed NAWHs: Classification, Court Services & Transportation = 1,657, and MCDL = 1,470 and MCIJ = 1,512.

<sup>90</sup> The average hourly overtime rate for Corrections Sergeants is \$53.65 per hour. \$76.99 reflects the total average hourly overtime costs for Corrections Sergeants, which includes salary-related benefits (FY07). Source: Michelle Hoppel, MCSO Finance Specialist Sr. 7,394 hours x \$76.99 OT rate = \$569,264.

<sup>91</sup> 7,394 hours x 50% = 3,697 hours. (3,697 hours x \$76.99 OT rate = \$284,632) + (3,697 hours x \$56.45 Regular rate = \$208,696) = \$493,328. \$75,936 ÷ \$569,264 = 13%.

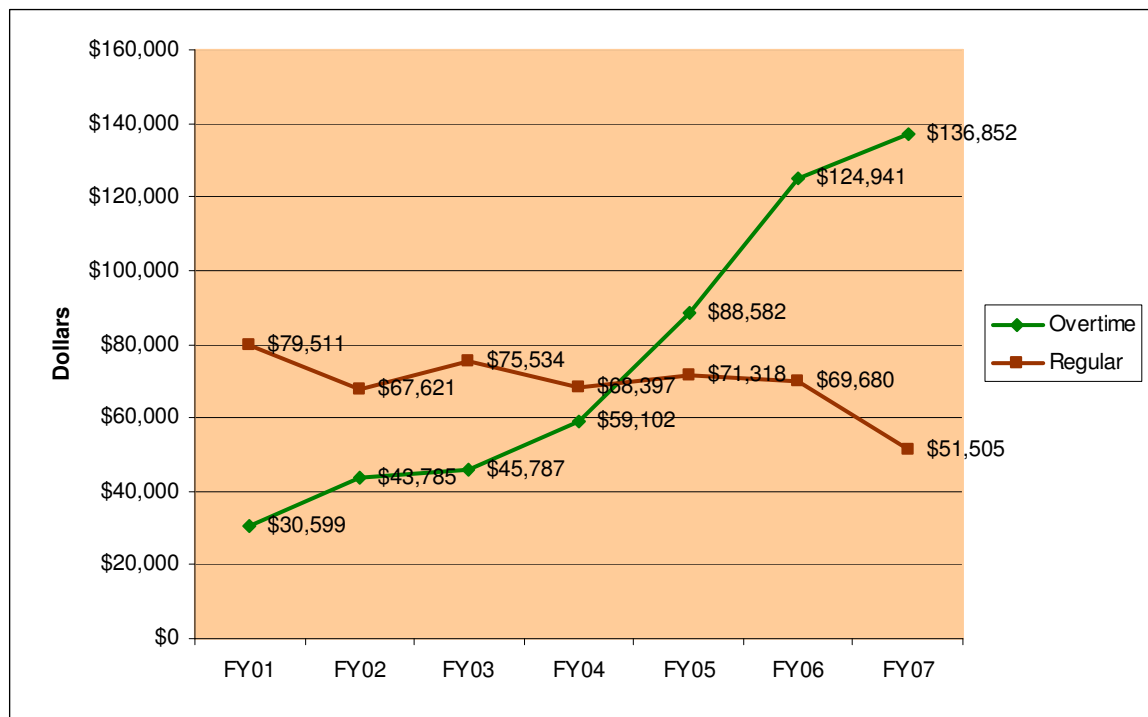
9. One contributor to overtime expenditures that MCSO has tracked is the amount paid for personal holidays in lieu of time off. The Collective Bargaining Agreement<sup>92</sup> provides for Corrections Deputies and Corrections Sergeants to be paid for unused personal holidays, and for such payment at one and one-half times the employee's regular rate of pay for each unused holiday that an employee requested and was not granted. This accounted for 2,926 hours of personal holidays paid at the time and one half overtime rate, costing \$136,852 in FY07, which represents a 9.5% increase over 2006 in overtime monies spent for this purpose.<sup>93</sup> Since data have been maintained (FY01), there has been a 259% increase (from 816 hours to 2,926 hours) in the number of personal holiday hours paid at overtime rate. The data suggest that the system for scheduling personal holidays is ineffective and costly, and that employees may be taking advantage of a flawed system in order to make themselves eligible for overtime payment for personal holidays.

**Figure III.5: Personal Holiday Hours Paid**



<sup>92</sup> Article 8: Holidays – Section 4: Unused Holidays.

<sup>93</sup> This figure represents amounts paid to employees using their actual hourly overtime rates, not an average rate as was used in previous scenarios nor does it represent full overtime costs, as it does not include salary-related benefits. Source: Lori Sander, MCSO Payroll Specialist.

**Figure III.6: Personal Holiday Pay-Off Costs**

## Vacancies

Although position vacancies are not calculated into and don't necessarily affect NAWHs, they clearly do affect the need to rely on overtime pay to assure necessary coverage of posts.

Table III.5 outlines the total positions authorized (represented in months of service) and actual months of service for each job classification and unit/facility. The difference between the two numbers is then combined with similar numbers from the other units/facilities to derive an average vacancy rate for the period 2004 through 2006. During the three-year period between 2004-2006, Corrections Lieutenants experienced an average annual vacancy rate of seven months equivalent to 0.6 employees, which results in some overtime expenditures (typically to Sergeants working as A/OIC and then to Corrections Deputies filling in for the Sergeant). Corrections Sergeants experienced an average annual vacancy rate of 82 months, which is equivalent to 6.8 employees—this is a more significant figure, and one that would certainly result in overtime expenditures to provide necessary coverage by Sergeants or by Corrections Deputies working as acting Sergeants. On the other hand, there has actually been a surplus of Corrections Deputies (a surplus of 116 months equivalent to 9.7 employees) for a series of reasons discussed below.

**Table III.5: Corrections Lieutenants, Sergeants & Deputies Vacancies  
(In months)**

Title	Unit	Year	Total	Auth Mos	Actual Mos	Difference	3 YR Avg	Total Mos
Corr DEP	Classification	CY04	20	240	236	-4	-3	116
		CY05	20	240	240	0		
		CY06	20	240	235	-5		
	Court Services	CY04	34	408	335	-73	-34	
		CY05	34	408	390	-18		
		CY06	32	384	372	-12		
	MCDC (& B&R)	CY04	161	1,932	1986	54	57	
		CY05	161	1,932	1949	17		
		CY06	173	2,079	2177	98		
	MCIJ	CY04	120	1,441	1658	217	93	
		CY05	132	1,582	1598	16		
		CY06	139	1,671	1718	47		
	Transport	CY04	18	216	227	11	3	
		CY05	18	216	217	1		
		CY06	17	204	201	-3		
Corr SGT	Classification	CY04	1	12	12	0	0	-82
		CY05	1	12	12	0		
		CY06	1	12	12	0		
	Court Services	CY04	1	12	12	0	0	
		CY05	1	12	12	0		
		CY06	1	12	12	0		
	MCDC (& B&R)	CY04	17	204	160	-44	-42	
		CY05	17	204	177	-27		
		CY06	20	243	188	-55		
	MCIJ	CY04	17	206	200	-6	-40	
		CY05	21	256	185	-71		
		CY06	21	250	207	-43		
	Transport	CY04	1	12	12	0	0	
		CY05	1	12	12	0		
		CY06	1	12	12	0		
Corr LT	MCDC (& B&R)	CY04	3	36	32	-4	-2	-7
		CY05	3	36	36	0		
		CY06	3	36	33	-3		
	MCIJ	CY04	3	36	29	-7	-5	
		CY05	3	36	28	-8		
		CY06	3	36	36	0		

Since 2003-04, authorized MCSO Corrections Deputy staffing has fluctuated based on a series of decisions made by the County Board relative to jail capacity and the corresponding level of personnel required. To understand how there could be a surplus of Corrections Deputies, we must review this budgeting practice and recent history related to authorized positions.<sup>94</sup>

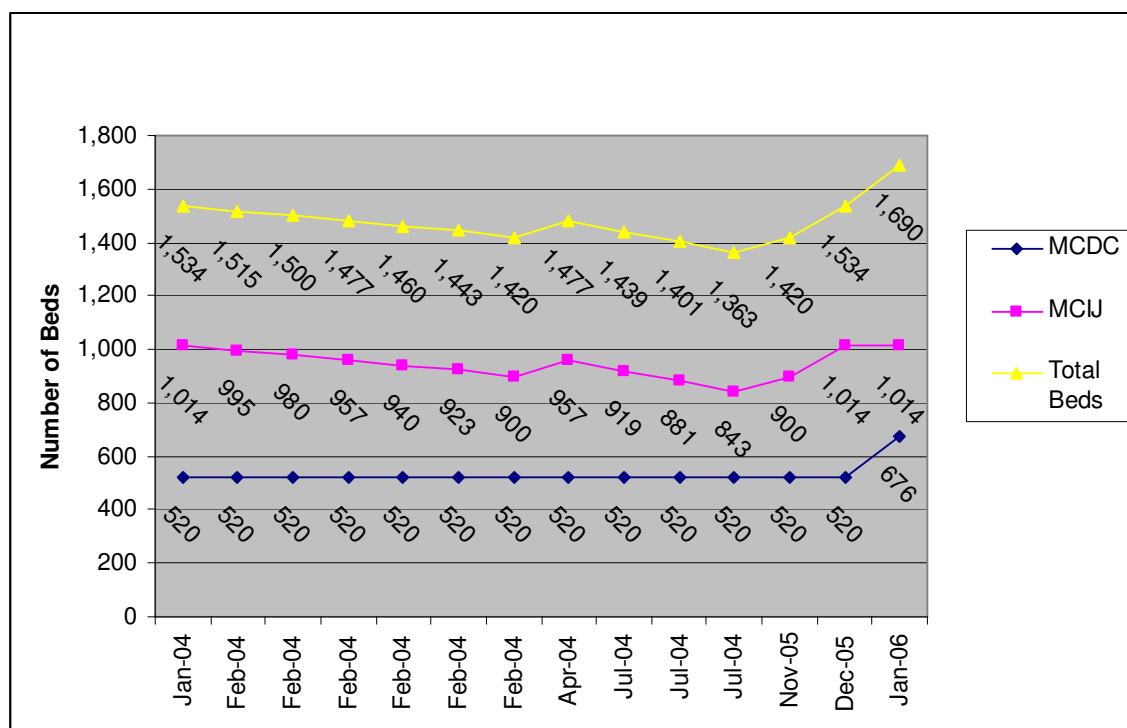
<sup>94</sup> The information that follows was provided by David Braaksma, MCSO Senior Research Evaluation Analyst.

On December 31, 2003, MCSO was budgeted 392 FTEs. On January 1, 2004, the Board put into place a mid-year budget reduction, with authorized FTEs being reduced to 341.2, a decrease of 50.8 FTEs. However, while the County reduced the number of authorized positions, the actual employees representing the 50.8 FTEs were not laid off or terminated.

The capacity reduction that precipitated the staff reduction for MCIJ did not occur until mid-February 2004, when 114 beds were closed. In fact, during 2004, MCIJ experienced *ten* changes to its bed capacity, with an additional two changes in 2005 and one change in 2006 (see Figure III.7).

The capacity at MCDC remained constant until January 2006, when 156 beds were restored upon the completion of a remodeling project at MCDC.<sup>95</sup>

**Figure III.7: MCSO Bed Capacity**

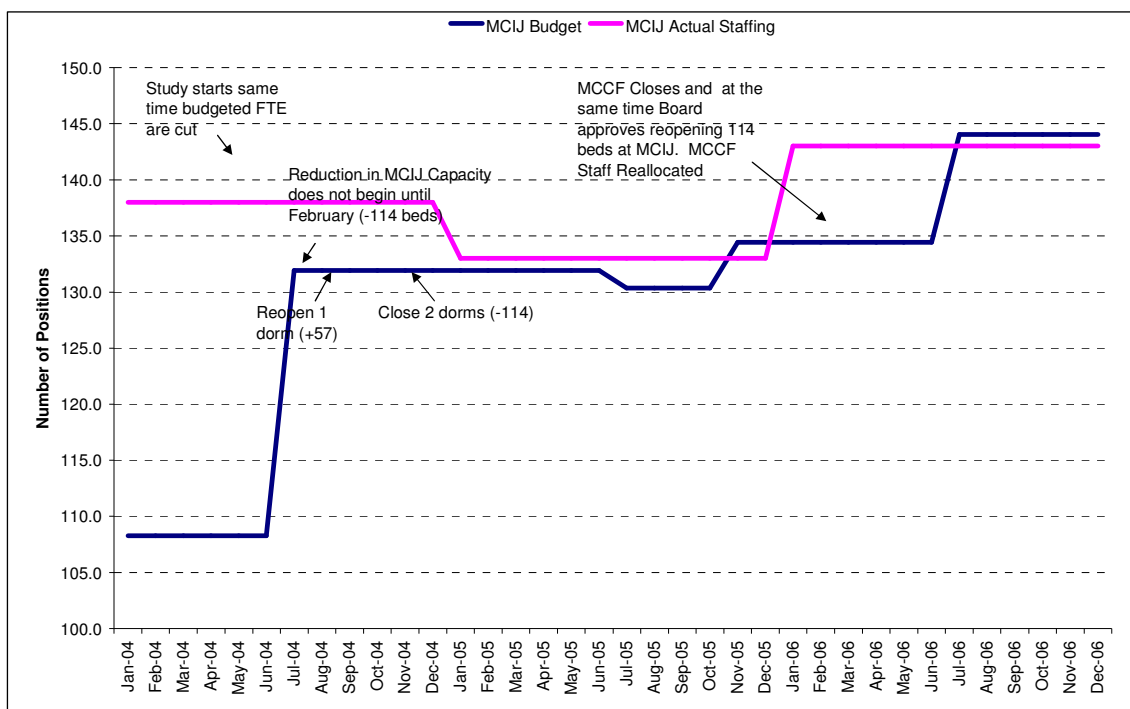


In December 2005, the County Board approved the reopening of 114 beds at MCIJ. Staffing then came from reallocating FTE's that were assigned to MWRC (closed 8/15/05), Close Street Supervision (terminated 10/17/05), and MCCF (closed 1/27/06).

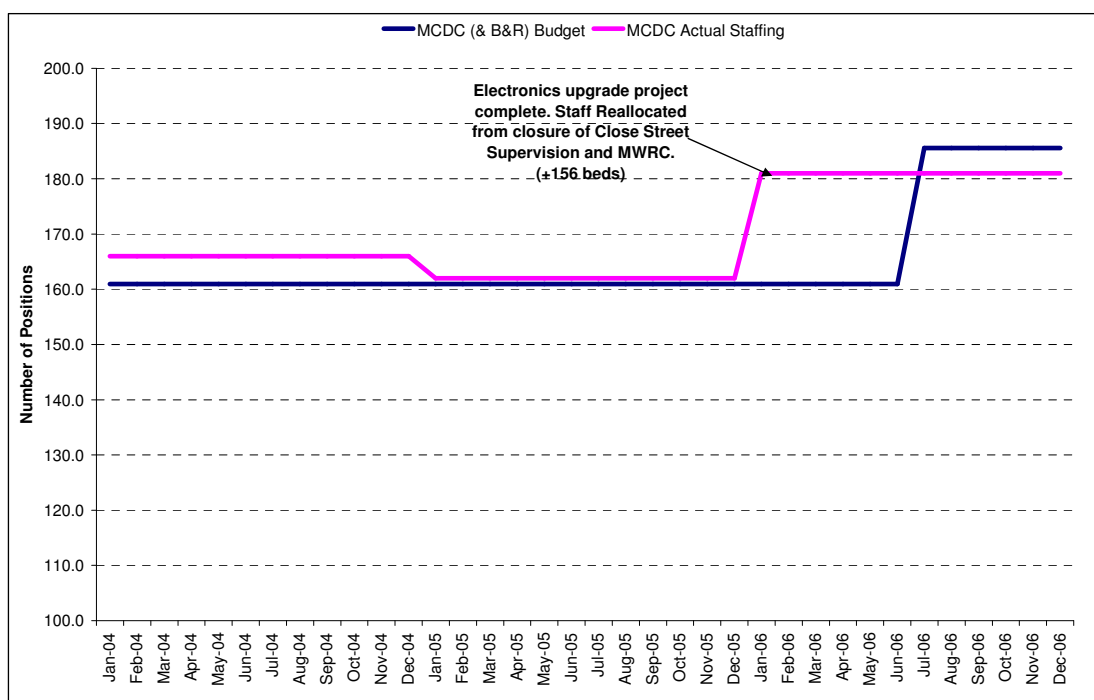
<sup>95</sup> In September 2002, the planning and bid phases of an electronics upgrade and remodeling project began at MCDC to improve line of sight issues, as well as upgrading electronic panels and fire systems at the floor controls and in the housing units. The actual construction did not occur until 2004-2005. One floor at a time was remodeled. Each floor had capacity for 156 inmates, who were spread throughout the system during construction. Beds at the former farm were opened with staff reallocated to this facility. Upon the project's completion, staff was absorbed into MCDC and the farm closed.

Figures III.8 and III.9 illustrate the fluctuations between actual staffing levels and budgeted positions as well as highlighting major changes in bed capacity.

**Figure III.8: MCIJ Staffing – Actual vs. Budget**



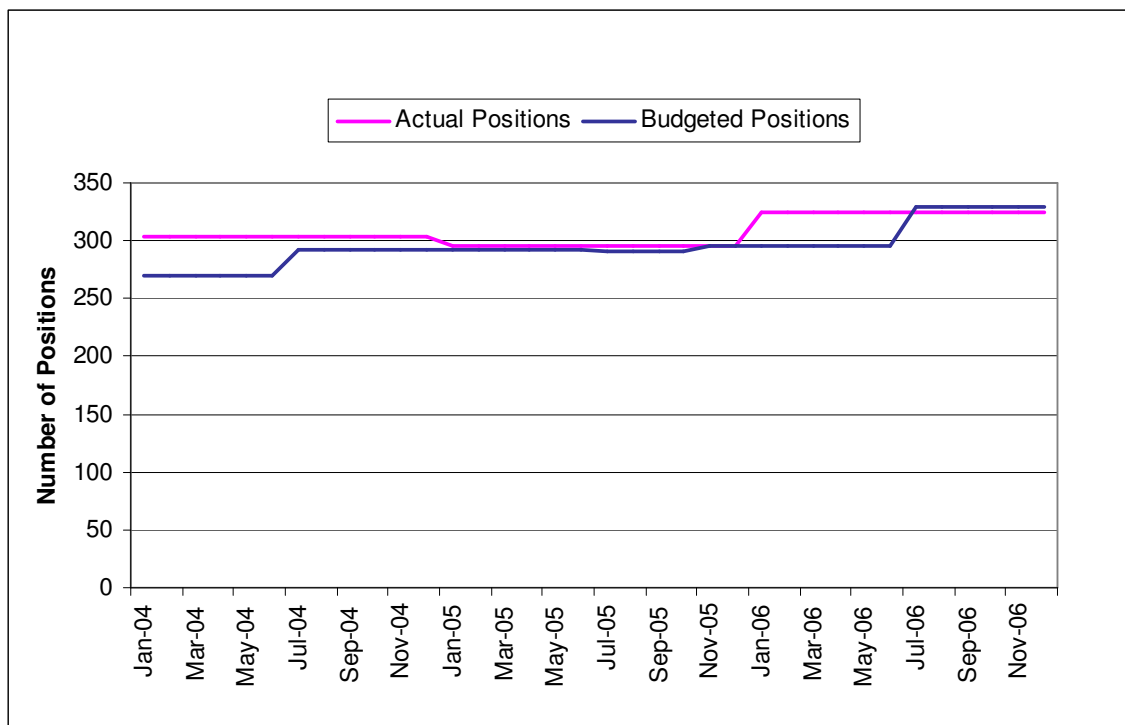
**Figure III.9: MCDC Staffing – Actual vs. Budget**





With all these fluctuations, the data indicate that during the last five months of 2006, MCDC and MCIJ were actually understaffed (see Figure III.10).

**Figure III.10: MCDC & MCIJ Staffing – Actual vs. Budget**



In conclusion, as Table III.5 illustrates, there have been periods of time when the actual numbers of Corrections Deputies exceeded the County Board's authorized strength. These overages, as high as the equivalent of 18 FTE's at MCIJ in 2004 and 8 FTE's at MCDC in 2006, have averaged 12.5 FTE's between the two facilities over the past three years. During these periods, MCSO continued funding extra staff positions through regular personnel line items with any savings in other line items used to offset any regular personnel line item overages experienced.<sup>96</sup> This trend seems to have leveled off, and Figure III.10 shows that toward the end of 2006 the actual number of positions was actually slightly lower than budgeted.

At the same time, there have been overtime implications because of vacancies in the Sergeant ranks and, to a lesser degree, the Corrections Lieutenants.

Efforts to avoid significant capacity fluctuations will help to maintain stability in the workforce and to avoid the use of overtime payments as a substitute for authorized personnel, which will naturally affect the trends in overall overtime expenditures.

<sup>96</sup> Source: Michelle Hoppel, MCSO Sr. Finance Specialist.

**Recommendations**

1. The County should pay employees every two weeks rather than twice a month, aligning its practice with the FSLA workweek. Costs associated with processing 26 versus 24 payroll periods should be outweighed by the reduced time necessary to calculate payroll and the likelihood of inaccurate overtime calculations.
2. MCSO should work with the Union to implement the 7.k. exception under the Fair Labor Standards Act. The terms of the exception are that work periods equal 28 days and employees must work 165.5 hours within the 28 day period before they become eligible for overtime
3. The MCSO should take the necessary steps to cease the practice of making payments on anticipated overtime, and should only pay overtime at such point in time the employee has actually earned it.
4. The MCSO should establish policies and procedures requiring documentation of absences in a manner that accurately describes the actual reason employees are absent from their assigned post.
5. MCSO should specifically track overtime, particularly for those categories believed to be drivers of overtime, i.e., A/OIC, A/SGT, Comp Time, Personal Holiday, etc. Such documentation should also highlight the original unit/facility generating the need for overtime.
6. MCSO should tightly manage time-off categories that are within its control, such as vacation and comp time, thereby minimizing the need for overtime. In addition, the MCSO should cease the practice of scheduling comp time-related absences prior to the time employees actually earn the time.
7. MCCDA, Multnomah County, and MCSO representatives should negotiate changes to the Collective Bargaining Agreement that will provide structure and control regarding personal holidays without undue loss to the Union's membership.
8. The County Board/MCSO should budget a shift relief factor for those posts requiring continuous coverage as identified in the proposed staffing plans in Chapters VI through XI. Implementation of the staffing plans proposed by PBA/L&A provide relief for those positions that have historically relied on overtime to fill post openings (e.g., Court Services) which, when combined with an up-to-date relief factor (NAWH/SRF), should help to address the high use of overtime in filling posts requiring relief.
9. Vacancies should be filled as aggressively as possible and should be examined yearly; adequate overtime monies need to be budgeted to accommodate the fluctuations experienced between actual and budgeted staff positions.
10. Absent a commitment to lay off employees, reductions in authorized positions should only be imposed on the MCSO by the County Board on a phased basis that might allow for reductions via a natural attrition in the workforce.

## **IV. STAFF SCHEDULES**

## IV. STAFF SCHEDULES

### Introduction

Staff schedules are a key component of jail operations that directly impact the efficient and effective use of personnel resources. Strategic scheduling of staff matches the availability of staff with the anticipated workload to achieve adequate staffing – having the right number of staff in the right place, at the right time, doing the right thing.

Scheduling, as discussed in this chapter, has several different components. This section first examines current MCSO scheduling practices for Corrections Deputies and Corrections Sergeants assigned to the Classification, Court Services and Transport units, and MCDC and MCIJ facilities – more specifically, the process by which officers are assigned to facilities, shifts, days off and posts. It also includes a review of the procedures by which supervisors staff overtime vacancies. Second, work schedules for each unit/facility are examined in light of current operations and for optimal efficiencies and effectiveness. Third, alternate work schedules are identified and discussed relative their potential to offer improved staff availability and/or operational efficiency and effectiveness. Discussion and recommendations may be found in the unit/facility-specific chapters regarding numbers of staff needed for positions identified and whether such positions are relieved.

### Scheduling Practices

1. The Collective Bargaining Agreement<sup>97</sup> governs the development of work schedules and the process for schedule assignments. The Agreement provides generally for work schedules comprising either five eight-hour days or four ten-hour days within a seven-day period.

Facility staff schedules are assigned based on a bid process. The MCSO identifies the coverage needs outlining the posts to be staffed on an annual basis. In November of each year, staff bid based on seniority for facility, shift and days off. In January of each year, staff bid on actual post assignments.<sup>98</sup>

2. At the time of the Liebert & Associates' 1997 staffing analysis report,<sup>99</sup> the MCSO maintained a centralized staff scheduling function, whereby Corrections Deputies bid shifts and days off, and were then assigned to facilities through a selection process by Commanders. Staff schedules could be split between facilities, meaning a Corrections Deputy could be assigned to work two days at MCIJ, two days at MCDC and one day with Transportation. A group of unassigned deputies did not know

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<sup>97</sup> 2004-2010 Agreement.

<sup>98</sup> Staff may select any combination of post assignments except that the employee must sign up for a minimum of three shifts when a unit post is selected,

<sup>99</sup> Liebert, Dennis, *op. cit.*

where they would report for duty until a few hours before their scheduled shift. In response to a recommendation set forth in that report, the MCSO modified its scheduling practices to allow Lieutenants and Sergeants to prepare the weekly schedule and manage all scheduled and unscheduled absences for their respective units/facility.

Decentralized scheduling was recommended to afford Corrections Lieutenants and Sergeants more control over their personnel, better supervision of their staff, an ability to evaluate staff, better ability to track officers' behavior patterns and intervene in a proactive manner, and an ability to schedule training for staff. Commanders would be more accountable for the use of overtime and vacation leave in their facilities.

Through decentralized scheduling, Corrections Deputies were expected to be more accountable to their team and their supervisor. Deputies would develop a loyalty to the team and do a better job because they would know what each member of the team was doing. A positive outcome would be that leave usage would drop, thus decreasing the need for overtime.

It is interesting to note that while the MCSO implemented the recommendation to decentralize the scheduling function, it did not occur as recommended. Key to the recommendation was that Facility Commanders would identify and post facility-specific schedules, which would designate shifts and days off for Corrections Deputies to bid on. Once schedules were filled using the bid process, Commanders would assign posts within the facility. As noted above, Corrections Deputies bid on all aspects of the schedule, to include actual post assignments, thereby diluting management's ability to manage staff effectively by assigning staff to posts based upon an individual's strengths and/or organizational need.

3. Decentralized scheduling was expected to create an environment in which those closest to the issue (e.g., Facility Commanders) would become responsible and accountable for the scheduling of leave time, and the assignment and expenditure of overtime monies. With a stake in managing their facility's budget, Facility Commanders would be diligent in managing personnel resources in a cost-efficient manner eliminating excessive overtime.

One unforeseen result of decentralizing the scheduling function is that Corrections Lieutenants and Corrections Sergeants assigned to MCDL and MCIJ are spending approximately half of their assigned shifts managing payroll, overtime and scheduling.<sup>100</sup> Corrections Division Special Order 07-03 dated March 5, 2007, requires that everyone on the voluntary overtime list be called on a given day in an effort to secure a person willing to work the available hours. The number of names on the voluntary overtime list can exceed 100 names. Supervisors are required to call each name on the list until an employee agrees to work the overtime hours.

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<sup>100</sup> Source: Interviews conducted at MCIJ with Lieutenants and Sergeants on July 17, 2007.

Another aspect of the current practice for filling overtime vacancies is that an employee who accepts an extra shift earlier in the day may be “bumped” from that shift when a person higher on the voluntary overtime list returns a call and agrees to the shift. Not only does the person who willingly accepted the shift early on lose out on the shift they agreed to work, s/he potentially also loses the opportunity for other available overtime work at another facility (e.g., MCDC or MCIJ). This also causes the supervisors trying to fill slots to have to spend additional time undoing the earlier replacement and inserting the later one.

4. TeleStaff™, an automated scheduling system, is currently being implemented by MCSO with high expectations for reducing the amount of time supervisors spend filling vacant shifts. This software system is designed to automate management of an organization’s staffing needs. It is accessible via a touch-tone telephone, a dedicated PC or the internet. MCSO’s use of Telestaff™ begins to consolidate several different methods for managing and recording employee leave (both scheduled and unscheduled), staff schedules, payroll, specialized staff qualifications, assigning overtime work, etc. Unfortunately, the initial experience (limited to first 30 days of activation) has identified a number of serious system limitations.
5. The Collective Bargaining Agreement<sup>101</sup> limits the number of times officers may exchange time (i.e., shift swaps) to 52 times per calendar year. Corrections Division Special Order 03-02 dated January 8, 2003, eliminated the “maximum 52 time exchanges per calendar year” limit from the provisions of the contract article. With staffs’ ability to bid on shifts, days off, and post assignments along with unlimited time exchanges, staff essentially dictate when they will and when they won’t work. The ability to establish “work teams” led by a single supervisor is nearly impossible to achieve in light of the current schedule assignment practices.

## **Unit/Facility Work Schedules**

### *Classification Unit*

The Classification Unit operates on a limited 24 hour/7 day basis, with Corrections Deputies and Corrections Sergeants working five 8-hour days. The proposed staffing plans call for primary operations to occur 16 hours per day, seven days per week with limited coverage during the overnight hours.

All but one post is staffed 16 hours per day/five days week, while the remaining post is staffed eight hours per day seven days per week. Because of the limited coverage during the overnight hours, 12-hour shifts are not a feasible option because only one post schedule would qualify for 12-hour shifts making relief and back up coverage difficult. If this one post were converted to a 12-hour shift schedule, relief coverage

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<sup>101</sup> Article 21: General Provisions Section 7: Time Exchanges.

would be fragmented because most officers, unless on days off, would likely be available for only eight of the 12-hour shift.

Work schedules comprised of 8-hour shifts are recommended. With the majority of posts requiring 16 hours of coverage per day, work schedules comprised of 10- or 12-hour shifts would result in either not enough coverage or too much overlap in staff coverage.

### *Court Services Unit*

The Court Services Unit, with the exception of the “Turn-Self-In” (TSI) program<sup>102</sup>, operates five days per week, Monday through Friday, from 6 a.m. until 6 p.m. The TSI program operates on Saturdays and Sundays. In the proposed staffing plans, some Corrections Deputies are identified to work five 8-hour days, with others working four 10-hour days. Corrections Sergeants’ schedules comprise both five 8-hour days and four 10-hour days.

The court system operates on a typical business work week schedule, Monday-Friday. To optimize efficiencies, the current combination of five eight-hour days and four ten-hour day schedules is appropriate for Corrections Deputies assigned to Court Services. Those working four ten-hour days are available to provide needed security for inmates being transferred from the transport vehicles into the court building (court holding and courtrooms) before the court opens, and from the court building into the transport vehicles after the court closes. During the courts’ operating hours, these Corrections Deputies would be available to escort and supervise inmates within the court building (court holding and courtrooms) or fill an eight-hour post (e.g., Booking Officer, Responder).

The proposed Corrections Sergeant schedule appears appropriate to provide active supervision of staff and oversight management of unit operations. The Corrections Lieutenant assigned to MCDC provides shift supervision for staff assigned to work the TSI Program, and will be available to respond to issues and questions that might arise during the course of a shift. The Court Services Sergeant retains supervision responsibility associated with ongoing work quality and performance.

### *Transport Unit*

The Transport Unit operates five days per week, Monday through Friday, from 6 a.m. until 11 p.m. with Corrections Deputies and the Corrections Sergeant working four 10-hour days. Because transports, particularly court-related transports typically take longer than the standard 8-hour day, 10-hour shifts provide Corrections Deputies with the time necessary to coordinate and transport inmates to their destination. Evening shift coverage is based on 8-hour shifts, five days per week.

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<sup>102</sup> The TSI is a weekend program where participating offenders report to the Courthouse on Saturdays and Sundays from 7:00 a.m. to 7:00 p.m. and confined within the secure court holding area during the day.

Corrections Deputies work either Monday-Thursday or Tuesday-Friday, and the Corrections Sergeant works Tuesday - Friday. The three overlapping days in staff work schedules are the three highest volume workload days for transporting inmates.

The proposed staffing plans provides for Corrections Deputies working either 10-hour shifts during the day hours or eight-hour shifts during the evening to provide 16 hours of coverage per day five days per week. These staffing levels reflect adequate coverage to accommodate the anticipated workload.

The current Corrections Sergeant works four 10-hour days leaving one day without a supervisory presence. In this situation, it is desirable to have the Corrections Sergeant working five 8-hour days to be available to provide active supervision of staff and oversight management of unit operations. The proposed staffing plans provide supervisory coverage 16 hours per day, five days per week.

### *MCDC and MCIJ*

All Corrections Deputies and Corrections Sergeants at MCDC and MCIJ presently work five 8-hour shifts each week. As discussed earlier in this section, staff schedules are assigned based on a bid process.

While five 8-hour days is certainly a typical schedule in a jail facility, the current process for schedule assignments does not lend itself to optimizing staff work performance or monitoring of staff performance. Despite there being a reasonable ratio of Corrections Deputies to a Sergeant on duty at any given time, active supervision of staff is nearly impossible when a single Corrections Sergeant may have upwards of 20 different Corrections Deputies assigned to his/her rotation. As a result, Corrections Sergeants frequently don't have enough experience with specific Corrections Deputies to adequately and appropriately provide supervision and monitor performance, or leaves it to the other Sergeant who also provides supervision to take care of any performance-related matters that might arise with the officer.

With respect to alternate schedules, the 24-hour nature of jail operations does not generally lend itself well to ten-hour shifts. Ten-hour shifts results in unnecessary overlaps or gaps in necessary coverage. A 24- hour operation lends itself better to eight-hour or 12-hour shift configurations, depending on facility activity schedules.

### **Alternate Work Schedule**

Schedules comprised of 12-hour shifts are an option that works successfully in jails throughout the country. As with eight-hour day schedules, there are benefits and challenges associated with 12-hour shift schedules as illustrated below:



<b>Benefit</b>	<b>Challenge</b>
There are only two shift changes per 24-hour period.	Ability to assign overtime for a complete shift.
Ability to establish “squads” with a single shift commander and first line supervisors assigned.	Best availability of staff to work overtime is those on days off.
Staff work 183 days per year compared to 261 days per year on an eight-hour shift schedule.	Scheduling programs and services within a 12-hour block.
Schedules provide increased time off during desirable periods (e.g., potential for every other weekend off as a three-day weekend).	Need for a limited number of different 12-hour shift schedules having hours that coincide with peak workloads, generally associated with delivery of programs and services.
With desirable schedule, potential to reduce leave abuse.	Staff works an average 42-hour work week versus current 40-hour work week or 2,190 contracted hours per year.
Work fewer consecutive days before having a day off.	Smaller staff pool to draw upon for extra work.
Training may be scheduled according to established “squads”. There is fewer staff requiring training. For example, if an eight-hour schedule takes 42 employees, the same schedule in a 12-hour format only requires 40 employees.	Converting benefits to reflect the increase in work week hours.
Reduced costs associated with leave and benefit package due to fewer number of staff. For example, liability insurance or health insurance is often a per person cost. If an eight-hour schedule takes 42 employees, the same schedule in a 12-hour format only requires 40 employees. The County would save these associated costs for two employees.	

There are many days on/off configurations for 12-hour shift schedules, as there are for eight-hour shift schedules. The following example is provided to illustrate the difference in FTEs required between schedules comprised of 12-hour shifts and those comprised of eight-hour shifts. The following tables depict sample shift schedule configurations for this purpose using a schedule comprised of ten post assignments.

The 12-hour shift schedule sample, a two-week cycle, affords every employee a three-day weekend off every other week. For the sample eight-hour shift schedule, days-off may stay the same or the schedule may move days-off either forward or backward each week. For example, moving days-off forward one day per week creates a seven-week

schedule cycle where, during the cycle, every employee has off two three-day weekends. Each letter in the table represents an individual staff person.

Table IV.1: 12-Hour Shift Schedule

Sun	Mon	Tue	Wed	Thu	Fri	Sat
<b>WEEK ONE: DAYSHIFT – 12 HOURS</b>						
A B C D E F G H I J	K L M N O P Q R S T	K L M N O P Q R S T	A B C D E F G H I J	A B C D E F G H I J	K L M N O P Q R S T	K L M N O P Q R S T
<b>WEEK TWO: DAYSHIFT – 12 HOURS</b>						
K L M N O P Q R S T	A B C D E F G H I J	A B C D E F G H I J	K L M N O P Q R S T	K L M N O P Q R S T	A B C D E F G H I J	A B C D E F G H I J
<b>WEEK ONE: OVERNIGHT SHIFT – 12 HOURS</b>						
AA BB CC DD EE FF GG HH II JJ	KK LL MM NN OO PP QQ RR SS TT	KK LL MM NN OO PP QQ RR SS TT	AA BB CC DD EE FF GG HH II JJ	AA BB CC DD EE FF GG HH II JJ	KK LL MM NN OO PP QQ RR SS TT	KK LL MM NN OO PP QQ RR SS TT
<b>WEEK TWO: OVERNIGHT SHIFT – 12 HOURS</b>						
KK LL MM NN OO PP QQ RR SS TT	AA BB CC DD EE FF GG HH II JJ	AA BB CC DD EE FF GG HH II JJ	KK LL MM NN OO PP QQ RR SS TT	KK LL MM NN OO PP QQ RR SS TT	AA BB CC DD EE FF GG HH II JJ	AA BB CC DD EE FF GG HH II JJ

Table IV.2: 8-Hour Shift Schedule

Sun	Mon	Tue	Wed	Thu	Fri	Sat
<b>WEEK ONE: DAYSHIFT – 8 HOURS</b>						
A	A	A	A	A	B	B
B	B	B	C	C	C	C
C	D	D	D	D	D	E
E	E	E	E	F	F	F
F	F	G	G	G	G	G
H	H	H	H	H	I	I
I	I	I	J	J	J	J
J	K	K	K	K	K	L
L	L	L	L	M	M	M
M	M	N	N	N	N	N
<b>WEEK ONE: EVENING SHIFT – 8 HOURS</b>						
O	O	O	O	O	P	P
P	P	P	Q	Q	Q	Q
Q	R	R	R	R	R	S
S	S	S	S	T	T	T
T	T	U	U	U	U	U
V	V	V	V	V	W	W
W	W	W	X	X	X	X
X	Y	Y	Y	Y	Y	Z
Z	Z	Z	Z	AA	AA	AA
AA	AA	BB	BB	BB	BB	BB
<b>WEEK ONE: OVERNIGHT SHIFT – 8 HOURS</b>						
CC	CC	CC	CC	CC	DD	DD
DD	DD	DD	EE	EE	EE	EE
EE	FF	FF	FF	FF	FF	GG
GG	GG	GG	GG	HH	HH	HH
HH	HH	II	II	II	II	II
JJ	JJ	JJ	JJ	JJ	KK	KK
KK	KK	KK	LL	LL	LL	LL
LL	MM	MM	MM	MM	MM	NN
NN	NN	NN	NN	OO	OO	OO
OO	OO	PP	PP	PP	PP	PP
<b>WEEK TWO: Repeats Week One</b>						

## Recommendations

1. The post assignment process should be modified to afford MCSO management the ability to assign staff to posts based on the operational needs of the facility.
2. Implementation of 12-hour shifts should be considered for each of the jails for the reasons outlined above. One approach would be to implement 12-hour posts at Wapato on a trial basis (perhaps one year), if that facility is to be opened. The trial implementation should be accompanied by an agreement with the Union regarding

quantifiable goals for reduced sick leave,<sup>103</sup> along with enhanced management responses to suspected sick leave abuse. This schedule should likely be viewed as a positive change by line staff, while at the same time improving operations.

3. The number of “time exchanges” available to staff should revert to the original contract terms that limit time exchanges to a maximum of 52 within a calendar year. While we believe that 52 time exchanges a year is not necessarily manageable and indicative of sound shift practices and continuity, limiting time exchanges to 52 per year at least provides *some* limits to help minimize opportunities for staff to abuse work schedules and avoid working with those supervisors responsible for monitoring their conduct and work performance.
4. MCSO is strongly encouraged to reconsider Corrections Division Special Order 07-03 dated March 5, 2007, which addresses MCSO Corrections Overtime Hiring and Voluntary Overtime (VOT) Sign-Up, in an effort to streamline an overly onerous process for filling overtime vacancies.
5. It should remain the Corrections Lieutenants’ responsibility to manage scheduled and unscheduled absences for employees assigned to their respective unit/facility. All scheduled and unscheduled absences would continue to be approved by the Corrections Lieutenant who is responsible for filling these vacancies. When it is determined that the vacancy must be filled through overtime, the Corrections Lieutenant would then notify a designated person that overtime has been authorized, and that the designated person is authorized to solicit qualified officers willing to work the overtime hours. The Corrections Lieutenant would provide the designated person with the information necessary to properly document the originating reason generating the need for overtime.
6. It is recommended that a new position be created that is responsible for filling overtime vacancies in accordance with revised policies and procedures for the Classification, Court Services and Transport units and MCDC and MCIJ facilities. This position would be a 24-hour/7-day, relieved position. A secondary duty would be assuring proper documentation of all absences from assigned post (e.g., training, meeting, sick leave, vacation, special assignment, etc.) and original reason generating need for overtime.
7. Current practices should be modified to limit the number of calls required to fill an overtime vacancy. Once the requisite number of calls has been made, any qualified officer who is willing should be allowed to work the overtime hours. Once an officer has agreed to work overtime hours, established practice should prohibit another officer from later taking those hours prior to the commencement of the scheduled overtime work.
8. MCSO should continue its efforts to automate the scheduling function (Telestaff™), to include the assignment of overtime.

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<sup>103</sup> A schedule of comparisons could be developed, using leave usage at MCIJ and MCDC as a baseline.

## **V. GENERAL STAFFING ISSUES**

## **V. GENERAL STAFFING ISSUES**

### **Introduction**

This chapter discusses some of the broader issues that affect the staffing of the three jail facilities, i.e., MCDC, MCIJ and potentially Wapato. These issues are:

- Direct Supervision
- Direct Supervision Unit Sizes
- Continuous Coverage in Multiple Occupancy and Dormitory Units
- Prison Rape Elimination Act
- Classification
- Escorting Inmates

### **Direct Supervision**

A direct supervision jail is one that has all of the following five characteristics<sup>104</sup>:

1. The majority of general population housing units are designed and operated in a manner that has a single officer actively supervising a group of inmates with no barriers separating the officer from the inmates.
2. Policies, procedures and post orders allow for the officers assigned to these barrier free units to exercise an element of decision-making and discretion relative to the day-to-day management of the inmates and minor/informal discipline of inmates in that unit.
3. Supervisors are encouraged by policy, procedure and training to allow line officers assigned to housing units freedom to manage the units, to exercise discretion within established parameters, and to serve as the primary supervisors of the inmates.
4. Policies, procedures, operations and facility design promote the self-fulfilling prophecy that most inmates will behave appropriately and rationally if that is the expectation that is conveyed to them.
5. The eight principles of direct supervision are taught to new staff, are incorporated into policies and procedures, and are communicated to all staff in a variety of fashions.

The principles of direct supervision<sup>105</sup> are:

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<sup>104</sup> Source: These characteristics are ones that the principals of PBA/L&A have identified in the course of their extensive direct supervision related work with the National Institute of Corrections Jail Center.

- Principle 1: Effective Control
- Principle 2: Effective Supervision
- Principle 3: Competent Staff
- Principle 4: Safety of Staff and Inmates
- Principle 5: Manageable and Cost-Effective Operations
- Principle 6: Effective Communication
- Principle 7: Classification and Orientation
- Principle 8: Justice and Fairness

MCDC was one of the nation's first direct supervision jails when it opened in 1983. Representatives of local jurisdictions from throughout the country visited Portland to see first-hand its high-rise direct supervision design, multi-use building and aesthetically pleasing architecture.

MCDC, like the direct supervision jails built in the 70's and 80's, was not designed around the premise that the pods would ever house more than the original design capacity. MCDC units were sized for 32 inmates, which was actually a somewhat low number in comparison with the other early jails. Over time we have seen substantial elasticity relative to the question of how many inmates can be effectively supervised by one officer or, perhaps, how many inmates jail administrators will allow one officer to supervise in direct supervision. Whereas some of the earlier facilities were designed with the idea that one officer could effectively supervise 32 inmates (MCDC) or 40 (Manhattan House of Detention for Men, NY), or 46 (Contra Costa County, CA) or 48 (Philadelphia Industrial Correctional Center, PA; Arlington County, VA; Hillsborough County Orient Road, FL; and many others), we now routinely see facilities being initially designed for one officer per 56, 64, or even 72. In the case of direct supervision dormitories, the original ACA standard established an upper limit of 50 inmates; this was increased to 64 in 1997 for housing of minimum and medium custody inmates and this figure is widely used in direct supervision jails.

The direct supervision management of MCDC prevailed until the late 1990's. Incrementally, the inmate population of the pods was increased, first to 40 and then ultimately to 62, meaning that most pods were completely double bunked. Along with the double bunking came other decisions that have contributed to the breakdown of direct supervision:

- Inmates were required to eat meals in their cells rather than in dayrooms.
- Instead of all general population inmates being permitted to spend most waking hours outside of their cells, dayroom access was severely limited by restrictions on the number of inmates allowed in the dayroom to a maximum of 16.
- Even low custody inmate workers that are allowed out of the unit for most hours of the day are confined to their cells during most hours when they are in the housing

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<sup>105</sup> Nelson, W. Raymond, The Principles of Direct Supervision. National Institute of Corrections, 1983, revised July, 1991.

units; when they are permitted out of their cells, only 16 are permitted in the dayroom simultaneously.

- Night time staffing was reduced, with an Escort Officer touring each pod twice per hour in lieu of continuously.
- Officers were allowed to leave pods unattended for bathroom breaks and for half hour meal breaks, without a relief officer being assigned in their absence.
- Training in direct supervision was no longer provided.
- The objective classification system was discontinued in favor of one that is primarily subjective.
- Close custody inmates were no longer housed in single cells.

Some have expressed the idea that a direct supervision jail cannot operate with double bunking—this is certainly not true. There are successful direct supervision jails throughout the country that operate with double bunking. A related argument goes to the issue that the dayrooms cannot accommodate 62 inmates; we would agree that the dayrooms would be seriously crowded if that many inmates shared it at one time. This does not, however, argue for not operating under direct supervision. In fact, several of the older direct supervision jails have faced the same dilemma when forced to double bunk. Other jails, however, have not limited dayroom access nearly as severely as has MCDC. While 62 inmates may not be manageable in the dayroom due to its limited size, 32-40 should easily be able to be managed in light of the fact that the original design did accommodate 32.

There is no doubt that the officer could effectively manage the pods with 62 total inmates, but with only 32-40 inmates allowed out at any given time. Most direct supervision jails operate effectively with 48, 64 or even more inmates in pods, with all permitted dayroom access simultaneously. Those jails that limit dayroom access to 35-40 in a double celled pod find that the officer can effectively manage that number out at any time, as well as the needs of the remaining inmates who are confined to their cells during their lock-in periods.

We also observed a significant paradox at MCDC relative to one of the key sub-principles<sup>106</sup>, the assumption of rational behavior. In 2002, the MCDC's booking/release area was reconfigured to reflect the "open booking" aspect of direct supervision, which is predicated on the idea that most inmates, even at the front door, will behave well if given the opportunity. The open booking has been, by all reports, an unqualified success. Inmates have responded to the positive environment and generally conform their behavior to the positive expectations established in booking.

At the same time, however, the opposite approach was occurring in the general population pods. The assumption became that inmates would act out if allowed out of their cells, and therefore as few should be out in the dayroom at one time as possible; in other words, the assumption of *negative* behavior. Certainly, when there is sound evidence that an inmate has been violent towards staff or other inmates, assumptions of

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<sup>106</sup> The assumption of rational behavior is a sub-principle of direct supervision principle #7.



rationale behavior would not be reasonable. For those inmates, a more controlled environment is both reasonable and necessary; for the majority of others, however, the assumption, buttressed by a valid classification system, should be rational behavior and custody in the least restrictive environment.

We therefore recommend that MCDCC extend its successful open booking program to a renewed and revitalized direct supervision approach throughout the jail. This will require a strong and clear commitment on the part of management, including the Sheriff, Chief Deputy and the facility's Captain. This commitment can be demonstrated by taking steps to:

- Maximize the number of inmates who can be allowed in the dayroom of general population units.<sup>107</sup>
- Ensure that direct supervision units, especially those that are double bunked or house special populations, are never left unattended.<sup>108</sup>
- Train staff in the principles and dynamics of direct supervision and the necessary interpersonal communications skills required to actively supervise larger numbers of inmates.
- Train mid-managers in their roles as supervisors in a direct supervision environment.<sup>109</sup>
- Require and enable active supervision and presence in the pods by both first line supervisors and upper management.
- Create closely monitored single cells options housing for close custody inmates either at MCDCC or MCIJ, depending on the number of inmates who are identified as falling into this category. These units would perhaps allow a more limited number of inmates in the dayroom at one time than general population, but should not be nearly as restrictive in that regard as disciplinary or administrative segregation inmates.
- Update and/or create new policies, procedures and post orders that will establish expectations and reflect sound direct supervision operations.
- Maximize inmate access to outdoor recreation and programs outside of the unit.

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<sup>107</sup> ACA standards require 35 square feet per inmate as a general rule for planning day space. As a starting point, dayrooms should be measured to determine the "capacity" based on this standard. Many crowded jails, however, operate effectively with far less than the 35 square feet of dayroom space per inmate. Additionally, some jails that are especially crowded allow half of the inmates out in the dayroom at any point in time as a way of allowing the maximum of amount of dayroom access without causing excessive density in the dayroom.

<sup>108</sup> If MCDCC units were single celled, it would be acceptable to have one officer circulate between two 32-bed general population units on the night shift. The small size of the units would allow for security and safety rounds to be made every 15-30 minutes, which is reasonable. This would not, however, apply to units housing special populations such as mentally ill or segregation inmates, who should be continuously supervised.

<sup>109</sup> Core supervision competencies include: support and encourage officer autonomy; support and model the direct supervision principles and strategies; advocate for staff to administration, and for administration to staff; develop and enhance staff – reinforce creativity, problem solving; support and encourage a positive organizational culture. Source: National Institute of Corrections Jail Center.

- Replace the current subjective classification system with a validated objective classification system.<sup>110</sup>
- Consistent with accepted best practices for Direct Supervision Jails, officers should be assigned to the same direct supervision housing units for rotations of at least 90 days. This is contrary to current practice in the MCSO.<sup>111</sup>

We should note that virtually all of the above recommendations apply not only to MCDC but are germane to MCIJ and, potentially Wapato as well.

A full commitment to direct supervision will enhance operations throughout the MCSO jails, and we encourage this as a top priority.

### **Other Staffing Issues/ Best Practices/Standards**

The re-establishment of sound direct supervision practice and training is, as stated above, paramount to future successful operations of Multnomah County's jails. As such, proposed staffing plans are intended to conform to the principles of direct supervision. In addition, within direct supervision and consistent to its principles are a number of other factors that we have similarly considered in developing staffing plans. These are discussed below.

Details concerning best practices operations in jail management emanate not just from the direct supervision principles, but also from at least three other key sources. For example, the NIC Direct Supervision Self Audit sets forth a large number of specific criteria to be considered when evaluating or staffing a direct supervision jail. Similarly, the ACA standards<sup>112</sup> address numerous important operating criteria, including some that refer specifically to direct supervision jails. A third source of evolving guidance is the work being developed in respect to the implementation of the Prison Rape Elimination Act (PREA).<sup>113</sup>

Some of the issues that we confronted in our proposed staffing plans included:

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<sup>110</sup> We understand that efforts are in progress to work with the National Institute of Corrections Jail Center to implement such a system.

<sup>111</sup> The most recent source for the 90-day assignment provision is O'Toole, Nelson, Liebert and Keller, *op cit.* (2-B-5). The assumption is that officers need an opportunity to become appropriately familiar with the inmates in their assigned pods so that they will recognize them by name, assigned cell, and be able to better hold them accountable and anticipate problems by noting changes in their demeanor, etc. Moreover, by limiting the number of officers assigned to a particular unit, it promotes consistency in enforcement of rules and more cooperation and consistency between the officers assigned to that unit.

<sup>112</sup> American Correctional Association, *op. cit.*, 4<sup>th</sup> edition.

<sup>113</sup> The Prison Rape Elimination Act was signed into law in September 2003. A Commission established by the law is presently developing standards that will guide all correctional agencies in myriad aspects of this issue, including standards to help prevent such assaults.

### *Direct Supervision Unit Sizes*

The larger dormitory units at MCIJ and at the new Wapato facility are designed for 75 inmates. ACA Standards state that multiple occupancy housing units should be no larger than 64 inmates.<sup>114</sup> The NIC Direct Supervision Self Audit speaks to ratios of officers to inmates being based on inmate risk levels<sup>115</sup>, with 72 being the maximum number of inmates in a unit.<sup>116</sup>

We recommend that consideration be given to lowering the size of these dormitory units to meet the 64 standard recommended by ACA, or the 72 figure contained in the NIC Direct Supervision Self Audit workbook. At the same time, we also recognize that there have been no notable problems in these larger dormitories (presumably because the inmates assigned to these areas present lower risks) and that the MCSO may wish to benefit from the higher ratios that come with exceeding the 64 figure.

### *Continuous Coverage in Multiple Occupancy and Dormitory Units*

While not ideal, it is not unusual for single celled direct supervision units (other than mental health and medical) to be staffed intermittently on the night shift, when inmates are secured in their cells individually. This is particularly significant at the MCDC.

A different set of considerations arise, however, in the case of dormitories and units with multiple occupancy cells. The NIC Direct Supervision Self Audit recommends that dormitories and units with multiple occupancy cells (e.g., double cells at MCDC) be staffed 24 hours a day.<sup>117</sup> Similarly, ACA standards are restrictive in terms of the classifications of inmates that should be double celled.<sup>118</sup> The concern is that dormitories and multiple occupancy rooms present opportunities for inmates to engage in myriad prohibited activities, while also posing a significant risk to potential victims of sexual assault and other forms of violence.

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<sup>114</sup> ACA, *op. cit.*, 4-ALDF-1A-10: Multiple-occupancy rooms/cells house between two and 64 occupants and provide 25 square feet unencumbered space per occupant. When confinement exceeds 10 hours per day, at least 35 square feet of unencumbered space is provided for each occupant.

<sup>115</sup> O'Toole, Nelson, Liebert and Keller, *op. cit.* (1-C-9). The maximum number of inmates in a housing unit and the ratio of officer to inmates are determined by the classification of the inmates.

<sup>116</sup> O'Toole, Nelson, Liebert and Keller, *op. cit.* (1-C-2). Unit sizes do not exceed 72 inmates

<sup>117</sup> O'Toole, Nelson, Liebert and Keller, *op. cit.* (1-A-8) Policy and procedure states that officers are scheduled 24/7 in dormitory units and units with multiple occupancy cells.

<sup>118</sup> ACA, *op. cit.*, 4-ALDF-2A-34 (Ref. 3-ALDF-2C-01-1). Single occupancy cells/rooms are available when indicated for the following:

- maximum and close custody
- inmates with severe medical disabilities
- inmates suffering from serious mental illness
- sexual predators
- inmates likely to be exploited or victimized by others
- inmates with other special needs for single-occupancy housing.

These concerns are mitigated somewhat when sound classification systems accurately and consistently allow for the placement of low risk inmates in these environments. But where facilities house higher risk inmates, e.g., as is the case at MCDL, or do not have in place validated objective classification systems (see the discussion that follows), the potential risks of not staffing such units 24 hours a day become considerable.

We recognize that the staffing implications of staffing most housing units with a direct supervision officer on the night shift are significant. We also recognize that there are some mitigating factors that need to be considered, including, for example, the excellent sight lines in the dormitories at MCIJ, the lower night time activity levels, and the fact that the enclosed officer station is located on the same level as the dormitory areas in all units at MCIJ and in the smaller units at Wapato (making access for interventions and watch tours simpler and faster). Further, although we did not do a thorough study of incident data at MCIJ (very little was available), we were provided with no indication that incidents increase during the night shift when only one officer monitors two housing units.

Overall, we believe that it is incumbent on us to recommend that all units be staffed on night shift, in order to comply with best practices for direct supervision jails. This is especially true if the capacity of the dormitories is to exceed those recommended by national standards and best direct supervision practices. We are reluctant to frame a recommendation that is a departure from best practices strictly on sketchy and anecdotal incident information.

We recommend that MCSO engage in a careful study, using both survey information and more carefully designed incident data collection methods, to attempt to better quantify whether rule violations are occurring on the night shift in these units. If this research suggests that there are no higher numbers of incidents on night shift than on day and evening shifts, then given the lower activity levels and other mitigating factors, we cannot say that MCSO would be wrong in continuing to rely on current practices and staff Wapato's smaller units<sup>119</sup> accordingly.

In addition, dormitories and multiple occupancy celled units should not be left unsupervised during officer breaks, and we have assumed in the proposed staffing plans a reasonable and appropriate level of escort/relief officers to insure that units are always staffed.

### *Prison Rape Elimination Act*

To date, the National Prison Rape Elimination Commission (PREA Commission) has been conducting hearings, collecting data, soliciting research but has not proposed any standards aimed to reduce the incidences of sexual assault. The Commission has also helped to raise awareness within the corrections community about the nature of the

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<sup>119</sup> As discussed in Chapter VIII, we could not recommend that one officer supervise two of the larger Wapato dormitories from the elevated Control Room.

problem and the need to take precautions to guard against such assaults and to prevent them.

While the majority of emphasis thus far has been on raising awareness, reporting and investigating mechanisms, training, and policies and procedures, it is nevertheless apparent that there is a staffing component to this as well. There can be little doubt that proper levels of staffing, deployed in the right places and at the right time, can help to stem the risk of sexual assaults by and against inmates. Direct supervision, with its continuous supervision and surveillance and frequent interactions between staff and inmates can be a key factor in keeping inmates safe from attack. Especially in multiple occupancy living conditions, although not exclusively, direct supervision (if done properly) can provide the necessary level and type of supervision to help mitigate the risks of sexual assault.

### *Classification*

MCSO inmates are presently not classified based on an objective classification system; rather they are subjectively classified based more on their perceived ability to be housed with other inmates or in cases of special classifications such as mentally ill, suicidal or those with medical health care issues. Beyond these and a few other classifications, inmates are housed and managed based on their observed behavior while housed in the facility.

While there is nothing inherently wrong with using behavioral observations and behavior history as *part of* an overall assessment of classification, the fact that these subjective models are inconsistent and lend themselves to staff errors means that they cannot be used alone to make the very critical classification decisions.

It cannot be disputed that objective classification systems are, and have been for some time, accepted as best practices in the field.<sup>120</sup> Objective systems rely on the identification of well-defined, measurable criteria that can be weighed and assigned different values as predictors of inmate risk and behavior. A sound objective classification system uses instruments, with the decided upon criteria and weights, that have been tested on the inmates in that jurisdiction and found to be statistically valid predictors of likely behavior.

Numerous management issues and staffing recommendations discussed in this report, including night shift staffing at MCIJ, unescorted movement at MCIJ and potentially at Wapato and MCDC, are predicated on the appropriate and accurate classification of inmates—this serves to highlight the critical need for a validated, objective classification system.

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<sup>120</sup> Austin, James, Ph.D., Objective Jail Classification Systems: A Guide for Jail Administrators. National Institute of Corrections Jail Center, 1998.

### *Escorting Inmates*

Consideration should be given to the elimination of the policy of escorting medium/minimum inmates inside the jails.

The facility perimeter and zones are secure thereby controlling movement without the requirement of staff escorts. In a sound direct supervision environment<sup>121</sup>, inmates are expected to report directly to their authorized location and failure to do so results in swift and certain disciplinary action. Once again, the use of a validated objective classification system to properly identify which inmates can be safely and properly housed in Wapato and MCIJ can make this a sound practice, consistent with the policies and practices of many other comparable direct supervision jails. While this policy may not have a direct impact on staffing levels, it does affect the use of staff resources, their availability to provide relief and perform unit searches, etc.

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<sup>121</sup> Many non-direct supervision jails also allow lower custody inmates to move unescorted, with passes, through corridors, stairwells and even use elevators.

## **VI. MULTNOMAH COUNTY DETENTION CENTER (MCDL) PROPOSED STAFFING**

## VI. MULTNOMAH COUNTY DETENTION CENTER (MCDC) PROPOSED STAFFING

Table VI.1: MCDC Staffing Summary – 8 Hour Shift

JOB TITLE	FY 2007 AUTHORIZED POSITIONS	2007 PROPOSED STAFFING PLAN PBA/L&A	DIFFERENCE	Breakdown of Changes			
				Recommended Increase Due to Best Practices	Recommended Increase Due to Operational Considerations	Recommended Post Reductions	Recommended Increase Due to Net Annual Work Hours
Lieutenant <sup>122</sup>	3.5**	7.5**	4				4
Sergeant	23.53	25	1.5				1.5
Deputies	185.56	232	46	24	6		16
TOTAL	212.09	264.5	51.5	24	6	0	21.5

### Highlights

- Housing units for special population inmates or those that are double-celled are staffed on a 24 hour/7 day per week basis. The additional night shift coverage accounts for 24 additional Corrections Deputies, including relief.
- The revised (lower) net annual work hours (NAWH) accounts for the addition of 16 Corrections Deputies and 1.5 Corrections Sergeants.
- The inclusion of supervision for inmates who are suicidal account for 6 additional Corrections Deputies. This should positively impact on overtime pay, which is presently used to provide coverage for these ongoing needs.
- The proposed staffing plan provides relief for the Corrections Lieutenants position, thereby substantially reducing the need for Sergeants to fill in as A/OIC and Corrections Deputies as A/SGT. Not only does this have the effect of positively impacting the NAWH for Sergeants and Deputies, but equally important it maintains shift leadership at the facilities in the hands of corrections managers at the appropriate level for large, complex facilities.

<sup>122</sup> The 0.5 Lieutenant position represents the shared Booking and Transportation Lieutenant position.



- ☉ The proposed staffing plan equates to 41.1 officers per 100 inmates. This is a relatively staff intensive ratio, affected by several factors including the many small housing units, the 24 hour staffing of control centers on each floor, and the inclusion of booking and release staff in the MCDC numbers.

### Key Assumptions and Explanations Underlying PBA/L&A Recommendations

1. The NAWH applied to the staff figures are 1470 for Sergeants, 1588 for Deputies and 1476 for Lieutenants.
2. The proposed staffing plan is based on a capacity of 643 beds.<sup>123</sup> Beds that are presently closed in units 6B and 6C for funding reasons and because of renovations are assumed to be re-opened for purposes of this plan.<sup>124</sup> Although the configuration of beds reportedly changes with the current bed need, the assumed operational capacities are listed in Table VI.2 below.
3. For purposes of this proposed staffing plan, MCDC inmate housing units and capacities are assumed to be as follows:

**Table VI.2: MCDC Inmate Housing Unit Capacities<sup>125</sup>**

Housing Unit	Number of Beds	Housing Classification	Housing Configuration <sup>126</sup>
4A	10	Male / Female Medical	1X
4B	8	Male Disciplinary Levels 1 and 2	1X
4C	8	Male Administrative Segregation	1X
4D	10	Male / Female Mental Health	1X
4E	5	Male / Female Discipline	1X
4F	5	Male / Female Discipline	1X
5A	62	Male General Population	2X
5B	25	Male Discipline Levels 3 and 4	2X

<sup>123</sup> There are 716 physical beds in the facility.

<sup>124</sup> Based on a discussion with Sergeant Scott Johnson on October 17, 2007.

<sup>125</sup> The capacity figures were obtained from an untitled form provided by Classification Deputies during the site visit that describes for each housing unit the classification, population (e.g., total permitted in each housing unit," gender and the number of inmates permitted "on walk" at a time).

<sup>126</sup> Key: 1X = single occupancy cells; 2X = double occupancy cells

Housing Unit	Number of Beds	Housing Classification	Housing Configuration <sup>126</sup>
5C	25	Male Discipline Levels 1 and 2	2X
5D	62	Male Work Force	2X
6A	62	Male General Population	2X
6B	23	Male Population Overflow	2X
6C	24	Male Population Overflow	2X, 1X
6D	62	Male General Population	2X
7A <sup>127</sup>	32	Male – General Population	1X
7B	16	Male – Mental Health	1X
7C	16	Male – Mental Health	1X
7D	32	Male – General Population	1X
8A	62	Male – General Population/Suicidal	2X
8B	16	Female – Segregation (Mental Health, Disciplinary, Administrative, Protective Custody, Suicidal)	1X
8C	16	Male – Mental Health Population Overflow	1X
8D	62	Female General Population	2X
<b>Total</b>	<b>643</b>		

4. MCDC is considered a higher risk facility than MCIJ and Wapato (which is not currently occupied), although many of the housing units throughout the system can be used interchangeably. The primary distinction between the housing units is that MCDC was designed for single occupancy rather than the dormitory style housing found in the other facilities (i.e., MCIJ and Wapato). MCDC is double-celling many of the units. Both the MCDC and MCIJ facilities are operated as higher security facilities

<sup>127</sup> Units 7A and 7D are double-celled, but are currently operating at a single cell capacity consistent with the directive to eventually reduce the capacity of the MCDC to its design capacity of 476.

5. The day and evening shifts are staffed similarly since most of the activities occur on these shifts. There are few programs at the MDCDC since the majority of inmates who are eligible for education and treatment programs are awaiting transfer to MCIJ where such programs are more available. The night shift is staffed based on limited activity since the inmates are secured in their housing unit cells.

#### *Fourth Floor*

6. The Fourth Floor is the housing floor with the most diverse populations, including the highest security medical and mental health inmates, disciplinary and administrative segregation inmates, and high security segregation inmates. Due to their adjacency, only one Corrections Deputy is presently assigned to monitor the 4D/4F and the 4A/4E housing units. There is no direct line of sight visibility into the 4E and 4F units that are current housing high custody disciplinary segregation inmates, many of whom exhibit behaviors suggesting that they may have serious mental health issues (e.g., abuse food or smear body fluids, constant pacing in cell).
7. The clinic operation is staffed by a Corrections Deputy on a daily basis to monitor ingress and egress for medical appointments.
8. Several of these units (particularly the mental health housing) are operated with both male and females housed in the unit. This practice has been problematic in the past, with inmates scheming to interact when out of staff's direct line of sight. The result is that these inmates are generally confined to their cells for longer periods of time than would be considered best practice so that the staff can ensure inmates do not co-mingle.
9. During the site visit, the Sergeant and the Floor Escort were serving lunch to the disciplinary and administrative segregation inmates; reportedly, this is a common practice. While it is important that supervisors and Escort Deputies support staff by frequently entering housing units to provide relief and interact with Housing Deputies, they should not be expected to perform daily operational tasks on an ongoing basis. This practice takes them from other necessary functions that are essential to safe operations.

#### *Sixth Floor*

10. The 6<sup>th</sup> floor houses primarily general population male inmates. Two of the units (6A and 6D) are double occupancy (62 inmates). The remaining two housing units (6B and 6C) are smaller units with a combination of single cell occupancy on the top tier, and double cell occupancy on the bottom tier (23-24). A single Corrections Deputy is assigned to the 6B and 6C housing units supervising a total of 47 inmates between the two units.

### *Seventh Floor*

11. Although the 7<sup>th</sup> floor had been double bunked, it was recently returned to its original single cell design.
12. The 7<sup>th</sup> floor houses male mental health inmates and general population inmates. The housing for mentally ill inmates serves as a step-down or transition unit to 4D, which is for the more acutely mentally ill. If inmates are able to function in the 7B/7C units, they can then be considered for further transition into the MCIJ facility where there are several housing units for special needs inmates.

### *Eighth Floor*

13. Unit 8A inmates are those who were returned from MCIJ due to behavior problems there, or inmates who are waiting to be transported to MCIJ. In some cases, these inmates may have been determined eligible for MCIJ but are awaiting classification.
14. Each of the two designated suicide cells is equipped with an eight inch concrete bunk. Inmates housed in these cells are placed in suicide smocks and may require one-to-one observation by a Corrections Deputy.
15. The 8D unit houses general population females who are recently committed to jail or immediately off lockdown status. Given the limited housing for women at MCDC, the unit also operates such as Alcoholics Anonymous, religious programs and education programs within the unit itself.

### *Escort Staff*

16. Escort Deputies are responsible for escorting all inmates when they leave their housing units for programs, visits, etc. They also assist with making inmate moves, e.g. from Reception/Booking to units and to and from Court and the Transfer area. Presently, Escort Deputies are assigned to each housing floor on a 24 hour/7 day per week basis. Additionally, most of the moves from Reception are made by the Reception Utility staff assigned to perform myriad duties related to efficiently process inmates into the system.
17. Escort Deputies provide only minimal relief of other posts. In fact, Housing Deputies are more likely to be responsible for providing relief for Escort Deputies than the converse; this is problematic as it means that housing units are left unsupervised when officers take their contractually mandated meal breaks.
18. Facility Escorts and Maintenance Escort Deputies are also assigned to accompany maintenance staff employed by both the County and outside contractor staff. Maintenance staff is required to move throughout the building to address both significant building issues as well as routine activities such as replacing light bulbs. Escort Deputies are essential to accompany outside contractors, although County

maintenance staff could potentially receive basic security training such that they could move without escorts and be responsible for tool control. This is especially possible given that all MCDL inmates move with escorts, reducing the possibility of tools being stolen. Or other security problems occurring.

19. Inmates who are determined by medical and supervisory staff to be suicidal risks are monitored by Corrections Deputies depending on the assessed level of risk. This monitoring (suicide watches) is virtually always accomplished on an overtime basis as no posts are presently authorized for this function. “Constant” suicide watches<sup>128</sup> have a dedicated Deputy, while a Deputy assigned to “active” suicide watches<sup>129</sup> can monitor more than one inmate. Once a suicide watch is initiated it must be continued for a minimum of 24 hours, with Deputies assigned on all shifts according to the risk level. Most of the suicidal inmates are housed at the MCDL facility, although some are housed at the MCIJ. MCDL has the larger number of suicide watches because all new inmates are booking at MCDL, and newly booked inmates are at the highest risk for suicide. Constant watches occur very infrequently, with only two being required in 2006. Active watches, however, occur far more frequently – the number of suicide watches at the MCDL ranges from 25-40 per month, with an average of 31 per month.<sup>130</sup> During the months of May-June 2007, there were active suicide watches in place on 50 of 61 days.

Inmates who require hospitalization on a temporary or long term basis are presently supervised at the hospital by a Corrections Deputy on an overtime basis. The staffing coverage for these positions is addressed in Chapter VII: MCIJ.

### *Supervisory Staff*

20. Shift Lieutenants (Officers-in-Charge (OIC)) are not presently relieved positions. As a consequence, Sergeants must backfill for these posts when Lieutenants are not available for work due to such reasons as vacation, sick leave, training, etc.<sup>131</sup> Frequent backfilling for Lieutenants by Sergeants is also related to a significant number of meetings, ancillary duties and temporary assignments required of Lieutenants. These assignments include:

- a. CERT Commander – approximately 3-5 days per month.
- b. Attendance at various meetings including monthly facility and quarterly division meetings
- c. Temporary assignment to set up new scheduling system.
- d. Attendance at Command College

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<sup>128</sup> Constant suicide watches are required for inmates who are actively attempting suicide.

<sup>129</sup> Active suicide watches are more for those inmates who fit the high risk criteria, but are not actively attempting suicide.

<sup>130</sup> Medical Emergency and Medical Transport Statistics, 2005-2007.

<sup>131</sup> There is extensive discussion of this issue in Chapters II and III in terms of how this impacts overtime expenditures and the calculation of NAWH.

- e. Representation of the MCSO at public meetings or other community events (approximately one day per month).
21. Shift Sergeants supervise staff at a ratio of one supervisor for each 7.5 Corrections Deputies, which is a good ratio in terms of the supervisor being able to spend time with their subordinates, provide training and support, etc. This figure, however, assumes that Sergeants are actually supervising staff rather than serving in the capacity of the Officer-in-Charge, which is so often the case. Typically, a more common industry standard in corrections facilities would allow for a staffing ratio of one Corrections Supervisor for each ten Corrections Deputies.
22. Written performance reviews are not presently performed by Sergeants.

## **Recommendations**

1. The proposed staffing plan for Corrections Deputies, Sergeants and Lieutenants reflects the proposed NAWH discussed in detail in Chapter II.
2. Corrections Deputies should be assigned to night shift coverage for all special populations (i.e., Medical, Mental Health, Administrative and Disciplinary Segregation), and all double celled units. The special population units house the most volatile inmates, and immediate response is essential. Supervision of double-celled units helps to minimize the very real risks of sexual and other forms of assault.<sup>132</sup>
3. In lieu of relying on overtime, based on the number of suicide watches per month, one post on each shift, seven days a week should be designated as a suicide watch Deputy. Coverage for supervision of inmates on “constant” watch, which occurs only very infrequently, should be provided on an overtime basis unless there are no other suicide watches in place. When there are no inmates on a suicide watch, these Deputies should provide meal relief for housing officers, hospital coverage if required, or be assigned to special search task forces at MDCD.
4. A designated post should be established to cover hospitalizations. This post is addressed in Chapter VII: MCIJ. .
5. Consideration should be given to the possibility of reconfiguring the Master Control Room to allow one Corrections Deputy to monitor cameras and answer radio/telephone calls during the night shift. This could result in a savings of one Master Control Deputy plus the relief for that post.
6. Consideration should be given to the possibility of reconfiguring the Floor Control Rooms to allow Master Control to assume control of the Floor Control Rooms during

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<sup>132</sup> See our discussion of this issue in Chapter V, including references to the Prisoner Rape Elimination Act.

the night shift. This could result in a savings of nine Floor Control Deputies (i.e., five posts plus an additional four staff to provide relief for these posts). It is important to note that the elimination of the Floor Control Rooms during the night shift or other shift would require that the housing units be staffed with Corrections Deputies continuously, and that the Escort Deputy positions continue to be available to provide necessary back up in the event of an emergency situation.

7. Consideration should be given to modifying the physical structure or other current use of the 4E and 4F housing units to avoid housing high risk inmates in areas where there is limited visibility and supervision.
8. Providing basic security and safety training to County Maintenance personnel who perform routine maintenance would allow them to move throughout the building unescorted. Although this would not necessarily result in a savings of Corrections Deputies, it would increase the amount of maintenance that could be performed in the facility and free those Deputies presently assigned to this function to provide meal relief, etc.

#### *Staff Meal Breaks*

9. To complete breaks within a 2.5 hour time frame, the following schedule could be utilized:

##### Day and Evening Shifts

- a. 4<sup>th</sup> Floor Escort: 4<sup>th</sup> Floor Housing Units and Control, self (2.5 hours). This assumes continuous coverage of dorms during breaks.
- b. 5<sup>th</sup> Floor Escort: 5<sup>th</sup> Floor Housing Units, self (2.5 hours). This assumes continuous coverage of dorms during breaks.
- c. 6<sup>th</sup> Floor Escort: 6<sup>th</sup> Floor Housing Units and Control, self (2.5 hours). This assumes continuous coverage of dorms during breaks.
- d. 8<sup>th</sup> Floor Escort: 8<sup>th</sup> Floor Housing Units, self (2.5 hours). This assumes continuous coverage of dorms during breaks.
- e. 4/5 Floor Escort: 5<sup>th</sup> Floor Control, Master Control (2 staff), Intake Control, self (2.5 hours).
- f. Facility Utility Escort: 8<sup>th</sup> floor Control, Medical Clinic, self (1.5 hours)
- g. The Holding Officer, Transfer Officers and Reception Utility Deputies will break themselves (no more than two at one time), and the Release Officer
- h. The Medical Transport, Escort and Maintenance Escort and the 3<sup>rd</sup> Floor Escorts, and Recreation Officers will self break.

##### Night Shift

- a. 4<sup>th</sup> Floor Escort: 4<sup>th</sup> Floor Housing Units and Control, self (2.5 hours). This assumes continuous coverage of posts during breaks.
- b. 5<sup>th</sup> Floor Escort: 5<sup>th</sup> Floor Housing Units and Control, self (2.5 hours). This assumes continuous coverage of posts during breaks.

- c. 6<sup>th</sup> Floor Escort: 6<sup>th</sup> Floor Housing Units and Floor Control, self (2.5 hours). This assumes continuous coverage of posts during breaks.
- d. 7<sup>th</sup> Floor Escort: 7<sup>th</sup> and 8<sup>th</sup> Floor Housing Units, self (2.5 hours). This assumes continuous coverage of posts during breaks.
- e. 8<sup>th</sup> Floor Escort: 7<sup>th</sup> and 8<sup>th</sup> Floor Control Rooms, Master Control, self (2.5 hours).
- f. The Holding Officer, Transfer Officers and Reception Utility Deputies will break themselves (no more than two at one time), the Release Officer and the SWUD.

With limited exceptions, operations outside of the housing units will be kept to a minimum (e.g., programs and activities other than court may not be scheduled). For a period of 1.5 hours, many of the escorts will be conducting breaks; therefore, there should be limited movement of inmates who must be escorted. If escorts are required during this time (e.g., court, etc.), a Sergeant or Reception/Utility Deputy may conduct the escort.

### *Staff Supervision*

- 10. To maintain a suggested supervisor to staff ratio of 1:10 (consistent with industry standards), an additional Sergeant was added to the day and evening shifts to cover the additional Corrections Deputy staffing recommended in the plan. This Sergeant would be responsible for coordinating all Escort and Recreation Deputies assigned to the facility, with the goal of providing better efficiency of movement.
- 11. The proposed staffing plan provides a shift relief factor for the Corrections Lieutenants position; this increases the number of Lieutenants from the current authorized figure of three to eight. At the same time, this serves to substantially reduce the need for Sergeants to fill in as A/OIC and Corrections Deputies as A/SGT. Not only does this have the effect of increasing the NAWH for Sergeants and Deputies, but equally important it maintains shift leadership at the facilities in the hands of corrections managers at the appropriate level for large, complex facilities. It also allows for greater control of overtime by placing responsibility for decisions regarding replacements under the aegis of managers rather than with first line supervisors. Finally, it allows for more continuity between Corrections Sergeants and the first line officers to whom they report.<sup>133</sup> These are all critical operational impacts.
- 12. The relief Lieutenants should be assigned to specialized functions such as CERT or other temporary assignments. These Lieutenants should fill in for shift Lieutenants anytime scheduled leave is taken or in cases of unscheduled leave when these staff may be available.

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<sup>133</sup> See Chapters II and III.



## Alternative Shifts

13.A review of the staffing levels for 12 hour shifts (262.5) rather than eight hour shifts (264.5) suggests a difference of two fewer corrections staff required under the 12-hour shift option. See Chapter IV for further discussion of this issue.

**Table VI.3: Staff Coverage Plan – MCDC  
8-Hour Shifts**

Post/Position	Job Class	Hours on Days	Hours on Evenings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>SUPERVISION</b>										
Officer in Charge	Lt	8	8	8	7	168	8759.52	Yes	1476	5.93
Booking Lieutenant	Lt.	4			5	20	1042.8	No		0.50
Executive Lieutenant	Lt.	8			5	40	2085.6	No		1.00
Administrative Sergeant	Sgt	8			5	40	2085.6	No		1.00
3-5 Sergeant	Sgt	8	8	8	7	168	8759.52	Yes	1470	5.96
6-10 Sergeant	Sgt	8	8	8	7	168	8759.52	Yes	1470	5.96
Escort Sergeant	Sgt	8	8		7	112	5839.68	Yes	1470	3.97
Construction Sergeant	Sgt	8			7	56	2919.84	Yes	1470	1.99
Intake Sergeant	Sgt	8	8	8	7	168	8759.52	Yes	1470	5.96
<b>SUPERVISION SUBTOTAL</b>		<b>68</b>	<b>40</b>	<b>32</b>		<b>940</b>	<b>49011.6</b>			<b>32.27</b>
<b>HOUSING</b>										
4A Medical-10	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
4E DS-5	Deputy	2	2	2	7	42	2189.88	Yes	1588	1.38
4B Male Disc-8	Deputy	2	2	2	7	42	2189.88	Yes	1588	1.38
4C Male AS-8	Deputy	2	2	2	7	42	2189.88	Yes	1588	1.38
4D MH-10	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
4F DS-5	Deputy	2	2	2	7	42	2189.88	Yes	1588	1.38
5A Male GP 2X-62	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
5B Male Discipline 3/4-31	Deputy	8	8		7	112	5839.68	Yes	1588	3.68
5B/C Indirect	Deputy			8	7	56	2919.84	Yes	1588	1.84
5C Male Discipline 1/2-32	Deputy	8	8		7	112	5839.68	Yes	1588	3.68
5D Male WF 2X-62	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
6A Male GP 2X-62	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
6B Male Pop Overflow 2X-23	Deputy	4	4	4	7	84	4379.76	Yes	1588	2.76
6C Male Pop Overflow 2X-24	Deputy	4	4	4	7	84	4379.76	Yes	1588	2.76
6D Male GP 2X-62	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
7A Male GP 1X-32	Deputy	8	8		7	112	5839.68	Yes	1588	3.68
7B Male MH 1X-16	Deputy	8	8	4	7	140	7299.6	Yes	1588	4.60
7C Male MH 1X-16	Deputy	8	8	4	7	140	7299.6	Yes	1588	4.60
7D Male GP 1X-32	Deputy	8	8		7	112	5839.68	Yes	1588	3.68
8A GP 2X-62	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
8B Female DS/AS/MH/PC-16	Deputy	8	8	4	7	140	7299.6	Yes	1588	4.60
8C Male MH Pop Overflow-16	Deputy	8	8	4	7	140	7299.6	Yes	1588	4.60
8D Female GP 2X-62	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52

Post/Position	Job Class	Hours on Days	Hours on Evenings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>HOUSING SUBTOTAL</b>		<b>144</b>	<b>144</b>	<b>104</b>		<b>2744</b>	<b>143072.2</b>			<b>90.10</b>
<b>CONTROL</b>										
Master Control	Deputy	16	16	16	7	336	17519.04	Yes	1588	11.03
Intake Control	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
3 Floor Control - Court	Deputy	8			5	40	2085.6	Yes	1588	1.31
4 Floor Control	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
5 Floor Control	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
6 Floor Control	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
7 Floor Control	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
8 Floor Control	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
<b>CONTROL SUBTOTAL</b>		<b>72</b>	<b>64</b>	<b>64</b>		<b>1384</b>	<b>72161.76</b>			<b>45.44</b>
<b>ESCORT</b>										
Facility Utility Escort	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
3 Escort	Deputy	16			5	80	4171.2	Yes	1588	2.63
4 Escort	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
4/5 Escort	Deputy	8			7	56	2919.84	Yes	1588	1.84
5 Escort	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
6 Escort	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
7 Escort	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
8 Escort	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
<b>ESCORT SUBTOTAL</b>		<b>72</b>	<b>48</b>	<b>48</b>		<b>1144</b>	<b>59648.16</b>			<b>37.56</b>
<b>OTHER</b>										
Holding Officer	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
Medical Transport	Deputy	16			5	80	4171.2	Yes	1588	2.63
SWUD	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
Recreation Officer (10th Floor control and escort)	Deputy	0	16	0	5	80	4171.2	Yes	1588	2.63
Release Officer	Deputy	8	8	8	7	168	8759.52	Yes	1588	5.52
Reception Utility Deputy	Deputy	32	40	32	7	728	37957.92	Yes	1588	23.90
Transfer Officer	Deputy	16	16	16	7	336	17519.04	Yes	1588	11.03
Medical Clinic	Deputy	8			5	40	2085.6	Yes	1588	1.31
Maintenance	Deputy	8			5	40	2085.6	Yes	1588	1.31
<b>OTHER SUBTOTAL</b>		<b>104</b>	<b>96</b>	<b>72</b>		<b>1312</b>	<b>68407.68</b>			<b>59.36</b>
<b>Subtotal Lieutenants</b>										<b>7.50</b>
<b>Subtotal Sergeants</b>										<b>25</b>
<b>Subtotal Deputies</b>										<b>232</b>
<b>TOTAL STAFF</b>		<b>58</b>	<b>49</b>	<b>40</b>						<b>264.5</b>

\*Numbers may not add up due to rounding.

**Table VI.4: Staff Coverage Plan – MCDC  
12-Hour Shifts**

Post/Position	Job Class	Hours on Days	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>SUPERVISION</b>									
Officer in Charge	Lt	12	12	7	168	8759.52	Yes	1580	5.54
Booking Lieutenant	Lt.	4		5	20	1042.8	No		0.50
Executive Lieutenant	Lt.	8		5	40	2085.6	No		1.00
Administrative Sergeant	Sgt	8		5	40	2085.6	No		1.00
3-5 Sergeant	Sgt	12	12	7	168	8759.52	Yes	1574	5.57
6-10 Sergeant	Sgt	12	12	7	168	8759.52	Yes	1574	5.57
Escort Sergeant	Sgt	12	12	7	168	8759.52	Yes	1574	5.57
Construction Sergeant	Sgt	8		7	56	2919.84	Yes	1574	1.86
Intake Sergeant	Sgt	12	12	7	168	8759.52	Yes	1574	5.57
<b>SUPERVISION SUBTOTAL</b>		<b>88</b>	<b>60</b>		<b>996</b>	<b>51931.44</b>			<b>32.16</b>
<b>HOUSING</b>									
4A Medical-10	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
4D MH-10	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
4B,C,E, F	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
5A Male GP 2X-62	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
5B Male Discipline 3/4-31	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
5C Male Discipline 1/2-32	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
5D Male WF 2X-62	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
6A Male GP 2X-62	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
6B Male Pop Overflow 2X-23	Deputy	6	6	7	84	4379.76	Yes	1692	2.59
6C Male Pop Overflow 2X-24	Deputy	6	6	7	84	4379.76	Yes	1692	2.59
6D Male GP 2X-62	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
7A Male GP 1X-32	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
7B Male MH 1X-16	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
7C Male MH 1X-16	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
7D Male GP 1X-32	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
8A GP 2X-62	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
8B Female DS/AS/MH/PC-16	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
8C Male MH Pop Overflow-16	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
8D Female GP 2X-62	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
<b>HOUSING SUBTOTAL</b>		<b>216</b>	<b>216</b>		<b>3024</b>	<b>157671.4</b>			<b>93.19</b>
<b>CONTROL</b>									
Master Control	Deputy	24	24	7	336	17519.04	Yes	1692	10.35
Intake Control	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
3 Floor Control - Court	Deputy	8		7	56	2919.84	Yes	1692	1.73
4 Floor Control	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
5 Floor Control	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
6 Floor Control	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
7 Floor Control	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
8 Floor Control	Deputy	12	12	7	168	8759.52	Yes	1692	5.18

Post/Position	Job Class	Hours on Days	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>CONTROL SUBTOTAL</b>		<b>104</b>	<b>96</b>		<b>1400</b>	<b>72996</b>			<b>43.14</b>
<b>ESCORT</b>									
Facility Utility Escort	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
3 Escort	Deputy	16		5	80	4171.2	Yes	1692	2.47
4 Escort	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
4/5 Escort	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
5 Escort	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
6 Escort	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
7 Escort	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
8 Escort	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
<b>ESCORT SUBTOTAL</b>		<b>100</b>	<b>84</b>		<b>1256</b>	<b>65487.84</b>			<b>38.70</b>
<b>OTHER</b>									
Holding Officer	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
Medical Transport	Deputy	12		5	60	3128.4	Yes	1692	1.85
SWUD	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
Recreation Officer (10th Floor control and escort)	Deputy	12	4	5	80	4171.2	Yes	1692	2.47
Release Officer	Deputy	12	12	7	168	8759.52	Yes	1692	5.18
Reception Utility Deputy	Deputy	48	48	7	672	35038.08	Yes	1692	20.71
Reception Utility Deputy Evenings	Deputy	4	4	7	56	2919.84	Yes	1692	1.73
Transfer Officer	Deputy	24	24	7	336	17519.04	Yes	1692	10.35
Medical Clinic	Deputy	8		5	40	2085.6	Yes	1692	1.23
Maintenance	Deputy	8		5	40	2085.6	Yes	1692	1.23
<b>OTHER SUBTOTAL</b>		<b>152</b>	<b>116</b>		<b>1312</b>	<b>68407.68</b>			<b>55.10</b>
<b>Subtotal Lieutenants</b>									<b>7.5</b>
<b>Subtotal Sergeants</b>									<b>25</b>
<b>Subtotal Deputies</b>									<b>230</b>
<b>TOTAL STAFF</b>		<b>83</b>	<b>72</b>						<b>262.5</b>

\*Numbers may not add up due to rounding.

## **VII. MULTNOMAH COUNTY INVERNESS JAIL (MCIJ) PROPOSED STAFFING**

## VII. MULTNOMAH COUNTY INVERNESS JAIL (MCIJ) PROPOSED STAFFING

Table VII.1: MCIJ Staffing Summary – 8 Hour Shift

JOB TITLE	FY 2007 AUTHORIZED POSITIONS	2007 PROPOSED STAFFING PLAN PBA/L&A	DIFFERENCE	Breakdown of Changes			
				Recommended Increase Due To Best Practices	Recommended Increase Due To Operational Considerations	Recommended Post Reductions	Recommended Increase Due To Net Annual Work Hours
Lieutenant	3	7	4				4
Sergeant	17.94	16	-2			2	
Deputies	144.06	161	17	10		6	13
TOTAL	164.98	184	19	10		8	17

### Highlights

- The revised net annual work hours (NAWH) accounts for the addition of 13 Corrections Deputies.
- The increased number of Corrections Deputy positions is impacted by our recommendation that all dormitory units be staffed on night shift, in order to comply with best practices for direct supervision jails. This is especially true if the capacity of the dormitories is to exceed those recommended by national standards and best direct supervision practices. The impact of this is 10 total Corrections Deputy positions.
- Although we identified a need to increase some positions, there were several posts identified that could be managed effectively with fewer staff than currently provided. The combined reductions equate to seven full-time equivalent Corrections Deputies.
- The proposed staffing plan provides relief for the Corrections Lieutenants position, thereby substantially reducing the need for Sergeants to fill in as A/OIC and Corrections Deputies as A/SGT. Not only does this have the effect of positively increasing the NAWH for Sergeants and Deputies, but equally important it maintains shift leadership at the facilities in the hands of corrections managers at the appropriate level for large, complex facilities.

- The proposed 8-hour shift staffing plan equates to 18 officers per 100 inmates. This is a very low ratio, which results in large part from the relatively large capacity of the dormitory units.
- Implementing 12-hour shifts at MCIJ could reduce the number of required Corrections Deputy full-time equivalents (FTEs) by nine.

### Key Assumptions and Explanations Underlying PBA/L&A Recommendation

1. The Multnomah County Inverness Jail (MCIJ) is a 1,019 bed facility operated with direct supervision. Dormitory housing units house as few as 57 and as many as 75 inmates. The inmates in these units are those who have been classified as “eligible.” With some limited exceptions (i.e., special needs inmates), eligible inmates are those that do not pose a high security risk, and they are classified as being able to sleep in double occupancy housing. These inmates are also not expected to require serious medical or mental health treatment.
2. The proposed staffing plan for MCIJ is predicated on the following inmate housing unit distribution and capacities:<sup>134</sup>

**Table VII.2: MCIJ Inmate Housing Unit Capacities**

Housing Unit	# Beds	Housing Classification	Housing Configuration
Dorm 1	57	Female - General Population	Dormitory
Dorm 2	57	Female – Work Force	Dormitory
Dorm 3	57	Male – General Population	Dormitory
Dorm 4	57	Male – General Population	Dormitory
Dorm 5	58	Male – General Population	Dormitory
Dorm 6	59	Male – General Population	Dormitory
Dorm 7	59	Male – General Population	Dormitory
Dorm 8	59	Male – General Population	Dormitory
Dorm 9	59	Male – General Population	Dormitory
Dorm 10	75	Male – Inside Work Force	Dormitory
Dorm 11	75	Male – Outside Work Force	Dormitory
Dorm 12	75	Male – General Population	Dormitory
Dorm 13	65	Male Mental Health – Stepdown	Dormitory
Dorm 14	65	Male Mental Health - Vulnerable	Single Cells
Dorm 15	78	Male – General Population	Single Cells

<sup>134</sup> Source: Multnomah County Inverness Jail Special Order 07-10a, dated May 9, 2007.

Housing Unit	# Beds	Housing Classification	Housing Configuration
Dorm 16	31	Male – Disciplinary	Single Cells
Dorm 17	23	Female – Disciplinary/ Population Overage	Single Cells
Dorm 18	10	Male/Female Medical	Single Cells
Total	1019		

3. All initial classification decisions are made by Classification Unit Deputies at MDCD. The MCIJ Processing Deputy then makes housing decisions based on available beds and classification information provided (e.g., requiring mental health housing). Subsequent moves for reasons other than discipline are made by the assigned Classification Deputy. There is no procedure for a routine formal reclassification of inmates, which is essential to ensure that inmates continue to be appropriately housed based on their level and risk.
4. The Classification Deputy assigned to MCIJ also makes most of the inmate workforce assignments. These positions vary and include inside and outside work, laundry, kitchen and housekeeping. This practice is consistent with best practices and should continue to include input from Corrections Deputies and Sergeants.
5. A total of 50 inmates (25 females and 25 males) are assigned to work in the kitchen. Civilian food service contract employees presently provide supervision of meal preparation, while two Corrections Deputies are assigned on overlapping shifts to supervise inmates working in the kitchen.
6. Health care services for general population inmates are essentially duplicated at MDCD and MCIJ. Although medical housing is limited (i.e., maximum of ten inmates), most medical care, including clinics, is provided at MCIJ so that inmates do not have to be transported back to MDCD for medical attention.
7. Virtually all inmate movement occurs under staff escort.<sup>135</sup> This reportedly “prevents mingling, maintains keep separates<sup>136</sup>, ensures contraband control and pat searches.” This practice is very staff intensive and has the potential to minimize participation in programs since inmates cannot attend programs unless Escort Deputies are available. Given that the facility perimeter is secure, there are good sightlines in the main corridors supplemented by closed circuit television monitoring, and regular inmate headcounts are conducted, the security risk that might be perceived to be the case if inmates moved with passes is diminished greatly. Many direct supervision jails have found that movement of most inmates via pass can occur safely and efficiently if a sound classification system is in place.

<sup>135</sup> The exception to the escorted movement is at mealtimes when work force inmates transport carts to the various housing units.

<sup>136</sup> Keep Separates – inmates who must be separated from other specified inmates for various reasons including enemies, co-defendants, and potentially some gang members.



### *Control Rooms*

8. There are three Control Rooms in MCIJ—Central Control/Segregation Control, East Control, and Processing Control. The Central Control room is co-located with the Segregation Control Room. Two Corrections Deputies are assigned to Central Control, and one in each of the other locations on a 24 hour/7 day per week basis. Control Room Deputies monitor cameras (some of which are motion activated) in program areas, dormitories and building exterior. Each of the Control Rooms operates independently of the others; therefore, there is no ability to have one Control Room, such as Central Control, operate the other Control Rooms during periods of lockdown.
9. The Central Control Deputies are also responsible for checking the computer to maintain designated inmate separations, providing visual observation of medical holding, and monitoring radios and duress alarms in housing units. The night shift Central Control Deputy opens the mail. All elevators are programmed so that they can be independently controlled by staff at the elevator or from Central Control. Relief for breaks is provided by the 16/17 Disciplinary Unit Deputy, whose post is immediately adjacent to Central Control.
10. The East Control is located in the corridor where many programs are held and the kitchen is located. A Corrections Deputy is assigned to the East Control Room due to the lack of visibility into the East Hall from Central Control. Although the justification for this post has merit, it is largely needed because the East Hall security door (i.e., between the central secure Lobby area and the East Hall) remains open most of the time. If this door remained closed, the East Control Room may only need to be staffed during high activity periods.
11. A separate Control Room is designated for Processing Control. This area is used to accept inmates into the facility and to stage them while they are waiting to be transported to court or to a housing unit.

### *Segregation and Disciplinary Action*

12. MCIJ inmates who are disciplined for rule infractions of Level 4 or below will serve their disciplinary sanction within the facility.<sup>137</sup> Following completion of the sanction, inmates are transferred to MCDC until they are deemed “eligible” to return to MCIJ.<sup>138</sup> Inmates violating Level 5 infractions are transferred to MCDC directly. When inmates are on disciplinary status at MCDC, Classification Deputies place the inmates on a review status (i.e., a prescheduled date to re-evaluate whether an inmate can move back to MCIJ). Every seven days the on-duty MCDC Sergeant

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<sup>137</sup> The disciplinary system is comprised of five levels, with five (5) being the highest (most severe) and one (1) being the lowest.

<sup>138</sup> Source: Facilities Services Section Special Order 07-01 (dated February 16, 2007); Subject: Classification Unit Policy and Procedures, Reclassification of OFF L/D Inmates, page 16; and Inmate Movement from MCIJ to MCDC, page 20.

reviews the Behavior Observation sheets that are maintained on the inmate in each housing unit, which holds inmates in disciplinary status to determine if the inmate's disciplinary level should be adjusted based on positive behavior. When the on-duty Sergeant assigned to the disciplinary status housing units determines that the inmate should no longer be on disciplinary status, he/she will notify the Classification Move Desk Deputy that the inmate can be relocated to MCIJ if that was the assigned facility prior to the disciplinary action. The Classification Move Desk Deputy makes the final approval to transfer the inmate from MCDC back to MCIJ.

13. The transfer of inmates from MCIJ to MCDC for disciplinary reasons is reportedly required because MCIJ is not designed to control higher security inmates, particularly those with requirements for lockdown. This is a staff intensive approach to behavior management, both in terms of transporting the inmates to and from MCDC and also because of the impact it has on the management of the population at MCDC. Moreover, the single cell units at MCIJ are just as secure as any at MCDC.
14. Two of the single cell units (i.e., Dorms 16 and 17) that house inmates in segregation status or in population overflows<sup>139</sup> require that a Corrections Deputy, often other than the one actually assigned to the post, conduct security and safety rounds in the unit. The Corrections Deputy assigned to the unit generally remains in the Control Room purportedly because of the amount of documentation required and to operate the cell doors on both the male and female sides. As a result, Corrections staff assigned to other posts (e.g., Corrections Supervisors, Escort Deputies, etc.) often conduct the required security and safety rounds in these two units. Inmates are often allowed to leave their cells when Corrections Deputies are not physically in the unit, but this is done only on an individual basis or with a few inmates who do not have conflicts. Mentally ill inmates are sometimes housed in either Dorm 16 or 17 either awaiting an appropriate bed at MCDC or as temporary step down/up housing if behavior warrants. Due to the higher risk this population represents to themselves and others, it is essential, and consistent with best practices, that Corrections Deputies be stationed directly in this unit. Although Dorms 16 and 17 are intended to be short term housing for other than disciplinary segregation inmates, the co-location of disciplinary segregation, mentally ill, and population overflow inmates raises serious concerns.

### *General Housing*

15. Housing assignments at MCIJ are based primarily on the availability of an *appropriate* bed. Inmates eligible to be housed at MCIJ remain at MCDC until the appropriate bed becomes available. More than 100 inmates at the MCDC facility are typically awaiting space at MCIJ.

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<sup>139</sup> Population overflows are housing units that are holding inmates of more than one classification/custody level. Generally these housing units require additional staffing to ensure the two classifications do not co-mingle.

16. The dormitories are designed so that two units share one enclosed officer station. In these units, current practice has one Corrections Deputy assigned to provide direct supervision in each dormitory/housing unit during the day and evening shifts with the enclosed officer station unstaffed. On the night shift, one Corrections Deputy is assigned to the enclosed officer station to provide surveillance/supervision for two adjacent units. When emergencies arise on the day or evening shift, one Corrections Deputy from adjacent units will respond, while the remaining Corrections Deputy monitors both housing units. This current approach to staffing at MCIJ is not necessarily consistent with direct supervision best practices, particularly since each housing unit holds 60 or more inmates resulting in one Corrections Deputy monitoring up to of 120-150 inmates at night and when emergency response is required elsewhere in the facility.
17. The two Mental Health Units for male inmates, Dorm 13 (dormitory housing) and Dorm 14 (single cells), are presently continuously staffed with two Corrections Deputies during the day and evening shift, and one Corrections Deputy during the night shift. The increased staffing is appropriate for these units.

#### *Processing/Escorts*

18. The processing area at MCIJ is used exclusively for receiving inmates brought in from other facilities or those awaiting transport to court or to another facility. Since MCIJ serves as the hub for the Intra-State transport system, there are occasions when inmates may spend greater periods of time being held in the processing area. Approximately 80-90 inmates are moved to and from court through the processing area on a daily basis. Most pre-trial inmates at MCIJ are post arraignment, although those inmates who have not been arraigned, or others who may have routine hearings, will potentially be arraigned via a video-hearing for which one Video Escort Deputy is assigned. As such, most of the MCIJ inmates moving to court will be going to the Courthouse rather than the Justice Center.
19. Processing Deputies perform necessary paperwork for receiving inmates and determining housing locations when housing was not specified. As described above, a Processing Control Deputy is assigned to oversee the transfer function and to operate the doors in this area.
20. Additional Escort Deputies are assigned to the three primary housing locations/zones: Central, West and East. These Deputies escort all inmates housed in the respective zone and monitor inmates in programs and services.
21. Facility Escorts and Maintenance Escort Deputies are also assigned to accompany maintenance staff employed by both the County and outside contractor staff. Maintenance staff is required to move throughout the building to address both significant building issues as well as routine activities such as replacing light bulbs. Escort Deputies are essential to accompany outside contractors, although County maintenance staff could be trained in basic security measures so that they could be

authorized to move without escorts and be responsible for tool control. This is especially possible given that all MCIJ inmates move with escorts, reducing the possibility of tools being stolen or other security problems occurring. Regardless of the current policy of escorting all inmates, in-house maintenance staff would be trained to secure their tools to prevent inmate tampering, along with procedures for notifying Deputies in the event a security issue arises.

22. Few inmates at MCIJ require any form of suicide watch that would necessitate the assignment of a Corrections Deputy. In fact, only five days of suicide observation were required in a two month period.<sup>140</sup> When inmates do require this higher level of supervision, it generally lasts only for a short period of time (i.e., one or two days). These watches are currently performed by Corrections Deputies on an overtime basis and given the infrequency of this activity at MCIJ (as opposed to MCDJ), overtime would appear to be the most cost efficient means to address the staffing requirements rather than including regularly assigned posts for this function.
23. Inmates who require hospitalization on a temporary or long term basis are presently supervised at the hospital by a Corrections Deputy on an overtime basis. Data for hospitalizations illustrate that there are a significant number of days on which Corrections Deputies are required to provide security coverage for inmates admitted to one of two hospitals: the Oregon Health and Sciences University (OHSU) and the Portland Adventist Medical Center (PAMC). During a three month period,<sup>141</sup> hospital coverage was required for at least one shift on 66 of 90 days at either hospital. Although there were overlapping days when inmates were hospitalized at both hospitals, these were the exception. Supervision of inmates in the hospital is virtually always accomplished on an overtime basis, as no officers are assigned to this function as a regular post. A dedicated camera-monitored room is provided at the PAMC. If there are several inmates housed at the hospital, attempts are made to assign both inmates to the same room. Generally, there is no relief provided for the Hospital Deputies; rather, the inmate is always secured to the bed to hinder escape attempts and for when the Deputy needs to use the restroom or leave the inmate for any particular reason.

### *Supervision*

24. Three Sergeant posts are presently assigned to each shift. When there is not a sufficient number of Sergeants on duty to fill the three posts, a Corrections Deputy on the promotion list will be assigned to fill the position. A senior Deputy will be used if there is no one available from the promotion list. An additional Sergeant serves as Administrative Sergeant. Supervision is provided at a ratio of one supervisor for each 8.5 Corrections Deputies, which is a good ratio in terms of the

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<sup>140</sup> Source: Multnomah County Corrections Health – Suicide Watch Statistics provided for the period from April 26 – June 28, 2007.

<sup>141</sup> Multnomah County Corrections Health: PAH and OHSU Hospital Statistics, provided August 1, 2007. Data were provided for each facility for a 6 month or longer period with the overlapping data being from January – March, 2007. The additional data provided is consistent with the overlap data.

supervisor being able to spend time with their subordinates, provide training and support, etc. This figure, however, assumes that Sergeants are actually supervising staff rather than serving in the capacity of the Officer in Charge, which is often the case. Typically, a more common industry standard in corrections facilities would allow for a staffing ratio of one Corrections Supervisor for each ten Corrections Deputies.

25. Shift Lieutenants are not presently relieved positions. Consequently, Sergeants must backfill for these posts when Lieutenants are not available for work due to such reasons as vacation, sick leave, training, etc.<sup>142</sup> Frequent backfilling for Lieutenants by Sergeants is also related to a significant number of meetings, ancillary duties and temporary assignments required of Lieutenants. These assignments include:

- CERT Commander – approximately 3-5 days per month.
- Attendance at various meetings including monthly facility and quarterly division meetings.
- Temporary assignment to set up new scheduling system.
- Attendance at Command College.
- Representation of the MCSO at public meetings or other community events (approximately one day per month).

## **Recommendations**

1. The proposed staffing plan for Corrections Deputies, Sergeants and Lieutenants reflects the proposed NAWH discussed in detail in Chapter II.
2. A designated post should be established to cover hospitalizations. Since only one 24 hour/7 day per week post with relief is recommended, it will be important to establish a process whereby staff is informed of the hospital to which they must report. At the same time, MCSO should continue to seek to use one hospital when two or more inmates are hospitalized to avoid overtime to cover additional hospitalizations. Although relief for this post is not required, it should be strongly encouraged, particularly by Transport Unit Deputies when they are between transports. When there are no inmates hospitalized, these Deputies should provide meal relief for housing officers, suicide watches if required, or be assigned to special search task forces at MCIJ or MCDC.
3. Although we identified a need to increase some post coverage, there were several posts identified that could be managed effectively with fewer staff than presently provided. The combined reductions equate to 13 full-time equivalent Corrections Deputies. These posts include:

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<sup>142</sup> There is extensive discussion of this issue in Chapters II and III in terms of how this impacts overtime expenditures and the calculation of NAWH.

- a. Central Control during the night shift. During the period when all activity is suspended, there is little need to have two staff at this post. Moreover, if incidents do occur, Escort Deputies or the Segregation Deputy can provide temporary back up.
  - b. Five Escort Deputies and two Processing Deputies are currently assigned on a daily basis. Based on the break schedule and level of activities, we suggest that four Escort Deputies during the day and evening shifts, and three Escort Deputies during the night shift, with the support of the two Processing Deputies (when available to be pulled) can conduct the escorts necessary to maintain current operations.
  - c. Two Processing Deputies are recommended for all shifts, but on a five day per week basis rather than seven days. This will ensure coverage for a period when transports and overnight holding for inmates awaiting transfer.
4. Consideration should be given to allowing inmates who are not special management or other special classifications to move via pass within the facility without escort. The facility design ensures that inmates do not pass through unauthorized zones without approval of Central Control staff if the appropriate security doors remain closed.
  5. Consideration should be given to reconfiguring the East Hall and Processing Control Rooms to allow for Central Control to assume control of these areas during the night shift. This could result in a savings of two Corrections Deputies. In either case, the Dorm 3 Corrections Deputy should provide indirect coverage of Dorm 3 from the East Control Room. The night shift Processing Control Deputy post could be eliminated if the Processing Control Deputy schedules were to be modified to begin when inmates awaiting transport are brought to the Processing area and to suspend transports at night at approximately 10:00 p.m.
  6. Housing units 16 and 17 are designated for disciplinary segregation unit, but also serve as temporary holding for the mentally ill. This housing is not appropriate for this population and potentially has a negative effect on the inmate's behavior.
  7. The disciplinary segregation housing (16 and 17) should be staffed by Corrections Deputies during the day and evening shifts so that these inmates are provided sufficient out-of-cell time consistent with best practices<sup>143</sup> as well as providing interaction with Corrections Deputies to address problems/concerns. If necessary, the Central Control Deputy can respond to alarms or door operation requests since the Segregation Control area and Central Control are co-located.

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<sup>143</sup> ACA Standard 4-ALDF-2A-64 states that inmates in special management units receive a minimum of one hour of exercise per day outside of their cells.

## *Breaks*

8. We maintain that best practices related to direct supervision requires that inmates in direct supervision units should not be left unsupervised, to include not leaving the housing unit for restroom, meal breaks, handle errands such as commissary deliveries, and during shift change. The proposed staffing plan provides sufficient staffing to allow for Housing Unit Officers to take meal breaks or provide emergency responses, with another officer assigned to supervise the unit directly during the break. This is in lieu of the present practice of one Officer monitoring two units from the enclosed officer station.
9. To complete breaks within a 2.5 hour time frame, the following schedule could be utilized:

### Day and Evening Shifts

- a. Escort A: Dorms 1, 2, 3, 4, self (2.5 hours). This assumes continuous coverage of dorms during breaks.
- b. Escort B: Dorms 5, 6, 7, 8, self (2.5 hours). This assumes continuous coverage of dorms during breaks.
- c. Escort C: Dorms 9, 10, 11, 12, self (2.5 hours). This assumes continuous coverage of dorms during breaks.
- d. Escort D: Dorms 13, 14, 15, Processing Escort A, self (2.5 hours). This assumes continuous coverage of dorms during breaks.
- e. Processing Escort B: Central Control, East Control, Processing Control, Dorm 16/17, self (2.5 hours)
- f. Medical Clinic: Dorm 18 and Self (1 hour). The Processing Escort A will break Dorm 18 on the evening shift.
- g. The Kitchen staff, Medical Transport, Video Escort and Maintenance Escort will self break.

### Night Shift

- a. Escort A: Dorms 1/ 2, 3, 4/5, 6/7, self (2.5 hours). This assumes continuous coverage of the dorm Control Rooms during breaks.
- b. Escort B: Dorms 8/9, 10/11, 12/13 (2 staff), 8, self (2.5 hours). This assumes continuous coverage of dorm Control Rooms during breaks.
- c. Escort C: Dorms 14, 14/15, 18, Processing Control, self (2.5 hours). This assumes continuous coverage of dorm Control Rooms during breaks.
- d. Processing Escort A: Central Control, Dorm 16/17 Indirect, self (2 hours). This assumes continuous coverage of dorms during breaks.
- e. With limited exceptions, some operations outside of the housing units will be kept to a minimum (e.g., programs and activities other than court may not be scheduled. For a period of 1.5 hours many of the escorts will be conducting breaks, therefore there should be limited movement of inmates who must be escorted. If escorts are required during this time (e.g., court, etc.) the Processing Deputy A, a Sergeant or Reception/Utility Deputy may conduct the escort.

10. The importance of an effective behavior management system cannot be understated, and Corrections Deputies report that the practice of transferring inmates from MCIJ to MCDC for disciplinary reasons has worked effectively for them. However, the frequent transfers between MCDC and MCIJ result in additional, and arguably unnecessary, transports. Consideration should be given to revision of this system by having each facility accommodate its own disciplinary segregation inmates, with inmates remaining at MCIJ unless exigent circumstances exist.
11. As discussed in Chapter V, ACA standards suggest that housing units be no larger than 64 inmates, while best practices in direct supervision refers to 72 inmates per unit in direct supervision. At the same time, best practices in direct supervision suggest that dormitories and units with multiple occupancy cells be staffed 24 hours a day. As discussed above, this is contrary to the present practice at MCIJ on night shift whereby one Corrections Deputy is assigned to the enclosed officer station to provide surveillance/supervision for two adjacent units. Overall, we believe that it is incumbent on us to recommend that all units be staffed on night shift, in order to comply with best practices for direct supervision jails. This is especially true if the capacity of the dormitories is to exceed those recommended by national standards and best direct supervision practices. The actual impact would be an addition of 10 total officers.
12. Meeting the ACA Standards of 64 or fewer inmates in MCIJ's dormitories would not have a staffing impact. However, an additional 35 beds would be required to meet the current housing needs.
13. We also recognize that there are some mitigating factors that need to be considered, including the excellent sight lines in the dormitories, the lower night time activity levels, and the fact that the enclosed officer station is located on the same level as the dormitory units making access simpler and faster. As such, we suggest that MCSO engage in a careful study, using both survey information<sup>144</sup> and more carefully designed incident data collection methods, to attempt to better quantify whether rule violations are occurring on the night shift in these units at a greater rate than on other shifts. If this research suggests that there are no higher numbers of incidents on night shift than on day and evening shifts, then given the lower activity levels and other mitigating factors, we cannot say that MCSO would be wrong in continuing to rely on current practices.

### *Supervision*

14. The Officer-in-Charge position is covered on a 24 hour/7 day per week basis with fewer staff on the night shift. The supervisory coverage is sufficient on the night shift with a Sergeant to Deputy ratio of 1:12.

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<sup>144</sup> O'Toole, Nelson, Liebert and Keller, *op. cit.*



15. The proposed staffing plan provides relief for the Corrections Lieutenants position, thereby substantially reducing the need for Sergeants to fill in as A/OIC and Corrections Deputies as A/SGT. Not only does this have the effect of increasing the NAWH for Sergeants and Deputies, but equally important it maintains shift leadership at the facilities in the hands of corrections managers at the appropriate level for large, complex facilities. It also allows for greater control of overtime by placing responsibility for decisions regarding replacements under the aegis of managers rather than first line supervisors. Finally, it allows for more continuity between Corrections Sergeants and the first line officers to whom they report.<sup>145</sup>

### Alternative Shift Schedules

16. Consideration was given to the staffing requirements if Corrections Deputies, Sergeants and Lieutenants work 12-hour (175 FTE's) rather than 8-hour (183 FTE's) shifts. A savings of nine staff could be realized by using the 12-hour shift configuration. See Chapter IV for further discussion of this issue.

**Table VII.3: Staff Coverage Plan – MCIJ  
8-Hour Shifts**

Post/Position	Job Class	Hours on Days	Hours on Evenings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>SUPERVISION</b>										
Officer in Charge	Lt	8	8	8	7	168	8759.52	Yes	1476	5.93
Executive Lieutenant	Lt.	8			5	40	2085.6	No		1.00
Administrative Sergeant	Sgt	8			5	40	2085.6	No		1.00
Central Sergeant	Sgt	8	8	8	7	168	8759.52	Yes	1512	5.97
East Sergeant (Dorms 1-5)	Sgt	8	8	4	7	140	7299.6	Yes	1512	4.85
West Sergeant	Sgt	8	8	4	7	140	7299.6	Yes	1512	4.85
<b>SUPERVISION SUBTOTAL</b>		<b>48</b>	<b>32</b>	<b>24</b>		<b>696</b>	<b>36289.44</b>			<b>23.38</b>
<b>HOUSING</b>										
Dorm 1 Female GP/Med-60	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 2 Female GP/WF-60	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 3 Male GP-60	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 4 Male GP-60	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 5 Male GP-60	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 6 Male GP-60	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 7 Male GP-60	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 8 Male GP-60	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 9 Male GP-60	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 10 Male GP/WF-75	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 11 Male WF-75	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 12 Male GP-75	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 13 Male MH-65	Deputy	16	16	8	7	280	14599.2	Yes	1571	9.29

<sup>145</sup> See Chapters II and III.

Post/Position	Job Class	Hours on Days	Hours on Evenings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
Dorm 14 Male MH-65	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 15 Male GP-78	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Dorm 16 Male Disc-31	Deputy	4	4	4	7	84	4379.76	Yes	1571	2.79
Dorm 17 Female DS-23	Deputy	4	4	4	7	84	4379.76	Yes	1571	2.79
Dorm 18 Medical-10	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
<b>HOUSING SUBTOTAL</b>		<b>144</b>	<b>144</b>	<b>136</b>		<b>2968</b>	<b>154751.5</b>			<b>98.51</b>
<b>CONTROL</b>										
Central Control	Deputy	16	16	8	7	280	14599.2	Yes	1571	9.29
East Control	Deputy	8	8		7	112	5839.68	Yes	1571	3.72
Processing Control	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
<b>CONTROLSUBTOTAL</b>		<b>32</b>	<b>32</b>	<b>16</b>		<b>976</b>	<b>29198.4</b>			<b>18.59</b>
<b>ESCORT</b>										
Escort	Deputy	32	32	24	7	616	32118.24	Yes	1571	20.44
Processing Escort	Deputy	16	16	16	5	240	12513.6	Yes	1571	7.97
Maintenance Escort	Deputy	8			5	40	2085.6	Yes	1571	1.33
Visitation	Deputy		8		5	40	2085.6	Yes	1571	1.33
Video Escort	Deputy	8			5	40	2085.6	Yes	1571	1.33
<b>ESCORT SUBTOTAL</b>		<b>64</b>	<b>56</b>	<b>40</b>		<b>976</b>	<b>50888.64</b>			<b>32.39</b>
<b>OTHER</b>										
Kitchen	Deputy	8	8		7	112	5839.68	Yes	1571	3.72
Medical Clinic	Deputy	8			5	40	2085.6	Yes	1571	1.33
Hospital (OSHU)	Deputy	8	8	8	7	168	8759.52	Yes	1571	5.58
Medical Transport	Deputy	8			5	40	2085.6	Yes	1571	1.33
<b>OTHER SUBTOTAL</b>		<b>32</b>	<b>16</b>	<b>8</b>		<b>40</b>	<b>2085.6</b>			<b>11.95</b>
<b>Subtotal Lieutenants</b>										<b>7</b>
<b>Subtotal Sergeants</b>										<b>16</b>
<b>Subtotal Deputies</b>										<b>161</b>
<b>TOTAL STAFF</b>		<b>40</b>	<b>35</b>	<b>27</b>						<b>184</b>

\*Numbers may not add up due to rounding.

**Table VII.4: Staff Coverage Plan – MCIJ  
12-Hour Shifts**

Post/Position	Job Class	Hours on Days	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>SUPERVISION</b>									
Officer in Charge	Lt	12	12	7	168	8759.52	Yes	1580	5.54
Executive Lieutenant	Lt	8		5	40	2085.6	No		1.00
Administrative Sergeant	Sgt	8		5	40	2085.6	No		1.00
Central Sergeant	Sgt	12	12	7	168	8759.52	Yes	1616	5.42
East Sergeant (Dorms 1-5)	Sgt	12	6	7	126	6569.64	Yes	1616	4.07
West Sergeant	Sgt	12	6	7	126	6569.64	Yes	1616	4.07
<b>SUPERVISION SUBTOTAL</b>		<b>64</b>	<b>36</b>		<b>668</b>	<b>34829.52</b>			<b>21.10</b>

Post/Position	Job Class	Hours on Days	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>HOUSING</b>									
Dorm 1 Female GP/Med-60	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 2 Female GP/WF-60	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 3 Male GP-60	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 4 Male GP-60	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 5 Male GP-60	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 6 Male GP-60	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 7 Male GP-60	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 8 Male GP-60	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 9 Male GP-60	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 10 Male GP/WF-75	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 11 Male WF-75	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 12 Male GP-75	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 13 Male MH-65	Deputy	24	12	7	252	13139.28	Yes	1675	7.84
Dorm 14 Male MH-65	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 15 Male GP-78	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Dorm 16 Male Disc-31	Deputy	6	6	7	84	4379.76	Yes	1675	2.61
Dorm 17 Female DS-23	Deputy	6	6	7	84	4379.76	Yes	1675	2.61
Dorm 18 Medical-10	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
<b>HOUSING SUBTOTAL</b>		<b>216</b>	<b>204</b>		<b>2940</b>	<b>153291.6</b>			<b>91.52</b>
<b>CONTROL</b>									
Central Control	Deputy	24	16	7	280	14599.2	Yes	1675	8.72
East Control	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Processing Control	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
<b>CONTROL SUBTOTAL</b>		<b>48</b>	<b>40</b>		<b>616</b>	<b>32118.24</b>			<b>19.18</b>
<b>ESCORT</b>									
Escort	Deputy	48	36	7	588	30658.32	Yes	1675	18.30
Processing Escort	Deputy	24	24	5	240	12513.6	Yes	1675	7.47
Maintenance Escort	Deputy	8	0	5	40	2085.6	Yes	1675	1.25
Visitation	Deputy		8	7	56	2919.84	Yes	1675	1.74
Video Escort	Deputy	8	8	5	80	4171.2	Yes	1675	2.49
<b>ESCORT SUBTOTAL</b>		<b>40</b>	<b>40</b>		<b>1004</b>	<b>52348.56</b>			<b>31.25</b>
<b>OTHER</b>									
Kitchen	Deputy	16		7	112	5839.68	Yes	1675	3.49
Hospital (OSHU)	Deputy	12	12	7	168	8759.52	Yes	1675	5.23
Medical Transport	Deputy	8		5	40	2085.6	Yes	1675	1.25
Medical Clinic	Deputy	8		5	40	2085.6	Yes	1675	1.25
<b>OTHER SUBTOTAL</b>		<b>44</b>	<b>12</b>		<b>360</b>	<b>18770.4</b>			<b>11.21</b>
<b>Subtotal Lieutenants</b>									<b>7</b>
<b>Subtotal Sergeants</b>									<b>15</b>
<b>Subtotal Deputies</b>									<b>153</b>
<b>TOTAL STAFF</b>		<b>52</b>	<b>42</b>						<b>175</b>

\*Numbers may not add up due to rounding.

## **VIII. WAPATO JAIL PROPOSED STAFFING**

## VIII. WAPATO JAIL PROPOSED STAFFING

### Introduction

In May 1996, Multnomah County voters approved a bond measure to build a new detention and secure drug and alcohol treatment center. During construction it was determined that the facility was not going to be used for drug and alcohol treatment. Modifications were made to the building to use the entire facility as a jail. The Wapato Facility was completed in July 2004, but due to limited County finances, the Wapato facility has never been opened to house inmates.

The scope of the staffing plans for Wapato differs significantly from those presented for the other jails and operational units covered in this report:

- First, proposed staffing plans are presented for three different operational capacities: 525 (three 75-bed dormitories and six 50-bed dormitories)<sup>146</sup>, 325 (with three 75-bed dormitories and two 50-bed dormitories)<sup>147</sup>, and 225 (three 75-bed dormitories)<sup>148</sup>. These capacities reflect incremental options that the Sheriff's Office has previously provided to the Board of County Commissioners.
- Second, in addition to identifying required Corrections Lieutenants, Sergeants and Deputy positions, the Wapato proposed staffing includes required positions for programs and support functions (typically civilian and falling under Local 88's Collective Bargaining Agreement) necessary to open and operate the facility. These positions, however, are limited to those that would actually be assigned to the Wapato facility. Additional positions may be required in other centralized MCSO units to support the new jail, but consideration of these positions was excluded from the scope of this study, except for those in Classification, Transport and Court Services Units.<sup>149</sup> The positions identified here supplement those recommended in Chapters IX, X, and XI.

### Highlights

- Wapato is not the most staff efficient design for a detention center. Specifically, six of nine dormitories have a capacity of 50 inmates (sized for drug and alcohol treatment). As a detention center for medium/minimum inmates, these units could have been sized for 64 inmates each, thus making them more staff efficient to operate. The small number of housing units on each level and the design of the

<sup>146</sup> The capacity would change to 492 if the 75 bed dorms were reduced to meet the ACA standard of 64.

<sup>147</sup> The capacity would change to 292 if the 75 bed dorms were reduced to meet the ACA standard of 64.

<sup>148</sup> The capacity would change to 192 if the 75 bed dorms were reduced to meet the ACA standard of 64.

<sup>149</sup> Contract food services and healthcare staff are also not addressed here. The opening of Wapato will clearly affect many centralized functions/units, and increases to current staffing complements in these functions/units have not been analyzed as part of this study. Functions/units not analyzed include: payroll, human resource, records technicians, equipment/property technicians, clerical, etc.

larger units with an elevated Control Room results in compromised efficiency.

- Based on eight-hour shifts, total staffing associated with opening Wapato at the 225 threshold is 59 FTE's, plus five centralized unit positions, for a total of 64 FTE's.
- Based on eight-hour shifts, total staffing associated with opening Wapato at the 325 threshold is 83 FTE's, plus eight centralized positions, for a total of 91 FTE's.
- Based on eight-hour shifts, total staffing associated with opening Wapato at the 525 threshold is 122 FTE's, plus 11 centralized position, for a total of 133 FTE's. As would be expected, due to economies of scale, on a staff per hundred inmate efficiency basis, the 525 threshold is more efficient than 225 or 325.
- While there are some implications for the Classification and Transport Units, assuming video-hearings are implemented, there should not be any impact on Court Services associated with the opening of Wapato.

## **Key Assumptions and Explanations Underlying PBA/L&A Recommendations**

### *General*

1. The anticipated population profile for Wapato will be consistent with the population housed at MCIJ - predominately pre-sentenced general population male and female inmates. Inmates will be medium or minimum security and in stable medical condition. Those inmates considered high-risk or chronically ill, or requiring specialized treatment or care will continue to be housed at either MCDC or MCIJ.
2. The proposed staffing plans assume daily populations not in excess of design capacity.
3. Discussions with MCSO administrators during the process of developing this report revealed a commitment to employ direct supervision inmate management in the Wapato Facility.
4. MCSO will not book or release inmates from this facility.<sup>150</sup>
5. As the facility is not yet open, there is no baseline data from which to construct a Net Annual Work Hours (NAWH) analysis for Corrections Lieutenants, Sergeants and Deputies in the proposed staffing plans. For planning purposes, we determined that a NAWH based on a three-year average of MCDC and MCIJ would be a reasonable approach until the facility opens and a facility-specific figure can be calculated based on actual data. For other positions, NAWHs were calculated based upon actual data since these positions are function-specific rather than facility-specific. That is, staff for these positions comprise an existing functional unit and may be assigned to work

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<sup>150</sup> This was a key provision of the Conditional Use Permit signed by the MCSO to promote productive relationships with the facility's neighbors, the adjacent natural resources, and the broader community.

anywhere within the system.

6. The following NAWH figures were applied:<sup>151</sup>

- Corrections Deputies -1580 hours
- Corrections Sergeants -1491 hours
- Corrections Lieutenants -1476 hours
- Equipment/Property Technicians (EPT) - 1745 hours
- Facility Security Officers (FSO) - 1717 hours
- Classification Deputies - 1659
- Transport Deputies - 1622

#### *Wapato Administration and Security Operations*

7. For the 325- and 525-population thresholds we have recommended that a Captain be assigned as the facility's commander. For the 225-population threshold we have recommended that a Lieutenant be assigned as the facility's commander. We maintain that a high level administrator is required to ensure consistent direction, provide administrative accountability, handle the myriad administrative responsibilities and activities associated with overseeing a facility, and ensure quality assurance and legal conformance.
8. The role of Shift Commander is handled differently, based on the capacity of the facility.
9. By providing a proper relief factor for Lieutenants, the number of hours that Sergeants must act as officer-in-charge (OIC) should dramatically decrease from the levels presently experienced at MDCD and MCIJ.
10. An adequate number of Corrections Lieutenants is required in order to properly handle a variety of duties such as: performance evaluations, grievances, disciplinary hearings, review of incident reports, staff supervision, overtime management, training and coordination with other facilities.
11. The number of Sergeants required on each shift reflects a 1:10-1:15 ratio span of supervisory control.<sup>152</sup>
12. Staff coverage for the facility is shown based on using best practices as discussed in Chapter V.<sup>153</sup>

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<sup>151</sup> See Chapter II for details regarding the calculations and proposed NAWH. These NAWHs are based on employees working 2,086 hours annually.

<sup>152</sup> The range of line deputies to Sergeants is somewhat flexible, depending on the type of work, the design of the area and the shift.

<sup>153</sup> Best Practices in Corrections, used in this report, are based on direct supervision principles, American Correctional Association (ACA) Standards for Adult Local Detention Centers and the NIC Direct Supervision Self Audit.

13. Possible variations in Corrections Deputy coverage on night shift may be considered by MCSO based on an analysis of inmate classification, operational precedent at MCIJ, sight lines, job task analysis and proper back-up and emergency response.
14. Three of the dormitories are planned to house 75 inmates each, which conflicts with the ACA standard of no more than 64 inmates per multiple occupancy housing unit. Depending on a task analysis of the job of the housing deputy, the MCSO may wish to consider reducing the population size of these units to ensure that the officer can effectively manage the population.
15. The second and third floor housing units (two 50-bed dormitories per floor) have no other staff on the floors. This must be considered when reviewing coverage during breaks on the night shift to insure that proper response to emergency situations is provided.
16. Inmates in the larger dormitories should not be left unsupervised, including during staff meal breaks.
17. On night shift, in the 50-bed units, because of good sightlines from the control center between the two units, dormitory officers could provide breaks for each other and operate in an indirect mode for a brief time, thereby taking the responsibility off of the Escort Officers.
18. Consideration should be given to the modification of the policy of escorting medium/minimum inmates inside the jail. While this would not necessarily reduce staffing levels, it would make the Escort Officers more available for relief, shakedowns, perimeter checks, etc.
19. The processing area at Wapato will be used exclusively for processing inmates brought in from other facilities or those awaiting transport to court or to another facility. We assume that approximately 10% of inmates will be moved to and from court through the processing area on a daily basis.<sup>154</sup> Most pre-trial inmates at Wapato would be post arraignment, although those inmates who have not been arraigned will be arraigned via a video-hearing. As such, most of the Wapato inmates moving to court will be going to the Courthouse rather than the Justice Center.
20. Breaks are provided for in the Collective Bargaining Agreement. Break relief is not reflected in the NAWH calculation; it is included in calculation of the number of escort/relief officers needed on each shift. A break schedule was developed, using Escort Officers, to insure proper coverage. Officers on breaks can respond to emergencies since they are not permitted to leave the building.

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<sup>154</sup> This figure is consistent with the numbers at MCIJ, which should be comparable if the inmate profile is similar.



## *Wapato Programs and Support Services*

### Public Lobby

21. Facility Security Officers (FSO) staff the public lobby and conduct security checks for persons entering the facility. In addition to conducting security checks and authorizing entrance into the facility for professionals, chaplains, contractors, maintenance personnel, and family and friend visitors, FSOs accept inmate monies, accept and/or release inmate property, coordinate video-conferences, conduct security checks of the visitation area and parking lots, answer calls coming into the facility, conduct background checks on volunteers and contractors, scan incoming inmate mail and medications, and research outside requests for information.
22. Based upon current practice at MCIJ, it is anticipated that the public lobby at Wapato will be open from 7 a.m. until 11 p.m. Monday-Friday, and from 3 p.m. until 11 p.m. Saturday and Sunday. During those hours that the public lobby is closed, incoming calls will be routed to the control centers and security staff will process entry of authorized persons into the facility.

### Visitation

23. Inmates are eligible to receive two 30-minute non-contact social visits per week. Visitation sessions for family and friends will only be conducted during those times that the public lobby is open and staffed by FSOs. Each visitation session comprises one hour: 30 minutes for the actual visit and 30 minutes to move inmates and visitors in/out of the visitation space and to complete a security sweep of the visitation area. Table VIII.1 outlines the number of visitation hours required to accommodate the anticipated number of family and friends visits.

**Table VIII.1: Visitation Space Needs Calculation**

	<b>Wapato 225</b>	<b>Wapato 325</b>	<b>Wapato 525</b>
Facility Capacity	225	325	525
Number of inmates receiving visits – 50%	113	163	263
Length of visiting session (30 min visit + 30 min escort visitors and security sweep)	1 Hour	1 Hour	1 Hour
Number of visitation session (113/163/263 each X 2)	226	326	526
Visitation stations	18	18	18
Number of weekly visitation sessions needed (226/326/526 - each ÷ 18)	13	18	29
Visitation sessions	Sat: 6 Sun: 7	Mon-Fri: 6 Sat: 6 Sat: 6	Mon-Fri: 17 Sat: 6 Sat: 6

24. Professional visits may be received regardless of whether the public lobby is staffed by FSOs. In the absence of FSOs, Corrections Deputies who can be assigned will be required to coordinate these visits.

#### Religious Programs and Services

25. A paid Chaplain coordinates religious programs and services, which also includes the coordination of volunteer religious-related activities within the facility.

#### Inmate Discipline

26. The Hearing Officer, a civilian position, is responsible for processing all allegations of inmate misconduct. This involves ensuring an inmate due process rights to notification of alleged misconduct, opportunity to present evidence and witnesses, opportunity to be heard, hearing before an impartial party, notification of hearing decision and opportunity for appeal.

#### Inmate Programs

27. Corrections Counselors, assigned to the Programs Unit, are required for the coordination and delivery of programs and services on site at Wapato. They complete a needs assessment for each inmate in order to identify a program and/or treatment plan, as well as determining individual inmate needs related to transitioning back into the community. Each counselor is capable of conducting individual and group programs. Counselors refer clinical assessments to the appropriate professional (e.g., mental health – psychologist or psychiatrist).
28. Counselors manage and process inmate requests and grievances, as well as inmate housing assignments.
29. Corrections Technicians (Corrections Techs) provide support to Corrections Counselors and administer law and recreational library. In addition, Corrections Techs record and maintain statistical data and program files.

#### Library

30. Law library will be located within each housing unit and available via CD-ROMS and printed materials. Corrections Techs will complete needed copying or printing of legal materials.
31. Recreational library will be located within each housing unit. The Corrections Tech will rotate and update books available for leisure reading on a regular basis.

### Recreation

32. Recreation occurs in recreation areas located adjacent to and accessible directly from the individual inmate housing units. The Corrections Deputy assigned to the housing unit is responsible for coordinating and supervising inmate recreation.

### Healthcare

33. Chronically ill inmates or those requiring specialized treatment or care will be housed at MCDL or MCIJ.
34. Corrections Deputies provide security during clinic hours when healthcare staff sees inmates within the clinic area.

### Food Service

35. Food service will be a contracted service. The current food service provider is Aramark. The kitchen will operate 16 hours per day, seven days per week. Inmate workers will supplement the food service contract. Corrections Deputies will provide security in the food service area.

### Maintenance

36. Multnomah County operates a separate maintenance department responsible for the upkeep and repair of all County-owned buildings. A Corrections Deputy will coordinate repair and maintenance activities, as well as escort and supervision of County maintenance personnel while on site at Wapato.
37. Based upon availability, the Maintenance Corrections Deputy may assist in transporting inmates to medical appointments.

### Commissary

38. Inmates may order from the commissary twice per week. Equipment/Property Technician (EPTs) collect individual orders, which are forwarded and processed at the centralized commissary. Once filled, commissary orders are received by the facility and the EPT delivers them to the individual housing units where the Corrections Deputy distributes commissary orders directly to the inmates.

### Laundry

39. MCSO operates a centralized laundry facility located on the grounds of the MCIJ facility, 14 hours per day five days per week. It is here that all soiled laundry is cleaned and prepared for distribution to MCDL, MCIJ and presumably Wapato, and that all new clothing and laundry-related supplies are ordered and distributed to MCDL, MCIJ and Wapato. Inmates receive clean clothing twice a week and clean linen once per week. It is a one-for-one exchange process conducted by the EPT with security oversight provided by the Housing Deputy. It should require

approximately one hour to complete a clothing exchange for a housing unit having capacity for 75 inmates.

### *Centralized MCSO Functions*

The staffing recommendations for centralized MCSO functions as they relate to the opening of the Wapato facility are predicated on current policies and procedures. Should the criteria for admission to MCSO facilities change or expand, MCSO needs to reevaluate the staffing needs for Classification, Court Services, Transport Unit, Equipment/Property and Records Techs, etc.

### Classification Unit

1. Staffing recommendations for Classification in light of opening the Wapato facility are premised upon implementation of the proposed staffing plan outlined in Chapter X.
2. Classification Deputies complete a formal classification upon an inmate's admission to MCDCC. Additional Classification Deputies are required at Wapato to complete reclassifications, classification reviews and hearings, security upgrades and program assessments. Staffing levels for this purpose are determined based upon a 1:200 staff to inmate ratio.
3. Classification Deputies and Corrections Counselors should work collaboratively in assigning individual inmate risk factors and developing program and treatment plans. This also provides an opportunity for cross training, which may result in the need for fewer staff as one position could provide relief for the other in certain situations.

### Transport Unit

4. Staffing recommendations for the Transport Unit in response to opening the Wapato facility are premised upon implementation of the proposed staffing plan outlined in Chapter XI.
5. Transports to/from Wapato take approximately 50-60 minutes one-way due to distance and time of day (traffic).
6. Transport operates five days per week. Transport activities include court appearances, transfer between MCSO facilities, and transfer to other correctional facilities (i.e., state prison), and scheduled medical appointments.
7. Additional Transport Deputies are required to transport inmates to/from court and scheduled medical appointments five days per week. Corrections Deputies assigned to Transport will be responsible for taking inmates to court in the morning and making the first of two return trips from court in the afternoon. Schedule permitting, these deputies would also transport inmates to scheduled medical appointments at MCIJ or at community-based healthcare centers. The proposed

Transport Unit staffing plan provides adequate staffing levels to accommodate a second return trip from court in the late afternoon.

### Court Services Unit

8. Staffing recommendations for Court Services in light of opening the Wapato facility are premised upon implementation of the proposed staffing plan outlined in Chapter IX.
9. It is anticipated that on any given day, ten-percent of the Wapato population will be going to court.
10. Inmates housed at Wapato will attend some judicial proceedings via video-hearings. These video-hearings will be conducted five days per week. A Wapato Corrections Deputy is responsible for the coordination of video-hearings and the escort of inmates to/from these video-hearings.
11. Unless additional judges, prosecutors, or courtrooms become available, or video hearings do not materialize as a viable option, the proposed Court Services Unit staffing plan (Chapter IX) should be sufficient to handle court-related activity generated by the opening of Wapato.

### **Staffing Recommendations (225 Bed Capacity)**

#### *Wapato Administration and Security Operations*

1. The Wapato facility operates as a satellite facility to the MCIJ facility.
2. At the 225 capacity threshold (192 if in accordance with ACA standards), one Lieutenant is assigned as Facility Commander and will report to the Captain at MCIJ. One Sergeant is assigned to each shift. The Corrections Sergeant's NAWH calculation (1515) reflects no OIC time as they would be responsible for shift operations and oversight. When the Lieutenant is not present at the Wapato Jail, administrative back-up for the Sergeants, if needed, will be provided by the Captain or Lieutenant on duty at MCIJ. Because of the distance between the two facilities, response on-site by administrative staff from the Inverness Jail could take some time. In rare circumstances, when a Sergeant that is scheduled for work fails to report, a Sergeant will be called in on an overtime basis to provide coverage. A Corrections Deputy will act as OIC only in emergent situations.
3. The three larger dormitories have a Deputy assigned on each shift to provide continuous coverage, per best practices. The staffing plan shows the dormitory deputies on all three shifts, in the larger units, remaining in the dayroom versus being stationed in the mezzanine Control Room. This staffing plan is consistent with best practices and requires the same number of staff as stationing one officer in the Control Room and one rotating between the two units on the dayroom level. The

officer in the Control Room cannot respond to a crisis. We would not support a staffing plan that places one officer in the mezzanine Control Room, with no staff on the floor with just an escort/relief deputy making rounds to do welfare checks.<sup>155</sup>

4. Two Escort/Relief Deputies are assigned to each shift to move inmates throughout the building, provide back up for housing officers, assist with unit and cell searches and provide meal and break relief for housing posts.
5. The following is a sample break coverage schedule:
  - a. Day and Evening Shifts have 3 Dormitory Officers, a Processing Deputy and a Central Control Deputy that need relief for breaks, plus each Escort Officer (2) needs to take a break. To complete breaks within 2.5 hour time frame, the following schedule could be utilized:
    - Escort A – Dorm Officers 9, 8, 7, Processing, self (2.5 hrs) (assumes continuous coverage of dorms during breaks).
    - Escort B – Central Control, self (1hr).
    - For 1 hour on the shift there will only be one Sergeant available.
  - b. Night Shift has 3 Dormitory Officers (Units 7, 8 & 9) and Central Control that need relief for breaks, plus each Escort Officer (2) needs to take a break. To complete breaks within 2.5 hour time frame, the following schedule could be utilized:
    - Escort A – Dorm Officers 9, 8, self (1.5 hrs) (assumes continuous coverage of dorms during breaks).
    - Escort B – Dorm 7, Central Control, self (1.5 hrs).
    - For 1.5 hours on the shift there will only be one Sergeant available.
    - Officers on breaks can respond to emergencies since they cannot leave the building.
6. The Corrections Deputy post in Processing is only staffed on two shifts. This post will also provide security during healthcare clinic hours for four hours, two days per week, when activity levels are low because all inmates have gone to court but not yet returned.
7. Corrections Deputies provide security in the food service area 16 hours per day, seven days per week.
8. Central Control is staffed on all three shifts with one Corrections Deputy.
9. The Corrections Deputy responsible for facility repairs and maintenance works eight hours per day, five days per week. This is a relieved position.

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<sup>155</sup> If the MCSO elects to follow the precedent set at MCIJ and have one officer circulate between dormitory units 7 and 8 on night shift, two fewer Deputy positions would be required (see the discussion of this in Chapter VII and Chapter V).

10. A Corrections Deputy, responsible for the coordination of video-hearings and the escort of inmates to/from these hearings, works eight hours per day, five days per week. If video-hearings are not implemented, this post should be assigned to Court Services.
11. One Transport Deputy assigned to work eight hours per day, five days per week transports inmates to MCIJ or community healthcare centers for medical treatment.
12. A 12-hour shift schedule at Wapato could save approximately three total positions.<sup>156</sup> This is based on the change in the NAWHs. Staff would contract be contracted for 2,190 hours per year instead of 2,086 hours with an 8-hour shift. Therefore, 104 hours is added to their NAWHs. If staff ends up using less leave time because of the 12-hour schedule, the NAWHs will increase, and there would be a greater savings in staff positions (see Chapter IV).

#### *Wapato Programs and Support Services*

13. One FSO will be assigned to the public lobby from 7 a.m. until 11 p.m. Monday through Friday, and two FSOs will be assigned from 3 p.m. until 11 p.m. on Saturday and Sundays. FSOs are responsible for the public lobby and inmate visitation.
14. The Chaplain assigned to MCIJ will coordinate religious programs and services at the Wapato facility.
15. One Hearing Officer, who works eight hours per day, five days per week, processes inmate discipline. Instead of calculating a NAWH for relief, relief is provided using the current practice of contracting temporary employees – who are generally former classification or programs employees. Should a temporary employee be unavailable to provide relief, the Hearing Officer assigned to MCIJ provides relief.
16. A Program Administrator manages and has oversight responsibility for program administration and assigned counselors. The Program Administrator works eight hours per day, five days per week, and is a non-relieved position.
17. The Corrections Counselors each work eight hours per day, five days per week, and are non-relieved positions. Cross training allows other Counselors to provide coverage when someone is absent. Two Counselors manage three housing units with 75 inmates each.
18. A Corrections Tech works eight hours per day, five days per week, and provides support to Corrections Counselors and administers law and recreational library.
19. One Equipment/Property Technician (EPT) works eight hours per day, five days per week, and manages and coordinates the laundry, commissary, and facility supply functions.

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<sup>156</sup> 58 Wapato positions versus 61.

### *Centralized MCSO Functions*

#### Classification Unit

20.A Classification Unit Corrections Deputy is responsible for reclassifications, classification reviews and hearings, security upgrades and program assessments, and works eight hours per day, five days per week at Wapato. This is a relieved position. Staffing levels for this purpose are based upon a 1:200 staff to inmate ratio.

#### Transport Unit

21. Corrections Deputies assigned to the Transport Unit are responsible for taking inmates to court in the morning and making the first of two return trips from court in the afternoon. Schedule permitting, these deputies would also transport inmates to scheduled medical appointments at MCIJ or at community-based healthcare centers. In order to conserve time and fuel, the workday begins and ends at the Wapato facility. Two Corrections Deputies assigned to Transport for this purpose work ten hours per day, four days per week. This is equivalent to 3.3 FTE.

#### Court Services Unit

22. Assuming that most inmates housed at Wapato will attend judicial proceedings via video-hearings, and unless additional judges, prosecutors, or courtrooms become available, the proposed Court Services Unit staffing plan (Chapter IX) should be sufficient to handle court-related activity generated by the opening of Wapato at this threshold. If video-hearings are not implemented at the Wapato facility, the video-hearings escort position assigned to Wapato should be transferred to the Court Services Unit.

#### MCIJ – Work Program

23. One Corrections Deputy will be needed to supervise the work crew responsible for grounds maintenance and janitorial activities in non-secure areas at the Wapato facility. This will be staffed eight hours per day, five days per week. Since the outside work crews will come from the Inverness jail, this position will be assigned to that facility.



**Table VIII.2: Staff Coverage Plan – Wapato 225 Bed Capacity  
8-Hour Shifts**

Post/Position	Job Class	Hours on Days	Hours on Even-ings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>ADMINISTRATION</b>										
Facility Commander	Lt.	8	0	0	5	40	2085.6	No	2086	1.00
Sergeant (Shift Supervisor)	Sgt.	8	8	8	7	168	8759.5	Yes	1515	5.78
<b>ADMINISTRATION SUBTOTAL</b>		<b>16</b>	<b>8</b>	<b>8</b>		<b>208</b>	<b>10845.1</b>			<b>6.78</b>
<b>CORRECTIONS DEPUTY</b>										
Dorm 7 (75 beds)	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Dorm 8 (75 beds)	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Dorm 9 (75 beds)	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Escort/Relief	Dep.	16	16	16	7	336	17519.0	Yes	1580	11.09
Processing	Dep.	8	8	0	7	112	5839.7	Yes	1580	3.70
Central Control	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Video-Hearings/Escort	Dep.	8	0	0	5	40	2085.6	Yes	1580	1.32
Food Service	Dep.	8	8	0	7	112	5839.7	Yes	1580	3.70
Maintenance	Dep.	8	0	0	5	40	2085.6	Yes	1580	1.32
<b>DEPUTY SUBTOTAL</b>		<b>80</b>	<b>64</b>	<b>48</b>		<b>1312</b>	<b>68407.7</b>			<b>43.30</b>
<b>PROGRAMS &amp; SUPPORT</b>										
FSO-Public Lobby (M-F)	Civ	8	8	0	5	80	4171.2	Yes	1697	2.46
FSO-Public Lobby (Sa-Su)	Civ	0	16	0	2	32	1668.5	Yes	1697	0.98
Hearing Officer	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Program Administrator	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Corrections Counselor	Civ	16	0	0	5	80	4171.2	No	2086	2.00
Corrections Tech	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Equip/Property Tech	Civ	8	0	0	5	40	2085.6	Yes	1769	1.18
<b>PROGRAM &amp; SUPPORT SUBTOTAL</b>		<b>56</b>	<b>24</b>	<b>0</b>		<b>352</b>	<b>18353.3</b>			<b>9.62</b>
<b>Subtotal Lieutenant</b>										<b>1</b>
<b>Subtotal Sergeant</b>										<b>6</b>
<b>Subtotal Deputy</b>										<b>43</b>
<b>Subtotal Civilian</b>										<b>9</b>
<b>TOTAL STAFF</b>										<b>59</b>
<b>CENTRALIZED MCSO FUNCTIONS</b>										
Classification	Dep.	8	0	0	5	40	2085.6	Yes	1659	1.26
Transport	Dep.	16	4	0	5	100	5214.0	Yes	1622	3.21
Work Crew	Dep.	8	0	0	5	40	2085.6	Yes	1571	1.33
<b>CENTRALIZED MCSO FUNCTIONS SUBTOTAL</b>		<b>32</b>	<b>4</b>	<b>0</b>		<b>180</b>	<b>9385.2</b>			<b>5.80</b>

**Table VIII.3: Staff Coverage Plan – Wapato 225 Bed Capacity  
12-Hour Shifts**

Post/Position	Job Class	Hours on Days 8 Hr	Hours on Even-ings 8 Hr	Hours on Nights 8 Hr	Hours on Days 12 Hr	Hours on Nights 12 Hr	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post ?	NAWH	Total FTEs Need -ed
<b>ADMINISTRATION</b>												
Facility Commander	Lt.	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Sergeant (Shift Supervisor)	Sgt.	0	0	0	12	12	7	168	8759.5	Yes	1619	5.41
<b>ADMINISTRATION SUBTOTAL</b>		<b>8</b>	<b>0</b>	<b>0</b>	<b>12</b>	<b>12</b>		<b>208</b>	<b>10845.1</b>			<b>6.41</b>
<b>CORRECTIONS DEPUTY</b>												
Dorm 7 (75 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 8 (75 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 9 (75 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Escort/Relief	Dep.	0	0	0	24	24	7	336	17519.0	Yes	1684	10.40
Processing	Dep.	8	8	0	0	0	7	112	5839.7	Yes	1580	3.70
Central Control	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Video-Hearings/Escort	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1580	1.32
Food Service	Dep.	8	8	0	0	0	7	112	5839.7	Yes	1580	3.70
Maintenance	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1580	1.32
<b>DEPUTY SUBTOTAL</b>		<b>32</b>	<b>16</b>	<b>0</b>	<b>72</b>	<b>72</b>		<b>1312</b>	<b>68407.7</b>			<b>41.24</b>
<b>PROGRAMS &amp; SUPPORT</b>												
FSO-Public Lobby (M-F)	Civ	8	8	0	0	0	5	80	4171.2	Yes	1697	2.46
FSO-Public Lobby (Sa-Su)	Civ	0	16	0	0	0	2	32	1668.5	Yes	1697	0.98
Hearing Officer	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Program Administrator	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Corrections Counselor	Civ	16	0	0	0	0	5	80	4171.2	No	2086	2.00
Corrections Tech	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Equip/Property Tech	Civ	8	0	0	0	0	5	40	2085.6	Yes	1769	1.18
<b>PROGRAM &amp; SUPPORT SUBTOTAL</b>		<b>56</b>	<b>24</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>352</b>	<b>18353.3</b>			<b>9.62</b>
<b>Subtotal Lieutenant</b>												<b>1</b>
<b>Subtotal Sergeant</b>												<b>5</b>
<b>Subtotal Deputy</b>												<b>41</b>
<b>Subtotal Civilian</b>												<b>10</b>
<b>TOTAL STAFF</b>												<b>57</b>
<b>CENTRALIZED MCSO FUNCTIONS</b>												
Classification	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1659	1.26
Transport	Dep.	16	4	0	0	0	5	100	5214.0	Yes	1622	3.21
MCIJ - Work Crew	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1571	1.33
<b>CENTRALIZED MCSO FUNCTIONS SUBTOTAL</b>		<b>32</b>	<b>4</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>180</b>	<b>9385.2</b>			<b>5.80</b>

**Staffing Recommendations (325 Bed Capacity)***Wapato Administration and Security Operations*

1. Command staff will include a Captain, consistent with the other facilities.
2. At the 325 capacity (292 if in accordance with ACA standards) threshold, one Corrections Lieutenant is assigned to each shift to act as the Shift Commander as well as handling administrative functions, with no relief coverage applied.
3. Because of the smaller capacity of this facility and the classification of inmates, it was felt that Corrections Sergeants could supervise the facility when a Lieutenant was not present. One Sergeant is assigned to each shift. The NAWH calculation for Corrections Sergeants (1246) reflects each Sergeant acting as OIC, on average, 269 hours per year.
4. All dormitories (50 bed and larger units) have a Corrections Deputy assigned on each shift to provide continuous coverage. The staffing plan shows the dormitory Deputies on all three shifts in the larger units remaining in the dayroom versus being stationed in the mezzanine Control Room. This staffing plan is consistent with best practices, and requires the same number of staff as stationing one officer in the Control Room and one rotating between the two units on the dayroom level. The Officer in the Control Room cannot respond to a crisis. We would not support a staffing plan that places one Officer in the mezzanine Control Room, with no staff on the floor with just an Escort/Relief Deputy making security and welfare check rounds twice an hour.<sup>157</sup>
5. Escort/Relief Deputies are provided to move throughout the building, provide back-up for Housing Officers, assist with shake downs and provide meal and break relief for housing posts. There are three assigned to the day and evening shift, and two assigned to the night shift. If current policy changes regarding escorting all inmates in the facility, these officers will be available to assist in other duties such as shakedown and perimeter checks, etc.
6. The following is a sample break coverage schedule:
  - a. Day and Evening Shifts have five Dormitory Officers, a Processing Deputy and Central Control Deputy that need relief for meal breaks, plus each of three Escort Officers needs to take a break. To complete breaks within a 2.5 hour time frame, the following schedule could be utilized:
    - Escort A – Dorm Officers 9, 8, 7, 1, self (2.5 hours) (assumes continuous coverage of dorms during breaks).
    - Escort B – Dorm Officer 2, Processing, Central Control, self (two hours).

<sup>157</sup> If the MCSO elects to follow the precedent set at MCIJ and have one officer circulate between two dormitory units on night shift, four fewer Deputy positions would be required (see the discussion of this within Chapter VII and Chapter V).

- Escort C – self, stays on floor (0.5hr).
  - For 2.hours on the shift, there will only be one Escort Officer and a Sergeant available.
- b. Night Shift has three Dormitory Officers (Units 7, 8 & 9) and a Central Control Officer that need relief for breaks, plus two Escort Officers that need to take a break. To complete breaks within 2.5 hour time frame, the following schedule could be utilized:
- Escort A – Dorm Officers 9, 8, 7, self (two hours) (Assumes continuous coverage of dorms during breaks).
  - Escort B – Central Control, self (1 hr).
  - For one hour on the shift, there will only be one Sergeant available.
  - Officers assigned to Dormitory units 1 & 2 will provide each other with meal breaks and operate with indirect supervision during the period of time when one officer is on break to reduce the workload on Escort Officers, since there are only two assigned on night shift.
  - Officers on breaks can respond to emergencies since they are not permitted to leave the building.
24. The post in Processing is staffed on two shifts, to correspond with the times that the majority of movement to and from courts and other facilities occur.
25. Central Control is staffed on all three shifts with one Corrections Deputy.
26. One Corrections Deputy is assigned four hours per day, five days per week to provide security during healthcare clinic hours.
27. Corrections Deputies provide security in the food service area 16 hours per day, seven days per week.
28. The Corrections Deputy responsible for facility repairs and maintenance works eight hours per day, five days per week. This is a relieved position.
29. A Corrections Deputy, responsible for the coordination of video-hearings and the escort of inmates to/from these hearings, works eight hours per day, five days per week. This is a relieved position. If video-hearings are not implemented, this post should be assigned to Court Services.
30. If a 12-hour shift schedule is applied to Wapato, it could save approximately three positions.<sup>158</sup> This is just based on the change in the NAWHs. Staff would be contracted for 2,190 hours per year instead of 2,086 hours with an 8 hour shift. Therefore 104 hours are added to their NAWHs. If staff use less leave time because of the 12 hour schedule, the NAWHs will increase and there would be a greater savings in staff positions (see Chapter IV).

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<sup>158</sup> 81 Wapato positions versus 84.

### *Wapato Programs and Support Services*

31. One FSO will be assigned to the public lobby from 7 a.m. until 11 p.m. Monday through Friday, and two FSOs will be assigned from 3 p.m. until 11 p.m. on Saturday and Sunday. FSOs are responsible for the public lobby and inmate visitation. This is a relieved position.
32. A paid Chaplain who coordinates religious programs and services works eight hours per day, five days per week.
33. One Hearing Officer who works eight hours per day, five days per week processes inmate discipline. Instead of calculating a NAWH for relief, relief is provided using the current practice of contracting temporary employees – who are generally former classification or programs employees. Should a temporary employee be unavailable to provide relief, the Hearing Officer assigned to MCIJ provides relief.
34. A Program Administrator manages and has oversight responsibility for program administration and assigned counselors. The Program Administrator works eight hours per day, five days per week.
35. The Corrections Counselors each work eight hours per day, five days per week and are non-relieved positions. Cross training allows other counselors to provide coverage when someone is absent. Four counselors manage three housing units with 75 inmates each and two housing units with 50 inmates each.
36. A Corrections Tech works eight hours per day, five days per week, and provides support to Corrections Counselors and administers law and recreational library.
37. One Equipment/Property Technician (EPT) works eight hours per day, five days per week, and manages and coordinates the laundry, commissary, and facility supply functions.

### *Centralized MCSO Functions*

#### Classification Unit

38. Classification Unit Corrections Deputies responsible for reclassifications, classification reviews and hearings, security upgrades and program assessments work eight hours per day, five days per week at Wapato. These are non-relieved positions. Each Classification Deputy will provide coverage in the absence of the other. Staffing levels for this purpose are based upon a 1:200 staff to inmate ratio.

#### Transport Unit

39. Corrections Deputies assigned to Transport will be responsible for taking inmates to court in the morning and making the first of two return trips from court in the afternoon. Schedule permitting, these Deputies would also transport inmates to scheduled medical appointments at MCIJ or at community-based healthcare

centers. In order to conserve time and fuel, the workday begins and ends at the Wapato facility. Two Corrections Deputies assigned to Transport for this purpose work ten hours per day, four days per week. In addition, one Transport Unit Deputy assigned to work eight hours per day, five days per week transports inmates to MCIJ or community healthcare centers for medical treatment.

#### Court Services Unit

40. Assuming that most inmates housed at Wapato will attend judicial proceedings via video-hearings, and unless additional judges, prosecutors, or courtrooms become available, the proposed Court Services Unit staffing plan (Chapter IX) should be sufficient to handle court-related activity generated by the opening of Wapato at this threshold. If video-hearings are not implemented at the Wapato facility, the video-hearings escort position assigned to Wapato should be transferred to the Court Services Unit.

#### MCDC – Booking & Release

41. Based on current workload, an additional booking and release deputy will be needed at MCDC to deal with the processing of an additional 325 inmates added to the capacity of the current system. This will be staffed on one shift, seven days a week.

#### MCIJ – Work Program

42. One Corrections Deputy will be needed to supervise the work crew responsible for grounds maintenance and janitorial activities in non-secure areas at the Wapato facility. This will be staffed eight hours per day, five days per week.

**Table VIII.4: Staff Coverage Plan – Wapato 325 Bed Capacity  
8-Hour Shifts**

Post/Position	Job Class	Hours on Days	Hours on Even-ings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>ADMINISTRATION</b>										
Facility Commander	Capt.	8	0	0	5	40	2085.6	No	2086	1.00
Lieutenant (Shift Supervisor)	Lt.	8	8	8	7	168	8759.5	No	2086	3.00
Sergeant	Sgt	8	8	8	7	168	8759.5	Yes	1246	7.03
<b>ADMINISTRATION SUBTOTAL</b>		<b>24</b>	<b>16</b>	<b>16</b>		<b>376</b>	<b>19604.6</b>			<b>11.03</b>
<b>CORRECTIONS DEPUTY</b>										
Dorm 7 (75 beds)	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Dorm 8 (75 beds)	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Dorm 9 (75 beds)	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Dorm 1 (50 beds)	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Dorm 2 (50 beds)	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Escort/Relief	Dep.	24	24	16	7	448	23358.7	Yes	1580	14.78
Processing	Dep.	8	8	0	7	112	5839.7	Yes	1580	3.70
Central Control	Dep.	8	8	8	7	168	8759.5	Yes	1580	5.54
Video-Hearings/Escort	Dep.	8	0	0	5	40	2085.6	Yes	1580	1.32
Medical	Dep.	4	0	0	5	20	1042.8	Yes	1580	0.66
Food Service	Dep.	8	8	0	7	112	5839.7	Yes	1580	3.70
Transport	Dep.	8	0	0	5	40	2085.6	Yes	1580	1.32
Maintenance	Dep.	8	0	0	5	40	2085.6	Yes	1580	1.32
<b>DEPUTY SUBTOTAL</b>		<b>116</b>	<b>88</b>	<b>64</b>		<b>1820</b>	<b>94894.8</b>			<b>60.06</b>
<b>PROGRAMS &amp; SUPPORT</b>										
FSO-Public Lobby (M-F)	Civ	8	8	0	5	80	4171.2	Yes	1697	2.46
FSO-Public Lobby (Sa-Su)	Civ	0	16	0	2	32	1668.5	Yes	1697	0.98
Chaplain	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Hearing Officer	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Program Administrator	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Corrections Counselor	Civ	32	0	0	5	160	8342.4	No	2086	4.00
Corrections Tech	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Equip/Property Tech	Civ	8	0	0	5	40	2085.6	Yes	1769	1.18
<b>PROG. &amp; SUPP. SUBTOTAL</b>		<b>80</b>	<b>24</b>	<b>0</b>		<b>472</b>	<b>24610.1</b>			<b>12.62</b>
<b>Subtotal Captain</b>										<b>1</b>
<b>Subtotal Lieutenant</b>										<b>3</b>
<b>Subtotal Sergeant</b>										<b>7</b>
<b>Subtotal Deputy</b>										<b>60</b>
<b>Subtotal Civilian</b>										<b>12</b>
<b>TOTAL STAFF</b>										<b>83</b>
<b>CENTRALIZED MCSO FUNCTIONS</b>										
Classification	Dep.	16	0	0	5	80	4171.2	No	1659	2.00
Transport	Dep.	16	4	0	5	100	5214.0	Yes	1622	3.21
MCIJ - Work Crew	Dep.	8	0	0	5	40	2085.6	Yes	1571	1.33
MCDC - Booking/Release	Dep.	8	0	0	7	56	2919.8	Yes	1588	1.84
<b>CENTRALIZED MCSO FUNCTIONS SUBTOTAL</b>	<b>48</b>	<b>48</b>	<b>4</b>	<b>0</b>		<b>276</b>	<b>14390.6</b>			<b>8.38</b>

Table VIII.5: Staff Coverage Plan – Wapato 325 Bed Capacity  
12-Hour Shifts

Post/Position	Job Class	Hours on Days 8 Hr	Hours on Even-ings 8 Hr	Hours on Nights 8 Hr	Hours on Days 12 Hr	Hours on Night 12 Hr	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Need-ed
<b>ADMINISTRATION</b>												
Facility Commander	Capt.	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Lieutenant (Shift Supervisor)	Lt.	8	8	8	0	0	7	168	8759.5	No	1476	3.00
Sergeant	Sgt	0	0	0	12	12	7	168	8759.5	Yes	1350	6.49
<b>ADMINISTRATION SUBTOTAL</b>		<b>16</b>	<b>8</b>	<b>8</b>	<b>12</b>	<b>12</b>		<b>376</b>	<b>19604.6</b>			<b>10.49</b>
<b>CORRECTIONS DEPUTY</b>												
Dorm 7 (75 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 8 (75 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 9 (75 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 1 (50 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 2 (50 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Escort/Relief	Dep.	0	0	24	24	0	7	336	17519.0	Yes	1684	10.40
Escort/Relief	Dep.	8	8	0	0	0	7	112	5839.7	Yes	1580	3.70
Processing	Dep.	8	8	0	0	0	7	112	5839.7	Yes	1580	3.70
Central Control	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Video-Hearings/Escort	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1580	1.32
Medical	Dep.	4	0	0	0	0	5	20	1042.8	Yes	1580	0.66
Food Service	Dep.	8	8	0	0	0	7	112	5839.7	Yes	1580	3.70
Transport	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1580	1.32
Maintenance	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1580	1.32
<b>DEPUTY SUBTOTAL</b>		<b>52</b>	<b>24</b>	<b>24</b>	<b>96</b>	<b>72</b>		<b>1820</b>	<b>94894.8</b>			<b>57.32</b>
<b>PROGRAMS &amp; SUPPORT</b>												
FSO-Public Lobby (M-F)	Civ	8	8	0	0	0	5	80	4171.2	Yes	1697	2.46
FSO-Public Lobby (Sa-Su)	Civ	0	16	0	0	0	2	32	1668.5	Yes	1697	0.98
Chaplain	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Hearing Officer	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Program Administrator	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Corrections Counselor	Civ	32	0	0	0	0	5	160	8342.4	No	2086	4.00
Corrections Tech	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Equip/Property Tech	Civ	8	0	0	0	0	5	40	2085.6	Yes	1769	1.18
<b>PROG. &amp; SUPP. SUBTOTAL</b>		<b>80</b>	<b>24</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>472</b>	<b>24610.1</b>			<b>12.62</b>
<b>Subtotal Captain</b>												<b>1</b>
<b>Subtotal Lieutenant</b>												<b>3</b>
<b>Subtotal Sergeant</b>												<b>6</b>
<b>Subtotal Deputy</b>												<b>57</b>
<b>Subtotal Civilian</b>												<b>12</b>
<b>TOTAL STAFF</b>												<b>79</b>
<b>CENTRALIZED MCSO FUNCTIONS</b>												
Classification	Dep.	16	0	0	0	0	5	80	4171.2	No	1659	2.00
Transport	Dep.	16	4	0	0	0	5	100	5214.0	Yes	1622	3.21
MCIJ - Work Crew	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1571	1.33
MCDC - Booking/Release	Dep.	8	0	0	0	0	7	56	2919.8	Yes	1588	1.84
<b>CENTRALIZED MCSO FUNCTIONS SUBTOTAL</b>		<b>48</b>	<b>4</b>	<b>0</b>	<b>0</b>			<b>276</b>	<b>14390.6</b>			<b>8.38</b>



**Staffing Recommendations (525 Bed Capacity)***Wapato Administration and Security Operations*

1. A Captain is assigned to serve as Facility Commander.
2. At the 525 capacity level (492 if in accordance with ACA standards), it is recommended that there be one Corrections Lieutenant assigned to each shift, with a relief factor applied. One Administrative Lieutenant will also be assigned, but with no relief factor applied. The Administrative Lieutenant will handle such responsibilities as: shift scheduling, calling in for overtime, general and vehicle repair scheduling, scheduling of meetings and events, equipment ordering and issue, retain and coordinate updates to policies and procedures, and service on the safety committee. An Administrative Sergeant is not assigned to the facility, because the duties listed are better handled by Lieutenant level personnel.
3. Two Sergeants are assigned to each shift because of the number of inmates (525), the amount of inmate activity and movement associated with that number of inmates, and the fact that housing units are located on three floors. This is also consistent with the Sergeant to Deputy ratio of 1:10 -1:15 ratio. It is anticipated that Sergeants will have to spend less time in the role of A/OIC, thus their NAWHs (1491) reflect each Sergeant acting as OIC, an average of only 24 hours per year.
4. All dormitories (50 bed and larger units) have a Deputy assigned on each shift to provide continuous coverage, per best practices. The staffing plan shows the dormitory deputies on all three shifts in the larger units remaining in the dayroom versus being stationed in the mezzanine Control Rooms. This staffing plan is consistent with best practices, and takes the same amount of staff as stationing one officer in the Control Room and one rotating between the two units on the dayroom level. The officer in the Control Room cannot respond to a crisis. We would not support a staffing plan that places one officer in the mezzanine Control Room, with no staff on the floor and just an Escort/Relief Deputy making rounds to do welfare checks.<sup>159</sup>
5. Escort/Relief Deputies are provided to move inmates throughout the building, provide back-up for housing officers, assist with shake downs and provide meal and break relief for housing posts. There are four assigned to the day and evening shift and three assigned to the night shift.
6. The following is a sample break coverage schedule:

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<sup>159</sup> If the MCSO elects to follow the precedent set at MCIJ and have one officer circulate between two dormitory units on night shift, seven fewer deputy positions would be required (see the discussion of this in Chapter VII).

- a. Day and Evening Shifts have nine Dormitory Officers, a Processing Deputy and a Central Control Deputy that need relief for meal breaks, plus each Escort Officer (4) needs to take a break. To complete breaks within a 2.5 hour time frame, the following schedule could be utilized:
  - Escort A – Dorm Officers 9, 8, 7, 6 self (2.5 hrs) (assumes continuous coverage of dorms during breaks).
  - Escort B – Dorm Officers 5, 4, 3, 2, self (2.5 hrs).
  - Escort C – Dorm Officer 1, Processing, Central Control, self (2hrs).
  - Escort D – self, stays on floor (0.5hr).
  - For 2 hours on the shift, there will only be 1 Escort Officer and 2 Sergeants available.
- b. Night Shift has 3 dormitory deputies (Units 7, 8 & 9) and Central Control that need relief for breaks plus each Escort Officer (3) needs to take a break. To complete breaks within 2.5 hour time frame, the following schedule could be utilized:
  - Escort A – Dorm Officers 9, 8, 7, self (two hours) (assumes continuous coverage of dorms during breaks).
  - Escort B – Central Control, self (1 hr).
  - Escort C – self (0.5hr)
  - For 1 hour on the shift there will only be one Escort Officer and two Sergeants available.
7. If officers assigned to dormitory units 1 & 2/ 3 & 4/ 5 & 6 provide each other with meal breaks and operate with indirect supervision during the period of time when one officer is on break, the workload imposed on Escort Officers relative to providing meal breaks would be reduced substantially.
8. The post in Processing is staffed on two shifts. Since there is limited processing on night shift, this position will be covered on an as needed basis by the Escort Officer or Sergeant.
9. Central Control is staffed on all three shifts with one Corrections Deputy.
10. One Corrections Deputy assigned eight hours per day, five days per week provides security during healthcare clinic hours. This is a relieved position.
11. Corrections Deputies provide security in the food service area 16 hours per day, seven days per week.
12. One Transportation Deputy assigned to work eight hours per day, five days per week transports inmates to MCIJ or community healthcare centers for medical treatment.

13.If a 12-hour shift schedule is applied to Wapato, it could save approximately six positions.<sup>160</sup> This is based on the change in the NAWHs. Staff would be contracted for 2,190 hours per year instead of 2,086 hours with an 8-hour shift. Therefore, 104 hours are added to their NAWHs. If staff use less leave time because of the 12-hour schedule, the NAWHs will increase, and there would be a greater savings in staff positions (see Chapter IV).

#### *Wapato Programs and Support Services*

14.One FSO will be assigned to the public lobby from 7 a.m. until 11 p.m. Monday through Friday, and two FSOs will be assigned from 3 p.m. until 11 p.m. on Saturday and Sundays. FSOs are responsible for the public lobby and inmate visitation. This is a relieved position.

15.A paid Chaplain who works eight hours per day, five days per week coordinates religious programs and services.

16.One Hearing Officer who works eight hours per day, five days per week processes inmate discipline. Instead of calculating a NAWH for relief, relief is provided using the current practice of contracting temporary employees – who are generally former classification or programs employees. Should a temporary employee be unavailable to provide relief, the Hearing Officer assigned to MCIJ provides relief.

17.A Program Administrator manages and has oversight responsibility for program administration and assigned counselors. The Program Administrator works eight hours per day, five days per week.

18.The Corrections Counselors work eight hours per day, five days per week and are non-relieved positions. Cross training allows other counselors to provide coverage when someone is absent. Six counselors manage three housing units with 75 inmates each, and four housing units with 50 inmates each.

19.A Corrections Tech works eight hours per day, five days per week, and provides support to Corrections Counselors and administers law and recreational library. This is a non-relieved position.

20.One Equipment/Property Technician (EPT) works eight hours per day, five days per week, and manages and coordinates the laundry, commissary, and facility supply functions. This is a relieved position.

21.The Corrections Deputy responsible for facility repairs and maintenance works eight hours per day, five days per week. This is a relieved position.

22.A Corrections Deputy responsible for the coordination of video-hearings and the escort of inmates to/from these hearings works eight hours per day, five days per

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<sup>160</sup> 117 Wapato positions versus 123.

week. If video-hearings are not implemented, this post should be assigned to Court Services.

### *Centralized MCSO Functions*

#### Classification Unit

22. Classification Unit Corrections Deputies responsible for reclassifications, classification reviews and hearings, security upgrades and program assessments work eight hours per day, five days per week at Wapato. These are non-relieved positions. Each Classification Deputy will provide coverage in the absence of the other. Staffing levels for this purpose are based upon a 1:200 staff to inmate.

#### Transport Unit

23. Corrections Deputies assigned to Transport will be responsible for taking inmates to court in the morning and making the first of two return trips from court in the afternoon. Schedule permitting, these deputies would also transport inmates to scheduled medical appointments at MCIJ or at community-based healthcare centers. In order to conserve time and fuel, the workday begins and ends at the Wapato facility. Two Corrections Deputies assigned to Transport for this purpose work ten hours per day, four days per week.

#### Court Services Unit

24. Assuming that most inmates housed at Wapato will attend judicial proceedings via video-hearings, and unless additional judges, prosecutors, or courtrooms become available, the proposed Court Services Unit staffing plan (Chapter IX) should be sufficient to handle court-related activity generated by the opening of Wapato at this threshold. If video-hearings are not implemented at the Wapato facility, the video-hearings escort position assigned to Wapato should be transferred to the Court Services Unit.

#### MCDC – Booking & Release

25. Based on current workload, an additional booking and release deputy will be needed at MCDC to deal with the processing of an additional 525 inmates added to the capacity of the current system. This will be staffed on one shift, seven days a week.

#### MCIJ – Work Program

26. One Corrections Deputy will be needed to supervise the work crew responsible for grounds maintenance and janitorial activities in non-secure areas at the Wapato facility. This will be staffed eight hours per day, five days per week.

**Table VIII.6: Staff Coverage Plan – Wapato 525 Bed Capacity  
8-Hour Shifts**

Post/Position	Job Class	Hours on Days	Hours on Even-ings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>ADMINISTRATION</b>										
Facility Commander	Capt.	8	0	0	5	40	2085.6	No	2086	1.00
Lieutenant (Admin.)	Lt.	8	0	0	5	40	2085.6	No	1476	1.00
Lieutenant (Shift Supervisor)	Lt.	8	8	8	7	168	8759.52	Yes	1476	5.93
Sergeant	Sgt.	16	16	16	7	336	17519.04	Yes	1491	11.75
<b>ADMIN. SUBTOTAL</b>		<b>40</b>	<b>24</b>	<b>24</b>		<b>584</b>	<b>30449.76</b>			<b>19.68</b>
<b>CORRECTIONS DEPUTY</b>										
Dorm 7 (75 beds)	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Dorm 8 (75 beds)	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Dorm 9 (75 beds)	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Dorm 1 (50 beds)	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Dorm 2 (50 beds)	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Dorm 3 (50 beds)	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Dorm 4 (50 beds)	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Dorm 5 (50 beds)	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Dorm 6 (50 beds)	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Escort/Relief	Dep.	32	32	24	7	616	32118.24	Yes	1580	20.33
Processing	Dep.	8	8	0	7	112	5839.68	Yes	1580	3.70
Central Control	Dep.	8	8	8	7	168	8759.52	Yes	1580	5.54
Video-Hearings/Escort	Dep.	8	0	0	5	40	2085.6	Yes	1580	1.32
Medical	Dep.	8	0	0	5	40	2085.6	Yes	1580	1.32
Food Service	Dep.	8	8	0	7	112	5839.68	Yes	1580	3.70
Transport	Dep.	8	0	0	5	40	2085.6	Yes	1580	1.32
Maintenance	Dep.	8	0	0	5	40	2085.6	Yes	1580	1.32
<b>DEPUTY SUBTOTAL</b>		<b>160</b>	<b>128</b>	<b>104</b>		<b>2680</b>	<b>139735.2</b>			<b>88.44</b>
<b>PROGRAMS &amp; SUPPORT</b>										
FSO-Public Lobby (M-F)	Civ	8	8	0	5	80	4171.2	Yes	1697	2.46
FSO-Public Lobby (Sa-Su)	Civ	0	16	0	2	32	1668.48	Yes	1697	0.98
Chaplain	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Hearing Officer	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Program Administrator	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Corrections Counselor	Civ	48	0	0	5	240	12513.6	No	2086	6.00
Corrections Tech	Civ	8	0	0	5	40	2085.6	No	2086	1.00
Equip/Property Tech	Civ	8	0	0	5	40	2085.6	Yes	1769	1.18
<b>PROG. &amp; SUPP. SUBTOTAL</b>		<b>96</b>	<b>24</b>	<b>0</b>		<b>552</b>	<b>28781.28</b>			<b>14.62</b>
<b>Subtotal Captain</b>										<b>1</b>
<b>Subtotal Lieutenant</b>										<b>7</b>
<b>Subtotal Sergeant</b>										<b>12</b>
<b>Subtotal Deputy</b>										<b>88</b>
<b>Subtotal Civilian</b>										<b>14</b>
<b>TOTAL STAFF</b>										<b>122</b>
<b>CENTRALIZED MCSO FUNCTIONS</b>										

Post/Position	Job Class	Hours on Days	Hours on Even-ings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
Classification	Dep.	24	0	0	5	120	6256.8	No	1659	3.00
Transport	Dep.	16	4	0	5	100	5214	Yes	1622	3.21
MCIJ - Work Crew	Dep.	8	0	0	5	40	2085.6	Yes	1571	1.33
MCDC - Booking/Release	Dep.	8	8	0	7	112	5839.68	Yes	1588	3.68
<b>CENTRALIZED MCSO FUNCTIONS SUBTOTAL</b>		<b>56</b>	<b>12</b>	<b>0</b>		<b>372</b>	<b>19396.08</b>			<b>11.22</b>

**Table VIII.7: Staff Coverage Plan – Wapato 525 Bed Capacity  
12-Hour Shifts**

Post/Position	Job Class	Hours on Days 8 Hr	Hours on Even-ings 8 Hr	Hours on Nights 8 Hr	Hours on Days 12 Hr	Hours on Nights 12 Hr	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>ADMINISTRATION</b>												
Facility Commander	Capt.	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Lieutenant (Admin.)	Lt.	8	0	0	0	0	5	40	2085.6	No	1476	1.00
Lieutenant (Shift Supervisor)	Lt.	8	8	8	0	0	7	168	8759.5	Yes	1476	5.93
Sergeant	Sgt.	0	0	0	24	24	7	336	17519.0	Yes	1595	10.98
<b>ADMIN. SUBTOTAL</b>		<b>24</b>	<b>8</b>	<b>8</b>	<b>24</b>	<b>24</b>		<b>584</b>	<b>30449.8</b>			<b>18.92</b>
<b>CORRECTIONS DEPUTY</b>												
Dorm 7 (75 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 8 (75 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 9 (75 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 1 (50 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 2 (50 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 3 (50 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 4 (50 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 5 (50 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Dorm 6 (50 beds)	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Escort/Relief	Dep.	0	0	0	36	36	7	504	26278.6	Yes	1684	15.60
Escort/Relief	Dep.	8	8	0	0	0	7	112	5839.7	Yes	1580	3.70
Processing	Dep.	8	8	0	0	0	7	112	5839.7	Yes	1580	3.70
Central Control	Dep.	0	0	0	12	12	7	168	8759.5	Yes	1684	5.20
Video-Hearings/Escort	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1580	1.32
Medical	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1580	1.32
Food Service	Dep.	8	8	0	0	0	7	112	5839.7	Yes	1580	3.70
Transport	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1580	1.32
Maintenance	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1580	1.32
<b>DEPUTY SUBTOTAL</b>		<b>56</b>	<b>24</b>	<b>0</b>	<b>156</b>	<b>156</b>		<b>2680</b>	<b>139735.2</b>			<b>83.99</b>
<b>PROGRAMS &amp; SUPPORT</b>												
FSO-Public Lobby (M-F)	Civ	8	8	0	0	0	5	80	4171.2	Yes	1697	2.46
FSO-Public Lobby (Sa-Su)	Civ	0	16	0	0	0	2	32	1668.5	Yes	1697	0.98

Post/Position	Job Class	Hours on Days 8 Hr	Hours on Even-ings 8 Hr	Hours on Nights 8 Hr	Hours on Days 12 Hr	Hours on Nights 12 Hr	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
Chaplain	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Hearing Officer	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Program Administrator	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Corrections Counselor	Civ	48	0	0	0	0	5	240	12513.6	No	2086	6.00
Corrections Tech	Civ	8	0	0	0	0	5	40	2085.6	No	2086	1.00
Equip/Property Tech	Civ	8	0	0	0	0	5	40	2085.6	Yes	1769	1.18
<b>PROG. &amp; SUPP. SUBTOTAL</b>		<b>96</b>	<b>24</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>552</b>	<b>28781.3</b>			<b>14.62</b>
<b>Subtotal Captain</b>												<b>1</b>
<b>Subtotal Lieutenant</b>												<b>7</b>
<b>Subtotal Sergeant</b>												<b>11</b>
<b>Subtotal Deputy</b>												<b>84</b>
<b>Subtotal Civilian</b>												<b>14</b>
<b>TOTAL STAFF</b>												<b>117</b>
<b>CENTRALIZED MCSO FUNCTIONS</b>												
Classification	Dep.	24	0	0	0	0	5	120	6256.8	No	1659	3.00
Transport	Dep.	16	4	0	0	0	5	100	5214.0	Yes	1622	3.21
MCIJ - Work Crew	Dep.	8	0	0	0	0	5	40	2085.6	Yes	1571	1.33
MCDC - Booking/Release	Dep.	8	8	0	0	0	7	112	5839.7	Yes	1588	3.68
<b>CENTRALIZED MCSO FUNCTIONS SUBTOTAL</b>		<b>56</b>	<b>12</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>372</b>	<b>19396.1</b>			<b>11.22</b>

## **IX. COURT SERVICES PROPOSED STAFFING**



## IX. COURT SERVICES PROPOSED STAFFING

Table IX.1: Court Services Staffing Summary

JOB TITLE	FY 2007 AUTHORIZED POSITIONS	2007 PROPOSED STAFFING PLAN PBA/L&A	DIFFERENCE	Breakdown of Changes			
				Recommended Increase Due To Best Practices	Recommended Increase Due To Operational Considerations	Recommended Post Reductions	Recommended Increase Due To Net Annual Work Hours
Lieutenant	1	1	0				
Sergeant	1	3	2		1		1
Deputies	30	39	9				9
TOTAL	32	43	11		1		10

### Highlights

- This study addresses Court Services operations at the Courthouse and Justice Center only. Courts at the Gresham site and the Juvenile Justice Center are staffed by law enforcement and Facility Security Officers and are not within the scope of this study.
- We have not recommended any change to the number of posts presently identified for this unit.
- There is presently no relief provided for the Court Services posts. When there are insufficient Court Services Deputies to staff all posts and functions, MCDC Corrections Deputies are assigned to Court Services, typically generating overtime which is charged to MCDC. As such, we have recommended the addition of a shift relief factor for this unit.
- The addition of a relief factor accounts for nine additional Court Services Deputies. In addition, two additional Sergeant positions are recommended to provide an appropriate span of control and relief for these positions.
- The lack of secure corridors for escorting inmates to court and the lack of appropriate and adjacent court holding space in the Courthouse is a significant concern. Inmates frequently come into contact with the public and judicial staff, which raises safety concerns for the inmate, public and the judges. The continued use of this courthouse as constructed will be a source of significant staffing concerns for both transport and the courts. In order to mitigate the significant operational

concerns associated with the Courthouse and to minimize the number of staff required to manage the Courthouse operation, increasing the use of video hearings and exploring opportunities to move bench trials to the Justice Center Court should be considered.

### **Key Assumptions and Explanations Underlying PBA/L&A Recommendations**

1. The NAWH applied to the staff figures are 1512 for Sergeants and 1580 for Deputies.
2. The staffing assumes no increases in the inmate population. Any staffing implications resulting from opening the Wapato facility are addressed in Chapter VIII.
3. The Court Services Unit has overall responsibility for four facilities throughout the County as well as supervision of the Turn Self In (TSI) weekend sentence program. The four court facilities for which the Court Services Unit is responsible are:
  - a. Courthouse
  - b. Justice Center Courts
  - c. Gresham Court
  - d. Juvenile Justice Center
4. The primary function of the Court Services Unit is to escort inmates to and from secure holding areas and court rooms within the Courthouse and Justice Center court facilities, and to provide for safety and security while inmates are in court. The Deputies assigned to Court Services also supervise inmates while they are housed in adjacent court holding facilities where provided. These inmates are brought to the courthouses by Transport Unit or Escort Deputies, but are supervised by Court Deputies when they are inside the court component.
5. Each of the court facilities serves different functions, and therefore the responsibilities of the Court Deputies vary to some degree. The functions of the Court Services function in the Courthouse and the Justice Center Court are described in greater detail below.
6. The Courthouse has 44 courtrooms and 49 Judges. Court Services staff assigned to this facility also perform booking functions for persons presented with outstanding warrants or for persons requiring booking then release. This staff also provides perimeter security during the court-jail transport runs, and dispatch for the courthouse. The TSI weekend sentence program, which is described below, is operated at the Courthouse. A total of 18 posts are presently required at the Courthouse. A summary of these posts appears below, but these are described in greater detail throughout this Chapter:
  - a. 11 Deputies designated as responders -
  - b. 4 Deputies assigned to court holding

- c. 2 Deputies (one Court Services Deputy and one law enforcement Deputy) are assigned to processing warrants and new arrests.
  - d. 1 Deputy is assigned as the “desk officer.”
7. The Justice Center Courts (located adjacent to the secure perimeter of MCDC and within the Justice Center) is the court primarily dedicated to arraignments and community programs. A total of seven posts are required in this building; four staff assigned to the four courtrooms, and three staff assigned to court holding.
8. Staff at the Courthouse is faced with unique requirements. The Courthouse was constructed in 1914 when there were considerably fewer inmates and far less of a concern about overall courthouse security. A secure court holding area is located on the top floor, which means that holding areas are not adjacent to the courtrooms. As such, each inmate appearing before a Judge must be escorted through the public corridors by at least one Court Services deputy. Although these inmates are handcuffed and shackled while passing through the corridor, they nonetheless pass countless members of the public, some of whom will be family/acquaintances of the inmate or even victims/witnesses.
9. There is little consistency between the Court Service function at the Courthouse and the Justice Center. At the Justice Center, Court Services Deputies are assigned to each courtroom, which is consistent with best practices particularly when inmates are present. These inmates are taken to the court holding area either from their assigned housing unit by MCDC Escort Deputies or by the MCDC Transfer Holding Deputy, located adjacent to the intake area. Conversely, Court Services staff at the Courthouse are dispatched to courtrooms on an as needed basis (e.g., to escort an inmate to court or to respond to a courtroom at the request of a Judge). Court Services Deputies designated as “Responders” perform escorts and supervise inmates as they are moved from the court holding area to the designated courtroom.
10. Inmates are brought by Transport Unit Deputies to the Courthouse at 7:00 a.m. for morning court, and at noon for afternoon courts. Inmates who have appeared before the Judge or are otherwise not required for court may be returned with the 12:00 noon Transport run. If not seen in the morning, the remaining inmates in Court Holding will be returned to their respective facility during the evening run. On occasion, an inmate’s trial will be delayed beyond the evening Transport run, in which case separate arrangements must be made to ensure the inmate returns to his/her designated facility.
11. The transport procedures at the Courthouse require that both Transport Unit Corrections Deputies and Court Services Deputies provide security. Transport vehicles stop at a sheltered tunnel entrance that leads down stairs to a corridor and the secure elevator. Frequently this elevator is not operational, and inmates must be taken through the public corridor to a separate elevator that leads to the court

holding area.<sup>161</sup> Inmates with disabilities must enter the courthouse through a public entrance to get to the elevator. Transport Unit Corrections Deputies focus on getting the inmates onto and off of the transport vehicle, while the Court Services staff focuses on the security of the area. A minimum of two Transport Unit Corrections Deputies and six Court Services Deputies are required to perform this function at least three times on days when court is in session. Additional staff are required if more than one transport vehicle is used. The inmates are taken directly to the court holding area located on the 7th floor of the courthouse.

12. While at the Courthouse, inmates are held in the designated court holding area unless they are escorted for their court appearance. Only one in-custody inmate is permitted in a courtroom at a time, primarily due to the lack of adjacent holding space. Most of the cases heard in the Courthouse are trials or motions and each could go before any one of the 45 judges.
13. Court Services Deputies do not have the benefit of following a court docket; instead, they are contacted by the assigned Court Services Desk Officer (described below) to report with a specified inmate to a specified courtroom. Since there are fewer Court Services Deputies than courts that would hear in-custody criminal (and in some cases civil) cases, Judges are placed in a queue awaiting staff availability for inmates to be brought to their courtrooms. On average, when Court Services Deputies are not readily available, Judges wait approximately 15 minutes for inmates to be brought to the courtroom. The queue wait can be less than one minute to upwards of 90 minutes. There appears to be no consistency as to the day of the week or length of delays.<sup>162</sup> In some of these cases, Judges decline the queue and have the inmate return on another day, thus creating an additional transport. Our experience suggests that most courtrooms nationwide do have the benefit of a court Bailiff in each courtroom; therefore, these types of delays do not occur. It would be cost-prohibitive and ineffective to assign Court Deputies to every court that could potentially hear an in-custody criminal case.
14. Judges reportedly see only about two-thirds of the inmates transported to the Courthouse primarily because the other inmates' cases are resolved while the inmate is held in Court Holding. These inmates are instead seen by their attorney to discuss options regarding their pleas. Although this process seems to create an undue security risk and operational inefficiency, Court Services Deputies contend that plea bargains are often arranged during these visits, thus reducing the number of trials that would need to occur. The result is a reduced need for staffing (i.e., attorneys will visit with inmates in the secure holding area rather than having inmates in the unsecured courtrooms where staff supervise inmates on a one-to-one basis).

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<sup>161</sup> Staff reports that the elevator is not operational at least once a week. This does not include times when the elevator requires major repairs and is not operational for more than one week at a time.

<sup>162</sup> Source: The Court Services Unit Delay Log from July 2-12, 2007 and the Court Services Weekly Activity Report from January 1 - May 6, 2007

15. A Court Services Deputy is assigned as a “Desk Officer” to dispatch Court Services staff to the next task in queue (e.g., inmate escort, emergency response, transports, etc.). This Deputy also observes two holding cells (for holding juveniles or other persons awaiting processing).
16. Court Services Deputies perform booking operations for people awaiting booking and then released from custody (often this occurs when people appear in court as a result of a summons), or if a person appearing in court has an outstanding warrant and the warrant must be served and the person must be booked. The booking function is performed between 5-31 times per week and up to 15 times per day.<sup>163</sup> One Court Services Deputy is assigned to this function with the support of other Court Services Deputies assigned as responders.
17. Two Court Services Deputies are assigned on weekends to monitor the offenders in the TSI program. This program requires offenders to report to the Courthouse on Saturdays and Sundays from 7:00 a.m. to 7:00 p.m. The offenders are held in the court holding area while confined during the day. This area previously served as the Courthouse Jail, and held inmates overnight during periods of significant crowding. Sanitary facilities and a food preparation/staging area are provided for the TSI/Weekender inmates. Court Services Deputies assigned to this program are assigned to work in the court holding area with one Deputy posted in the Control Room and the other Deputy roving through the individual and group holding areas. These Deputies are scheduled for 16 hours (5:30 a.m. to 9:30 p.m.) Saturday and Sunday, and work an additional eight hours on Friday. The 16 hours of coverage allows the Court Services Deputies to process the 60 or so offenders in and out of the program each day. Offenders whose breath alcohol level is greater than 0.04 will be held at the MCDC. Female inmates (generally no more than ten) must be searched by a female Deputy, therefore staff from the MCDC must be called to assist.
18. A relief factor is not presently funded for the Court Services Unit. When Deputies take vacation or sick days, or when they are assigned to training or other temporary activities, their post is most frequently covered by Deputies in the overtime pool or, assigned MCDC Corrections Deputies. Although this approach maximizes staffing efficiencies for Court Services, it negatively impacts on the availability of Corrections Deputies at MCDC, reducing that facility’s NAWH and resulting in overtime payments. It is also not as effective, since not all jail staff is trained in court functions, and relief staff is contingent upon availability to call back MCDC staff.
19. Court Services Deputies are corrections-certified, and therefore have limited powers of arrest. They are required to have received “Uncontrolled Environment Training,” a voluntary program that expands the use of force options.
20. One Sergeant, without relief, is presently assigned to the Court Services Unit. This Sergeant is responsible for seeking coverage for planned and unplanned absences,

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<sup>163</sup>Source: Court Services Weekly Activity Report from January 1 - May 6, 2007.

and also occasionally fills in when the wait queue is overtaxed. The Lieutenant assigned to the section is also responsible for the Facility Security staff and the Wapato transition/use initiative. The Sergeant and Lieutenant are not required to conduct annual performance appraisals of staff assigned to them.

## **Recommendations**

1. All Court Services Deputy posts should be provided relief to reduce the amount of overtime required for other Deputies, particularly those assigned to MCDC.
2. The Court Holding area should continue to be staffed using a combination of eight and ten hour shifts. The ten-hour shift Deputies would continue to provide daily coverage during the hours inmates are received at the Courthouse until they are returned by Transport Unit Deputies to their assigned facility.
3. The Court Services Deputies who perform booking operations should continue to provide breaks for other court staff. These positions should be scheduled on an eight hour/five day per week basis.
4. Consideration should be given to finding an alternative to the TSI (weekender program) because of the current impact on staffing including having to process inmates in and out of the facility two weekend days, providing both male and female coverage, and arranging for meals, etc. Alternatives could include day reporting or community work programs. If an alternative to the TSI weekender program is not considered, the staffing should remain the same with two posts covering the day and evening shifts. We recommend designating the TSI posts as one male and one female post to ensure effective supervision of male and female inmates involved in the program.<sup>164</sup>
5. One additional Court Services Sergeant post is recommended to provide for coverage from 0700 to 1700 hours daily at the Courthouse, and provide coverage at the Justice Center. This post requires relief to ensure coverage at both courts. This increase in Sergeants will also ensure a supervisor to staff ratio of 1:12 or 1:9 respectively. A relief factor was applied to the Sergeants positions to fill vacancies when necessary. The assumption with this recommendation is that Sergeants will be expected to provide the oversight, coaching and evaluation of staff assigned to them.
6. We do not recommend any change to the number of Lieutenants. With the addition of two Sergeants, the Lieutenant could continue to assume additional responsibilities such as transition to Wapato or other ancillary functions.
7. County officials should seriously consider the potential operating cost savings and

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<sup>164</sup> These positions would potentially meet the criteria for designation as Bona Fide Occupational Qualifications (BFOQ), due to the housing and searching requirements.

operational improvements that could result from major renovations to the Courthouse. Another option would be to increase the use of video arraignment for arraignments and motions, and reserve the Justice Center Courtrooms for trials. Video conferencing is an under-utilized resource available to Multnomah County, and the cost to the County of not using the system is significant. There are a number of significant potential staffing efficiencies that could be realized if video hearings were more widely used, or if court remodeling could eliminate the interaction between inmates and the public, or if the TSI program was reconfigured:

- a. Increasing the use of video hearings and moving bench trials to the Justice Center Court could have the effect of reducing the number of Responders and the number of Courthouse Jail Deputies.
- b. Securing the transport of inmates so that they do not have access to public streets could reduce the staffing requirements by up to three Court Services Deputies because they could work eight rather than ten hour shifts.
- c. Implementing some or all of these recommendations could potentially reduce the need for two additional Sergeants, since one Sergeant could supervise the number of Court Services Deputies assigned.

Table IX.2: Staff Coverage Plan – Court Services

Post/Position	Job Class	Hours on Days	Hours on Evenings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>SUPERVISION</b>										
Lieutenant	Lt	8			5	40	2085.6	No		1.00
Sergeant - Justice Center	Sgt	8			5	40	2085.6	Yes	1512	1.38
Sergeant - Main Downtown	Sgt	8			5	40	2085.6	Yes	1512	1.38
<b>SUPERVISION SUBTOTAL</b>		<b>24</b>	<b>0</b>	<b>0</b>		<b>120</b>	<b>6256.8</b>			<b>3.76</b>
<b>COURTHOUSE</b>										
Desk Officer	Deputy	8			5	40	2085.6	Yes	1580	1.32
Booking Officers	Deputy	8			5	40	2085.6	Yes	1580	1.32
Responders (0700-1700)	Deputy	80			5	400	20856	Yes	1580	13.20
Responders (0800-1800)	Deputy	30			5	150	7821	Yes	1580	4.95
Courthouse Holding (0700-1700)	Deputy	20			5	100	5214	Yes	1580	3.30
Courthouse Holding (0800-1800)	Deputy	10			5	50	2607	Yes	1580	1.65
Courthouse Holding Control (0600-1600)	Deputy	10			5	50	2607	Yes	1580	1.65
TSI (Weekender)	Deputy	16	16		2	64	3336.96	Yes	1580	2.11
<b>COURTHOUSE SUBTOTAL</b>		<b>182</b>	<b>16</b>	<b>0</b>		<b>894</b>	<b>46613.16</b>			<b>29.50</b>
<b>JUSTICE CENTER</b>										
Courtroom Security	Deputy	32			5	160	8342.4	Yes	1580	5.28
Court Holding	Deputy	24			5	120	6256.8	Yes	1580	3.96
<b>JUSTICE CENTER SUBTOTAL</b>		<b>56</b>	<b>0</b>	<b>0</b>		<b>280</b>	<b>14599.2</b>			<b>9.24</b>
<b>Subtotal Supervisory Staff</b>										<b>4</b>
<b>Subtotal Deputy Staff</b>										<b>39</b>
<b>TOTAL STAFF</b>		<b>33</b>	<b>2</b>	<b>0</b>						<b>43</b>



## **X. CLASSIFICATION SERVICES PROPOSED STAFFING**

## X. CLASSIFICATION SERVICES PROPOSED STAFFING

Table X.1: Classification Services Staffing Summary

JOB TITLE	FY 2007 AUTHORIZED POSITIONS	2007 PROPOSED STAFFING PLAN PBA/L&A	DIFFERENCE	Breakdown of Changes			
				Recommended Increase Due To Best Practices	Recommended Increase Due To Operational Considerations	Recommended Post Reductions	Recommended Increase Due To Net Annual Work Hours
Lieutenant	.0	0	0				
Sergeant	1	3	2		1		1
Deputies	18	22	4		4		
TOTAL	19	25	6		5		1

### Highlights

- Presently, there are 19 classification staff authorized in the unit, including one Corrections Sergeant and 18 Corrections Deputies. Only one Correctional Deputy is assigned to MCIJ. This staffing is reportedly scheduled to be reduced to 17 total staff in February 2008.
- The proposed staffing plan provides for an additional Sergeant, with relief, to supervise Deputies assigned to the Classification Unit, and to assign staff to cover for extended absences.
- Four additional Corrections Deputies are recommended to implement a full, National Institute of Corrections objective classification system and to enhance case management capacity at MCDC and at MCIJ. This is based on the current authorized strength and will not replenish two positions that are to be cut effective February 1, 2008.

### Key Assumptions and Explanations Underlying PBA/L&A Recommendations

1. The net annual work hours applied to the staff figures are 1657 for Corrections Sergeants and 1659 for Corrections Deputies.
2. The staffing assumes no increases in the inmate population of MCDC and MCIJ. Any staffing implications resulting from opening the Wapato facility are addressed in

## Chapter VIII.

3. In January 1998, Corrections Deputies assumed the duties of the Classification Unit from a Program Administrator who had a cadre of Corrections Deputies and Corrections Counselors performing the classification. This transition occurred primarily in response to a proposal from Corrections Deputies to address the double bunking issue. One of the outcomes of the staff changes was the implementation of a classification system with a major focus on the ability of inmates to be housed in multiple occupancy cells, and a significant focus on behavior management. As a result, the industry standard objective classification/reclassification process was discontinued.
4. Presently, there are 19 classification staff authorized in the unit, including one Corrections Sergeant and 18 Corrections Deputies. Only one Correctional Deputy is assigned to MCIJ. This staffing is reportedly scheduled to be reduced to 17 total staff in February 2008.
5. Corrections Deputies assigned to the Classification Unit are responsible for interviewing inmates to collect data about their criminal history, assess their risk while housed in the facility, and to identify any special needs or treatment needs that may impact their housing assignment. Classification staff determines any special classification requirements based on criteria that is outlined procedures but without the benefit of objective rankings on a scaled system.<sup>165</sup> Behavior alerts are entered into the records management system, and inmates are assigned to housing based on any special housing requirements, or their ability to be housed at the MCIJ, or whether they can be safely housed in a cell with others.
6. All inmates are initially taken to MCDJ for intake processing and classification. The classification designations drive the inmate's housing location by pairing the classification designation with the housing unit designations, as illustrated in Table X.2.

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<sup>165</sup> The classification system currently used does consider criteria such as gender, age, vulnerability, escape history, history of violence and other relevant information. It is from this information that staff makes subjective decisions about an inmate's classification and eventual housing location.

**Table X.2: MCDL Inmate Housing Unit Designation by Classification**

<b>Inmate Classification Designations</b>	<b>Housing Unit Designation</b>
Administrative Segregation (1X)	2X*
Disciplinary Segregation (1X or 2X)	Administrative Segregation (1X)
General MCDL (2X)	Disciplinary Segregation (1X)
General MCIJ (2X)	Facility Worker (2X)
Mental Close (1X)	General Housing (2X)
Protective Custody (1X)	Medical (1X)
	Mental Health (1X)
	Population-Overflow** (1X or 2X)
	Protective Custody (1X)
	Psych (1X)
	Vulnerable (1X)
	Work Crew (2X)

\*2X= Inmate can be housed in a dorm or cell with other inmates

\*\*Inmates of more than one custody level housed in a unit.

7. Inmates undergo the classification process in the MCDL booking area so that they can be assigned from booking to appropriate housing. By doing so, movement of the inmate is minimized (e.g., the inmate is moved directly into their housing unit rather than moving into temporary/classification housing). Given the number of inmates processed into the facility on a daily basis, the desire to reduce movement is understandable. On the other hand, best practices suggest that more credible information can be obtained from inmates after the initial distress of incarceration has subsided. Moreover, by placing inmates in temporary housing for the purpose of classifying inmates after a period of time (generally up to 72 hours), staff have the opportunity to observe how these inmates interact with both staff and other inmates. Recognizing this lack of objective information, the MCSO is in the process of seeking technical assistance to re-implement the National Institute of Corrections objective classification system. The NIC Objective Jail Classification system includes three levels of classification which include:
  - a. Initial Classification – an abbreviated process to determine if there are any significant special needs or special management issues that would preclude housing the inmate in temporary “intake” housing.
  - b. Classification – this is the actual classification process which includes the administration of a risk assessment instrument and needs assessment. The findings of this risk assessment culminate into a suggested, and objective, custody level recommendation. This risk assessment instrument is generally administered within 72 hours of placement in the intake housing unit.
  - c. Reclassification – administered between 60 to 90 days after the custody classification described in “b.” above. Reclassification relies more heavily on behavior during incarceration rather than charges and criminal history which are

the focus of the custody classification.

8. Presently, the overall classification housing goal is to move eligible inmates to MCIJ as this facility is considered to be a less secure facility. At any given time, some 90-130 inmates housed at the MCDC facility are eligible to move to MCIJ if space was available.
9. Corrections Deputy assignments at MCDC include Reception/Interview (staff who perform the initial classification interview of inmates in the Booking area of MCDC), and the Move Desk post. Staff assigned to the Move Desk reviews inmate eligibility for housing at MCIJ, reviews classification alerts<sup>166</sup> on a daily basis, and determines if the inmates should be taken off alert status. At MCIJ, Classification Deputies focus more on work force selection<sup>167</sup> and less on housing assignments. Once an inmate is received at MCIJ based on the MCDC classification assessment, the Processing Deputy (not part of classification staff) makes initial housing decisions based on available beds. The Classification Deputy will make housing decisions following the inmates' return to the facility after completing their disciplinary action.
10. The classification interview takes approximately ten minutes, although the entire classification process can take from 30-40 minutes, which includes preparation time and follow-up work. Classification is performed while inmates are in the MCDC booking area following booking processing, but prior to their assignment to a housing unit. As such, classification staff is scheduled on a 24 hour/7 day per week basis. An average of 2805 monthly classification screenings were conducted over the past five years, with a gradual decline since Fiscal Year 2005, due to the high number of inmates released due to crowding. The average of slightly less than 94 classification screenings daily<sup>168</sup> does not account for the peak periods, when many arrests occur during short periods of time. The 24 hour/7 day per week coverage ensures inmates are processed quickly into the system so they can be moved to a more appropriate facility as soon as possible.
11. The classification designations generally remain with the inmates during their entire incarceration, unless there is an anticipated review/alert period indicated or if staff identifies a specific need. Inmates may request a change of status by completing a form that is forwarded to the Move Desk. In some cases these requests are given to the Sergeant. The reviews/alerts are generated at the point of initial classification or subsequently when an inmate comes off disciplinary status, or if an inmate is

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<sup>166</sup> Classification alerts are either behavior or medical alerts that must be considered when making housing assignments. Examples include assaultive behavior, disciplinary levels, mental health, and suicide watch.

<sup>167</sup> At MCDC classification staff has minimal involvement in selecting inmates for participation on the work force; it is the Corrections Supervisor based on Corrections Deputy recommendations who makes these decisions. Typically, work force inmates are identified based on their charge/sentence information. Housing staff may encourage inmates to participate in the work force, particularly for work positions in the housing units.

<sup>168</sup> The average number of daily screenings was calculated by dividing the average classification screenings of 2805 by 30 days.

classified as administrative segregation.

12. There is no standard scheduled timeframe to review an inmate's classification status or a routine reclassification plan. Therefore, it is difficult to house inmates according to a classification plan (e.g., minimum custody, medium custody, program eligible, etc.) because while an inmate's behavior may change, the classification and housing location does not. MCSO staff report that they have been successful with this current modified classification system (i.e., a focus on behavior management rather than an objective jail classification system). While the number of disciplinary actions does not appear excessive, the duration of each sanction could result in inmates being in disciplinary status for longer periods of time, which necessitates special handling precautions and a staff intensive implementation of a range of privileges and freedoms afforded the inmates depending on their discipline level.
13. Behavior level changes are the province of Sergeants, who review inmates on disciplinary status every seven days. The lack of continuity between Sergeants and staff who work with the inmates could extend the period inmates are housed in this status, and, as discussed above, impact on staff workloads and responsibilities. Although the issue of the length of disciplinary sanctions is not within the scope of this study, consideration should be given to assessing disciplinary sanctions and their impact on length of stay in a special management unit.
14. Inmates identified as "Keep Separates"<sup>169</sup> or those who require specific health care, are identified in the computer system as requiring special housing. Of the 1,019 inmates housed in MCIJ alone, approximately 60 inmates are reportedly on a Keep Separate status.<sup>170</sup> There is no procedure presently in place for inmates to request (or to be carefully encouraged) to be removed from the keep separate list. Assuming that the MCSO would consider revising the policy requiring escorts for all inmates (discussed in Chapters V-XI), the requirement to move inmates on Keep Separate status would reduce opportunities for staffing efficiencies. It also requires that staff be vigilant when planning program activities to ensure inmates on a Keep Separate status are not scheduled for these activities together. The goal would be to avoid or discontinue any Keep Separates that are not necessary for safety and security reasons. A reclassification system would provide a mechanism whereby staff would be required to routinely reconsider the need for Keep Separate designations.
15. Placements on the Suicide Watch list are made by the health care provider and the detention or classification staff. Only mental health staff can authorize removal of an inmate from the Suicide list. Inmates in mental health housing will also have the benefit of being reviewed by teams of staff meet to determine appropriate housing and special needs considerations.

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<sup>169</sup> Inmates who are on "Keep Separate" status are those whereby inmates can not come in contact with other inmates from whom they must be separated for issues such as co-defendant status, previous altercation outside or inside the facilities, or security threat group separations.

<sup>170</sup> Based on information provided during the site visit of June 13, 2007.

16. The Move Desk Deputies also decide on inmate housing changes following disciplinary action or applicable modifications in medical status. They do not, however, make a determination of when an inmate is taken off of disciplinary status.
17. Since they are sworn staff, Classification Deputies assigned to the MDCD booking area are expected to assist in responding to physical altercations.
18. There are 25 funded Counselors (8 at MDCD, and 17 at MCIJ) responsible primarily for program placement, referrals to community services and liaison between the inmate and the courts. Although this staff performs some functions that are considered Classification/Case Management functions in other jail systems, they also serve as instructors and program coordinators – not traditionally related to classification/case management activities. This staff is managed by the same captain as is the Classification Unit, but are operationally distinct from Classification staff. Many jails combine the counselor and classification function so that there is an initial classification in booking, and then ongoing case management and reclassification by staff assigned to the same unit. While maintaining separate units is a legitimate approach, it does not allow for the integration of staff, which would present staff efficiency opportunities via a single larger unit with cross-training and greater relief options.
19. One Corrections Sergeant is presently designated for this unit and is responsible for management of the Unit and scheduling the Classification Deputies who are assigned at MCIJ and MDCD. The one Sergeant also oversees the staff that is part of the Unit, but not Classification Deputies who handle the population releases and the disciplinary hearings. This Sergeant, therefore, is responsible for supervising 24 staff at two different facilities, working the day shift while the staff works 24 hours/7 days per week. Although some typical activities associated with supervising staff are not an expectation of this Sergeant (e.g., performance appraisals), the effectiveness of this Sergeant's ability to monitor staff performance is highly questionable given the workload, the two locations, and the different schedules.

## **Recommendations**

1. As the MCSO moves toward the NIC model for Objective Jail Classification, this proposed staffing plan will allow MCSO to assign Classification Deputies to perform an initial classification in booking, followed by a more detailed classification while inmates are housed in transitional housing, and then periodic reclassifications. The best approach to accomplish this model is to assign staff to specific areas or zones of the facility based on a workload analysis (e.g., the number of classifications that one staff can perform on daily basis). A recommended staffing approach is described below.
2. Assign one Classification Deputy to each housing floor at MDCD to develop a case

management plan, field/address inmate questions, reclassify inmates on a 60-90 day basis, and to continually seek to reduce an inmate's special housing status where appropriate to do so. Staff will be assigned to perform classifications when these staff are absent for more than one day. These Classification Deputies may provide relief on an infrequent basis to cover the Move Desk or the Reception/Interview post in intake as these functions must be staffed on a daily basis. Classification Deputies will monitor alerts, if any for their assigned population.

3. Assign one Classification Deputy for each 200 inmates at MCIJ facility. This ratio may be sufficient if these inmates already have a case plan on file that was completed by Classification Deputies at the MCDC, and if interaction will primarily be limited to fielding/addressing inmate questions, reclassifying inmates on a 60-90 day basis, and working to reduce an inmate's special housing status where appropriate to do so. These staff will monitor any alerts for their assigned caseload.
4. Continue to provide 24 hour/7 day coverage at the MCDC for the purpose of the initial classification. Although relief is suggested for this position, any additional staffing required to cover this post should come from the Classification staff assigned to the housing units. All requests for moves should be directed to the Move Desk, even those generated from the MCIJ facility. This would support the intention to view the facilities as being a part of a system rather than independent facilities.
5. Provide coverage at the Move Desk on 16-hour (day and evening shift), five day per week basis. Any emergency moves required over the weekend can be addressed by the Reception/Interview Deputies in coordination, if necessary, with the MCDC Holding Deputy assigned in the Booking area who maintains the headcount for the MCDC. The Move Desk would be primarily responsible for coordinating moves between the facilities and monitoring alerts to ensure alerts are addressed if staff is on extended leave, etc.
6. Consider opportunities to better align the functions of the counselor staff with the case management function suggested for the Classification staff. By doing so, MCSO could produce a more seamless system, and potentially provide greater staffing efficiencies.
7. The proposed staffing plan provides for an additional Sergeant, with relief, to supervise Deputies assigned to the Classification Unit, and to assign staff to cover for extended absences. This results in Corrections Sergeant coverage 16 hours per day/five days per week, with one Sergeant assigned to the MCIJ facility and two Sergeants to the MCDC. The two Sergeants at MCDC could be deployed as follows: one Sergeant to supervise all of the Reception/Interview and Move Desk staff, and the other Sergeant could supervise the Reclassification staff, hearings staff and the population release staff. In the absence of the MCDC Classification Corrections Sergeant, the Corrections Sergeant assigned to Booking and Release provides shift supervision for the Classification Corrections Deputy assigned to the



MCDC Reception/Interview post. The Booking and Release Corrections Sergeant will be available to respond to issues and questions that might arise during the course of a shift. The Classification Corrections Sergeant retains supervision responsibility associated with ongoing work quality and performance. It is important that the Booking and Release Sergeant and Classification Sergeant confer at the beginning and end of the shifts regarding classification-related matters to assure continuity and consistency in classification operations.

**Table X.3: Staff Coverage Plan – Classification Services**

Post/Position	Job Class	Hours on Days	Hours on Evenings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>SUPERVISION</b>										
Sergeant	Sgt	8	8		5	80	4171.2	Yes	1657	2.52
<b>SUPERVISION SUBTOTAL</b>		<b>8</b>	<b>8</b>	<b>0</b>		<b>80</b>	<b>4171.2</b>			<b>2.52</b>
<b>CLASSIFICATION STAFF</b>										
MCDC - Move Desk	Deputy	8	8		5	80	4171.2	Yes	1659	2.51
MCDC - Reception/Interview	Deputy	8	8	8	7	168	8759.52	Yes	1659	5.28
MCDC - Reclassification	Deputy	40	8		5	240	12513.6	Yes	1659	7.54
MCIJ - Reclassification	Deputy	40			5	200	10428	Yes	1659	6.29
<b>CLASSIFICATION STAFF SUBTOTAL</b>		<b>96</b>	<b>24</b>	<b>8</b>		<b>248</b>	<b>12930.72</b>			<b>21.62</b>
<b>TOTAL STAFF HOURS</b>		<b>104</b>	<b>32</b>	<b>8</b>						
<b>Subtotal Supervisory Staff</b>										<b>3</b>
<b>Subtotal Deputies</b>										<b>22</b>
<b>TOTAL STAFF</b>		<b>13</b>	<b>4</b>	<b>1</b>						<b>25</b>

## **XI. TRANSPORT UNIT PROPOSED STAFFING**

## XI. TRANSPORT UNIT PROPOSED STAFFING

Table XI.1: Transport Unit Staffing Summary

JOB TITLE	FY 2007 AUTHORIZED POSITIONS	2007 PROPOSED STAFFING PLAN PBA/L&A	DIFFERENCE	Breakdown of Changes			
				Recommended Increase Due To Best Practices	Recommended Increase Due To Operational Considerations	Recommended Post Reductions	Recommended Increase Due To Net Annual Work Hours
Lieutenant	.5	.5	0				
Sergeant	1	3	2		2		
Deputies	16	17	1				1
TOTAL	17.5	20.5	3		2		1

### Highlights

- Two Additional Sergeants are recommended to provide a shift relief factor to assure continuous supervision of the unit and the Corrections Deputies.
- The application of the relief factor accounted for one additional Transport Unit Deputy.

### Key Assumptions and Explanations Underlying PBA/L&A Recommendations

1. The net annual work hours applied to the staff figures are 1657 for Sergeants and 1622 for Deputies. The application of the proposed NAWH increased the number of staff required by one Transport Unit Deputy.
2. The staffing assumes no changes in the number of transports conducted, although the number of inmates per transport can increase depending on the size of the vehicles used. Any staffing implications resulting from opening the Wapato facility are addressed in Chapter VIII.
3. The Transport Unit is responsible for conducting transports to/from court, high risk medical appointments, and intrastate transports. In 2006, more than 70,000 transports were conducted covering more than 213,000 miles. The Transport Unit operates Monday through Friday.
4. Most of the transports are generally scheduled in advance based on the day of the

week due to operational and scheduling requirements to maximize staff efficiencies. Transport Deputies assigned to each facility (i.e., MCIJ and MCDC) conduct routine medical transports (i.e., clinics and other scheduled medical appointments) and are *not* included in the Transport Unit staffing. Two Corrections Deputies are assigned to conduct transports at the MCDC and one Corrections Deputy is assigned to conduct transports at the MCIJ for medical appointments five days per week.<sup>171</sup> Staffing to this level at the facilities provides an appropriate balance between maximizing the number of outside medical clinics without creating inefficiencies. Emergency transports (e.g., to the hospital) are generally handled by any available facility staff, or Transport Unit Deputies if available.

5. Vehicle options include a 40 passenger bus, two 3-compartment vans holding 28 inmates each, and three vans sized for up to 12 inmates each. The vehicles are stored at Gresham during non-working hours, which is approximately 30 minutes from any facility where pickup would be initiated. Therefore, for the staff that pick up the vehicles, approximately one hour per day is spent traveling to/from the vehicle staging area.
6. Generally two Transport Unit Corrections Deputies are assigned to each vehicle/transport except in rare cases where inmates are transported locally (e.g., local hospital runs), in which case a single officer may be assigned. Assigning two staff per transport is consistent with best practices to ensure that one officer is focusing on driving while the other officer focuses on the security and safety of the inmate(s).
7. A relief factor is presently provided for the Transport Unit to provide the minimum coverage of two Deputies for each transport. There are, however, occasions when unplanned transports or unplanned Transport Unit Deputy absences result in a need for additional staff beyond the number assigned on a given day. To meet the staffing requirements, off-duty Transport Unit Deputies are scheduled. On occasion, the Transport Unit Sergeant must serve as one of the Transport Unit Deputies. The occasions when the Transport Unit Sergeant is pulled away from supervisory duties such as planning transports, monitoring staff performance and responding to incidents that occur is not preferable; however, it is not a frequent occurrence, and it does allow the Sergeant to observe the Transport Unit Deputies' performance.
8. The Transport Unit is not responsible for extraditions requiring extended travel (e.g., out-of-state flights, etc.); these transports are handled by Detectives or other Law Enforcement Deputies. Out of state transports that can be accomplished at the state line (i.e., an inmate arrested in another jurisdiction who has waived extradition may be taken to a location at the bordering state where the inmate will be transferred to Multnomah County Deputies) are handled by the Transport Unit. Clark County, Washington is located immediately across the Columbia River from Multnomah County, and these interstate transfers regularly occur using Transport Unit

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<sup>171</sup> The staffing figures for the Transportation Deputies assigned to the facilities are located in Chapters VI and VII.

## Corrections Deputies.

9. The Northwest Regional Shuttle is a cooperative agreement between 11 western states to coordinate with agencies inside and outside Oregon to transport inmates by relaying prisoners to partnering jurisdictions to temporarily hold or house an inmate awaiting transport. Many agencies are a part of this agreement, with the overall goal being to reduce the number of extended transports for any one agency. Shuttle runs are conducted Tuesday, Wednesday and Thursday when the maximum number of Transport Deputies is scheduled. Each run takes from one hour to more than three hours to arrive at the pick up/drop off site. Given the amount of time to conduct the transfer of inmates and then return to the drop off point, it is not feasible to *schedule* additional transports for the staff conducting shuttle runs.
10. Routine transportation runs (i.e., those that occur at least once a week and up to several times daily) include the following:
  - a. MCIJ to Court House Jail
  - b. MCIJ to MCDC
  - c. MCDC to Court House Jail
  - d. MCDC to MCIJ
  - e. To/From Clackamas County
  - f. To/From Washington County
  - g. To/From Columbia County
  - h. To/From Oregon State Penitentiary (Salem)
  - i. To/From Oregon State Correctional Institution (Salem)
  - j. To/From Santiam Correctional Institution (Salem)
  - k. To/From Mill Creek Correctional Institution (Salem)
  - l. To/From Columbia River Correctional Institution (NE Portland)
  - m. To/From Oregon State Hospital (state mental institution in Salem)
  - n. To/From Coffee Creek Correctional Facility (DOC intake center and women's prison (Clackamas County)
  - o. To/From Clark County, Washington (Regional Shuttle)
  - p. To/From Marion County (Regional Shuttle)
  - q. To/From Wasco County (Regional Shuttle)
  - r. To/From Umatilla County (Regional Shuttle)
11. Several transports (e.g., those traveling to the various State Corrections facilities in Salem, OR) are scheduled on a weekly basis and will include transports to all of the adjacent facilities. The existing staff coverage plan is adequate for the following transports on a daily basis:
  - a. Three runs from the MCIJ to the Courthouse and the MCDC (Justice Center).
  - b. Three runs from the MCDC to the Court House Jail
  - c. Runs to Salem, OR (one of the hub pick up points) or to one of the State Correctional Facilities.
  - d. Runs to the State Corrections Intake/Women's facility

12. All Transport Unit Deputies scheduled on any given day participate in the daily morning court transports.
13. Four Transport Unit Deputies are scheduled on a daily basis, Monday through Friday to conduct evening transports. These transports are primarily for court returns and internal transports to/from MDCD and MCIJ. This staff is able to assist with other transportation functions when necessary.
14. The one assigned Sergeant serves as the Desk Officer, whose job duties include making daily work assignments, receiving calls regarding scheduling upcoming transports, accommodating personnel requirements as necessary, and coordinating all transports and task schedules. The supervisor to staff ratio is currently 1:16. The Sergeant currently works four, ten-hour shifts which leaves one full day and most of the evening shift without supervisory coverage.
15. The Lieutenant only provides general oversight for the Unit since this Lieutenant is also responsible for the Booking/Release Unit. Staff may contact the Lieutenant if major issues arise during the day shift.
16. The Sergeant and Lieutenant are not required to conduct annual performance appraisals of staff assigned to them.
17. The Transport Unit Sergeant and Deputies indicate that the current transport schedule meets the need in terms of the number of "runs" that must take place. However, to do so, these runs are occasionally not covered with two deputies or they are covered with Transport Unit Corrections Deputies working overtime or the Sergeant may assist with the transports when a second Deputy is determined essential.

## **Recommendations**

1. The minimum shift coverage should include relief for the Transport Unit Deputies and Sergeants. The Transport Unit Deputies currently provide for relief; the revised relief factor accounted for one additional position.
2. If even one or possibly two vehicles were located at MCIJ (and potentially at Wapato), staff time could be better utilized to avoid the one hour time it takes to pick up the vehicle and arrive at the first pick up point. This savings of up to two hours per day could result in scheduling all Transport Unit Deputies on eight rather than ten hour shifts, a possible reduction of 2-3 positions.
3. The Sergeant function should focus on scheduling personnel, assigning staff to transport functions and evaluating staff performance and not conducting transports on a routine basis. Moreover, the total number of staff suggests that two Sergeants are required both to cover the day and evening shift. This staffing will reduce the supervisor to staff ratio to 1:5 on the evening shift and 1:12 ratio on the day shift.

Relief should be provided for the Sergeant position since this function is essential to scheduling transports and monitoring staff performance. If necessary, the evening shift Sergeant may perform as a working sergeant in cases of unplanned staff absences.

**Table XI.2: Staff Coverage Plan – Transport Unit Services**

Post/Position	Job Class	Hours on Days	Hours on Evenings	Hours on Nights	Days per Week	No. of Hours per Week	No. of Hours of Coverage per Year	Relief for this Post?	NAWH	Total FTEs Needed
<b>SUPERVISION</b>										
Lieutenant	Lt	4			5	20	1042.8	No		0.50
Sergeant	Sgt	8	8		5	80	4171.2	Yes	1657	2.52
<b>SUPERVISION SUBTOTAL</b>		<b>12</b>	<b>8</b>	<b>0</b>		<b>100</b>	<b>5214</b>			<b>3.50</b>
<b>TRANSPORT OFFICERS</b>										
Transport Deputies	Deputy	60			5	300	15642	Yes	1622	9.64
Transport Deputies	Deputy	20			3	60	3128.4	Yes	1622	1.93
Transport Deputies	Deputy		32		5	160	8342.4	Yes	1622	5.14
<b>TRANSPORT OFFICERS SUBTOTAL</b>		<b>80</b>	<b>32</b>	<b>0</b>		<b>520</b>	<b>27112.8</b>			<b>16.72</b>
<b>Subtotal Supervisory Staff</b>										<b>3.50</b>
<b>Subtotal Deputies</b>										<b>17</b>
<b>TOTAL STAFF</b>		<b>9</b>	<b>4</b>	<b>0</b>						<b>21</b>