

Sheriff's Office Staffing Analysis and Operational Review



Lucas County, Ohio
September 2012

CRS Inc.
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EXECUTIVE SUMMARY

In February 2012 Lucas County officials commissioned a collaborative staffing analysis and operational review that provided opportunities to examine all aspects of the Sheriff's Office. The process involved stakeholders in a series of five work sessions, providing many opportunities to find ways to "work smarter" with existing resources, to realize savings, to match revised operations to existing resources and to identify the need for additional resources in terms of facilities, technology, operations, funding and payment for services.

CRS Incorporated, Gettysburg, Pennsylvania, implemented the project, using the comprehensive staffing analysis process that it developed for the U.S Department of Justice. Lucas County entered into separate contracts with Prof. Lois Ventura PhD. and Richard Johnson PhD, of the University of Toledo. Their supplementary reports are presented in the appendices. (Appendix D [Johnson] and Appendix F [Vemtura])

FUNDING

Lucas County continues to face severe funding shortfalls. The County has requested all elected offices and departments to submit a 2013 budget with an additional 6.24% reduction. That would mean a total reduction of \$4.65 million from the 2012 appropriated budget for the Sheriff's Office, requiring extreme cuts, increased financing sources, or a combination of both.

SHERIFF'S OFFICE OPERATIONS

The Administrative Services Division poses unique operational and staffing challenges because it encompasses a wide variety of activities that are implemented in many locations. More than any other division, Administrative Services is largely "at the mercy" of other elected offices who determine the volume and timing of demands for service. At the same time that the context in which the division operates has changed, staffing levels for the division have gradually declined. (Page 4 and Appendix A)

The Corrections Division has experienced many changes in recent years. None of the perceived changes with the *inmate population* make it easier to manage the inmates—more violence, more gangs, less respect for staff. Caring for the inmate population has become more difficult as well in light of the increase in suicide risks, poor health, increase in inmates with mental health problems, and increase in substance abuse. *Crowding* challenges many aspects of jail operations. Jail occupancy consistently exceeds capacity. Many inmates are forced to sleep in temporary beds on the floor in housing unit dayrooms. (Page 10 and Appendix B)

The existing jail facility is poorly designed. Compared to other jail designs, the Lucas County jail requires more staff for basic operations. For example, a 450-bed jail in Indiana, recently evaluated by the National Institute of Corrections (NIC), requires 42% fewer staff for basic inmate supervision and facility security. Compared to the Indiana facility, *Lucas County spends \$2.9 million more for a comparable inmate population because of its inefficient design.*

Staffing for the Law Enforcement Division has varied in the past three years. The Field Operations unit provides police services to unincorporated areas that do not have their own law enforcement agencies. Some of these services are provided by contracts, some are not. Whether the contracts cover *all* costs is under review. (Page 21 and Appendix C)

COVERAGE

A "coverage plan" describes where and when employees are needed. It is the foundation for operations and schedules are developed to deliver needed coverage. The Administrative Services Division has already reduced overall staffing in recent years. Proposed coverage plans will continue to refine operations and increase efficiency. (Page 3 and Appendix A)

The proposed jail coverage plan would improve safety, security and efficiency and would result in a 2.4% reduction in the number of relieved hours required annually. The proposed coverage plan for booking would require 7.4% fewer relieved hours annually. (Page 14 and Appendix B)

Proposed Law Enforcement Division coverage plans reflect recent efficiencies in all units. . The future of field services comes down to difficult policy decisions with regard to the ability of non-contracting areas to pay for services, and their willingness to do so. (Page 23 and Appendix C)

SCHEDULING (Page 25)

The Sheriff's Office currently operates with several shift configurations, which vary based on division and unit. The Sheriff's Office also demonstrates flexibility and creativity by staggering shift start-times when necessary. This improves the efficiency of scheduling practices, matching deployment to demands. Further refinements in all divisions will increase efficiency in all divisions.

NET ANNUAL WORK HOURS- NAWH (Page 27 and Appendix G)

This step in the process calculates the average number of hours an employee actually worked a scheduled shift "on the floor" during recent years. The product of these calculations-- "Net Annual Work Hours" (NAWH)—describes the average number of hours worked "on post" by classification of employee for a given year. In 2011 the jail, with its 4/2 schedule, had the lowest NAWH (1,461 hours) while Field Ops, with its 12-hour shifts, had the highest (1,961). From the functional perspective on the floor (or road), a Field Ops deputy worked 506 more scheduled hours in 2011 than a jail officer (35% more hours).

Why do NAWH findings vary so much? Variation in schedules is one of the major factors. Jail officers (on a 4-2 schedule) are scheduled for 243 fewer hours each year than are employees working the 12-hour shift schedule. Employee contracts influence NAWH in several ways by setting policies on accrual of time off, use of time off, managing sick time, and other conditions of employment. External factors such as military deployment may have a major impact in some years. Federal legislation, such as the Family Medical Leave Act (FMLA), influence employee absences.

Is it possible to increase NAWH? Yes, by targeting some of the factors described above, such as schedules and employee contracts. Some jurisdictions have had success with initiatives to reduce sick time abuse, producing increased NAWH. Now that the impact of NAWH has been identified, county officials should develop strategies to increase NAWH. As one county official suggested, NAWH findings for some units are "unsustainable."

RECOMMENDATIONS (Page 31)

Participants in the process produced comprehensive, detailed recommendations that address all facets of Sheriff's Office operations. Many of these recommendations were implemented before the project was completed.

All Divisions

1. Fill rosters to reduce overtime.
2. Revise hiring policies.
3. Explore the increased use of part-time employees
4. Implement protocols to collect and analyze data needed for Net Annual Work Hours (NAWH) calculations.
Calculate NAWH annually.
5. Change record-keeping practices to clearly identify every hour of overtime and reassignment
6. Improve current record-keeping practices to clearly identify and document unscheduled "details"
7. Improve record-keeping practices for each shift, ensuring accurate reporting
8. Analyze actual deployment for each shift, using the improved record-keeping
9. Increase *training* provided across the board, to include:
10. Increase the use of no- and low-cost training resources,
11. Develop a training plan as part of the budgeting process.

12. Implement policies, procedures and practices to compliance with American Society for Law Enforcement Training (ASLET) standards.
13. Reduce, and eventually eliminate the use of temporary rotations.
14. Develop creative schedules to efficiently implement coverage plans.
15. Evaluate deployment annually to identify instances of "extra" staff and calculate a scheduling factor to apply to next budget year.

Administrative Services

16. Continue efforts to consolidate scheduling and deployment
17. Increase the use of videoconferencing whenever possible.

Corrections

18. Expand efforts to manage the size of the jail population. Create a new position in the Common Pleas courts to track and expedite pretrial detainee processing.
19. Implement changes in current activity scheduling, as described
20. Implement proposed changes in policies and practices (inmate behavior management system, improve classification process, house inmates according to classification, house short-term inmates on 1st and 5th floor, work with courts to find efficiencies, use pretrial detainees as workers, improve conditions of confinement, improve headcount procedures, reduce/eliminate movement and activities during meals and headcounts, re-open 2N and operate as an Honor Dorm, increase security on the first floor, reinstate inmate population management efforts to reduce crowding)
21. Implement essential physical and technical improvements (provide radios and duress alarms, fix selected security features, fix elevators, fix/improve computers in Main Control., add computers to floor sub-control stations, improve security systems, create direct supervision housing units).
22. Implement changes described in coverage plan (provide "food escort" for each meal, provide escort medication carts, re-assign mail and commissary tasks to officers, supervise vertical movement with a movement team., provide more first line supervision).
23. Provide an additional officer for peak times of booking and release
24. Implement a new classification system.
25. Provide two non-relieved positions for the Inmate Services Unit
26. Eliminate the Assistant Director of Corrections position.

Law Enforcement

27. Continue to consolidate and use creative approaches to scheduling, deployment, and cross-training to increase efficiency.
28. Add coverage for times of higher call volume and demand for service

Although not within the scope of this project, the consultants recommend exploring the feasibility of replacing the jail facility and examining the operating cost savings that would be realized by a new, efficient design.

BUDGET IMPLICATIONS (Page 36)

Many of the recommendations will not require additional expenditures. First-year costs are associated with several of the changes in policies and practices, and with some of the essential physical and technical improvements. Increased annual operating costs are associated with increased training, creating a new Common Pleas position to track jail cases, and jail population management efforts. Several recommendations will reduce annual operating costs. Implementing the "Priority 1" changes would produce a net reduction of 30,000 hours of relieved employee time, the equivalent of approximately 17 full time correctional officers ((approximately \$1 million per year)

SUMMARY

The project brought stakeholders together to improve the efficiency and effectiveness of Sheriff's Office operations. Many potential improvements were identified; some have already been implemented. But cutting the budget to the level sought by county officials will require massive changes in operating assumptions and practices. The staffing analysis process has provided the foundation for "reverse engineering" operations to match available funding, if necessary.

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I. INTRODUCTION

In February 2012 Lucas County officials commissioned a collaborative staffing analysis and operational review that provided opportunities to examine all aspects of the Sheriff's Office, looking for opportunities to improve effectiveness and, where possible, efficiency.

The process involved stakeholders in a series of five work sessions, providing many opportunities to find ways to "work smarter" with existing resources, to realize savings, to match revised operations to existing resources and to identify the need for additional resources in terms of facilities, technology, operations, funding and payment for services. The process examined all aspects of current operations, and identified opportunities to change policies, practices, the use of technology and facilities.

Lucas County continues to face severe funding shortfalls. The Sheriff's Office 2012 budget request was \$29,765,964; the 2012 budget appropriation was \$24,829,082—and the Sheriff's Office fared better than other Lucas County departments and agencies. Facing continuing financial challenges, the County has requested all elected offices and departments to submit a 2013 budget with an additional 6.24% reduction. That would mean a total reduction of \$4.65 million from the 2012 appropriated budget for the Sheriff's Office, requiring extreme cuts, increased financing sources, or a combination of both.

CRS Incorporated, Gettysburg, Pennsylvania, implemented the project. The principal consultant for the project, Rod Miller, has headed the non-profit organization since he founded it in 1972. Rod is the principal author of the staffing analysis process developed by the National Institute of Corrections over the past 25 years.

Lucas County entered into separate contracts with Prof. Lois Ventura PhD. and Richard Johnson PhD, of the University of Toledo. Additional assistance was provided by DLZ Corporation, an architectural and engineering firm working with the county in recent years. Jim O'Neal started the project in his role as jail administrator. Shortly after the project began he retired and was then retained to assist as an on-site project manager.

The project was guided by a "core group" comprised of representatives of the Sheriff's Office, county administration and the UAW. The substantive work was accomplished with the efforts of three "working groups," for Administrative Services, Corrections and Law Enforcement.

The project was further enhanced by the resolve of the County Commissioners and their staff to become more familiar with the operations of the Sheriff's Office and to actively participate in the working groups for this project. To that end, they spent many hours observing operations in the Jail, in the Courts and on the road. This experience enriched this study and demonstrated the commitment of the Commissioners' Office.

This report presents the findings and recommendations that were produced by the collaborative process.

II. OVERVIEW OF THE PROCESS

The approach centers on the innovative jail staffing analysis methodology that was developed by the National Institute of Corrections (NIC) in 1987,¹ and that has been refined continuously since then.

The NIC process provides many opportunities to discover new efficiencies and to explore creative solutions throughout the staffing analysis process. It has been successfully used in jails throughout the United States, as well as law enforcement agencies, various city and county departments, fire departments, nursing homes, and other complex organizations.

Figure II-1 illustrates the nine steps of the staffing analysis process and briefly describes each step. The nine sequential steps in the process were developed to be:

- *Comprehensive*—examines all facets of operations and management.
- *Precise*—counts and calculates a wide range of elements. The process creates a “chain of evidence” between a dollar in the budget and an hour worked on the floor or in the field.
- *Creative*—finds ways to improve effectiveness and efficiency.
- *Inclusive*—provides employees and other stakeholders with meaningful opportunities to shape the analysis and to review all draft findings and recommendations.
- *Cost Effective*—taps the experience and expertise of local officials and personnel, using outside assistance to guide the process and bring the experience of other jurisdictions to the table.

The staffing analysis process offers a unique opportunity to examine the “culture” of the organization and its operations.

The NIC process provides perspective and invites participation by a wide range of persons. In recent years, the staffing analysis process has proven to be a catalyst that helped agencies with serious problems to re-invent their policies and practices from the ground up.

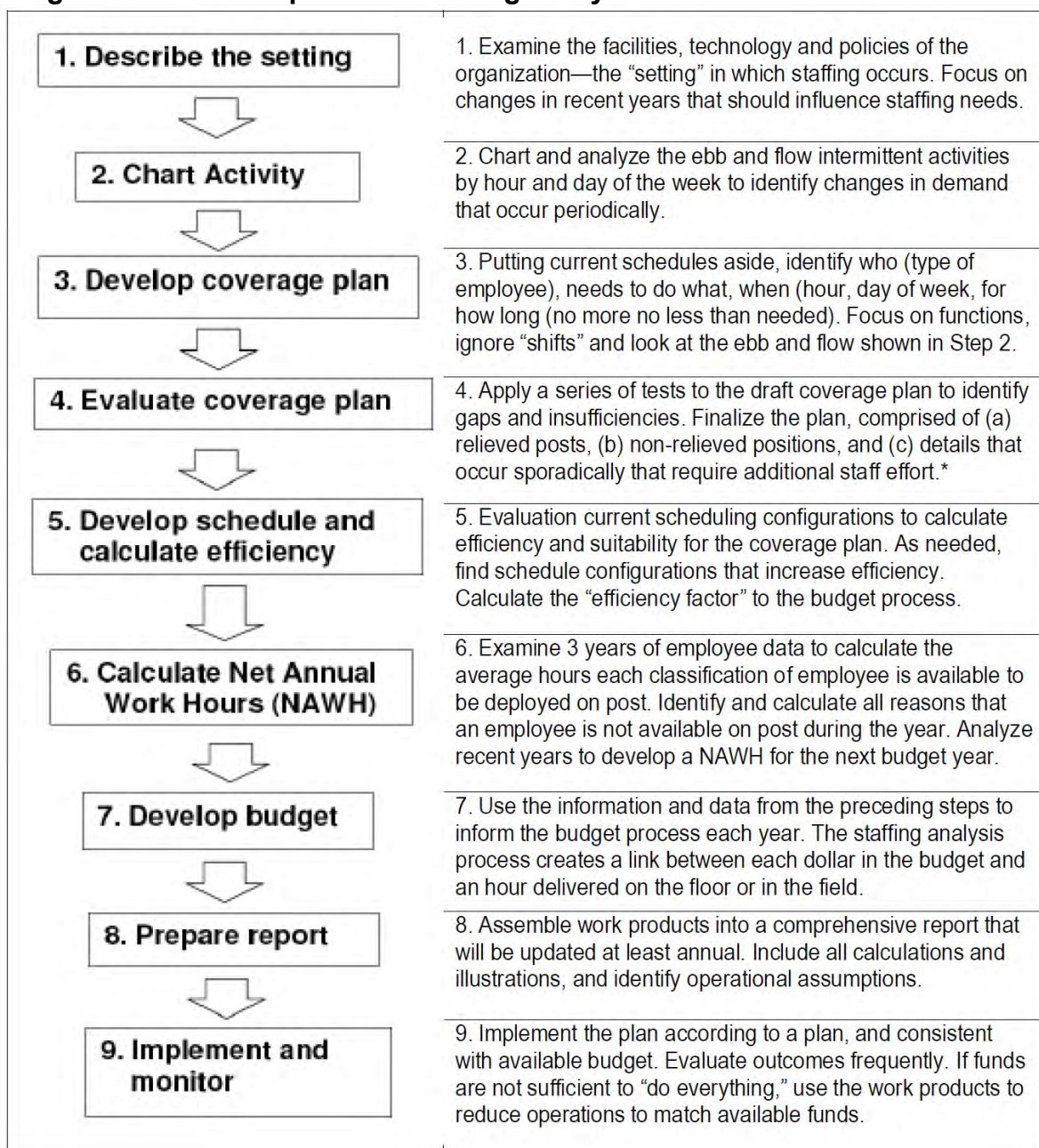
Participation and Transparency

Many people have a “stake” in the staffing analysis process. Over the past four months, 49 individuals have been directly involved with the process as members of the Core Group and/or members of the three Working Groups. Each of these groups has met at least six times since February 2012.

¹ Miller, Rod and Dennis Liebert. *Staffing Analysis Workbook for Jails*. National Institute of Corrections, U.S. Department of Justice. Washington D.C. First Edition 1987. Second Edition 2003. Third Edition 2012 (in final editing.) <http://tbf.me/a/gnPXP>

In addition to participation at the table, every employee and many others were provided with detailed reports following each round of on-site work. Everyone was asked to review the work and to convey their comments, concerns and suggestions to the consultant.

Figure II-1: Nine Steps of the Staffing Analysis Process



* (a) relieved posts are staffed at all scheduled times, often requiring overtime; (b) non-relieved posts are not staffed when the scheduled employee does not report for work; (c) “details” occur sporadically and require staffing for their duration. Suicide watches, emergency transport to the hospital, supervising maintenance personnel are examples of details.

III. SUMMARY OF FINDINGS FOR STEPS 1 THROUGH 3

The following pages are drawn from Appendix A (Administrative Services), Appendix B (Corrections), and Appendix C (Law Enforcement). Readers are encouraged to review the more detailed findings and work products in these appendices.

A. Administrative Services Division

Step 1: Describing and Analyzing the Setting

The Administrative Services Division poses unique operational and staffing challenges because it encompasses a wide variety of activities that are implemented in many locations. Several of the locations deploy only one employee.

Many of the Division's activities are funded in whole, or in part, by contracts with other entities, such as the schools, and the City of Toledo (municipal court).

More than any other division, Administrative Services is largely "at the mercy" of other elected offices who determine the volume and timing of demands for service. One Working Group participant suggested that the division "has many masters."

The Administrative Services Division is comprised of several units:

1. Juvenile Justice Complex and Other Locations
 - a. Juvenile Justice Center
 - b. Domestic Relations Court
 - c. 6th District Court of Appeals
 - d. Transportation
 - e. Other Contracted Services
2. Common Pleas Court
3. Toledo Municipal Court
4. Transportation Unit
5. Other Activities
 - a. Court Services
 - i. Civil Branch Clerks
 - ii. Process Servers
 - b. School Resource Officers
 - c. Child Support Enforcement (Investigators)
 - d. D.A.R.E. Program

The first four units were the focus of the staffing analysis effort because they have relieved posts and positions.

Staffing for the Administrative Services Division has varied in the past three years. Figure IIIA.1 identifies the number of employees who worked a full year during the past three years. This is an indication of the stability of the workforce and should not be confused with the number of authorized positions during the year.

Figure IIIA.1: Number of Employees Who *Worked a Full Year*

	2009	2010	2011
ADMINISTRATIVE SERVICES			
Juvenile Justice Center	20	18	14
Common Pleas	12	10	9
Municipal Court	20	20	19
Transport	10	8	4

Changes in the Context

At the beginning of the staffing analysis process, participants in the Working Group were asked to identify changes that have occurred in recent years that affect the context in which the division operates. The changes in the “physical setting” identified the addition of more contracts and the provision of services to more locations.

Changes in “equipment and technology” included:

- New radios with own channels
- Video arraignment expanded
- Video links have been established with CCNO and the Ohio Department of Correction and Rehabilitation

Participants described their perception of the changes in the “prisoner population” in recent years: (1) Prisoners are more violent; (2) More prisoners have mental health conditions; (3) Prisoners are more unpredictable; (4) More prisoners are charged with capital offenses and have “nothing to lose.”

“Operational changes” were also described:

- Role and hours of coverage for Juvenile Court and the Juvenile Justice Center (JJC) have changed; was 24/7 and is now 1½ shifts; no role in Detention Center but responsible for facility security and perimeter
- Common Pleas court security was taken over by the court, deputies have no control of overall security of the building or of the tunnels
- Have to pull from jail for emergencies more often

- Union cooperative on many issues, including recent addition of part time officers in Toledo Municipal Court
- Several changes have been made in the organization and management of the division, such as the reduction in the number of staff assigned to the transportation unit

Changes in operations have included:

- More demand for service due to the addition of more contracts and more locations at which services are provided
- Increased security concerns, primarily with the Juvenile Justice Center, because of reduced hours of security staffing and lack of authority to control all movement into the facility
- More complicated logistics associated with providing services as the increase in locations and the increased distance between some of the service sites

Significant changes have been identified with the “transportation.” Demands on the transportation unit have changed in recent years:

- Added transport to Sylvania and Maumee courts
- Reductions in staffing require frequent supplementing from other units or even other divisions
- More medical transports, including appointments and chronic care appointments such as dialysis
- More transports for U.S. Marshals and because federal transports are under contract they usually receive priority
- Now providing Children's Services transports

Changes in Staff/Staffing. Participants noted that there were “mass retirements” in 2011 when the Ohio Legislature was considering changes in retirement benefits. The division lost 12 employees, but only six have been replaced to date. Two school officers were part of the retirements. Some of the retirees have been rehired.

At the same time that the context in which the division operates has changed, staffing levels for the division have gradually declined. During the implementation of this project, staffing practices continued to be refined. It is difficult to calculate the costs associated with these changes because the division frequently relies on employees from other divisions to supplement operations.²

² Under current record-keeping practices, hours worked in the Administrative Services Division by employees assigned to other divisions are not “charged” to the receiving division, making it difficult to calculate the total staff effort.

Step 2: Identifying and Analyzing Intermittent Activities

This step in the staffing analysis process was especially challenging for the Administrative Services Division because many, if not most, of the time spent by division employees is determined by intermittent demands for service. Some of the smaller posts (Appeals Court, schools, etc.) are less prone to intermittent demands, but the majority of the employees working in the division are in three units that are especially intermittent in nature:

- Common Pleas Court
- Transportation
- Juvenile Justice Center

Unfortunately, there were no consistent sources of information or data on which to analyze the ebb and flow of activities in these divisions. While there were schedules and dockets for Common Pleas Court, for example, these were rarely implemented as scheduled due to continuances, pleas prior to a proceeding and other factors. Similarly, a transportation schedule prepared the prior day rarely reflected the actual transports that were required. It is not unusual for a transport to be requested by a court, only to be cancelled just before it was scheduled to occur.

Because there were no reliable and consistent sources of information or data, staff were asked to document their activities in detail for analysis.

Common Pleas Court (CP)

CP unit personnel recorded all activities, identifying the number of employees involved, the number of inmates, and the timing by half-hour increments. The analysis of one week showed one half-hour period on a Friday morning that required 8 officers. There were several periods during which 4 officers were busy at the same time, although this was the peak number for Monday and Tuesday. Thursday and Friday showed the highest rate of demand during this week, with activities clustered during mid-day. CP attempts to deploy nine deputies on an average day.

Juvenile Court

There is a fixed post at the front entry of the Juvenile Justice Center (JJC), staffed by deputies from 0600 to 2000. This is a continuous post but the level of activity at the entrance varies from hour to hour, and drops off in the late afternoon. In addition to the front door post, there are "runners" and "rovers" assigned to JJC to respond to the needs of the courts that are operating in the facility. Their workload varies. Several weeks of operational data were analyzed to chart average patterns.

Transport

For several years, transports have not been routinely documented. The process of completing a "transport sheet" for each event was reinstated in early March 2012. This provided a good database for this project.

Step 3: Developing a Coverage Plan

"Coverage Plans" were developed for the CP, JJC and Transport units. A coverage plan identifies the relieved posts and positions that are needed, specifying:

- Exactly when the post is needed (start time and end time)
- Day(s) the post is needed
- Classification of employee needed to operate the post

The coverage plan should not be confused with a staff schedule. The coverage plan is the foundation on which the schedule should be based because it identifies which type of employees are needed, where and when. Schedules should be configured to efficiently deliver needed coverage, not the other way around.

In 2011, the union contract was amended to specify minimum levels of staffing for each division. The minimum requirements for the Administrative Services Division were defined as:

Parties agree that there shall be sixty six (66) bargaining unit employees assigned within the Administrative Services Section, excluding bargaining unit employees acting as Sergeant. The on-duty Sergeant shall have the discretion to utilize available bargaining unit employees to fill the Administrative Services Division assignments.

Minimum Coverage Levels by Contract

The union contract did not identify specific posts and locations for the minimum staffing for Administrative Services. Minimum staffing levels in other divisions were more specific, identifying minimums by shift and by unit. The approach to the Administrative Services Division was different, acknowledging the complexity of the demands that are placed on the division. The minimums, as defined, provide a great deal of day-to-day flexibility.

Cross Training. Many of the division's posts require some special training, or at least orientation to the setting. Most of the division's personnel are cross trained and are therefore able to provide effective relief during the day, or as overtime, when needed. Cross training activities to date have improved efficiencies in daily operations. Increased cross-training in this, and other divisions, will yield more benefits in terms of efficiency and effectiveness.

Borrowing from Other Divisions. At times it is necessary to seek assistance from personnel in other divisions, but these employees are often limited in the posts to which they may be assigned because of their lack of experience in the division. This not only inhibits their assignment but also their effectiveness on post. For example, such "outside" recalls are not assigned to court duties because of the special training

that is required for those posts. This often means that several employees must be reassigned in order to make use of outside personnel.

Part-Time Personnel. The division has worked with the union to develop a small (8-person) pool of part-time officers to supplement full-time staff in the Municipal Court. These part-time employees are often recent retirees or young peace officers. This approach should prove efficient and should reduce the amount of overtime that is required of full-time division employees.

Comp Time. As part of union concessions in 2011, employees were not paid for overtime and only received comp time for their extra work. Many division employees have accrued large amounts of comp time which will be used this year and in subsequent years. At the beginning of 2012, Administrative Services employees had accrued a total of 4,506 compensatory hours.

Roster Vacancies. In addition to the functional vacancies that routinely occur when employees are temporarily unavailable, there are vacancies on the roster itself (authorized positions that have not been filled.) Vacancies in the Common Pleas unit are in the process of being filled, but the bid process required for filling the vacancies is lagging. The hiring process is time consuming and it may be advisable to start the process before an actual vacancy occurs, based on retirement or resignation plans, or on historical turnover rates.

Temporary Rotations. "Temporary rotations" are yet another way in which employees are unavailable to work a scheduled shift. A "rotation" is a process used to fill a vacancy in the Administrative Services Division roster, usually caused by staff resignations or retirements. This process fills the vacancy by "rotating" employees from other units and/or divisions into the post for two weeks at a time. Interested employees volunteer by signing up for a rotation list when it is opened, pursuant to the union contract. By design, a rotation taps staff from other units, creating a two-week vacancy in the sending unit that must be filled. This process reassigns employees *during their scheduled shifts* for the two week period, rather than using employees who are paid overtime or given comp time when they work *in addition to* their scheduled shifts.³

Coverage Plan

A coverage plan was developed by the Working Group at its third meeting. The plan was subsequently reviewed and evaluated. It is presented, along with graphs of coverage patterns, in Appendix A.

³ As of mid-September, 2012, the number of rotations had been reduced to three, all of which were in the Toledo Municipal Court.

B. Corrections Division

Step 1: Describing and Analyzing the Setting

The staffing analysis process started with the Working Group's perceptions of significant changes that had occurred in the past five to ten years.

None of the perceived changes with the inmate population make it easier to manage the inmates—more violence, more gangs, less respect for staff. Caring for the inmate population has become more difficult as well in light of the increase in suicide risks, poor health, increase in inmates with mental health problems, and increase in substance abuse.

There have also been many significant changes in corrections staff. The lack of staff experience caused by retirements and high turnover is compounded by the reduction—and in some cases the elimination—of staff training, even though grants have been received to underwrite the cost of instruction.

The existing jail facility is poorly designed. Although the county was compelled by a federal court order to build the jail in the mid-1970's, after the new jail was completed the court voiced disappointment. The court found that the jail design was essentially no better than the old one, and in some ways was even worse:

In and of itself, the construction of a new \$12,000,000 jail has remedied only very few of the problems which led to the original order in this case; indeed, in a number of important respects the new facility has compounded these problems.⁴

Worse, the condition of the facility has degenerated at a higher pace in recent years, in part due to the lack of effective inmate supervision in housing units. Efforts to renovate the facility to improve staff efficiency and effectiveness have been promising, such as the removal of the wall between two housing units on the second floor, creating a single unit that is easier to supervise.

Some improvements in equipment and technology have proven helpful and in some instances have reduced staffing needs, such as the installation of video visitation⁵ and video arraignment. At the same time, without radios, officers have difficulty communicating with each other as they move through the facility, creating serious safety problems.

⁴ *Jones v. Wittenberg*, 440 F.Supp. 60 (N.D. Ohio 1977). Page 167.

⁵ Video visitation is currently operated by counseling staff, although most jurisdictions use officers, not program staff. Other facilities have studied visitation patterns, identifying times of least use and eliminating those times from the schedule in order to reduce staffing.

Inefficient Design Wastes Money

Compared to other jail designs, the Lucas County jail requires more staff for basic operations. For example, a 450-bed jail in Indiana, recently evaluated by the National Institute of Corrections (NIC), requires 42% fewer staff for basic inmate supervision and facility security. Compared to the Indiana facility, *Lucas County spends \$2.9 million more for a comparable inmate population because of its inefficient design.* Although not within the scope of this project, the consultants recommend exploring the feasibility of replacing the jail facility and examining the operating cost savings that would be realized by a new, efficient design.

Standards and legislation have also changed the “rules” for jail operation. The State of Ohio is in the process of revising its jail standards, but last year the Bureau of Adult Detention was nearly closed, leaving only one employee to serve the entire state. The Prison Rape Elimination Act (PREA) was passed by the United States Congress in 2003 and comprehensive new *mandatory* federal standards were just adopted by the U.S. Attorney General. It is believed that PREA requirements will increase the need for female officers, and may raise privacy issues with regard to the placement of video cameras.

Jail operations have changed in many significant ways. Working Group participants asserted that the jail is less safe and secure than it was several years ago—for staff, inmates, visitors and volunteers. The consultant agreed, based on his 40 years of experience in the field. While the facility design and condition pose challenges to safety and security, the Working Group and the consultant agreed that staff attitudes and performance need to improve.

Federal Court Order and Master During the course of this project, the Special Master was contacted and advised of the work that was underway. The Master's office has nearly daily contact with the jail regarding inmate admissions and releases, but other aspects of the original case are receiving less attention. The Special Master expressed a strong continuing interest in efforts to reduce the inmate population, and in inmate classification and counseling.

Inmate Population Data- Length of Stay 67% of all inmates admitted to the jail are released within 72 hours; 50% are released within 24 hours. But the 50% who are released within 24 hours account for less than 12 beds on an average day (less than 3% of the average daily population.) This length of stay dynamic should be used to target inmate populations that might have the greatest impact on jail occupancy.⁶ 96% of the inmates charged with non-violent misdemeanors are released within 15 days and 95% charged with violent misdemeanors are released within 15 days. 77% of the inmates charged with non-violent felonies, and 62% charged with violent felonies are released within 15 days.

⁶ For example, the county might consider implementing new practices that would speed up the release of such short term inmates (under 24 hours). If the new practices cut the length of stay in half, the daily jail population would be reduced by only six days.

Crowding. Jail occupancy consistently exceeds capacity. Many inmates are forced to sleep in temporary beds on the floor in housing unit dayrooms. Crowding challenges many aspects of jail operations. For example, inmate classification efforts are undermined by the lack of space to house inmates according to their identified needs. Inmates with varied classifications are often housed in the same unit, posing risks for inmates and staff.

Reviewing Recent Sheriff's Office Efforts to Reduce Costs and Generate Revenue

Prior to analyzing current operations and activities, the working group reviewed recent changes in jail operations and staffing that were intended to reduce costs or increase revenues. Most of these changes were undertaken in the past few years. These included:

- Implementing video visitation
- Installing a new inmate phone system
- Negotiating changes in employee sick time abuse policies, providing the basis for reducing abuse in the future
- Out-sourcing part of jail laundry
- Changed style of jail uniform
- Working with NORIS on several initiatives
- Securing SCAAP grants (illegal aliens)
- Expanded video arraignment capabilities and operations, reducing the number of inmate transports
- Changed the location of court diagnostic interviews, bringing clinicians to the jail rather than transporting inmates to private offices
- Renovation of Floor 2 East Dorm, reducing the number of staffing posts
- Close the North housing unit on Floor 2
- Improved cameras in jail
- Implemented a "guard tour" system to record staff rounds

It is clear that the Sheriff and his employees have worked hard to find ways to save money or increase revenues in recent years. This set the stage for the subsequent discussions of the Working Group, which found many more opportunities to improve safety, security and efficiency.

Site Visits to Washtenaw County, Michigan

Participants frequently asked "how other jails" operated. The Washtenaw County jail, 50 miles north in Ann Arbor, Michigan, provided a good site for looking at alternative approaches to inmate management and classification. Several working group members

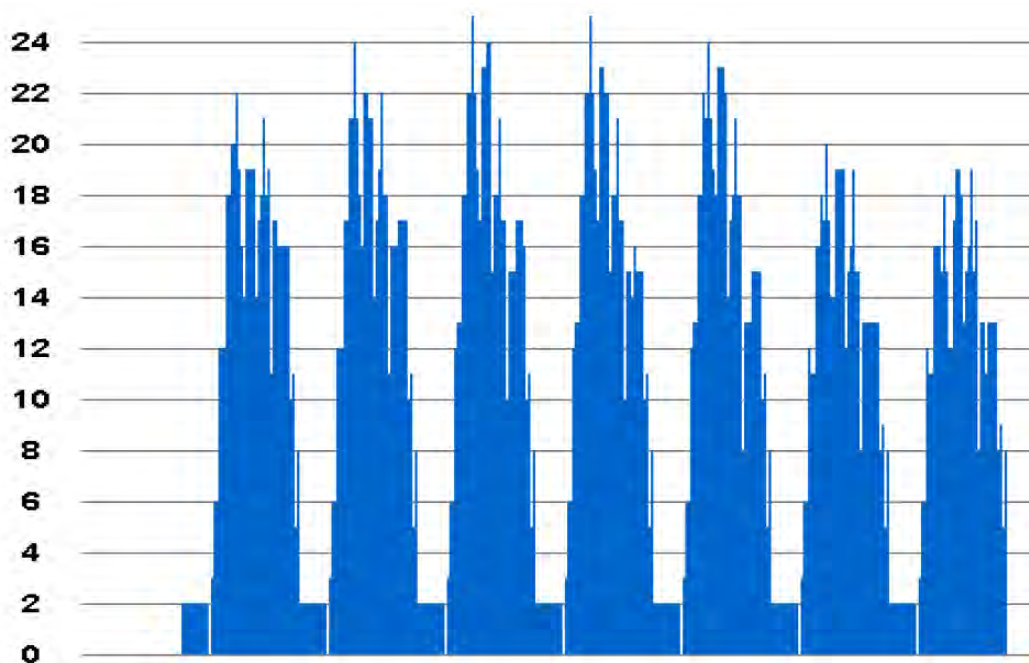
and county officials visited Washtenaw County at this point in the process. The site visits proved very helpful in their subsequent work.

Step 2: Identifying and Charting Intermittent Activities

Work on Step 2 started with the identification of all the programs, activities, support services, and security functions that take place *intermittently* in the jail and charting the times they occur over the course of a typical week.

Figure IIIB.1 shows a 7-day graph of the total “level” of activity by time of day and day of the week. The peaks indicate times when the number and types of activities have a big impact on the facility and operations.

Figure IIIB.1: Weighted Activity Levels



Analyzing Intermittent Activities and Current Jail Policies

During several meetings the working group explored changes in current policies and practices that would level out activity levels by:

- Changing the *timing* of some activities
- Reducing the *impact* of some activities by changing practices

Impact of Professional Visits—Attorneys, Clergy, Bail/Bond

When the intermittent activity schedule was first drafted, participants suggested that each type of professional visitor—attorney, bond/bail, others (primarily clergy) had a

major impact on operations 24/7. Research showed that visits were concentrated during business hours, with peaks at 10:00 a.m., and from 12:00 to 14:00. Another series of peaks occurred in the late afternoon and early evenings. In all but one instance, visits ended by 21:00. The only later visit involved a bail/bond professional. As a result of the research, the impact of such visits was revised in terms of time of day and day of the week.

The revised activity chart (Appendix B, Figure B2.8) showed a consistent period of time every night, during which all intermittent activities stop. The chart also showed that overall activity levels are lower weekends. These findings are important for the third step of the staffing analysis process—coverage planning.

Summary Working Group participants examined all aspects of jail operations, identifying opportunities to “work smarter” by changing when some tasks were implemented and/or how they were implemented. The work products from this step in the process proved useful in subsequent work.

Step 3: Developing a Coverage Plan

Using the information and insights from the previous work, participants explored many changes in current policies and practices, with the goal of improving the effectiveness and efficiency of current operations.

Proposed Changes in Policies and Practices

Working group participants agreed to propose several key changes in current policies and practices . (See Recommendation 20 in Section VI):

- Establish an “inmate behavior management system” in which inmates will have to earn privileges through their behavior and their participation in programs and activities.
- Improve and refine the classification process by having an “interim” classification at booking and then conducting an in-depth classification process for inmates after they have been confined for 72 hours.
- Strictly house inmates according to classification decisions.
- House inmates during their first 72 hours of confinement on the first floor (booking) or the fifth floor. This will reduce movement to other floors.⁷
- Work with courts to find efficiencies in operations and scheduling, such as concentrating docketing for jail inmates on certain days, reducing the number of hours for which staff must be available to move and supervise inmates in court.

⁷ Inmate who spend 72 hours or less in confinement account for only 24 beds on an average day (6% of total jail population). Two housing units could house these short-term inmates, reducing the disruption caused by the current practice of housing them in all areas of the jail.

- “Create” inmate workers using pretrial detainees, as a result of the new classification/behavior management process.
- Improve conditions of confinement and maintain improved conditions.
- Improve actual headcount procedures.
- Reduce/eliminate movement and activities during—
 - Meals
 - Headcounts
- .Re-open 2N and operate it as an Honor Dorm.
- Increase security on the first floor in areas to which the public has access.
- Reinstate inmate population management efforts to reduce crowding.
- Increase the use of video visitation and similar technology for professional visits.

Essential Physical and Technical Improvements

Participants identified several essential changes that are needed with the facility, equipment and technology, if the operational changes are to be successful. These critical changes include:

- Create several direct supervision housing units by taking the walls out between two existing housing units, improving sight lines in dayrooms.
- Provide radios and addressable⁸ duress alarms to all staff.
- Fix selected security features (locks, doors) in some housing units.
- Fix elevators.
- Fix/improve computers in Main Control, improving control of security functions and facilitating “collapsing” of housing floor control rooms into Main Control at certain times.
- Add computers to floor sub-control stations, providing information about the inmates housed on the floor, activities and appointments. Also provides opportunities to use “down” time to work on other jail record-keeping functions on the computer.
- Ensure that Main Control and 5th Floor Sub-Control are able to assume control of floors 2, 3, 4 and 6 at certain times.

The cost of some of these improvements, such as the radios and duress alarms, will be justified by gains in staff effectiveness, and in the case of the sub-control capabilities,

⁸ An “addressable” alarm provides the location of the person who is in duress.

by reduced staffing demands. The short-term investment in these improvements will generate long-term benefits.

Changing Where Inmates Are Housed

Inmates are classified within a few hours after arriving at the jail and moved “upstairs” in less than eight hours because the cells in the booking area are only suitable for short-term confinement. Inmates are generally assigned to any housing unit that has an open bed.

But the analysis of inmate data shows that 67% of all persons who are admitted to the jail will be released in less than 72 hours. Classifying them and moving them to long-term housing prior to 72 hours creates a lot of unnecessary work. And moving new inmates in and out of long-term housing units at all hours of the day and night disrupts the housing units, creating more problems for officers who have to manage the inmates. A new classification system, promoted by the National Institute of Corrections, should be implemented. It incorporates inmate behavior as a key factor.

Changing How Inmates Are Supervised in Housing Units

Effective and consistent inmate supervision of inmates is the cornerstone of safe and secure jail operations. Effective supervision starts in inmate housing units, where inmates spend most of their time.

The Working Group developed new housing plans (which types of inmates are housed where), supervision methods, and coverage plans for each floor. These are described and illustrated in the following pages.

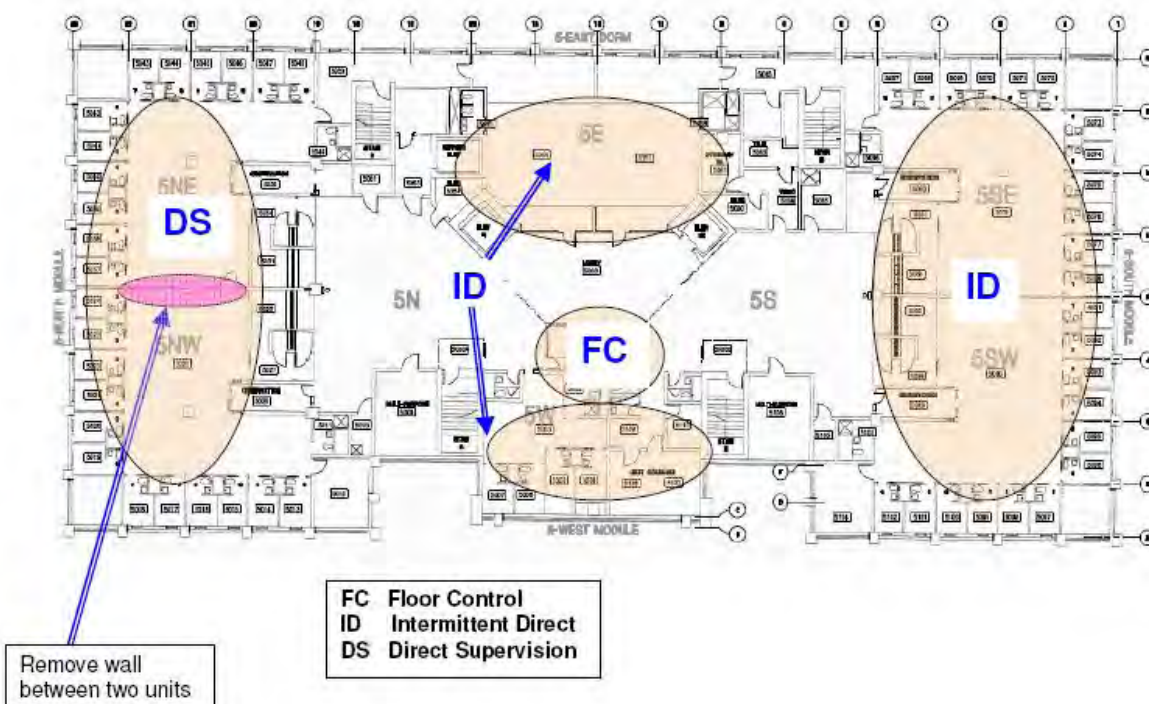
Direct Supervision. The “direct supervision” style of inmate supervision is central to the new plans. Direct supervision is a term of art that describes supervision of inmates by an officer who is stationed *in* a housing unit with the inmates. This barrier-free form of supervision was pioneered by the Federal Bureau of Prisons in the 1970’s and has been adopted by hundreds of jails. It has proven to be very effective. Direct Supervision is a proactive approach to inmate supervision, providing a staff presence that identifies inmates’ needs and reduces stress.

A typical direct supervision unit has an officer in with the inmates continuously. Such units are usually large enough to make this arrangement affording—from 40 to 80 inmates. Because the Lucas County jail is comprised of smaller housing units, a modified direct supervision approach is proposed, where an officer rotates between two housing units but is inside of one unit or the other all the time.

The group started with the 5th Floor, building on current housing practices by moving most short-term inmates to this floor. After inmates have been processed in Booking, most will be moved to the 5th floor for pre-classification housing. 67% of these inmates will be released within 72 hours, never leaving the 5th floor. The exceptions would be

females, and male inmates with special needs. Figure IIIB.2 illustrates the staffing approach to this floor.

Figure IIIB.2: Fifth Floor Housing and Staffing



Detailed staffing and operational plans were developed for each floor (see Appendix B).

Other Elements of the Jail Coverage Plan

After plans for supervising inmates in their housing units were completed, the Working Group turned its attention to the elements of the coverage plan.

1. "Food Escort" would be provided for each meal, ensuring efficient supervised delivery, serving and retrieval of meals.
2. A "professional visiting" center should be created on the 2nd floor, providing private areas for such visits. It should be staffed from 0800 to 2000 on weekdays.
3. One officer should be provided to escort each medication cart during its rounds. This would speed up the movement of the cart and ensure effective supervision of the administration of medication.
4. Mail. Commissary problems and property (movement) should be implemented by officers, not counselors. This would require the assignment of 2 officers for one shift, 7 days per week. This would reduce the workload for counselors and caseworkers.

5. Movement should be provided by officers assigned to vertical movement functions. These officers need to be supervised by the sergeant who is over control, and the officers should have clear authority to tell some staff to wait. 3 officers are needed during hours inmates are awake while 2 officers are sufficient during overnight hours.
6. First line supervision should be provided by sergeants who are relieved. Sergeants should be provided to cover no more than two housing floors per sergeant.
7. Staff training should be increased. New training resources and methods provide opportunities to deliver some training "on post" while employees are working a scheduled shift, rather than away from their post. During the study, jail officials set up a training area that allows employees to complete certified computer-based training while working a scheduled shift.

The preceding changes were proposed to improve the efficiency and effectiveness of jail operations. When these practices were integrated into the coverage plan they resulted in significant overall savings, compared to current practices. Current and proposed coverage practices are presented later in this report (Section VII, Figure VII.2).

Jail Coverage Plan

Appendix B presents the proposed jail coverage plan and compares it to current practices, as well as to the minimum coverage levels required in employee contracts (Figure B3.9). The proposed jail coverage plan would improve safety, security and efficiency without an increase in overall staffing effort. In fact, the proposed plan for all jail units would result in a 2.4% reduction in the number of relieved hours required annually (approximately 11,000 hours, or 6.5 Full Time Equivalent employees).

Inmate Booking and Release

The booking and release areas on the first floor are operated somewhat separately from the rest of the jail. Shift configurations are different and a separate roster is maintained for staff working in this area. The booking/release unit poses different and often challenging situations.

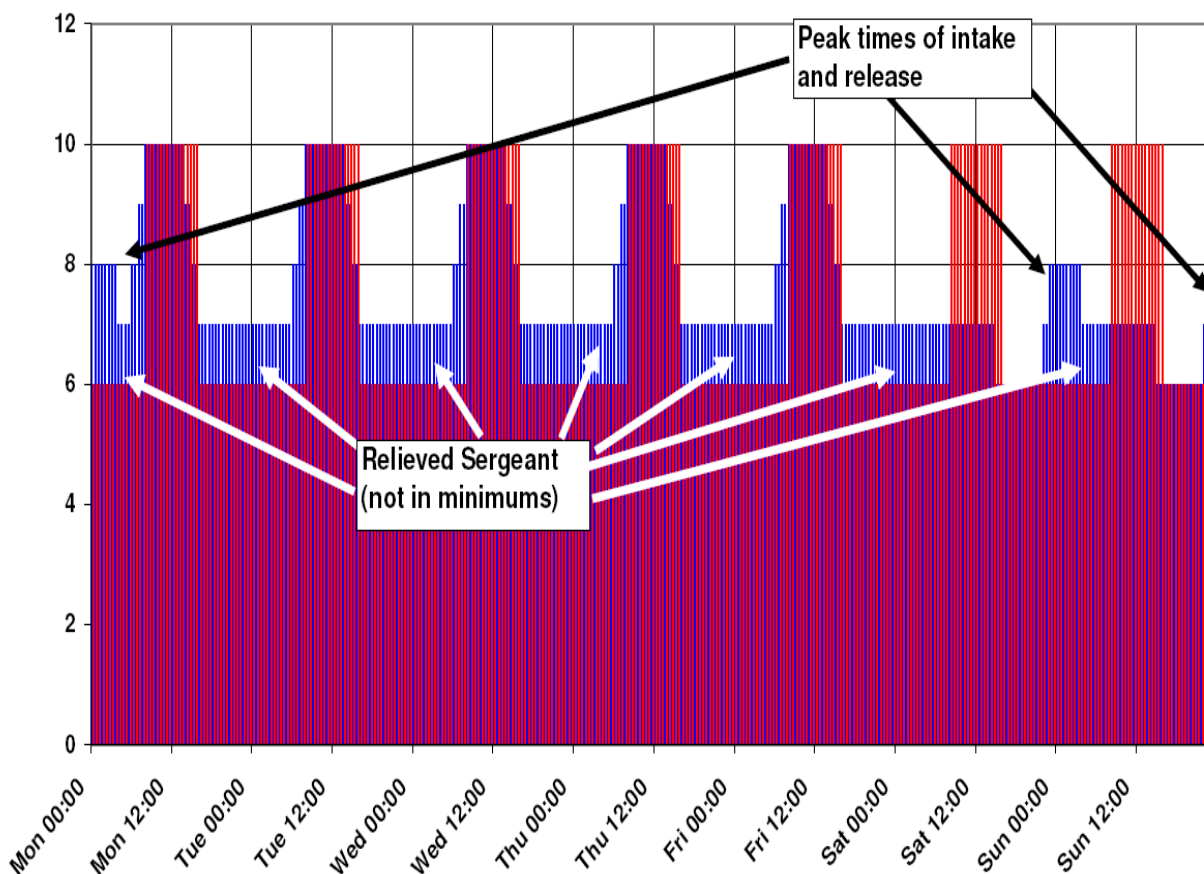
Coverage Plan- Booking

A coverage plan for booking and release was developed. The proposed coverage plan provides for a sergeant 24/7, elevating the current "non-relieved" practice that does not deliver full coverage.⁹

⁹ Current non-relieved practices result in many gaps in coverage for the sergeant post. The number of hours generated by the current sergeants do not add up to the number needed to fill the post 24/7.

The comparison of the proposed coverage plan and the current minimum staffing levels (Figure IIIB.3) suggests that the proposed plan increases the number of hours needed. In fact, the coverage plan represents 7.4% fewer relieved hours annually because of lower coverage levels on weekends and at other key times.

Figure IIIB.3: Comparing of Booking Minimums to Coverage Plan



Current mandatory minimum coverage levels for booking address only line staff—correctional officers and deputy sheriffs. The current sergeant post in booking is not reflected in the minimums, but it is included in the proposed coverage plan. While the proposed plan increases coverage on Saturday and Sunday nights to handle higher intake levels, it also reduces coverage on the day shift on weekends. The net result is a reduction of total staffing needs by 7.4% compared to current practices.

Inmate Classification and Counseling

The Inmate Services Unit of the Corrections Division has several functions, including:

- Developing and coordinating programs and services (e.g. education, religious, mental health, substance abuse treatment, library, commissary)
- Inmate recreation
- Inmate visitation

- Inmate classification
- Counseling and case management
- Crisis intervention counseling
- Jail population management tasks, such as federal court ordered (FCO) releases

The classification, casework and counseling functions were addressed by the federal court order in the 1970's and the Special Master continues to have an interest in these activities.

A new classification process should be implemented, using nationally-recognized instruments and methods.¹⁰ The timing of classification activities should be revised, providing an "interim classification" during the first few hours after admission using a rudimentary decision tree. A full initial classification would be provided for each inmate who is still incarcerated after 72 hours. Periodic reclassification and classification reviews would be provided for longer-term inmates.

The classification, case management and crisis counseling functions require substantial staffing efforts, as suggested by the coverage plan. Consistently providing these services has become very difficult due to staff shortages caused by vacancies in authorized positions, long-term absence such as FMLA and military leave, and frequent loss of staff due to two week "rotations."¹¹

While the classification, case management and crisis counseling functions are understaffed due to vacancies in authorized positions, these functions are also difficult to backfill because many of the positions require special qualifications and training. That means that overtime needed to backfill vacancies during a shift are usually provided by the full time employees working in the unit.

Continuing efforts to cross-train employees, so they are qualified to work in other units and/or specialized posts, will make it easier to backfill vacancies in the future.

Lois Ventura, PhD., University of Toledo, was involved with all aspects of the Corrections Division analysis. Appendix F presents her supplementary report.

¹⁰ The National Institute of Corrections (NIC) provides training and technical assistance to help improve classification and inmate behavior management practices, at no cost. The Sheriff has contacted NIC to request assistance and training.

¹¹ A "rotation" is a process used to fill a vacancy in the Administrative Services Division roster, usually caused by staff resignations or retirements. This process fills the vacancy by "rotating" employees from other units and/or divisions into the post for two weeks at a time. Interested employees volunteer by signing up for rotation list when it is opened, pursuant to the union contract. By design, a rotation taps staff from other units, creating a two-week vacancy there that must be filled. This process reassigns employees *during their scheduled shifts* for the two week period, rather than using employees who are paid overtime and given comp time when they work *in addition to* their scheduled shifts. As of mid-September, 2012, the number of rotations had been reduced to three, all of which were in the Toledo Municipal Court. While this practice is only used in Administrative Services, it frequently draws employees from other divisions, creating two-week gaps in coverage from the sending division.

C. Law Enforcement Division

Step 1: Describing and Analyzing the Setting

The Law Enforcement Division is comprised of four primary units:

- Records
 - Warrant Desk
 - Background Checks / Fingerprinting
 - Report Distribution
 - Sex Offender Registration
 - CCW permits
- Communications
 - Dispatching police and fire
 - Call-Taking
- Field Operations
 - Field Operations
 - Critical Incident Response Team
- Investigation Services
 - Task Force Assignments
 - Investigative Services

Staffing for the Law Enforcement Division has varied in the past three years. Figure IIIC.1 identifies the number of employees who worked a full year during the past three years. This is an indication of the stability of the workforce and should not be confused with the number of authorized positions during the year.

Figure IIIC.1: Number of Employees Who *Worked a Full Year*

	2009	2010	2011
Communications	27	24	23
Detectives	9	6	5
Field Operations	33	29	32
Records	15	14	10

The number of detectives fell by nearly half over the past three years. Records Bureau staffing was decreased approximately one-third.

The Field Operations unit provides police services to unincorporated areas that do not have their own law enforcement agencies. Some of these services are provided by contracts, some are not.

The future of field services comes down to difficult policy decisions with regard to the ability of non-contracting areas to pay for services, and their willingness to do so. Prof. Richard Johnson, University of Toledo, researched current law enforcement practices in Lucas County and in other large Ohio counties. His report is provided in Appendix D.

Perceived Changes in the Context

During the first Working Group meeting, participants were asked to identify significant changes that had occurred in the “context” over the past five to ten years. Changes in service areas included increased population, more violent crimes, more information and technology crimes, and more drugs were identified.

Participants identified changes associated with staffing, noting fewer employees in all 4 units, changes in workforce attitudes, less training, and more turnover.

Operational changes included new requirements for serving protection orders and implementation of 12-hour shifts. Changes in technology and equipment included new radios and improved communication, ability to do reports in cars, and increased repair costs and time for vehicles.

Data Collection

Professor Richard Johnson, PhD. University of Toledo, secured a large dataset from the dispatch CAD system. The dataset encompassed over 20,000 records. Because the CAD system is in the process of being replaced, the format of the data posed problems, requiring many hours of effort to prepare it for analysis.

Step 2: Identifying and Describing Intermittent Activities

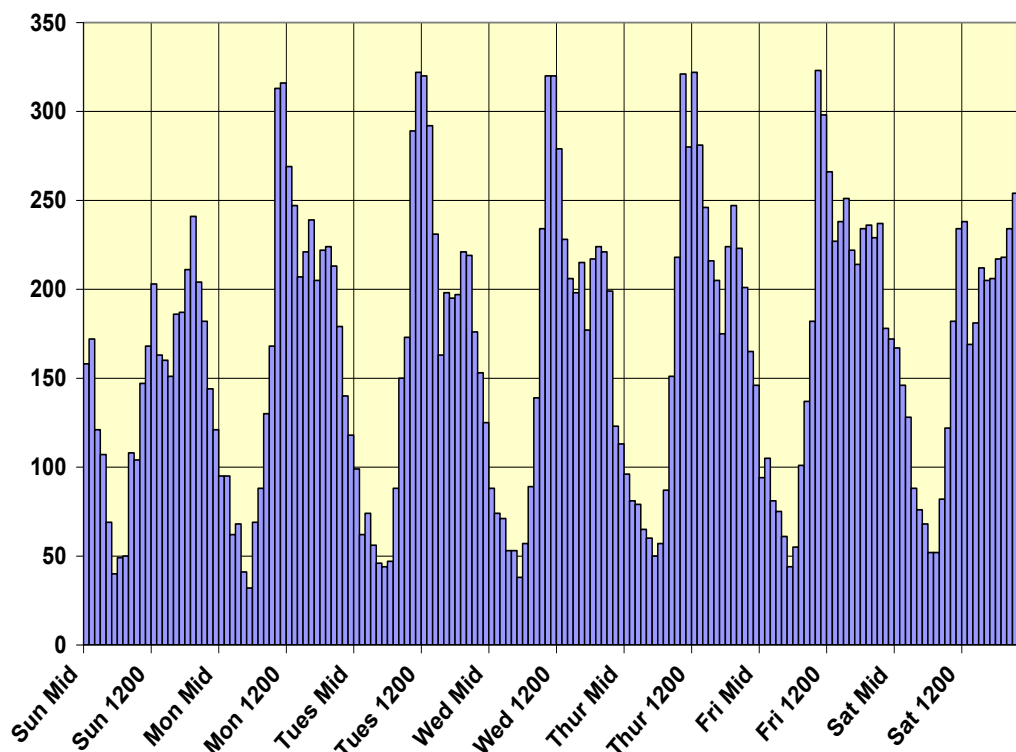
This step of the staffing analysis process took a different form for the Law Enforcement Division, compared to its application in the Corrections Division. Using the CAD data, the volume and timing of calls for service were illustrated and analyzed. Figure IIIC.2 illustrates the volume of calls by time and day for 2011. The graph shows the ebb and flow of activity that affects communications staff who take calls and dispatch services, and road patrol deputies who are sent to handle the calls.

Figure IIIC.2 shows that:

- Overall calls for service are lower on Saturday and Sunday
- Calls for service peak in the evenings on weekends
- Calls typically peak at noon on weekdays

Working Group participants analyzed detailed data by service area and time of day, noting that patterns were consistent with the characteristics of each service area.

Figure IIIC.2: Calls for Service, Time and Day, Year 2011



Step 3: Developing a Coverage Plan

Three units within the Law Enforcement Division have “minimum” coverage levels that were negotiated with the union in 2011. According to the text of the agreement:

Road Patrol

Minimum staffing level of four (4) bargaining unit employees per shift, excluding bargaining unit employees acting as Sergeant.

Dispatch

Minimum staffing level of four (4) dispatch/call-takers per shift, excluding bargaining unit employees acting as Sergeant.

Records

Minimum staffing level of a total of five (5) bargaining unit employees assigned to the warrant desk.

Proposed coverage plans were developed for Communications, Records and Field Services. Several other creative management practices have helped to mitigate the

impact of the cuts. The most recent involved the Communications unit, where the 12-hour schedule was refined to reduce the amount of scheduled overtime *and* to provide extra coverage for peak times of demand.¹²

Some of the other innovations include:

- Some training is provided on post (during a scheduled shift). For example, firearms requalification is conducted when a deputy takes a few hours during a shift to go to the range. During this time, no one is called in to relieve (replace) the deputy.
- Other forms of training are also provided “in service,” which is the term used to describe training provided on shift.
- Although deputies are subpoenaed to appear in court, they are often allowed to testify by phone.
- Prior to implementing 12-hour shifts, time off was often handled informally, such as going home early to compensate for staying late the previous day, or coming in late.
- Funeral escorts are also handled “in house” which means that the deputy(s) are doing that work during their scheduled shift.

During one Working Group meeting one of the participants suggested that the “right amount” of law enforcement coverage is similar to the right amount of fire department coverage: *the amount that a jurisdiction is willing to pay for.*

The Net Annual Work Hours (NAWH) calculations presented in Step 6 provide critical information that will be used to translate coverage levels on the road into budget needs, expressed in terms of Full Time Equivalent (FTE) employees. Using the 2011 NAWH calculations (Section V of this report), one 24-hour 7-day post required different numbers of FTE employees according to unit and division. For example, in 2011 a 24/7 post required the following number of FTE employees:

- 4.80 FTE in Communications
- 4.45 FTE in Field Ops
- 5.08 FTE in Records
- 6.00 FTE in the Jail
- 5.57 FTE in Booking

¹² The 12-hour shift schedule that is used in Communications has each employee working 7 days over the two-week shift cycle. Because 7 12-hour days would total 84 hours for the two weeks, each employee works one 8-hour shift per two week cycle (bringing total hours down to 80). Using dispatch data, these 8-hour shifts have been scheduled to respond to peak demands for service.

IV. SCHEDULING (Step 5)

The previous steps in the staffing analysis process produced proposed coverage plans for relieved posts in each unit. The coverage plans were developed without considering scheduling patterns. Schedules are a means to implement coverage.

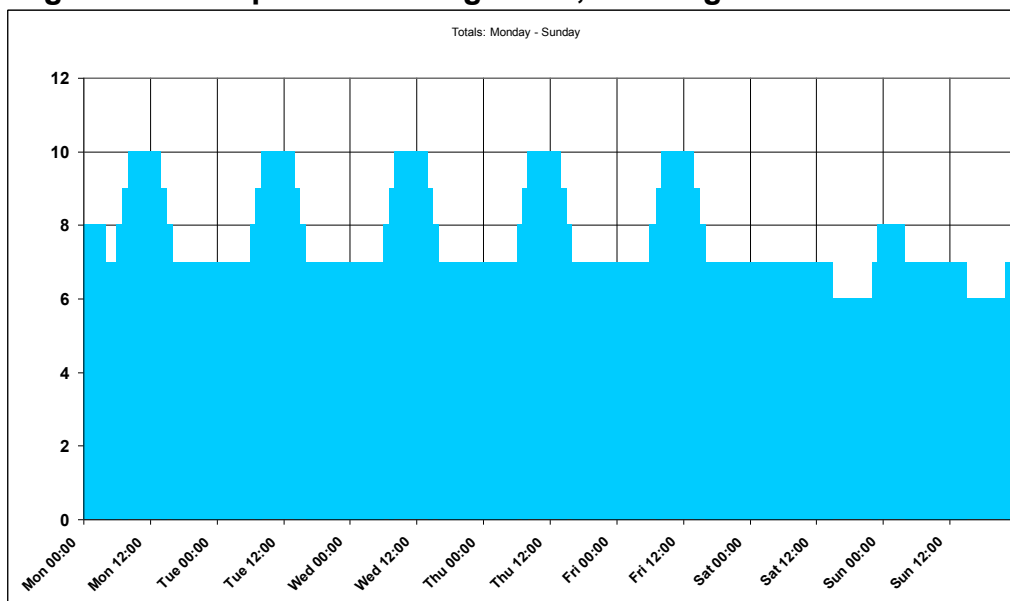
A good schedule efficiently and consistently delivers the deployment described in the coverage plan. The Sheriff's Office currently operates with several shift configurations, which vary based on division and unit. These include:

- 8-hour shifts, 4 days on/2 days off (average 74.7 work hours in 2 weeks)¹³
- 8-hour shifts, 5 days on/2 days off (80 work hours in 2 weeks)
- 12-hour shifts, six 12-hour days and one 8-hour day every 2 weeks (80 work hours in 2 weeks)

The Sheriff's Office also demonstrates flexibility and creativity by staggering shift start-times when necessary. This improves the efficiency of scheduling practices, matching deployment to demands.

The proposed coverage plan for Booking (Figure IV.1) illustrates the need for creative scheduling practices. Coverage needs vary by time of day and day of the week,, with lower overall levels on weekends. Peak coverage needs “step up” from 9 a.m. to 2 p.m. on weekdays, and step down by 4 p.m. Creative scheduling practices will help match the supply of staff hours to the specific hours of demand.

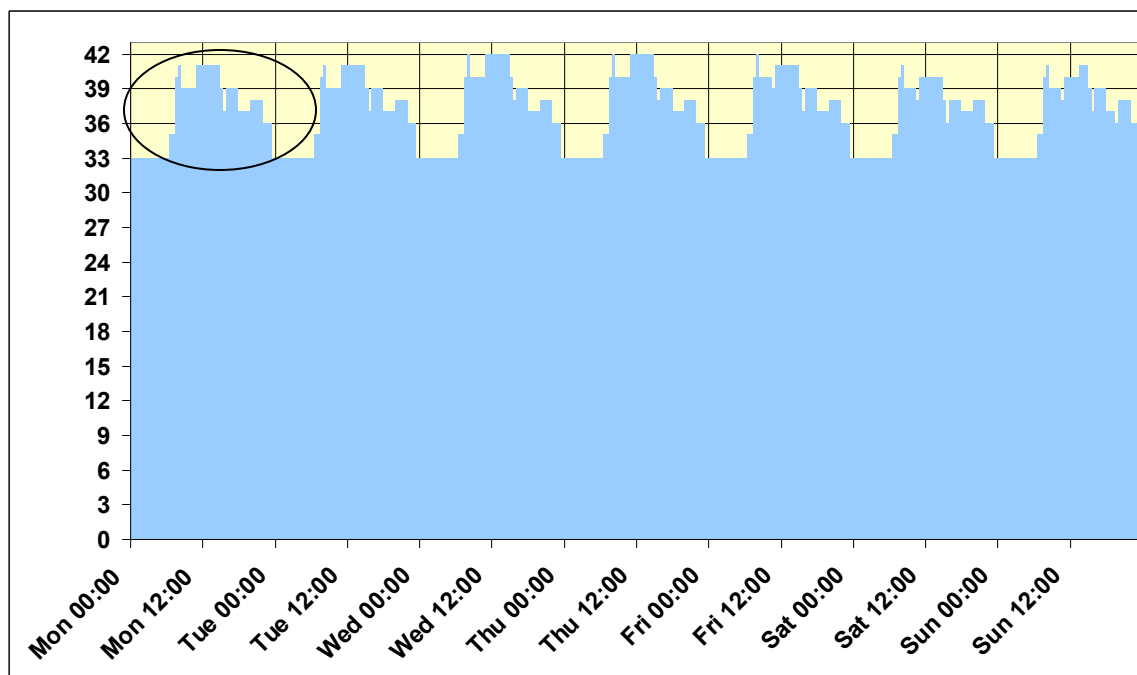
Figure IV.1: Proposed Coverage Plan, Booking



¹³ Jail officers are paid for 80 hours every two weeks because they come in 30 minutes early each day they work. This 30-minute overlap with the outgoing shift provides opportunities to brief incoming officers before they assume responsibility for a post.

The proposed coverage plan for the jail (Figure IV.2), also illustrates the need for creative scheduling practices for the coverage needs that rise above the 33 employees who are needed at the lowest times of demand. These hours are circled in the graph in Figure IV.2.

Figure IV.2: Proposed Jail Coverage Plan



Common Pleas Court may be another opportunity to tailor coverage to activities with creative scheduling. For example, activity levels in that unit are consistently low on Fridays, but earlier in the week there are often times that an 8-hour shift is too short to cover actual needs. This might be a good opportunity to assign one or more deputies to a 10-hour shift, four days a week. At the same time, efforts to work with the courts to refine case scheduling should continue.

Scheduling follows coverage planning in the NIC staffing analysis process because it should be considered a means to an end—a way to deliver coverage.

Scheduling Factor. In some jurisdictions it is necessary to calculate a “scheduling factor” that is added to the annual budget. This factor reflects the extent to which more employees report for duty than are needed on a shift. These “extra” employees are welcomed by fellow workers, but their hours are not in the budget unless a scheduling factor is applied.

The Sheriff’s Office does not need to develop such a factor at this time. Current staffing levels are so low (too few employees are on the roster for each shift) that there are always staff shortfalls rather than excesses. During a four-month period in the jail, the number of employees who actually reported for duty was as low as 30% below the

number of posts to fill. As employees are added to shift rosters, the gap between employees who report for a shift and posts to be filled should close.¹⁴

The scheduling factor is not a form of “padding” that is added to the budget. It reflects the day-to-day reality of scheduling employees for relieved posts. The sporadic provision of extra employees on a shift will happen when rosters are brought up to necessary levels, and the scheduling factor will be needed to anticipate budget needs.

V. NET ANNUAL WORK HOURS- NAWH (Step 6)

Appendix G presents a detailed analysis of Net Annual Work Hours, from which the following summary has been drawn.

In 2011, 502 persons worked for the Sheriff's Office for all or part of the year. These employees were absent with pay for 79,092 hours when they were sick, and for 55,456 hours when they were on vacation. Drafting an accurate budget request requires the analysis of such employment information. That is the focus of this step in the staffing analysis process.

There are many reasons that keep an employee from reporting for a scheduled shift. Some of these reasons are for the benefit of the agency, such as receiving training, testifying in court, or receiving a medical examination. But the majority of the reasons are for the benefit of the employee, and most of these are defined in employment contracts of personnel policies. These include vacation time, sick time, family medical leave, military training or service, or leave of absence.

In some instances, employees are absent without pay. While this eases the burden on the budget, it does not ease the operational burden for the agency. When a scheduled employee fails to report for duty, the shift commander has to find a replacement. Whether the missing employee is being paid or not does not affect the impact on the operation of that shift.

This step in the process calculates the average number of hours an employee actually worked a scheduled shift “on the floor” during recent years. The product of these calculations-- “Net Annual Work Hours” (NAWH)—describes the average number of hours worked “on post” by classification of employee for a given year.

Baseline Calculations

The following information was provided by the Sheriff's personnel staff. A dataset was generated that listed every person who worked for any time during the years 2009,

¹⁴ Finding the right number of employees to schedule for a shift is similar to the process of “overbooking” used by airlines. Just as a percentage of air passengers fail to show up for a flight, a percentage of schedule employees will also fail to report for a scheduled shift. The calculations in the next step of the staffing analysis process will help to refine scheduling practices over time.

2010 or 2011. For each person, the total annual hours for the following activities were recorded:

- Sick/Funeral Hours
- Sick Hours
- Vacation Hours
- Military Hours
- Sick Bonus Hours
- Overtime Hours Paid
- Hours Docked
- Hours Suspended
- Hours Late Cards
- *Total Hours Taken*
- *Total Unpaid Hours (Docked, Suspended, Late Cards)*
- Comp Time Hours Worked
- Comp Time Hours Earned
- Comp Time Hours Taken

The dataset contained more than 500 employees for each of the years. Our analysis excluded persons who did not work a full year (those hired during the year or terminated during that year.)

Relieved Posts and Positions

The information developed in this step of the process will be applied to *relieved*¹⁵ posts and positions. It is not necessary to calculate NAWH for non-relieved positions, such as the jail administrator or the training staff.

Comp Time and Overtime

It is important to monitor the total hours that employees are working above their regularly scheduled hours. Whether the hours are worked as overtime for pay, or comp time for additional time off, employees must be dissuaded from working too many total hours, for reasons of health, performance and liability.

Most jail employees work a 4-2 schedule (four days on, two days off). In 2011 the average jail employee worked 5 days on and one day off. This high rate of extra hours is not healthy, and it also means that employees are often tired when they are at work, raising concerns about performance.

High levels of overtime are often a symptom of insufficient employees on the roster. When minimum staff levels have been established by contract, the total number of hours annually in a unit is fixed. The number of "net" hours that each employee will report for work on a scheduled day (regular hours) will only go so far.

Average Hours Away from Scheduled Shifts

In 2011 the jail, with its 4/2 schedule, had the lowest NAWH (1,461 hours) while Field Ops, with its 12-hour shifts, had the highest (1,961). It should be noted that some of the scheduled hours worked by employees on 12-hour shifts are paid as overtime, which

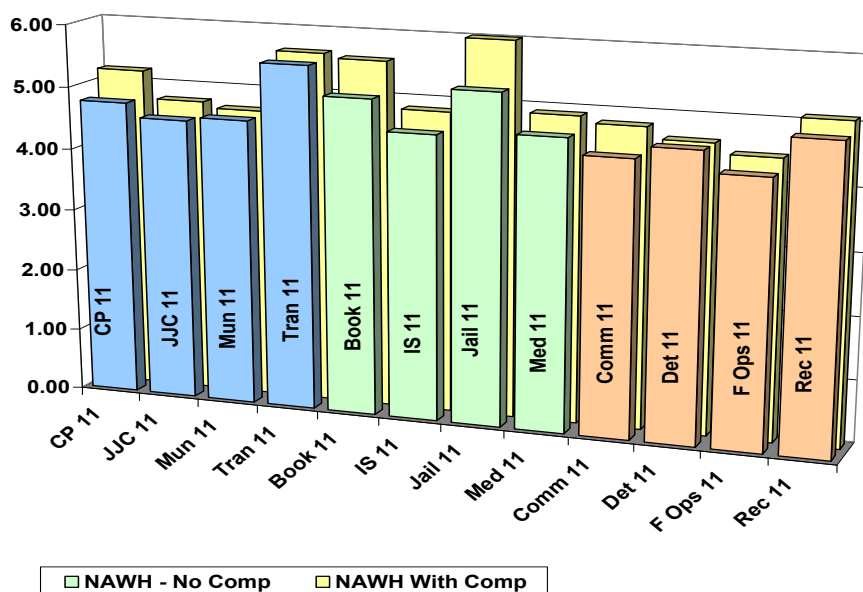
¹⁵ Relieved posts must be filled, whether the scheduled employee reports for duty or not. When employees fail to report for a scheduled shift, other employees must be enlisted to fill all relieved posts on the shift.

might raise budget concerns. But from the functional perspective on the floor (or road), a Field Ops deputy worked 506 more scheduled hours in 2011 than a jail officer (35% more hours).

Put another way, 10 jail officers would deliver 14,610 hours in a year while field ops deputies would deliver 19,610. It takes 35% more jail officers to fill a 24/7 post than it would field ops deputies. This presents a “perfect storm” of sorts: the largest group of employees work the fewest hours per employee, in what is arguably the area of highest liability.

Figure V.1 illustrates NAWH in another way, showing the number of full-time employees needed to deliver enough hours to staff a post 24/7.

Figure V.1: Number of Full-Time Employees Required to Fill One 24/7 Post, 2011



Why do NAWH findings vary so much? The variation in schedules is one of the major factors. Jail officers (on a 4-2 schedule) are scheduled for 243 fewer hours each year than are employees working the 12-hour shift schedule. Employee contracts influence NAWH in several ways by setting policies on accrual of time off, use of time off, managing sick time, and other conditions of employment. External factors such as military deployment may have a major impact in some years. Federal legislation, such as the Family Medical Leave Act (FMLA), influence employee absences.

Comp time policies are a major factor in Lucas County, where employees may accrue large amounts of comp time. These, and other issues are identified and quantified in the NAWH calculations.

Is it possible to increase NAWH? Yes, by targeting some of the factors described above, such as schedules and employee contracts. Some jurisdictions have had success with initiatives to reduce sick time abuse, producing increased NAWH.

Now that the impact of NAWH has been identified, county officials should develop strategies to increase NAWH. As one county official suggested, NAWH findings for some units are “unsustainable.”

Estimating NAWH

The analysis that has been described in this section should be used to estimate NAWH by unit for upcoming budget years. This will be especially challenging in 2012 and 2013 because of the large amount of comp time that has been accrued in 2011.

Officials from the Office of Management and Budget (OMB) and the Sheriff's Office reviewed these findings and concluded that Year 2011 presented such unusual conditions that it *should not be used to estimate* NAWH for Year 2013. The policies that skewed NAWH in 2011 will not be repeated and therefore Year 2011 should be excluded from consideration.

Officials decided to examine two approaches:

- Use the 2012 NAWH figures
- Use the average of 2010 and 2012
- Exclude 2011 from calculations

Figure V.2 summarizes NAWH by division and unit for the past 3.5 years and presents the average of years 2010 and 2012.

Figure V.2: NAWH by Unit, 2009 – 2012 (Half Year)

Net Annual Work Hours	Yr 2009	Yr 2010	Yr 2011	Yr 2012*	Average 2010 and 2012
ADMINISTRATIVE SERVICES					
Common Pleas	1,661	1,758	1,687	1,755	1,756
Juvenile Justice Center	1,706	1,801	1,843	1,808	1,805
Municipal Court	1,788	1,845	1,878	1,839	1,842
Transportation	1,798	1,846	1,552	1,671	1,758
CORRECTIONS					
Booking	1,621	1,554	1,573	1,530	1,542
Inmate Services	1,747	1,774	1,812	1,710	1,742
Jail	1,627	1,589	1,460	1,404	1,496
Medical Services	1,809	1,789	1,788	1,901	1,845
LAW ENFORCEMENT					
Communications	1,823	1,750	1,825	1,748	1,749
Detectives	1,797	1,827	1,898	1,726	1,777
Field Operations	1,852	1,904	1,967	1,833	1,868
Records	1,787	1,804	1,725	1,718	1,761

* January 1 through June 30, 2012 projected for a full year

Adjusting for Training: Anticipated and Needed

The NAWH estimates that will be used for budget projections should be adjusted to reflect the impact of anticipated training, including first year hires, and needed training that will require backfilling employees' posts when they are absent due to training

Conclusion

NAWH is an important budgeting tool. For each upcoming budget year, the number of expected new hires should be estimated and the average hours per officer should be subtracted from the projected NAWH.

When NAWH declines, staffing costs increase. Officials should analyze NAWH annually, identify the factors that are driving NAWH down, and develop strategies to increase NAWH consistent with local policies and values.

VI. SUMMARY OF RECOMMENDATIONS

Several recommendations have been offered in the preceding narrative. These are summarized below, along with additional recommendations that apply to the entire organization.

A. Recommendations for Sheriff's Office as a Whole

1. Fill Rosters to Reduce Overtime. Too many hours are being worked as overtime or for compensatory time. Most rosters do not have enough employees to meet coverage needs. Some rosters include employees who are not, or have not, been available to work a scheduled shift for months. Using the Net Annual Work Hours calculations, each roster should be analyzed for adequacy. As needed, additional personnel should be hired with the intent of reducing overtime.¹⁶ Net costs should be minimal, as "all in" overtime costs per hour are generally comparable to the total cost of a regular hour.
2. Revise Hiring Policies. Current policies should be revised to allow, when necessary, for: (a) replacing employees who are absent for long periods of time (military, FMLA) to reduce the "functional" vacancy rate; and (b) starting the hiring process in advance of actual need, reducing the time to fill a vacancy.
3. Explore the increased use of part-time employees in the Sheriff's Office. A new initiative in the Municipal Court unit uses qualified part-time personnel effectively. Many other sheriffs use part-time employees with success. It is essential that part time

¹⁶ There is no rule of thumb for balancing overtime, although some agencies start with a target of having no more than 10% of all hours delivered as overtime and work from there. Too much overtime places a burden of the full time employees who must work the extra hours, causing fatigue, stress and often increasing turnover.

employees are:

- Used sparingly
- Balanced with the number of full-time employees on a shift
- Qualified for their assigned duties
- Trained to properly implement policies and procedures for their assigned posts

4. Implement protocols to collect and analyze data needed calculate past Net Annual Work Hours (NAWH) and project future NAWH. Calculate and project NAWH annually by division, unit and classification of employee for the coming budget year. Working with employees, explore measures that will increase NAWH over time.

5. Change record-keeping practices to clearly identify every hour of overtime and reassignment¹⁷ in terms of:

- Division and unit that received the hours, not the ones that "sent" it
- Type of need—
 - Backfill for unscheduled absence of an employee
 - Backfill for scheduled absence of an employee
 - Backfill for the scheduled absence of an employee who is on the roster but is not/has not reported for duty for several weeks/months (functional vacancy on roster—employee is on schedule but not expected to report)
 - Backfill for a scheduled employee who was called away from a post
 - To respond to an unscheduled “detail” such as transporting an inmate to the hospital
 - Due to illness or injury to a scheduled employee who must leave *during* the shift
 - Supplement scheduled employees to fill needed post when the number of employees who report for a shift is insufficient
 - Respond to a need created by a “detail” that is not anticipated by regular posts and deployment

6. Improve current record-keeping practices to clearly identify and document unscheduled “details” that require unscheduled staff effort, or which require backfilling a scheduled employee who was taken off a post to respond to the detail, in terms of:

- Nature of detail (e.g. transport hospital, supervise inmate in hospital, etc.)
- Dates and times of detail, including clear identification of the duration of the detail

¹⁷ Collected detailed information about each overtime and reassignment event provides data to refine roster management and scheduling. As better data is collected, it will be possible to predict scheduled and unscheduled absence patterns by shift and even by day of the week.

7. Improve record-keeping practices for each shift, ensuring accurate reporting of:

- Scheduled employees who did not report for duty, and specific reasons for each employee
- Employees added during the shift
- Employees who left during the shift (e.g. illness, family emergency)
- Posts that were left vacant during the shift (including number of hours vacancy occurred)
- Changes in routine practices implemented in response to staffing issues (e.g. recreation, visits, programs cancelled in response to shortfalls)

8. Analyze actual deployment for each shift, using the improved record-keeping practices described above.

9. Increase training provided across the board, to include:

- Annual refresher training for key skills and abilities
- Initial training for employees who are promoted
- Specialized training
- Cross training to expand capabilities of employees within a unit

10. Increase the use of no- and low-cost training resources, such as computer-based training¹⁸ that may be provided on-post, and E-Learning programs such as those provided without cost by the National Institute of Corrections

11. Develop a training plan as part of the budgeting process. Identify the relieved hours of training for each division and include in budget request using the NAWH. Estimate hours of relief needed for off post training.

12. Review the *Performance-Based Standards for the Administration of Law Enforcement Training, First Edition*,¹⁹ and implement policies, procedures and practices to achieve compliance for all Sheriff's Office training.

13. Reduce, and eventually eliminate the use of temporary rotations. This practice amplifies the impact of vacancies, creating additional problems.

14. Develop creative schedules to efficiently implement coverage plans.

15. Evaluate deployment annually to identify instances of "extra" staff and to calculate a scheduling factor to apply to the next budget year.

¹⁸ Jail officials have already started to use computer-based training for employees while they are working a scheduled shift.

¹⁹ American Society for Law Enforcement Training (ASLET). Available without cost.

B. Recommendations for Divisions

Administrative Services

16. Continue efforts to consolidate scheduling and deployment of personnel, making better use of employee “down time” and reduce the need for overtime and reassignments.

17. Increase the use of videoconferencing whenever possible. For example, in the Administrative Services Division, the transport deputies go to Wood County and the State Hospital (Northcoast Behavioral) and Toledo Correctional several times each week to bring inmates back for court. The inmates are then returned after court. Some of these proceedings could be accomplished via video conferencing, offering significant savings in personnel time, fuel and vehicle maintenance. Increased use of videoconferencing would also increase safety by reducing the risks associated with transport and court appearances.

Corrections

18. Expand efforts to manage the size of the jail population. Create a new position in the Common Pleas courts to track and expedite pretrial detainee processing. In the past, a similar position was provided by the courts, reducing the length of stay for many defendants who were detained in jail. *Appendix F, a report by Lois Ventura PhD., offers several specific recommendations that also address population management.* She also presents recommendations to improve mental health services by collecting data, expanding services, providing additional training to jail personnel, and engaging with local and state policy-making entities.

19. Implement changes in current activity scheduling, as described in narrative, including concentration of professional visiting.

20. Implement proposed changes in policies and practices, including:

- Establish an “inmate behavior management system”
- Improve and refine the classification process
- Strictly house inmates according to classification decisions.
- House inmates during their first 72 hours of confinement on the first floor (booking) or the fifth floor.
- Work with courts to find efficiencies in operations and scheduling.
- “Create” inmate workers using pretrial detainees, as a result of the new classification/behavior management process.²⁰
- Improve conditions of confinement and maintain improved conditions.
- Improve headcount procedures.
- Reduce/eliminate movement and activities during meals and headcounts

²⁰ Pretrial detainees may not be compelled to work, but many jails have found effective incentives that motivate detainees to work and to participate in programs, as needed.

- Create several direct supervision housing units
- Re-open 2N and operate it as an Honor Dorm.
- Increase security on the first floor in areas to which the public has access.
- Reinstate inmate population management efforts to reduce crowding.

21. Implement essential physical and technical improvements, including:

- a. Provide radios and duress alarms to all staff.
- b. Fix selected security features (locks, doors) in some housing units.
- c. Fix elevators.
- d. Fix/improve computers in Main Control.
- e. Add computers to floor sub-control stations.
- f. Improve security systems and ensure that Main Control and 5th Floor Sub-Control are able to assume control of floors 2, 3, 4 and 6 at certain times.

22. Implement changes described in coverage plan, including:

- a. Provide “food escort” for each meal.
- b. Provide escort for each medication cart during its rounds.
- c. Assign mail and commissary tasks that are currently implemented by counselors to officer.
- d. Supervise vertical movement using a movement team.
- e. Provide more first line supervision by assigning one sergeant for every two floors.

23. Provide an additional officer for peak times of booking and release on Saturday and Sunday nights.

24. Implement a new classification system using the NIC model and resources. Provide an interim classification for inmates during their first 72 hours of confinement and implement a more in-depth classification for inmates who are still confined after 72 hours. This system should also change the manner in which suicide risks are initially identified, using an evidence-based instrument administered by a counselor instead of the current process that is generated by a computer review of prior incarcerations.

25. Provide two non-relieved positions for the Inmate Services Unit, a Unit Director (Lt. or equivalent) and a Program Coordinator (Sgt or equivalent).

26. Eliminate the Assistant Director of Corrections position. This was created when the previous Director, who did not have a corrections background, was hired. The Assistant Director was intended to provide corrections experience to the Director. The current Director of Corrections has a long history of work in the field of corrections and there is no longer a need for the Assistant Director position.

Law Enforcement

27. Continue to consolidate and use creative approaches to scheduling, deployment, and cross-training to increase efficiency.

28. Add coverage for times of higher call volume and demand for service in the Communications Unit.²¹

Although not within the scope of this project, the consultants recommend exploring the feasibility of replacing the jail facility and examining the operating cost savings that would be realized by a new, efficient design.

VII. BUDGET IMPLICATIONS (Steps 7 and 8)

A. Introduction and Methodology

Varied Budget Impact

The budget impact of the proposed changes in policies, practices, coverage and schedules will vary. Some will:

- Have no impact on the first year or annual budgets, such as—
 - Changing the post assignments for deputies assigned to the Juvenile Justice Center
- Increase first year costs only, such as—
 - Changing the deployment of jail officers on the 4th floor, where coverage levels do not change but officers need training during the first year to make the transition to direct supervision
- Increase annual costs, such as:
 - Creating a new position in the Common Pleas courts to track and expedite pretrial detainee processing
- Require a single-year expenditure, such as:
 - Acquiring radios with duress alarms for jail officers
 - Replacing the jail security systems
- Require expenditures for several years that end, such as:
 - Paying debt service (principal and interest) for the capital improvements bond that has been issued to fund jail repairs
- Reduce annual costs, such as:
 - Continued improvement in deployment of deputies in Transportation, Common Pleas and Juvenile Justice Center (centralized deployment will increase the use of deputy “down time” in each unit, reducing recalls and overtime, and possibly allowing modest further reductions in force);

²¹ This recommendation has already been addressed, in part, by changes in dispatch/call-taker schedules.

- Continued efficiencies in the Law Enforcement Division, such as cross training in the Communications and Records Units (reducing recalls and overtime);
- Eliminating the Assistant Director's position in the Corrections Division
- Have budget impacts that will vary from year to year, such as:
 - Predicting Net Annual Work Hours (NAWH) for each division, unit and classification of employee (fewer NAWH means each full time employee will deliver less hours on post, for the same annual cost)
 - Adjusting distribution of coverage hours between full-time employees (regular hours) and overtime (in some instances overtime will be less expensive than regular hours, in others the cost will be higher)

The following pages attempt to identify the type of impact by division, and as possible, estimate the magnitude of impact. *Proposed changes that do not have a budget implication are not included in this section of the report.*

Comparing Impact to Current Practices—Not Dollars

Attempting to calculate the impact of proposed changes in dollars is difficult for many reasons. The dollar-impact of many changes will not be known until further work has been done by the County.

This analysis uses current practices (2012) as the baseline on which to base the predicted budget impact. For example:

- X additional annual coverage hours for sergeants in the Corrections Unit
- Y fewer annual coverage hours for correctional officers on the 4th floor
- Z fewer annual extra detail hours to supervise inmates when one or more elevator is out of service

B. Changes in Staffing Levels (Hours Worked)

Employee costs comprise the majority of the Sheriff's Office annual expenses. The following narrative identifies the changes in staffing that are generated by proposed coverage plans and other recommendations.

1. Corrections

a. Relieved Coverage Hours

The Corrections Division has the most employees and produced more proposed changes during this project. Appendix E explains the methods and sources used to calculate changes in staffing levels in the Corrections Division.

It was difficult to determine the total hours worked for the Corrections Division. Figure VII.1 presents findings based on the analysis of personnel records.

Relieved jail employees worked an average of 1,867 hours in 2011 but less in 2010 (1,694.) They worked a total of 345,303 hours in 2011 and slightly less in 2010 (343,822).

Figure VII.1: Total Hours Worked, Relieved Corr'l Officers 2010-11

	2010	2011
Regular Hours Worked	317,050	275,629
Comp Hours Worked	13,759	58,865
Overtime Hours Worked	13,013	10,809
TOTAL HOURS WORKED	343,822	345,303
FTE Jail Officers	203	185
Aver Hours Worked/FTE	1,694	1,867

Figure VII.1 shows that 345,303 hours were worked by relieved correctional officers in 2011, a very modest increase (0.4%) over total hours in the year 2010.

Analysis of the recent staffing practices for units within the corrections division produced varied findings. Figure VII.2 summarizes the change in coverage hours by unit—revealing a net *decrease* in hours that would result from implementation of proposed coverage plans and other changes.

Figure VII.2: Summary of Findings- Coverage Hours

	Current Practices Weekly	Proposed per Week	Weekly Differ.	Annual Differ.	2011 Annual Hours Worked (non-detail)	Pro-posed Annual	Perc. Diff	Employ. Classif.
Booking	1,170	1,167	3	130	60,691	60,821	0.2%	DS
Correction Officers	6,111 (actual 2011)	5,215	896	-46,693	318,603	271,910	-14.7%	CO
Corr Sgt	240	560	320	16,684	12,514	29,198	133.3%	Sgt
Corr Lt	168	280	112	5,840	8,760	14,599	66.7%	Lt.
Inmate Services	660	911	251	13,072	34,428	47,500	38.0%	SW
Medical	0	0	0	0	0	0	0.0%	Varied
Totals				-10,967	434,995	424,028	-2.5%	

While Figure VII.2 suggests a net reduction of 10,967 hours in total relieved coverage hours, the actual reduction would be moderated as specific deployment schedules are

created, as the pay differential between the lower paid correctional officers and the higher paid sergeants, lieutenants, and social workers are considered, and as the net of two non-relieved positions are added.

b. Non-Relieved Positions

Four changes in non-relieved personnel are proposed:

- Eliminate the Assistant Director position (Rec. 17)
- Create a new position in the Common Pleas Court to aid in jail population management (Rec. 26)
- Add a Unit Director (Lt.) for Inmate Services Unit (Rec. 25)
- Add a Program Coordinator (Sgt.) for Inmate Services Unit (Rec. 25)

The budget impact of the first two changes should be negligible. It is possible that a net savings might be realized, depending on the salary that is determined for the new court employee. The third and fourth additions have been addressed in the net decrease in relieved correctional officer hours.

c. Hours for "Details"

Estimates have been developed for the hours needed to staff the "details" which occur throughout the year. These demands are sporadic, but demand additional staffing when they happen. An estimated 26,700 hours are projected for such details. These have been incorporated into the preceding calculations (subtracted from Total Hours Worked Annually).

2. Administrative Services

No additional coverage hours are anticipated for the Administrative Services Division. Continued improvements in staff scheduling and deployment (Rec. 16) may yield further reductions in overtime hours, and over time in the number of full-time employees who are needed. Increased use of videoconferencing (Rec. 17) should reduce the total hours needed over time.

"Details" are currently estimated to require 10,200 annual hours (current training levels, re-qualify for firearms competency, "Range masters," Honor Guard, court testimony, parades, Marine Patrol, jury duty if it occurs on a scheduled shift, NBI, funeral escorts). Coverage hours for details are not expected to increase.

3. Law Enforcement

No additional coverage hours are anticipated for the Law Enforcement Division, unless the County elects to increase patrol levels. Continued improvements in staff scheduling and deployment (Rec. 27) might yield further reductions in overtime hours. Recent changes in scheduling have resulted in additional Communications Unit coverage for peak times of demand (Rec. 28) at no additional cost.

"Details" are currently estimated to require 16,500 annual hours (current training levels, re-qualify for firearms competency, "Range masters," Honor Guard, court testimony, parades, Marine Patrol, jury duty if it occurs on a scheduled shift, NBI, funeral escorts, project arrests, road arrests, rescue crisis, evidence collection at jail, alarm calls). Coverage hours for details are not expected to increase.

Summary

Implementation of the proposed coverage plans should result in a net *decrease* in coverage hours (compared to current practices). In addition to the reduced staffing requirements, the proposed changes in facilities, technology and operations will yield many efficiencies and improve overall effectiveness. Repairing the jail elevators, for example, could save nearly 5,000 hours of staff time annually. Section VIII explores the priorities and staging of implementation, which indicates changes that should be made by year.

C. Impact of Net Annual Work Hours (NAWH, Rec. 4)

Calculating NAWH annually and using the findings to predict NAWH for subsequent budget years does not, in itself, have a budget impact. These calculations attempt to describe what has happened in an effort to inform future budget requests.

All of the forces that shape NAWH have been, and continue to be at work in the Sheriff's Office. Understanding these forces helps explain what happened in preceding years.

That said, as NAWH varies by year, division, unit and employee classification, there is one constant: *when NAWH goes down, the cost for each regular hour goes up*. For example, the average jail officer cost the county \$59,703 in 2011 (salary, retirement, FICA, workers compensation, health care, and allowances). Jail officers delivered 1,460 hours on post (NAWH) in 2011, at an average cost of \$40.89 per delivered hour. If NAWH increased to 1,600 the average cost per hour declines to \$37.3. The total cost for the employee does not change, but fewer hours are delivered, requiring overtime to make up the difference.

D. Impact of "Rebalancing" Full Time Employees and Overtime²² (Rec. 1)

An analysis of the "all in" cost per hour for a regular hour of correction officer time, and an overtime hour, found that overtime costs are currently *less* than the cost of a regular hour. ²³This will vary based on the years of tenure of the officer, the base pay scale

²² While "overtime" is addressed here, the findings and recommendations also apply to compensatory time (comp time). Whether the hours worked above the regular schedule are reimbursed as overtime, or rewarded with extra time off (comp time) the concerns and costs are the same.

²³ For the year 2011, the average jail officer cost \$59,703 (salary, retirement, workers compensation, health care, and allowances). The average officer delivered 1,460 hours on post in 2011 (NAWH),

and other factors. But “converting” overtime hours to regular hours should in an effort to reduce overtime and balance rosters should yield modest savings.

It is important to ensure an appropriate balance between hours generated as regular hours and hours generated by overtime. Too much overtime creates stress for the employees who have to share the burden. Too little overtime may cause some employees, who have come to rely on overtime pay, to consider finding other employment. Too much overtime, especially if few employees work most of the hours, raises concerns about employee performance and health. The list of pros and cons goes on.

The bottom line is that, whatever the cost implications, finding the balance between regular hours and overtime hours is necessary to ensure health and safety. Research does not provide guidance about the best mix of overtime and regular hours, but many agencies find that using overtime for 10% of all hours is a good starting point, from which the balance may be adjusted up or down based on subsequent experience. In 2011, jail officers worked an average of additional 388.4 hours above their regular schedule as overtime or comp time. This represents 27% extra hours worked in the year for each officer, or 48 extra days of work. Officers work four days and have two days off. The average officer in 2011 worked five days and had one day off.

Adding part-time employees to the mix (Rec. 3) opens opportunities to reduce costs by using lower-paid part-time employees as an alternative to paying full-time employees overtime. Many jurisdictions use part-time jail officers, from Penobscot County, Maine to Plumas County, California. In the 241-bed Portage County Jail (Ohio), about 10% of the jail officers are part-time. Hamilton County, Indiana (296 beds) has about one-third of its workforce as part timers. In some jurisdictions, part-time officers are members of the employee union. Recently-retired persons, and college students, are often a component of the part-time jail workforce, as are officers working in other jurisdictions. Careful use of part-time employees has proven successful in many jails.

Revising hiring policies (Rec. 2) will allow new employees to fill vacancies sooner, reducing overtime hours that must be used until a full time employee is added to the roster.

Balancing full-time and overtime hours will go a long way toward implementing Recommendation 13, the reduction of temporary rotations.

E. Costs for Renovations, Improvements and Technology (Rec. 21)

The proposed corrections coverage plan requires several physical and technical improvements, including:

making the average cost per hour \$40.86. An average overtime hour in 2011 cost \$35.68 (base pay, 50% premium, retirement, FICA, workers comp). As long as jail officers have such a low NAWH, overtime hours will cost less than regular hours.

- Radios and duress alarms to all staff
- Repair of selected security features (locks, doors) in some housing units
- Repairing/replacing elevators
- Improving computers in Main Control
- Adding computers to floor sub-control stations
- Improving security systems and ensuring that Main Control and 5th Floor Sub-Control are able to assume control of floors 2, 3, 4 and 6 at certain times

County officials are securing estimates for these, and other improvements. They are considering bonding these costs. If this happens, the cost of the improvements will be spread over several years (the length of the bonds), but the County will have to pay annual debt service costs (principal and interest).

F. Improving Training (Recs. 9, 10, 11, 12)

The primary costs associated with expanding and improving training (Rec. 9) will be the cost of replacing employees when they are off-post for training. Adding 20 hours of off-post training for each correctional officer will require approximately 4,000 hours of relief time. This may be reduced by use of no- and low-cost training resources (Rec. 10). Implementing Recommendations 11 (Training Plan) and 12 (Standards) should not require additional funding, but the quality of training and its administration will be improved as a result.

G. Managing the Jail Population (Rec. 17)

Expanding efforts to reduce the number of inmates brought to jail, and the time they spend in confinement, will have some initial costs, such as the court position proposed in Recommendation 26. If these efforts are successful, savings will be realized in many ways—commodities (food, clothing), medical care, maintenance, reduced stress for personnel, and other benefits. Reducing jail use could result in dismissal of the longstanding federal court order. The life expectancy of the jail, with all its flaws, will also be extended. The benefits accrued by jail population management efforts make it worth the effort.

H. Improved Record-Keeping and Administration (Recs. 5, 6, 7, 8)

Finally, improving record-keeping practices, as described in Recommendations 5 through 8, will not incur any additional costs, but will yield ongoing efficiencies as administrative practices are better informed. The proposed improvements will build on the existing systems and protocols. Many of the changes involve adding more detail to overtime “slips” and other primary documentation. This information is then entered on current weekly spreadsheets and becomes available for analysis.

Summary Charts: Budget Implications

Figures VII.3, VII.4, and VII.5 display budget implications for each recommendation along with notes, as necessary.

Many of the recommendations will not require additional expenditures.

First-year costs are associated with several of the changes in policies and practices proposed in Recommendation 20 (a., b., g.) and all of the elements of Recommendation 20 (essential physical and technical improvements).

Annual operating costs are associated with Recommendations 9 (training), 18 (new Common Pleas position to track jail cases), and 20.m. (population management efforts).

Several recommendations will reduce annual operating costs:

- Using part-time employees (Rec. 3)
- Creative scheduling (Rec. 14)
- Consolidate scheduling and deployment (Rec. 16)
- Increase the use of videoconferencing (Rec. 17)
- Implement changes in activities scheduling (Rec. 19)
- House inmates according to classification decisions (Rec. 20.c.)
- Work with courts to find efficiencies (Rec. 20.e.)
- Develop inmate workers (Rec. 20.f.)
- Improve security systems (Rec. 21.f.)
- Eliminate Assistant Director position (Rec. 26)

Figure VII.3: Table of Budget Implications for Each Recommendation

RECOMMENDATIONS	No impact	Increase first year	Increase annual	Increase several years, stop	Reduce annual	Varied impact year to year	COMMENTS
1. Fill rosters to reduce overtime.	✓						Cost per hour does not change substantially. Might reduce absences.
2. Revise hiring policies.	✓						
3. Explore the increased use of part-time employees					✓		All-in hourly costs are lower.
4. Implement protocols to collect and analyze data needed for Net Annual Work Hours (NAWH) calculations. Calculate NAWH annually.	✓						
5. Change record-keeping practices to clearly identify every hour of overtime and reassignment	✓						
6. Improve current record-keeping practices to clearly identify and document unscheduled "details"	✓						
7. Improve record-keeping practices for each shift, ensuring accurate reporting	✓						
8. Analyze actual deployment for each shift, using the improved record-keeping	✓						
9. Increase training provided across the board, to include:			✓				
10. Increase the use of no- and low-cost training resources,	✓						
11. Develop a training plan as part of the budgeting process.	✓						
12. Implement policies, procedures and practices to achieve compliance with ASLET standards	✓						
13. Reduce, and eventually eliminate the use of temporary rotations.	✓						Could reduce costs slightly.
14. Develop creative schedules to efficiently implement coverage plans.					✓		Less wasted time on shift.
15. Evaluate deployment annually to identify instances of "extra" staff and calculate a scheduling factor to apply to next budget year.	✓						This happens every year but is not being measured now.

Figure VII.4: Table of Budget Implications for Each Recommendation

RECOMMENDATIONS	No impact	Increase first year	Increase annual	Increase several years, stop	Reduce annual	Varied impact year to year	COMMENTS
Administrative Services							
16. Continue efforts to consolidate scheduling and deployment					✓		Continued reduction of overtime.
17. Increase the use of videoconferencing whenever possible.					✓		Less overtime, less transport.
Corrections							
18. Expand efforts to manage the size of the jail population. Create a new position in the Common Pleas courts to track and expedite pretrial detainee processing.			✓				
19. Implement changes in current activity scheduling, as described							More efficient use of staff time.
20. Implement proposed changes in policies and practices, including:							
a. Establish an "inmate behavior management system"		✓					Initial development and training costs.
b. Improve and refine the classification process		✓					Training costs.
c. Strictly house inmates according to classification decisions.					✓		Reduced movement, fewer problems with inmate behavior
d. House inmates during their first 72 hours of confinement on the first floor (booking) or the fifth floor.	✓						
e. Work with courts to find efficiencies in operations and scheduling.					✓		Reduce overtime, lower baseline staffing.
f. "Create" inmate workers using pretrial detainees					✓		Use inmate labor to supplement paid staff.
g. Improve conditions of confinement and maintain improved conditions.		✓					Initial costs for repairs, cleaning, painting.
h. Improve headcount procedures.	✓						
i. Reduce/eliminate movement and activities during meals and headcounts	✓						
j. Create several direct supervision housing units	✓						
k. Re-open 2N and operate it as an Honor Dorm.							
l. Increase security on the first floor in areas to which the public has access.	✓						Staff for new posts become available through increased efficiency. No net change.
m. Reinstate inmate population management efforts to reduce crowding.			✓				Court liaison position.

Figure VII.5: Table of Budget Implications for Each Recommendation

RECOMMENDATIONS	No impact	Increase first year	Increase annual	Increase several years, stop	Reduce annual	Varied impact year to year	COMMENTS
21. Implement essential physical and technical improvements, including:							
a. Provide radios and duress alarms to all staff.		√					Purchase radios and alarms
b. Fix selected security features (locks, doors) in some housing units.		√					Repair locks and doors
c. Fix elevators.		√					Repair and replace elevators
d. Fix/improve computers in Main Control.		√					
e. Add computers to floor sub-control stations.		√					
f. Improve security systems and ensure that Main Control and 5 th Floor Sub-Control are able to assume control of floors 2, 3, 4 and 6		√			√		Initial costs for equipment and programming yield annual reduction in staffing for four floors at night
22. Implement changes described in coverage plan, including:							
a. Provide "food escort" for each meal	√						
b. Provide escort for each medication cart during its rounds	√						
c. Assign mail and commissary tasks that are currently implemented by counselors to officer.	√						
d. Supervise vertical movement using a movement team.	√						
e. Provide more first line supervision by assigning one sergeant for every two floors.	√						
23. Provide an additional officer for peak times of booking and release	√						
24. Implement a new classification system.	√						
25. Provide two non-relieved positions for the Inmate Services Unit	√						
26. Eliminate the Assistant Director of Corrections position.					√		
Law Enforcement							
27. Continue to consolidate and use creative approaches to scheduling, deployment, and cross-training to increase efficiency.				√			Reduce overtime, reduce baseline staffing levels.
28. Add coverage for times of higher call volume and demand for service	√						Already accomplished at no cost.

VIII. IMPLEMENTATION AND PRIORITIES (Step 9)

Figure VIII.1 presents an implementation calendar that indicates the staging of recommendations over a one year period. This schedule requires funding for the essential physical and technical improvements described in Recommendation 21. The schedule would also require continuation of current levels of funding for staff.

Figure VIII.1: Implementation Timing, All Recommendations

RECOMMENDATIONS	x denotes completion → denotes continue	4th 2012	1st 2013	2nd 2013	3rd 2013
1. Fill Rosters to Reduce Overtime.		x	→		
2. Revise Hiring Policies.		x			
3. Explore the increased use of part-time employees			x	→	
4. Implement protocols to collect and analyze Net Annual Work Hours (NAWH)		x			
5. Change record-keeping practices to clearly identify every hour of overtime and reassignment		x	→		
6. Improve current record-keeping practices to clearly identify and document unscheduled “details”		x	→		
7. Improve record-keeping practices for each shift,		x	→		
8. Analyze actual deployment		x	→		
9. Increase training provided across the board			x	→	
10. Increase the use of no- and low-cost training resources,			x	→	
11. Develop a training plan			x	→	
12. Comply with Administration of Training Standards				x	→
13. Reduce, and eventually eliminate the use of temporary rotations.		x	→		
14. Develop creative schedules to efficiently implement coverage plans.		x			
15. Evaluate deployment annually		x		x	
16. [Ad Serv] Continue efforts to consolidate scheduling and deployment		x	→		
17. [Ad Serv] Increase the use of videoconferencing			x	→	
18. [Corr] Expand population management efforts; Create position in the Common Pleas courts.		x	→		
19. [Corr] Implement changes in current activity scheduling,			x		
20. [Corr] Implement proposed changes in policies and practices, including:	See Closeup				
21. [Corr] Implement essential physical and technical improvements, including:					
22. [Corr] Implement changes described in coverage plan, including:					
23. [Corr] Provide additional officer for peak booking and release times.			x	→	
24. [Corr] Implement a new classification system.			x	→	
25. [Corr] Provide two non-relieved positions for the Inmate Services Unit				x	→
26. [Corr] Eliminate the Assistant Director of Corrections position.			x		
27. [Law Enf] Continue to consolidate, improve scheduling, deployment, and cross-training.		x	→		
28. [Law Enf] Add coverage for times of higher demand in Comm. Unit.	Done				

Figure VIII.2 provides a close-up of staging for the lists of changes described in Recommendations 20, 21 and 22.

Figure VIII.2: Implementation Timing, Recommendations 20, 21, 22

Closup: Recommendations 20, 21, 22	4th 2012	1st 2013	2nd 2013	3rd 2013
20. Implement changes in pol/practices: (a) Create Inmate Behavior Management System	Training	Design System, Pol/Proc	x	→
(b) Improve and refine the classification process and strictly house inmates according to classification decisions.	Develop	x	→	
© House inmates during their first 72 hours of confinement on the first floor (booking) or the fifth floor.	x	→		
(d) Work with courts to find efficiencies in operations and scheduling.	x	→		
(e) "Create" inmate workers using pretrial detainees, as a result of the new classification/behavior management process.	Develop work plan	Create selection criteria	x Req. 20a	→
(f) Improve conditions of confinement and maintain improved conditions.	Start	Continue	Fix housing units	x Req. 20a, 20e
(g) Improve headcount procedures.	x	→		
(h) Reduce/eliminate movement and activities during meals and headcounts	x	→		
(i) Create several direct supervision housing units			Training	x Req: 21a, 21b
(j) Re-open 2N and operate it as an Honor Dorm.			Req: 20a	
(k) Increase security on the first floor in areas to which the public has access.		x	→	
(l) Reinstate inmate population management efforts to reduce crowding.	x	→		
21. [Corr] Implement essential physical and technical improvements, including: (a) provide radios with duress alarms to all staff	x			
(b) Fix selected security features (locks, doors) in some housing units.		X		
© elevators.			x	
(d) Fix/improve computers in Main Control.		X		
(e) Add computers to floor sub-control stations.		X		
(f) Improve security systems and ensure that Main Control and 5 th Floor Sub-Control are able to assume control of floors 2, 3, 4 and 6 at certain times.A2		X		
22. [Corr] Implement changes described in coverage plan, including: Food escort for each meal			x	
Provide escort for each medication cart during its rounds			x	
Assign mail and commissary tasks that are currently implemented by counselors to officer.			x	
Supervise vertical movement using a movement team.			x	
Provide more first line supervision by assigning one sergeant for every two floors.		x		

Figure VIII.2 identifies several recommendations that must be implemented before others may move forward ("Req.- Requisites). For example, 20 (f) calls for improving conditions of confinement, but maintaining these conditions relies on the implementation of 20 (a) – creating an Inmate Behavior Management (IBM) system.

Similarly, opening the Honor Dorm (20 f) also requires the implementation of IBM. County officials need to determine what resources will be available, and when, before a detailed implementation plan may be developed.

Funding

The proposed changes in the Corrections Division may be implemented within the current level of staffing. But if current levels of staff funding are not available, it may be possible to implement some recommendations in phases. Figure VIII.3 suggests that proposed changes in policies and practices regarding Booking staff, Correctional Officers, and Sergeants should be considered the highest priority.

Figure VIII.3: Priorities for Changes in Corrections Staffing

	Annual Difference (Hours)	Employee Classif.	Priority
Booking	130	DS	1
Corr. Officers	-46,693	CO	1
Corr. Sgt	16,684	Sgt	1
Corr. Lt	5,840	Lt.	2
Inmate Services	13,072	SW	2
Net Change	-10,967		

Implementing the "Priority 1" changes would produce a net reduction of 30,000 hours of relieved employee time (approximately \$1 million per year),²⁴ the equivalent of approximately 17 full time correctional officers. Unfortunately, implementing these changes will require several months.

Resources

The National Institute of Corrections (NIC), offers no-cost technical assistance and training. Two corrections administrators recently attended a jail management course at the NIC National Academy in Colorado.

²⁴ 30,000 hours at an average cost of \$35 per hour = \$1,050,000.

The Sheriff should contact NIC to request:

- A technical assistance site visit that would assess current classification and inmate management practices and develop a specific action plan to move toward Inmate Behavior Management.
- Enrollment in the next Inmate Behavior Management course.
- Training in Direct Supervision inmate supervision.

Washtenaw County, Michigan, has offered to provide additional assistance if asked.

The Correctional Center of Northwest Ohio (CCNO) has also offered assistance.

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Several appendices provide additional details about the three Working Groups and other elements of this project.

Appendix A: Administrative Services Working Group Report
Steps 1 through 3

Appendix B: Corrections Working Group Report
Steps 1 through 3

Appendix C: Field Services Working Group Report
Steps 1 through 3

Appendix D: Report of Richard Johnson, PhD.

Appendix E: Calculating Budget Impact

Appendix F: Report of Lois Ventura, PhD.

Appendix G: Net Annual Work Hour Calculations

APPENDIX A:

REPORT OF THE
ADMINISTRATIVE SERVICES DIVISION
WORKING GROUP

APPENDIX A: REPORT OF THE *ADMINISTRATIVE SERVICES DIVISION* WORKING GROUP

This appendix presents, in detail, the products generated by the Administrative Services Working Group for steps one through three of the staffing analysis process.

Figure A1.1 lists the persons who participated in one or more of the five rounds of work. Those marked with an asterisk (*) participated in every round of work.

Figure A1.1: Participants in Administrative Services Working Group

D. Baker
Brian Cunningham
Kelleigh Decker
Kevin Helminski*
Joe Walter
Richard Johnson
Bridgette Kabat
Kelly Kriner*
Molly Mason*
Jim O'Neal*
Jeff Pauwels*
Kelly Roberts
John Tharp*
Barb Urbanski

Step 1: Describing and Analyzing the Setting

Step 1: Describing and Analyzing the Setting

The Administrative Services Division poses unique operational and staffing challenges because it encompasses a wide variety of activities that are implemented in many locations. Several of the locations deploy only one employee.

Many of the Division's activities are funded in whole, or in part, by contracts with other entities, such as the schools, and the City of Toledo (municipal court).

More than any other division, Administrative Services is largely "at the mercy" of other elected offices who determine the volume and timing of demands for service. One Working Group participant suggested that the division "has many masters."

The Administrative Services Division is comprised of several units:

1. Juvenile Justice Complex and Other Locations
 - a. Juvenile Justice Center
 - b. Domestic Relations Court
 - c. 6th District Court of Appeals
 - d. Transportation
 - e. Other Contracted Services
2. Common Pleas Court
3. Toledo Municipal Court
4. Transportation Unit
5. Other Activities
 - a. Court Services
 - i. Civil Branch Clerks
 - ii. Process Servers
 - b. School Resource Officers
 - c. Child Support Enforcement (Investigators)
 - d. D.A.R.E. Program

The first four units were the focus of the staffing analysis effort because they have relieved posts and positions.

Staffing for the Administrative Services Division has varied in the past three years. Figure A.1.2 identifies the number of employees who worked a full year during the past three years. This is an indication of the stability of the workforce and should not be confused with the number of authorized positions during the year.

Figure A.1.2: Number of Employees *Who Worked a Full Year*

ADMINISTRATIVE SERVICES	2009	2010	2011
Juvenile Justice Center	20	18	14
Common Pleas	12	10	9
Municipal Court	20	20	19
Transport	10	8	4

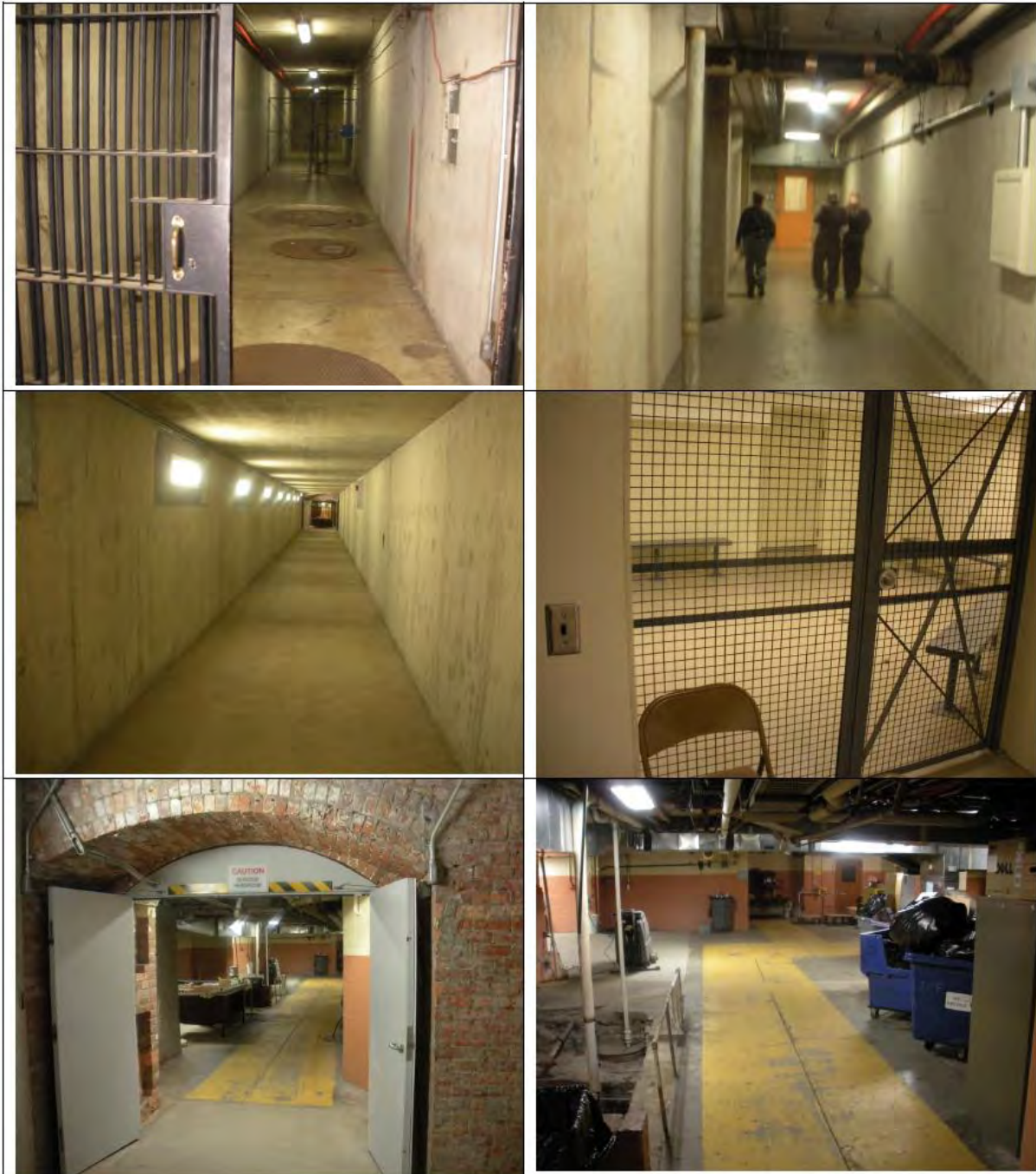
Figure A1.3: Some of the Locations Served by the Division

Staffing for the Transportation unit has taken the deepest cuts—more than half of its 2009 staffing levels. The Juvenile Justice Center has also had reductions, while the Municipal Court remained stable.¹

¹ Municipal Court is operated under a contract with the City of Toledo, therefore staffing levels are set by the agreement. Day to day staffing logistics were recently eased by the creation of a group of part-time employees.

The Common Pleas court unit operates in challenging physical setting. It is based in the basement of the jail and is connected to the Common Pleas Courthouse by a series of tunnels. Figure A1.4 provides photographs of the tunnel system.

Figure A1.4: Common Pleas Tunnels



Recent renovations have rebuilt part of the tunnels and have constructed a small prison holding station between the jail and the courthouse (see Figure A1.4). The photographs also show the basement of the courthouse, through which prisoners must be escorted when they are being taken to court from the jail.

The Sheriff's Office is responsible for moving prisoners to and from the court, and for supervising the prisoners when they are in court. Overall courthouse security is provided by the courts and is not under the jurisdiction of the Sheriff. This poses risks with regard to consistency and continuity of security.

Changes in the Context

At the beginning of the staffing analysis process, participants in the Working Group were asked to identify changes that have occurred in recent years that affect the context in which the division operates. Figure A1.5 presents the physical changes that were noted.

Figure A1.5: Changes in the Physical Setting

- CP tunnel renovated in part
- "The Source" now has a deputy (one of several contracts that have been added or expanded)
- A new contract for court transport was executed with federal agencies
- More contracts in more locations

The scope of services has been expanded in recent years. In some instances, the amount of service has been increased at some existing sites, such as the 6th District Court of Appeals.

There have been some changes with the technology and the equipment used by the division.

Figure A1.6: Changes in Equipment and Technology

- New radios with own channels
- Video arraignment expanded
- Tried to use video links from Common Pleas court to the jail, but the court stopped the practice
- Video links have been established with CCNO and the Ohio Department of Correction and Rehabilitation, and are in use

Participants described their perception of the changes in the prisoner population in recent years: (1) Prisoners are more violent; (2) More prisoners have mental health

conditions; (3) Prisoners are more unpredictable; (4) More prisoners are charged with capital offenses and have “nothing to lose.”

Participants described many changes in the operations of the division, as shown in Figure A1.7.

Figure A1.7: Changes in Operations

- Role and hours of coverage for Juvenile Court and the Juvenile Justice Center (JJC) have changed; was 24/7 and is now 1½ shifts; no role in Detention Center but responsible for facility security and perimeter
- Providing coverage at JJC in the evenings when court is closed, but parents are admitted to the facility and staffing is not sufficient to provide security beyond the entrance checkpoint
- Common Pleas court security was taken over by the court, deputies have no control of overall security of the building or of the tunnels
- Discretion required regarding shifts and coverage because of the nature of the locations (e.g. courts, juveniles, domestic relations)
- Have to pull from jail for emergencies more often
- Union cooperative on many issues including recent addition of part time officers in Toledo Municipal Court
- Several changes have been made in the organization and management of the division, such as the reduction in the number of staff assigned to the transportation unit
- Some attorney visits being provided through the “back door.” Attorneys put a proceeding on the docket, their client is transported to court by Sheriff, the client and attorney meet at court and the proceeding is cancelled. Similarly, some inmates are being transported to Sylvania only to see probation personnel
- Division now has two offices
- Supervisors and command officers often work “down” to fill a line officer post
- Increased requests to transport juries to crime scenes
- Have to pick up arrestees from School Resource Officers because only one officer is on site

Changes in operations have created more demand for service, increased security concerns, and in some instances have complicated the logistics of providing services.

Significant changes were identified with the transportation unit, as shown in Figure A1.8. Demands on the transportation unit have changed in recent years.

Figure A1.8: Perceived Challenges for Transportation Unit

- Added transport to Sylvania and Maumee courts
- Reductions in staffing require frequent supplementing from other units or even other divisions
- More medical transports, including appointments and chronic care appointments such as dialysis
- More transports for U.S. Marshals and because federal transports are under contract they usually receive priority
- Now providing transport for Children's Services
- "Transport happens"—reductions in staffing require frequent supplementing from other units or even other divisions
- Commitments (sometimes have to extract)
- More extraditions
- Court ordered psychiatric evaluations used to be provided at the psychiatrists offices, requiring officer to remain, but now transports brings psychiatrists to the jail for the evaluations
- Transports to DYS two times per month (Circleville)
- Providing transports to Detroit airport to pick up or send children

Changes in Staff/Staffing. Participants noted that there were "mass retirements" in 2011 when the Ohio Legislature was considering changes in retirement benefits. The division lost 12 employees, but only six have been restored to date. Two school officers were part of the retirements.

Step 2: Identifying and Analyzing Intermittent Activities

This step in the staffing analysis process was especially challenging for the Administrative Services Division because many, if not most, of the time spent by division employees is determined by intermittent demands for service. Some of the smaller posts (Appeals Court, schools, etc.) are less prone to intermittent demands, but the majority of the employees working in the division are in three units that are especially intermittent in nature:

- Common Pleas Court
- Transportation
- Juvenile Justice Center

Unfortunately, there were no consistent sources of information or data on which to analyze the ebb and flow of activities in these divisions. While there were schedules and

dockets for Common Pleas Court, for example, these were rarely implemented as scheduled due to continuances, pleas prior to a proceeding and other factors. Similarly, a transportation schedule prepared the prior day rarely reflected the actual transports that were required. It is not unusual for a transport to be requested by a court, only to be cancelled just before it was scheduled to occur.

Because there were no reliable and consistent sources of information or data, staff were asked to document their activities in detail for analysis.

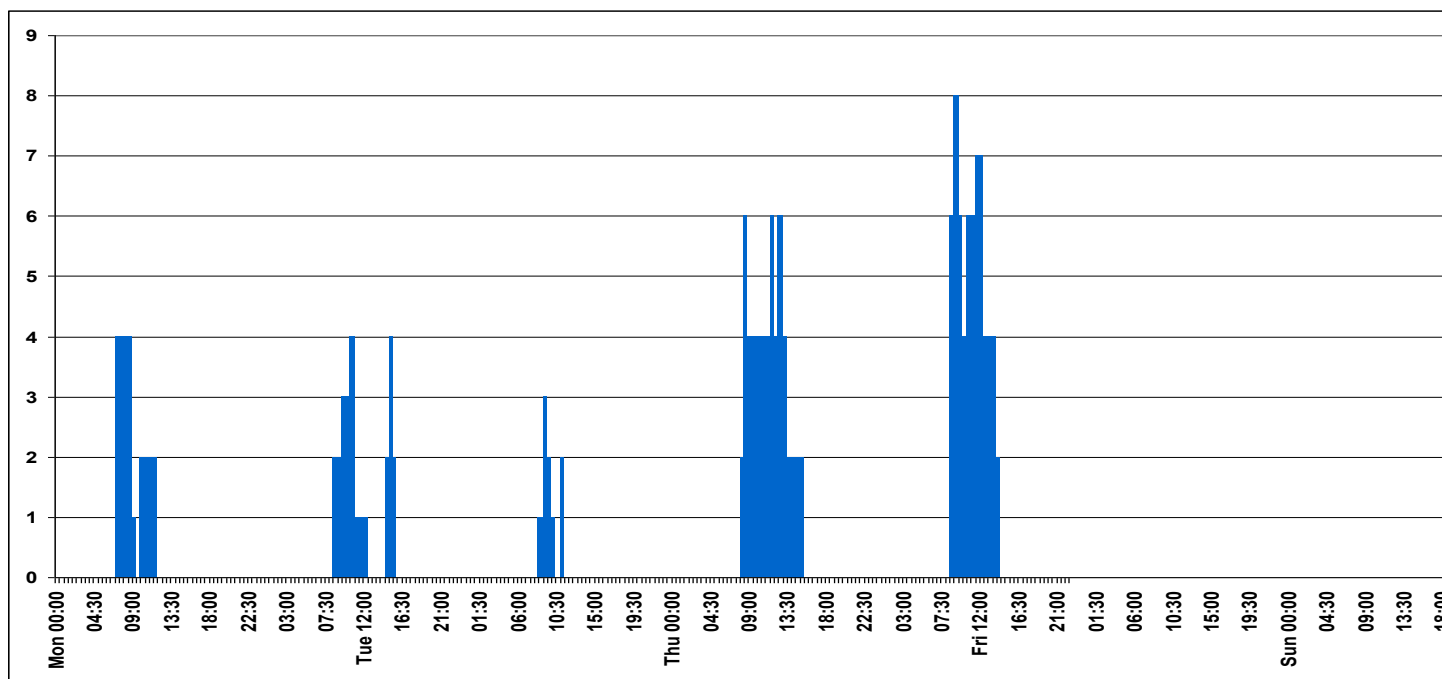
Common Pleas Court

One day during the study, the Common Pleas unit was told to prepare for four jury trials on the same morning. Additional employees were brought in, but only one of those trials actually occurred. This was not an exceptional day for the CP unit.

Just as many scheduled court proceedings do not happen, the duration of those that are implemented is not known until the proceeding is over. Again, the CP unit has to be ready to staff these activities for as long as they occur.

CP unit personnel recorded all activities, identifying the number of employees involved, the number of inmates, and the timing by half-hour increments. The analysis of one week showed one half-hour period on a Friday morning that required 8 officers. There were several periods during which 4 officers were busy at the same time, although this was the peak number for Monday and Tuesday. Thursday and Friday showed the highest rate of demand during this week, with activities clustered during mid-day.

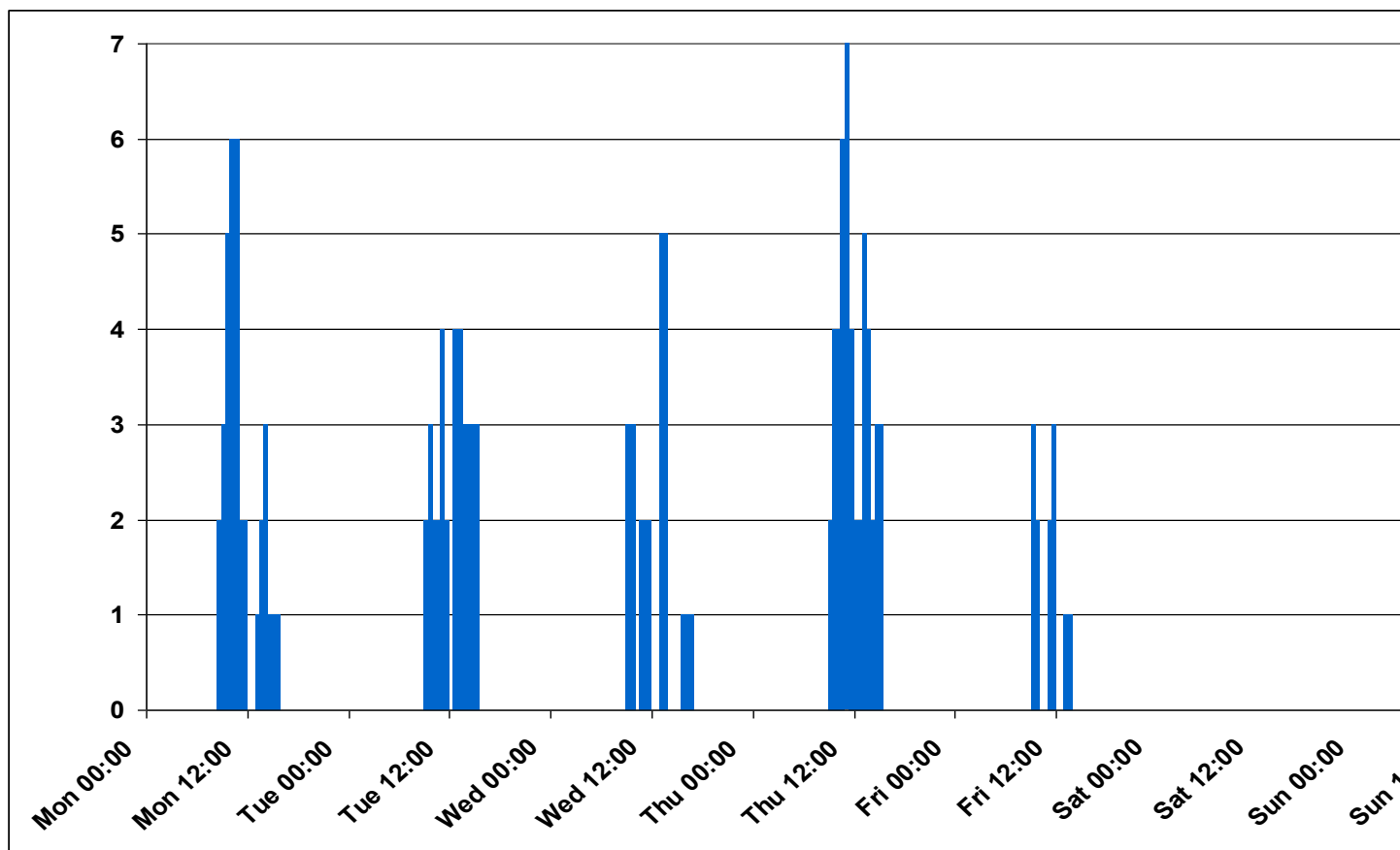
Figure A2.1: Common Pleas Activities, One Week



The graph shows how many officers were implementing tasks at the same time throughout a five day week. Note that for one half-hour period on Friday morning, 8 officers were engaged at the same time.

Figure A2.2 illustrates the activities levels for another week. The pattern of activity for this week was very different from the other week, with Friday having the least overall activity and with much more activity on Monday.

Figure A2.2: Common Pleas Activities, Week of April 16, 2012



Detailed information was collected for additional weeks. The findings illustrate the variability of activity levels. Participants noted the data was “self-reported” and is therefore may not be as reliable as data that would have been collected by independent observers. But CP personnel suggested that the reported levels of activity seemed lower than they should have been, raising the possibility that errors resulted in understating activity rather than overstating it.

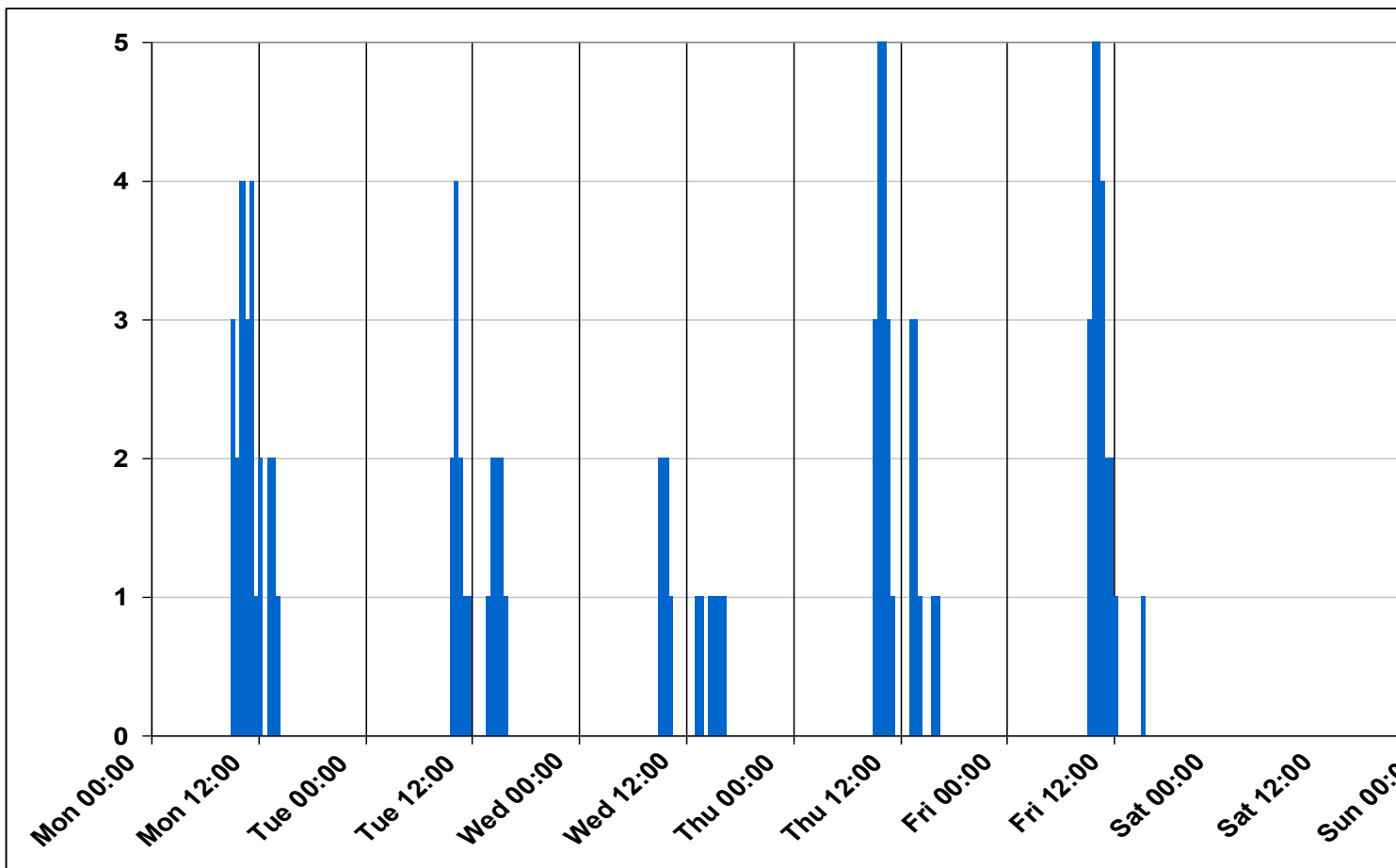
The data, discussions and observations all underscored the marked ebb and flow of activity levels in the Common Pleas unit. It is even difficult to predict general trends by day of the week.

Juvenile Court

There is a fixed post at front entry of the Juvenile Justice Center (JJC), staffed by deputies from 0600 to 2000. This is a continuous post but the level of activity at the entrance varies from hour to hour, and drops off in the late afternoon. In addition to the front door post, there are “runners” and “rovers” assigned to JJC to respond to the needs of the courts that are operating in the facility. Their workload varies.

The runners and rovers recorded their activities for several weeks during the study. Figure A2.3 shows the number of deputies involved with tasks (other than the front door) for a one week period.

Figure A2.3: Juvenile Court Activity, One Week



The activity patterns for Common Pleas and JJC for the same week were compared in two formats. Figure A2.4 shows the CP and JJC activity levels side-by-side.

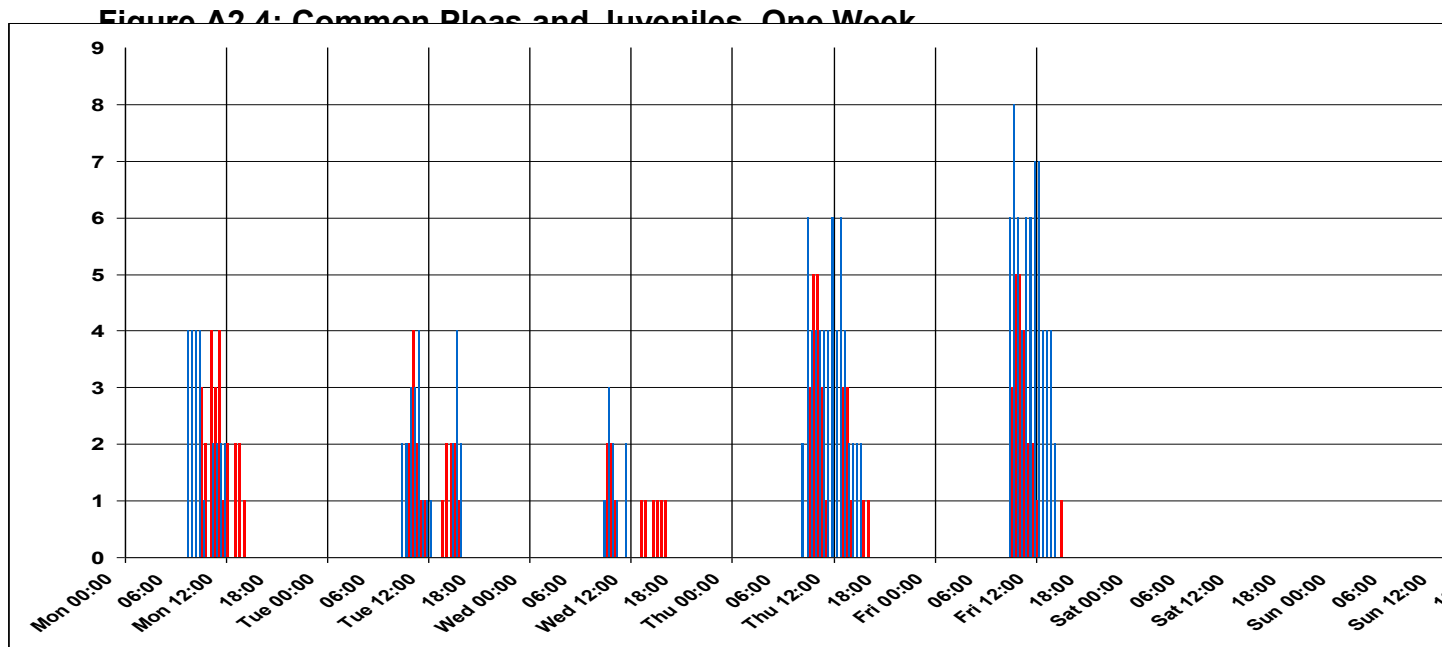
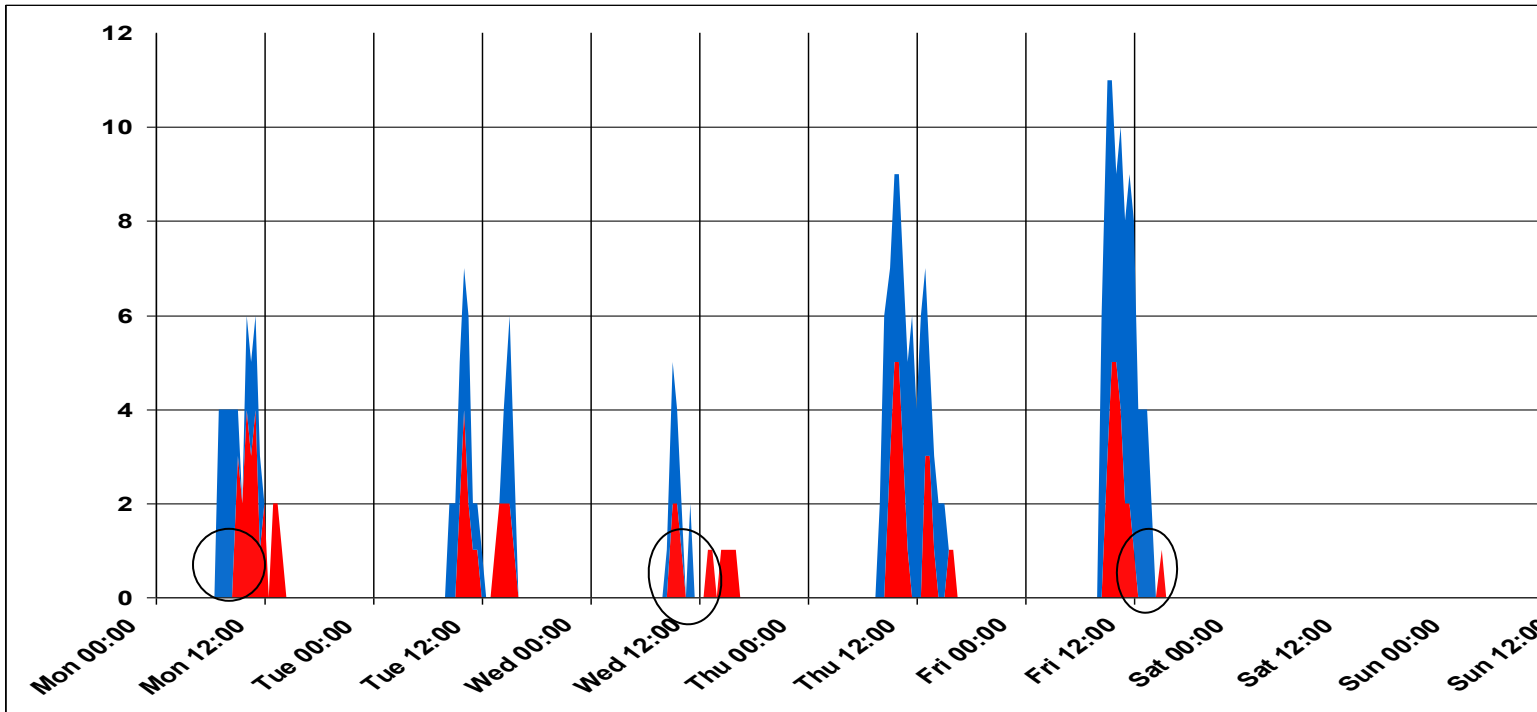


Figure A2.5 presents the same week of activities, but “stacks” the Juvenile Court activities on top of the Common Pleas, showing the peak times of demand that occur at the same time for both settings. The circles on the graph highlight times at which there is no activity in one location, but there is activity in the other.



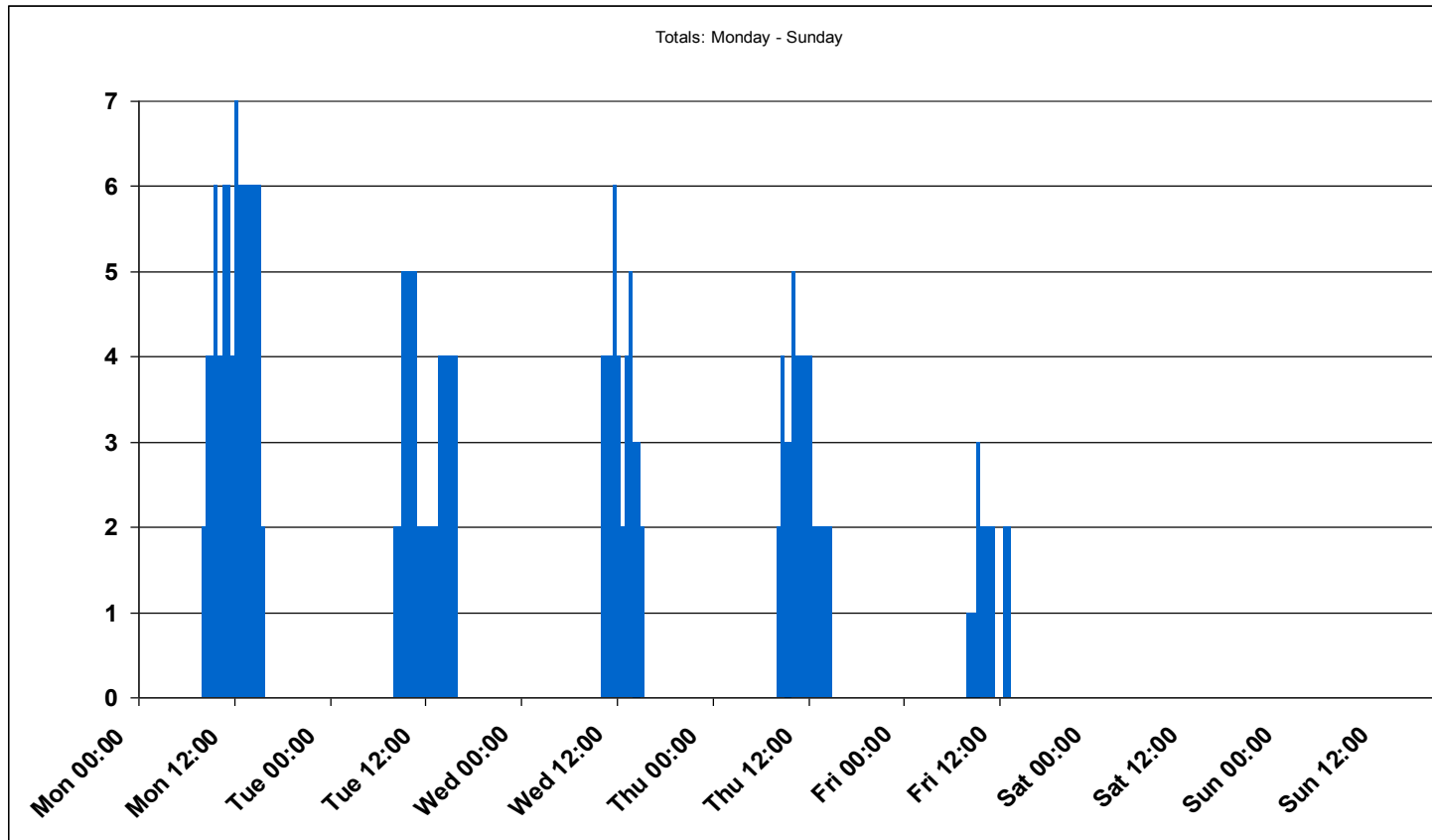
Several more weeks of operation were analyzed, producing similar findings. Comparison of the two courts suggests that taking a combined staffing approach to the two settings may yield some efficiencies.

Transport

For several years, transports have not been routinely documented. The process of completing a “transport sheet” for each event was reinstated in early March 2012. This provided a good database for this project.

Figure A2.6 illustrates activities for the week of April 16, 2012.

Figure A2.6: Transport Activity Levels, Week of April 16, 2012



Transport activities were analyzed for four consecutive weeks in an effort to identify patterns by day of the week or time of day. Data for three days of a fifth week is also included.

Figure A2.7 shows the actual number of transport officers deployed by time of day and day of the week for the four week period. The graph places the weeks in front of each other, showing peak times of activity experienced in single weeks.

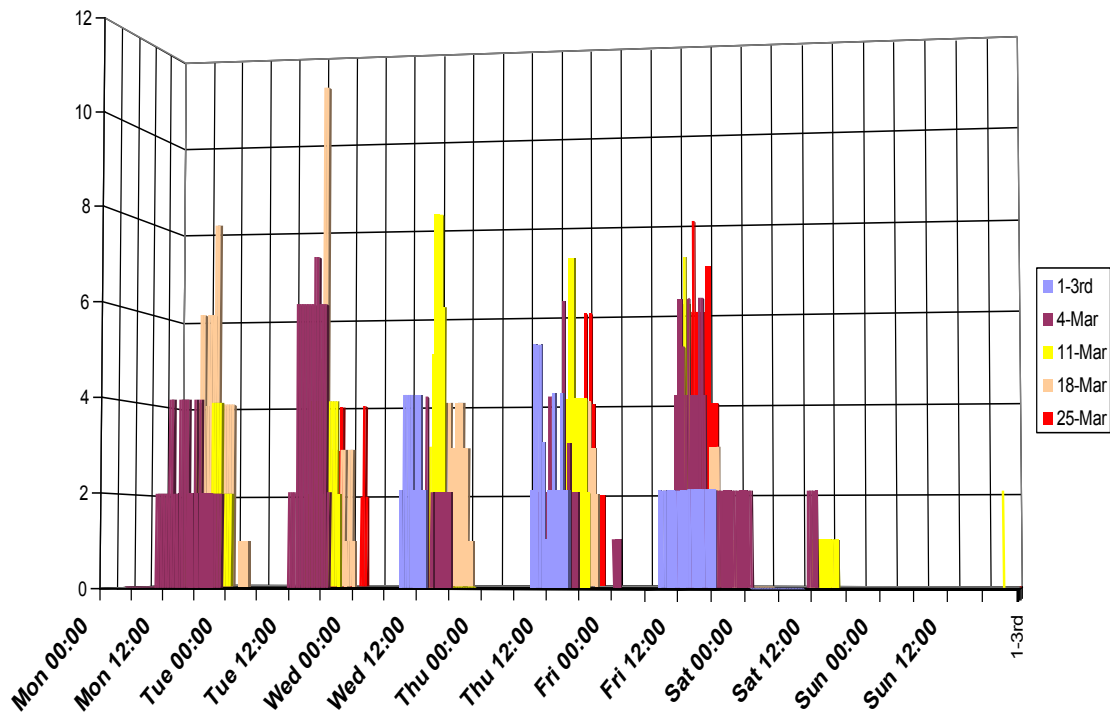
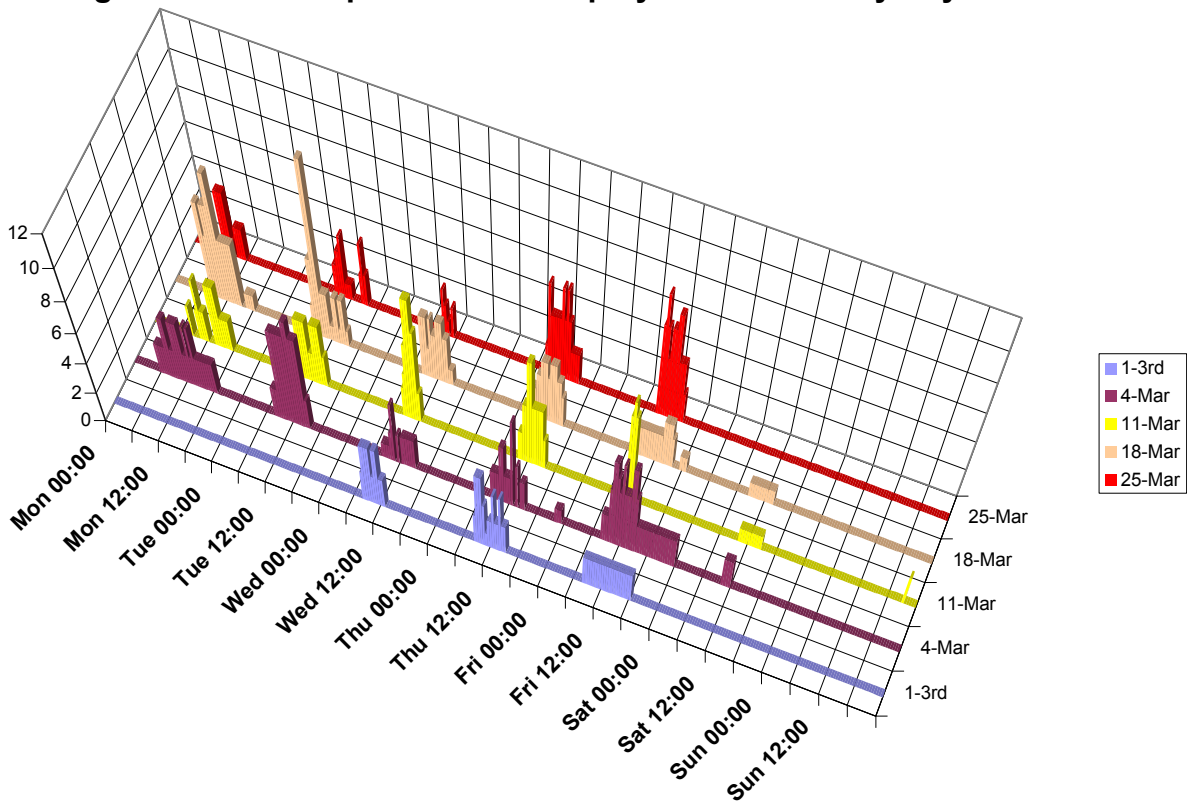
Figure A2.7: Transport Officers Deployed- Time of Day/Day of Week.

Figure A2.8 presents the same data, but shows the patterns for each week.

Figure A2.8: Transport Officers Deployed- Time of Day/Day of Week.

The number of transport deputies was recently reduced to four, which appears to be appropriate. Additional deputies are frequently needed for short periods of time, but it is more efficient to add deputies when need than it is to increase the number of deputies on duty.

Step 3: Developing a Coverage Plan

“Coverage Plans” were developed for the CP, JJC and Transport units. A coverage plan identifies the relieved posts and positions that are needed, specifying:

- Exactly when the post is needed (start time and end time)
- Day(s) the post is needed
- Classification of employee needed to operate the post

The coverage plan should not be confused with a staff schedule. The coverage plan is the foundation on which the schedule should be based because it identifies which type of employees are needed, where and when. Schedules should be configured to efficiently deliver needed coverage, not the other way around.

Minimum Coverage Levels by Contract

In 2011, the union contract was amended to specify minimum levels of staffing for each division. The minimum requirements for the Administrative Services Division were defined as:

Parties agree that there shall be sixty six (66) bargaining unit employees assigned within the Administrative Services Section, excluding bargaining unit employees acting as Sergeant. The on-duty Sergeant shall have the discretion to utilize available bargaining unit employees to fill the Administrative Services Division assignments.

The union contract did not identify specific posts and locations for the minimum staffing for Administrative Services. Minimum staffing levels in other divisions were more specific, identifying minimums by shift and by unit. The approach to the Administrative Services Division was different, acknowledging the complexity of the demands that are placed on the division. The minimums, as defined, provide a great deal of day-to-day flexibility.

Discussions Prior to Developing Coverage Plans

The following pages summarize Working Group discussions that set the stage for drafting of coverage plans.

Contracts. Many of the division’s services are provided through contracts with various agencies. Participants in one work session suggested that some of the contracts may not be providing full reimbursement for the costs incurred. They cited instances in which

a contract provides for one deputy to staff a post, but does not consider the backup assistance that is sometimes needed, such as transporting an arrestee from the site to the jail.

Transportation Unit. The transportation unit has been reduced in force in recent years. It is now comprised of four deputies, but demands for service frequently exceed their capabilities. A sergeant noted that on one recent day, 8 deputies were needed to provide transport services—at one time.

Cross Training. Many of the division's posts require some special training, or at least orientation to the setting. Most of the division's personnel are cross trained and are therefore able to provide effective relief during the day, or as overtime, when needed. Cross training activities to date have increased the efficiency of daily operations. Increased cross-training in this, and other divisions, will yield more benefits in terms of efficiency and effectiveness.

Borrowing from Other Divisions. At times it is necessary to seek assistance from personnel in other divisions, but these employees are often limited in the posts to which they may be assigned because of their lack of experience in the division. This not only inhibits their assignment but also their effectiveness on post. For example, such "outside" recalls are not assigned to court duties because of the special training that is required for those posts. This often means that several employees must be reassigned in order to make use of outside personnel.

Part-Time Personnel. The division has worked with the union to develop a small (8-person) pool of part-time officers to supplement full-time staff in the Municipal Court. These part-time employees are often recent retirees or young peace officers. This approach should prove efficient and may reduce the amount of overtime that is required of full time division employees.

Comp Time. As part of union concessions in 2011, employees were not paid for overtime and only received comp time for their work. Many division employees have accrued large amounts of comp time which will be used this year and in subsequent years. At the beginning of 2012, Administrative Services employees had accrued a total of 4,506 compensatory hours. These absences will amplify the difficulties that have been encountered in the past with regard to backfilling posts and positions. As of the beginning of 2012:

- One CP employee had accrued 295 hours of comp time and two others had accrued over 100 hours
- Three JJC employees had accrued over 300 hours of comp time (one had more than 400 hours)
- Three Municipal Court employees had accrued over 200 hours of comp time (one had more than 300 hours)

School Deputies. The school posts operate on the school calendar. They are not staffed in the summer, providing much-needed relief for other division employees who want to schedule vacation. These deputies are sometimes available during the school year on days that are set aside for teacher training.

Common Pleas. Deputies assigned to Common Pleas Court end their shifts at 4 p.m. It is not unusual for court to run later, requiring deputies to work beyond their shifts without notice. Savings might be realized by using creative scheduling, such as four 10-hour days for two or three of the employees. The Common Pleas building and its courts are secured by court employees. Sheriff's personnel do not have responsibility for security the courts building or the courtrooms, beyond supervising inmates when they are in court. The court facility was not designed with security in mind.

"33 Unit". The "33 Unit" was formerly a part of the law enforcement division. It consists of a deputy/car who patrols county buildings and sites and which makes "bank runs" for the sheriff (to the Treasurers Office). This unit is now part of the Administrative Services Division and is regularly used to supplement the transportation unit in the afternoon. John Tharp suggested re-defining the role of Unit 33 to primarily supplement transport, but to base the unit downtown to make it more accessible for other assignments.

Policies/Procedures/Post Orders. It appears that written policies and procedures have not been developed for some of the division's operations, and that post orders are not always provided for each location.

Frequent Recalls. The Administrative Services Division frequently encounters temporary staff shortages that trigger efforts to bring in additional staff. Such "recalls" are attempted within the division before seeking assistance from other divisions. Recall practices must comply with union agreements, which at times complicate the process. Recalls are further complicated by the varied schedules for posts within the division. Prospective volunteers base their decisions on specific schedules..

Functional Vacancies on the Roster. One sergeant described the current situation with the JJC roster: (1) one employee is leaving for a medical procedure (transplant) that will take her off of the roster for at least four months; (2) another employee is being assigned to firearms instruction for 6 to 9 months. These lengthy absences are not unusual. While these employees are absent, their scheduled shifts must be covered through recalls.

Roster Vacancies. In addition to the functional vacancies that routinely occur when employees are temporarily unavailable, there are vacancies on the roster itself (authorized positions that have not been filled.) Vacancies in the Common Pleas unit are in the process of being filled, but the bid process required for filling the vacancies is lagging. The hiring process is time consuming and it may be advisable to start the hiring process before an actual vacancy occurs, based on retirement or resignation plans, or on historical turnover rates.

Temporary Rotations. “Temporary rotations” are yet another way in which employees are unavailable to work a scheduled shift. Such rotations involve reassigning employees to a vacant post for a two-week period. Employees volunteer for such rotations and must submit a request and go through a union-directed process.

Federal Contracts and Priorities. Rates charged for federal contracts have been increased, with the expectation by the “customer” that their inmates will receive improved access to transportation. In subsequent discussions, some participants questioned the terms of some federal contracts when compared to the difficulties imposed on operations—whether the contracts were “worth it.” Participants also wondered if all costs are adequately reimbursed by contracts.

“Ask the Judges”. A list was developed during the course of several meetings, identifying issues to discuss with CP and Juvenile judges and court administrators. The list included:

- Describing impact of asking for inmates during jail meals and counts, explaining the delays that will be encountered
- Times of shift changes and the difficulties posed by requesting services during shift changes
- Transport scheduling—the lead time required, and the impact of not following through with a request (“never mind” when the time for the transport arrives)
- Advising the parties that prisons require at least 24 hours notice before they will make an inmate available
- Benefits that would accrue if there is more use of video capabilities—for all types of activities, at more locations
- Ask if juvenile inmate’s families could come to JJC to pick up their child rather than requiring the transportation of the child to court
- Note the risk associated with long wait times in court when prisoners have been brought in for proceedings
- Revising hours of coverage hours for JJC.
- Explain how frequently jail elevators malfunction and the impact on staffing and movement of inmates, and delays in bringing inmates to court
- Clarify the limits of the division to secure JJC because some officials and employees use the back door (swipe cards) and the lack of staffing to supervise parents and others who are in the building in the evenings

Coverage Plan

A coverage plan was developed by the Working Group at its third meeting. The plan was subsequently reviewed and evaluated. The final proposed coverage plan is presented in Figure A3.1.

Figure A3.1: Proposed Coverage Plan, Administrative Services, CP, JJC and Transport

ADMIN SERV	Post or Description	Start Time (0000-2400)	End Time (0000-2400)	Empl. Classif.	M	T	W	Th	F	Sa	Su
Spfld	Springfield School	0800	1600	DS	x	x	x	X	x		
ALC	ALC School	0730	1530	DS	x	x	x	X	x		
CSEA	CSEA	0830	1630	DS	x	x	x	X	x		
Fam1	Family Court 1	0730	1530	DS	x	x	x	X	x		
Fam2	Family Court 2	0830	1630	DS	x	x	x	X	x		
Src	The Source	0730	1530	DS	x	x	x	X	x		
JFS1	JFS 1	0800	1600	DS	x	x	x	X	x		
JFS2	JFS 2	0830	1630	DS	x	x	x	X	x		
Tr1	Transport 1	0800	1600	DS	x	x	x	X	x		
Tr2	Transport 2	0800	1600	DS	x	x	x	X	x		
Tr3	Transport 3	0800	1600	DS	x	x	x	X	x		
Tr4	Transport 4	0800	1600	DS	x	x	x	X	x		
U33	Unit 33	0800	1600	DS	x	x	x	X	x		
JJCD1	JJC Front Door 1	0600	2000	DS	x	x	x	X	x		
JJCD2	JJC Front Door 2	0600	2000	DS	x	x	x	X	x		
JJCRun1	JJC Runner 1	0800	1600	DS	x	x	x	X	x		
JJCRun2	JJC Runner 2	0800	1600	DS	x	x	x	X	x		
JJCRun3	JJC Runner 3	0800	1600	DS	x	x	x	X	x		
JJCRun4	JJC Runner 4	0800	1600	DS	x	x	x	X	x		
JJCrov1	JJC Rover 1	0800	1600	DS	x	x	x	X	x		
JJCrov2	JJC Rover 2	0800	1600	DS	x	x	x	X	x		
Not Relieved											
Sgt1	Sergeant 1	0630	1430	Sgt	x	x	x	X	x		
Sgt2	Sergeant 2	1200	2000	Sgt	x	x	x	X	x		
CPd	Common Pleas Desk	0700	1500	DS	x	x	x	X	x		
CPRun1	Common Pleas Runner 1	0800	1600	DS	x	x	x	X	x		
CPRun2	Common Pleas Runner 2	0800	1600	DS	x	x	x	X	x		
CPRun3	Common Pleas Runner 3	0800	1600	DS	x	x	x	X	x		
CPRun4	Common Pleas Runner 4	0800	1600	DS	x	x	x	X	x		
CPRun5	Common Pleas Runner 5	0800	1600	DS	x	x	x	X	x		
CPRun6	Common Pleas Runner 6	0800	1600	DS	x	x	x	X	x		
CPRun7	Common Pleas Runner 7	0800	1600	DS	x	x	x	X	x		
CPRun8	Common Pleas Runner 8	0800	1600	DS	x	x	x	X	x		
CPRun9	Common Pleas Runner 9	0800	1600	DS	x	x	x	X	x		
CPSgt	Common Pleas Sergeant	0800	1600	Sgt	x	x	x	X	x		
NOTES: School posts are quasi relieved- they get school holidays off, sometimes go into Admin pool if they want to work. When Common Pleas has 10 runners, allows 1 off per day.											

Figure A3.2 presents a graph of the staffing levels by half-hour increments for each day of the week.

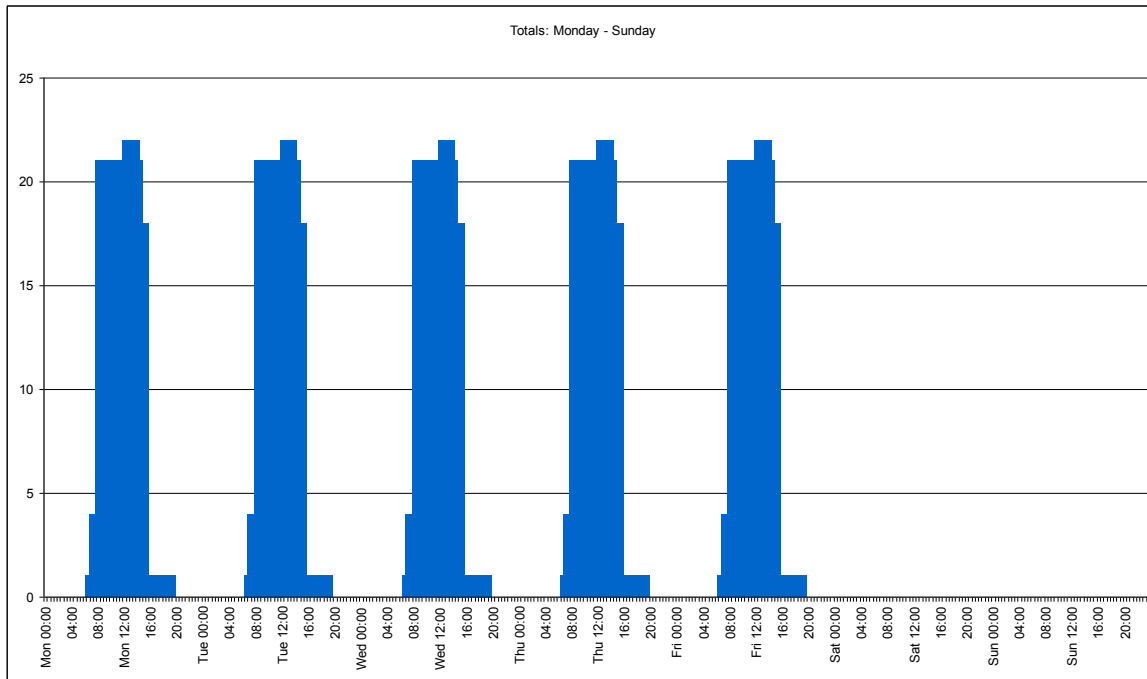
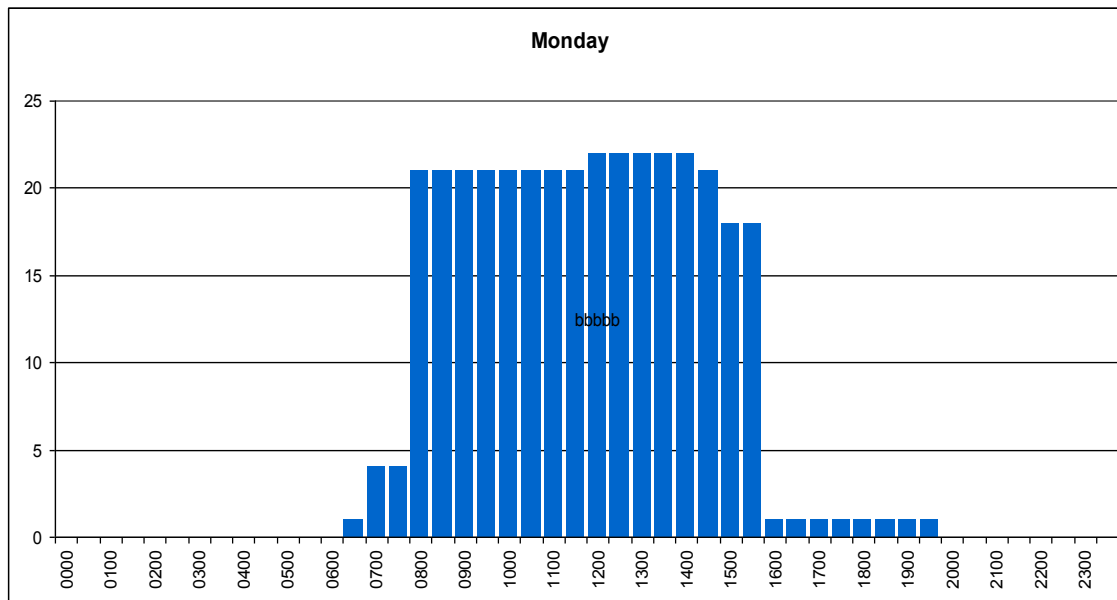
Figure A3.2: Coverage Levels, Seven Days. Proposed Coverage Plan

Figure A3.3 provides a close-up of the coverage plan, showing deployment levels for Mondays.

Figure A3.3: Coverage Levels, Mondays.

Coverage levels do not vary much by day of the week, and there is no coverage during the weekends. When transports are needed on weekends, jail personnel must provide them.

Figure A3.4 shows the coverage levels for the Juvenile Justice Center (JJC) for Mondays. Coverage charts for the other weekdays are available and were analyzed.

Figure A3.4: Coverage Levels, JJC, Mondays

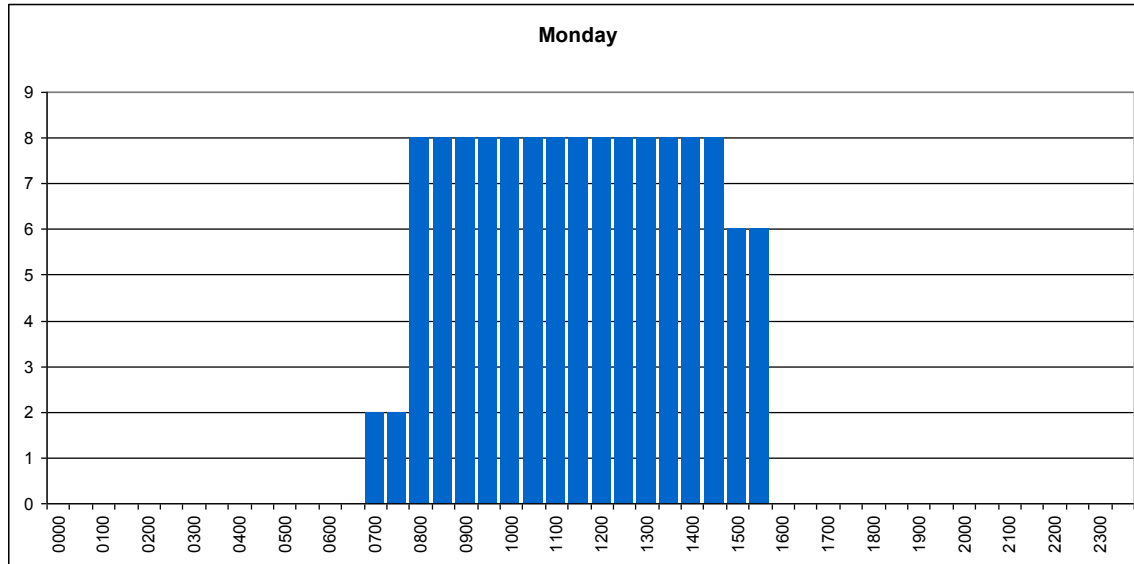
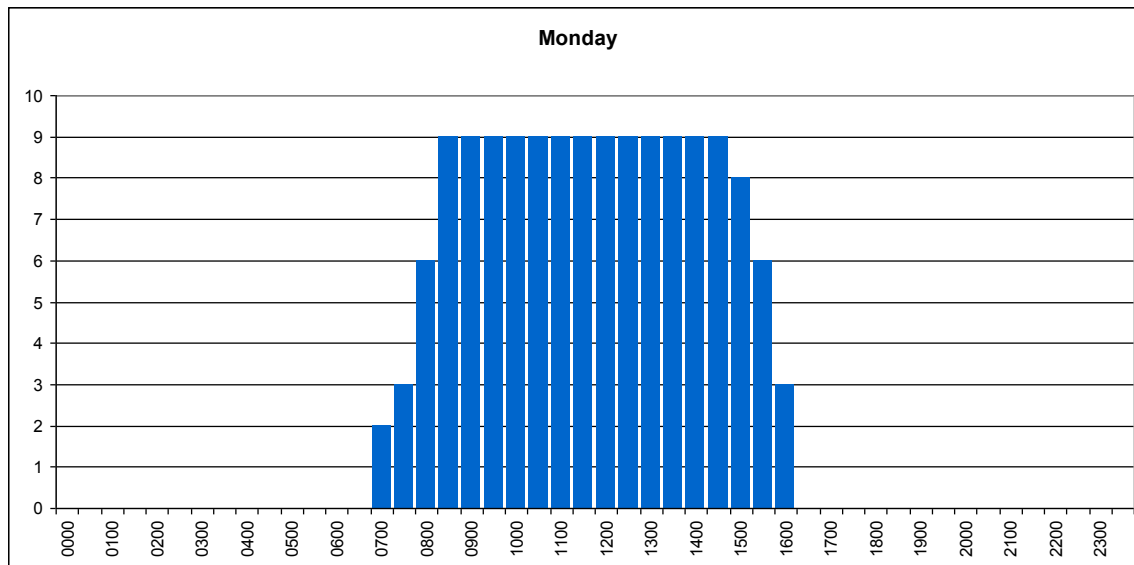


Figure A3.5 illustrates coverage for several smaller posts, including the two schools, CSEA, Family Court, SRC, JFS and Unit 33.

Figure A3.5: Coverage Levels, Small Posts



Remaining Steps

Sections IV through VIII of the main report address the remaining steps of the staffing analysis process.

APPENDIX B:

REPORT OF THE
CORRECTIONS DIVISION
WORKING GROUP

APPENDIX B: CORRECTIONS DIVISION

This appendix presents, in detail, the products generated by the Corrections Working Group for steps one through seven of the staffing analysis process.

Figure B1.1 lists the persons who participated in one or more of the five rounds of work. Those marked with an asterisk (*) participated in every round of work.

Figure B1.1: Participants in Corrections Working Group

Darlene Barth*

Willie Carpenter*

Kelleigh Decker

Jim Dennis (CCNO)

Paul Downing

Craig Eiden (CCNO)

David Friddell

Kevin Helminski*

Salina Hill (CCNO)

Bridgette Labat

Patrick Mangold*

Aaron Nolan*

Jim O'Neal*

Shari Olm*

Todd Reed

Mary Ann Riddle*

Kelly Roberts

Dennis Sullivan

John Sylvester*

Valerie Sylvester*

John Tharp*

Peter Ujvagi

Milan Voska*

Joe Walter

Tricia White

Jim Williams*

Lois Ventura and Rod Miller facilitated each meeting. We were fortunate to have several officials from the Corrections Center of Northwest Ohio (CCNO) participate in some of the meetings. CCNO has implemented the NIC staffing analysis process for several years and their experience was very helpful.

Step 1: Describing and Analyzing the Setting

The staffing analysis process started with the Working Group's perceptions of significant changes that had occurred in the past five to ten years.

Figure B1.2 describes the perceived changes that were identified for the inmate population. The findings were troubling.

Figure B1.2: Perceived Changes in Inmate Population

- More inmates, serious overcrowding
- Greater risk of suicide
- More violent
- Sicker—mental health and medical
- Inmates have more hygiene problems
- Younger
- More under the influence of substances and acting out
- More diversity of substances being used by inmates
- More gangs, but staff are not receiving intelligence
- Move juveniles being tried as adults
- Decline in female population down but still use the same space due to classification and separation requirements
- All inmates are staying longer, including females
- Female inmates are more sexually aggressive
- Increase in the number of transgender inmates
- Inmates show less respect for staff

None of the changes make it easier to manage the inmate population—more violence, more gangs, less respect for staff.

Caring for the inmate population has become more difficult as well in light of the increase in suicide risks, poor health, increase in inmates with mental health problems, and increase in substance abuse.

There have also been many significant changes in corrections staff, as suggested by Figure B1.3.

Figure B1.3: Changes in Staff

- Fewer employees overall
- More staff turnover and corresponding increase in staff with little experience
- Lost lots of experience last year (2011) with retirements; many staff felt compelled to retire in light of pending legislative changes
- Staff work ethic changing, reflecting generational differences
- Inexperienced
- More use of all types of leave
- Increase in military leave for national guard duty and long-term military deployments
- Use of Family Medical Leave Act (FMLA) is up
- More employees taking leaves of absence (LOA)
- More workers compensation claims
- Less training provided for all staff
- Morale lower
- Less “cohesiveness” at all levels
- Much more difficult to provide gender balance on shifts due to changes in contract and shift bidding
- Jail is increasingly tapped to “loan” staff to other divisions

The lack of staff experience caused by retirements and high turnover is compounded by the reduction—and in some cases the elimination—of staff training. Employees are absent from work more often for a variety of reasons.

Turning to the facility did not bring respite from bad news, as shown in Figure B1.4.

Figure B1.4: Changes in the Facility

- Decay, disrepair is worse for both the structure and equipment
- Hygiene conditions (inmates) poorer
- Preventive maintenance reduced due to budget cuts
- Recreation yard is isolated, has poor communications
- Housing Unit 2E has been renovated from 4 dorms to 2 dorms that are operated with one officer in each dorm
- “Specialty” inmates are housed in 2E (suicide, aging, double bunks)

The existing jail facility is poorly designed. Although the county was compelled to build the new jail in the mid-1970’s by a federal court case, after the new jail was completed the court voiced disappointment, finding that the jail design was essentially no better than the old one, and in some ways was even worse:

In and of itself, the construction of a new \$12,000,000 jail has remedied only very few of the problems which led to the original order in this case;

*indeed, in a number of important respects the new facility has compounded these problems.*¹

Inefficient Design Wastes Money

Compared to other jail designs, the Lucas County jail requires more staff for basic operations. For example, a 450-bed jail in Indiana, recently evaluated by the National Institute of Corrections (NIC), requires 42% fewer staff for basic inmate supervision and facility security. Compared to the Indiana facility, *Lucas County spends \$2.9 million more for a comparable inmate population because of its inefficient design.* Although not within the scope of this project, the consultants recommend exploring the feasibility of replacing the jail facility and examining the operating cost savings that would be realized by a new, efficient design.

Worse, the condition of the facility has degenerated at a higher pace in recent years, in part due to the lack of effective inmate supervision in housing units. Efforts to renovate the facility to improve staff efficiency and effectiveness have been promising, such as the removal of the wall between two housing units on the second floor, creating a single unit that is easier to supervise.

Figure B1.5 identifies changes with the equipment and technology that has been employed, providing some good news for a change.

Figure B1.5: Changes with Equipment and Technology

- Cameras have been replaced and more cameras have been installed, providing--
 - More detail for monitors
 - Recording capabilities
- Respite from contact repairs
- Video visitation was implemented in August 2006 with the permission of the court—eased staffing requirements markedly
- Video court is conducted on the 5th floor, but needs improvement
- Internet-based video communication

Some improvements in equipment and technology have proven helpful and in some instances have reduced staffing needs, such as the installation of video visitation² and video arraignment. At the same time, without radios, officers have difficulty communicating with each other as they move through the facility, creating serious safety problems.

¹ *Jones v. Wittenberg*, 440 F.Supp. 60 (N.D. Ohio 1977). Page 167.

² Video visitation is currently operated by counseling staff, although most jurisdictions use officers, not program staff. Other facilities have studied visitation patterns, identifying times of least use and eliminating those times from the schedule in order to reduce staffing.

Standards and legislation have also changed the “rules” for jail operation. The State of Ohio is in the process of revising its jail standards, but last year the Bureau of Adult Detention was nearly closed, leaving only one employee to serve the entire state. The Prison Rape Elimination Act (PREA) was passed by the United States Congress in 2003 and comprehensive new *mandatory* federal standards were just adopted by the U.S. Attorney General. It is believed that PREA requirements will increase the need for female officers, and may raise privacy issues with regard to the placement of video cameras.

Finally, Working Group participants asserted that jail operations have changed in many significant ways, as shown in Figure B1.6.

Figure B1.6: Changes in Jail Operations

- Security much more lax, such as doors routinely being propped open
- What staff perceive to be “expediency” is trumping sound security
- Staff are taking many shortcuts and are not following policy and procedure
- Day to day practices are even less consistent
- Hospital releases inmates sooner and they return to jail with more medical problems
- When the medical units are full, booking is used for the overflow

The jail is less safe and secure than it was several years ago—for staff, inmates, visitors and volunteers. While the facility design and condition pose challenges to safety and security, the Working Group and the consultant agreed that staff attitudes and performance need to improve.

Federal Court Order and Master

The county is still under the authority of a Special Master, more than 40 years after the initial case was filed in federal court. In 1977 the court found:

Six months of investigation by the Special Master have made it clear that the defendants have failed to comply with numerous provisions of the Court's order of July, 1971, as well as with supplemental orders which have been issued in the course of this litigation.³

During the course of this project, the Special Master was contacted and advised of the work that was underway. The Master's office has nearly daily contact with the jail regarding inmate admissions and releases, but other aspects of the original case are receiving less attention. The Special Master expressed a strong continuing interest in efforts to reduce the inmate population, and in inmate classification and counseling.

³ *Jones v. Wittenberg*, 440 F.Supp. 60 (N.D. Ohio 1977). Page 167.

Inmate Population Data- Length of Stay

Lois Ventura collected and analyzed data to identify length of stay characteristics of the jail inmate population. Figure B1.7 presents the summary of findings that were described to the working group. The primary reasons for release were also discussed.

Figure B1.7: Inmate Length of Stay Characteristics

<p>Released within 72 hours</p> <ul style="list-style-type: none"> • 66.7% of all the bookings are released within 72 hours of booking – 30.3% released within 8 hours – 20.0% released between 8+ and 24 hours of booking – 16.4% released between 24+ and 72 hours 	<p>Non-Violent Misdemeanors (N=18539)</p> <ul style="list-style-type: none"> • 34.1% released within 4 hours of less • 51.0% released within 8 hours • 69.4% released within 24 hours • 82.1% released within 72 hours • 95.6% released within 15 days
<p>Violent Misdemeanors (N=5455)</p> <ul style="list-style-type: none"> • 2.6% released within 4 hours • 5.9% released within 8 hours • 35.8% released within 24 hours • 65.4% released within 72 hours • 95.0% released within 15 days 	<p>Non-Violent Felonies (N=3948)</p> <ul style="list-style-type: none"> • 7.8% released within 4 hours • 10.3% released within 8 hours • 27.0% released within 24 hours • 43.7% released within 72 hours • 77.0% released within 15 days
<p>Violent Felonies (N=2858)</p> <ul style="list-style-type: none"> • 3.8% released within 4 hours • 5.9% released within 8 hours • 12.1% released within 24 hours • 22.1% released within 72 hours • 62.3% released within 15 days 	<p>Most Common Types of Release</p> <ul style="list-style-type: none"> • FCO 25.7% • Bond Posted 19.7% • MOR 14.5% 59.9%

The 50% who are released within 24 hours account for less than 12 beds on an average day (less than 30% of the average daily population.) This length of stay dynamic should be used to target inmate populations that might have the greatest impact on jail occupancy.⁴

⁴ For example, the county might consider implementing new practices that would speed up the release of such short term inmates (under 24 hours). If the new practices cut the length of stay in half, the daily jail population would be reduced by only six days.

The research revealed a slight change in the proportion of inmates who spent 72 hours or less—from 70% 10 years ago, to 67% last year.

The 72-hour-or-less cohort is important because standards and civil rights requirements for such short-term inmates are less demanding. Also, many modern classification systems do not commit substantial effort to inmates who spend less than 72 hours.

Crowding. Jail occupancy consistently exceeds capacity. Many inmates are forced to sleep in temporary beds on the floor in housing unit dayrooms. Crowding challenges many aspects of jail operations. For example, inmate classification efforts are undermined by the lack of space to house inmates according to their identified needs. Inmates with varied classifications are often housed in the same unit, posing risks for inmates and staff.

Step 2: Identifying and Charting Intermittent Activities

Two working group sessions held in March focused on the second step of the staffing analysis process. Work started with the identification of all the programs, activities, support services, and security functions that take place *intermittently* in the jail and charting the times they occur over the course of a typical week.

This step did not record continuous activities, such as operating the master control room. These activities were examined in Step 3 (coverage plan). Activities that occur at irregular intervals or happen less than weekly are also excluded from this step. These are identified and quantified in Step 3. An example of an intermittent activity, for our purposes, is a religious service that is conducted weekly on Sunday from 11 a.m. to noon.

While the preceding tasks and activities might not fit in this step of the process, all are recorded and are brought into later steps in the process. Two guiding principles of the process are:

- Everything goes somewhere
- Nothing is too small

Weighted Intermittent Activities Schedule

Figure B2.1 presents the first draft of an intermittent activities schedule, drawn from the two days of discussions in the working group. Each activity is identified in a separate row, along with the starting and ending time and the days on which the activity occurs.

The group assigned a “weight” to each activity to identify the magnitude of the impact the activity had on overall jail operations. On a scale of one to three, the weights were defined as:

1. Low impact on operations and/or localized impact in one area (such as one housing unit)
2. Medium impact, affecting more than one area of the facility (such as a floor)
3. High impact, involving most of the facility (such as serving meals)

Figure B2.1: Draft Intermittent Activities Scheduled (Weighted)

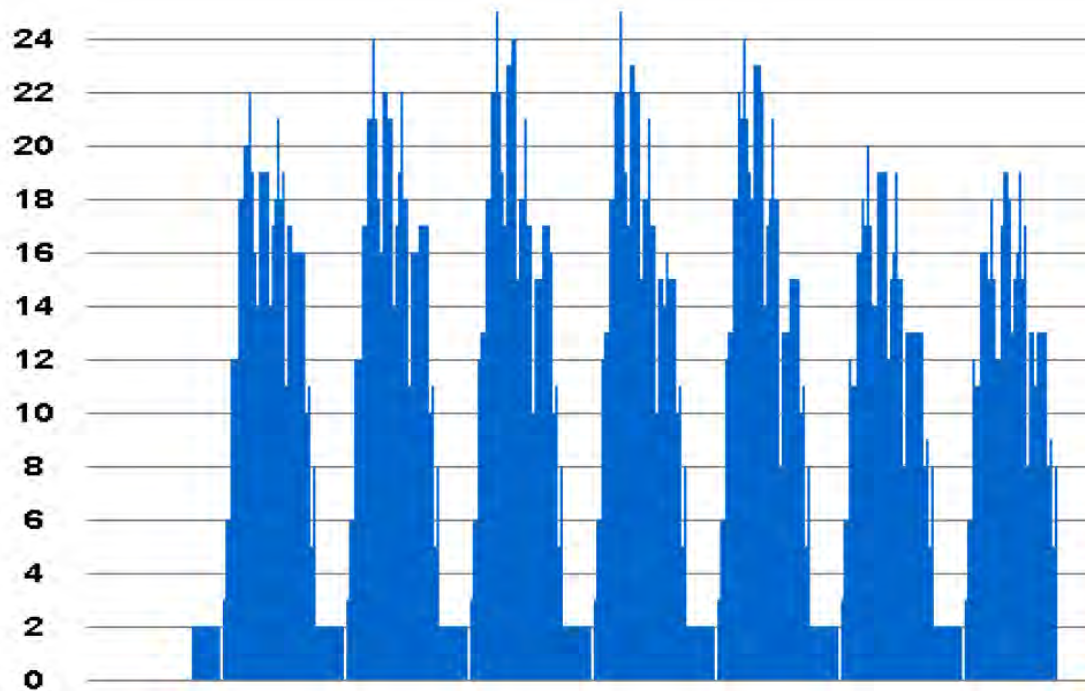
<div>Meal</div> <div>Security</div> <div>Reliaious</div> <div>Proograms/Services</div> <div>Medical</div>										
Activity	Start Time	End Time	Weight	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Breakfast	0630	0700	3	X	X	X	X	X	X	X
Lunch	1100	1130	3	X	X	X	X	X	X	X
Dinner	1630	1700	3	X	X	X	X	X	X	X
Visits	1000	1500	2		X	X	X	X	X	
Attorney Visits	0000	2400	3	X	X	X	X	X	X	X
Bonds Persons	0000	2400	3	X	X	X	X	X	X	X
Professional Visits and Appointments	0000	2400	3	X	X	X	X	X	X	X
Recreation	0800	2300	2	X	X	X	X	X		
Library	0800	1600	1			X	X			
Legal Research	0800	1030	1					X	X	X
Commissary	1000	1230	2	X	X	X	X	X		
Medication Cart 1	1300	1500	2	X	X	X	X	X	X	X
Medication Cart 2	2000	2200	2	X	X	X	X	X	X	X
Nurse Delivers Medications a.m.	0800	0900	1	X	X	X	X	X	X	X
Nurse Delivers Medications p.m.	1600	1700	1	X	X	X	X	X	X	X

Activity	Start Time	End Time	Weight	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Nurse/Dr. Call	0900	1200	3	X	X	X	X	X	X	X
Nurses Call	1300	1500	3	X	X	X	X	X	X	X
Drs. Call (nurse only 2 of 7 days)	1600	2300	3	X	X	X	X	X	X	X
Individual Clergy Visits	0000	2400	3	X	X	X	X	X	X	X
Bible Study 2 Men, 2 and 3 Women	1800	2000	1		X				X	
Bible Study (Arnett) 3rd Juv, 4th Men	0900	1100	1	X						
Bible Study (Arnett) 4 th , 5th	1300	1500	1			X				
Bible Study 5th Floor	1730	1930	1	X						
Bible Study 6th Floor	1800	2000	1						X	
Islamic Services	1800	2000	1	X						
Catholic Mass/Bible Studies	1800	2000	1			X				
Jehovah's Witness	1200	1500	1					X		
Sunday Worship Group I	1315	1415	1							X
Sunday Worship Juveniles	1315	1415	1							X
Sunday Worship Group 2	1415	1515	1							X
Sunday Worship 2Med 2 East	1715	1915	1							X
Sunday Worship Men 3rd Floor	1715	1915	1							X
Narcotics Anonymous	1830	2000	1	X						
GED Class (Women, Men) 1 class, 2 sessions	1800	2200	1	X	X	X				
Cocaine Anonymous	1700	1800	1	X						
YWCA Group	1300	1400	1		X					
Additional GED Sessions	1600	2200	1		X					
Wake Up Youth	1400	1500	1			X				
Cocaine Anonymous	2000	2130	1			X				
2nd Chance Meeting	1300	1400	1				X			
Narcotics Anonymous	1745	1900	1				X			

Activity	Start Time	End Time	Weight	Mon	Tues	Wed	Thurs	Fri	Sat	Sun
Alcoholics Anonymous - Women	1900	2030	1				X			
Alcoholics Anonymous - Men	1800	1930	1				X			
Planned Parenthood	1230	1430	1					X		
Alcoholics Anonymous	1700	1800	1					X		
Shift Change 1	0730	0800	3	X	X	X	X	X	X	X
Shift Change 2	1530	1600	3	X	X	X	X	X	X	X
Shift Change 3	2330	2400	3	X	X	X	X	X	X	X

Figure B2.2 shows a 7-day graph of the total “level” of activity by time of day and day of the week. The peaks indicate times when there are many activities and activities that have a big impact of the facility and operations.

Figure B2.2: Weighted Activity Levels



Figures B2.3 through 2B.5 describe the specific activities that occur during the peak times of the day for a typical week day, and for Saturday and Sunday. A

graph is provided for each day. These were used by the working group to identify potential changes in activity timing to reduce peaks.

Figure B2.3: Wednesday: Activities between 07:30 and 19:00
A Typical Week Day

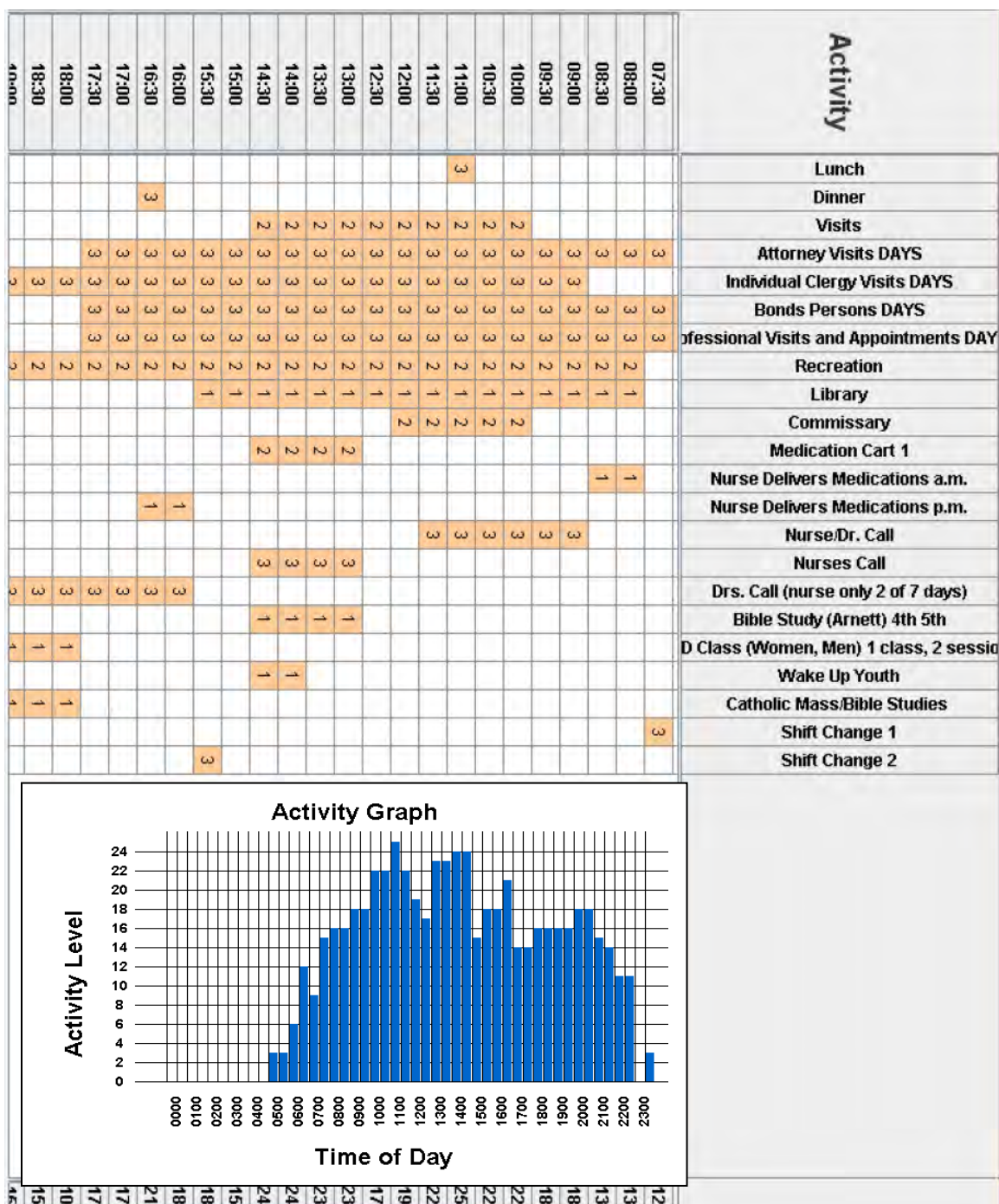


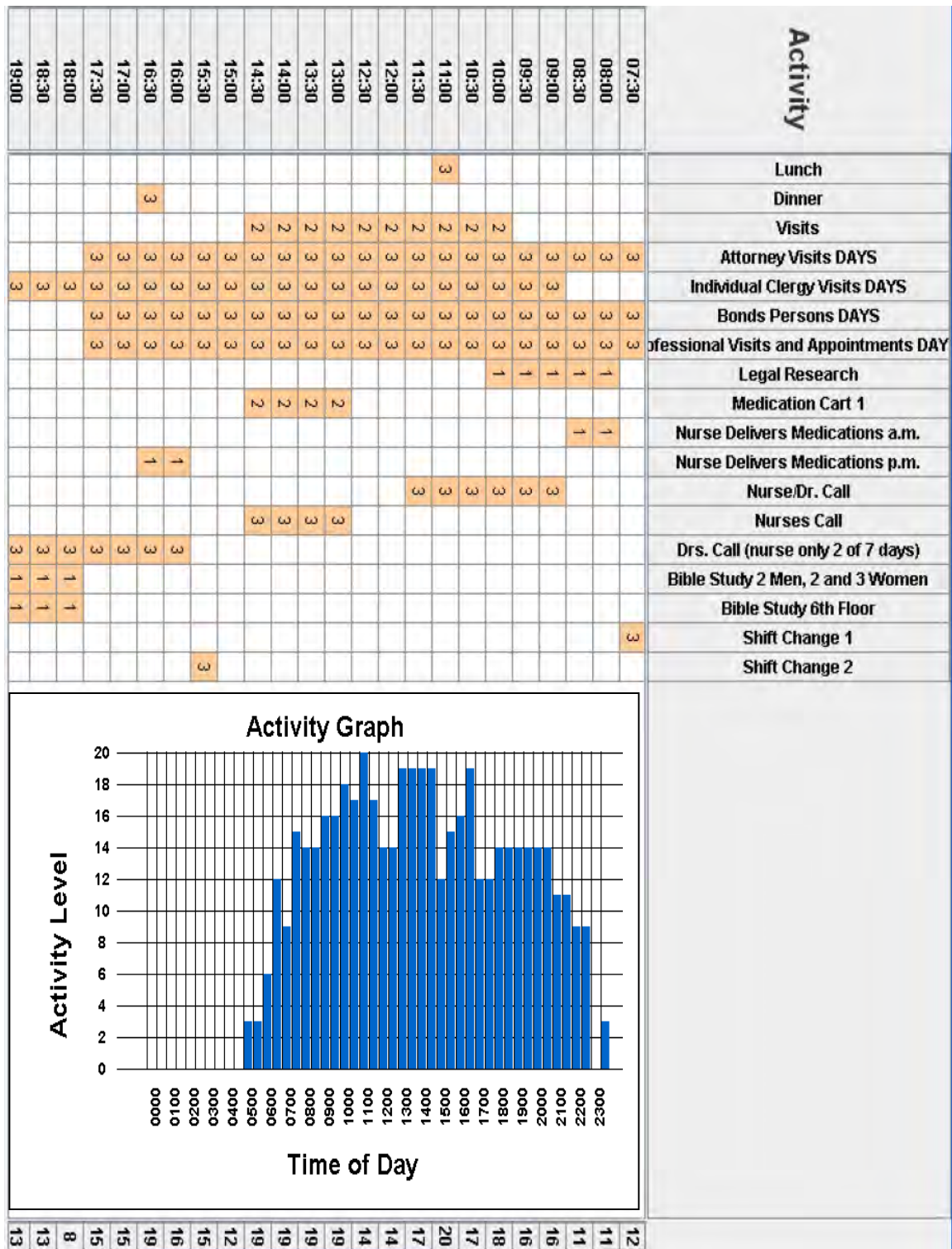
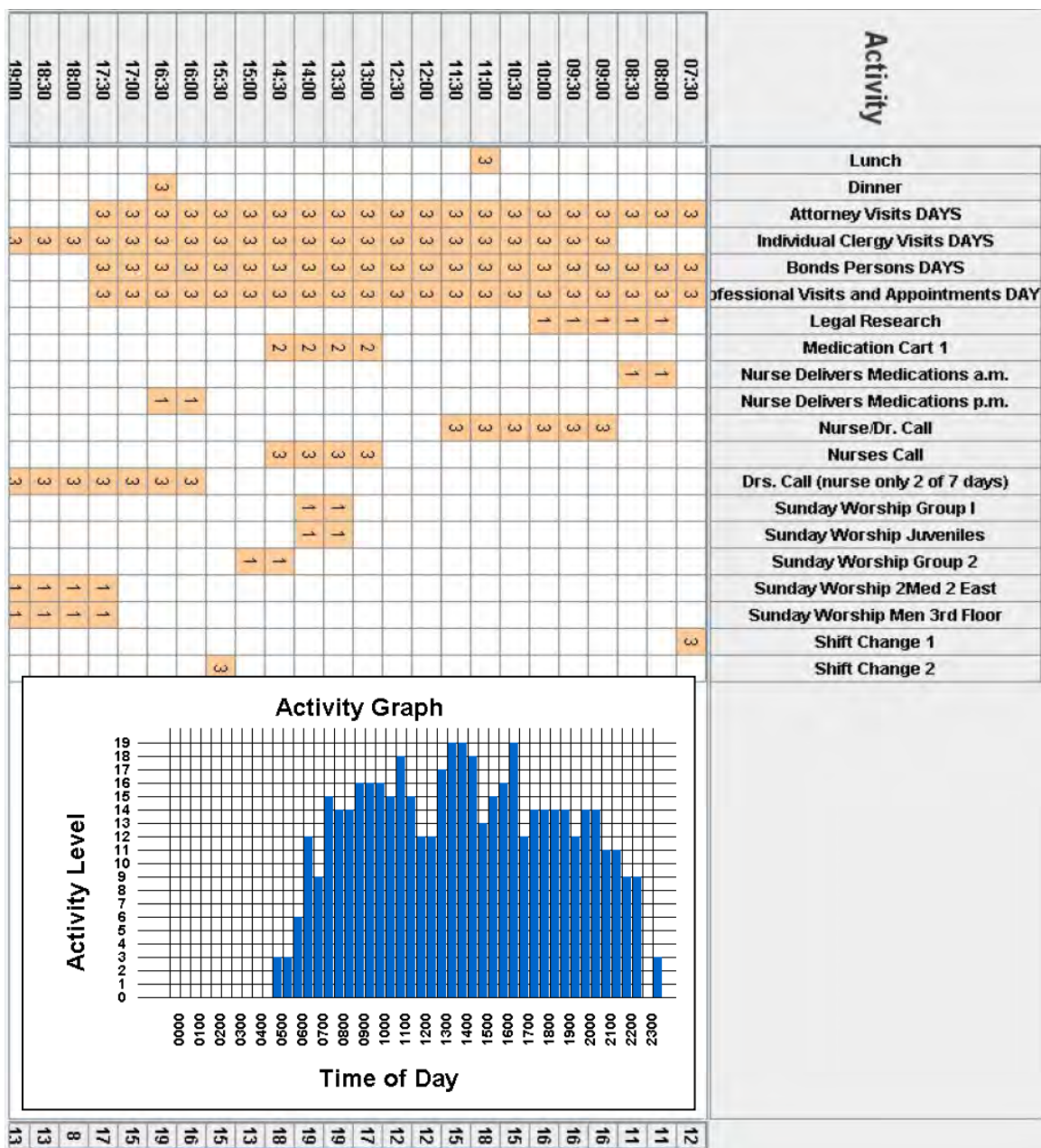
Figure B2.4: Saturday: Activities between 07:30 and 19:00

Figure B2.5: Sunday: Activities between 07:30 and 19:00

During the working group meetings, participants examined many facets of current operations, often considering potential changes that would ease staffing demands and/or improve efficiency or effectiveness.

Notes About Current Operations

All facets of current operations were examined during the second step of the process. Many current practices involved the delivery of programs and services. Participants noted that the court order in *Jones v. Wittenberg* estab-

lished many of the current policies. During a subsequent discussion, the extent to which the previous orders are still in effect was not clear. The current Federal Master was contacted and he provided clarification.⁵

Meals are provided on the day and evening shift. The kitchen is located outside of the security perimeter and there are not inmates involved with food preparation or cleanup in the kitchen. The food has to be checked by staff when it enters the secure area of the jail.

Commissary. Inmates order at night and it is delivered during the day by floor. When commissary is delivered on 2nd Floor (Wed) 6th Floor (Monday) and 4th Floor (Tuesday), operations are “slammed.”

Medications. Three carts go out to all of the floors two times per day. Nurses take the carts to the floor where they are met by floor staff who supervised the administration of medications. Meds are delivered in the vestibule adjacent to the housing unit at 1300 and 2000. Inmates who require medications more than twice daily are handled by nurses who deliver meds (no cart) to the floors at 0800 and 1600.

Religious Services. Bible study is conducted in various ways, usually by floor. Some religious activities require moving inmates from one floor to another; these were assigned a higher weight on the activities schedule. Religious services are provided separately by gender, known enemies and by keep-separate orders.

“Trustees” are no longer housed at the jail. These used to be inmates sentenced for low level offenses. Participants alleged that CCNO now has all the “good” inmates.

Inmate Workers. Lucas County is one of the few jails in the United States that does not use pretrial detainees as workers. Participants explained that, unlike sentenced offenders, pretrial detainees may not be “forced” to work. But pretrial detainees are a proven workforce if they are provided with incentives. This led to a discussion of prevailing practices in field, and the success that most jails have using pretrial detainees.

Video visitation supervision demands vary. Inmates are allowed one 30-minute per week. CCNO officials noted that they used data to find times when there were few visitors and then eliminated visiting (and staffing for visits) at those

⁵ The master identified two primary concerns—the classification system, and continued attention to keeping jail counts as low as possible. The master had been notified when the county was contemplating closing housing unit 2N. The master’s office is involved with jail population issues almost daily when jail personnel request permission for “Doyle holds” for selected inmates.

times. Lucas County has already pared back visiting hours on Fridays based on the lack of interest by visitors.

Attorney visits. Attorneys are not provided with a pass. Attorneys go to housing floors (unescorted) and meet with inmates there. Attorneys are listed in NORIS. Inmates are searched after such visits. Attorneys are not offered, nor encouraged to use the video visitation system. During the discussion, participants suggested that attorneys are “trainable” if new procedures are developed. The Working Group proposed a new approach, providing a “visiting center” on the second floor that would centralize attorney and other professional visits. This approach would also reduce civilian movement in the jail.

Video Conferencing. The courts all have “video court” equipment and hookups, similar to the video arraignment space on 5th floor of the jail. Although this equipment is usually available to attorneys it is not used as an alternative to visits at the jail.

Recreation is provided for each inmate one hour per day, 5 days per week, in compliance with Ohio jail standards. Currently, most inmates receive the same recreation privileges regardless of their status or behavior. Many other jails use recreation—and other privileges—to motivate inmates to behave and to engage in work and programs. Participants noted that recreation will shut down if staffing is very short in the jail.

Televisions are turned on at 6:30 and off at 11:30—as staff put it, “on with the lights, off with the lights.” This is another privilege that many jails allocate as an incentive to inmates.

Telephones are always available to inmates during waking hours. The jail receives substantial revenue from inmate phone charges.

Professional visits (attorneys, clergy, counselors, probation/parole) are currently allowed 24 hours a day. When the group discussed how many professional visits occur by time and day of the week there was no source of data. Lois Ventura subsequently collected information from the only available source—a handwritten log. The findings are discussed later in this report.

Law library access is provided for 2.5 hours on Friday, Saturday and Sunday mornings. The timing was intended to reduce conflict with other activities and programs. There is new caselaw addressing the provision of law library access, allowing alternatives to taking inmates to the library for research.

Mail is currently sorted by a secretary and then goes to the floors for *counselors* to hand out. This practice goes back many years and some participants questioned whether it is the best use of counselors’ time.

Revising Recent Sheriff's Office Efforts to Reduce Costs and Generate Revenue

Prior to analyzing current operations and activities, the working group reviewed recent changes in jail operations and staffing that were intended to reduce costs or increase revenues. Most of these changes were undertaken in the past few years. These included:

- Implementing video visitation
- Installing a new inmate phone system
- Negotiating changes in employee sick time abuse policies, providing the basis for reducing abuse in the future
- Out-sourcing part of jail laundry
- Changed style of jail uniform
- Working with NORIS on several initiatives
- Securing SCAAP grants (illegal aliens)
- Expanded video arraignment capabilities and operations, reducing the number of inmate transports
- Changed the location of court diagnostic interviews, bringing clinicians to the jail rather than transporting inmates to private offices
- Renovation of Floor 2 East Dorm, reducing the number of staffing posts
- Close the North housing unit on Floor 2
- Improved cameras in jail
- Implemented a "guard tour" system to record staff rounds

It is clear that the Sheriff and his employees have worked hard to find ways to save money or increase revenues in recent years. This sets the stage for the subsequent discussions of the Working Group, which found many more opportunities to improve safety, security and efficiency.

Site Visits to Washtenaw County, Michigan

Participants frequently asked "how other jails" operated. The Washtenaw County jail, 50 miles north in Ann Arbor, Michigan, provided a good site for looking at alternative approaches to inmate management and classification.

Several working group members and county officials visited Washtenaw County at this point in the process. The site visits proved very helpful in their subsequent work. Participants share their impressions of Washtenaw County during one of the working group meetings. Asked to describe Washtenaw County, they responded:

- Clean

- Good use of radios/ communication
- Direct supervision style of management
- Behavior management system
- Quiet
- Productive
- Photograph property at intake
- No personal property allowed
- Open intake/reception area
- Inmates generally move without escort
- No floor sleeping
- Seemingly low staffing level
- Inmates strictly housed according to classification
- Many efforts to manage the overall population
- Decentralized services
- Nurse in booking at all times
- Video orientation used
- Inmate workers—many of them, most pretrial detainees

Many of the policies and practices observed in Washtenaw County were brought into the subsequent discussions.

Analyzing Intermittent Activities and Current Jail Policies

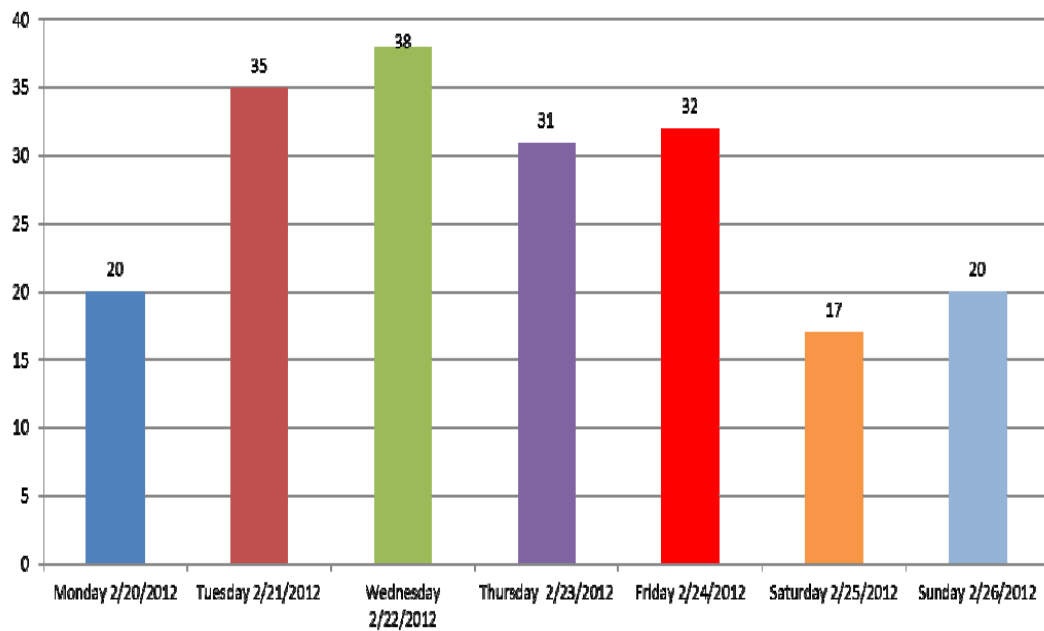
During several meetings the working group explored changes in current policies and practices that would level out activity levels by:

- Changing the *timing* of some activities
- Reducing the *impact* of some activities by changing practices

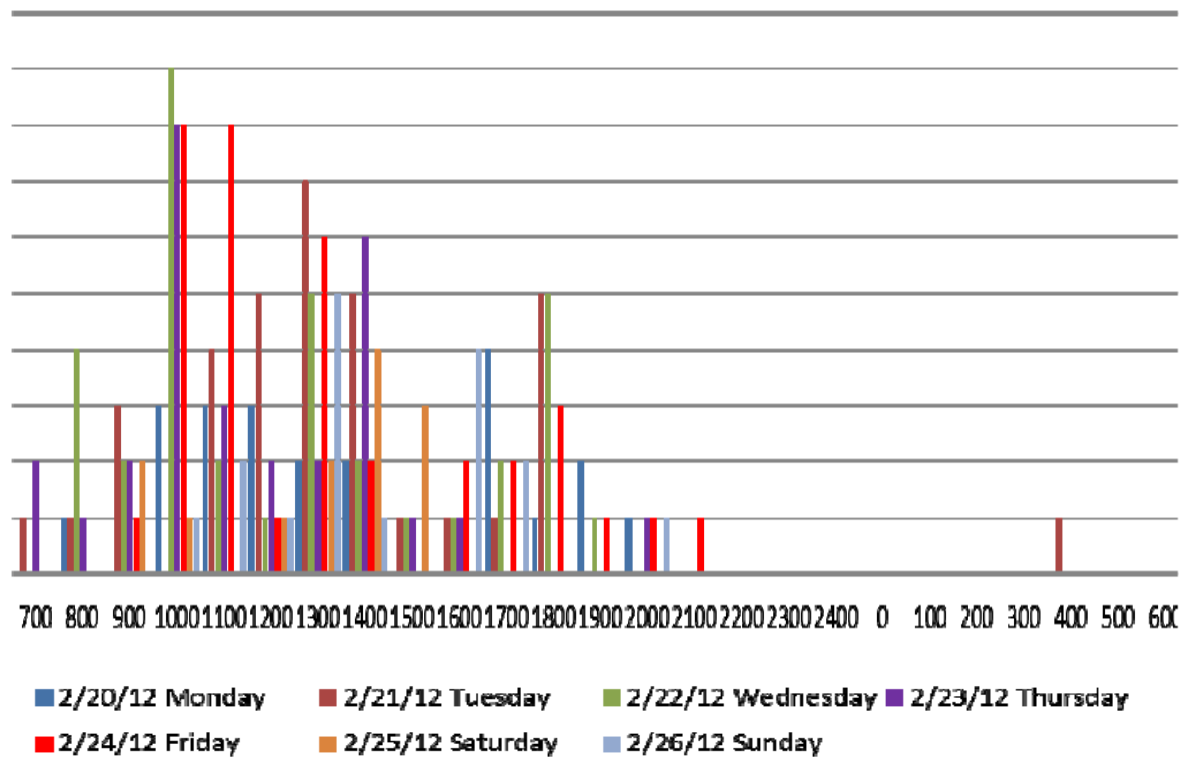
Impact of Professional Visits—Attorneys, Clergy, Bail/Bond

When the intermittent activity schedule was first drafted, participants suggested that each type of professional visitor—attorney, bond/bail, others (primarily clergy) had a major impact on operations 24/7. Lois Ventura researched the frequency and timing of such visits by reviewing handwritten logs.

Figure B2.6 presents her findings with regard to the number of visits by day of the week.

Figure B2.6: Professional Visits, Day of the Week, 2/20 – 2/26/12

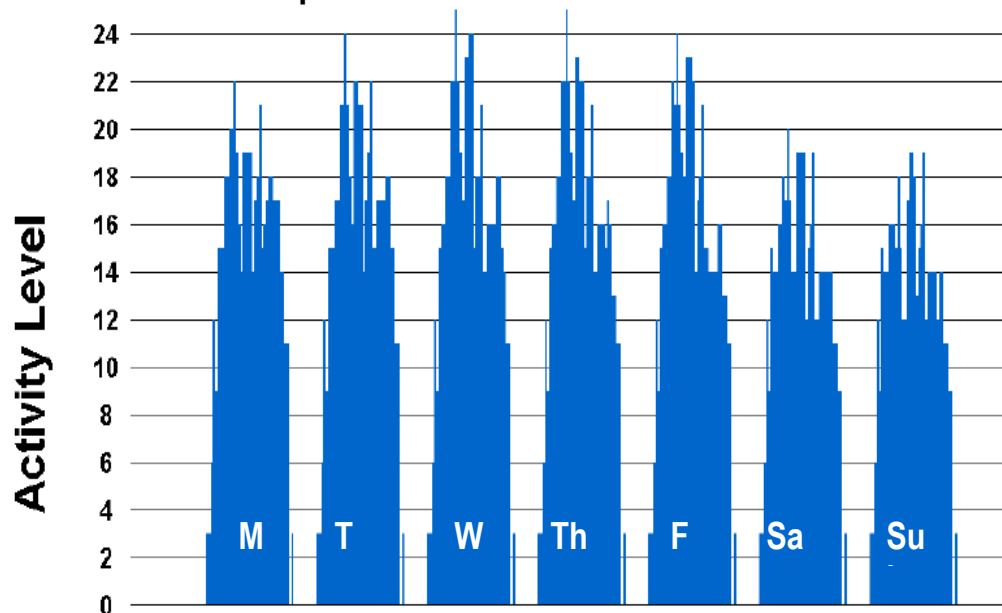
The time of day for the visits was also examined, as shown in Figure B2.7.

Figure B2.7: Professional Visits by Time of Day

The research showed that visits were concentrated during business hours, with peaks at 10:00 a.m., and from 12:00 to 14:00. Another series of peaks occurred in the late afternoon and early evenings. In all but one instance, visits ended by 21:00. The only later visit involved a bail/bond professional. As a result of the research, the impact of such visits was revised in terms of time of day and day of the week.

The revised intermittent activity graph is shown in Figure B2.8:

Figure B2.8: Revised Intermittent Activities Chart- Reducing Hours and Impact of Professional Visits



The revised activity chart shows a period of time every night and early morning, during which all intermittent activities stop. The chart also shows that overall activity levels are lower on weekends. These findings are important for the third step of the staffing analysis process—coverage planning.

STEP 2 SUMMARY

Working group participants examined all aspects of jail operations, identifying opportunities to “work smarter” by changing when some tasks were implemented and/or how they were implemented. The work products from this step in the process proved useful in subsequent work.

Step 3: Developing a Coverage Plan

Using the information and insights from the previous work, participants explored many changes in current policies and practices, with the goal of improving the effectiveness and efficiency of current operations.

Proposed Changes in Policies and Practices

Working group participants agreed to propose several key changes in current policies and practices, including:

- Establish an “inmate behavior management system” in which inmates will have to earn privileges through their behavior and their participation in programs and activities.
- Improve and refine the classification process by having an “interim” classification at booking and then conducting an in-depth classification process for inmates after they have been confined for 72 hours.
- Strictly house inmates according to classification decisions.
- House inmates during their first 72 hours of confinement on the first floor (booking) or the fifth floor. This will reduce movement to other floors.
- Work with courts to find efficiencies in operations and scheduling such as concentrating docketing for jail inmates on certain days, reducing the number of hours for which staff must be available to move and supervise inmates in court.
- “Create” inmate workers using pretrial detainees, as a result of the new classification/behavior management process.
- Improve conditions of confinement and maintain improved conditions.
- Improve actual headcount procedures.
- Reduce/eliminate movement and activities during—
 - Meals
 - Headcounts
- Re-open 2N and operate it as an Honor Dorm.
- Increase security on the first floor in areas to which the public has access.
- Reinstate inmate population management efforts to reduce crowding.
- Increase the use of video visitation and similar technology for professional visits.

Essential Physical and Technical Improvements

Participants identified several essential changes that are needed with the facility, equipment and technology, if the operational changes are to be successful. These critical include:

- Create several direct supervision housing units by taking the walls out between two existing housing units, improving sight lines in dayrooms.
- Provide radios and addressable duress alarms to all staff.
- Fix selected security features (locks, doors) in some housing units.
- Fix elevators.
- Fix/improve computers in Main Control , improving control of security functions and facilitating “collapsing” of housing floor control rooms into Main Control at certain times.
- Add computers to floor sub-control stations , providing information about the inmates housed on the floor, activities and appointments. Also provides opportunities to use “down” time to work on other jail record-keeping functions on the computer.
- Ensure that Main Control and 5th Floor Sub-Control are able to assume control of floors 2, 3, 4 and 6 at certain times.

The cost of some of these improvements, such as the radios and duress alarms, will be justified by gains in staff effectiveness, and in the case of the sub-control capabilities, by reduced staffing demands. The short-term investment in these improvements will generate long-term benefits.

The equipment (radios, duress alarms) will allow individual officers to go into housing units, and in most instances to stay in the housing units. Without such equipment, the frequency of entry into the housing units is reduced to the minimum 30-minute “clock rounds” and these are often very brief.

Such improvements will increase the “return on investment” markedly by improving the quality of inmate supervision, and as a result, the safety, security and overall operations of the jail.

Taking the wall out between selected north or south housing units is another example of a one-time renovation cost that will yield ongoing benefits. Current staffing practices assign one officer to these two cells. Once combined, the officer will be able to remain in the housing unit at all times.

Other improvements will be easier to analyze in financial terms. Improving security controls to allow the functions of each floor sub-control will allow several

floor control posts to be closed during midnight shifts. For every post that is closed for a shift, 2,920 annual hours (the equivalent of 1.5 full-time officers) may be redirected to more valuable activities. Closing four control posts (likely 2, 3, 4, and 6) would yield 11,680 hours of officer time—approximately 7 full-time-equivalent (FTE) employees.

Adding computer capabilities to sub-control posts will yield both types of benefits: (1) the efficiency of current employees will be increased because they will have direct access to needed information; and (2) some tasks will be shifted to the floor control posts, making use of the “down time” that is frequently encountered.

These efficiencies will increase the value of current staffing levels, and also reduce demand for additional staff in other areas.

Changing Where Inmates Are Housed

Inmates are classified within a few hours after arriving at the jail and moved “upstairs” in less than eight hours because the cells in the booking area are only suitable for short-term confinement. Inmates are generally assigned to any housing unit that has an open bed.

But the analysis of inmate data shows that 67% of all persons who are admitted to the jail will be released in less than 72 hours. Classifying them and moving them to long-term housing prior to 72 hours creates a lot of unnecessary work. And moving new inmates in and out of long-term housing units at all hours of the day and night disrupts the housing units, creating more problems for officers who have to manage the inmates. A new classification system, promoted by the National Institute of Corrections, should be implemented. It incorporates inmate behavior as a key factor.

Aaron Nolan, Director of Inmate Services, has researched classification models and has selected a modern “objective” classification system that will produce more reliable findings. The system, promoted by the National Institute of Corrections, incorporates inmate behavior as a key factor, assigns points and classifies inmates into eight different groupings based on risk. Inmates in classification group 1 pose the most risk, while those in group eight are the lowest risk. A ninth group is being added to the system by its developers, but these very low risk inmates are not housed in the jail. If they are housed, they are at CCNO.

Aaron used the proposed classification instrument to assign a sample classification rating to every inmate in the facility on April 16, 2012. His findings are summarized in Figure B3.1. He did not find any inmates who classified into groups 6, 7 or 8 in the current inmate population.

The Working Group reviewed the findings at their third meeting and agreed that they seemed reasonable, and that such a breakdown of the inmate population would be consistent with the proposed changes in facility use and operations.

Several participants noted that the lack of juvenile criminal history for some inmates results in an incorrect classification score. This information is needed to properly assess risk using the new classification system. Similarly, there is a need to get reliable information about each inmate's prior incarceration in other facilities. Inmates previously housed in jails served by the NORIS system are in the system, but others are not.

Figure B3.1: Classification of Inmates on April 16, 2012

Population analysis for Monday, April 16, 2012

Total Population 418*
 *(Including Booking = 24)

	Rating 1	Rating 2	Rating 3	Rating 4	Rating 5A	Rating 5B	
<u>Housing Floor</u>							<u>Total Inmates</u>
2 Medical	1	4	4	1	2	11	23
2 East	0	12	24	6	7	4	53
3 rd (Juveniles)	0	0	4	0	0	0	4
3 rd (Females)	1	2	22	3	5	11	44
3 rd (Males)	1	3	22	5	8	3	42
4 th	0	17	33	11	8	8	77
5 th	1	16	25	19	4	26	91
6 th	9	38	5	6	1	1	60
Booking**	0	1	9	4	1	9	24
Totals	13	93	148	55	36	73	418
% of Population	3.1%	22.3%	35.4%	13.2%	8.6%	17.5%	

14 of 24 inmates in Booking were released before 72 hours.

There was agreement that the NORIS system could be set up to accommodate the new classification system and to automatically populate information into the risk assessment instrument.

Changing How Inmates Are Supervised in Housing Units

Effective and consistent inmate supervision of inmates is the cornerstone of safe and secure jail operations. Effective supervision starts in inmate housing units, where inmates spend most of their time.

The Working Group developed new housing plans (which types of inmates are housed where), supervision methods, and coverage plans for each floor. These are described and illustrated in the following pages.

Direct Supervision. The “direct supervision” style of inmate supervision is central to the new plans. Direct supervision is a term of art that describes supervision of inmates by an officer who is stationed *in* a housing unit with the inmates. This barrier-free form of supervision was pioneered by the Federal Bureau of Prisons in the 1970’s and has been adopted by hundreds of jails. It has proven to be very effective. Direct Supervision is a proactive approach to inmate supervision, providing a staff presence that identifies inmates’ needs and reduces stress.

A typical direct supervision unit has an officer in with the inmates continuously. Such units are usually large enough to make this arrangement affording—from 40 to 80 inmates. Because the Lucas County jail is comprised of smaller housing units, a modified direct supervision approach is proposed, where an officer rotates between two housing units but is inside of one unit or the other all the time.

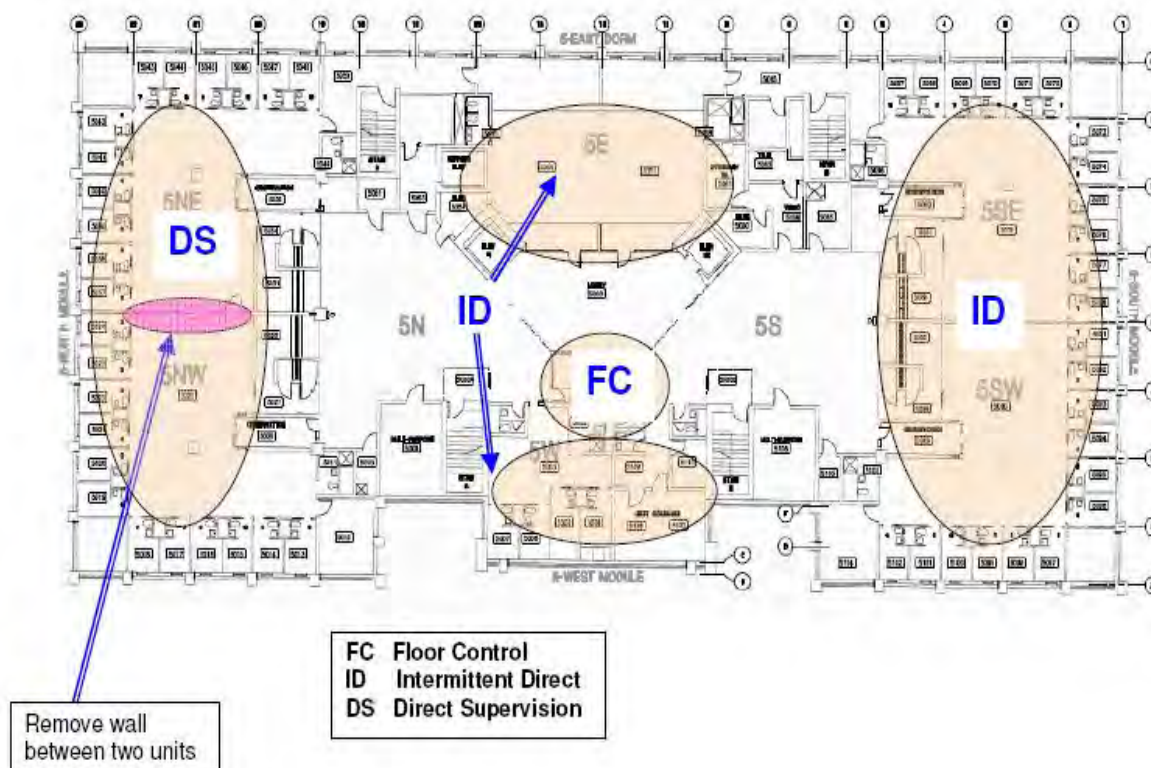
The group started with the 5th Floor, building on current housing practices by moving most short-term inmates to this floor. After inmates have been processed in Booking, most will be moved to the 5th floor for pre-classification housing. 67% of these inmates will be released within 72 hours, never leaving the 5th floor. The exceptions would be females, and male inmates with special needs. Figure IIIB.3 illustrates the staffing approach to this floor.

Unit 5SW would be used for higher-risk inmates. It is important to have all security features (doors, locks) operational in this housing unit, and to not place cots in the dayroom. Inmates in 5SW would have limited out-of-cell opportunities, and when they are allowed out of their cells, they would be in small groups. 5SE will house short-term inmates with lower assessed risk. These inmates will be allowed to use the dayroom most of the time.

Because 5SW and 5SE would house inmates for 72 hours or less, the inmates would not be provided with visits (other than professional) or recreation. In-

mates in these units for more than 72 hours would be moved to other housing units on the floor, or on other floors, where they would receive services, activities and programs consistent with their longer-term period of confinement.

Figure IIIB.3: Fifth Floor Housing and Staffing



Staffing for 5SW and 5SE would be provided by one officer 24/7. The officer would move between the two housing units frequently, at least every half hour. At any time, the officer should be in one housing unit or the other, not in the floor control room or another location. The officer would be in 5SW whenever one or more inmate is outside of his cell in the dayroom. This post is marked as “ID” in Figure IIIB.3, indicating it is an “intermittent direct supervision” post. The cost of installing a large security window between 5SE and 5SW should be explored. This would allow the officer to see the 5SE dayroom when he/she is in 5SW.

5W would house inmates who, for various reasons, should not be housed in larger housing units. 5W may be operated as high security (inmates remain in their cells most of the time) or as lower security (more dayroom access) depending on the composition of the inmate population.

5E would continue to house non-violent misdemeanor inmates. Many, if not most of these inmates would be short-term. Visiting and recreation would be provided to inmates in 5E and 5W.

Staffing for 5W and 5E would be provided by one officer, 24/7. The officer would move between the housing units frequently, at least every half hour. At any time, the officer should be in one housing unit or the other, not in the floor control room or another location. This post is marked as “ID” in Figure IIIB.3, indicating it is an “intermittent direct supervision” post.

5NW and 5NE would house short-term inmates with low assessed risk. The wall between the two units could be removed to create one larger, “direct supervision” unit. Inmates housed in this unit may end up spending more than 72 hours in confinement. Their conditions of confinement would include provision of visits and recreation.

Staffing for 5NW and 5NE would be one officer, 24/7, who would provide “direct supervision” (DS), remaining in the housing unit at all times.

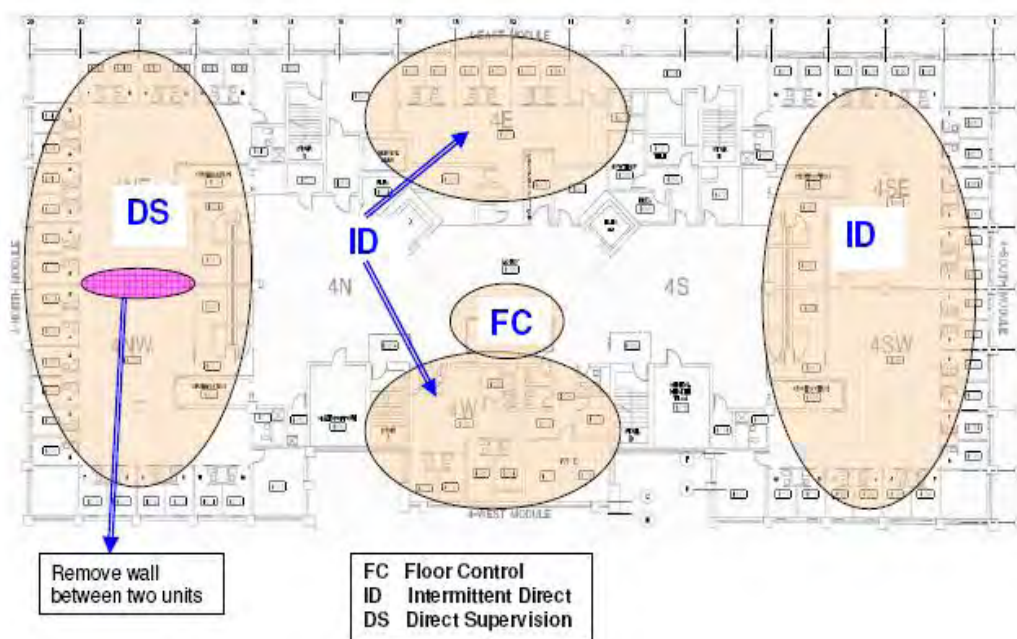
Floor Control would be staffed by one officer during the day and evening hours. When inmates are locked down for sleep at night, this post would continue to operate, but it would assume control functions for floors 2, 3, 4 and 6.

Staffing assumption: the posts on this floor would be filled continuously. Officers may not leave the floor (to escort an inmate or for other reasons) without having another officer present to take over the post.

Fourth Floor

The housing units on the fourth floor are similar to those on the fifth floor, as shown in Figure B3.3

Figure B3.3: Fourth Floor Housing and Staffing



Inmates housed on the 4th floor would be longer term (over 72 hours). Each housing unit would house inmates who have been classified similarly in terms of risk and behavior.

Unit 4SW would be used for higher-risk inmates and therefore it is important to have all security features (doors, locks) operational in this housing unit, and to not place cots in the dayroom. 4SE would house inmates with lower assessed risk. These inmates will be allowed to use the dayroom most of the time.

Staffing for 4SW and 4SE would be provided by one officer 24/7. The officer would move between the two housing units frequently. At any time, the officer should be in one housing unit or the other, not in the floor control room or another location. The officer would be in 4SW whenever one or more inmate is outside of his cell in the dayroom. This post is marked as “ID” in Figure B3.3, indicating it is an “intermittent direct supervision” post.

4W would house inmates who, for various reasons, should be separated. This may include inmates who are in disciplinary confinement or inmates who are in administrative segregation. 4E would continue to house juvenile inmates.

Staffing for 4W and 4E would be provided by one officer 24/7. The officer would move between the housing units frequently. At any time, the officer should be in one housing unit or the other, not in the floor control room or another location.

4NW and 4NE would be combined into a single “direct supervision” housing unit by removing the wall between the two units.

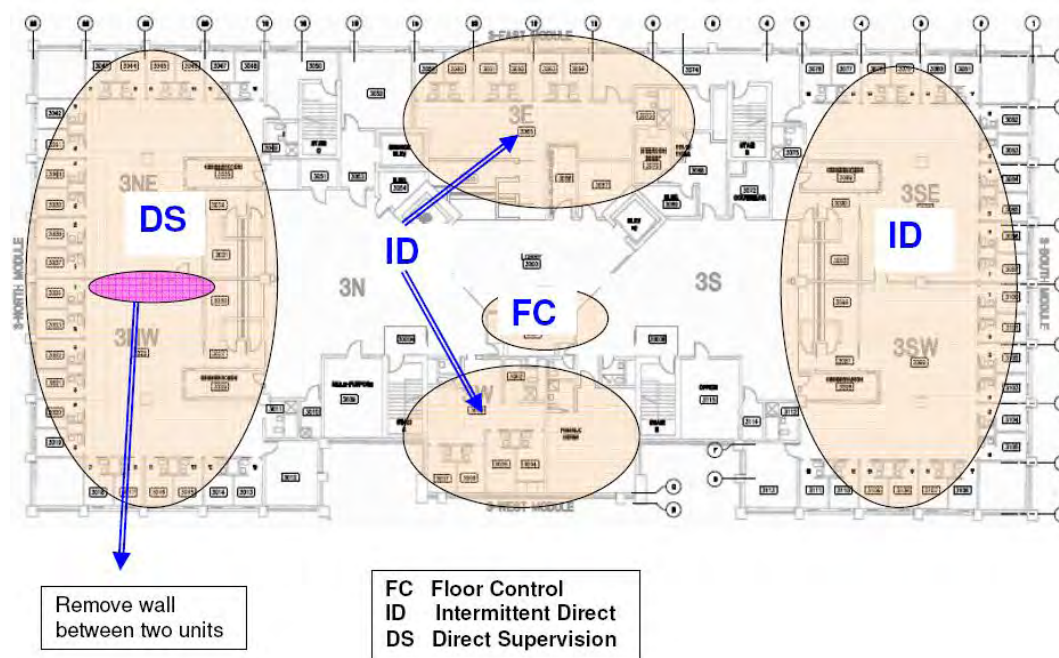
Staffing for 4NW and 4NE would be one officer, 24/7. This officer would provide “direct supervision” (DS), remaining in the housing unit at all times.

Floor Control would be staffed by one officer during the day and evening hours. When inmates are locked down for sleep at night, this post would not be staffed and its control functions would be assumed by the Floor Control on the 5th Floor.

Staffing assumption: the posts on this floor would be filled continuously. Officers may not leave the floor (to escort an inmate or for other reasons) without having another officer present to take over the post.

Third Floor

Figure B3.4 illustrates housing and staffing proposals for the third floor.

Figure B3.4: Third Floor Housing and Staffing

Inmates housed on the 3rd floor would be longer term (over 72 hours). Each housing unit would house inmates who have been classified similarly in terms of risk and behavior.

Most female inmates would be housed on the third floor, including short-term detainees who will spend 72 hours or less. Females are housed in four units—3SW, 3NW, 3W and 3E. Female inmates who need medical care would be housed on the second floor.

Unit 3SW would be used for higher-risk inmates and therefore it is important to have all security features (doors, locks) operational in this housing unit, and to not place cots in the dayroom. 3SE would house inmates with lower assessed risk. These inmates would be allowed to use the dayroom most of the time.

Staffing for 3SW and 3SE would be provided by one officer 24/7. The officer would move between the two housing units frequently. At any time, the officer should be in one housing unit or the other, not in the floor control room or another location. The officer would be in 3SW whenever one or more inmate is outside of his cell in the dayroom. This post is marked as “ID” in Figure B3.4, indicating it is an “intermittent direct supervision” post.

3W would house female inmates who need to be separated for various reasons (north) and female inmates who are suitable for housing in a small dormitory (south). 3E would continue to house female inmates.

Staffing for 3W and 3E would be provided by one officer 24/7. The officer would move between the housing units frequently. At any time, the officer should be in one housing unit or the other, not in the floor control room or another location.

3NW and 3NE would be combined into a single “direct supervision” housing unit by removing the wall between the two units. It would house male inmates.

Staffing for 3NW and 3NE would be one officer, 24/7. This officer would provide “direct supervision” (DS), remaining in the housing unit at all times.

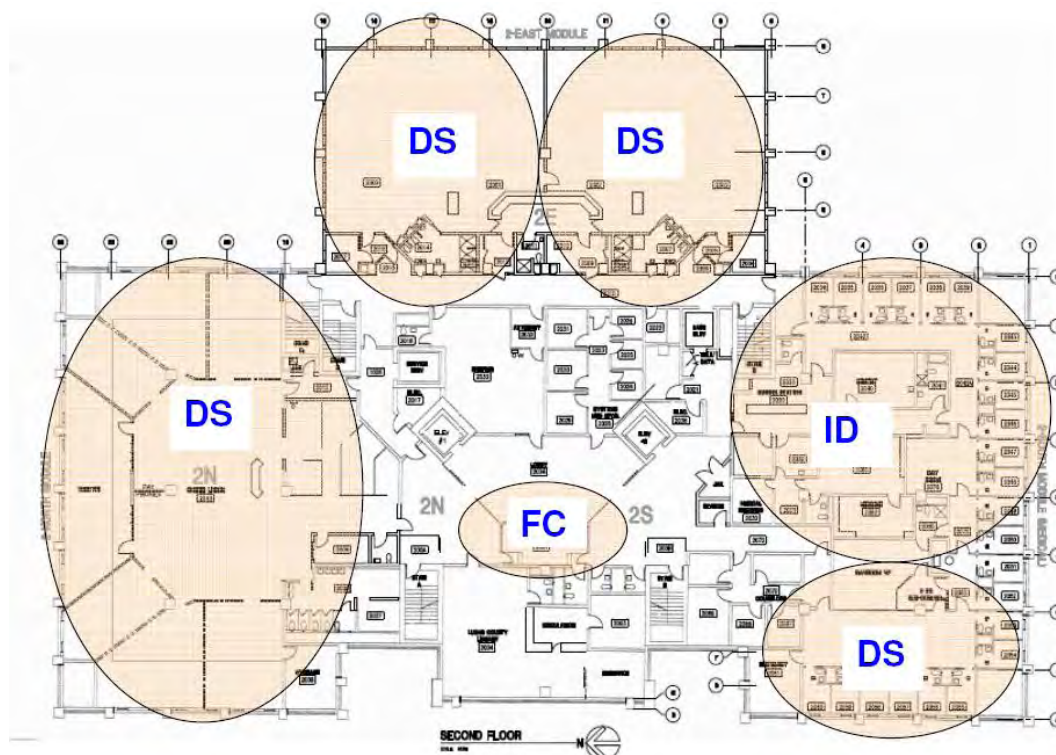
Floor Control would be staffed by one officer during the day and evening hours. When inmates are locked down for sleep at night, this post would not be staffed and its control functions would be assumed by the Floor Control on the 5th Floor.

Staffing assumption: the posts on this floor would be filled continuously. Officers may not leave the floor (to escort an inmate or for other reasons) without having another officer present to take over the post.

Second Floor

The second floor is larger than higher floors as the result of an addition that was constructed after the jail was opened (Unit 2E).

Figure B3.5: Second Floor Housing and Staffing



The second floor would continue to house medical services and inmates who need medical and mental health services. Unit 2SW would house male inmates with mental health needs. Close supervision would be provided by stationing an officer in the unit at all times (direct supervision).

Female inmates with medical need would be housed in the area between 2SW and 2SE. Male inmates with medical needs would be housed in 2SE. Intermittent staffing would be provided for these housing units (ID).

2E would be further divided by adding a wall in the staff desk. The south side of 2E would become a direct supervision unit for male inmates who have medical needs, such as chronic care or ambulatory challenges. The north side of 2E would be a direct supervision unit for male inmates who have mental health needs.

Unit 2N has been closed for several years because the “better” inmates who are suitable for that type of housing are no longer at the jail—most have been moved to CCNO or have been diverted from jail.

2N would become an “honor dorm” for the inmates who have achieved the best classification through their behavior and risk assessment. Many, if not most of these inmates would be working in the facility and some would have non-traditional hours and days of work (nights, weekends). The configuration of 2N would accommodate this variety of work and sleep schedules. 2N would be staffed by a full time officer, as a direct supervision unit (DS).

Re-opening 2N would provide much-needed capacity, allowing some “breathing room” in other housing units that would help preserve the integrity of the new classification system.

Other Elements of the Jail Coverage Plan

After plans for supervising inmates in their housing units were completed, the Working Group turned its attention to the elements of the coverage plan.

1. “Food Escort” would be provided for each meal, ensuring efficient supervised delivery, serving and retrieval of meals. This coverage would correspond to each meal time, projected to be:
 - a. 0630 to 0830
 - b. 1100 to 1300
 - c. 1600 to 1800

2. Library coverage would be provided by one officer for the scheduled hours of operation. There was discussion of combining law library access with the regular library times.
3. A “professional visiting” center should be created on the 2nd floor, providing private areas for such visits. It should be staffed from 0800 to 2000 on weekdays.
4. Weekend religious programs are currently scheduled consecutively, minimizing the impact on staffing needs.
5. The Disciplinary Board is “not broken” and should be operated and staffed as currently delivered.
6. One officer should be provided to escort each medication cart during its rounds. This would speed up the movement of the cart and ensure effective supervision of the administration of medication.
7. Case management— should be provided 8 hours per day, 5 days per week:
 - a. 1 per floor, for floors 6, 5, 4, 3
 - b. 2 for 2nd floor
8. Crisis intervention. One employee should be provided on the 2nd shift 7 days per week. This person would also do case management.
9. Classification
 - a. 24/7 classification officer in booking to do crisis intervention, suicide flags crisis intervention as needed.
 - b. Classification officer on shifts 1 and 2, weekdays
 - c. High risk inmates (currently over 100 with that designation) 3 employees, weekdays (relieved)
10. Mail. Commissary problems and property (movement) should be implemented by officers, not counselors. This would require the assignment of 2 officers for one shift, 7 days per week.
11. Main control and vicinity should be staffed by:
 - a. Control Panel 1 24/7
 - b. Control Panel 2 16/7
 - c. Outside security (includes JJC after 4)
 - d. Screening officer, 24/7 with some down time
12. Movement should be provided by officers assigned to vertical movement functions. These officers need to be supervised by the sergeant who is over control, and the officers should have clear authority to tell some staff to wait.
 - a. 3 officers during hours inmates are awake
 - b. 2 officers during overnight hours

13. First line supervision should be provided by sergeants who are relieved. Sergeants should be provided to cover no more than two housing floors per sergeant.
14. Staff training should be increased. New training resources and methods provide opportunities to deliver some training “on post” while employees are working a scheduled shift, rather than away from their post. During the study, jail officials set up a training area that allows employees to complete certified computer-based training while working a scheduled shift.

Jail Coverage Plan

Figure B3.6 assembles the coverage decisions that have been described for the jail. Separate plans follow for booking and for inmate services.

Figure B3.6: Jail Coverage Plan

FUNCTION	Code Number	Post or Description	Start Time (0000-2400)	End Time (0000-2400)	Empl. Class	M	Tu	W	Th	F	Sa	Su
F	Bfast 1	Food Escort Breakfast	0630	0830	CO	x	x	x	x	x	x	x
F	Lunch 1	Food Escort Lunch	1100	1300	CO	x	x	x	x	x	x	x
F	Dinner 1	Food Escort Dinner	1600	1800	CO	x	x	x	x	x	x	x
F	Bfast 1	Food Escort Breakfast	0630	0830	CO	x	x	x	x	x	x	x
F	Lunch 1	Food Escort Lunch	1100	1300	CO	x	x	x	x	x	x	x
F	Dinner 1	Food Escort Dinner	1600	1800	CO	x	x	x	x	x	x	x
H	6DS	6th Floor Direct Supervision Housing Unit	0000	2400	CO	x	x	x	x	x	x	x
H	6FC	6th Floor Control	0000	2400	CO	x	x	x	x	x	x	X
H	6ID-1	6th Floor Intermittent Housing Units 1	0000	2400	CO	x	x	x	x	x	x	X
H	6ID-2	6th Floor Intermittent Housing Units 2	0000	2400	CO	x	x	x	x	x	x	X
H	5DS	5th Floor Direct Supervision Housing Unit	0000	2400	CO	x	x	x	x	x	x	X
H	5FC	5th Floor Control	0730	2330	CO	x	x	x	x	x	x	X
H	5ID-1	5th Floor Intermittent Housing Units 1	0000	2400	CO	x	x	x	x	x	x	X
H	5ID-2	5th Floor Intermittent Housing Units 2	0000	2400	CO	x	x	x	x	x	x	X
H	4DS	4th Floor Direct Supervision Housing Unit	0000	2400	CO	x	x	x	x	x	x	X
H	4FC	4th Floor Control	0730	2330	CO	x	x	x	x	x	x	x
H	4ID-1	4th Floor Intermittent Housing Units 1	0000	2400	CO	x	x	x	x	x	x	x

FUNCTION	Code Number	Post or Description	Start Time (0000-2400)	End Time (0000-2400)	Empl. Class	M	Tu	W	Th	F	Sa	Su
H	4ID-2	4th Floor Intermittent Housing Units 2	0000	2400	CO	x	x	x	x	x	x	x
H	3DS	3th Floor Direct Supervision Housing Unit	0000	2400	CO	x	x	x	x	x	x	x
H	3FC	3th Floor Control	0730	2330	CO	x	x	x	x	x	x	x
H	3ID-1	3th Floor Intermittent Housing Units 1	0000	2400	CO	x	x	x	x	x	x	x
H	3ID-2	3th Floor Intermittent Housing Units 2	0000	2400	CO	x	x	x	x	x	x	x
H	2 DS-N	2nd Floor Direct Supervision N Unit	0000	2400	CO	x	x	x	x	x	x	x
H	2 DS-EN	2nd Floor Direct Supervision E-North Unit	0000	2400	CO	x	x	x	x	x	x	x
H	2 DS-ES	2nd Floor Direct Supervision E-South Unit	0000	2400	CO	x	x	x	x	x	x	x
H	2 DS-EN	2nd Floor Direct Supervision E-North Unit	0000	2400	CO	x	x	x	x	x	x	x
H	2-MED	2nd Floor Med Unit (Intermittent)	0000	2400	CO	x	x	x	x	x	x	x
H	2-FC	2nd Floor Control Center	0730	2330	CO	x	x	x	x	x	x	x
H	2-DS-SW	2nd Floor Direct Supervision South West	0000	2400	CO	x	x	x	x	x	x	x
M	MCart1	Medication Cart 1	1300	1500	CO	x	x	x	x	x	x	x
M	Mcart 2	Medication Cart 2	2000	2200	CO	x	x	x	x	x	x	x
M	MCart1A	Medication Cart 1A	1300	1500	CO	x	x	x	x	x	x	x
M	Mcart 2A	Medication Cart 2A	2000	2200	CO	x	x	x	x	x	x	x
O	DBd	Disciplinary Board [as is]	0000	2400	CO	x	x	x	x	x	x	x
P	ProfV	Professional Visit Center 2nd Floor	0800	2000	CO	x	x	x	x	x		
P	Relig Sa	Weekend Coverage Sun	1330	1930	CO							x
P	Relig Su	Weekend Coverage Sat	1800	2000	CO						x	
P	Libr	Library	0800	1600	CO			x	x			
P	Legl	Legal Research	0800	1030	CO					x	x	x
P	Mail/Com1	Mail and Commissary 1	0730	1530	CO	x	x	x	x	x	x	x
P	Mail/Com2	Mail and Commissary 2	0730	1530	CO	x	x	x	x	x	x	x
S	MC1	Master Control 1	0000	2400	CO	x	x	x	x	x	x	x
S	MC2	Master Control 2	0730	2330	CO	x	x	x	x	x	x	x
S	Osec	Outside Security	0000	2400	CO	x	x	x	x	x	x	x
S	Screen	Screening Officer	0000	2400	CO	x	x	x	x	x	x	x
S	Move1	Movement Officer 1	0000	2400	CO	x	x	x	x	x	x	x
S	Move2	Movement Officer 2	0000	2400	CO	x	x	x	x	x	x	x
S	Move3	Movement Officer 3	0730	2330	CO	x	x	x	x	x	x	x
SU	Sgt 1-2	Sergeant, 1st and 2nd Floor	0000	2400	Sgt	x	x	x	x	x	x	x
SU	Sgt 3-4	Sergeant, 3rd and 4th Floor	0000	2400	Sgt	x	x	x	x	x	x	x

FUNCTION	Code Number	Post or Description	Start Time (0000-2400)	End Time (0000-2400)	Empl. Class	M	Tu	W	Th	F	Sa	Su
SU	Sgt 5-6	Sergeant, 5th and 6th Floor	0000	2400	Sgt	x	x	x	x	x	x	X
SU	SCOM	Shift Commander	0000	2400	Lt	x	x	x	x	x	x	x
SU	Lt	Lieutenant	0730	2330	Lt	x	x	x	x	x	x	x

Figure B3.7 illustrates the coverage patterns generated by the coverage plan.

Figure B3.7: Coverage Plan, 7 Days

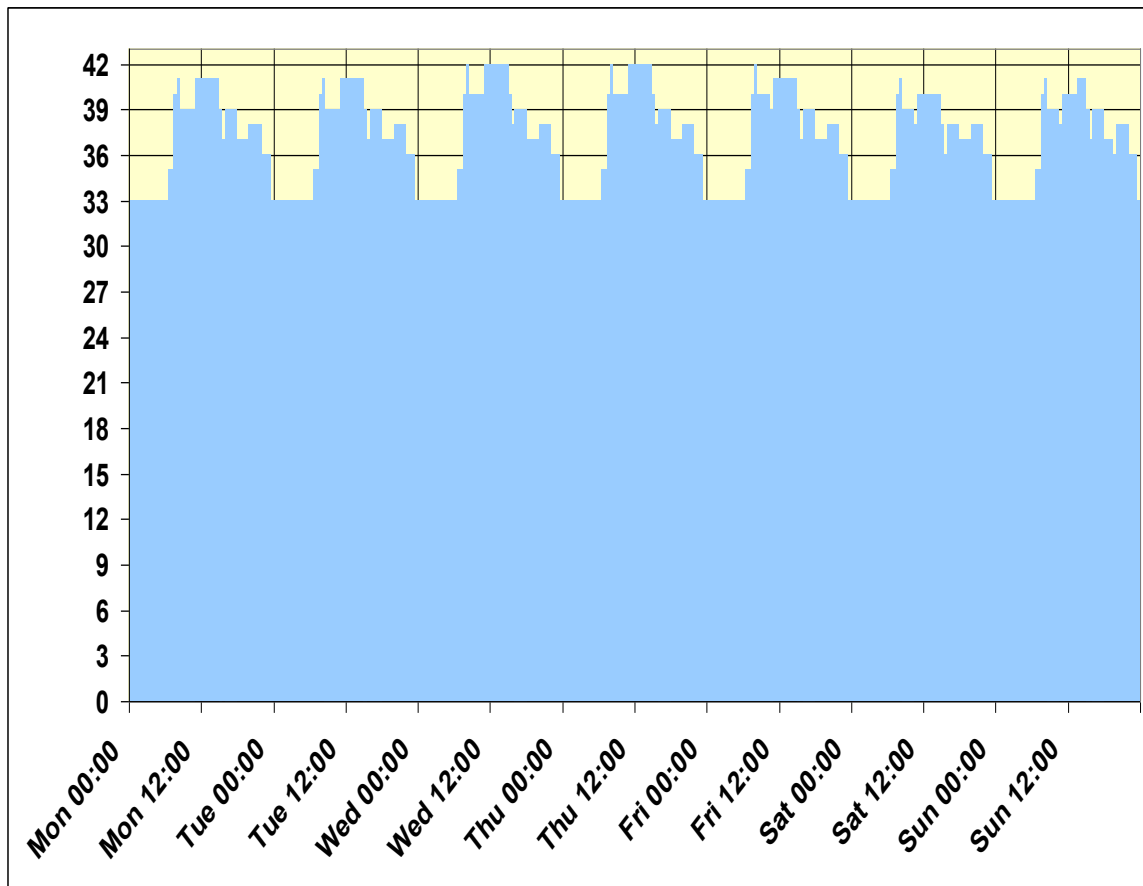


Figure B3.8 illustrates the minimum coverage levels that are required by amendments to the union contract in 2011.

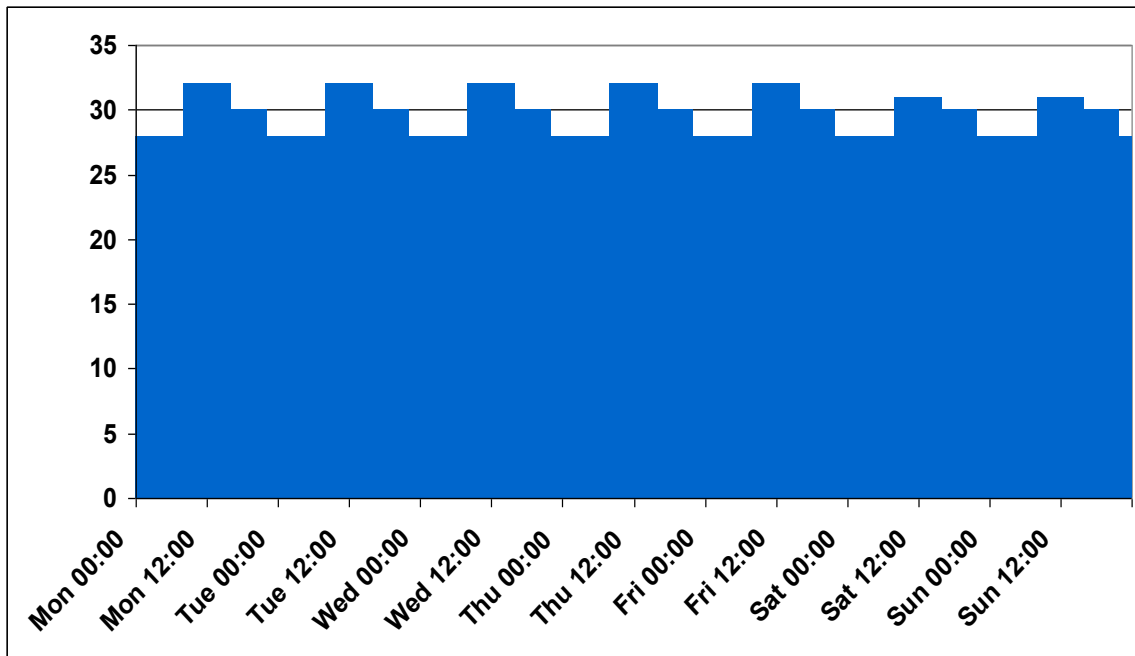
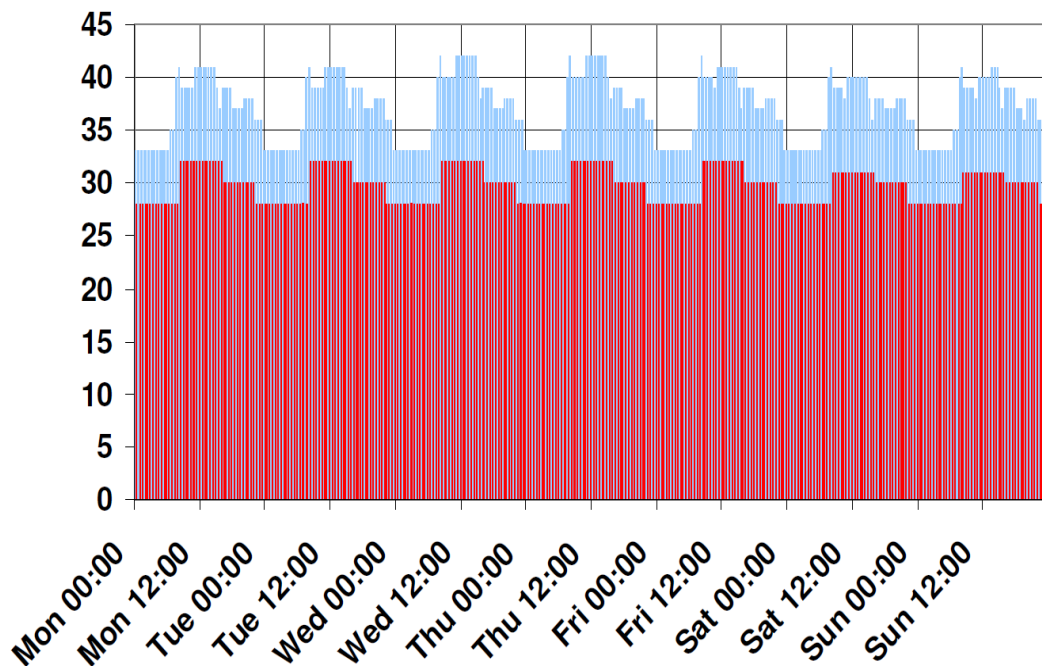
Figure B3.8: Current “Minimums” Required by Union Contract

Figure B3.9 compares the proposed coverage plan to the current minimum staffing levels. The higher levels of proposed coverage are due, in large part, to the increase in first-line supervision (sergeants).

Figure B3.9: Proposed Coverage Plan and Current Minimums

When the proposed coverage plan is compared to actual current coverage levels, total hours decreased. The proposed jail coverage plan would improve safety, security and efficiency without an increase in overall staffing effort. In fact, the proposed plan for all jail units would result in a 2.4% reduction in the number of relieved hours required annually (approximately 11,000 hours, or 6.5 Full Time Equivalent employees).

Inmate Booking and Release

The booking and release areas on the first floor are operated somewhat separately from the rest of the jail. Shift configurations are different and a separate roster is maintained for staff working in this area.

The booking/release unit poses different and often challenging situations. Some of the issues that have been identified during meetings include:

- Recalling from outside the unit is not nearly as effective. Recalling employees from other parts of the jail does not yield as much value.
- The impact of reassignments, training, and other temporary loss of staff from roster, has a big impact on operations because of the specialized nature of the tasks in this area and the smaller size of the roster.
- The 4/2 schedule poses challenges at times.
- The unit makes good use of staggered start times and selective use of additional posts.
- Peak levels of staffing currently correspond to demands associated with court activity.
- Booking staff “deliver” inmates to floors after they are booked in under current policies and procedures.
- Floor staff move inmates down to booking for release (“bunk and junk”) under current policies.

During the course of several meetings and discussions, several needs were identified:

- A nurse is needed in the booking area nearly 24/7– booking staff should not be making medical assessments. Increasing the presence of medical staff in the area would also help reduce the excessive suicide flags that are currently being assigned by computer rather than by professional assessment.
- Provision of a second video arraignment setup on first floor would reduce movement of inmates to the 5th floor substantially (move staff, not

inmates.)

- Analysis of booking and release patterns identified the need for additional staffing during the early morning hours on weekends.

Coverage Plan- Booking

A coverage plan for booking and release was drafted and is shown in Figure B3.10.

Figure B3.10: Coverage Plan, Booking and Release

Code Number	Post or Description	Start Time (0000-2400)	End Time (0000-2400)	Empl. Class	M	Tu	W	Th	F	Sa	Su
Bo1	Booth Officer 1	0000	2400	DS	x	x	x	x	x	x	x
Bo2a	Booth Officer 2 days	0700	1500	DS	x	x	x	x	x	x	x
Bo2b	Booth Officer 2 after-noon	1500	2300	DS	x	x	x	x	x		
Bo2c	Booth Officer 2 nights	2300	0700	DS	x	x	x	x	x	x	x
Bk	Booking Officer3	0000	2400	DS	x	x	x	x	x	x	x
P	Property Officer	0000	2400	DS	x	x	x	x	x	x	x
Id	ID Officer	0000	2400	DS	x	x	x	x	x	x	x
R1	Rounds Officer 1	0000	2400	DS	x	x	x	x	x	x	x
U	Utility Officer	0700	1500	DS	x	x	x	x	x		
Vid1	Video Arraignment 1	0800	1600	DS	x	x	x	x	x		
TM1	Toledo Municipal Court	0600	1400	DS	x	x	x	x	x		
Sgt	Sergeant	0000	2400	Sgt	x	x	x	x	x	x	x
BkPeak	Peak Booking/Release Times	2200	0400	DS						x	x

The booking coverage plan does not include provisions for a nurse 24/7. Working Group members, including representatives of the medical staff, were not sure that a full time position warranted, compared to the current practices of calling a nurse down when needed. The coverage plan includes an additional officer for peak times of booking and release on Saturday and Sunday nights, as suggested by the analysis of data.

The coverage plan provides for a sergeant 24/7, elevating the current “semi-relieved” practice that does not deliver full coverage.

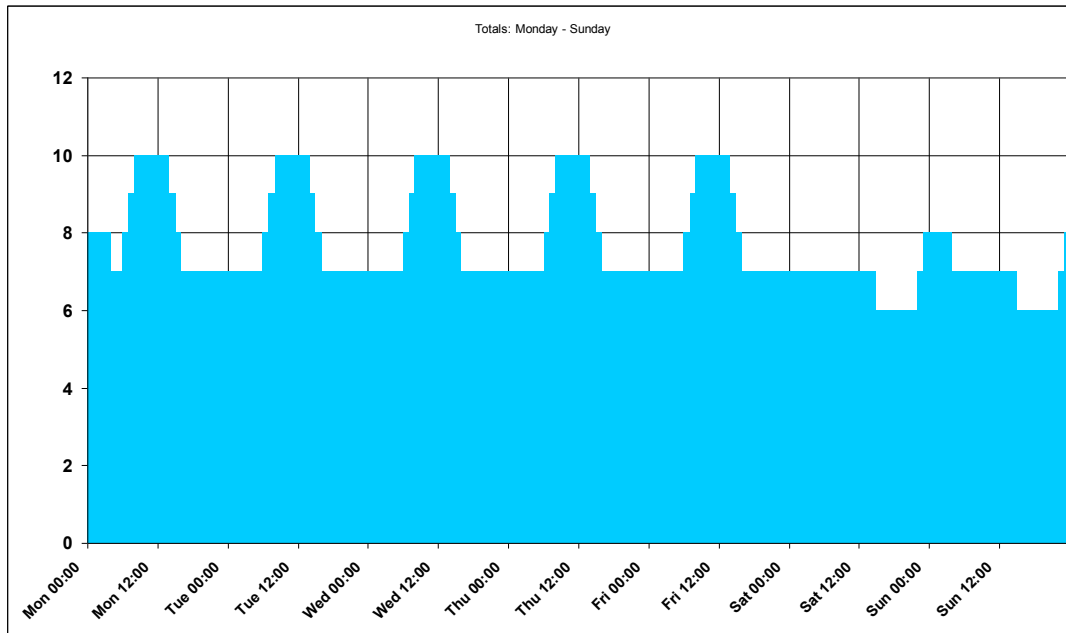
Figure B3.11: Proposed Booking Coverage Plan

Figure B3.12 illustrates the current minimum coverage required by contract.

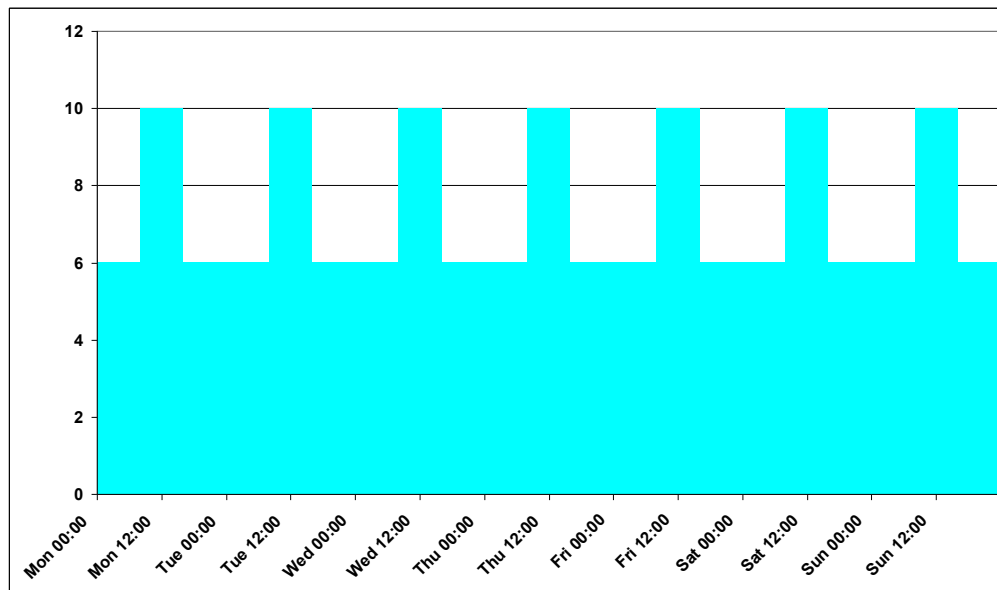
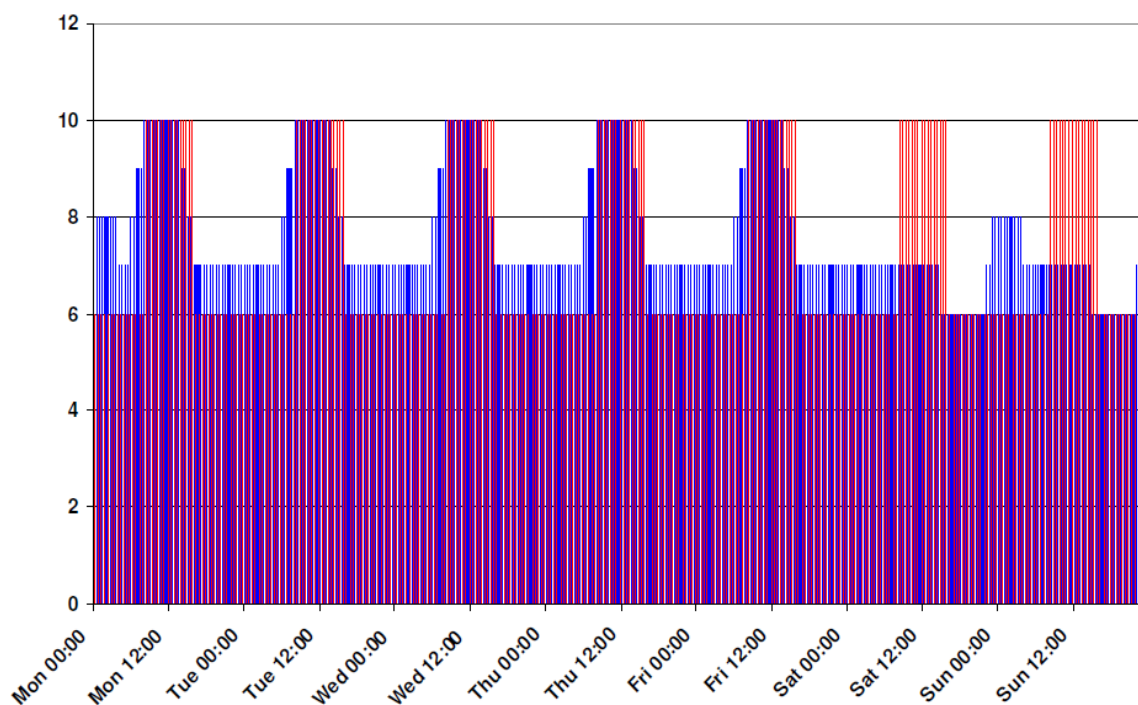
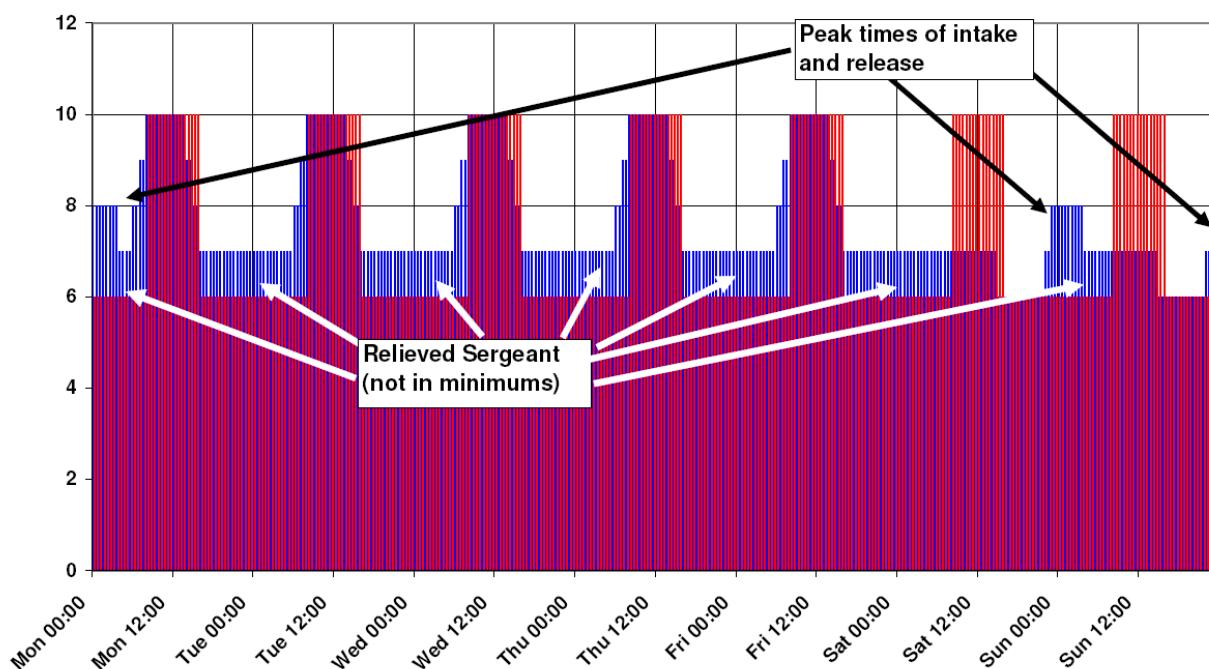
Figure B3.12: Booking Minimums

Figure B3.13 compares proposed coverage and the current minimums.

Figure B3.13: Proposed Booking Coverage and Current Minimums

The comparison of the proposed coverage plan and the current minimum staffing levels suggests that the proposed plan increases the number of hours needed. In fact, the coverage plan represents 7.4% fewer relieved hours annually. Figure B3.14 helps illustrate the savings.

Figure B3.14: Comparing of Booking Minimums to Coverage Plan

Current mandatory minimum coverage levels for booking address only line staff—correctional officers and deputy sheriffs. The current sergeant post in booking is not reflected in the minimums, but it is included in the proposed coverage plan. While the coverage plan increases coverage on Saturday and Sunday nights to handle higher intake levels, it also reduces coverage on the day shift on weekends. The net result is a reduction of total staffing needs by 7.4% compared to current practices.

Inmate Classification and Counseling

The Inmate Services Unit of the Corrections Division has several functions, including:

- Developing and coordinating programs and services (e.g. education, religious, mental health, substance abuse treatment, library, commissary)
- Inmate recreation
- Inmate visitation
- Inmate classification
- Counseling and case management
- Crisis intervention counseling
- Jail population management tasks, such as federal court ordered (FCO) releases

The classification, casework and counseling functions were addressed by the federal court order in the 1970's and the Special Master continues to have an interest in these activities.

A new classification process should be implemented, using nationally-recognized instruments and methods. The timing of classification activities should be revised, providing an "interim classification" during the first few hours after admission using a rudimentary decision tree. A full initial classification would be provided for each inmate who is still incarcerated after 72 hours. Periodic reclassification and classification reviews would be provided for longer-term inmates.

Figure IIB3.12 presents the proposed relieved coverage plan for these functions. Although the proposed assignment of mail, commissary and property tasks to officers should ease demands for counselors and caseworkers, current practices do not provide sufficient relief staff.

**Figure IIIB.12: Classification, Casework and Crisis Counseling
Proposed Relieved Coverage Plan**

Code Number	Post or Description	Start Time (0000-2400)	End Time	Empl Clas	M	T	W	T	F	S	S
In1	Intake- Classification	0000	2400	C	x	x	x	x	x	x	x
Cl1	Classification [5th floor] 1	0730	2330	C	x	x	x	x	x		
CriW1	Crisis for Weekend 1st Shift	0730	1530	C						x	x
CrW2	Crisis 2nd Shift	1530	2330	C	x	x	x	x	x	x	X
Case2d1	Case Manager 2nd Floor Med/MH 1	0730	1530	C	x	x	x	x	x		
Case2d2	Case Manager 2nd Floor Med/MH 2	0730	1530	C	x	x	x	x	x		
Case3rd	Case Manager 3rd Floor	0730	1530	C	x	x	x	x	x		
Case4th	Case Manager 4th Floor	0730	1530	C	x	x	x	x	x		
Case5th	Case Manager 5th Floor	0730	1530	C	x	x	x	x	x		
Case6th	Case Manager 6th Floor	0730	1530	C	x	x	x	x	x		
Hrisk1	High Risk Inmates, Case Manager 1	0730	1530	C	x	x	x	x	x		
Hrisk2	High Risk Inmates, Case Manager 2	0730	1530	C	x	x	x	x	x		
Hrisk3	High Risk Inmates, Case Manager 3	0730	1530	C	x	x	x	x	x		
Sup	First Line Supervisor (Sgt)	1530	2330	Sgt/C	x	x	x	x	x	x	x

In addition to the relieved posts and positions shown in the coverage plan, two non-relieved positions are needed:

- Unit Director (Lt. or equivalent)
- Program Coordinator (Sgt or equivalent)

The classification, case management and crisis counseling functions require substantial staffing efforts, as suggested by the coverage plan. Consistently providing these services has become very difficult due to staff shortages caused by vacancies in authorized positions, long-term absence such as FMLA and military leave, and frequent loss of staff due to two week “rotations.”⁶

While the classification, case management and crisis counseling functions are understaffed due to vacancies in authorized positions, these functions are also difficult to backfill because many of the positions require special qualifications and training. That means that overtime needed to backfill vacancies during a shift are usually provided by the full time employees working in the unit.

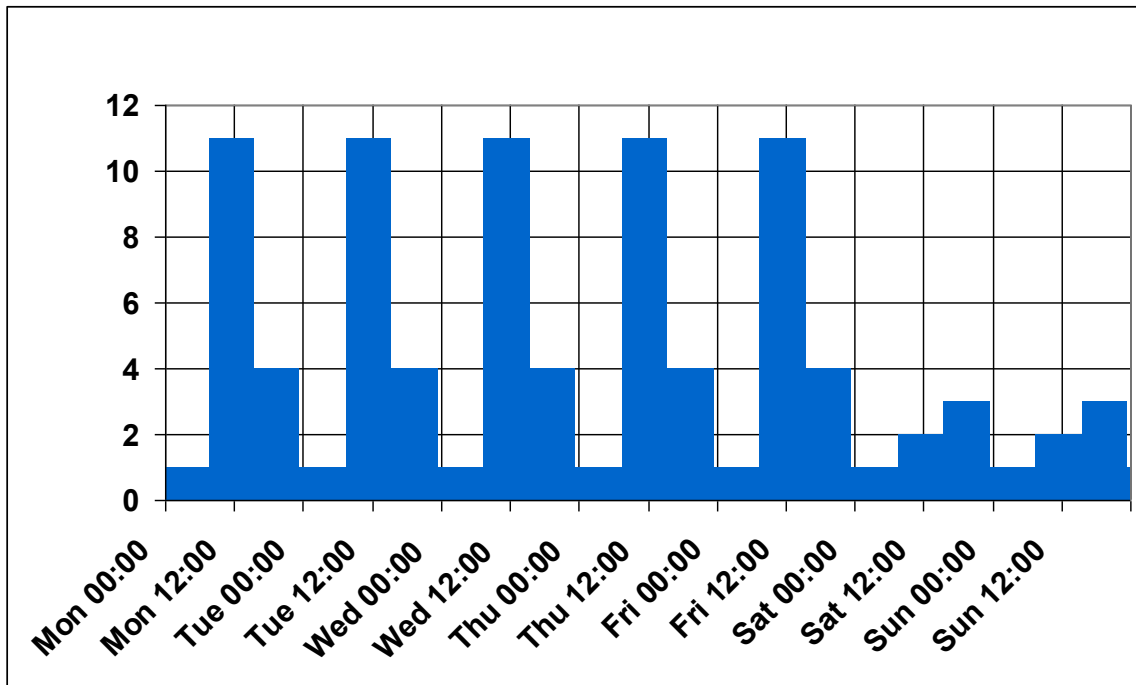
The following scenario illustrates the impact of a vacancy in a small, specialized unit.

A small unit coverage plan requires 17,500 relieved hours of coverage in a year. Ten full-time positions are authorized and when scheduled, they generate the needed coverage hours because the average employee delivers 1,750 hours of scheduled work per year. A single vacancy, reducing the number of employees to nine, creates a shortage of 1,750 hours that must be delivered by the remaining nine employees above and beyond the regularly scheduled hours. Each remaining employee must work another 194 hours to make up the shortfall (11.1% above their regular hours). This represents an extra day of work every two weeks. A second vacancy in the unit would mean that the average remaining employee would be working 6 out of 7 days per week. Without additional sources of qualified relief, the full-time employees in the unit must shoulder all of the burden.

Continuing efforts to cross-train employees, so they are qualified to work in other units and/or specialized posts, will make it easier to backfill vacancies in the future.

Figure B3.16 illustrates the relieved coverage that is described in the proposed coverage plan.

⁶ A “rotation” is a process used to fill a vacancy in the Administrative Services Division roster, usually caused by staff resignations or retirements. This process fills the vacancy by “rotating” employees from other units and/or divisions into the post for two weeks at a time. Interested employees volunteer by signing up for rotation list when it is opened, pursuant to the union contract. By design, a rotation taps staff from other units, creating a two-week vacancy there that must be filled. This process reassigns employees *during their scheduled shifts* for the two week period, rather than using employees who are paid overtime and given comp time when they work *in addition to* their scheduled shifts. As of mid-September, 2012, the number of rotations had been reduced to three, all of which were in the Toledo Municipal Court. While this practice is only used in Administrative Services, it frequently draws employees from other divisions, creating two-week gaps in coverage from the sending division.

Figure B3.16: Chart- Proposed Coverage Plan

Current staff shortages have reduced actual deployment in the jail on week-days, day shift. It is not unusual to have only half of the caseworkers report for duty on the day shift.

Remaining Steps

Sections IV through VIII of the main report address the remaining steps of the staffing analysis process.

Lois Ventura, PhD., University of Toledo, was involved with all aspects of the Corrections Division analysis. Appendix F presents her supplementary report.

APPENDIX C:

REPORT OF THE
LAW ENFORCEMENT
WORKING GROUP

APPENDIX C: LAW ENFORCEMENT DIVISION

This appendix presents, in detail, the products generated by the Law Enforcement Working Group for steps one through three of the staffing analysis process.

Figure C1.1 lists the persons who participated in one or more of the five rounds of work. Those marked with an asterisk (*) participated in every round of work.

Figure C1.1: Participants in Law Enforcement Working Group

Don Atkinson
Robert Boggs
Jill Bunce*
Kelleigh Decker
Shelby Gordon, OMB
Ralph Green
James Heck
Jim Heck
Kevin Helminski*
Richard Johnson
Bridgette Kabat
Ronald Keel, Major*
Brian Kennedy
Jeff Kozak
Matt Luettker
Patrick Mangold
Jessica Modlin
Aaron Nolan
Jim O'Neal*
Kelly Roberts
Jim Telb, Sheriff
John Tharp*
Peter Ujvagi
Thomas Walker*
Joe Walter, BCC
Tricia White*

Rod Miller facilitated each meeting. Prof. Richard Johnson, PhD was retained by the county under a separate contract to contribute to this process. His report is presented in Appendix D.

Step 1: Describing and Analyzing the Setting

The Law Enforcement Division is comprised of four primary units:

- Records
 - Warrant Desk
 - Background Checks / Fingerprinting
 - Report Distribution
 - Sex Offender Registration
 - CCW permits
- Communications
 - Dispatching police and fire
 - Call-Taking
- Field Operations
 - Field Operations
 - Critical Incident Response Team
- Investigation Services
 - Task Force Assignments
 - Investigative Services

Staffing for the Law Enforcement Division has varied in the past three years. Figure C1.2 identifies the number of employees who worked a full year during the past three years. . This is an indication of the stability of the workforce and should not be confused with the number of authorized positions during the year.

Figure C1.2: Number of Employees Who *Worked a Full Year*

	2009	2010	2011
Communications	27	24	23
Detectives/Investigation	9	6	5
Field Operations	33	29	32
Records	15	14	10

The number of detectives fell by nearly half over the past three years. Records Bureau staffing decreased approximately one-third.

The Field Operations unit provides police services to unincorporated areas that do not have their own law enforcement agencies. Some of these services are provided by contracts, some are not.

The future of field services comes down to difficult policy decisions with regard to the ability of non-contracting areas to pay for services, and their willingness to do so. Prof. Richard Johnson, University of Toledo, researched current law enforcement practices in Lucas County and in other large Ohio counties. His report is provided in Appendix D.

Changes in the Context

During the first Working Group meeting, participants were asked to identify significant changes that had occurred in the “context” over the past five to ten years. Figure C1.3 describes the changes that were identified for the service area for which the field services is responsible.

Figure C1.3: Perceived Changes in Service Areas

- Population in townships is up, creating more demand for services
- Revenues are not commensurate with contract requirements
- More violent crimes
- More information and technology crimes (Identity Theft, etc.)
- Type of township crime changing, not for better
- City of Toledo is still source of many suspects
- Gang activity is up and has a broader range
- 2 gangs are now located in the townships
- More drugs
- More prostitution
- Many crimes are “escalating” because we are unable to address them earlier
- Bar has been “raised” on the level of crime that is no longer addressed at all (because of staffing limitations, many crimes are simply not being addressed)
- Hells Angels now has buses and brings large numbers into area to commit crimes
- More mental health cases and commitment orders
- Jail is only option for some mentally ill persons
- Domestic violence is up and new state laws require 2 officers to respond, and in many instances a mandatory arrest
- Less discretion on domestic violence cases

- Economy has impact on crime
- More suicide attempts and suicides
- Sex offenders on the rise, staying longer, criteria changed
- Service areas are on both sides of the river
- One service area is 40 minutes away from the others
- Need to prevent and contain crime

Participants identified changes associated with staffing, shown in Figure C1.4.

Figure C1.4: Perceived Changes Associated with Staffing

- Fewer employees in all 4 units requires more prioritizing of responses
- Officer time in court is up, longer due to more serious crimes
- Auxiliary officer volunteer hours are up
- Workforce attitudes are changing
- Morale is up and down-- mostly down
- Training much lower after initial certification, focus is primarily on requalification, not training¹
- State was going to provide certified professional training, but backed out
- Have funds to pay for training fees, but can't afford to backfill the time off for officers
- Turnover—lost 60 last year department-wide
- 16 new sergeants and 6 lieutenants department-wide in the last year due to mass retirements
- Hiring from within not from streets (new hires are made from outside the Sheriff's Office for the jail, but not other divisions/units)

Operational changes are identified in Figure C1.5.

Figure C1.5: Changes in Operations

- Less proactive
- No Special Investigation Unit (SIU) to provide investigative services
- Other agencies are strapped too
- Often have to go from call to call
- Protection orders now must be served under state law
- 12 hour shifts implemented, very popular with staff
- Four substations for law enforcement
- Standards—looked at CALEA²
- 3 units are generally separate
- Mutual aid pacts with other agencies

¹ Grant funds are secured to pay for trainers, but funds are not available to replace employees when they attend the training.

² CALEA- Commission on Accreditation for Law Enforcement Agencies

Finally, the participants discussed changes with technology and equipment.

Figure C1.6: Changes with Technology and Equipment

- New CAD coming but training now needed
- New radios and improved communication
- Technology now allows officers to do reports in car on computer
- Cars were better, but not now; replacement cycle disrupted, safety and efficiency has suffered
- Repair costs and time for vehicles are increasing, more lost officer time

Data Collection

Professor Richard Johnson, PhD. University of Toledo, secured a large dataset from the dispatch CAD system. The dataset encompassed over 20,000 records. Because the CAD system is in the process of being replaced, the format of the data posed problems, requiring many hours of effort to prepare it for analysis.

Step 2: Identifying and Describing Intermittent Activities

This step of the staffing analysis process took a different form for the Law Enforcement Division, compared to its application in the Corrections Division. Using the CAD data, the volume and timing of calls for service were illustrated and analyzed. Figure C2.1 illustrates the volume of calls by time and day for 2011. The graph shows the ebb and flow of activity that affects communications staff who take calls and dispatch services, and road patrol deputies who are sent to handle the calls.

Figure C.2.1 shows that:

- Overall calls for service are lower on Saturday and Sunday
- Calls for service peak in the evenings on weekends
- Calls typically peak at noon on weekdays

Working Group participants analyzed detailed data by service area and time of day, noting that patterns were consistent with the characteristics of each service area.

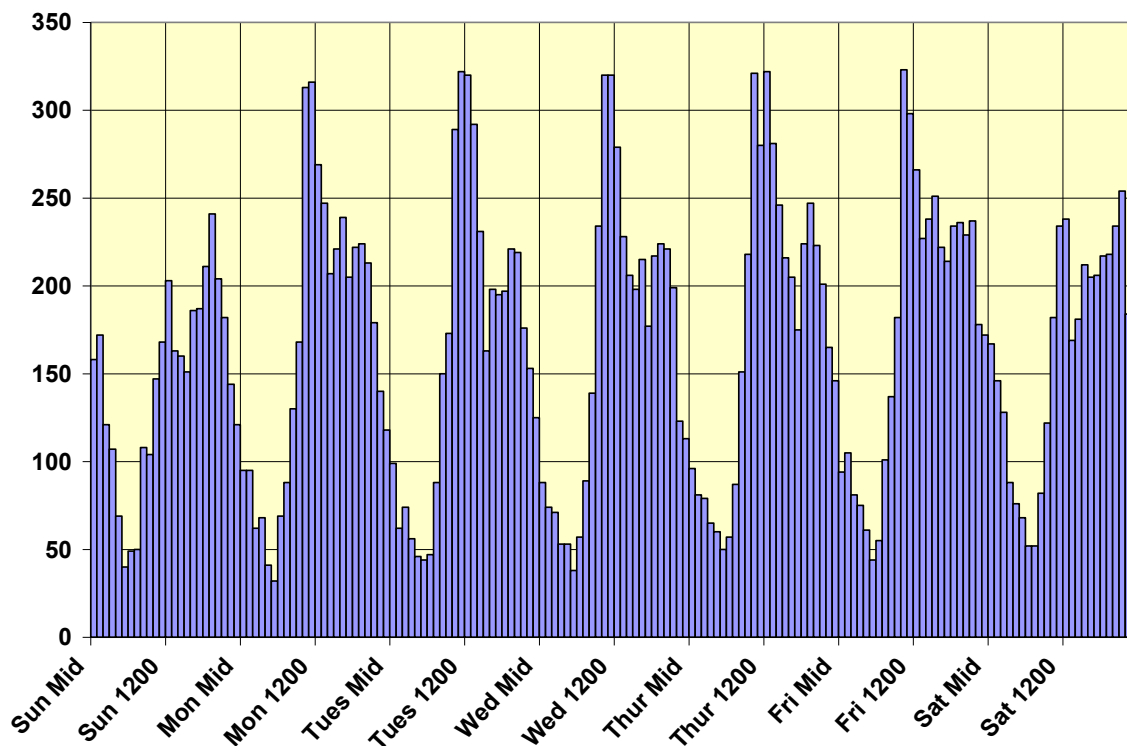
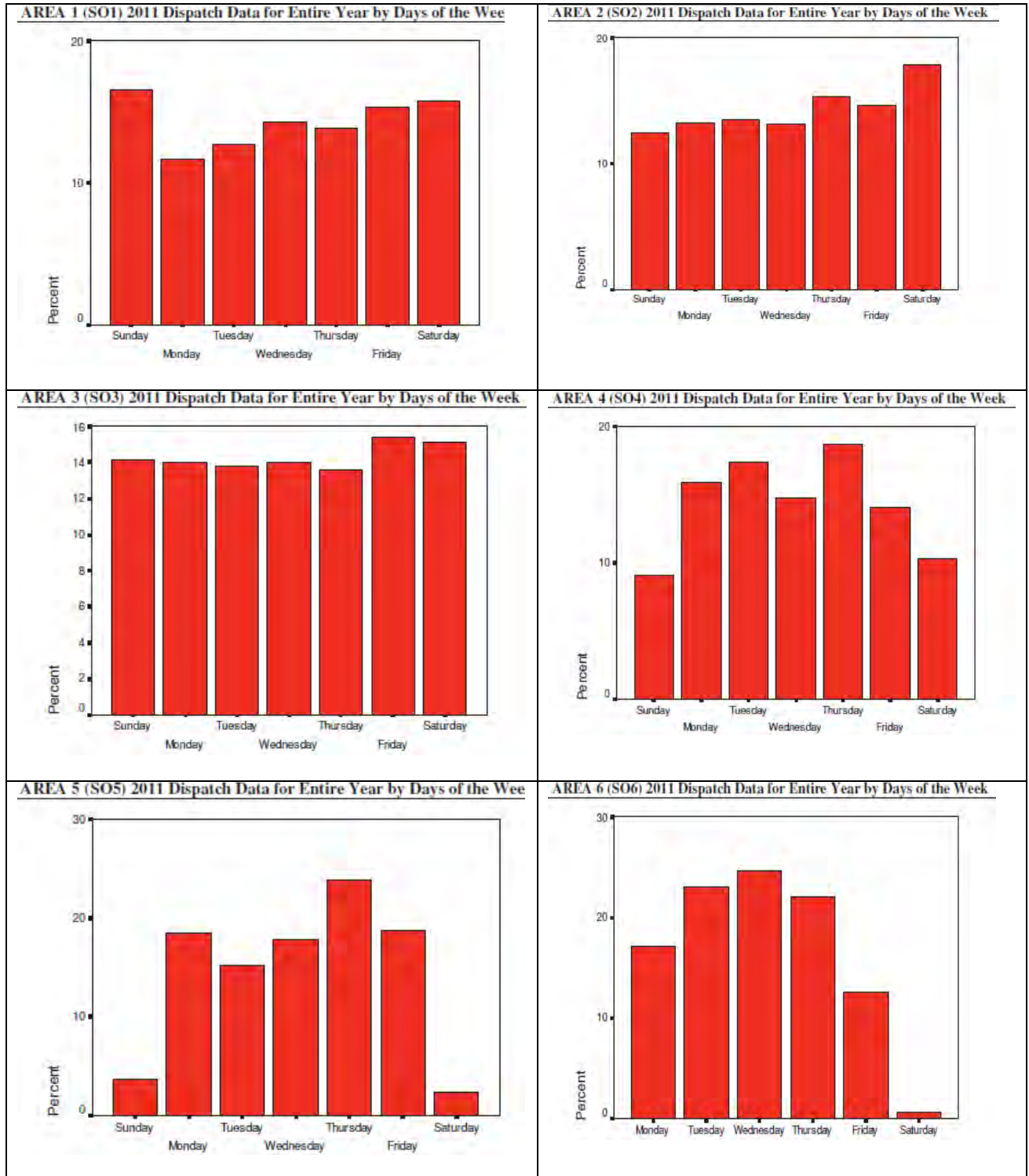
Figure C2.1: Calls for Service, Time and Day, Year 2011

Figure C2.2 presents graphs showing percent of calls by day of the week for each reporting area. Generally, participants concluded that the findings were consistent with their experience and with the demographics of each reporting area.

Figure C2.2: Percent of Calls by Day of the Week, by Reporting Area. 2011



Step 3: Developing a Coverage Plan

Three units within the Law Enforcement Division have “minimum” coverage levels that were negotiated with the union in 2011. According to the text of the agreement:

Road Patrol

Minimum staffing level of four (4) bargaining unit employees per shift, excluding bargaining unit employees acting as Sergeant.

Dispatch

Minimum staffing level of four (4) dispatch/call-takers per shift, excluding bargaining unit employees acting as Sergeant.

Records

Minimum staffing level of a total of five (5) bargaining unit employees assigned to the warrant desk.

Proposed Coverage Plans

The following pages present the proposed coverage plans that were developed.

Records Unit

Figure C3.1 presents the first draft of a coverage plan for the records unit.

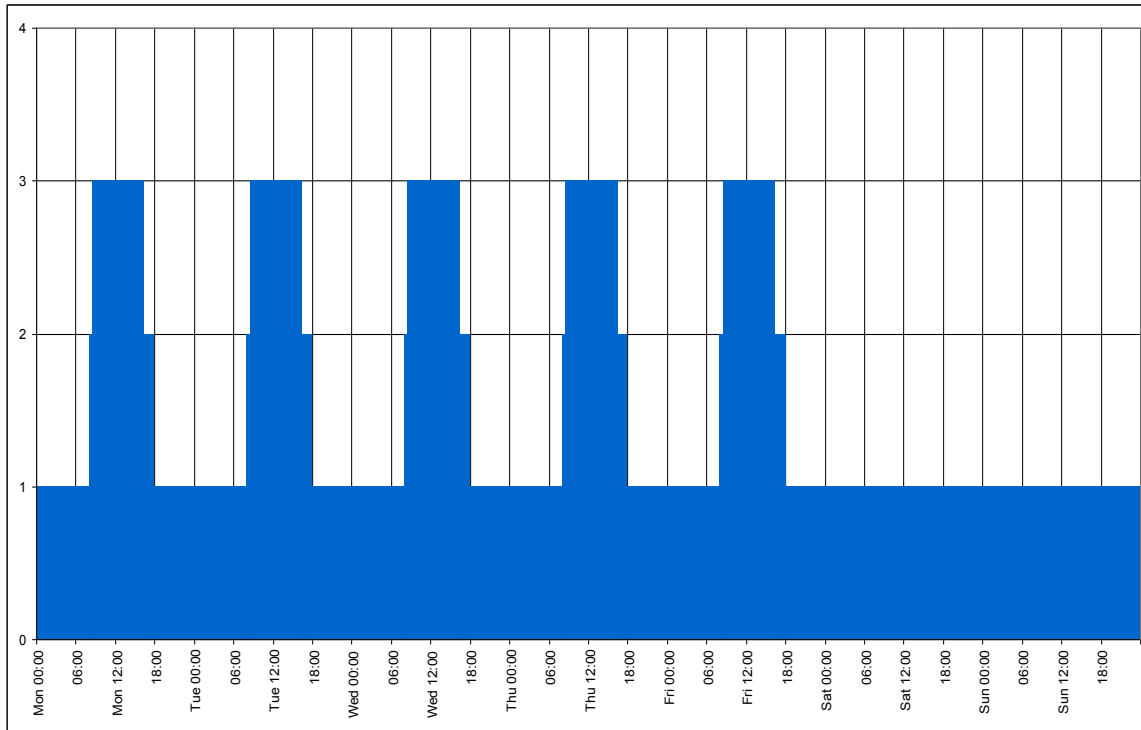
Figure C3.1: Proposed Coverage Plan-- Records³

Code Number	Post or Description	Start Time	End Time	Empl Class	Mon	Tues	Wed	Thur	Fri	Sat	Sun
Relieved											
Win	Window	0800	1800	Clerk	x	x	x	x	x		
War	Warrants	0000	2400	DS	x	x	x	x	x	x	x
SO	Sex Offender Reg.	0830	1630	Clerk	x	x	x	x	x		
Non Relieved											
Det	Detective	0800	1600	Det	x	x	x	x	X		
Util	Utility (backfill vacancies, overflow)	0800	1600	Clerk	x	x	x	x	X		
Sgt	Sergeant/Shift Supervisor	0800	2400	Sgt	x	x	x	x	X		
CR	Crime Report, data entry	0800	1600	Clerk	x	x	x	x	X		

³ This schedule was improved after this report was drafted.

The relieved posts and positions are illustrated in Figure C3.2. Most coverage is provided during business hours on weekdays.

Figure C3.2: Relieved Coverage, Records



Communications

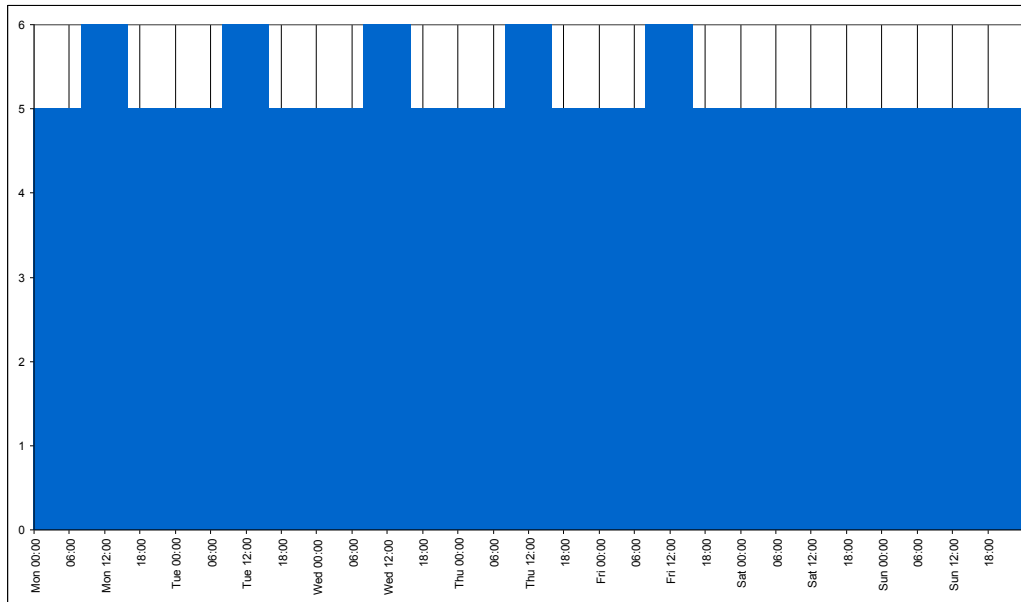
Figure C3.3 describes the draft coverage plan for communications.

**Figure C3.3: Proposed Coverage Plan, Communications
(Relieved Posts)**

Code Num.	Post or Description	(0000-2400)	(0000-2400)	Empl. Class.	Mon	Tues	Wed	Thur	Fri	Sat	Sun
Com1	Communications 1	0000	2400	Com	x	X	x	x	x	x	x
Com2	Communications 2	0000	2400	Com	x	X	x	x	x	x	x
Com3	Communications 3	0000	2400	Com	x	X	x	x	x	x	x
Com4	Communications 4	0000	2400	Com	x	X	x	x	x	x	x
Com5	Communications 5 Peak Times	TBD	TBD	Com	TBD	TBD	TBD	TBD	TBD	TBD	TBD
Sgt	Sergeant/Shift Supervisor	0000	2400	Sgt	x	X	x	x	x	x	x
PS	Process Server	0800	1600	DS	x	X	x	x	x		

The minimum number of call-takers and dispatchers needed at any time is 4. Additional employees are needed at times of higher call volume. Additional relieved coverage should be added based on analysis of call patterns. Figure C3.4 illustrates the draft coverage plan without any supplemental staffing for peak periods.

Figure C3.4: Relieved Coverage, Communications



Field Operations

Developing a coverage plan for field operations proved difficult. Current coverage levels are considered minimum, leaving little time for proactive crime prevention activities. Appendix D presents the report of Prof. Richard Johnson, PhD, that explores field operations practices and needs in more detail.

The Field Operations unit has taken cuts in recent years. Moving to 12-hour shifts has helped to soften the impact of the cuts.⁴

Several other creative management practices have also helped to mitigate the impact of the cuts.

⁴ 12-hour shifts produce 2,184 scheduled work hours for each deputy. A typical 8 hour shift, 5 days per week, produces only 2,080 hours annually.

Some of the other innovations include:

- Some training is provided on post (during a scheduled shift). For example, firearms requalification is conducted when a deputy takes a few hours during a shift to go to the range. During this time, no one is called in to relieve (replace) the deputy.
- Other forms of training are also provided “in service,” which is the term used to describe training provided on shift.
- Although deputies are subpoenaed to appear in court, they are often allowed to testify by phone.
- Prior to implementing 12-hour shifts, time off was often handled informally, such as going home early to compensate for staying late the previous day, or coming in late.
- Funeral escorts are also handled “in house” which means that the deputy(s) are doing that work during their scheduled shift.

Some of the preceding practices reduce the amount of time that deputies are absent from their posts on paper, but there are functional vacancies when a deputy is escorting a funeral or at the range rather than being on the road in his/her patrol area.

Staffing cutbacks have also prompted a marked decrease in training. While this has produced savings, it deprives employees of much-needed training throughout the year.

During one Working Group meeting one of the participants suggested that the “right amount” of law enforcement coverage is similar to the right amount of fire department coverage: *the amount that a jurisdiction is willing to pay for.*

The Net Annual Work Hours (NAWH) calculations presented in Step 6 provide critical information that will be used to translate coverage levels on the road into budget needs, expressed in terms of Full Time Equivalent (FTE) employees. Using the 2011 NAWH calculations, providing one deputy 24/7 required 4.8 FTE employees in the budget—a very low number compared to other units and divisions.

Steps 5, 6 and 7 are examined in the main report, for all Sheriff’s Office operations.

Remaining Steps

Sections IV through VIII of the main report address the remaining steps of the staffing analysis process.

Appendix D presents the report prepared by Richard Johnson, PhD.

APPENDIX D:

**A COMPARISON OF
LAW ENFORCEMENT STAFFING LEVELS
AND OPERATIONS OF THE
LUCAS COUNTY SHERIFF'S OFFICE
WITH OTHER URBAN OHIO COUNTIES**

Richard Johnson, PhD.

**A COMPARISON OF LAW ENFORCEMENT STAFFING LEVELS AND
OPERATIONS OF THE LUCAS COUNTY SHERIFF'S OFFICE WITH
OTHER URBAN OHIO COUNTIES**

A Report for the Lucas County Sheriff's Office and the Lucas County Board of Commissioners

July 16, 2012

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COUNTY DEMOGRAPHIC COMPARISONS

Lucas County is a large, urban county and the seat of its metropolitan area. This creates special law enforcement needs unique to urban counties. This investigation, therefore, compared the conditions in Lucas County, and the staffing levels of the law enforcement division of the Lucas County Sheriff's Office, with those of the other seven largest urban counties in Ohio. These counties are Butler, Cuyahoga, Franklin, Hamilton, Montgomery, Stark, and Summit. Using data from the 2010 Census, and the 2010 Uniform Crime Reports published by the Federal Bureau of Investigation, Table 1 was created to facilitate an easy comparison of demographic characteristics of these comparison counties to Lucas County.

Of these eight counties, Lucas County ranked sixth in total population, and fifth in population density. In overall area, Lucas County ranked eighth. In the percentage of the population classified as rural by the U.S. Census Bureau, Lucas County ranked sixth, and ranked fifth in the percentage of the population residing in unincorporated townships. It also ranked third in the percentage of area occupied by unincorporated townships. In terms of population demographics, Lucas County appears to be average in many ways among this group of counties. When comparing these area and population statistics, Lucas County most closely resembles Montgomery County and, to a lesser extent, Summit County.

The economic data provided in Table 1 reveal that Lucas County is one of the most economically depressed of these eight counties. Lucas County ranked eighth in median household income, seventh in median home value, and first in the percentage of households in poverty. In terms of these economic variables, Lucas County most closely resembles Montgomery County and Stark County.

The crime data in Table 1 reveal that during 2010, Lucas County ranked highest in violent crime rate, but had the sixth highest property crime rate. Lucas County was closest to Franklin and Hamilton counties in terms of violent crime, and Cuyahoga and Stark counties in terms of property crime.

Taking these statistics as a whole, Lucas County's demographic characteristics most closely resemble those of Montgomery County, Stark County, and Summit County. This suggests that the Lucas County Sheriff Department, and the Lucas County Board of Commissioners, should investigate opportunities to share fiscal and operational ideas with the leadership of these counties. For example, as will be revealed later in this report, both the Montgomery County Sheriff's Office and the Stark County Sheriff's Office have pursued grant funding at a rate more aggressive than that of the Lucas County Sheriff's Office, and they have been more successful in obtaining the grants they pursue.

Table 1. Demographic comparison of Lucas County and other urban Ohio counties

	Cuyahoga	Franklin	Hamilton	Summit	Montgomery	Lucas	Stark	Butler
Total county population	1,280,122	1,163,414	802,374	541,781	535,153	441,815	375,586	368,130
Population in unincorporated townships	13,633 (1.1%)	91,741 (7.9%)	288,376 (36.1%)	96,303 (17.8%)	174,215 (32.5%)	81,655 (18.5%)	197,924 (52.7%)	148,027 (40.0%)
% total pop classified as rural	<1%	2%	2%	4%	5%	6%	14%	11%
Area in square miles	457	532	406	413	462	341	575	467
Area in unincorporated townships in square miles	11 (2.4%)	185 (34.8%)	234 (57.6%)	169 (40.9%)	268 (58.0%)	212 (62.2%)	492 (85.6%)	401 (85.9%)
County population density, persons per square mile	2,800	2,186	1,977	1,313	1,160	1,286	653	788
Median household income	\$43,603	\$49,087	\$48,234	\$47,926	\$43,965	\$42,072	\$44,941	\$54,788
Median home value	\$137,200	\$155,300	\$148,200	\$141,200	\$119,100	\$122,400	\$128,000	\$160,600
Percent of households below poverty level	16.4%	17.0%	15.4%	13.8%	15.7%	18.0%	12.7%	12.8%
Uniform Crime Reports violent crimes per 1,000 persons (2010)	5.04	5.07	5.52	3.66	4.34	6.78	2.57	3.31
Uniform Crime Reports property crimes per 1,000 persons (2010)	26.71	52.21	44.84	33.77	37.07	28.06	26.19	37.99

After determining the similarities and differences between these eight counties, the road patrol and criminal investigations dimensions of the sheriff's offices of the seven comparison counties were studied. Specifically, the staffing levels, specialized units, and special funding sources of these counties were researched, using information from a variety of sources. These sources included each sheriff office's website, recent annual reports, and responses to the 2007 Law Enforcement Management and Administrative Statistics report published by the U.S. Bureau of Statistics. These data were supplemented with reviews of recent newspaper articles, various township websites, and, when possible, phone interviews with command personnel, such as Deputy Chief Gilbert Jones of the Franklin County Sheriff's Office, Captain Richard Greer of the Butler County Sheriff's Office, and Lieutenant Douglas Smith of the Summit County Sheriff's Office.

The results of these data are revealed in two ways. First, the data will be presented in brief comparisons between the counties. Second, the data will be presented by each individual county, permitting more detail in each county's profile.

COUNTY STAFFING AND OPERATIONAL COMPARISONS

When comparing the urban counties on staffing levels, the actual patrol and investigative responsibilities of the agency must be taken into consideration. While the Lucas County Sheriff's Office has countywide jurisdiction, in order to reduce redundancy of services, its patrol units and criminal investigators primarily direct their duties to the unincorporated townships that do not have their own law enforcement agencies. Lucas County has eleven unincorporated townships, but three of them (Sylvania, Washington, and Waterville) have their own township police departments. While, at times, the Lucas County road patrol deputies and detectives provide assistance to these township police agencies, they spend the vast majority of their time on providing law enforcement services to Harding, Jerusalem, Monclova, Providence, Richfield, Spencer, Springfield, and Swanton townships.

Comparing staffing levels by using unincorporated townships without their own law enforcement agencies, therefore, facilitates a more realistic measure of law enforcement services need than just raw population or area statistics. For example, the Cuyahoga County Sheriff Department has not had a road patrol unit dedicated to responding to 911 calls. This makes sense when one realizes that their county has only two, very small, unincorporated townships, both of which contract with other communities for police protection. Lucas County, on the other hand, has less than half the population of Cuyahoga County, but eight townships (two of which are heavily populated) that need coverage. That is why the comparisons, made in Table 2 below, are based on the portions of the counties made up by unincorporated townships without their own township police services. These will be referred to as "un-served townships."

Table 2 reveals that, among these eight counties, Lucas County has the sixth largest population in un-served townships, at 44,884 persons according to the 2010 Census. The next smallest is Summit County, and the next largest is Franklin County. As a percentage of the total county population, Lucas County has the fourth smallest percentage of un-served townships. When measured in area, however, only two counties (Stark and Butler) have a larger area and

percentage of area of un-served townships. These statistics reveal, yet again, that Lucas County is about average among these comparison counties. Where Lucas County begins to look unique, unfortunately, is in its law enforcement staffing levels.

Table 2. Staffing levels comparison of Lucas County and other urban Ohio counties

	Cuyahoga	Franklin	Hamilton	Summit	Montgomery	Lucas	Stark	Butler
Total population	1,280,122	1,163,414	802,374	541,781	535,153	441,815	375,586	368,130
Population in unincorporated townships without own police services (un-served population)	0 (0%)	61,089 (5.3%)	100,271 (12.5%)	19,046 (3.5%)	94,823 (17.7%)	44,884 (10.2%)	94,153 (25.1%)	70,000 (19.0%)
County area in square miles	457	532	406	413	462	341	575	467
Square mile area of unincorporated townships without own police services (un-served area)	0 (0%)	140 (26.3%)	133 (32.8%)	41 (9.9%)	103 (22.3%)	166 (48.7%)	348 (60.5%)	273 (58.6%)
General investigations supervisors	3	6	3	2	1	2	1	3
General investigations deputies	9	23	18	10	9	3	3	11
Unincorporated un-served population per investigative deputy	0	2,656	5,571	1,905	10,536	14,961	31,384	6,364
General patrol supervisors	---	12	18	12	21	6	8	8
General patrol deputies	---	105	110	53	81	24	19	63
Average patrol units deployed	---	17	18	8	13	5	3	10
CFS in 2010	---	55,139	114,725	41,301	131,277	28,750	64,763	39,510
Unincorporated un-served square miles per unit	---	8	7	5	8	33	116	27
Unincorporated un-served population per unit	---	3,593	5,571	2,381	7,294	8,977	31,384	7,000
CFS per unit	---	3,243	6,374	4,589	10,098	5,750	21,588	3,951

Criminal Investigator Staffing

Table 2 reveals the total number of staff assigned to general criminal investigations (supervisors and detectives listed separately), and the total number of staff assigned to dedicated road patrol. As will be seen later in this report, many of these counties have additional investigative personnel and patrol personnel assigned to specialty units. The personnel listed in Table 2 *do not* include these specialty personnel because they would make direct comparisons difficult. For example, some counties had a detective dedicated to welfare fraud. Because of the funding source of this detective, this deputy can only be assigned cases of that nature. The Lucas County Sheriff Department may not receive many cases of this type, so when comparing that county to Lucas, having such an additional detective may not be of assistance. Furthermore, some of the special units under the command of the road patrol division in some counties (such as a warrants unit fugitive apprehension team), may exist under the corrections or courts administration branches in other counties. To allow for the simplest comparison, no specialized units were counted in these personnel figures.

Table 2 reveals that only one county (Stark) has a higher ratio of un-served township population to each detective. Lucas County has one detective for every 14,961 people in un-served townships, while five of the counties have far less than 10,000 persons per detective. Stark County has one general detective for every 31,384 persons in un-served townships. However, as will be seen in its profile later in this report, Stark County's specialized units provide an additional sergeant and five detectives assigned to narcotics, domestic violence, child support enforcement, and child sex crimes units. All of these special personnel are funded by grants or forfeiture monies. If recalculated using these five additional detectives, Stark County drops to one detective for every 11,769 persons in un-served townships. Lucas County only has one specialized domestic violence detective lieutenant funded by a grant. Lucas County is lower than average in its provision of criminal investigative personnel to the un-served township population of its county. Please also recall that Lucas County is comparatively high in violent crime rate compared to these other counties. Lucas County clearly needs more criminal investigative personnel.

Patrol Deputy Staffing

Table 2 also reveals that only Stark County has more area of un-served township to patrol per deputy actually on the road at any given time, yet Stark County does not have a geographically isolated region like Lucas County experiences with Jerusalem Township. In terms of population, Lucas County again is second only to Stark County in number of persons in un-served townships per deputy actually on the road. Regarding call for service volume per deputy actually on the road, Lucas County is average, with more calls handled per patrol unit in Hamilton, Montgomery, and Stark Counties. Although their call volume is average, the patrol deputies in Lucas County must serve more people, and traverse a larger and more complex geographical area than all the other counties except Stark.

FUNDING SOURCE COMPARISONS

Contracted Funding

These counties also vary in the degree they rely on these un-served townships to pay for the sheriff's office services they utilize. The individual county profiles found later in this report provide the specific details on which townships contract with the sheriff's office for law enforcement services and which do not. Currently, only two of Lucas County's un-served townships (Monclova and Springfield) contract with the sheriff's office for law enforcement services. This is only 25% of the townships served. In comparison, the percentage of un-served townships contracting for service from the sheriff's office is 100% in Montgomery, 80% in Summit, 57% in Hamilton, 44% in Butler, 23% in Stark, and 14% in Franklin. All but two of these counties have a greater proportion of their townships entering into contracts for services than does Lucas County. Additionally, several of these counties have also established contracts for law enforcement services with individual towns or villages, school districts, public housing authorities, and airports. Some of these counties have also contracted with smaller, municipal police agencies to provide detective, evidence technician, crime lab, or evidence vault services.

Several Lucas County townships have explored the possibility of contracting with a local municipal police agency. In the last five years, Springfield Township explored options with the Holland Police Department, and Jerusalem Township explored options with the Oregon Police Department. Harding and Monclova townships have also experimented with their own township police departments in past decades. Through these efforts, these townships learned that relying on the Lucas County Sheriff's Office was a far more economical and convenient way to meet their law enforcement protection needs. In spite of the fact that the Lucas County population ranks last among Ohio's urban counties in economic conditions, more consideration should be given to encouraging the township residents and businesses receiving services from the sheriff's office to contract for these services.

Grant Funding

As will be demonstrated in greater detail in the individual county profiles found later in this report, most of the other counties in this comparison seem to have pursued supplemental grant funding far more aggressively than has the Lucas County Sheriff's Office. Like Lucas County, almost all of the other sheriff's offices have pursued and obtained federal funding through Violence Against Women Act (VAWA) grants, but many of these agencies have secured funding for two personnel while Lucas County has only secured funding for one. Most have also received federal funding for personnel through grants from the Department of Homeland Security, Community Oriented Policing Services (COPS) Office, Victims of Crime Act (VCA), National Highway Traffic Safety Administration, Department of Health and Human Services, and Federal Emergency Management Administration (FEMA).

Most of the agencies have also obtained grant funding for personnel from state and local sources such as the Ohio Bureau of Criminal Investigation and Identification, Department of Job and Family Services, Department of Children Services, waste management districts, county boards of health, school districts, and child support enforcement agencies.

Mr. Jim O'Neal indicated that the Lucas County Sheriff's Office had applied for some of the federal grants available, such as the COPS grants, but were denied. Of the federal grants actually obtained, it appears Lucas County received less support than their comparison counties. The interviews in this investigation revealed that many of these other counties utilize professional grant writer services with a proven success record for securing funding. Many also contract with a lobbyist firm to communicate on their behalf to state and federal legislators about their funding needs. Lucas County may also potentially benefit from such an arrangement.

Self-funding

This investigation revealed that many of the comparison sheriff's offices have individual units that fund themselves, or activities that contribute significantly to the general fund. For example, Butler, Franklin, Hamilton, Stark, and Summit counties all have a specialized unit to enforce commercial vehicle weight and operations standards. Franklin County's unit consists of four patrol deputies and contributes between \$250,000 and \$300,000 annually from collected fines. Considering the volume of heavy commercial traffic on the county roads in Lucas County, especially traffic related to the auto and quarry stone industries in Lucas County, such a weight enforcement unit may be very profitable.

Several counties have narcotics units or canine units that are able to fund their own operations from the sale of forfeiture property seized by the unit. Rather than assign to a detective the added responsibility of processing applications for concealed weapons permits, most of these counties have an employee dedicated to this function (full or part-time), paid for by the application fees collected. Sales of unclaimed and forfeited property have also helped fund these other agencies tremendously, especially through the Internet and ebay to sell the property, rather than through a more traditional sheriff's auction.

Volunteer Services

Most of the comparison counties utilize significant numbers (50 to 100) of reserve or special deputies to supplement their patrol deputies, covering full-time officer days off and vacations. Most of these agencies have a large pool of O.P.O.T.A certified, volunteer deputies of sufficient experience and training that they allow them to patrol individually. Many of these counties require their volunteer deputies to serve 16 to 24 hours a month, and many require volunteer deputies to begin their involvement with a period of service in the jail before they can serve in the patrol division. While Lucas County has a large collection of various types of volunteer deputies, its program does not seem as rigid, tightly controlled, or professionally integrated as that of many of these comparison counties.

The next section of this report will involve individual profiles of each of the seven counties that were used in the comparison with Lucas County. These counties will be presented alphabetically. A list of recommendations, based on the knowledge gained here, will be offered at the end of this report.

BUTLER COUNTY

Butler County is the eighth largest and seventh most densely populated county in Ohio. Butler County's largest city is Hamilton, and the county occupies the suburban regions of both the Cincinnati metropolitan area and the Dayton metropolitan area. Butler County has a total population of 368,130 people, of which the U.S. Census Bureau classifies 11 percent of this population as rural. Approximately 40 percent of the county's population lives in the county's thirteen unincorporated townships (Fairfield, Hanover, Lemon, Liberty, Madison, Milford, Morgan, Oxford, Reily, Ross, Ross, St. Clair, Wayne, and West Chester townships). Four of these townships (Fairfield, Milford, Oxford, and West Chester) have their own township law enforcement agencies. The remaining nine townships (70,000 population and 273 square miles) rely on the Butler County Sheriff's Office for law enforcement protection. The four largest of these townships (Liberty, Madison, Lemon, and Hanover townships) contract with the sheriff department for law enforcement services.

Patrol Division

The Butler County Sheriff's Office operates a road patrol division with primary personnel of one captain, four lieutenants, eight sergeants, and 63 patrol deputies. Working 8-hour shifts, the patrol bureau usually maintains 10 patrol cars and 2 supervisor cars on duty 24-hours a day. Although these units patrol county wide, providing law enforcement services to the unincorporated townships within the county (including those with their own township police departments), and assisting the other local, state, and federal law enforcement agencies operating within the county, their *primary* patrol assignment responsibilities are in Hanover, Lemon, Liberty, Madison, Morgan, Reily, Ross, Ross, St. Clair, and Wayne townships. In 2010, the road patrol division handled 39,510 calls for service, or 3,951 calls per on-duty patrol car.

The patrol bureau is responsible for patrolling enforcing the criminal and traffic laws of the State of Ohio. Patrol deputies answer calls for services and complete written reports on crimes. In many cases, they conduct the preliminary investigation on criminal activity. Patrol deputies respond to, and investigate traffic accidents. The patrol bureau also has several special units attached. These units include a housing authority unit, traffic unit, weight enforcement unit, school resource officer unit, canine unit, aviation unit, and special deputies unit.

Housing Authority Unit – The Butler Metro Housing Authority contracts for one community policing deputy. This deputy follows up on complaints, tips, and a wide variety of calls on HUD properties.

Weight Enforcement Unit – The Weights and Scales Unit consists of two deputies and performs enforcement duties on the transportation of heavy loads throughout Butler County. Fines associated with overweight loads are utilized to conduct repairs to the roadways throughout the county. In 2010, the Weights and Scales Unit issued citations that resulted in the collection of and over \$81,000 in fines.

School Resource Officer Unit – The Butler County Sheriff’s Office has four deputies assigned as School Resource Officers in the Edgewood, Lakota, Madison, and New Miami School Districts.

Canine Unit – The canine unit consists of four deputies and four dogs. This unit assists patrol deputies and investigative deputies, assists local agencies, and engages in drug interdiction efforts. The unit is self-funded by the assets seized through its investigations.

Aviation Unit – This unit operates one helicopter, two crew members, and one maintenance worker. This aircraft provides photo flights, surveillance, and assists with searches and routine patrol. The total operating expenses of the aviation unit are paid for by a marijuana eradication grant from the Ohio Bureau of Criminal Identification, money \$16,500 from the state drug fund, and federal Homeland Security and FEMA grants.

Special Deputy Unit – The patrol division also includes the special deputy unit with 46, O.P.O.T.A. certified, volunteer deputies. These special deputies assist with special events that require additional deputies, supplement road patrol deputies, and conduct all sex offender address verifications. Annually, special deputies generally volunteer 9,000 work hours, approximately 600 hours supplementing the road patrol units.

Investigations Division

The Butler County Sheriff’s Office is responsible for the investigation of criminal activity throughout Butler County. The criminal investigation section’s primary personnel include three supervisors and eleven investigative deputies. The detective bureau also has several special enforcement units attached. These units include the narcotics unit, warrants / child support enforcement unit, victim’s assistance unit, weapons permit office, sex offender registration unit, cold case unit, and property room.

Narcotics Unit – The Butler County Sheriff’s Undercover Regional Narcotics (BURN) Taskforce is a county wide initiative designed to target mid to high level narcotics traffickers. The BURN Taskforce is led by three deputies from the Butler County Sheriff’s Office, and also staffed by undercover personnel from five other local agencies.

Warrants / Child Support Enforcement Unit – The warrants / fugitive / child support enforcement unit consists of five deputies. The unit’s primary responsibility is to locate and apprehend subjects who have active warrants on file with the Sheriff’s office, and works closely with the Butler County Child Support Enforcement Agency.

Victim Assistance Unit – The victim assistance unit serves as a liaison of communication between the courts and the victim, providing support both during and after a victim’s involvement in the court system. The victim services unit is made possible as a result of the continued grant funding by The Victims of Crime Act (VOCA 1984) and The Violence Against Women Act (VAWA 1994).

Concealed Weapons Permit Office – One deputy maintains this office, processing applications for concealed weapons permits.

Sex Offender Registration & Notification (SORN) Unit – This unit, staffed by one additional deputy, is responsible for registering sex offenders, maintaining a database used to locate sex offenders, and investigating complaints against registered offenders. Address verifications for these offenders are made by the members of the Special Deputies Unit.

Cold Case Unit – This unit is staffed by one additional deputy and investigates any new leads in unsolved homicide and missing person cases.

Property Room – The property room is operated by an additional deputy and one civilian clerk. Items are logged into the property room and assigned a location through a computerized bar code system for easy tracking.

Noteworthy Funding or Savings Sources

- Contracts with four of the nine townships that do not have their own police agencies, and a housing authority contract produce more than \$2 million annually
- Fines collected from the Weight Enforcement Unit average \$80,000 annually
- Fees collected for sex offender registrations exceed \$10,000 annually
- Fees collected for background checks and weapons permits exceed \$90,000 annually
- Fees collected for special event assistance exceed \$12,000 annually
- Special Deputies assist by filling in gaps in the patrol officer schedules and making all sex-offender address verification checks
- Federal Violence Against Women Act grants and Victims of Crime Act grants to fund victim advocates
- Raised over \$600,000 in local, state, and federal grants (department and county utilize state and federal lobbyists)
- Use of a computer-automated inventory system in the evidence room permitted the elimination of two clerk positions
- Sale of forfeiture assets and unclaimed property raised \$160,156 in 2006

CUYAHOGA COUNTY

Cuyahoga County is the largest and most densely populated county in Ohio. The primary county of the Cleveland metropolitan area, Cuyahoga County has a total population of almost 1.3 million people, of which the U.S. Census Bureau classifies less than one percent of this population as rural. Only about 1.1 percent of the county's population lives in the county's two unincorporated townships (Chargrin Falls Township and Olmsted Township). These two, unincorporated townships make up only 2.4 percent of the land area in the county, and both have their own law enforcement agencies. Chargrin Falls Township contracts with the Village of Chargrin Falls Police Department, and Olmsted Township operates its own township police department.

Patrol Division

According to the Cuyahoga County Sheriff Office's website, and the 2007 Law Enforcement Management and Administrative Statistics report issued by the U.S. Bureau of Justice Statistics, this agency does not operate a dedicated patrol division directed by calls for service. Because all of the incorporated and unincorporated areas of the county have their own law enforcement patrols (which is very much unlike Lucas County), the Cuyahoga County Sheriff's Office has not operated a patrol division for several years.

Recent newspaper articles in the *Cleveland Plain Dealer*, however, indicate that Sheriff Bob Reid is in the process of creating a special unit of uniformed patrol officers that can be deployed to assist local municipal law enforcement agencies in the county when they need the assistance of additional patrol officers. Assigned the title "Impact Unit," it consists of ten to twelve deputies and deployed on a need basis.

Investigations Division

In spite of no unit dedicated to general patrol, the Law Enforcement Bureau of Cuyahoga County Sheriff's Office contains several units that engage in a number of criminal investigative functions. These units include the detective bureau, narcotics unit, apprehension unit, sex offender registration unit, canine unit, and home detention unit.

Detective Bureau – The detective bureau is staffed by twelve sworn investigators. This unit investigates high-profile crimes, major crimes (including homicides and drug offenses), and assists local police departments and state and federal law enforcement agencies in investigations. Local agencies have requested this unit to assist in solving a number of high-profile homicides.

Narcotics Unit – The narcotics unit is responsible for investigations into narcotics trafficking and sales. The unit contains a number of detectives assigned to specialty task forces, which were designed to provide support to overall enforcement efforts. Some of these task forces are the DEA Task Force, Caribbean Drug Task Force, and Narcotics Gang Task Force. The unit is responsible for a vast amount of assets seized and placed into the Law Enforcement Trust Fund. These assets help the Sheriff's Department by deferring taxpayer costs.

Apprehension Unit – The apprehension unit is responsible for serving arrest warrants issued by the courts, and works in partnership with the Cuyahoga County Probation Department to apprehend individuals who violate the conditions of Intense Supervised Probation.

Sex Offender Registration & Notification (SORN) Unit – This unit is responsible for registering sex offenders, maintaining a database used to locate sex offenders, and investigating complaints against registered offenders.

Canine Unit – The unit presently has five canines and five deputies, overseen by a sergeant and a lieutenant. These teams assist in narcotics interdiction, fugitive investigations, explosives detection, locating evidence, and locating lost persons. In 2007, the K-9 unit was responsible for the seizure of over 4,000 pounds of marijuana and cocaine, participated in over five hundred arrests, 175 explosive searches and assisted two dozen federal, state and local law enforcement agencies. Assets seizures by these officers support the unit at no cost to county taxpayers.

Home Detention Unit – This unit, which operates under the Law Enforcement Bureau, supervises persons placed under home detection on electronic monitoring as a condition of bond (pretrial), or as part of their sentence. This unit's deputies are assigned to monitor and supervise offenders 24 hours a day. Deputies make unannounced home visits and unannounced visits to the offender's workplace. The fees charged to the persons who had been court ordered to home detention partially cover the cost of this unit.

Noteworthy Funding or Savings Sources

- Asset forfeitures from narcotics unit and canine unit
- Fees charged to register sex offenders
- Fees charged for home detention

FRANKLIN COUNTY

Franklin County is the second largest and second most densely populated county in Ohio. The primary county of the Columbus metropolitan area, Franklin County has a total population of almost 1.2 million people, of which the U.S. Census Bureau classifies only 2 percent of this population as rural. Approximately 8 percent of the county's population lives in the county's sixteen unincorporated townships (Blendon, Brown, Clinton, Franklin, Hamilton, Jackson, Jefferson, Madison, Mifflin, Norwich, Perry, Plain, Pleasant, Prairie, Truro, and Washington townships). These sixteen, unincorporated townships make up more than a third (34.8%) of the county's land area. Five of these townships (Clinton, Franklin, Mifflin, Madison, and Perry) have their own township law enforcement agencies. The remaining eleven townships (61,089 population and 140 square miles) rely on the Franklin County Sheriff's Office for law enforcement protection. The largest two of these townships (Jackson and Norwich Townships) contract with the sheriff department for law enforcement services.

Patrol Division

The Franklin County Sheriff's Office operates a road patrol division with primary personnel of one chief deputy, one major, three lieutenants, four sergeants, three corporals, and 105 patrol deputies. Working 12-hour shifts, the patrol bureau usually maintains 17 patrol cars and 2 supervisor cars on duty 24-hours a day. Although these units patrol county wide, providing law enforcement services to the unincorporated townships within the county (including those with their own township police departments), and assisting the other local, state, and federal law enforcement agencies operating within the county, their *primary* patrol assignment responsibilities are in Blendon, Brown, Hamilton, Jackson, Jefferson, Norwich, Plain, Pleasant, Prairie, Truro, and Washington townships. In 2010, the road patrol division handled 55,139 calls for service, or 3,243 calls per on-duty patrol car.

The patrol bureau is responsible for patrolling and enforcing the criminal and traffic laws of the State of Ohio. Patrol deputies answer calls for services and complete written reports on crimes. In many cases, they conduct the preliminary investigation on criminal activity. Patrol deputies respond to, and investigate traffic accidents. The patrol bureau also has several special units attached. These units include a canine unit, traffic unit, weight enforcement unit, community relations unit, and special deputies unit.

Canine Unit – The patrol bureau includes a canine unit with additional personnel of 1 sergeant, 1 corporal, five deputies, and seven dogs. The unit has responsibilities to track criminal suspects and lost persons, recover evidence, detect bombs, detect drugs, and assist the general patrol deputies with calls for service and criminal investigations. The canine units are also frequently called upon to assist local, county, state, and federal law enforcement agencies throughout the Columbus metropolitan area.

Traffic Unit – The patrol bureau includes a special traffic unit with additional personnel of one sergeant, one corporal, and one deputy. This unit is responsible for the investigation of fatal, very

serious injury, and department vehicle crashes. The unit is also tasked with the removal of abandoned and junk vehicles.

Weight Enforcement Unit – The patrol bureau includes a commercial vehicle weight enforcement unit with additional personnel of four deputies. The unit's function is to enforce the state laws regarding overloaded and oversized vehicles. This unit is funded through the Franklin County Engineer's Road and Bridge Fund. The fines collected from the enforcement actions of this unit more than pay for the cost of the unit as in 2010, over \$280,000 in fines were collected.

Community Relations Unit – The patrol bureau includes a community relations unit with additional personnel of one sergeant, one corporal, and seven deputies. These personnel present various programs to the public such as Crime Watch, Personal Safety, and the D.A.R.E programs. Some of these personnel have been funded by federal COPS grants.

Special Deputy Unit – The patrol bureau also includes the special deputy unit with approximately fifty, O.P.O.T.A. certified, volunteer deputies. These special deputies assist with special events that require additional deputies, and supplement road patrol deputies. Annually, special deputies generally volunteer 12,000 work hours for the patrol bureau.

Investigations Division

The Franklin County Sheriff's Detective Bureau is responsible for the investigation of criminal activity throughout Franklin County. The bureau personnel are also responsible for the registration and address verification of all sex offenders within the county. The bureau's primary personnel include a chief deputy, a lieutenant, three sergeants, one corporal, and twenty-three deputies. This detective bureau usually processes 13,200 cases annually, or an average of 573 cases per deputy. The detective bureau also has several special enforcement units attached. These units include the child support unit, civil division, fugitive squad, photo lab, environmental crimes unit, internal affairs unit, property room, and special investigations unit.

Child Support Enforcement Squad – The detective bureau includes a child support enforcement unit with additional personnel of two deputies. This unit is responsible for locating and arresting persons who are wanted for failure to pay their child support payments. These two deputies also are responsible for traveling to other counties and states to extradite child support absconders.

Civil Division – The civil process service unit is under the detective bureau and has additional personnel of a major, a sergeant, a corporal, and thirteen deputies. This division is responsible for the serving of legal documents received from the court, including subpoenas, writs, executions, protection orders and evictions. This division is also responsible for the sheriff's sale of real estate and the collection of fees from various legal processes. In 2010, fees and property sales revenues exceeded \$1,000,000.

Fugitive Squad – The fugitive apprehension unit operates under the detective bureau, with additional personnel of a sergeant, a corporal, and ten deputies. Besides the responsible for attempting the execution of outstanding warrants, this unit also has the responsibility of traveling

to other counties and states to extradite wanted fugitives. This unit works in close cooperation with the child support enforcement unit.

Photo Lab – This unit, which is staffed by three civilian clerks, develops and prints all film images generated by the Franklin County Sheriff's Office. It also provides film-processing services, for a fee, to seven other law enforcement agencies. The Photo Lab also processes all applications for concealed carry firearm permits.

Environmental Crimes Unit – This unit has additional staff of two deputies. It is responsible for the investigation and prosecution of person or corporations suspected of violating the environmental laws of the State of Ohio in Franklin County. This includes the illegal disposal of toxic wastes and trash dumping. This unit is funded by the Solid Waste Authority of Central Ohio and is co-managed by the Franklin County Board of Health.

Internal Affairs Unit – This unit is staffed by an additional two lieutenants and a sergeant. This unit investigates all internal and citizen-generated complaints of misconduct by a member of the department. This unit also investigated all deadly force incident involving department personnel.

Property Room – The property room falls under the responsibility of the detective bureau and is staffed by a sergeant and two civilian clerks. It is responsible for the documentation, storage, chain of evidence, disposal and release of all property impounded by deputies.

Special Investigations Unit – This unit is staffed by an additional lieutenant, two sergeants, two corporals, and eleven deputies. It is responsible for the undercover investigation of narcotics, vice offenses and the collection of criminal intelligence information. The unit's personnel are used in any investigation that requires the use of an undercover officer, and they serve as members of a number of multi-agency task forces.

Noteworthy Funding or Savings Sources

- Contracts with two largest townships (out of eleven needing service) to cover costs of law enforcement services
- Fines from Weight Enforcement Unit (more than a quarter million dollars annually)
- Fees for concealed carry permit and sex offender processing
- Fees for film processing services for seven, area law enforcement agencies
- Annual grant from the Solid Waste Authority of Central Ohio
- Fees for civil process service and property sales (more than a million dollars annually)
- Federal COPS grant funding for personnel assigned to community relations responsibilities (department and county utilize state and federal lobbyists)
- Use of O.P.O.T.A.-certified, special deputies (50 volunteer personnel volunteered work hours equivalent to six full-time, paid deputies)
- Sale of forfeited assets and recovered property raised \$708,460 in 2006

HAMILTON COUNTY

Hamilton County is the third largest and third densely populated county in Ohio. The primary county of the Cincinnati metropolitan area, Hamilton County has a total population of over 800,000 people, of which the U.S. Census Bureau classifies only 2 percent as rural. Approximately 36 percent of the county's population lives in the county's twelve unincorporated townships (Anderson, Colerain, Columbia, Crosby, Delhi, Green, Harrison, Miami, Springfield, Sycamore, Symmes, and Whitewater townships). These twelve, unincorporated townships make up almost 58% of the county's land area. Five of these townships (Colerain, Columbia, Delhi, Green, and Springfield townships) have their own township law enforcement agencies. The remaining seven townships (100,271 population and 133 square miles) rely on the Hamilton County Sheriff's Office for law enforcement protection. Four of these seven townships contract with the sheriff's office for law enforcement services.

Patrol Division

The Hamilton County Sheriff's Office operates a road patrol division with primary personnel of one captain, seven lieutenants, ten sergeants, and 110 patrol deputies. Working 12-hour shifts, the patrol bureau usually maintains 18 patrol cars and 2 supervisor cars on duty 24-hours a day. Although these units patrol county wide, providing law enforcement services to the unincorporated townships within the county (including those with their own township police departments), and assisting the other local, state, and federal law enforcement agencies operating within the county, their *primary* patrol assignment responsibilities are in Anderson, Crosby, Harrison, Miami, Sycamore, Symmes, and Whitewater townships. In 2010, the road patrol division handled 114,725 calls for service, or 6,374 calls per on-duty patrol car.

The patrol bureau is responsible for patrolling and enforcing the criminal and traffic laws of the State of Ohio. Patrol deputies answer calls for services and complete written reports on crimes. In many cases, they conduct the preliminary investigation on criminal activity. Patrol deputies respond to, and investigate traffic accidents. The patrol bureau also has several special units attached. These units include a canine unit, traffic unit, neighborhood resource officer unit, and the special deputy unit.

Canine Unit – The canine unit consists of one corporal, four deputies, and four dogs. The unit has responsibilities to track criminal suspects and lost persons, recover evidence, detect bombs, detect drugs, and assist the general patrol deputies with calls for service and criminal investigations. The canine units are also frequently called upon to assist local, county, state, and federal law enforcement agencies throughout the county.

Traffic Unit – The traffic unit consists of one sergeant, three corporals, and five deputies. This unit is responsible for the investigation of fatal, very serious injury, and department vehicle crashes. The unit is tasked with the removal of abandoned and junk vehicles. It also enforces commercial vehicle weight restrictions on county roads.

Neighborhood Resource Unit – This unit consists of three deputies, paid for by federal COPS grants. These officers engage in organizing and implementing problem-oriented policing and

community-oriented policing strategies in areas experiencing repeat problems of crime and disorder.

Special Deputy Unit – The special deputy program consists of 80 special deputy volunteers, many of whom are O.P.O.T.A. certified. These volunteers usually perform 10,000 hrs of service annually, usually at public gatherings that require additional personnel.

Investigations Division

The Hamilton County Sheriff's Detective Bureau is responsible for the investigation of criminal activity throughout Hamilton County. The bureau's consists of a captain, a lieutenant, a sergeant, eighteen detective deputies, and two evidence technician deputies. This detective bureau usually processes 6,800 cases annually, or an average of 378 cases per detective deputy. The detective bureau also has several special enforcement units attached. These units include the computer investigations unit, internal affairs unit, narcotic unit, special operations unit, and property room unit.

Computer Investigations Unit – This unit consists of four detective deputies with specialized training and experience in computer forensic investigations.

Internal Affairs Unit – This unit consists of a lieutenant and a sergeant. This unit investigates all internal and citizen-generated complaints of misconduct by a member of the department. This unit also investigated all deadly force incident involving department personnel.

Narcotics Unit – The narcotics unit is responsible for investigations into narcotics trafficking and sales. The unit contains a number of detectives assigned to specialty task forces, which were designed to provide support to overall enforcement efforts.

Special Operations Unit – This unit is responsible for the undercover investigation of prostitution and vice offenses, and the collection of criminal intelligence information. The unit's personnel are used in any investigation that requires the use of an undercover officer, and they serve as members of a number of multi-agency task forces.

Property Room – The property room falls under the responsibility of the detective bureau and is staffed by a sergeant and two civilian clerks. It is responsible for the documentation, storage, chain of evidence, disposal and release of all property impounded by deputies.

Noteworthy Funding or Savings Sources

- Contracts with four of seven townships to cover costs of law enforcement services
- Fines from commercial vehicle weight enforcement from traffic unit
- Fees for concealed carry permit and sex offender processing
- Federal COPS grant funding for personnel assigned to neighborhood resource officer duties
- Use of O.P.O.T.A.-certified, special deputies to supplement full-time staff

LUCAS COUNTY

Lucas County is the sixth largest and fifth most densely populated county in Ohio. Lucas County's largest city is Toledo, and is the seat county of the Toledo metropolitan area. Lucas County has a total population of 441,815 people, of which the U.S. Census Bureau classifies 6 percent of this population as rural. Approximately 10 percent of the county's population lives in the county's eleven unincorporated townships (Harding, Jerusalem, Monclova, Providence, Richfield, Spencer, Springfield, Swanton, Sylvania, Washington, and Waterville townships). Three of these townships (Sylvania, Washington, and Waterville) have their own township law enforcement agencies. The remaining eight townships (44,884 population and 341 square miles) rely on the Lucas County Sheriff's Office for law enforcement protection. The two most populous of these townships (Monclova and Springfield townships) contract with the sheriff department for law enforcement services.

Patrol Division

The Lucas County Sheriff's Office operates a road patrol division with primary personnel of a captain, 6 sergeants, and 24 patrol deputies. Working 12-hour shifts, the patrol division usually maintains 5 patrol cars, and 1 supervisor car, on duty 24-hours a day. Although these units patrol county wide, providing law enforcement services to the unincorporated townships within the county (including those with their own township police departments), and assisting the other local, state, and federal law enforcement agencies operating within the county, their *primary* patrol assignment responsibilities are in Harding, Jerusalem, Monclova, Providence, Richfield, Spencer, Springfield, and Swanton townships. In 2010, the road patrol division handled 28,750 calls for service, or 5,750 calls per on-duty patrol car.

The patrol division is responsible for patrolling and enforcing the criminal and traffic laws of the State of Ohio. Patrol deputies answer calls for services and complete written reports on crimes. In many cases, they conduct the preliminary investigation on criminal activity. As of this writing, the patrol division also has two special units attached. These units include are a housing authority unit and a special deputies unit.

Housing Authority Unit – The Lucas County Metropolitan Housing Authority contracts with the Sheriff's Office for one deputy, assigned to public housing properties. This deputy follows up on complaints, tips, and a wide variety of calls on HUD properties throughout the county. The housing authority has also contracted for additional deputies who serve for additional pay during their off-duty hours. The properties that these deputies patrol are spread throughout Lucas County, and most are within the boundaries of municipalities that have their own police departments (such as the city of Toledo and Sylvania Township). Only a few of these properties are within the "un-served" counties, reducing the ability of these deputies to serve as backup or extra patrols to support the regular patrol deputies.

Special Deputy Unit – The patrol division also includes the auxiliary deputy unit. According to a letter from Sheriff Telb found on the Sheriff's Office website, the Lucas County Sheriff's Office has 70 auxiliary deputies who volunteer between 5,000 and 6,000 hours of service each year.

This averages out to between 6 and 7 hours of volunteer service per auxiliary deputy per month. Unfortunately, many of these auxiliary deputies lack the credentials or backgrounds necessary to serve independently as patrol deputies. For example, during interviews with patrol deputies, several lamented that few of these auxiliary deputies were O.P.O.T.A. certified as law enforcement officers, and at least one had not been able to carry a firearm due to legal reasons. These volunteer deputies generally assist with special events that require additional deputies, such as county fairs, sporting events, or presidential visits.

Investigations Division

The Lucas County Sheriff's Office is responsible for the investigation of criminal activity throughout Lucas County. The criminal investigation section's primary personnel include two supervisors and three investigative deputies. One of these supervisors, a detective lieutenant, is funded by a Violence Against Women Act (VAWA) grant and conducts follow up investigations on all domestic violence offenses handled by the patrol deputies. Without any other specialized personnel, the detectives have also been tasked with narcotics investigations, child support investigations, weapons permit processing, sex offender registrations, cold case investigations, investigations of all crimes committed within the jail, internal affairs investigations, and property room responsibilities. These detectives have also been required to serve as their own crime scene evidence technicians, while other agencies have separate professionals handle these responsibilities.

Noteworthy Funding or Savings Sources

- Contracts with two of the eight townships that do not have their own police agencies, and a housing authority contract produce more than \$1 million annually
- Auxiliary deputies assist by assisting with crowd and traffic control at large events.
- Federal Violence Against Women Act grants and Victims of Crime Act grants to fund one domestic violence detective

MONTGOMERY COUNTY

Montgomery County is the fifth largest and sixth densely populated county in Ohio. The primary county of the Dayton metropolitan area, Montgomery County has a total population of over 535,000 people, of which the U.S. Census Bureau classifies only 5 percent as rural. Approximately 33 percent of the county's population lives in the county's nine unincorporated townships (Butler, Clay, German, Harrison, Jackson, Jefferson, Miami, Perry, and Washington townships). These twelve, unincorporated townships make up almost 58% of the county's land area. Five of these townships (Butler, German, Jackson, Miami, and Perry townships) have their own township law enforcement agencies. The remaining four townships (94,823 population and 103 square miles) rely on the Montgomery County Sheriff's Office for law enforcement protection. All four of these townships (plus one village) contract with the sheriff's office for law enforcement services.

Patrol Division

The Montgomery County Sheriff's Office operates a road patrol division with primary personnel of 21 supervisors and 81 patrol deputies. Working 8-hour shifts, the patrol bureau usually maintains 13 patrol cars and 2 supervisor cars on duty 24-hours a day. Although these units patrol county wide, providing law enforcement services to the unincorporated townships within the county (including those with their own township police departments), and assisting the other local, state, and federal law enforcement agencies operating within the county, their *primary* patrol assignment responsibilities are in Clay, Harrison, Jefferson, and Washington townships. In 2010, the road patrol division handled 131,277 calls for service, or 10,098 calls per on-duty patrol car.

The patrol bureau is responsible for patrolling and enforcing the criminal and traffic laws of the State of Ohio. Patrol deputies answer calls for services and complete written reports on crimes. In many cases, they conduct the preliminary investigation on criminal activity. Patrol deputies respond to, and investigate traffic accidents. The patrol bureau also has several special units attached. These units include a canine unit, traffic unit, community education unit, and the reserve deputy unit.

Canine Unit – The canine unit consists of three deputies and three dogs. The unit has responsibilities to track criminal suspects and lost persons, recover evidence, detect bombs, detect drugs, and assist the general patrol deputies with calls for service and criminal investigations. The canine units are also frequently called upon to assist local, county, state, and federal law enforcement agencies throughout the county.

Traffic Unit – The traffic unit consists of three deputies. This unit is responsible for the investigation of fatal, very serious injury, and department vehicle crashes, and concentrated enforcement of traffic laws. The unit is partially funded by the High Visibility Enforcement Overtime Traffic Grant that targets intoxicated drivers (O.V.I.), seat belt and speed violations. This grant was awarded by the Ohio Traffic Safety Office in Columbus, Ohio and funded by the National Highway Traffic Safety Administration in Washington, D.C.

Community Education Unit – The patrol bureau includes a community education unit with one deputy funded by federal COPS grants. This deputy is assigned to the eight schools within Washington Township. This deputy takes part in various activities and assemblies that are held at each facility along with providing a variety of instructional information to children, including the D.A.R.E. program.

Reserve Deputy Unit – The reserve deputy program consists of 28 reserve deputy volunteers, all of whom are O.P.O.T.A. certified at their own expense. All of these reserve deputy volunteers must also complete an in-house training program as well (including 40 hours of work in the jail) before being permitted to patrol independently. These volunteers usually perform 2,000 hrs of service annually, supplementing the patrol deputies.

Legal Process Unit – This unit consists of a sergeant, two clerk-typists and seven deputies. The unit processes and serves paperwork for felony and misdemeanor subpoenas, eviction notices, probate orders, court entries, domestic violence paperwork, stalking orders, temporary restraining orders and various petitions. The unit also assists with the verification of the addresses of registered sex offenders.

Investigations Division

The Montgomery County Sheriff's Detective Bureau is responsible for the investigation of criminal activity throughout Montgomery County. The bureau's consists of a lieutenant and nine detective deputies. This detective bureau usually processes 3,500 cases annually, or an average of 389 cases per detective deputy. The detective bureau also has several special enforcement units attached. These units include the special investigations unit, victim assistance unit, sex offender registration unit, organized crime unit, forensic services unit, and property room unit.

Special Investigations Unit – This unit consists of a sergeant and four detectives. The unit is responsible for the investigation of serious felony crimes such as homicides, sexual assault, child endangering offenses, abductions and kidnappings, dead bodies, suicides and attempt suicides.

Victim Assistance Unit – The victim assistance unit serves as a liaison of communication between the courts and the victim, and providing support both during and after a victim's involvement in the court system. The victim services unit is staffed by one victim advocate, funded by The Victims of Crime Act and The Violence Against Women Act grants.

Sex Offender Registration & Notification (SORN) Unit – This unit, staffed by one sergeant and three detective deputies, is responsible for registering sex offenders, maintaining a database used to locate sex offenders, and investigating complaints against registered offenders.

Organized Crime Unit – The organized crime unit is staffed by a sergeant and two detective deputies. This unit is responsible for the investigation of illegal sales and distribution of controlled drugs, alcohol and tobacco. The unit also handles cases involving gambling and prostitution along with managing all asset seizure and forfeiture cases for the Sheriff's Office.

Forensic Services Unit – The forensic services unit is staffed by a sergeant and nine deputies, all state certified as evidence technicians. The duties of the members of this unit include the collection and preserve evidence, photographing of crime scenes, and crime scene diagramming on all types of evidence. Several smaller local agencies also contract the services of these evidence technicians as needed.

Property Room Unit – The property room falls under the responsibility of the detective bureau and is staffed by two civilian clerks. It is responsible for the documentation, storage, chain of evidence, disposal and release of all property impounded by deputies. A computerized inventory system is utilized. This unit is also responsible for supervising the sale of unclaimed and civil forfeiture property through auctions, newspaper advertisements, and ebay sales online. These sales generally generate \$600,000 to \$700,000 annually.

Noteworthy Funding or Savings Sources

- Contracts with all four townships needing coverage (plus one village) to cover costs of law enforcement services
- Contracts evidence technician services to local law enforcement agencies
- Fines from commercial vehicle weight enforcement from traffic unit
- Fees for concealed carry permit and sex offender processing
- Federal COPS, VAWA, and VCA grants, and state Ohio Traffic Safety Office grants help pay for personnel
- Use of O.P.O.T.A.-certified, reserve deputies to supplement full-time staff
- Uses computerized inventory system in the evidence room
- Uses eBay to sell unclaimed and forfeited property
- In 2006, raised \$669,390 from the sale of unclaimed and forfeited property

STARK COUNTY

Stark County is the seventh largest county in population (after Lucas), and seventh densely populated county in Ohio. The primary county of the Canton metropolitan area, Stark County has a total population of over 375,586 people, of which the U.S. Census Bureau classifies 14 percent as rural. Approximately 53 percent of the county's population lives in the county's seventeen unincorporated townships (Bethlehem, Canton, Jackson, Lake, Lawrence, Lexington, Marlboro, Nimishellen, Osnaburg, Paris, Perry, Pike, Plain, Sandy, Sugar Creek, Tuscarawas, and Washington townships). These unincorporated townships make up almost 86% of the county's land area. Four of these townships (Canton, Jackson, Lake, and Perry townships) have their own township law enforcement agencies. The remaining thirteen townships (94,153 population and 348 square miles) rely on the Stark County Sheriff's Office for law enforcement protection. Three of these townships contract with the sheriff's office for law enforcement services.

Patrol Division

The Stark County Sheriff's Office operates a road patrol division with primary personnel of a deputy chief, a captain, six sergeants, and nineteen patrol deputies. Working 12-hour shifts, the patrol bureau usually maintains 3 patrol cars and 1 supervisor car on duty 24-hours a day. Although these units patrol county wide, providing law enforcement services to the unincorporated townships within the county (including those with their own township police departments), and assisting the other local, state, and federal law enforcement agencies operating within the county, their *primary* patrol assignment responsibilities are in Bethlehem, Lawrence, Lexington, Marlboro, Nimishellen, Osnaburg, Paris, Pike, Plain, Sandy, Sugar Creek, Tuscarawas, and Washington townships. In 2010, the road patrol division handled 64,763 calls for service, or 21,588 calls per on-duty patrol car.

The patrol bureau is responsible for patrolling and enforcing the criminal and traffic laws of the State of Ohio. Patrol deputies answer calls for services and complete written reports on crimes. In many cases, they conduct the preliminary investigation on criminal activity. Patrol deputies respond to, and investigate traffic accidents. The patrol bureau also has several special units attached. These units include school resource unit, weight enforcement unit, process service unit, and special deputy unit.

School Resource Officer Unit – This unit consists of three deputies entirely paid for by the township school districts. These deputies provide law enforcement protection, investigate criminal offenses on school grounds, and instruct the DARE program.

Weight Enforcement Unit – The patrol bureau includes a commercial vehicle weight enforcement unit with additional personnel of three deputies. The unit's function is to enforce the state laws regarding overloaded and oversized vehicles, and disposal of toxic wastes and trash dumping. This unit is funded entirely by the Solid Waste Authority and fines collected from the enforcement actions of this unit.

Legal Process Unit – This unit consists of two deputies. The unit processes and serves paperwork for felony and misdemeanor subpoenas, eviction notices, probate orders, court entries, domestic violence paperwork, stalking orders, temporary restraining orders and various petitions. The unit also assists with the verification of the addresses of registered sex offenders.

Special Deputy Unit – The special deputy program consists of 50 special deputy volunteers, all of whom are O.P.O.T.A. certified at their own expense. These volunteers usually perform approximately 10,000 hours of service annually, supplementing the patrol deputies.

Investigations Division

The Stark County Sheriff's Detective Bureau is responsible for the investigation of criminal activity throughout Stark County. The bureau's consists of a sergeant and three detective deputies. The detective bureau also has several special enforcement units attached. These units include a narcotics unit, domestic violence unit, child support enforcement unit, child sex crimes unit, property room unit, and weapons permit office.

Narcotics Unit – The narcotics unit, which consists of one sergeant and one deputy, is part of a larger, countywide narcotics task force. This unit is responsible for investigations into narcotics trafficking and sales. The unit is responsible for a vast amount of assets seized and placed into the Law Enforcement Trust Fund. These assets pay for the cost of the unit.

Domestic Violence Unit – This unit consists of two detective deputies who conduct follow-up investigations on all domestic violence and domestic disturbance calls handled by the patrol deputies. These two detectives are funded entirely by federal Violence Against Women Act grants.

Child Support Enforcement Unit – The detective bureau includes a child support enforcement unit with one detective deputy, paid for entirely by a grant from the Department of Job and Family Services. This unit is responsible for locating and arresting persons who are wanted for failure to pay their child support payments.

Child Sex Crimes Unit – This unit is staffed by one detective deputy, paid for entirely by a grant from the Department of Health and Human Services. This unit is responsible for investigating reports of child sexual abuse, registering sex offenders, maintaining a database used to locate sex offenders, and investigating complaints against registered offenders.

Property Room Unit – The property room falls under the responsibility of the detective bureau and is staffed by one civilian. It is responsible for the documentation, storage, chain of evidence, disposal and release of all property impounded by deputies.

Concealed Weapons Permit Office – One, part-time deputy maintains this office, processing applications for concealed weapons permits. This deputy is funded entirely from permit fees collected.

Noteworthy Funding or Savings Sources

- Contracts with three of the thirteen townships needing coverage to cover costs of law enforcement services
- Contracts with school districts for school resource officers
- Fines from commercial vehicle weight enforcement
- Fees for concealed carry permit and sex offender processing
- Aggressively pursues local, state, and federal grants with a professional grant writing service and lobbyist services. Receives grants from federal COPS and VAWA programs, from the Department of Health and Human Services, state grants from the Department of Job and Family Services, and a local grant from the Waste Management District
- Use of O.P.O.T.A.-certified, special deputy volunteers to supplement full-time staff
- In 2006, raised \$48,963 from the sale of unclaimed and forfeited property

SUMMIT COUNTY

Summit County is the fourth largest and fourth densely populated county in Ohio. The primary county of the Akron metropolitan area, Summit County has a total population of over 541,000 people, of which the U.S. Census Bureau classifies only 4 percent as rural. Almost 18 percent of the county's population lives in the county's ten unincorporated townships (Bath, Boston, Copley, Coventry, Green, Northfield Center, Richfield, Sangamore Hills, Springfield, and Twinsburg townships). These ten, unincorporated townships make up 40.9% of the county's land area. Five of these townships (Bath, Copley, Richfield, Sangamore Hills, and Springfield) have their own township law enforcement agencies. Four of the remaining five townships, the city of Green, the Akron-Canton Airport, and the Summit County Housing Authority have contracted with the Summit County Sheriff's Office for law enforcement protection. Summit County is most similar to Lucas County in terms of demographics.

Patrol Division

The Summit County Sheriff's Office operates a road patrol division with primary personnel of 12 supervisors and 53 patrol deputies. Working 12-hour shifts, the patrol bureau usually maintains eight patrol cars and one supervisor car on duty 24-hours a day. Although these units patrol county wide, providing law enforcement services to the unincorporated townships within the county (including those with their own township police departments), and assisting the other local, state, and federal law enforcement agencies operating within the county, their *primary* patrol assignment responsibilities are in Boston, Coventry, Green, Northfield Center, and Twinsburg townships. In 2010, the road patrol division handled 41,301 calls for service, or 5,162 calls per on-duty patrol car.

The patrol bureau is responsible for patrolling and enforcing the criminal and traffic laws of the State of Ohio. Patrol deputies answer calls for services and complete written reports on crimes. In many cases, they conduct the preliminary investigation on criminal activity. Patrol deputies respond to, and investigate traffic accidents. The patrol bureau also has several special units attached. These units include a community-policing unit, canine unit, weight enforcement unit, and special deputy unit.

Community Policing Unit – This unit consists of one sergeant and nine deputies, all paid for by township contracts and federal COPS grants. These deputies engage in organizing and implementing problem-oriented policing and community-oriented policing strategies in areas experiencing repeat problems of crime and disorder. Several also serve as DARE officers.

Canine Unit – The patrol bureau includes a canine unit with additional personnel of one sergeant, seven deputies, and seven dogs. The unit has responsibilities to track criminal suspects and lost persons, recover evidence, detect bombs, detect drugs, and assist the general patrol deputies with calls for service and criminal investigations. The canine units are also frequently called upon to assist local, county, state, and federal law enforcement agencies throughout the county. When not performing other duties, these deputies are frequently engaged in drug interdiction efforts.

Weight Enforcement Unit – The patrol bureau includes a commercial vehicle weight enforcement unit with additional personnel of one sergeant and one deputy. The unit's function is to enforce the state laws regarding overloaded and oversized vehicles. The fines collected from the enforcement actions of this unit partially fund its operation.

Special Deputy Unit – The special deputy program consists of 95 special deputy volunteers, all of whom are O.P.O.T.A. certified at their own expense. All of these reserve deputy volunteers must also complete an in-house training program as well (including 40 hours of work in the jail) before being permitted to patrol independently. Each special deputy must serve a minimum of two full shifts a month in order to remain in the program. These volunteers usually perform approximately 28,000 hours of service annually, supplementing the patrol deputies.

Investigations Division

The Summit County Sheriff's Detective Bureau is responsible for the investigation of criminal activity throughout Summit County. The bureau consists of a lieutenant, a sergeant, and ten detective deputies. The detective bureau also has several special enforcement units attached. These units include the computer investigations unit, property room unit, welfare fraud unit, sex offender registration unit, warrants unit, special investigations unit, and forensic services unit.

Computer Investigations Unit – This unit consists of one sergeant and two detective deputies with specialized training and experience in computer forensic investigations.

Property Room Unit – The property room falls under the responsibility of the detective bureau and is staffed by one deputy. It is responsible for the documentation, storage, chain of evidence, disposal and release of all property impounded by deputies. A computerized inventory system is utilized.

Welfare Fraud Unit – This unit consists of one detective deputy assigned to investigate welfare fraud cases. This unit is completely funded by an annual grant from the Department of Job and Family Services.

Sex Offender Registration & Notification (SORN) Unit – This unit, staffed by four detective deputies, is responsible for registering sex offenders, maintaining a database used to locate sex offenders, and investigating complaints against registered offenders.

Warrants Unit – The warrants unit operates under the detective bureau, with additional personnel of two deputies. Besides the responsible for attempting the execution of outstanding warrants, this unit also has the responsibility of traveling to other counties and states to extradite wanted fugitives.

Special Investigations Unit – This unit consists of two lieutenants. The unit is responsible for internal affairs investigations, employee background checks, and anti-terrorism investigations. This unit is partially funded by federal Homeland Security grants.

Forensic Services Unit – The forensic services unit is staffed by eighteen, specially trained deputies who are assigned throughout the department in various other roles (such as patrol deputy or corrections deputy), but are called in to assist with the collection and preservation of evidence at major crime scenes. These personnel only respond when they are in “off duty” status and are compensated through comp time off later. This organization of the unit is viewed as a financial savings and a morale booster for personnel throughout the organization.

Noteworthy Funding or Savings Sources

- Contracts with four of the five townships needing coverage (plus one village, the airport, and the housing authority) to cover costs of law enforcement services
- Fines from commercial vehicle weight enforcement
- Fees for concealed carry permit and sex offender processing
- Grants from federal COPS, VAWA, VCA and Homeland Security programs, and state Department of Job and Family Services
- Aggressively pursues grants with a professional grant-writing organization and lobbyist organizations
- Use of O.P.O.T.A.-certified, special deputy volunteers to supplement full-time staff for 28,000 hours annually (equivalent to 13 full-time deputies)
- Uses computerized inventory system in the evidence room
- Uses trained deputies, paid in comp time, serving as evidence technicians on their days off
- Development of online reporting of minor incidents and minor crimes not needing the response of a patrol deputy or detective
- In 2006, raised \$360,722 from the sale of unclaimed and forfeited property

RECOMMENDATIONS

Based on the information gathered and reviewed for this report, the following recommendations are made for the Lucas County Sheriff's Office.

Increase the number of road patrol deputies. The road patrol section of the Lucas County Sheriff's Office currently has six patrol sectors, but has difficulty maintaining enough patrol units on the road to cover them. Only by working 12-hour shifts, maximizing the accrual of compensation time, and using supervisors to handle calls, has the patrol division been able to staff all six patrol sectors most of the time. Lucas County deputies patrol more square mile area and more people per deputy than most of the other urban Ohio counties. Patrol deputy staffing should be increased to a level commensurate to the other urban counties – at least one patrol deputy on duty for every patrol sector at all times. This would require the addition of at least one more road patrol unit.

Mr. Miller's calculations in the body of the main document of his report suggested that, due to the current 12-hour shift assignment of road patrol deputies, adding one more patrol unit would require the equivalent of 4.5 full time employees (FTE) to keep staffed 24/7. This is actually lower than the law enforcement industry average of 6 FTE. The start-up costs to obtain and equip another patrol vehicle have already been made by the fact the county has several equipped vehicles being held in storage.

#1 Add one more full-time patrol unit on the road at a cost of 4.5 FTE.

Substantially increase the number of detectives. The Lucas County Sheriff's Office has one of the highest ratios of citizens to detectives of the urban counties in Ohio, in a county the highest violent crime rate. These detectives are further burdened by additional responsibilities beyond their investigative mission, such as maintaining the evidence and property room, registering and monitoring sex offenders, and serving as their own crime scene evidence technicians. When compared to the criminal investigative resources in these other urban counties, the detectives of Lucas County are significantly under-resourced. Excluding Cuyahoga County (which has no un-served unincorporated township area), the average population of un-served, unincorporated persons per investigator (deputies and supervisors combined) across the remaining urban counties is one investigator per 4,882 residents. Applied to Lucas County's 44,884 un-served township population, this would suggest the Lucas County Sheriff's Office would be on par with the other urban counties if staffed with 9 investigative personnel (as it had been just four years ago), rather than staffed with 5 investigative personnel.

It is recommended that the number of deputy-level detectives be at least doubled in order reach a ratio of investigators to population consistent with the other urban counties. This would require an increase of 3 FTE. In the meantime, while funding is sought for these positions, followed by the selection and training period for the new detectives, consideration should also be given to taking steps to relieve some of the non-investigative duties currently assigned to the sworn investigative personnel. For example, reassigning the sex offender registration and evidence

room responsibilities to civilian personnel, paid at a lower rate than experienced detectives, or to personnel temporarily assigned to light-duty tasks due to pregnancies or injuries.

#2 Add three more deputy-level detectives to the criminal investigations division at a cost of 3 FTE.

Aggressively pursue grant funding. In spite of the county's weaker financial status and higher crime rate (documenting its greater financial need), the Lucas County Sheriff's Office has had significantly less success than the other urban counties at securing grant funding to support operations and personnel. It is recommended that the Lucas County Sheriff's Office begin an aggressive campaign to secure grant funds at the federal, state, and local level to support its operations. It is recommended that the Sheriff's Office contract with a professional grant writer or service with a proven, high success record for securing funds for law enforcement organizations. It is recommended that consideration be given to contracting with a lobbyist firm to educate state and federal legislators about the needs of Lucas County and the Sheriff's Office. It is recommended that grants be pursued from criminal justice funding agencies, funding agencies not traditionally associated with criminal justice (examples: Department of Education or Department of Health and Human Services), and non-governmental funding sources, such as Mothers Against Drunk Driving (MADD).

The financial benefits of pursuing these grants is difficult to estimate, as the awarding of funds rests on both the nature of the grant proposal, and the political influence of the county with the grant awarding body. Two rough estimates, however, can be made. One is to average the number of full time employees funded across the other counties by each type of grant. The second estimate can be made by exploring the number of full time employees the Toledo Police Department has been able to fund through grants.

Across the counties examined for this report, the average number of FTE funded through a federal Violence Against Women Act (VAWA) grant was 1.33 in the form of victim advocates or detectives. The average number of FTE funded through Victims of Crime Act (VCA) grants was 1.0. The average number of number of FTE funded through Community Oriented Policing Services (COPS) was 7.33 in the form of patrol deputies assigned to specific neighborhoods. The average number of FTE funded through Homeland Security grants was 1.0 in the form of a detective deputy or helicopter pilot deputy. Counties receiving state grant monies from the Department of Job and Family Services funded an average of 1.0 FTE detective, as did counties receiving state grants from the Department of Health and Human Services. The two counties receiving grants from waste management authorities averaged funding for 2 FTE patrol deputies assigned to truck enforcement or detectives assigned to environmental crime investigations. The Butler County Sheriff's Office estimated that, on average, it receives over \$4,000 per employee in federal, state, and local grants each year.

According to the last three annual reports of the Toledo Police Department, and articles printed in *The Toledo Blade*, the Toledo Police Department has received millions of dollars in grant aid for its street enforcement and investigations divisions. Just some of the examples found included \$482,425 in 2008 from the Northern Ohio Violent Crime Consortium grant to pay for gang unit

personnel and additional targeted patrols in areas with high violent crime. Another example was the total award of \$3,720,000 in 2009 from two federal COPS grants to re-hire 60 officers who had been laid off. In 2012, the COPS office awarded a grant of \$1,875,000 to the Toledo Police Department to fund hiring 15 new officers over the next two years. Over the last four years, the Toledo Police Department has received VAWA grants annually to fund two domestic violence detectives. From Department of Justice grants, the Toledo Police receive an average of \$127,000 annually for officers to conduct the Gang Resistance Education and Training (GREAT) program in schools. When school is not in session, however, these two officers are assigned to street patrol to focus on gang activity. From 2007 through 2012, the Toledo Police have received between \$40,000 and \$70,000 annually from the National Highway Traffic Safety Administration through its Special Traffic Enforcement Program (STEP) to fund extra patrols in areas of high traffic accident activity. In 2012, they were awarded \$10,000 by the Ohio Department of Transportation (ODOT) for additional traffic patrols.

Even small law enforcement agencies in the Toledo Metro Area appear to have had great success pursuing federal, state, and local grants for extra personnel or patrol time. According to its annual reports, the Sylvania Police Department (with only 25 sworn personnel) fund 400 to 500 hours of additional patrol each year through state ODOT and federal STEP grants. Even the Lake Township Police Department in Wood County received a 2012 grant from the Ohio Department of Development for \$87,840 to simply study ways to improve their 911 dispatch center. While unable to place an exact dollar or FTE value on how much funding an aggressive pursuit of grants could provide the Lucas County Sheriff Department, these examples suggest it is worth pursuing.

#3 Investigate and pursue all possible grant funding opportunities at the federal, state, and local levels to assist with personnel and operating costs.

#4 Consider contracting with professional grant writing and lobbyist services in order to increase the likelihood of securing grant funding.

Seek to expand contracted services. Of the urban counties used for comparison, only two (Stark and Franklin) had a smaller percentage of townships that contracted with the Sheriff's Office for law enforcement services than Lucas County. Of those two counties, most of the townships in Franklin County not paying for the patrol services they receive also have many municipal law enforcement agencies within them, not requiring as much of a need for sheriff's patrols. In Summit County, however, 88% of the townships patrolled reimburse the sheriff's office, and 100% of the townships do so in Montgomery County. Some counties have also contracted with individual villages, school districts, housing authorities, waste management authorities, and airports. In educating township residents about the need for contracting for patrol services, these counties can serve as comparisons.

Efforts should also be made to target commercial sites within the townships that tend to draw the most calls for service, such as certain bars, hotels, stores, or marinas. Sharing information about these locations with the public may exert political pressure on these locations to consider contributing a proportional share to the township contract. Finally, consideration should be given

to expanding contract opportunities beyond simply townships. Contract options may be considered with school districts for school resource officers. Contract options may be considered with individual villages, such as Berkey or Neopolis, for example. Contract options may also be considered with individual subdivision homeowner associations, especially those with high-value homes that are near current crime hot spots.

Currently, Springfield and Monclova Townships each contract with the Lucas County Sheriff's Office for one patrol unit 24/7, and a portion of a detective and a supervisor. Each of these two townships pay around \$555,000 for these dedicated resources. In 2010, Monclova Township accounted for 10% of all calls for service to the Sheriff's Office, and in 2011, it increased to 12% of all calls for service. In dramatic contrast, Springfield Township, which has paid the same rate and had the same level of personnel assigned, accounted for 41% of calls for service in 2010, and 46% in 2011. Springfield Township also accounts for more than half of all crime related calls handled by the Sheriff's Office over the last four years, including homicides, attempted homicides, and barricaded gunman / hostage situations. Springfield Township clearly utilizes far more law enforcement resources than it pays for out of its contract. Springfield Township utilizes four times the law enforcement resources used by Monclova Township. It is recommended that this information be shared with residents and requests made to double the service contract with Springfield Township. Based on the 2011 contract, this would amount to \$1,109,614 annually for two dedicated patrol cars 24/7, half a detective, and half a supervisor. Even at this amount, Springfield Township residents would only be paying for half of the services they are currently receiving.

A review of crimes reported in *The Toledo Blade*, and handled by the Lucas County Sheriff's Office, between January 1, 2012 and June 30, 2012 revealed several geographic concentrations of crime calls in unincorporated Lucas County. The four most active of these regions were all located within Springfield Township. The region with the most reported crime activity was centered on McCord Road from Airport Road to the Sylvania Township line at Bancroft Street. This crime activity region spanned two blocks east and two blocks west of this strip of McCord Road. This region included shootings the Sheriff's Office handled in the last three years. While not the sources of the crime calls, this corridor includes a great many businesses, Springfield High School, Springfield Middle School, and Strawberry Acres Park.

The second most active crime region spanned two blocks north and south of Garden Road between Holland-Sylvania Road and Holloway Road. The area consists primarily of apartment complexes and residential subdivisions. This was also the location of a double-homicide and a barricaded hostage standoff in recent years. This region borders Holloway Elementary School, and is less than a mile from several subdivisions with high value homes, and a country club in Monclova Township. (In fact, the only concentrated region of reported crime detected in Monclova Township was the region north of Salisbury Road between I-475 and Holloway Road. This region forms the southern border of the Garden Road crime region in Springfield Township.)

The third most active region is a rectangle bordered by Airport Road to the South, Crissey Road to the east, Old State Line Road to the North, and Eber Road to the West. This region contains

residences, businesses, and Crissey Elementary School. It also borders a country club and several subdivisions with high value homes.

The fourth most active crime region is a corridor a block east and west of Holland-Sylvania Road from Garden Road to Angola Road. This region contains a YMCA, strip malls, hotels, and several apartment complexes, as well as a few subdivisions with high-value homes.

Efforts should be made to look beyond township entities for seeking contracts to support law enforcement services. As three of these crime regions contain or border schools in the Springfield Local School District, efforts should be made to secure support from the school district, or the residents directly, for extra patrols around these schools during peak crime times. The memberships of the country clubs and homeowner's associations effected by these high-crime zones could be approached for the development of contracts for extra patrols in these areas. Likewise, the businesses in these zones could be offered the opportunity to contract for extra patrols.

These efforts to negotiate contracts may be made easier if the Sheriff's Office emphasized a media-based, public education campaign to inform the residents of Springfield Township about the extent of crime in the township (compared to their neighboring townships), and the risks posed to those who live and work in these crime activity regions.

#5 Efforts should be made to expand the use of contracted services in order for township residents to pay proportionally with the degree of services their townships utilize.

#6 Contracts should be cultivated with business districts, school districts, and neighborhood homeowner's associations to contract for extra patrols in and around the highest crime-activity regions in the county.

Professionalize and make efficient use of the auxiliary deputy program. It is recommended that the Lucas County Sheriff's Office consider developing more formal organization and use of its volunteer deputies. At present, many of the auxiliary deputies lack the training and background qualifications that would allow them to operate independently as patrol deputies. It is strongly recommended that volunteer deputies be required to maintain the same standards of training and performance as the paid deputies. It is also recommended that these volunteer deputies be required to volunteer a minimum of two work shifts a month, scheduled in advance, covering a shift vacancy somewhere among the standard duty positions. This is the standard maintained by most of the other urban counties studied in this report.

At present, auxiliary deputies volunteer an average 6-to-7 hours a month, but many reap the benefits of the position by working many special security projects on the side for pay. They are allowed to compete with the full-time deputies to work these paid security jobs because of their auxiliary deputy status. In exchange for this benefit, auxiliary deputies should be expected to volunteer as often as volunteer deputies in the other urban counties in Ohio.

If the Lucas County Sheriff's Office continues to maintain a force of 70 auxiliary deputies, it is recommended that at least half should be required to have O.P.O.T.A., law enforcement officer, certification and volunteer an average of two, 12-hour shifts per month in a patrol deputy capacity. The remaining 35 auxiliary deputies could be maintained without O.P.O.T.A. certification and required to volunteer an average of two, 8-hour shifts per month assisting with large events or working in the jail. This would produce 10,080 volunteer hours of patrol deputy work (12hrs X 2 shifts X 12 months X 35 auxiliary deputies). Based on Mr. Miller's figures on average hours worked per patrol deputy, this many volunteer hours would be equivalent to almost 4 FTE. For special events and the jail, the remaining auxiliary deputies could create 6,720 volunteer hours (8hrs X 2 shifts X 12 months X 35 auxiliary deputies), or the equivalent of 3 FTE.

#7 The auxiliary deputy program should be professionalized so that all of the volunteer deputies meet the same training and background check standards as paid deputies. Fifty percent O.P.O.T.A.-certified auxiliary deputies should be set as a minimum goal.

#8 As is the case in many other urban sheriff offices, auxiliary deputies should be required to volunteer a minimum of two work shifts per month, scheduled in advance in order to fill paid staff vacancies or assist with large events.

#9 The auxiliary deputy program, with 70 auxiliary deputies, should be required to produce at least 13,440 volunteer hours annually through two, 8-hour shifts per month (the equivalent of at least 6.5 FTE).

Make use of internet auction sites to auction off property. Because several of the other counties realized hundreds of thousands of dollars in revenue each year from auctioning off unclaimed and forfeited property, it is recommended that Lucas County continue this practice, but elevate it to 21st Century standards by using Internet auction sites, such as eBay or Propertyroom.com to auction off this property more conveniently, and continuously throughout the year. Instead of paying for an auction venue, moving property to the venue location, guarding the property, providing personnel to run the auction and provide security, these costs and tasks could be greatly reduced by using an existing online auction service. Such a service would expand the potential bidders on property from regional to nation-wide or worldwide. Such a service would allow revenue from property auctions to stream in continuously, rather than once or twice a year. Such a service would reduce the overhead costs of operating a sheriff's auction. The extent of savings would depend on the online auction service contracted (as fees vary), the amount and type of unclaimed property available for sale, and the current cost of a traditional sheriff's auction.

#10 Utilize an online auction service to sell forfeited and unclaimed property to reduce the personnel, storage, and operations costs associated with traditional sheriff's auctions.

Consider developing specialized units that will fund themselves. Several of the counties studied utilized specialized units such as weight enforcement units, canine interdiction units, or

undercover narcotics units that raised funds through fines or the sale of forfeited property. It is recommended that consideration be given to developing such specialized units to assist the patrol and investigative divisions of the Sheriff's Office.

#11 Investigate the financial viability of developing enforcement units that could fund themselves through fines collected and property forfeited.

Consider employing tactics that will reduce demand for services. There are several successful strategies used by law enforcement agencies around the nation to reduce demand for police service and improve community safety. One such strategy involves charging a fee for false burglar and holdup alarms. A 2001 study by Rana Sampson, published by the Office of Community Oriented Policing Services, revealed that approximately 90% of alarm calls are false, and that 10% to 25% of all calls handled by the police are alarm calls. In 2011, Lucas County deputies were dispatched to 2,628 burglar alarm calls and 108 robbery alarm calls. If the national average applies in Lucas County, about 2,370 of these calls were false alarms. Law enforcement agencies that charge fees usually permit alarm users one free false alarm call before fees are charged. Typical fees range from \$100 to \$300 per false alarm call, depending on the agency. If only 50% of 2,370 false alarms were assessed a \$200 fee, this would generate \$474,000 in fees annually until the false alarm rate declined. Other research has gone on to demonstrate that implementing a fee schedule for responding to false alarms reduces alarm calls by more than 50%.

Sampson's report also details how the same strategy could be used to reduce false 911 hang-up calls. In 2011, Lucas County deputies were dispatched to 1,232 911 hang-up calls, of which only two (0.2%) resulted in an arrest or report. If a similar fee system were established for errant 911 calls, and only 50% of these calls were charged the \$200 false call fee, this would generate \$123,200 in fees. Based on these volumes of calls, imposing fees for responding to false calls would appear to raise a substantial amount of revenue in the short term, and substantially reduce the volume of dispatched calls over the long term.

#12 Implement a fee schedule for false burglar alarm and robbery alarm calls, and accidental 911 calls. Based on Lucas County's 2011 statistics, a \$200 fee assessed to only 50% of these false alarms and accidental calls could potentially generate over \$590,000 in fines in the first year, and potentially reduce the volume of false alarm calls by 50% over time.

Another strategy to reduce call volume, and officer fuel consumption, is the use of online reporting. A number of law enforcement agencies around the nation have created the option for citizens to file a police report online for minor property offenses and disturbances. While some citizens will still demand the satisfaction of meeting with an officer to file a report, many citizens may prefer to file their report online rather than have to wait around for a road patrol deputy to clear previous calls. Some citizens, who prefer that their contact with the police remain private, may prefer filing their report online and avoid having a deputy's marked patrol car parked in their driveway. Offering the **option** to file a report online, and communicating this option to the

public, may be another, 21st century solution to reducing officer call volume and increasing citizen satisfaction.

In 2011, Lucas County deputies handled 9,535 priority 3 or priority 4 calls, the two lowest priority categories the agency uses. If just 10% of these calls could have been handled with the filing of a report online, this would have resulted in a 3.4% reduction in calls for service handled by deputies. Calculating that an average call takes 20 minutes to handle, and another 20 minutes to write a report, a reduction of 964 calls would save over 642 hours of patrol deputy time annually (the equivalent of 2.5 auxiliary deputies volunteering two 12-hour shifts a month).

#13 Institute an online police report filing system where public citizens may file a report online for minor issues, freeing patrol deputies to handle other responsibilities.

Develop an idea-sharing partnership with similarly situated sheriff's offices. It is recommended that the Lucas County Sheriff's Office, and perhaps the Lucas County Board of Commissioners, consider developing an idea-sharing partnership with their counterparts in the urban Ohio counties that share similar characteristics with Lucas County. It appears that the counties most suited for this arrangement are Montgomery County, Stark County, and to a lesser extent, Summit County. All of these counties are operating under the same state law requirements and expectations as Lucas County, and none of them are bordering counties with interests within Lucas County. Therefore, they may be well suited for information sharing on financial and operational problems as they occur, collaboration on issues, and combined support when approaching state and federal officials with requests.

#14 Develop partnerships with similarly situated sheriff's offices for sharing operational and fiscal ideas.

APPENDIX E:

**CALCULATING
BUDGET IMPACT**

APPENDIX E: Calculating Budget Impact of Proposed Changes

I. Introduction¹

To get the best “apples to apples” comparison of current and previous practices to the proposed practices, it is best to analyze coverage hours delivered and proposed. When the number of hours to be added or subtracted is known, costs and savings may be calculated using the appropriate hourly rate for each classification.

II. Identify “Extra Hours” Worked

All of the hours worked by Sheriff’s personnel are provided by full time employees. When these employees work their scheduled shifts we consider those “regular” hours. When employees work *additional* hours and receive either overtime pay or comp time hours, we call these “extra” hours. Figure E-1 describes the number of extra hours worked by all Sheriff’s personnel in the past three years.

Figure E-1: Extra Hours Worked, All Sheriff’s Personnel. 2009 – 2011

Source: A. LCSO ANNUAL ATTENDANCE REPORTS(1) 4 22 2012

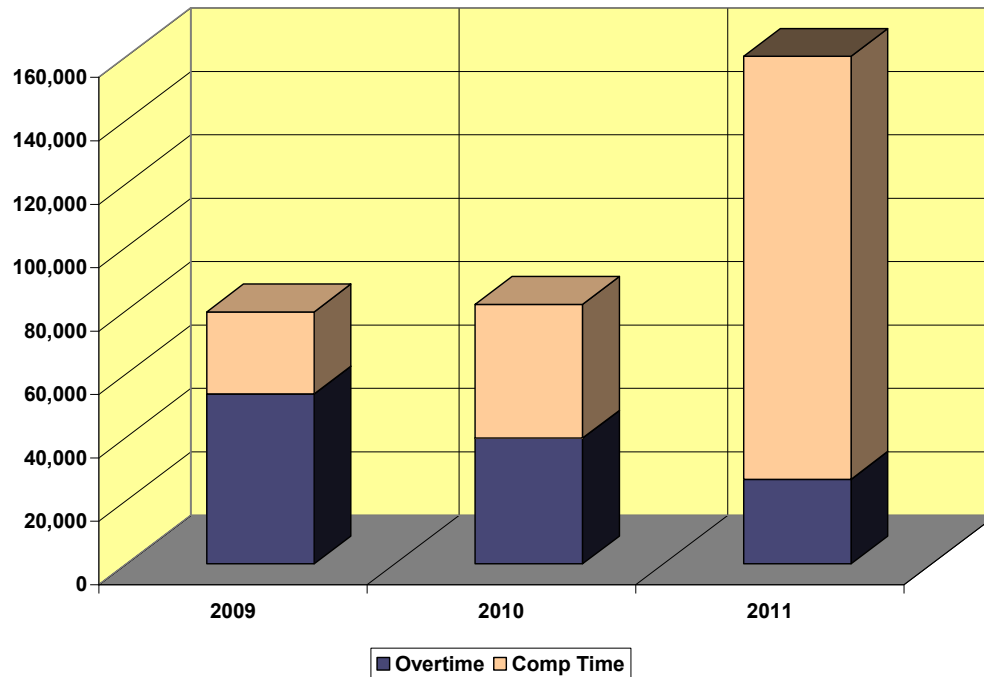
	Overtime	Comp Time	Total
2009	53,576	25,855	79,431
2010	39,599	42,230	81,829
2011	26,648	137,052	163,700

Figure E-2 illustrates the increase in extra hours.

¹ The source files that contain the data and analysis for this appendix have been assembled for review if requested. The file name is provided for each table or chart in this appendix.

Figure E-2: Sheriff's Office "Extra" Hours, 2009 – 2011.

Source: A. LCSO ANNUAL ATTENDANCE REPORTS(1) 4 22 2012



In 2011, the average Sheriff's employee worked 349 hours above their scheduled regular hours. Figure E-3 shows the total number of employees for each year, the net number of employees who worked any time, and the average hours worked.

Figure E-3: Average Extra Hours Worked per Employee, 2009 - 2011

	Total Sheriff's Employees	Net Employees Who Worked Any Extra Hours	Average Extra Hours Per Employee
2009	503	476	166.9
2010	515	466	175.6
2011	521	469	349.0

III. Total Hours Worked by Relieved Correctional Officers, 2011

In 2011, 12 relieved employees worked less than a full year, and 176 employees worked a full year. The 12 partial year employees worked the equivalent of nine full-year employees. For the purpose of this analysis, we used 185 as the number of full time employees (176 plus 9).

Relieved jail employees worked an average of 1,867 hours in 2011 but less in 2010 (1,694.) They worked at total of 345,303 hours in 2011 and slightly less in 2010 (343,822). Figure E-4 presents the findings.

Figure E-4: Total Hours Worked, Relieved Correctional Officers 2010-11

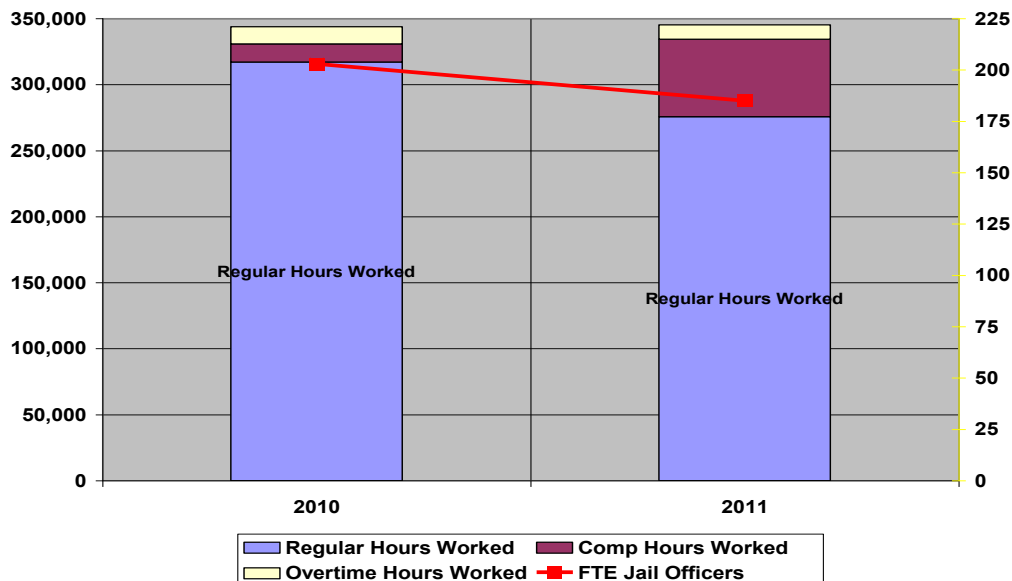
Sources: B. 2011 Reconstructed Total Work Hours JAIL
C. 2010 Reconstructed Hours Worked Jail

	2010	2011
Regular Hours Worked	317,050	275,629
Comp Hours Worked	13,759	58,865
Overtime Hours Worked	13,013	10,809
TOTAL HOURS WORKED	343,822	345,303
FTE Jail Officers	203	185
Aver Hours Worked/FTE	1,694	1,867

Correctional officers worked nearly 200 hours more in 2011 than in 2010. The total hours worked by correctional officers was nearly the same for the two years, but the number of FTE² officers who had to work the hours dropped from 203 to 185. Figure E-5 illustrates the reduction in FTE employees and the corresponding change in the number of extra hours worked in 2011.

Figure E-5: FTE Employees, Total Hours Worked. 2010-11

Source: See Figure E-2.



² FTE- Full Time Equivalent. The average number of hours worked by an employee during a given year. A full-time officer would work this number of hours; if the same number of hours were worked by many employees as overtime, their efforts would combine to be an FTE.

IV. Hours Worked Outside of Relieved Posts (“Details”).

In 2011 Jail personnel delivered approximately 26,700 hours³ of work on various “details” that occurred outside of scheduled posts. These included the following activities (alphabetical order):

- “Bugman” (exterminator)
- “Pink Slip” psychiatric, require restraints, and sometimes transports
- Baptisms
- CERT Activation
- CERT training
- Court diagnostic examinations
- Court testimony
- Elevators down
- Extraditions
- Federal inmates-- special privileges
- Fire drills
- Fire inspections
- Funeral Escorts
- Hospital supervision—two officers required 24/7 while inmate is hospitalized.
- Infirmary beds
- Jury duty if it occurs on a scheduled shift
- Major repairs
- Medical list, implemented weekly but vary by time and volume
- Outside inspections
- Phone maintenance
- Renovations
- Service of warrants/affect and arrest in the lobby
- Shakedowns, involves counts
- Special cases—wheelchairs, chronic illness
- Suicide attempts
- Weddings

Figure E-6 summarizes the net hours worked on relieved posts.

The net hours worked on relieved posts (318,603) represents the equivalent of 170.6 full time officers.⁴ If these officers were deployed 24 hours daily, seven days per week, there would be an average of 36.4 officers on duty at all times in the jail.

³ It was not possible to secure data to calculate the total hours for several reasons. The 26,700 estimate is based on estimates provided by correctional officials. Source: B. 2011 Reconstructed Total Work Hours JAIL [Details adj Jail]

⁴ FTE determined using the average of 1,876 hours actually worked per employee in 2011.

Figure E-6: Net Hours Worked on Relieved Posts

See preceding tables.

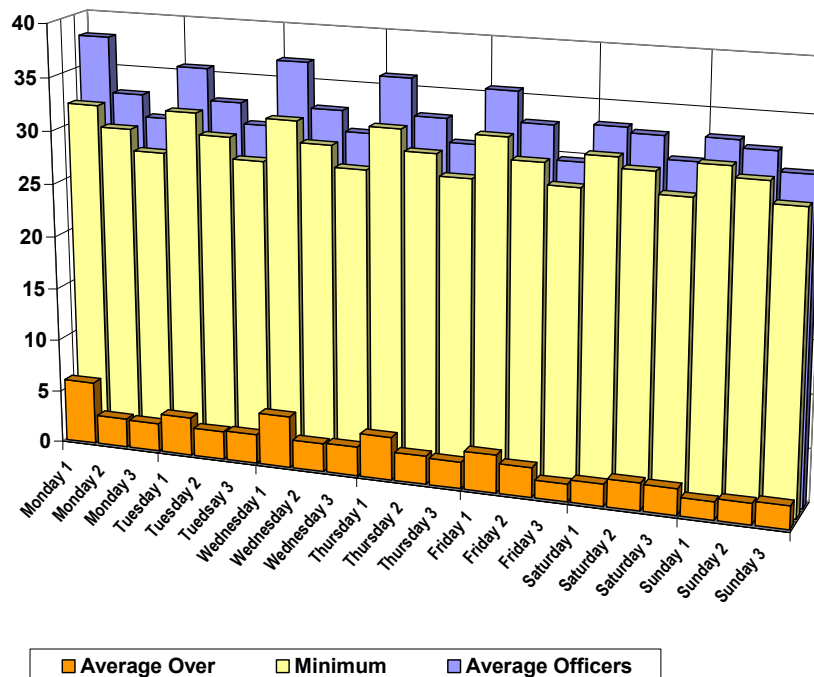
Total Worked	345,303
Details	26,700
Net Relieved Posts	318,603
FTEs relieved (at 1,876)	170.6
Aver 24/7 posts	36.4

V. Validating Hours Worked Estimates

The preceding methodology attempts to determine how many total hours were worked by correctional officers, using personnel information (total scheduled hours not worked, additional hours worked for overtime and comp time.) There is currently no precise method for identifying and assembling hours worked on relieved jail posts, or hours worked on details. The consultant will work with officials to set up protocols to capture this information in future years.

Actual jail shift reports were examined in an effort to validate the level of relieved posts that were worked. The shift reports supplied data that described the actual staffing of each shift. Figure E-7 compares the minimum staffing required by shift and day to the average staffing as recorded in the Shift Reports.

Figure E-7: Actual Staffing vs. Minimums, by Shift and Day of Week
2011, Jail. Source: I. Jail Info Sheets COMPLETED



The analysis of two months of shift reports found that average actual shift staffing was 11.3% higher than the minimums. The 11.3% figure, added to the minimum coverage levels, produced a total of 291,552 coverage hours for the year 2011. This figure is somewhat understated because the shift reports do not always accurately identify additional staff brought onto a shift after it starts.

The 291,552 hours estimated by the shift reports vary by only 8% from the more accurate figures derived from the personnel data. This is close enough to validate the calculations generated by the personnel data for the purposes of this study.

Note: Both methods of estimating total hours understate the actual practices. The shift reports do not accurately identify every hour worked on a shift. The personnel data does not include hours worked in the jail by persons who were not assigned to the unit.

The consultant believes that 318,603 hours is a reasonable estimate for our purposes.

VI. Comparing Proposed Jail Coverage to 2011 Historical Coverage

A. Jail

Until now, we have used the contractual minimums to express current coverage practices. The preceding analysis of actual coverage hours delivered in 2011 is more accurate. In 2011, the minimum coverage levels required 260, 491 hours for the year. This represented 82% of the actual coverage that was provided. This is consistent with the policies and practices that were in place in 2011.

Figure E-8 compares actual coverage in 2011 to proposed coverage levels, showing a 14.6% reduction in correctional officer hours. 11,680 of those hours are the result of closing the control rooms on four floors on the night shift.

Figure E-8: Proposed Coverage vs. Actual (2011)

Source: Coverage Plans Folder, Jail Coverage Revised

Proposed Annual Coverage Hours	271,936
Worked 2011 Relieved Posts	318,603
Net reduction Correctional Officers	46,667
Reduction of 2011 Actual	14.6%

It should be noted that the proposed coverage include staffing for housing unit 2N, which has been closed for several years.

B. Booking

Figure E-9 compares current and proposed staffing for relieved posts in the booking section.

Figure E-9: Current vs. Proposed Coverage, Booking

Source: Coverage Plans Folder, Booking Revised and Corrected 7 22

	Weekly Hours	Annual Hours
Proposed Deputy Sheriffs hours weekly	1,166.5	60,821
Minimum hrs per week no sergeant	1,164.0	60,691
Additional Annual Hours Proposed	2.5	130
Percent Increase	0.2%	0.2%

Although the proposed coverage plan provides additional coverage for peak times and days, it does not produce a significant increase in staffing needs because coverage hours were reduced on weekend days, when demands were much lower than scheduled hours.

C. Sergeants

Figure E-10 compares proposed coverage hours for sergeants to current practices.

Figure E-10: Current vs. Proposed Coverage, Sergeants

Source: Coverage Plans Folder, Sgts and Lts

	Weekly	Annually
Proposed Sgts	560	29,198
Current Sgts	240	12,514
Increase	320	16,684

The proposed coverage plan would more than double the hours delivered by sergeants. Current practices do not provide sufficient first-line supervision for the correctional officers who staff the jail. This inadequate supervision is evidenced by inconsistent practices and failure to consistently implement procedures and practices. Regaining affirmative and construction control of the jail requires more first line supervision, on a consistent basis (relieved).

D. Jail Lieutenants

Source: Coverage Plans Folder, Sgts and Lts

Just as more first line supervision is needed, more lieutenants must be consistently deployed to ensure that sergeants are effective in their duties, and to provide command for the entire facility. Figure E-11 compares proposed coverage hours for lieutenants to current practices.

Figure E-11: Current vs. Proposed Coverage, Lieutenants

	Weekly	Annually
Proposed Lts.	280	14,599
Current Lts.	168	8,760
Increase	112	5,840

The proposed coverage plan nearly doubles the hours to be deployed by lieutenants. This coverage is needed to ensure consistent operations and coordinated efforts on each shift.

E. Inmate Services

Figure E-12 compares proposed coverage hours for relieved Social Worker (SW) posts in Inmate Services. A significant increase is proposed to provide relief for personnel who are absent from their scheduled shifts. Current practices do not consistently provide relief, resulting in intermittent shortages within the unit.

Figure E-12: Current vs. Proposed Coverage, Inmate Services

Source: Coverage Plans Folder, Counsel, Case Classify Rev 7 23

	Weekly	Annually
Proposed SW	911	47,500
Current SW ⁵	660	34,428
Increase	252	13,072

F. Summary

Figure E-13 assembles the preceding findings, showing a net *decrease* of 10,967 hours for the relieved posts in the Corrections Division. No changes are proposed for the medical unit.

⁵ Based on 19 employees working an average of 1,812 hours annually.

Figure E-13: Summary of Findings- Coverage Hours

Source: H. Summary of Differences Rev 7 23

	Current Practices Weekly	Proposed per Week	Weekly Differ.	Annual Differ.	2011 Annual Hours Worked (non-detail)	Pro-posed Annual	Perc. Diff.	Employ. Classif.
Booking	1,170	1,167	3	130	60,691	60,821	0.2%	DS
Actual CO 2011	6,111	5,215	896	-46,693	318,603	271,910	-14.7%	CO
Corr Sgt	240	560	320	16,684	12,514	29,198	133.3%	Sgt
Corr Lt	168	280	112	5,840	8,760	14,599	66.7%	Lt.
Inmate Services	660	911	251	13,072	34,428	47,500	38.0%	SW
Medical	0	0	0	0	0	0	0.0%	Varied
Totals				-10,967	434,995	424,028	-2.5%	

While Figure E-13 suggests a net reduction in total relieved coverage hours, the actual reduction would be moderated as specific deployment schedules are created.

VIII. Budget Implications

It is possible that the proposed coverage plans for the Corrections Division could be implemented without additional staff costs.

The marked reduction in correctional officer hours will be partially offset by increases in Sergeants, Lieutenants and Inmate Services. The cost per hour for these employees is higher than the cost for correctional officers, further closing that gap between current costs and future costs.

Implementation of the coverage plans will require substantial training for officers, sergeants, lieutenants, and some of the Inmate Services staff. Much of this training may be provided "on post." Classroom training will require backfilling the posts of the trainees, adding hours to coverage needs during the transition period. These hours will also close the gap between reduced coverage hours and current levels. Because the proposed coverage plans will not require an increase in the correctional officer workforce, the county will avoid the cost of first-year training of new officers.

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Supplement: Excel files for all calculations have been provided to county officials.

Appendix F:

Jail Population Issues, Analysis and Recommendations: A Supplement to the Lucas County Sheriff's Office (LCSO) Corrections Division Staffing and Operational Analysis

By:

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Introduction

I served as a consultant, working collaboratively with Rod Miller, on the LCSO Corrections Division Staffing and Operational Analysis. I co-facilitated all corrections workgroups and participated in the core group meetings. On 3/1/12, 3/5/12, and 3/7/12 I conducted observations on all floors of the jail including booking. I spoke extensively with command and non-command staff during and after my observations in the jail. I reviewed the booking records from 2010 and 2011. A total of 36,186 unduplicated bookings¹ occurred during this period. I entered and analyzed the booking data using SPSS 14.0. In addition to the inclusion of my input and analysis in the full report, I was asked to write a brief supplemental report specifically addressing jail population and other operational issues. I am including some recommendations, not all of which are addressed in the full report.

Cleanliness and Maintenance

I observed a lack of cleanliness and the deteriorating conditions in the facility. Some of the areas were filthy. Lights were out in some areas. Many cell doors that did not lock. The elevators reportedly had regular malfunctions. There was a clear need for repainting the inmate housing floors and housing areas.

A dirty and deteriorating facility is a dangerous facility.

The new corrections administrator and command staff impressed me as committed to improve the cleanliness and maintenance of the jail. Representatives of the Lucas County Commissioners' Office expressed the intent to systematically address the problems with the elevators and cell doors.

RECOMMENDATION: Cleanliness and maintenance should be a priority. Strategies must be developed to keep the facility clean. This may involve a trusty program or other solutions. Personnel responsible for facility maintenance need to be accountable for provision of maintenance such as replacing lights. Painting the facility needs to be a priority. Most important, the problems with elevators and cell doors need to be addressed.

¹ Unduplicated bookings refer the number of bookings that occurred regardless of the number charges on the person being booked. If a person were booked on multiple charges, it would count as one booking. If the same person was booked two or more different times during a year each time the person was booked would count as a booking.

Crowding

At the time of my observations all housing units in the jail were at or over their capacity. The typical 12-person housing unit housed 19 inmates. Approximately seven inmates were housed in housing unit dayrooms. Crowding adversely affects security. Crowding puts staff and inmates at risk of harm.

The vast majority of inmates held in the jail are awaiting disposition of their criminal case, awaiting sentencing or awaiting transport to another institution. Reducing the time it takes for court case processing and institutional transfers will reduce the jail population. It is critical that court case processing and institutional transfer time be monitored and expedited. This will require monitoring by assigned staff in the jail as well as within the court. At one time there was a staff employed by Lucas County Common Pleas Court who served a liaison to the jail and monitored the courts processing of in custody cases.

RECOMMENDATIONS: At least one jail staff be dedicated to tracking inmates' court case processing and institutional transfers. Restore the position of Lucas County Common Pleas County Jail Liaison.

At the time of my observation one direct supervision dormitory housing unit (2 North) was closed. This was reportedly done to cut costs. The 2 North Unit could house over 40 inmates and, ironically, is the best housing environment in the facility. This unit allows for maximum observation of inmates with minimum staff.

A common theme among staff I spoke with was the need to reopen the 2 North housing unit to ease crowding. This unit had previously been used to house inmates participating in a Sober Living program. Some suggested it be returned to that use. The Corrections Working Group recommends reopening 2 North to house trustees (see main report).

RECOMMENDATION: Housing Unit 2 North be reopened and used for a special population of inmates.

Staffing

The main report body of the report provides in-depth information on staffing levels. The floor security staffing levels I observed were the same levels that existed when a typical floor's occupancy was 56 inmates rather than current levels of 80 to 90 inmates. At the time of my observations the counselor staffing level was less than it had been when a typical floor housed only 56 inmates. I saw no operational or staffing changes to address the increasing number of inmates. In the body of this report, operational changes and associated staffing levels are recommended to address the current population.

RECOMMENDATION: It is essential that staffing levels are adequate to ensure safety and security. See the recommendations in the full report regarding staffing.

Mental Health

Most staff I spoke with expressed concerns regarding the number and treatment of inmates suffering from mental illness. It was estimated that 8% to 16% of the jail's daily population suffer from a major mental illness. When inmates are manifesting symptoms of mental illness they present management problems and are at risk to themselves and others. Many inmates suffering from serious mental illness have co-occurring problems with substance abuse.

A psychiatrist is employed to provide psychiatric evaluation, prescribe, and monitor medications for inmates suffering from mental illness. The psychiatrist usually visits the jail twice a week and provides vital services; however, it was reported that one of the two weekly visits commonly occurs in the early morning hours, in the third shift. Officers' reported that many inmates called to see the psychiatrist, during the early morning hours (before 5:00 AM), do not attend. This may be the result of the inmate failing to wake-up, not hearing the call to get up or simply not wanting to see the psychiatrist. Whatever the real reason, an inmate who does not attend a scheduled psychiatric appointment it is shown as a "refusal." The call lists for the psychiatrist should be reviewed to identify the number of "refusals." The reasons for refusal should be researched through interviews with the officers calling the inmate, and, if possible, interviews with the inmate who "refused" to see the psychiatrist. Examining the number of refusals and researching the reasons for refusal is important. An inmate, who refuses psychiatric service on two occasions, may have their psychiatric services discontinued. Discontinuation of services can result in an inmate failing to receive needed psychotropic medication. The frequency with which inmates have psychiatric services discontinued needs to be examined.

Reportedly the psychiatrist also has a policy of withholding psychotropic medication for a given period of time if an inmate reports using alcohol or other drugs shortly before booking. The length of time psychotropic medication was withheld was expressed as a concern by many staff. This is another area in need of further research.

RECOMMENDATION: Research is needed to determine the following:

- **Number of inmates referred for psychiatric service and the reported nature of their problems.**
- **Number of referred inmates who are seen by the psychiatrist and receive services.**
- **Number of inmates who are referred but do not receive psychiatric evaluation or services.**
- **Reasons referred inmates are not seen or do not receive services.**

It is essential that psychiatric services be easily accessible and readily available to inmates suffering from serious mental health problems. Failure to provide such services puts staff and inmates at risk.

RECOMMENDATION: All jail staff be provided with training to increase their understanding of mental illness and improve their skills in dealing with mentally ill inmates.

RECOMMENDATION: It is also recommended that the feasibility of increasing services to inmates suffering from mental illness as well as substance abuse (dual diagnosis), be explored through resource reallocation and/ or grant funding.

The ideal is to reduce the number of people suffering from serious mental illness who are arrested and jailed. This can only be accomplished through increased community-based mental health services and policy changes in area of mental health.

RECOMMENDATION: Persons, representing the interest of criminal justice system and the persons with mental illness in that system, should become involved on state and local panels and boards that affect mental health services and policy.

Inmates Presenting Special Problems

In addition to the concerns regarding inmates suffering from mental illness, staff expressed concerns and a need to better address the below listed problems.

- Managing gang members in jail custody.
- Inmates' increasing potential for violence.
- Problems of managing adjudicated juveniles.
- Higher proportion of inmates who had abused alcohol and other drugs.
- Managing female inmates, who present special needs.

The full report addresses the need to provide radios and distress alarms to staff to reduce their risk of injury when dealing with volatile situations. The full report also proposes changes in policies, procedures and deployment that should ensure officer safety while contributing to the efficient and effective operation of the facility. The proposed staffing plan, with which I concur, does not reduce the total number of security staff and requires reallocating some of the existing staff to increase safety, security and consistency.

RECOMMENDATION: The issue of training is addressed in the main body of the report. There is a clear need for on-going training, particularly in areas identified as needs by the staff.

RECOMMENDATION: The feasibility of increasing services to female offenders and inmates with substance abuse problems needs to be explored. Implementing such services may be feasible through resource reallocation, grant funding and/or community collaborations.

Classification, Counseling and High Risk Inmate Management

I spoke with command and non-command staff in the Inmate Services Unit. I observed the inmate counseling and classification system. The current classification process starts with an interview in intake, shortly after an inmate is booked. Based on the recommendation of the counselor conducting the interview the inmate is assigned to the most appropriate available jail housing unit. If an inmate is suffering from serious mental health or medical problems, that inmate will be assigned to medical or a special needs unit. If no opening is available in a medical or a special needs unit a current resident of one of those units may be reclassified to general population to provide a space for the new inmate.

The counseling staff is responsible for classification. Classification decisions are made with the input of security and medical staff. An evidence-based² classification instrument was not in use at the time of the observation but is planned to be implemented along with a continuation of a face-to-face interviews.

A team of counselors are assigned to each housing floor. These counselors are critical to the current classification and reclassification process. The counselors assist inmates on their assigned floor with their problems and needs they present.

Currently counselors search and **deliver mail to inmates**, are involved in the **release of inmates' property**, observe **shakedowns** and log all confiscated property.

RECOMMENDATION: Mail, property and shakedown duties should be assigned to correctional officers, not counselors.

There is a team of counselors assigned to work closely with inmates who are identified as suicide risks. This team is called High Risk Inmate Management (HRIM). At the time of my observations over 100 inmates (25% of all inmates) were considered suicide risks. This was, in part, a product of the computer system which automatically reinstates a suicide risk on any newly-booked inmate who was considered a suicide risk during a prior stay.

RECOMMENDATION: The system of identifying which inmate is a suicide risk should be revised. Suicide risk should be assessed by a counselor, using an evidence-based instrument. This should reduce the number of inmates considered suicide risks. Allow all staff, particularly the HRIM team, to dedicate more time to inmates who are truly suicidal.

Counselors are on duty in the jail 24 hours a day/7 days per week to deal with classification, inmate problems and crisis. As earlier noted, the number of counselors has not increased with the number of inmates. The staffing level needed to cover all counseling posts is addressed in the main body of this report.

² Evidence-based indicates research validation and support.

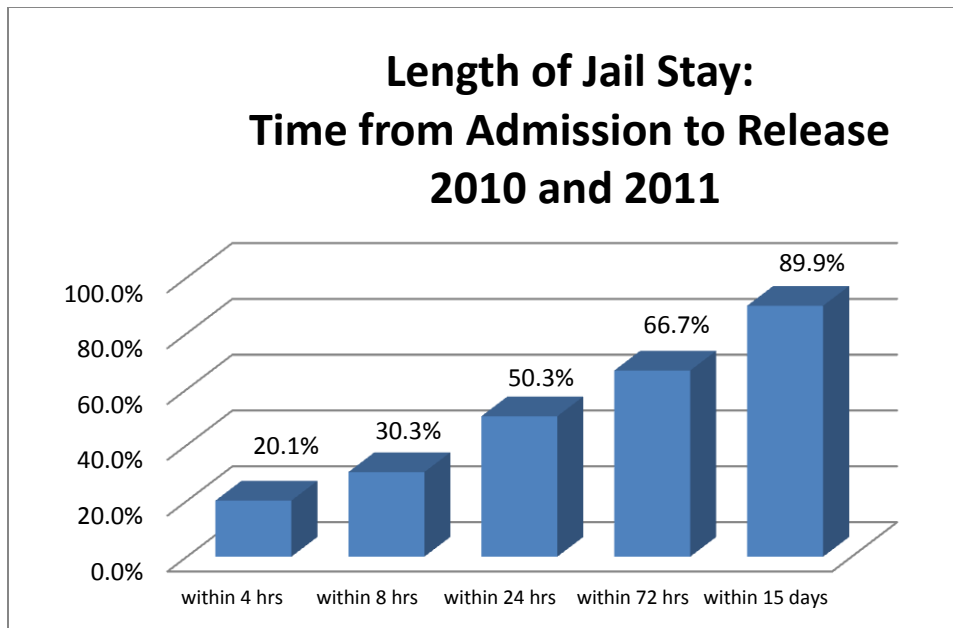
RECOMMENDATION: The counseling staff needs to be recognized and supported as a critical part of the overall jail staffing patterns. If financial cuts need to be made, those cuts should not be at the expense of the counseling staff. In my professional opinion, counseling and classification are critical to the safety of inmates and staff. Effective counseling and classification saves lives.

Length of Stay

I conducted an analysis of inmates' length of jail stays. The following are the key findings of that analysis.

- 20.1% of all persons booked in 2010 and 2011 were released within 4 hours of their booking.
- 30.3% of all persons booked in 2010 and 2011 were released within 8 hours of their booking.
 - 20.1% were released within 4 hours of their booking.
 - 10.2% were released within 4+ to 8 hours of their booking
- 50.3% of all persons booked in 2010 and 2011 were released within 24 hours of their booking.
 - 30.3% were released within 8 hours of their booking.
 - 20.0% were released within 8+ to 24 hours of their booking.
- 66.7% of all persons booked in 2010 and 2011 were released within 72 hours of their booking.
 - 30.3% were released within 8 hours of their booking.
 - 20.0% were released within 8+ to 24 hours of their booking.
 - 16.4% were released within 24+ to 72 hours of their booking.
- 89.9% of all persons booked in 2010 and 2011 were released within 15 days of their booking.

The chart on the following page illustrates the 2010 and 2011 length of stay data.



Length of Stay by Most Serious Charge

I also analyzed the most serious charge on which a person was booked by his or her length of stay using the 2010 and 2011 booking data. The following are findings of that analysis.

- Length of stay for persons with the most serious charge of a non-violent misdemeanor
 - 34.1% were released within 4 hours of their booking.
 - 51.0% were released within 8 hours of their booking.
 - 69.4% were released within 24 hours of their booking.
 - 82.1% were released within 72 hours of their booking
 - 95.6% were released within 45 days of their booking.
- Length of stay for persons with the most serious charge of a violent misdemeanor
 - 2.6% were released within 4 hours of their booking.
 - 5.9% were released within 8 hours of their booking.
 - 35.8% were released within 24 hours of their booking.
 - 65.4% were released within 72 hours of their booking
 - 95.0% were released within 45 days of their booking.
- Length of stay for persons with the most serious charge of a non-violent felony
 - 7.8% were released within 4 hours of their booking.
 - 10.3% were released within 8 hours of their booking.
 - 27.0% were released within 24 hours of their booking.
 - 43.7% were released within 72 hours of their booking
 - 77.0% were released within 45 days of their booking.

- Length of stay persons with the most serious charge of a violent felony
 - 3.8% were released within 4 hours of their booking.
 - 5.9% were released within 8 hours of their booking.
 - 12.1% were released within 24 hours of their booking.
 - 22.1% were released within 72 hours of their booking
 - 62.3% were released within 45 days of their booking.

Most Common Forms of Release

The following are the three most common forms of release and the percent of total releases made under each release type.

- FCO³ releases accounted for 25.7% of all the releases in 2010 and 2011.
- Posting bond accounted 19.7% of all the releases in 2010 and 2011.
- Release on one's own recognizance with monitoring accounted for 14.5% all the releases in 2010 and 2011.

Together these three release types accounted for 60% of all the releases.

Implication of Length of Stay and Release Data

Most (66.7%) of the persons booked at the Lucas County Corrections Center are released within 72 hours of their booking.

- Over 65% of the persons charged with misdemeanors are released within 72 hour of booking.
- Over 40% of the persons charged with non-violent felonies are also released with 72 hours of booking.

Currently persons are classified directly from intake (booking) to the most appropriated available placement in the jail, usually within 8 hours or less of their admission. This has resulted in crowding in all jail housing units. It has also resulted in rapid turnover on all of the housing floors in the jail.

The data indicates that **creating 72 hour holding units on a single floor in the jail would centralize most turnovers, reduce crowding in housing units on other floors, and reduce movement.** The recommendation for 72 hour holding units is an important component of the

³ The Lucas County Sheriff's Office is under a federal court order (FCO) that requires the release of anyone whose most serious charge is a non-violent misdemeanor.

main report. The 72 hour holding units will provide the opportunity for in-depth classification interviews before a person is assigned to a longer term housing unit⁴.

Concluding Comments

Working with Rod Miller has been a positive experience. I recognize and respect his expertise.

Working with members of the LCSO and the Lucas County officials involved in this process, has been a privilege. Command and line-staff in the LCSO Corrections Division clearly have the ability, energy, and enthusiasm to make constructive changes in operations of the jail. I am very optimistic regarding what the LCSO Corrections Division.

⁴ The in-depth classification interviews that will take place before moving an inmate to a longer term housing unit would be in addition to the classification assessment made in booking before placement in a 72 hour holding unit. Standardized evidence based classification instruments are recommend.

APPENDIX G:

**NET ANNUAL
WORK HOUR
CALCULATIONS
(NAWH)**

APPENDIX G: NET ANNUAL WORK HOURS- NAWH (Step 6)

In 2011, 502 persons worked for the Sheriff's Office for all or part of the year. These employees were absent with pay for 79,092 hours when they were sick, and for 55,456 hours when they were on vacation. Drafting an accurate budget request requires the analysis of such employment information. That is the focus of this step in the staffing analysis process.

An analysis of hourly costs for a "regular" hour compared to the cost of an overtime hour concluded that in some instances, the overtime cost will be lower, and at worst, the costs will be comparable. For the year 2011, the average jail officer cost \$59,703 (salary, retirement, workers compensation, health care, and allowances). The average officer delivered 1,460 hours on post in 2011 (NAWH), making the average cost per hour \$40.86. An average overtime hour in 2011 cost \$35.68 (base pay, 50% premium, retirement, FICA, workers comp). As long as jail officers have such a low NAWH, overtime hours will cost less than regular hours.

There are many reasons that keep an employee from reporting for a scheduled shift. Some of these reasons are for the benefit of the agency, such as receiving training, testifying in court, or receiving a medical examination. But the majority of the reasons are for the benefit of the employee, and most of these are defined in employment contracts of personnel policies. These include vacation time, sick time, family medical leave, military training or service, or leave of absence.

In some instances, employees are absent without pay. While this eases the burden on the budget, it does not ease the operational burden for the agency. When a scheduled employee fails to report for duty, the shift commander has to find a replacement. Whether the missing employee is being paid or not does not affect the impact on the operation of that shift.

This step in the process calculates the average number of hours an employee actually worked a scheduled shift "on the floor" during recent years. The product of these calculations-- "Net Annual Work Hours" (NAWH)—describes the average number of hours worked "on post" by classification of employee for a given year.

Relieved Posts and Positions

The information developed in this step of the process will be applied to *relieved*¹ posts and positions. It is not necessary to calculate NAWH for non-relieved positions, such as jail administrator or the training staff.

Baseline Calculations

The following information was provided by the Sheriff's personnel staff. A dataset was generated that listed every person who worked for any time during the years 2009, 2010

¹ Relieved posts must be filled, whether the scheduled employee reports for duty or not. When employees fail to report for a scheduled shift, other employees must be enlisted to fill all relieved posts on the shift.

or 2011. For each person, the total annual hours for the following activities were recorded:

- Sick/Funeral Hours
- Sick Hours
- Vacation Hours
- Military Hours
- Sick Bonus Hours
- Overtime Hours Paid
- Hours Docked
- Hours Suspended
- Hours Late Cards
- *Total Hours Taken*
- *Total Unpaid Hours (Docked, Suspended, Late Cards)*
- Comp Time Hours Worked
- Comp Time Hours Earned
- Comp Time Hours Taken

The dataset contained more than 500 employees for each of the years. Our analysis excluded persons who did not work a full year (those hired during the year or terminated during that year.) Figure G.1 describes the number of employees who worked a full year, by division and unit.

**Figure G.1: Number of Employees Who Worked a Full Year
2009, 2010 and 2011**

	2009	2010	2011	Difference 2009 - 2011
Administrative Services				
Common Pleas	12	10	9	-25.0%
Juvenile Just. Center	20	18	14	-30.0%
Municipal Court	20	20	19	-5.0%
Transport	10	8	4	-60.0%
Subtotal Ad. Serv.	62	56	46	-25.8%
Corrections				
Booking	51	49	47	-7.8%
Inmate Services	32	27	33	3.1%
Jail	214	186	157	-26.6%
Medical	14	11	11	-21.4%
Subtotal Corrections	311	273	248	-20.3%
Law Enforcement				
Communications	27	24	23	-14.8%
Detectives	9	6	5	-44.4%
Field Operations	33	29	32	-3.0%
Records	15	14	10	-33.3%
Subtotal Law Enforcement	84	73	70	-16.7%
TOTAL	457	402	364	-20.4%

Several classifications of employee were not included in this analysis for one of the following reasons:

1. There were too few employees with that classification to provide meaningful findings, or
2. None of the employees in that classification were assigned to relieved posts or positions

These included employees classified as:

- Civil Branch (not relieved)
- Administration (not relieved)
- Communications Services (only a few employees)
- Contract Services (two employees, not relieved)
- Maintenance (not relieved)
- Training (two employees, not relieved)

Comp Time and Overtime

Figure G.2 summarizes the average comp time and overtime for each division and unit for the last three years.

It is important to monitor the total hours that employees are working above their regularly scheduled hours. Whether the hours are worked as overtime for pay, or comp time for additional time off, employees must be dissuaded from working too many total hours, for reasons of health, performance and liability.

Most jail employees work a 4-2 schedule (four days on, two days off). In 2011 the average jail employee worked 5 days on and one day off. This high rate of extra hours is not healthy, and it also means that employees are often tired when they are at work, raising concerns about performance.

High levels of overtime are often a symptom of insufficient employees on the roster. When minimum staff levels have been established by contract, the total number of hours annually in a unit is fixed. The number of “net” hours that each employee will report for work on a scheduled day (regular hours) will only go so far.

The gap between total regular hours worked by employees, and the total hours that need to be worked, must be worked by employees for overtime or comp time. Until recently, the Sheriff’s Office had no part-time employees who could provide “relief” by filling vacant shifts and thereby easing the demand for comp time or overtime.² Many other sheriffs use part-time employees with success. If used, it is essential that part-time employees are: used sparingly, balanced with the number of full-time employees on a

² A small cadre of part-time employees is being created to work in the Toledo Municipal Court. The county has worked with the union to develop this option.

shift, qualified for their assigned duties, and properly training to implement policies and procedures for their assigned posts

Figure G.2: Comp Time/Overtime by Division & Unit, 2009 - 2011

	Common Pleas			Juv. Justice Center			Municipal Court			Transportation		
ADMIN SERVICES	2009	2010	2011	2009	2010	2011	2009	2010	2011	2009	2010	2011
<i>Beginning Balance Comp Time</i>		45.2	46.5		14.7	67.5		20.7	53.4		5.4	13.0
<i>Comp Hours Worked</i>	48.5	15.8	135.1	39.4	39.0	93.8	51.4	54.3	50.0	32.9	7.2	23.6
<i>Comp Hours Earned</i>	71.7	22.3	187.3	61.1	57.9	137.4	73.2	80.1	71.1	44.4	12.5	33.1
<i>Comp Hours Taken</i>	76.3	16.2	149.1	56.0	16.5	82.4	65.2	26.1	21.4	39.0	5.6	28.0
<i>Overtime Paid</i>	30.2	33.4	21.8	155.7	94.5	20.6	143.5	100.1	54.7	7.8	8.8	6.0
<i>Comp Hours Worked Plus OT</i>	78.7	49.1	157.0	195.1	133.5	114.3	194.8	154.4	104.7	40.6	15.9	29.6
	Booking			Inmate Services			Jail			Medical		
CORRECTIONS	2009	2010	2011	2009	2010	2011	2009	2010	2011	2009	2010	2011
<i>Beginning Balance Comp Time</i>		18.3	33.1		53.6	72.3		28.5	71.5		59.0	102.0
<i>Comp Hours Worked</i>	35.6	73.5	161.6	43.7	68.5	121.8	31.2	72.5	325.2	37.0	84.1	167.2
<i>Comp Hours Earned</i>	51.2	103.6	222.8	63.3	98.4	167.8	45.2	101.4	448.6	55.1	112.0	235.9
<i>Comp Hours Taken</i>	50.9	79.1	153.1	76.2	56.4	98.6	45.6	56.7	192.3	62.7	68.9	87.0
<i>Overtime Paid</i>	77.2	68.0	44.4	88.4	95.2	27.4	62.4	65.3	63.1	113.6	148.3	69.5
<i>Comp Hours Worked Plus OT</i>	112.9	141.5	206.0	132.2	163.7	149.2	93.5	137.8	388.4	150.5	232.3	236.7
	Communications			Detectives			Field Ops			Records		
LAW ENFORCEMENT	2009	2010	2011	2009	2010	2011	2009	2010	2011	2009	2010	2011
<i>Beginning Balance Comp Time</i>		46.5	96.3		40.8	85.8		35.8	56.3		84.0	87.9
<i>Comp Hours Worked</i>	51.2	115.1	174.0	53.0	23.0	103.6	30.7	61.5	136.5	24.5	51.5	99.5
<i>Comp Hours Earned</i>	71.8	162.2	242.9	79.1	34.5	155.4	45.2	90.2	197.2	36.8	76.1	143.2
<i>Comp Hours Taken</i>	82.6	112.8	155.8	65.4	0.0	0.0	41.0	40.2	79.6	35.1	62.7	65.0
<i>Overtime Paid</i>	191.8	188.0	61.3	416.6	177.0	161.3	305.7	187.2	108.6	125.7	98.1	32.4
<i>Comp Hours Worked Plus OT</i>	243.0	303.1	235.3	469.6	200.0	264.9	336.4	248.7	245.1	150.2	149.6	131.9

Average Hours Away from Scheduled Shifts

Using personnel records, it is possible to calculate the average number of hours that employees do not report for scheduled shifts during a year. Figure G.3 shows these averages by division and unit for the past three years. Two totals are shown: one without considering comp time taken during the year, the other including comp time.

Figure G.3: Average Hours Away from Scheduled Shifts, By Division and Unit. 2009 – 2011

	Common Pleas				Juv. Justice Center				Municipal Court				Transportation		
ADMINISTRATIVE SERVICES	2009	2010	2011		2009	2010	2011		2009	2010	2011		2009	2010	2011
<i>Funeral</i>	0.7	3.6	0.0		0.4	1.3	0.0		0.0	0.8	0.0		0.0	0.0	0.0
<i>Sick</i>	108.4	110.5	111.5		118.6	103.6	44.6		45.0	42.1	50.1		42.5	30.0	65.8
<i>Vac</i>	198.3	174.7	125.0		170.8	129.7	105.6		152.6	135.8	104.0		180.0	171.0	152.0
<i>Mil</i>	0.0	0.0	0.0		0.0	0.0	0.0		0.0	0.0	0.0		0.0	0.0	0.0
<i>Sick Bonus</i>	34.9	16.0	4.9		26.4	23.2	3.4		28.8	30.5	25.7		20.6	27.3	32.0
<i>Docked</i>	0.0	1.3	1.9		0.1	4.4	0.6		0.0	0.0	0.0		0.0	0.0	250.0
<i>Suspended</i>	0.0	0.0	0.9		2.0	0.0	0.0		0.0	0.0	0.4		0.0	0.0	0.0
<i>Late Card</i>	0.0	0.0	0.0		0.0	0.0	0.0		0.0	0.1	0.0		0.0	0.0	0.0
Subtotal	342.3	306.0	244.2		318.3	262.3	154.3		226.4	209.2	180.2		243.0	228.3	499.8
Comp Taken	76.3	16.2	149.1		56.0	16.5	82.4		65.2	26.1	21.4		39.0	5.6	28.0
Total including Comp Taken	418.6	322.2	393.4		374.3	278.8	236.7		291.6	235.3	201.6		282.0	234.0	527.8
	Booking				Inmate Services				Jail				Medical		
CORRECTIONS	2009	2010	2011		2009	2010	2011		2009	2010	2011		2009	2010	2011
<i>Funeral</i>	0.5	0.7	0.5		1.2	0.9	1.9		0.7	0.8	0.6		0.0	0.7	0.7
<i>Sick</i>	106.3	143.6	105.6		91.5	104.6	84.2		88.8	123.7	127.1		104.6	81.3	108.2
<i>Vac</i>	141.5	126.5	102.7		142.0	120.8	71.0		111.0	112.7	69.3		113.1	124.7	90.7
<i>Mil</i>	0.0	0.0	0.0		0.0	0.0	0.0		1.6	2.6	3.4		0.0	0.0	0.0
<i>Sick Bonus</i>	15.5	24.0	3.1		16.9	16.6	1.8		19.2	17.7	1.3		0.0	14.7	3.3
<i>Docked</i>	4.3	11.4	2.0		5.2	3.4	9.8		40.3	29.8	71.8		0.0	0.2	2.2
<i>Suspended</i>	0.6	1.6	1.4		0.0	3.0	0.5		6.5	8.0	15.1		-9.7	0.7	0.0
<i>Late Card</i>	0.0	0.0	0.0		0.0	0.0	0.0		0.4	0.3	0.4		0.0	0.0	0.0
Subtotal	268.7	307.8	215.3		256.7	249.2	169.2		268.6	295.5	288.8		208.1	222.3	205.0
Comp Taken	50.9	79.1	153.1		76.2	56.4	98.6		45.6	56.7	192.3		62.7	68.9	87.0
Total including Comp Taken	319.6	387.0	368.4		332.8	305.6	267.7		314.2	352.2	481.0		270.8	291.2	292.1
	Communications				Detectives				Field Ops				Records		
LAW ENFORCEMENT	2009	2010	2011		2009	2010	2011		2009	2010	2011		2009	2010	2011
<i>Funeral</i>	0.9	1.0	1.3		0.0	0.0	0.0		0.0	0.8	0.0		0.0	0.0	2.0
<i>Sick</i>	91.5	114.1	87.7		57.8	66.7	8.0		90.5	50.4	46.3		102.4	54.8	112.3
<i>Vac</i>	144.1	140.1	104.5		121.3	146.0	133.7		168.6	156.9	80.7		122.9	127.3	121.9
<i>Mil</i>	2.7	0.7	0.3		0.0	0.0	0.0		4.1	0.0	0.0		0.0	0.0	0.0
<i>Sick Bonus</i>	21.8	24.7	6.5		38.9	40.0	40.0		27.2	31.4	7.1		24.4	30.3	28.0
<i>Docked</i>	1.6	40.3	2.4		0.0	0.0	0.0		0.0	0.0	0.0		4.4	0.7	0.0
<i>Suspended</i>	15.7	0.0	0.0		0.0	0.0	0.0		0.2	0.0	2.8		3.2	0.0	25.6
<i>Late Card</i>	0.0	0.1	0.0		0.0	0.0	0.0		0.1	0.0	0.0		0.8	0.1	0.0
Subtotal	278.2	321.0	202.7		218.0	252.7	181.7		290.8	239.6	136.9		258.2	213.2	289.8
Comp Taken	82.6	112.8	155.8		65.4	0.0	0.0		41.0	40.2	79.6		35.1	62.7	65.0
Total incl. Comp Taken	360.8	433.9	358.5		283.4	252.7	181.7		331.8	279.9	216.5		293.3	275.8	354.7

Having identified the time away from scheduled shifts, the Net Annual Work Hours may be calculated by subtracting time away from the total scheduled hours per year. Within the Sheriff's Office, scheduled hours ranges from a high of 2,184 annual hours for employees on 12 hour shifts, to low of 1,941 hours for employees who are working an 8-hour shift 4 on/2 off. Figure G.4 presents the NAWH calculations for 2009, 2010 and 2011.

**Figure G.4: Net Annual Work Hours Calculations, 2009 – 2011
by Division and Unit**

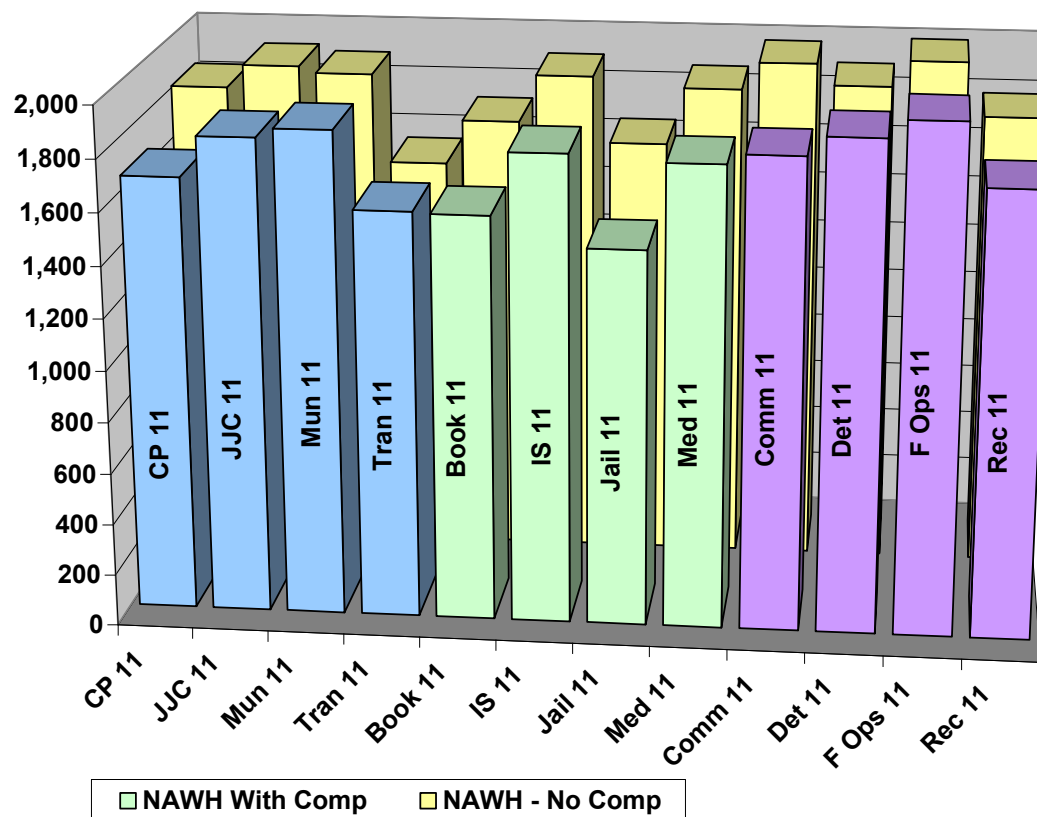
	CP	CP	CP	JJC	JJC	JJC	Municipal	Municipal	Municipal	Transport	Transport	Transport
	Yr 2009	Yr 2010	Yr 2011	Yr 2009	Yr 2010	Yr 2011	Yr 2009	Yr 2010	Yr 2011	Yr 2009	Yr 2010	Yr 2011
ADMIN SERVICES												
SCHEDULED HOURS	2,080	2,080	2,080	2,080	2,080	2,080	2,080	2,080	2,080	2,080	2,080	2,080
<i>Funeral</i>	0.7	3.6	0.0	0.4	1.3	0.0	0.0	0.8	0.0	0.0	0.0	0.0
<i>Sick</i>	108.4	110.5	111.5	118.6	103.6	44.6	45.0	42.1	50.1	42.5	30.0	65.8
<i>Vac</i>	198.3	174.7	125.0	170.8	129.7	105.6	152.6	135.8	104.0	180.0	171.0	152.0
<i>Mil</i>	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
<i>Sick Bonus</i>	34.9	16.0	4.9	26.4	23.2	3.4	28.8	30.5	25.7	20.6	27.3	32.0
<i>Docked</i>	0.0	1.3	1.9	0.1	4.4	0.6	0.0	0.0	0.0	0.0	0.0	250.0
<i>Suspended</i>	0.0	0.0	0.9	2.0	0.0	0.0	0.0	0.0	0.4	0.0	0.0	0.0
<i>Late Card</i>	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.0	0.0	0.0	0.0
Subtotal	342.3	306.0	244.2	318.3	262.3	154.3	226.4	209.2	180.2	243.0	228.3	499.8
Comp Taken	76.3	16.2	149.1	56.0	16.5	82.4	65.2	26.1	21.4	39.0	5.6	28.0
Total including Comp Taken	418.6	322.2	393.4	374.3	278.8	236.7	291.6	235.3	201.6	282.0	234.0	527.8
NAWH- No Comp	1,738	1,774	1,836	1,762	1,818	1,926	1,854	1,871	1,900	1,837	1,852	1,580
NAWH- W/Comp	1,661	1,758	1,687	1,706	1,801	1,843	1,788	1,845	1,878	1,798	1,846	1,552

	Book	Book	Book	Inmate Serv	Inmate Serv	Inmate Serv	Jail	Jail	Jail	Medical	Medical	Medical
	Yr 2009	Yr 2010	Yr 2011	Yr 2009	Yr 2010	Yr 2011	Yr 2009	Yr 2010	Yr 2011	Yr 2009	Yr 2010	Yr 2011
CORRECTIONS												
SCHEDULED HOURS	1,941	1,941	1,941	2,080	2,080	2,080	1,941	1,941	1,941	2,080	2,080	2,080
<i>Funeral</i>	0.5	0.7	0.5	1.2	0.9	1.9	0.7	0.8	0.6	0.0	0.7	0.7
<i>Sick</i>	106.3	143.6	105.6	91.5	104.6	84.2	88.8	123.7	127.1	104.6	81.3	108.2
<i>Vac</i>	141.5	126.5	102.7	142.0	120.8	71.0	111.0	112.7	69.3	113.1	124.7	90.7
<i>Mil</i>	0.0	0.0	0.0	0.0	0.0	0.0	1.6	2.6	3.4	0.0	0.0	0.0
<i>Sick Bonus</i>	15.5	24.0	3.1	16.9	16.6	1.8	19.2	17.7	1.3	0.0	14.7	3.3
<i>Docked</i>	4.3	11.4	2.0	5.2	3.4	9.8	40.3	29.8	71.8	0.0	0.2	2.2
<i>Suspended</i>	0.6	1.6	1.4	0.0	3.0	0.5	6.5	8.0	15.1	-9.7	0.7	0.0
<i>Late Card</i>	0.0	0.0	0.0	0.0	0.0	0.0	0.4	0.3	0.4	0.0	0.0	0.0
Subtotal	268.7	307.8	215.3	256.7	249.2	169.2	268.6	295.5	288.8	208.1	222.3	205.0
Comp Taken	50.9	79.1	153.1	76.2	56.4	98.6	45.6	56.7	192.3	62.7	68.9	87.0
Total including Comp Taken	319.6	387.0	368.4	332.8	305.6	267.7	314.2	352.2	481.0	270.8	291.2	292.1
NAWH- No Comp	1,672	1,633	1,726	1,823	1,831	1,911	1,672	1,645	1,652	1,872	1,858	1,875
NAWH- W/Comp	1,621	1,554	1,573	1,747	1,774	1,812	1,627	1,589	1,460	1,809	1,789	1,788

	Comm	Comm	Comm	Detectives	Detectives	Detectives	Field Ops	Field Ops	Field Ops	Records	Records	Records
	Yr 2009	Yr 2010	Yr 2011	Yr 2009	Yr 2010	Yr 2011	Yr 2009	Yr 2010	Yr 2011	Yr 2009	Yr 2010	Yr 2011
LAW ENFORCE.												
SCHEDULED HOURS	2,184	2,184	2,184	2,080	2,080	2,080	2,184	2,184	2,184	2,080	2,080	2,080
<i>Funeral</i>	0.9	1.0	1.3	0.0	0.0	0.0	0.0	0.8	0.0	0.0	0.0	2.0
<i>Sick</i>	91.5	114.1	87.7	57.8	66.7	8.0	90.5	50.4	46.3	102.4	54.8	112.3
<i>Vac</i>	144.1	140.1	104.5	121.3	146.0	133.7	168.6	156.9	80.7	122.9	127.3	121.9
<i>Mil</i>	2.7	0.7	0.3	0.0	0.0	0.0	4.1	0.0	0.0	0.0	0.0	0.0
<i>Sick Bonus</i>	21.8	24.7	6.5	38.9	40.0	40.0	27.2	31.4	7.1	24.4	30.3	28.0
<i>Docked</i>	1.6	40.3	2.4	0.0	0.0	0.0	0.0	0.0	0.0	4.4	0.7	0.0
<i>Suspended</i>	15.7	0.0	0.0	0.0	0.0	0.0	0.2	0.0	2.8	3.2	0.0	25.6
<i>Late Card</i>	0.0	0.1	0.0	0.0	0.0	0.0	0.1	0.0	0.0	0.8	0.1	0.0
Subtotal	278.2	321.0	202.7	218.0	252.7	181.7	290.8	239.6	136.9	258.2	213.2	289.8
Comp Taken	82.6	112.8	155.8	65.4	0.0	0.0	41.0	40.2	79.6	35.1	62.7	65.0
Total Incl. Comp Taken	360.8	433.9	358.5	283.4	252.7	181.7	331.8	279.9	216.5	293.3	275.8	354.7
NAWH- No Comp	1,906	1,863	1,981	1,862	1,827	1,898	1,893	1,944	2,047	1,822	1,867	1,790
NAWH- With Comp	1,823	1,750	1,825	1,797	1,827	1,898	1,852	1,904	1,967	1,787	1,804	1,725

NAWH values vary markedly by unit and in some instances by year. Figure G.5 illustrates the variation in NAWH by unit for the year 2011.

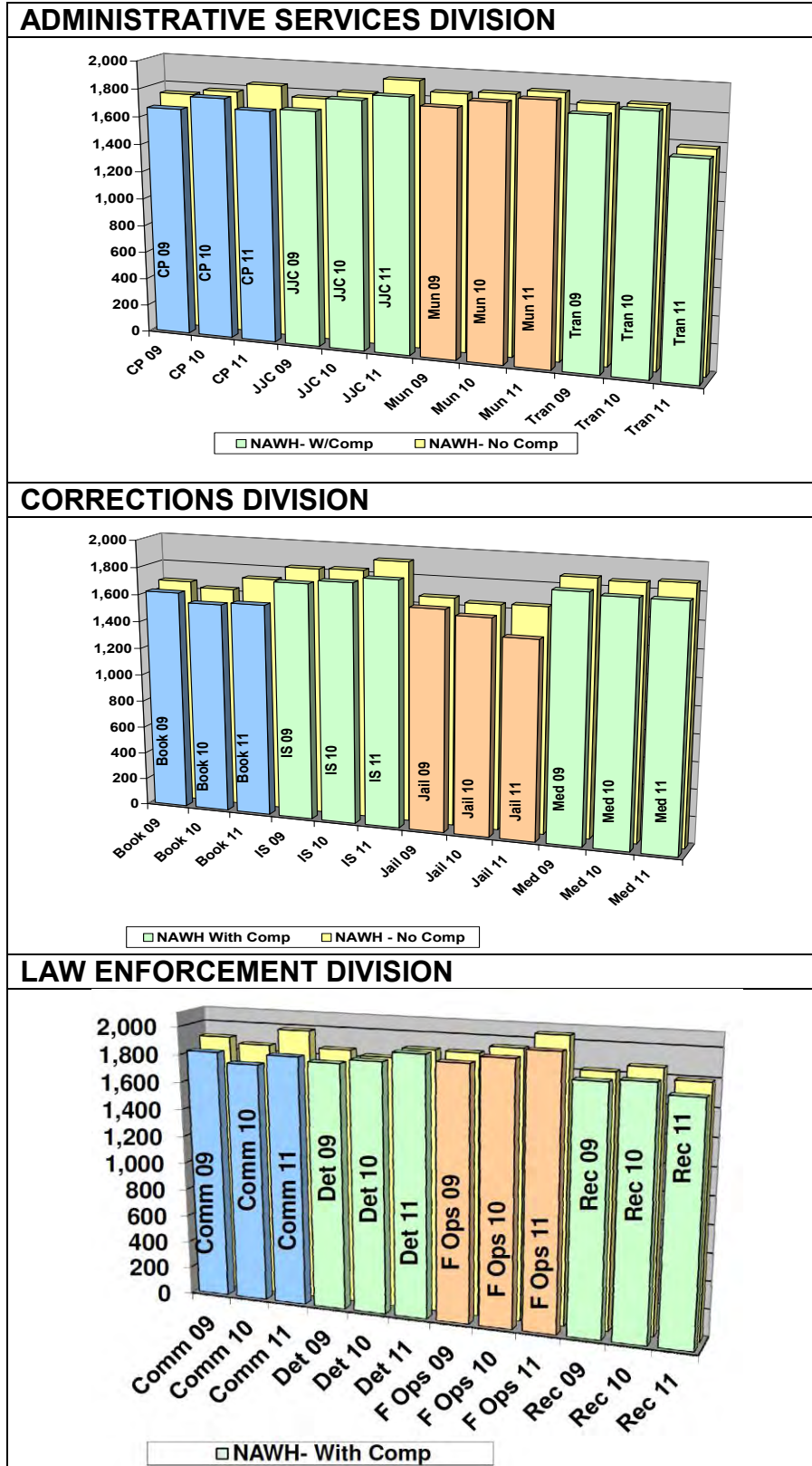
Figure G.5: NAWH by Unit, 2011



In 2011 the jail, with its 4/2 schedule, had the lowest NAWH (1,461 hours) while Field Ops, with its 12-hour shifts, had the highest (1,961). It should be noted that some of the scheduled hours worked by employees on 12-hour shifts are paid as overtime, which might raise budget concerns. But from the functional perspective on the floor (or road), a Field Ops deputy worked 506 more scheduled hours in 2011 than a jail officer (35% more hours).

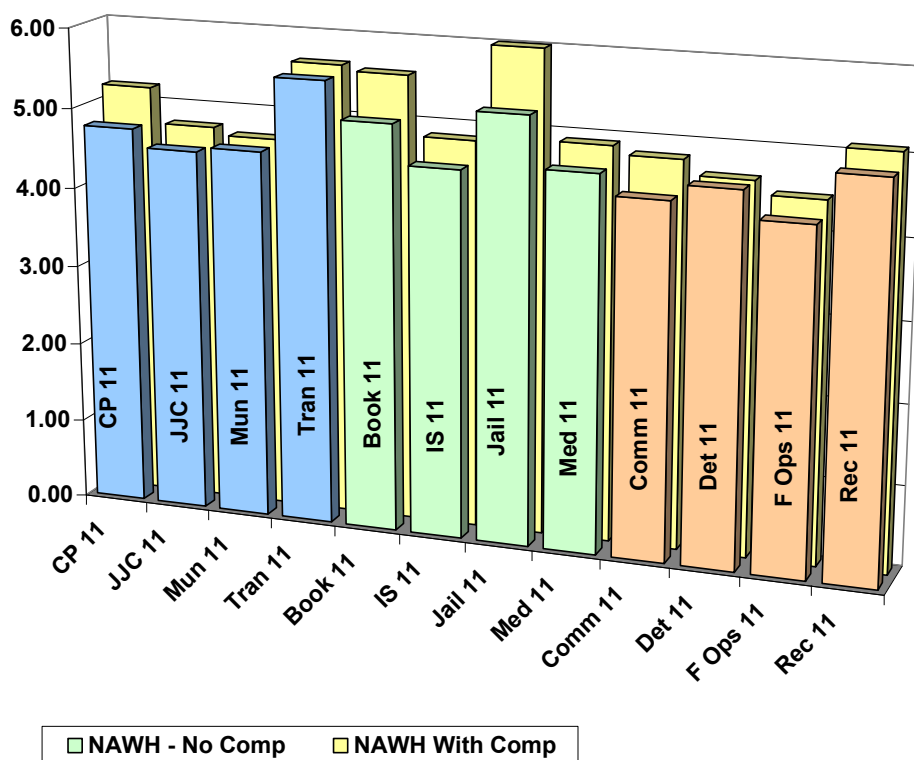
Put another way, 10 jail officers would deliver 14,610 hours in a year while field ops deputies would deliver 19,610. It would take 35% more jail officers to fill a 24/7 post than it would field ops deputies. This presents a “perfect storm” of sorts: the largest group of employees work the fewest hours per employee, in what is arguably the area of highest liability.

Figure G.6 illustrates the NAWH calculations by division and unit for 2009, 2010 and 2011.

Figure G.6: NAWH by Division, 2009 - 2011

It may be helpful to illustrate the impact of NAWH calculations in another way. Figure G.7 shows the number of full-time employees who would be needed to provide enough hours to staff a post 24 hours a day, 7 days a week.

Figure G.7 Number of Full-Time Employees Required to Fill One 24/7 Post, 2011



Why do NAWH vary so much? The variation in schedules is one of the major factors. Jail officers (on a 4-2 schedule) are scheduled for 243 fewer hours each year than are employees working the 12-hour shift schedule. Employee contracts influence NAWH in several ways by setting policies on accrual of time off, use of time off, managing sick time, and other conditions of employment. External factors such as military deployment may have a major impact in some years. Federal legislation, such as the Family Medical Leave Act (FMLA) influence employee absences. Comp time policies are a major factor in Lucas County, where employees may accrue large amounts of comp time. These, and other issues are identified and quantified in the NAWH calculations.

Is it possible to increase NAWH? Yes, by changing some of the factors described above: schedules and employee contracts. Some jurisdictions have had success with initiatives to reduce sick time abuse, producing increased NAWH. Now that the impact of NAWH has been identified, county officials should develop strategies to increase NAWH. As one county official suggested, NAWH findings for some units are “unsustainable.”

Estimating NAWH

The analysis that has been described in this section should be used to estimate NAWH by unit for upcoming budget years. This will be especially challenging in 2012 and 2013 because of the large amount of comp time that has been accrued in 2011.

A review of year-to-date personnel figures will provide some insights into the amount of comp time that is being taken, now that overtime is being paid again.

Figure G.8 presents data for all of the Sheriff's Office personnel for the first half of year 2012 (Column A). These values are multiplied by 2 to project totals for year 2012 (Column B). Column C presents comparable figures for year 2011 and Column D shows the percent that year 2012 is of year 2011 (C divided by B). The arrows in Column E show whether year 2012 was higher or lower than year 2011.

Figure G.8: Comparing Projected Year 2012 to Year 2011

	All Sheriff's Office Personnel	A. First Half of 2012	B. Projected Full Year 2012	C. Full Year 2011	D. Percent 2012 of 2011	E. 2012 More or Less?
1.1	Military Hrs Taken	688	1,376	1,024	134.4%	↑
1.2	Funeral Hrs Taken	55	110	274	40.0%	↓
1.3	Sick Hrs Taken	14,576	29,152	78,994	36.9%	↓
1.4	Vac Hrs Taken	30,462	60,924	55,457	109.9%	↑
1.5	Total Hrs Taken	89,016	178,031	204,338	87.1%	↓
2.1	Hrs Docked	7,657	15,314	13,876	110.4%	↑
2.2	Suspension	1,576	3,152	3,224	97.8%	↓
2.3	Late Cards	12	24	64	37.6%	↓
2.4	Total Hrs Unpaid	9,245	18,490	17,165	107.7%	↑
3.1	Comp Beginning Balance	100,832	100,832	30,667	328.8%	↑
3.2	Comp Hrs Worked	11,019	22,037	97,258	22.7%	↓
3.3	Comp Hrs Earned	15,293	30,586	136,720	22.4%	↓
3.4	Comp Hrs Taken	43,235	86,469	66,831	129.4%	↑
4	Total Hours Away from Scheduled Shifts (1.5+2.4+3.4)	61,265	122,529	123,794	99.0%	↓
5	Total Extra Hours Worked Over Scheduled Shifts (3.2+6)	41,481	82,961	152,714	54.3%	↓
6	Overtime Hrs paid	50,246	100,492	26,537	378.7%	↑

Figure G.8 suggests the relationship between Sick Time (1.3) and Comp Hours Worked (3.2). In 2011, when employees could not receive pay for overtime, sick time usage soared, at the same time that comp time usage increased.

If practices for the first half of 2012 continue without change:

- Total hours away from scheduled shifts will not vary markedly from 2011.
- Extra hours that employees work in addition to their regularly scheduled shifts will be down by nearly half.
- Overtime hours worked will be up by 228% while comp time hours worked will be down by nearly 80%.

These findings vary for by division, unit and classification of employee, as shown in Figure G.9.

Figure G.9: NAWH Calculations, 2009 – 2012*

	CP	CP	CP	CP		JJC	JJC	JJC	JJC		Muni	Muni	Muni	Muni		Trans.	Trans.	Trans.	Trans.
	Yr 2009	Yr 2010	Yr 2011	Yr 2012		Yr 2009	Yr 2010	Yr 2011	Yr 2012		Yr 2009	Yr 2010	Yr 2011	Yr 2012		Yr 2009	Yr 2010	Yr 2011	Yr 2012
ADMIN SERVICES																			
SCHEDULED HOURS	2,080	2,080	2,080	2,080		2,080	2,080	2,080	2,080		2,080	2,080	2,080	2,080		2,080	2,080	2,080	2,080
Total Vacation, Sick Time etc. Away From Shift	342.3	306.0	244.2	156.00		318.3	262.3	154.3	194.58		226.4	209.2	180.2	216.50		243.0	228.3	499.8	330.00
Comp Taken	76.3	16.2	149.1	168.90		56.0	16.5	82.4	77.45		65.2	26.1	21.4	52.38		39.0	5.6	28.0	79.50
Total Hours Away from including Comp Taken	418.6	322.2	393.4	324.9		374.3	278.8	236.7	272.0		291.6	235.3	201.6	241.50		282.0	234.0	527.8	409.5
NAWH- W/Comp	1,661	1,758	1,687	1,755		1,706	1,801	1,843	1,808		1,788	1,845	1,878	1,839		1,798	1,846	1,552	1,671
	Book	Book	Book	Book		Inmate Serv	Inmate Serv	Inmate Serv	Inmate Serv		Jail	Jail	Jail	Jail		Medical	Medical	Medical	Medical
CORRECTIONS																			
SCHEDULED HOURS	1,941	1,941	1,941	1,941		2,080	2,080	2,080	2,080		1,941	1,941	1,941	1,941		2,080	2,080	2,080	2,080
Total Vacation, Sick Time etc. Away From Shift	268.7	307.8	215.3	209.83		256.7	249.2	169.2	197.64		268.6	295.5	288.8	252.91		208.1	222.3	205.0	153.71
Comp Taken	50.9	79.1	153.1	201.30		76.2	56.4	98.6	172.38		45.6	56.7	192.3	284.49		62.7	68.9	87.0	105.45
Total Hours Away from including Comp Taken	319.6	387.0	368.4	411.1		332.8	305.6	267.7	370.0		314.2	352.2	481.0	537.4		270.8	291.2	292.1	178.71
NAWH- W/Comp	1,621	1,554	1,573	1,530		1,747	1,774	1,812	1,710		1,627	1,589	1,460	1,404		1,809	1,789	1,788	1,901
	Comm	Comm	Comm	Comm		Det.	Det.	Det.	Det.		Field Ops	Field Ops	Field Ops	Field Ops		Records	Records	Records	Records
LAW ENFORCE.																			
SCHEDULED HOURS	2,184	2,184	2,184	2,184		2,080	2,080	2,080	2,080		2,184	2,184	2,184	2,184		2,080	2,080	2,080	2,080
Total Vacation, Sick Time etc. Away From Shift	278.2	321.0	202.7	223.72		218.0	252.7	181.7	354.00		290.8	239.6	136.9	197.00		258.2	213.2	289.8	251.08
Comp Taken	82.6	112.8	155.8	212.07		65.4	0.0	0.0	0.00		41.0	40.2	79.6	154.16		35.1	62.7	65.0	111.23
Total Hours Away from including Comp Taken	360.8	433.9	358.5	435.8		283.4	252.7	181.7	354.00		331.8	279.9	216.5	351.2		293.3	275.8	354.7	362.31
NAWH with Comp	1,823	1,750	1,825	1,748		1,797	1,827	1,898	1,726		1,852	1,904	1,967	1,833		1,787	1,804	1,725	1,717.69

* January 1 through June 30, 2012 projected for a full year

Officials from the Office of Management and Budget (OMB) and the Sheriff's Office reviewed these findings and concluded that Year 2011 presented such unusual conditions that it *should not be used to estimate* NAWH for Year 2013. The policies that skewed NAWH in 2011 will not be repeated and therefore Year 2011 should be excluded from consideration.

Officials decided to examine two approaches:

- Use the 2012 NAWH figures
- Use the average of 2010 and 2012
- Exclude 2011 from calculations

Figure G.10 summarizes NAWH for the 3.5 year period and presents the average of years 2010 and 2012.

Figure G.10: NAWH by Unit, 2009 – 2012 (Half Year)

Net Annual Work Hours	Yr 2009	Yr 2010	Yr 2011	Yr 2012*	Average 2010 and 2012
ADMINISTRATIVE SERVICES					
Common Pleas	1,661	1,758	1,687	1,755	1,756
Juvenile Justice Center	1,706	1,801	1,843	1,808	1,805
Municipal Court	1,788	1,845	1,878	1,839	1,842
Transportation	1,798	1,846	1,552	1,671	1,758
CORRECTIONS					
Booking	1,621	1,554	1,573	1,530	1,542
Inmate Services	1,747	1,774	1,812	1,710	1,742
Jail	1,627	1,589	1,460	1,404	1,496
Medical Services	1,809	1,789	1,788	1,901	1,845
LAW ENFORCEMENT					
Communications	1,823	1,750	1,825	1,748	1,749
Detectives	1,797	1,827	1,898	1,726	1,777
Field Operations	1,852	1,904	1,967	1,833	1,868
Records	1,787	1,804	1,725	1,718	1,761

* January 1 through June 30, 2012 projected for a full year

Year 2012 NAWH should be recalculated at the end of the year, and the average of 2010 and 2012 should be adjusted as needed.

Adjusting for Training: Anticipated and Needed

The NAWH estimates that will be used for budget projections should be adjusted to reflect the impact of:

1. Anticipated training, including first year hires
2. Needed training that will require backfilling employees' posts when they are absent due to training

The first year training provided to newly hired personnel must be identified. For example, in 2011:

- 18 new jail officers were hired
- Each received 480 hours of pre-service training, for which they were paid
- Total 2011 first year training hours for Year 2011 were 8,640

In 2011, 157 officers worked a full year in the jail. The average officer was away from his/her post for initial training for 55 hours (8,640 hours of training divided by 157 officers.)

NAWH is an important budgeting tool. For each upcoming budget year, the number of expected new hires should be estimated and the average hours per officer should be subtracted from the projected NAWH.

Needed training should be identified going in to each budget year. To the extent that the training requires an employee to be trained off post during a scheduled work day, these hours should be estimated. The estimated off-post training hours should be averaged for each employee in the unit, and subtracted from the projected NAWH for the year.

In recent years, the amount of training provided to Sheriff's Office employees after they are initially hired has been inadequate. Efforts have been made to provide on-post training, and recently employees have volunteered their time to attend training. Innovative training approaches should be explored to reduce time away from post, but there will always be a need for classroom training that will take employees from their scheduled posts.

A training plan should be developed as part of the budgeting process. The relieved hours of training for each division and unit should be identified. These estimates should be average for the employees in the unit and subtracted from the projected NAWH for the coming year.

The NAWH methodology makes it very easy to budget for relieved training programs. The director of a major urban jail system decided to increase training for every employee by 20 hours annually. To ensure the budget provided funds for relieving these

employees, the director simply subtracted another 20 hours from the projected NAWH for each employee.

Managing NAWH

When NAWH declines, staffing costs increase. Officials should analyze NAWH annually, identify the factors that are driving NAWH down, and develop strategies to increase NAWH consistent with local policies and values.