

Staffing Requirements Analysis of the Jail Division

ADAMS COUNTY, COLORADO



March, 2015

TABLE OF CONTENTS

1.	INTRODUCTION AND EXECUTIVE SUMMARY	3
2.	PROFILE OF THE ADAMS COUNTY JAIL DIVISION	9
3.	RESULTS OF THE EMPLOYEE SURVEY	23
4.	ANALYSIS OF JAIL SECURITY STAFFING	41
5.	ANALYSIS OF JAIL SUPPORT SERVICES STAFFING	74
6.	ANALYSIS OF TECHNICAL SERVICES STAFFING	85
7.	ADMINISTRATION ANALYSIS	101
8.	COURT SECURITY ANALYSIS	104
	APPENDIX	108

1. INTRODUCTION AND EXECUTIVE SUMMARY

This document is the Staffing Requirement Analysis of the Adams County Jail Division. This first chapter provides an introduction and an executive summary, concluding with the list of recommendations made throughout this report.

1. INTRODUCTION

The Matrix Consulting Group was hired by Adams County to conduct a comprehensive review of staffing and related operational characteristics within the Adams County Jail Division. This report provides our evaluation, analysis, findings conclusions and recommendations. The report focuses on a wide range of issues including staffing needs, staffing level drivers, costs, and other important issues. To develop this analysis the project team conducted an extensive number of internal and stakeholder interviews, collected detailed data, performed an employee survey, and remained in regular contact with the project coordinators in an effort to develop a comprehensive understanding of Jail Division operations. These efforts included

- Interviews with County management staff, political leadership, and the incoming and outgoing Sheriff to understand key background issues that frame this study and scope of work.
- Interviews with managerial, supervisory, and line staff of the Jail Division.
- Tour of the jail facility.
- Collection and review of data from a wide range of sources.
- Review of key documents including program budgets, operating policies, staffing practices and other germane documents.

The following section provides an Executive Summary which is a primer for reading this report in both a cursory or detailed fashion.

2. EXECUTIVE SUMMARY

To summarize the details of a complex report in a few pages does not do justice to the important findings, conclusions, and recommendations contained herein. There are far too many topics to summarize succinctly. However, this report is formatted in a manner that allows for a comparatively rapid review as discussed below. The report is developed in several chapters plus an appendix. These chapters include:

- This Introduction and Executive Summary Chapter.
- A Descriptive Profile.
- Results of the Employee Survey.
- Security Section Staffing Analysis.
- Support Services Staffing Analysis.
- Tech Services Staffing Analysis
- Administration Services Staffing Analysis
- Court Security Staffing Analysis

The report is developed along four key concepts that allow for a core understanding of the contents by focusing on four reporting and formatting approaches. These are:

- 1. BOLDDED, CAPITALIZED, AND NUMBERED SECTION HEADERS PROVIDING AN OVERVIEW OF CONTENTS WHICH FOLLOWS.**
- (1) Bolded and Numbered Sub-Headers Which Provide Information on Key Topics of Interest.**

KEY FINDINGS & CONCLUSIONS:

- Gray-boxed summaries at the end of key chapters summarizing:
- Key Findings in one box and,
- Key Conclusions in a separate box.

Recommendation: Recommendations are found at the conclusion of many chapters.

By reading only the four areas as noted above, a reasonable understanding of this report's contents can be gleaned in approximately 40 minutes. Furthermore, the report is developed in a fashion that allows the reader to delve deeper into topics or sub-sections of greater interest. While we encourage review of the entire report, we understand this is not practical for a large portion of the potential readership.

3. LIST OF RECOMMENDATIONS IN THE ORDER PRESENTED IN THE REPORT.

The following exhibit provides a list of the recommendations in this report. The chapters within this report should be reviewed for a detailed discussion and analysis of each issue and the background behind each recommendation. The appendix provides a table summarizing the total estimated annual cost/savings associated with the recommendations.

Recommendation #1 Establish Jail Division minimum staffing levels for Security Services at 152 Deputy/Detention Specialist personnel. Staffing should never fall below this baseline.

Recommendation #2 Re-align internal security staffing reducing deputy staffing levels and increasing detention specialist staffing levels to an authorized staffing level of 45 Detention Specialists and 107 Deputies for a total authorized security personnel of 152 in the Jail Division. This would result in an estimated \$289K annually in savings compared to present operations.

Recommendation #3 Strongly consider a new enhanced fixed-post staffing plan of 31.0 fixed-post positions requiring an authorized staffing level of 45 Detention Specialists and 110 Deputies for a total authorized security personnel of 155 in the Jail Division. This would result in an estimated \$49K annually in savings compared to present operations.

Recommendation #4 If staffing re-alignment is adopted hire additional detention specialist positions and rotate re-assigned deputies to other Sheriff Department positions (pending any staffing needs assessment for these other Divisions). Any staffing transition plan that would result in overall reduced Sheriff job classifications types should be accomplished through attrition.

Recommendation #5 Consider increasing the municipal inmate cap from the present 65 inmates to 75-80 inmates daily. Caps should continue to be revised or removed dependent upon changes in inmate population.

Recommendation #6 Maintain the existing 12-hour shift program for Jail Division security personnel.

Recommendation #7 Closely monitor use of overtime with recommended caps—based on health/safety risks—of no more than 12 hours overtime per person per week and no more than 416 hours per person per year.

Recommendation #8 Transition from a pager-based mandatory overtime model to a voluntary overtime model in the context of recommended security staffing levels.

Recommendation #9 Reinstitute inmate grievance tracking and resolution tracking as this effort is considered a best-practice.

Recommendation #10 Continue the use of certified Deputy positions in the Jail Division instead of considering the use of non-certified Correction Officer positions.

Recommendation #11 Add one (1) Court Services Specialist to Classifications, bringing total staffing to four (4) positions. Estimated cost is \$53K/yr in salary and benefits at an entry-level position.

Recommendation #12 Add one (1) Court Services Specialist to the Work Release Unit, and assign the Specialist working both Work Release and Inmate Work full-time to the latter. Estimated cost is \$53K/yr in salary and benefits at an entry-level position.

Recommendation #13 Conduct an information technology feasibility study for the Pre-trial Supervised Release Unit to determine if additional hardware/software can be utilized to enhance staff efficiency.

Recommendation #14 Periodically monitor the average task completion time at the various stages of the booking process in order to more accurately evaluate the staff needed to handle workload.

Recommendation #15 Reclassify ten (10) Records Technician positions as Booking Technicians. Transfer the reclassified positions to the Booking section, where they will report directly to the Booking Sergeant. In order to minimize the impact that this has on the high vacancy rate currently experienced by the Records Unit, these steps may be completed incrementally over a number of months. No change in salary/benefit package.

Recommendation #16 Contingent upon the reductions being made to the number of deputies assigned to the Booking section (discussed later in this chapter), increase the number of Records Technicians by four (4). After six months, evaluate whether these positions should remain within the Records Technician area, or whether they should be reclassified as Booking Technicians instead based on an analysis of workload demands in each unit. Estimated cost is \$177K/yr in salary and benefits at an entry-level position.

Recommendation #17 Hire a Case Manager position in the Inmate Programs section to provide direct inmate reentry counseling, lead a professional skills group, and the development of an outline the programmatic direction of the unit moving forward. Estimated cost is \$56K/yr in salary and benefits at an entry-level position.

Recommendation #18 Transition most administrative and information management duties within the processes of booking and releasing inmates to the Records Technicians/Booking Technicians, reducing the scope of primary responsibilities for Booking deputies.

Recommendation #19 Decrease the number of deputies assigned to the Booking section by five (5). This should be completed in stages over a period of several months in order to minimize any disruptions to booking and release processes. This would result in an estimated \$400K annually in savings compared to present operations.

Recommendation #20 Contingent upon the implementation of recommendations relating to Booking Deputy staffing levels, as well as the transfer and reclassification of Records Technicians into the Booking section, the number of Sergeant positions allocated to the unit should be increased by one. Estimated cost is \$111K/yr in salary and benefits for this position.

Recommendation #21 The Transport Unit should compile monthly statistics using the daily transport logs showing the total number of deputy hours used for each transport category, as well as the total overall number of trips made during the time period.

Recommendation #22 Reduce the number of deputies allocated to the Transport Unit by two (2), resulting in a net remaining total of eight (8) Deputies. This would result in an estimated \$160K annually in savings compared to present operations.

Recommendation #23 Transfer the supervision and management of the two Detectives assigned to the Jail Division to the Detectives Division. Fiscal control of the unit, as well as the location of the Detectives' offices, should remain within the Jail Division.

Recommendation #24 Within Court Security, corresponding to the conversion of the Control fixed-post positions from being staffed by deputies to detention specialists, reduce the number of deputies assigned to the unit by two (2) and increase Detention Specialist positions by two (2). This would result in an estimated \$34K annually in savings compared to present operations.

Recommendation #25 Within Court Security, cross-train Detention Specialists in the Control Post role, in order to achieve a level of proficiency that allows them to perform the role as needed.

2. PROFILE OF THE ADAMS COUNTY JAIL DIVISION

This descriptive profile chapter of the Adams County Jail Division's Staffing Requirement Analysis provides information regarding the current organization and operations of the Jail Division using information collected during the December-February 2015 timeframe. The information contained in this profile was developed through interviews of the Adams County Sheriff's Office (ACSO) management, supervision and line personnel, collection and review of documents that Division staff helped obtain, and other information provided to the project team. The profile provides an overview of the organization's staffing, job responsibilities, functions and statistical information about key Division functions. This profile is organized as follows:

- Overview of the Detention Facility
- Overview of the Court Facility
- Jail Division Organization
- Overview of Jail Division Staff Assignments by Function

The first section, which follows, provides a brief introduction and basic overview of the Adams County Detention Facility.

1. OVERVIEW OF THE ADAMS DETENTION FACILITY.

The Adams County Detention Facility (Jail Division) in Brighton, Adams County, Colorado, is a 423,000 square foot maximum security facility. Because the inmates in this jail range from low level offenders to those being held for violent felonious crimes, the security level is essentially as high as it is in any maximum security state prison. It is the only facility of its kind in the County other than the Aurora City Detention Facility and as such, most County detainees are sent to this locale. The Division consists of the

following sections and units: Booking, Court Security, Detectives, Transport, Bonding, Court Services, Inmate Programs, Jail Records, Supervised Release, Incarcerations/Security and Technical Services.

The 1,717-bed facility¹ is of dual design, with five (5) 192-bed modules (labeled A-E and shown as the “diamond structures” in the photo below) composed of six (6) 32-bed pods² and one three-floor dormitory (labeled F and shown in the photo to the far right) with 4 dormitories per floor with each dorm housing 64-beds each. The F dorm has a total of 768-bed capacity of which one-half are presently “mothballed” for potential future use.



With respect to additional facility features/details, the following is provided:

- **Module A** – Contains the most maximum security / specialized pods with three (3) maximum security, one (1) medium security, one (1) juvenile, one (1) segregation and one (1) disciplinary pod.
- **Module B** – Contains the Jail Division’s Prisoner Intake Section composed of pods 5/6; two (2) maximum security pods; one (1) Writ (of Habeas Corpus) Pod; and a medium security pod.

¹ A different data set indicates a 1,269 “operational bed facility.” Facility can be temporarily expanded with cots or alternatively expanded long-term with F-module opening of 6-of-12 unoccupied dormitories.

² Male juvenile, male disciplinary and male segregation are not double-bunked pods, and are less than 32-beds.

- **Module C** – Is the minimum security module composed of one (1) medium security pod; two (2) minimum security pods and three (3) inmate worker pods.
- **Module D** – Is the sole female housing area on the Module side. It is composed of one (1) maximum security pod; two (2) medium security pods; two (2) minimum security pods, of which one is work release and inmate workers; and one (1) special management (e.g. disciplinary) pod.
- **Module E** – Contains six (6) pods of medium security inmates.
- **Module F** – Two of three dormitory floors are open, all are minimum security inmates. The first floor has 3-of-4 open dorms to include one (1) minimum security dorm; one (1) female dorm; and one (1) work release/inmate worker dorm. The second floor has 3-of-4 open dorms, all of which are minimum security

The following provides a color-coded graphical representation of the above module (A-E) and dorm (F) information:

Inmate Population by Facility Location - Distribution by Classification

"Module"	Pod / Floor	Pod / Floor	Pod / Floor	Pod / Floor	Pod / Floor	Pod / Floor
A	1 MED 32 BEDS	2 MAX 32 BEDS	3 MAX 32 BEDS	4 MAX 32 BEDS	J JUV 14 beds	5 SEG 16 beds
B	1 WRIT 32 BEDS	2 MAX 32 BEDS	3 MAX 32 BEDS	4 MED 32 BEDS	5 INTAKE 32 BEDS	6 INTAKE 32 BEDS
C	1 MED 32 BEDS	2 MIN 32 BEDS	3 MIN 32 BEDS	4 In.Wrkr 32 BEDS	5 In.Wrkr 32 BEDS	6 In.Wrkr 32 BEDS
D	1 WR/IW FEMALES 26 BEDS	2 MIN FEMALES 32 BEDS	3 MED FEMALES 32 BEDS	4 MAX FEMALES 32 BEDS	5 MED FEMALES 32 BEDS	6 SPEC MAN FEMALES 16 BEDS
E	1 MED 32 BEDS	2 MED 32 BEDS	3 MED 32 BEDS	4 MED 32 BEDS	5 MED 32 BEDS	6 MED 32 BEDS
F 1ST FLOOR	1100 CLOSED 64 BEDS	1200 MIN 64 BEDS	1300 WR/OIW 64 BEDS	1400 MIN FEMALES 64 BEDS		
F 2ND FLOOR	2100 MIN 64 BEDS	2200 MIN 64 BEDS	2300 MIN 64 BEDS	2400 CLOSED 64 BEDS		
F 3rd FLOOR	3100 CLOSED 64 BEDS	3200 CLOSED 64 BEDS	3300 CLOSED 64 BEDS	3400 CLOSED 64 BEDS		

The module's pods have a 2,581 square foot day space (common area) where inmates spend time when not in lock-down or other facility areas. Each module has an exercise yard of approximately 4,350 square feet. Each F-dorm has a 2,900 square foot day space and 540 square foot exercise. Each module and dormitory floor has a control room with security cameras and controls to manage and observe inmates.

Additional key facility areas include:

- **Booking** – An approximate 3,000 square foot area composed of booking processing, booking administration, records, booking control (e.g. exterior gates and agency telephones), transport and holding cells.
- **Master Control** – Another “centralized” security post with ability to monitor/control Detention Facility hallways, key areas, etc.
- **Infirmery** – An approximate 9,000 square foot facility where inmate medical needs are attended. Located in F building and has 15 cells.
- **Kitchen** – An approximate 3,800 square foot facility where inmate worker and contracted staff prepare inmate meals.
- **Laundry** – An approximate 3,000 square foot facility where inmate worker and contracted staff perform laundry services for the facility. Located in F building.
- **Library** – An approximate 2,100 square foot facility housing various materials for inmates.
- **Records** – Reception or “Front Desk” area of facility where staff provides services to general public.
- **Administration** – Facility administration floor generally housing most of Division's managers and their support personnel.

2. OVERVIEW OF THE COURT FACILITY.

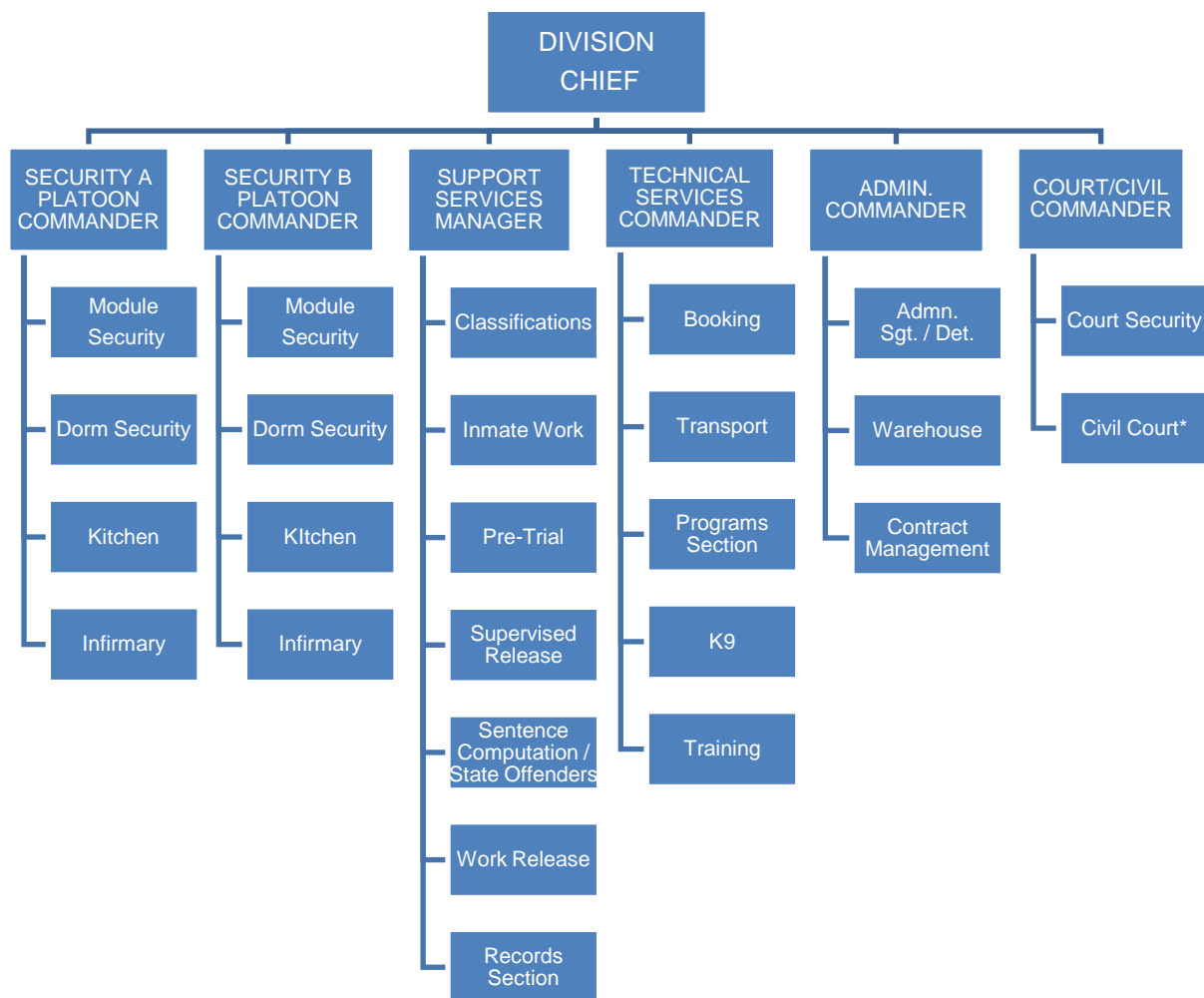


Pictured: The Adams County Justice Center

The Jail Division is responsible for providing the majority of the security needs for the Adams County Justice Center, an expansive six story judicial complex located just over three miles from the detention facility. The building includes holding cells on each floor alongside a separate elevator that allows for in-custody inmates to be separated from judges and the general public at all times when not in the courtroom. Sheriff's Office Deputies are able to monitor the safety and security of the facility in a control room post, located adjacent to the holding cell hallway on the first floor.

3. JAIL DIVISION ORGANIZATION.

The Jail Division is overseen by a Chief with six (6) major organizational units reporting to this position. There are presently authorized 286 positions of which 201 are certified (deputy and above) and 85 are non-certified (1 of which is part-time). The following functional organization chart depicts key organizational areas within the Detention Facility.



*Civil Court not part of this study.

4. OVERVIEW OF JAIL DIVISION STAFF ASSIGNMENTS BY FUNCTION.

The exhibit below provides a summary of the staff reporting directly to the ACSO Jail Division by functional area and also summarizes their key responsibilities. The description is not intended to be at the job-description level of information; we have such information in independent documents. Rather, it is intended to highlight the core duties of the various positions as well as provide staffing level information with respect to authorized and actual staffing levels. This is to further demonstrate our overall understanding of Jail Division operations.

Overview of Staff Allocations by Function

Function	Position	Auth	Act	Key Roles and Responsibilities
Administration	Division Chief	1	1	<ul style="list-style-type: none"> Manages and coordinates all jail services in the County to meet objectives set by the County Sheriff. Directly oversees command staff and various support staff. Administrative staff supports Chief and Commanders through various tasks. Clerk monitors administration front counter, maintains monthly statistics and daily recap reports, oversees contracted custodial service, and distributes mail. Assistant provides special projects assistance to Chief, prepares/monitors budget, serves as records retention manager and facility maintenance coordinator. Works Mon-Fri 0800-1700 shift.
	Admn. Assistant	1	1	
	Admn. Clerk	1	1	
Security	Commander	2	2	<ul style="list-style-type: none"> Provides managerial oversight of Division's Security services and programs. 1 Commander oversees A Platoon, one Commander B platoon. Provides direct supervision of sergeants on their platoon. Resolves various issues surrounding Security operations. Performs special projects, as directed. Works overlapping 4/10 programs, Sun-Wed, Wed-Sat, 0630-1630 hours.
Security	Sergeant	9	9	<ul style="list-style-type: none"> Provides day-to-day direct oversight of staff and operations for their Platoon's shift. Two (2) sergeants per shift, four (4) per platoon overseeing 12-hour shift schedule. Provides shift scheduling, daily problem resolution, and staff deployment decisions. Monitors jail security operations during their shift and provides booking oversight, as needed. B-platoon has one (1) administrative sergeant working Mon-Fri 0800-1700 hours providing jail academy oversight. Shifts run 0645-1900 hours (Day) and 1845-0700 hours (Night) on 4-on/3-off, 3-on/4-off schedule.

ADAMS COUNTY, COLORADO
Staffing Requirement Analysis of the Jail Division

Function	Position	Auth	Act	Key Roles and Responsibilities
Security	Deputy	124	124	<ul style="list-style-type: none"> Provides floor security services for Adams County Jail Facility. Interfaces regularly with inmates and ensures safe and healthful environment. Controls inmate population and inmate movements through assignment to various fixed-post positions. Completes reports and other ancillary paperwork, as required. Periodically serves in control room environments (see Detention Specialist). Interacts regularly with Detention Specialist and supervisor positions. Shifts run 0645-1900 hours (Day) and 1845-0700 hours (Night) on 4-on/3-off, 3-on/4-off schedule. Staff rotates every 90-days to other shift.
Security	Detention Specialist	28	28	<ul style="list-style-type: none"> Provides electronic security services for Adams County Jail Facility. Interfaces remotely with inmates through control room monitoring and communication. Supports floor deputies in ensuring a safe and healthful environment. Provides security camera monitoring and security ingress/egress access for inmates/staff. Completes reports and other ancillary paperwork, as required. Interacts regularly with floor deputies and supervisor positions. Shifts run 0645-1900 hours (Day) and 1845-0700 hours (Night) on 4-on/3-off, 3-on/4-off schedule. Staff rotates every 90-days to other shift.
Technical Services	Commander	1	1	<ul style="list-style-type: none"> Provides managerial oversight of Technical Services programs. Oversees staff/functions of Booking, Transport, Programs, K9 and Training. Provides special projects assistance, as requested. Works Mon-Fri 0800-1700 hours.
Tech. Services K9	K9 Deputy	2	2	<ul style="list-style-type: none"> Provides Jail Division detention facility and court facility services. Performs various search activities in internal and external locales. Assists, if needed, in inmate control. Periodically assists with Security shakes of jail modules, dorms and cells. Works 4/10 program on overlap week: Sun-Wed and Wed-Sat to cover both Day and Night shifts.

ADAMS COUNTY, COLORADO
Staffing Requirement Analysis of the Jail Division

Function	Position	Auth	Act	Key Roles and Responsibilities
Tech. Services Inmate Programs	Programs Supervisor	1	1	<ul style="list-style-type: none"> Provides day-to-day direct oversight of technical services Programs. Oversees inmate programs staff to include recreation, library and mail room. Assists with Division-related telephone issues. Provides inmate assistance on ACA. Performs special projects, as assigned. Works Mon-Fri 0800-1700 shift.
Tech. Services Inmate Programs	Recreation Assistant GED Instructor Library Asst.	1 2 4	1 2 4	<ul style="list-style-type: none"> Conducts and/or oversees recreational, religious and other activities for the inmates within the Detention Facility. Provides and facilitates special instructional programs such as GED equivalency. Assists in getting inmates to scheduled programs. Maintains an inventory of books available to inmates, placing orders as needed. Monitors for proper usage of inmate reading materials, removing heavily worn or damaged books from circulation in the detention facility. Works Mon-Fri 0800-1700 shift.
Tech. Services Mail	Mail Processor	1.5	1.5	<ul style="list-style-type: none"> Processes inmate mail to include contraband scan. Picks up, sorts and distributes Division mail from/to other SCSO Divisions. Oversees variety of administrative details related to inmate mail transactions. Works Mon-Fri 0700-1600 shift.
Tech. Services Transport	Sergeant	1	1	<ul style="list-style-type: none"> Supervises Deputies assigned to the Transport Unit. Manages the transport schedule, communicating as needed with other units. Assigns staff to complete all needed transports in an efficient manner, ensuring that all proper procedures are followed. Works Mon-Fri 0800-1700 shift.
Tech. Services Transport	Deputy	10	10	<ul style="list-style-type: none"> Transports inmates when needed and as directed in a safe and secure manner. Deputies assigned to the unit drive an average of about 643.2 miles per day while transporting an average of approximately 19.6 inmates. Works Mon-Fri 0800-1700 shift.

ADAMS COUNTY, COLORADO
Staffing Requirement Analysis of the Jail Division

Function	Position	Auth	Act	Key Roles and Responsibilities
Tech. Services Transport	Technician	1	1	<ul style="list-style-type: none"> • In conjunction with the unit supervisor, as well as with other units, is responsible for coordinating the daily schedule for inmate transportation. • Manages the proper documentation of inmate transportation records. • Works Mon-Fri 0800-1700 shift.
Tech. Services Booking	Sergeant	1	1	<ul style="list-style-type: none"> • First-line supervisor for Deputies assigned to the Booking Unit. • Ensures that booking processes run accurately and within efficient standards of time. • Works Mon-Fri overlap shift.
Tech. Services Booking	Deputy	20	20	<ul style="list-style-type: none"> • Completes intake processes for new inmates, following all necessary protocols and procedures. • In 2014, the unit completed a total of 6,395 bookings. • Upon the release of an inmate, reviews identity and all necessary documentation to ensure accuracy. • Collects, organizes, and eventually returns any inmate property at the time of their release. • Works 12-hour shift similar to security deputies.
Civil/Court Security	Commander	1	1	<ul style="list-style-type: none"> • Provides managerial oversight of Court Security programs. • Oversees staff/functions of these functions. Civil Service functions is not in this scope of the study. • Provides special projects assistance, as requested. • Works Mon-Fri 0800-1700 hours.
Civil/Court Security Court Security	Sergeant	2.0	2.0	<ul style="list-style-type: none"> • Prepares and reviews the daily recap sheet and docket for staff assigned to the unit, detailing the individual assignments and schedule of tasks to be completed each day. • Ensures that all mandatory assignments are filled on each court day – a total of 11 posts. • Maintains awareness of any security issues that arise, delegating staff as needed to respond. • Works Mon-Fri 0800-1700 shift.
Civil/Court Security Court Security	Deputy	20.0	20.0	<ul style="list-style-type: none"> • Maintains security in the courtrooms and responds to any security issues as needed. • Ensures that inmates are securely and safely transported around the Justice Center. • One staff member is assigned each day to the role of transporting inmates as required by the docket schedule. • Writes incident reports and makes arrests as needed. • Works Mon-Fri 0800-1700 shift.

ADAMS COUNTY, COLORADO
Staffing Requirement Analysis of the Jail Division

Function	Position	Auth	Act	Key Roles and Responsibilities
Civil/Court Security Court Security	Technician	2.0	2.0	<ul style="list-style-type: none"> • Works to create the daily docket of scheduled tasks each day in conjunction with court and Jail Division staff. • Works Mon-Fri 0800-1700 shift.
Support Services	Support Services Manager	1	1	<ul style="list-style-type: none"> • Provides managerial oversight of Court Services programs to include six functional units and Records. • Provides various programmatic support to Chief and management colleagues. • Performs special projects, as assigned. • Division's "power-user" on Telestaff and other software. • Frequently "on-call." • Works Mon-Fri 0800-1700 shift.
Support Services	Court Services Supervisor	2	2	<ul style="list-style-type: none"> • Provides day-to-day direct oversight of programs to include six functional units. • 1 supervisor oversees Pre-Trial and Pre-Trial Supervision Units, with on-site supervision 2x/week at Commerce. • 1 supervisor oversees Classifications, Inmate Work, Work Release, and Time Comp. • Performs scheduling, personnel supervision, in-house academy training, and program management. • Utilizes JMS and Telestaff. • Performs special projects, as assigned. • Works Mon-Fri 0800-1700 shift.
Support Services Classifications	Court Services Specialist	3	3	<ul style="list-style-type: none"> • Provides inmate "risk" classification services to include initial/revised classification and housing assignment • Imposes discipline; manages Review Board for segregation determination. • Approves all security (inmate) re-locations. • Works overlapping 0800-1700 shifts: Sun-Thr; Tue-Sat; and Mon-Fri.
Support Services Inmate Work	Court Services Specialist	1	1	<ul style="list-style-type: none"> • Provides inmate work orientation and liaison, managing apx. 150 inmate worker positions • Collects/processes applicants to include medical clearances. • Interfaces regularly with trustee's sponsors. • This position augments work release and performs this approximately ½-time. • Works Mon-Fri 0800-1700 shift.

ADAMS COUNTY, COLORADO
Staffing Requirement Analysis of the Jail Division

Function	Position	Auth	Act	Key Roles and Responsibilities
Support Services Pre-Trial	Court Services Specialist	5	5	<ul style="list-style-type: none"> • Completes dockets for court; attends court Mon-Fri. • Performs pre-trial assessment recordation; conducts interviews. Schedules court interpreters. • Verifies bond co-signers, maintains various statistics. • Staff work various 5/8 and 4/10 schedules to provide 7-day coverage from 0600-0130 hours.
Support Services (Pre-Trial) Supervised Release	Court Services Specialist	4	4	<ul style="list-style-type: none"> • Manages monitoring program and carries case management file. • Performs 2x/week UA collection/lab submission to monitor sobriety. • Performs candidate orientation and on-site monitoring of candidates. • Manages GPS tracking during shift. • Works Mon-Fri 0800-1700 hours. Works from Commerce City location.
Support Services Sentence Computation / State Offenders	Court Services Specialist	3	3	<ul style="list-style-type: none"> • Computes time served for sentenced inmates, taking into account amendments and other factors that impact an inmate's projected release date. • Manages post-conviction felony DNA process. • Coordinates State Offender information. • Supports other units such as Pre-Trial Supervision (GPS in-home detention) and Classification. • Works overlapping shifts, Mon-Sat, 0700-1700.
Support Services Work Release	Court Services Specialist	3	3	<ul style="list-style-type: none"> • Manages inmates and case files with short-term sentences for non-violent offenses through alternative programs. • Screen candidates for work release eligibility. • Visits work sites and employers to ensure that the participant is conforming to all Sheriff's Office program requirements. Makes telephone inquiries. • Inmate work position actually augments staff here apx. 3 days per week. • Work 7-day flex schedules to facilitate compliance efforts.
Support Services Records	Records Supervisor	4	4	<ul style="list-style-type: none"> • Each supervises a team of 6 Records Technicians (currently filled positions). • Resolves issues with staff, the general public, and inmate population. • Interfaces regularly with certified positions. • Works a 12-hour shift with team.

ADAMS COUNTY, COLORADO
Staffing Requirement Analysis of the Jail Division

Function	Position	Auth	Act	Key Roles and Responsibilities
Support Services Records	Records Technician	24	18	<ul style="list-style-type: none"> Answers telephone calls from the public (over 100,000 in 2014, or approximately 11.4 on average). Prepares inmate documents, performs data entry for each inmate, runs NCIC checks, and reviews electronic records to ensure accuracy. Performs other various administrative and records management tasks. Three staff per shift are assigned each day to work at the front desk, whose roles are focused on receiving bond payments, communicating with the public, and other administrative tasks. Remaining staff are assigned booking area to perform other described roles. Works a 12-hour shift program providing 24/7 coverage on 3.5 day work-week.
Administrative Services	Commander	1	1	<ul style="list-style-type: none"> Provides managerial oversight of Administrative Services programs. Manages all Division service contracts. Oversees staff/functions of Admn. Sergeant, Detectives and warehouse. Works Mon-Fri 0800-1700 hours.
Admn. Services	Admn. Sergeant	1	1	<ul style="list-style-type: none"> Sgt. provides oversight of Division detectives and administrative deputy. Maintains and updates Division's general orders, policies and procedures. Facilitates jail inspection programs. Maintains the information systems databases used by the Jail Division and prepares inspection forms. Performs special projects, as assigned. Maintains facility inventory, major asset purchases and disposal. Works Mon-Fri 0800-1700 shift.
	Admn. Deputy	1	1	
Admn. Services	Detective (Deputy)	2	2	<ul style="list-style-type: none"> Conducts investigations into incidents that occur at the detention facility. Monitors inmate video visitation records in relation support of active investigations being conducted within the Adams County Sheriff's Office. Works 4-10 schedules on staggered days, leaving one overlapping work day between the two Detectives.

ADAMS COUNTY, COLORADO
Staffing Requirement Analysis of the Jail Division

Function	Position	Auth	Act	Key Roles and Responsibilities
Admn. Services Warehouse	Supply Technician	2	1	<ul style="list-style-type: none">• Responsible for inventory management of Division's warehouses.• Oversees purchasing, storage and delivery of warehouse materials.• Maintains inventory control and inventory database.• Oversees inmate workers assigned to this function.• Works Mon-Fri 0700-1600 shift.

The following chapter reflects an additional task performed by the project team, not originally specified in the scope of work, to ascertain opinions regarding Jail Division operations.

3. RESULTS OF THE EMPLOYEE SURVEY

The Matrix Consulting Group conducted a survey of the Adams County Jail employees in order to gauge their views on a variety of issues. Surveys were distributed to all employees of Adams County Jail Operations. Of the 289 employees that were emailed this electronic survey, 171 responses were received for a “statistically significant” response rate of 59%.

1. INTRODUCTION TO THE PURPOSE AND STRUCTURE OF THE SURVEY

The survey consisted of two sections. The first section contained 29 statements to which respondents were asked to select one of the following responses: “strongly agree,” “agree,” “disagree,” and “strongly disagree.” For those that had no opinion, this additional selection was also provided. However, this survey excludes all “No Opinion” responses to allow for greater clarification in responses and to study response patterns accurately. The statements in this section of the survey were designed to provide an understanding of the perceptions, attitudes, issues, and opportunities for improvement according to Adams County Jail employees with respect to the following key areas:

- **Communication:** Employees responded to statements concerning effective levels of communication within the agency and cooperation with other agencies.
- **Policies, Procedures, and Processes:** Employees responded to statements about current policies and procedures, including processes related to booking and questions / issues about employee benefits.
- **Staffing, Workload, and Overtime:** Employees responded to statements about current staffing levels, workload, and overtime.
- **Training:** Employees responded to statements concerning the current and future opportunities for training within the Agency for all levels of staff.
- **Inmate Services:** Employees responded to statements concerning the various types of inmate services and programs.

- **Work Environment:** Staff was asked to respond to statements in relation to the work environment, more specifically the quality of the facility and the types of technology / equipment available.

The second section of the survey contained two open-ended questions pertaining to the key strengths and opportunities for improvement for the agency.

While the survey was confidential, respondents were asked in the beginning to indicate their work status and their current assignment. The following tables present the number of respondents by whether they are certified or non-certified and their current shift assignment and hours.

Certified vs. Non-certified	No. of Respondents	% of Total Responses
Certified	113	66%
Non-Certified	58	34%
Total	171	100%

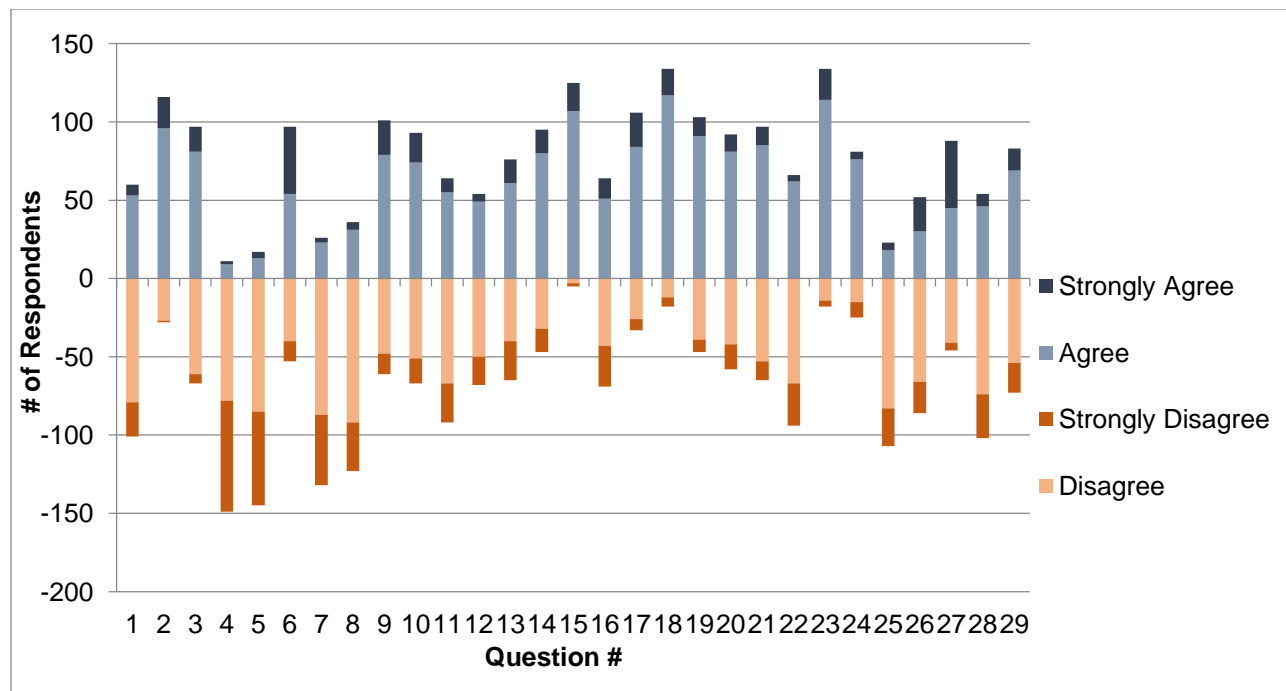
Shift Assignment	No. of Respondents	% of Total Responses
Line Staff	156	91%
Supervision	12	7%
Management	3	2%
Total	171	100%

Shift Hours	No. of Respondents	% of Total Responses
8-hour	45	26%
10-hour	7	4%
12-hour	119	70%
Total	171	100%

2. RESPONDENTS GENERALLY HAD A POSITIVE OUTLOOK CONCERNING DIVISIONAL OPERATIONS AND ORGANIZATION, BUT DISAGREED CONCERNING ADEQUATE STAFFING LEVELS.

This section of the survey provided respondents with an opportunity to discuss issues related to communication, policies and procedures, staffing levels, workload, inmate services, and overtime issues. Responses to the statements in this section reflected that generally respondents agreed with the majority of statements with some

clear negative reactions related to staffing levels. The chart below provides a visual representation of the number of agree and disagree responses to each statement in this section. For each of the statements all respondents that agreed were assigned a positive value (blue), while the number of respondents that disagreed were assigned a negative value (red)³.



As the chart shows, there was a wide range of opinions from statement to statement, with some statements clearly garnering much more favorable reactions, and others far less so. Overall, respondents seemed to have positive opinions regarding the operation and organization of Adams County Jail.

The following subsections examine responses to each question in more detail.

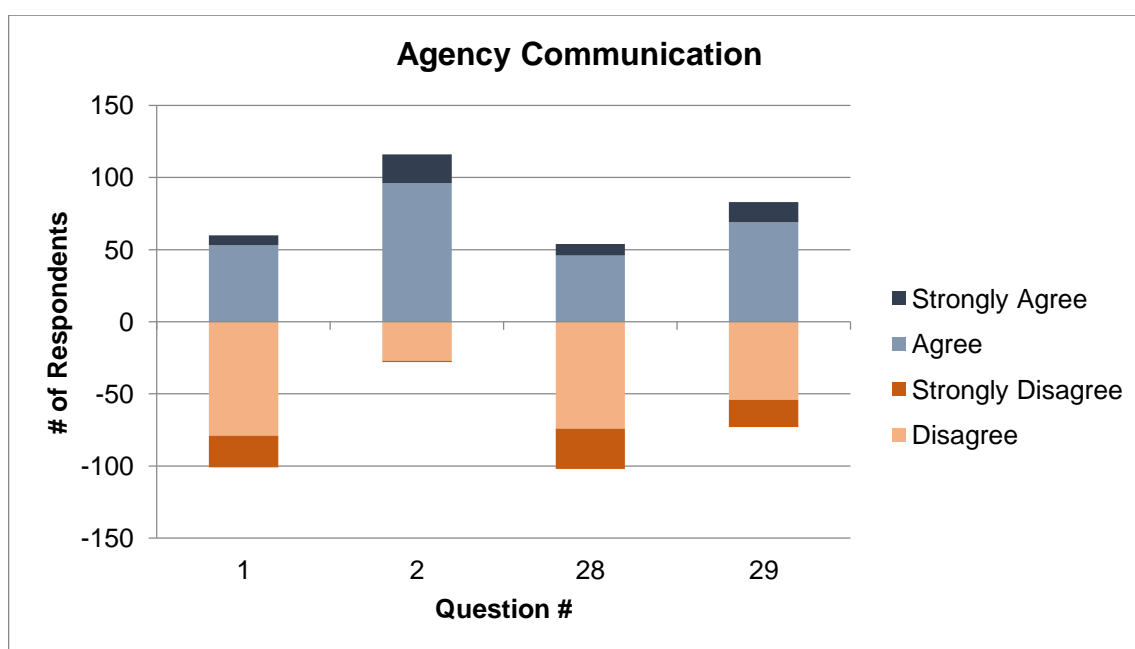
(1) Communication

The following table contains employees' responses to statements regarding communication levels throughout the organization and inter-agency cooperation.

³ By example -50 on the chart reflects 50 respondents disagreed with the statement.

Statement	Agree	Disagree
1. We have effective communication throughout the organization.	37%	63%
2. The cooperation with other justice agencies in the County is good.	81%	19%
28. There is clear communication between management and staff.	35%	65%
29. There is consistent communication from first line supervisors and staff.	53%	47%

The following graph presents a visual representation of the number of agreeing and disagreeing responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



The responses clearly show that while respondents disagree regarding effective and clear communication throughout the organization, there is agreement regarding cooperation with other justice agencies and consistent levels of communication from first line supervisors and staff. Please note the following points:

- **Statement #1 – on effectiveness of communication:** The majority of respondents disagreed that there was effective communication throughout the organization. This is a common theme that is reflected in the open-ended section of the survey. Even filtering these results by non-certified vs. certified or shift assignment and hours yielded the same results, as across the board respondents disagree with the current style of communication within the Division.

- **Statement #2 – interagency cooperation:** An overall majority of respondents agreed that the Division cooperated well with other justice agencies within the County. It is interesting to note that none of the non-certified, 8-hour shift, or managerial staff strongly disagreed with this statement.
- **Statement #28 – on clarity of communication between management and staff:** Responses to this statement indicated that employees do not agree that there is clear communication between management and staff; a sentiment that is reflected throughout all levels of the organization (i.e. all shift types and management levels). This disagreement is also consistent with the first statement in this section and is reinforced by the comments in the narrative results of the survey.
- **Statement #29 – on consistency of communication:** While overall respondents agreed that there was consistency of communication within the organization, upon further analysis it is interesting to note that non-certified staff, 8-hour shift employees, and management / supervisory staff disagree with this notion of consistency. This suggests that while line staff and 12-hour shift staff seem to believe that there is some consistency of communication, managerial and 8-hour shift staff do not believe that is the case.

Overall, respondents indicate that there are issues with communication within the organization especially as it relates to clear and effective communication. However, there is positive consensus regarding the Division's ability to work well with other justice agencies within the County.

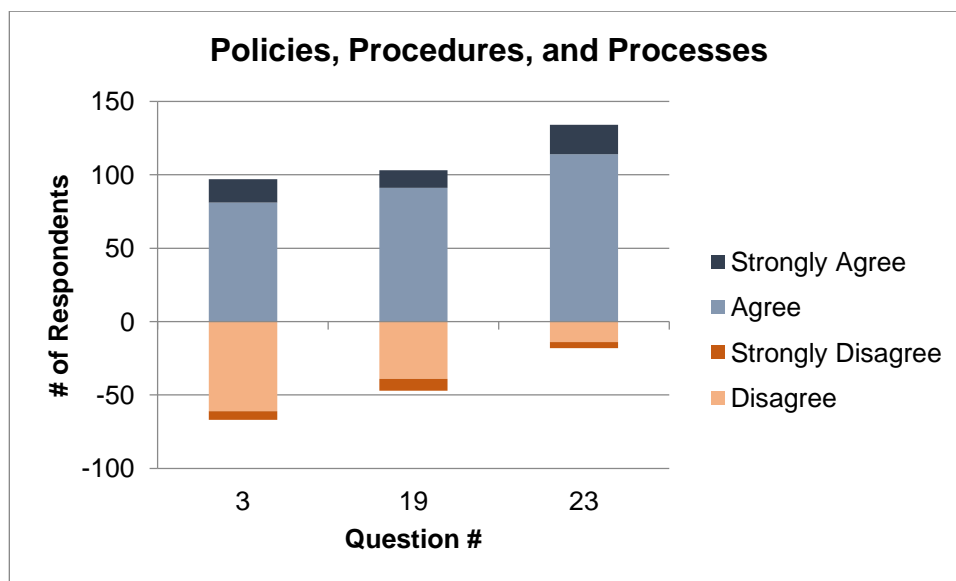
(2) Policies, Procedures, and Processes

The table on the following page contains employees' responses to statements in section one about Adams County Jail's policies, procedures, and processes, including operational processes (i.e. booking) and personnel policies (employee benefits).

Statement	Agree	Disagree
3. Policies and procedures are complete and clear.	59%	41%
19. Our booking process is efficient.	69%	31%
23. When I have a question about employee benefits, it is answered quickly.	88%	12%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of

the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



Questions related to policies and procedures yielded positive reactions. The following points provide further analysis on these results:

- **Statement #3 – on policies and procedures:** The majority of respondents agreed that policies and procedures are clear, across all aspects of the organization. It is interesting to note that none of the management / supervisory staff strongly agreed with this assessment. As the graph indicates there were very few responses overall in the strongly agree category.
- **Statement #19 – efficient booking process:** While overall respondents agreed that the booking process is efficient there was some mixed reaction when responses were filtered by level within the organization. A majority of management / supervisory staff (71%) disagreed with the efficiency of the current booking process. This suggests that there might be some possible efficiency improvements according to divisional management.
- **Statement #23 – on employee benefit questions:** A clear majority of employees agreed that questions regarding employee benefits were answered quickly. In fact, a 100% of management / supervisory staff agreed with this statement.

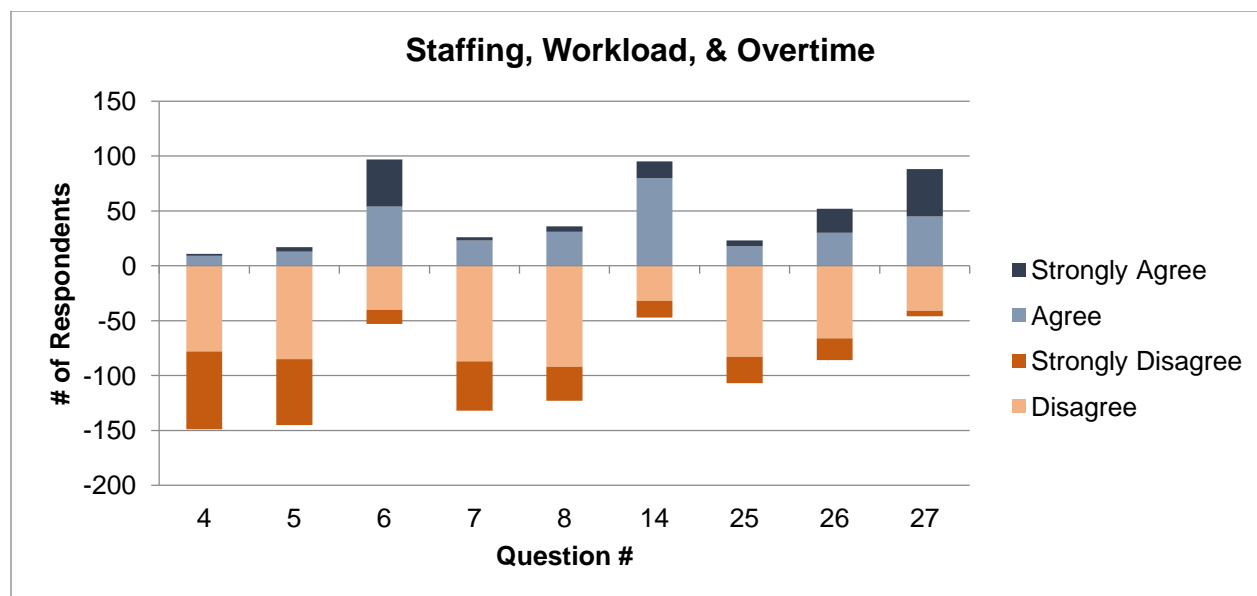
These statements suggest that while respondents agree that divisional policies and procedures are clear, management and supervisory staff disagree with the current efficiency standards of the booking process.

(3) Staffing, Workload, and Overtime Issues

The following table contains employees' responses to statements in regards to staffing levels; typical workload levels, including efficient shift scheduling, and the culture of overtime within the agency.

Statement	Agree	Disagree
4. The Jail Division operates with an appropriate number of staff.	7%	93%
5. We have an adequate number of staff to meet the requirements of the fixed post staffing plan.	10%	90%
6. I am often pulled off my current assignment to cover other duties.	65%	35%
7. We have the staff we need to perform safely.	16%	84%
8. We have an adequate number of staff to ensure inmate safety.	23%	77%
14. Our shift scheduling system helps the Division work efficiently.	67%	33%
25. I personally work too much voluntary overtime.	18%	82%
26. I personally work too much mandated overtime.	38%	62%
27. Our entire Jail Division works too much overtime.	66%	34%

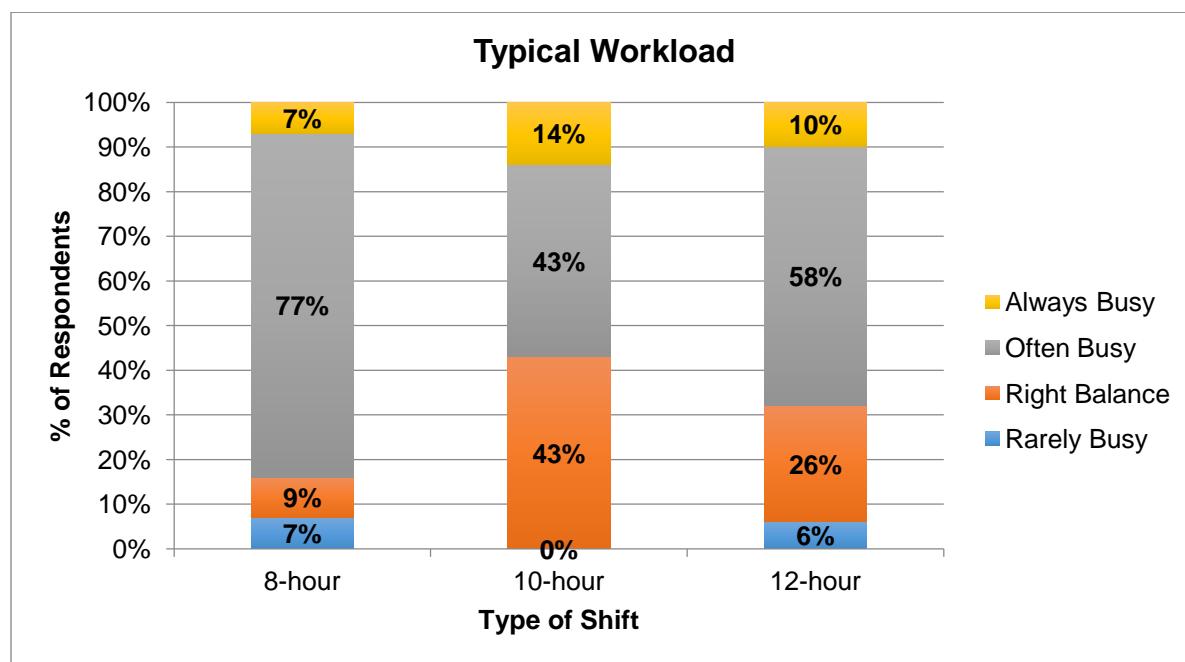
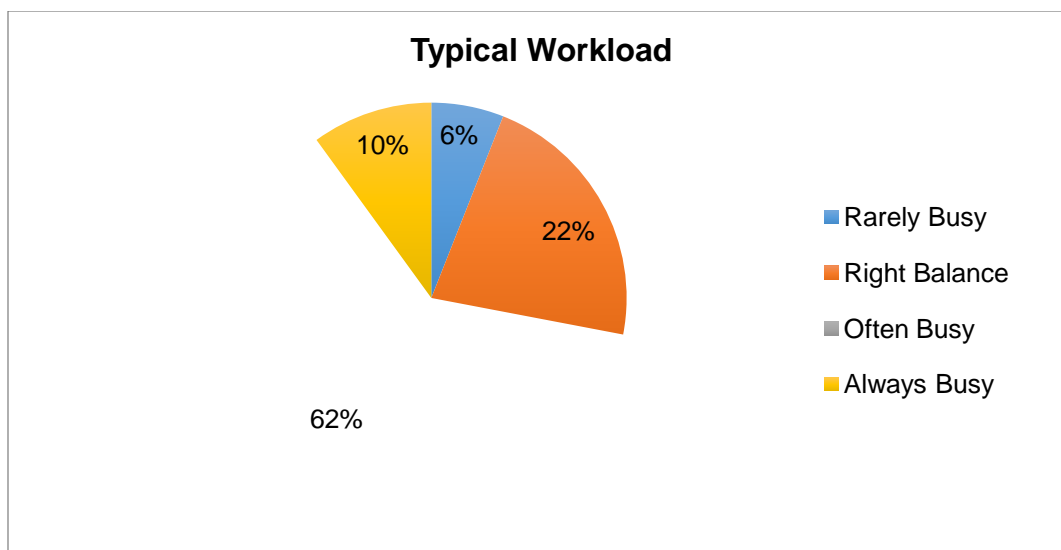
The graph on the following page presents a visual representation of the number of agreeing and disagreeing responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



As the graph above indicates, that for the majority of the questions in this category, respondents had an overwhelmingly negative reaction. The only three items upon which the respondents had positive responses was related to them being pulled off of their current assignment to cover other duties, an efficient shift scheduling system within the Division, and that the entire Division works too much overtime. Respondents were also asked to characterize their typical workload. The following table present information regarding an important workload-related question.

34. Please select one of the following choices to describe your current workload:	% of Responses
I could handle more work without being overloaded.	6%
About the right balance between time available and the amount of work.	22%
Sometimes I am overloaded with work, but most of the time I can keep up.	62%
I am always overloaded. I can never catch up.	10%

The charts on the following page further depict these opinions regarding workload. The pie chart reflects all responses from employees while the second stacked-bar chart breaks out those responses based on the shift type and assignment of the employee.



As the graphs above and the table on the previous page indicate, respondents stated, “They are often busy but can generally keep up.” Filtering these responses by shift type helps reveal if there are any patterns depending upon the type of workload handled by the various shifts. This sentiment, predictably, is emphasized for 8-hour and 12 hour shifts, whereas it is fairly evenly split between often busy and right balance for the 10-hour shift employees. Please note the following points:

- **Statements #4 and #5 – on staffing levels:** An overwhelming majority of respondents disagreed that there are an appropriate number of staff, especially to meet the requirements of the fixed post staffing plan. It is especially interesting to note that a 100% of 8-hour shift employees and management / supervisory employees disagreed that there was an appropriate number of staff at the Division. Additionally, a 100% of management / supervisory employees disagreed that there was sufficient staffing to meet the needs of the post-staffing plan.
- **Statement #6 – duty coverage:** Respondents generally agreed that they were often pulled off of current assignments to cover other duties throughout the Division. This is one of the instances in which filtering the results by certified staff vs. non-certified staff showed that nearly 54% of non-certified staff disagreed that they were often pulled off of current assignments to cover other duties. This could suggest that individuals that are non-certified or non-certified cannot always work on every assignment and as such are not often pulled off of their current assignments to cover duties for which they are unqualified or not certified.
- **Statements #7 & #8 – enough staffing for safe environment:** The majority of employees disagreed that not only was there enough staff to perform work safely, but there wasn't even enough staff to ensure inmate safety. Throughout the narrative section, respondents emphasized the need for additional staffing as a key opportunity for improvement. This is a fairly common response pattern among many public safety employee surveys.
- **Statement #14 – shift scheduling system:** Employees agreed that the current shift scheduling system helps the Division work effectively. However, the majority (54%) of management / supervisory staff disagree that the current shift scheduling system is effective. This reinforces the pattern reflected throughout other sections of the survey that management / supervisory does not believe current practices to be efficient or effective.
- **Statements #25-27 – on overtime:** While respondents disagreed regarding the personal amount of voluntary / mandated overtime worked, there was consensus that overall as a division there was too much overtime worked. It is interesting to note that management and supervisory staff were split 50-50 regarding the issue of working too much voluntary overtime.

Employees across all levels of the organization agree that there is insufficient staffing to perform work safely, and it is discussed as the major opportunity for improvement in the qualitative section of the survey. However, it is interesting to note some of the varying opinions regarding duty coverage and shift scheduling. As the types

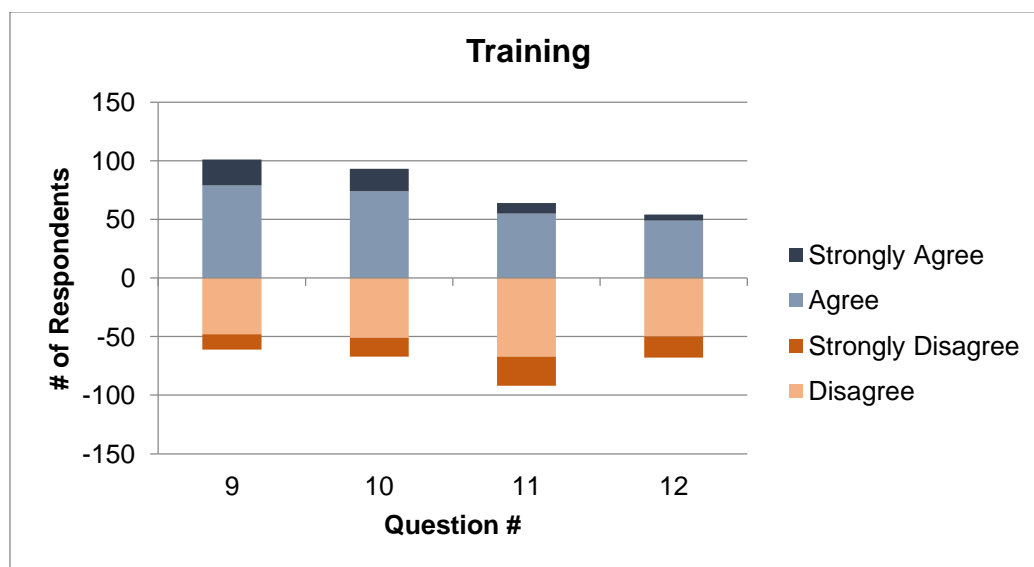
of work assignments and workload can be greatly impacted by the level of training (certified vs. non-certified) or level of supervision (line staff vs. management), opinions relating to duty coverage and shift scheduling would be different for these employees comparative to line staff or certified employees.

(4) Training

The following table contains employees' responses to questions about the Divisions current and future training opportunities, including the types of training, such as practical, managerial, or supervisory training.

Statement	Agree	Disagree
9. I receive the practical training I need to keep my skills level high.	62%	38%
10. The Jail Division places a high value on ensuring proper training	58%	42%
11. There are adequate opportunities to attend training classes.	41%	59%
12. The Jail Division provides adequate managerial and supervisory training.	44%	56%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



The graph above shows that while respondents agree that they receive the proper training and that the Jail Division places a high value on proper training, there is disagreement concerning the adequate opportunities for training, especially for managers and supervisors. Further detail is provided in the following points:

- **Statements #9 & #10 – on practical training and proper training for line duty personnel:** Respondents generally agreed that they receive the practical training necessary to keep their skills level high and the proper training for line duty personnel. This consensus transcends all levels of the organization and well-trained employees are identified as one of the key strengths of the Division in the narrative section.
- **Statements #11 & #12 – on adequate training opportunities:** While the majority of respondents disagreed regarding the presence of adequate training opportunities, there were some interesting results when responses were filtered by the various types of shift and assignment levels. An extremely slim majority (51%) of non-certified individuals agreed with the presence of adequate training opportunities; and there was a 50-50 split in agree / disagree for 8-hour shift and management / supervisory staff. It is also interesting to note that 56% of respondents disagreed with the presence of adequate training opportunities for management / supervisory training; compared to 71% of managerial / supervisory staff agreeing that the Division provides adequate supervisory training. This suggests that while Managerial staff believe their training to be adequate, line staff and other employees within the Division disagree.

Overall, the Division as a whole agrees that there they receive the necessary practical training and there is a high value on proper training, but there is disagreement concerning the types of opportunities available for training. There was also some mixed reactions depending regarding training opportunities as non-certified employees and managerial / supervisory staff had some differing opinions from certified and line staff concerning the opportunities for training.

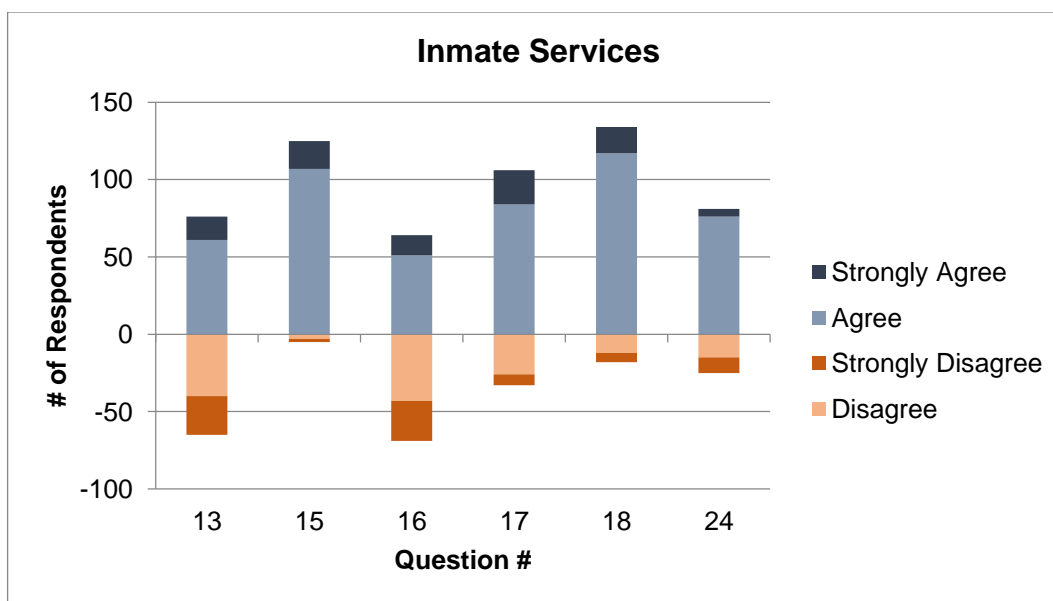
(5) Inmate Services

The table on the following page contains employees' responses to statements in the first section concerning the variety of inmate programs and services managed by

the Division. These services include mental health and medical services, along with managing inmate populations or using alternatives to incarceration for pre-trial inmates.

Statement	Agree	Disagree
13. The inmate classification system is effective.	54%	46%
15. The Jail Division does a good job of providing programs for inmates.	96%	4%
16. There are adequate mental health services in the Jail Division to meet the needs of the inmates.	48%	52%
17. There are adequate medical services for inmates.	76%	24%
18. The Jail Division does a good job of managing inmate population.	88%	12%
24. We make good use of alternatives to incarceration for pre-trial inmates.	76%	24%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed were assigned a negative value.



Responses to these statements show that generally employees believe that the Division is doing a good job with providing inmate services, with one exception concerning the level of mental health services within the Jail. Further analysis regarding these statements is noted by the following points:

- **Statement #13 – on inmate classification system:** While generally employees agreed that the current inmate classification system is effective, the majority of certified employees and 12-hour shift employees disagreed with this statement. This suggests that certain employees, perhaps the individuals involved in classifying the inmates don't believe the current system to be effective.
- **Statement #15 – inmate programs:** An overwhelming majority of respondents (96%) agreed that the Division does a good job providing programs for inmates. It is interesting to note that despite the agreement with this statement, the next set of statements that explore specific types of services present a different picture, in which there is much more of a mixed reaction.
- **Statement #16 – on inmate mental health services:** A slim majority of respondents (52%) disagreed with the presence of adequate mental health services for inmates. However, filtering these results for further analysis reveals that the majority of 12-hour shift employees agreed that there are adequate mental health services for inmates and there was a 50-50 divide between line staff.
- **Statement #17 – adequate inmate medical services:** In contrast to the previous statement, over three-quarters of respondents agreed that overall there are adequate medical services for inmates. This response pattern held true for all levels throughout the organization with none of the management / supervisory strongly disagreeing with this statement.
- **Statement #18 – on managing inmate population:** Respondents generally agreed that the Division does a good job of managing inmate population levels. It is also interesting to note that 100% of management / supervisory staff agreed with the Division's ability to manage inmate population.
- **Statement #24 – on alternatives for pre-trial inmates:** Approximately 76% of respondents agreed that the Division and staff make good use of alternatives to incarceration for pre-trial inmates. An overwhelming majority (90%) of management / supervisory staff agreed with this statement.

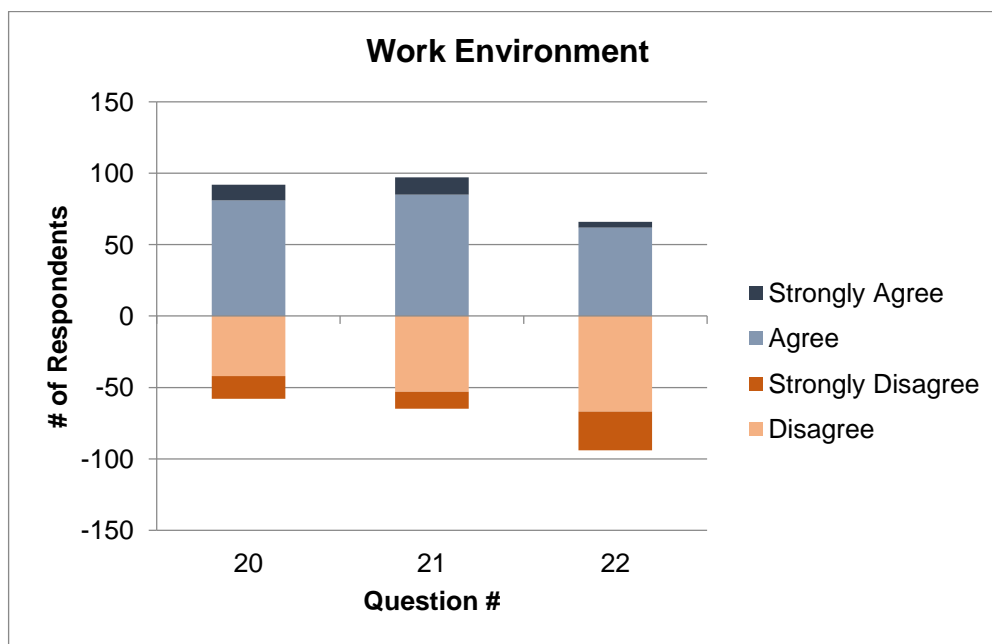
Overall, employees generally believed that they provided adequate services and programs for inmates including their ability to provide alternatives to incarceration for pre-trial inmates and managing inmate population levels. There were some mixed reactions concerning the adequate level and type of mental health services available to inmates, with one type of staff (certified and 12-hour shift staff) agreeing and the remainder of the staff disagreeing.

(6) Work Environment

The following table contains employees' responses to questions regarding the responsiveness of the Division to requests for emergency repairs, facility maintenance, and IT needs.

Statement	Agree	Disagree
20. We receive a quick response to request for emergency repairs.	61%	39%
21. Our facilities are well maintained.	60%	40%
22. Our information systems meet our needs.	41%	59%

The following graph presents a visual representation of the number of agreeing (blue) and disagreeing (red) responses to each statement in this category. For each of the statements all respondents that agreed were assigned a positive value, while the number of respondents that disagreed was assigned a negative value.



Responses to these statements showed that while the Division is able to respond quickly to repair issues and the facilities are well maintained, there is some concern regarding the information technology systems in use by the Division. The following points provide further detail regarding these sentiments:

- **Statement #20 – on responsiveness to emergency repairs:** The majority of employees agreed that the Division is fairly responsive to any emergency repair requests; however, there was some differing opinion from non-certified staff. Non-certified staff was evenly split (50-50) between agreeing and disagreeing regarding responsiveness.
- **Statements #21 & #22 – well-maintained facilities and information systems:** At all levels of the organization and the Division, respondents agreed that their facilities are well maintained, but disagreed regarding their current information systems being able to adequately meet the needs of the Division.

Respondents generally agreed that there was a positive work environment with the Division being responsive to emergency repairs and well-maintained facilities. However, there was some dissatisfaction expressed related to current technology needs, which is also expressed in the narrative survey responses in the following section as one of the key opportunities for improvement for the Division.

3. NARRATIVE SURVEY RESPONSES

In addition to the survey's forced choice questions, in the second section of the survey respondents were asked to provide narrative responses to two open-ended questions. The responses to the questions were grouped and summarized by the project team.

(1) What are the key strengths of the Jail Division?

Those who chose to answer the open-ended questions wrote that the greatest strength of the Jail Division was the ability of the employees to come together and work as a team. Additionally, respondents discussed training and communication as other key areas of strength within the Division. However, communication within the Division and especially between staff and leadership is discussed as a major issue during the quantitative results section (as opposed to this narrative section), indicating conflict

between the two sections which is generally reflective of some people having very strong opinions with respect to a topic if they comment in narrative format.

(2) What are the principal improvement opportunities for the Jail Division?

The general consensus of respondents for this question had to do with increasing staffing and addressing communication issues with the leadership and management of the Division. The comments are summarized on the following page.

- Improvement opportunities:
 - Increase staffing
 - Improve interdivisional communication, especially between leadership and line staff
 - Boost divisional morale
 - Increase training opportunities for current staff
 - Increase transparency between management and line staff
 - Acquire up-to-date equipment (i.e. currently use pagers)
 - Streamline policies and procedures
 - Increase wages for staffing, including pay bumps on an annual basis
 - Improved care and services for inmates

The general consensus of respondents for this question had to do with increasing staffing and addressing leadership accountability and communication. Respondents believe that it is necessary to increase the current staffing levels to be able to handle the current workload and also improve the types of services being offered to the inmates. Employees also discussed boosting the morale of the division by acquiring better equipment, providing more training opportunities, and even increasing wages for employees. High staff turnover has led to uneven workload distribution and low staffing

levels for the jail. This is a fairly consistent theme throughout the first part of the survey, and is reinforced in the narrative section.

4. ANALYSIS OF JAIL SECURITY STAFFING

This chapter focuses on the staffing of the Adams County Jail Division's Security Section, to include all operational units within that functional area. This includes A and B platoon module and dormitory security, the infirmary and kitchen operations.

1. STAFFING LEVELS IN JAIL SECURITY ARE A FUNCTION OF NUMEROUS VARIABLES THAT ULTIMATELY RESULT IN FIXED-POST STAFFING REQUIREMENTS.

Several critical factors impact the number of personnel required to staff the operations of jail security services—one of the largest functional areas in any detention operation. Jail security are those staff specifically dedicated to the management and safety of incarcerated inmates while ensuring a secure working environment for all personnel. In the Adams County Jail Division, these include both sheriff deputies, detention specialists, and their respective supervision.

The requirements for jail security positions are based on several important variables that are interconnected. The key variables are discussed in the following sub-sections.

(1) The Jail Facility's Design, and How Space is Used, Significantly Impacts Security Staffing Requirements.

Fundamentally, how a jail structure is designed and used has a direct impact on how a jail is staffed, particularly with respect to security positions. While there are innumerable facility designs, they generally fall within three broad categories as follows:

- **Linear Intermittent Surveillance**: A row at a right angle to a staff corridor that is separated from the cells, usually by bars. The inmates' dayroom may be located behind or in front of the cells. Staff observation of inmates is intermittent. Security staff walks through the corridor periodically to observe the inmates, and then returns to a duty station located outside the living unit. The duty station is usually some distance away from the housing area, and staff are not able to see or

interact with the inmates from the duty station. This type of jail design usually presents the most significant obstacles to staff supervision of inmates, but the obstacles are not insurmountable.

- **Podular Remote Surveillance:** The cells in podular housing are clustered around a dayroom. The duty station is within the housing unit and is enclosed with security glass windows that allow security staff to observe the inmates constantly. The term “remote” refers to the staff’s separation from the inmates by the glass barrier. In this type of jail, staff can observe the inmates while they are in the dayroom and interact with them on a limited basis, usually through intercoms. Security staff interaction with inmates, however, is still limited, and observation is usually limited to dayroom activities. Also, staff are not able to hear the inmates and may not be aware of problems in the unit until they become full-blown crises.
- **Podular Direct Surveillance:** The cells in a podular direct supervision housing unit are clustered around a dayroom, and the staff’s duty station is inside the dayroom. The duty station may consist of a desk or a counter with a control panel that allows staff to lock and unlock individual cell doors and control housing unit lights. No physical barriers separate the staff’s station from the inmates, and staff are encouraged to spend most of their time circulating through the housing unit and interacting extensively with inmates, with the purpose of managing their behavior.⁴

With respect to the Adams County Detention Facility, the structure, as described in the Profile Chapter, results in a two-tiered physical layout with the majority of inmates in Modules A through E under “Podular Remote Surveillance” and inmates in the multi-floor F dormitory under “Podular Direct Surveillance.” As a result of the facility design, as well as how the space is used, different levels of fixed-post security staffing are required. Where applicable, these facility characteristics and current use will be identified during the staffing analysis in this chapter.

(2) Security Staff’s Shift Schedule Impacts the Need for Fixed-Post Requirements and can Influence Operational Risk Notably.

Security staff for the Jail Division operate on what can be considered a 12-hour shift schedule. Staff are scheduled on a 12-hour 15-minute work period thereby allowing

⁴ Inmate Behavior Management- They Key to a Safe Jail, USDOJ (2009). Page 12-13.

a 15-minute shift overlap for daily briefings. Staff are entitled to a one-hour meal break during this shift resulting in a typical 11.25 hour daily work period. From an exclusively administrative and fiscal perspective, one of the greatest benefits associated with the 12-hour shift program is the ability to field fewer staff resources while generally maintaining the same service levels. All shift schedules which are not equally divisible into 24 hours of the day suffer from cost inefficiencies. By example, in a 4 day/10-hour (4/10) shift plan, this requires three shift deployments totaling 30 hours of paid time to cover a 24-hour timeframe. The staffing requirements for a 9, 10 or 11 hour schedule increases the number of staff needed on duty, and where some effectiveness can be gained by the shift overlaps provided in these types of schedules, it is clearly more costly and thus less efficient than schedules equally divisible in a 24 hour time period. This fact is noted in the following table which illustrates how many staff positions are mathematically necessary to cover one “24/7/365” fixed-post position based upon the type of shift schedule implemented.

Impact of Shift Types on Staffing Needs

SHIFT TYPE:	8 hr	9 hr	10 hr	11 hr	12 hr
Target Staff / Hr	1	1	1	1	1
Shift Schedule (Hrs)	8	9	10	11	12
Shift Factor ⁵	71%	64%	57%	52%	50%
Shifts / Day	3	3	3	3	2
Total Hours Covered in a Day	24	27	30	33	24
Shift “Inefficiency”	0%	13%	25%	38%	0%
Staff Required	4.2	4.7	5.3	5.8	4.0

As shown by the table, the 4/10 work schedule is 25% less cost-effective than either the 5/8 or 3/12 schedules. The worst schedule from a cost perspective is the 11-hour shift program. Interestingly, the 12-hour shift schedule is the most cost effective

⁵ Shift Factor is the number of days scheduled for work versus days to be covered in the work period. By example, 5-days/7-days = 71%.

from the total number of staff positions required because of the additional 110 work hours per annum that are potentially provided by that staff position. Jail Division staff do not work these extra 110 hours given their shift schedule type. In instances where this additional time is not worked, the “efficiency” of the 12-hour shift is equivalent to the 8-hour shift. This table reflects typical shift types and does not account for more exotic shift schedules such as an 8-hour day on a 6-day on/3-day off schedule.

In addition to the noted efficiencies, the 12-hour shift program typically has the added advantage of deploying the total personnel resource contingent over two shifts as opposed to three shifts. As a consequence more personnel are available on a shift-to-shift basis in a 12-hour shift than any counterpart shift schedule.

Given these facts, what ultimately results is that, barring any other variables, the same level of production can be achieved with fewer staff resources in a 12-hour shift than shifts of 9, 10, or 11 hours in length. It is for this reason that many public sector organizations initially began considering the 12-hour program—to help effectively deploy limited resources— and it is for this reason that many municipalities are implementing 12-hour shift programs in their law enforcement agencies, particularly those departments of smaller size.

While the noted fiscal and staff level advantages of a 12-hour shift program are significant, there are notable disadvantages such as the inherent flexibility (or lack thereof) in deploying personnel. Barring shift overlap possibilities, since there are only two shifts per day there is less opportunity to deploy different staffing levels compared to any of the three shift options. By example, some jail operations on an 8-hour

schedule deploy fewer security staff during the nighttime sleep periods as inmates are in lock-down and are essentially inactive.

Of further note one significant disadvantage of longer shift schedules, particularly the 12-hour shift, is that there is a wealth of research data that suggests there are various negative consequences for working extended hours over the longer-term. These include:

- A 2008 study by the *American Journal of Epidemiology* demonstrated that a work week of 50 hours and above had a negative cognitive effect on productivity, reasoning and vocabulary.⁶
- The work of J. Nevison of *Oak Associates* brings together scientific, business, and government data to demonstrate that little productive work takes place over and above 50 hours per week.⁷

Adams County Jail Division security staff are deployed 49 hours (12.25 x 4) every other week exclusive of any overtime, working 45 of those hours. This approaches the 50 hour benchmarks noted. In addition to the negative impacts of working long hours over consecutive days and weeks, research suggests there are important negative consequences as working long hours in a single uninterrupted period. This includes:

- A recent German study found that workers experienced a significant rise in accidents and traumatic incidents after nine to 10 hours on a shift.⁸
- A recent study performed by the *Finnish Institute of Occupational Health and University College London* as reported in the journal *PLoS ONE* shows that people who work 11 or more hours a day have a more-than-doubled risk of a

⁶ TimeForce: http://www.mytimeforce.com/news/articles/Overtime/When_working_overtime_is_too_much#.VLFZBK05BhE

⁷ <http://www.circadian.com/blog/item/22-5-negative-effects-of-high-overtime-levels.html?tmpl=component&print=1#.VLFbrK05BhE>

⁸ <http://consumer.healthday.com/encyclopedia/work-and-health-41/occupational-health-news-507/mandatory-overtime-647119.html>

major depressive episode, compared with people who work the more-standard seven to eight hours a day.⁹

- A large amount of research has been accomplished in the nursing field, which was one of the earliest adopters of extended shifts that also required subsequent overtime. According to studies, “Working overtime, whether at the end of a regularly scheduled shift (even an 8-hour shift) or working more than 40 hours in a week, was associated with a statistically significant increase in the risk of making an error. The most significant elevations in the risk of making an error occurred when nurses worked (daily) 12.5 hours or longer; the risk was unaffected by whether the nurse was scheduled to work 12.5 hours or more, volunteered to work longer than scheduled, or was mandated to work overtime. Nurses working 12.5 hours or longer were significantly more likely to report difficulties remaining alert than nurses working fewer hours per day, and they obtained on average 30 minutes less sleep.”¹⁰

In summary, the greatest cost-savings impact a 12-hour shift program can have is the comparative reduction of personnel resources when contrasted against most other compressed scheduling alternatives (e.g. 9 to 11 hour shifts). Yet there are important disadvantages of a 12-hour schedule as discussed above. Where applicable in this staffing chapter, the 12-hour shift schedule currently in place for many of the Adams County Jail Division staff will be identified as an important driver in determining findings, conclusions and recommendations.

(3) The Level of Service Provided for Jail Inmates Can Impact Staffing Level Requirements.

The level of service inmates receive impacts both security staff requirements as well as other Jail Division staff needs. There is a broad spectrum of jail operational philosophies that will impact staff requirements. Ultimately, the more emphasis that is placed on rehabilitative efforts versus restraint and control efforts drives all kinds of staffing levels upwards. Program offerings for inmates (e.g. GED education or religious

⁹ http://www.huffingtonpost.com/2012/01/26/overtime-work-depression_n_1234025.html

¹⁰ US Department of Health and Human Services, “Patient Safety and Quality: An Evidence-Based Handbook for Nurses” Chapter 40, page 3-4.

programs) outside of their housing area require security-related controlled movement and the staff to provide such services. In effect, the more “internal freedom” that is offered to inmates the more staffing is required. According to a 2006 *National Institute of Corrections* report:

One jail planner/administrator may decide that a proposed jail will meet, but not exceed, the standard maintaining that inmates need at least one hour of recreation per day. The jail may then be designed with a single outdoor recreation area through which inmates will be rotated during the day. Another administrator, believing that inmate activity is important and should be encouraged, might include in a new facility an indoor recreation room, a multi-purpose room, and perhaps weights or other equipment. Such decisions, made on the basis of overall philosophy, have strong consequences not only for facility design and equipment costs but also for staffing (emphasis added). The overall operational philosophy remains important from the beginning in guiding a number of decisions related to service levels. These decisions affect the eventual staff-inmate ratio.¹¹

Adams County Jail Division has been designed and operates philosophically with tendencies toward providing inmates a variety of programs and “enhanced freedoms” (barring disciplinary issues). Consequently this impacts overall staffing needs compared to a “lock-down” environment.

(4) The Jail Division’s Philosophical Approach to Deputy Safety and Interaction with Inmates is a Critical Variable in Fixed-Post Staffing Development.

One of the core philosophical discussions regarding jail operations surrounds one of the principle “benchmarks” that allegedly drive security staffing levels. This frequently used benchmark is inmate-to-security staffing ratios. This is similar to the often utilized officers-per-thousand population regularly repeated in law enforcement circles. Yet, just like this flawed “officer ratio” which has several inherent weaknesses, inmate to staff ratios also have numerous shortcomings.

¹¹ Staff-Inmate Ratios: Why it’s so Hard to Get to the Bottom Line, NICIC, 2006, page 4-5.

Despite these shortcomings, data is regularly collected on this inmate to staff metric. By example, in 2012 representatives from the *Ohio Department of Rehabilitation & Correction* and *Office of Criminal Justice Services* indicated a “best practice” was an inmate to full-time security staff ratio that does not exceed 3.5-to-1.¹² The Matrix Consulting Group believes such a “best practice” is grossly misleading as a benchmark. This can be illustrated by a benchmark study performed by the *Association of State Correctional Administrators* who surveyed 29 different states with respect to ratios. This survey discovered that the average inmate to security staff ratio was 5.1 and ranged from 2.8 to 17.0¹³. Furthermore, in 2013 the *Adams County Criminal Justice Coordinating Committee* received a report that showed 42% of Colorado County jail systems exceeded this 3.5-to-1 ratio¹⁴. Based on these actual data, establishing such inmate to security staff ratios “best practices” is misleading, particularly with respect to the changing roles of security personnel as discussed below.

Based upon behavioral research over the past decades there is shift toward a different role for security personnel, transitioning from the “inmate guard” concept to the “inmate supervisor” concept. This falls under the broad category of Inmate Behavior Management and the adoption of practices surrounding effective behavior management will strongly contribute to security staffing levels. Indeed, according to another *National Institute of Corrections* report published in 2009, “You should consider all decisions (emphasis added) regarding jail operations with respect to their impact on inmate

¹² Findings and Recommendations from a Statewide Outcome Evaluation of Ohio Jails, June 2012, page X.

¹³ ACSA Staff to Inmate Ratio Survey, June 2010.

http://www.asca.net/system/assets/attachments/471/Staff_to_Inmate_Ratio_Survey.pdf

¹⁴ Adams County Criminal Justice Coordinating Committee, Colorado Jail Study, 2/6/2013, page A1.

behavior management.”¹⁵ This sentiment is framed by the recognition of shifting perceptions that are summarized as follows:

*Corrections practitioners have often considered the design and condition of the physical plant, the quality of locking systems, the use of restraint devices, and staff's ability to physically defend themselves as primary means to achieving safety and security, and there is no disputing their importance. However, experience has shown jails cannot rely on these measures alone. To be safe and secure, jail staff must actively supervise and manage inmate behavior. Staff interaction with inmates has a clear purpose: to obtain positive inmate behavior, namely, compliance with jail rules to achieve the goals of the behavior management plan. In this interaction, jail staff are in the role of supervisor.*¹⁶

In summary, jail security staffing levels cannot be determined or reasonably discussed in the context of overly simplified inmate to staff ratios. Staffing requirements in a jail are the result of a unique combination of variables influenced by jail design, staff scheduling, and a variety of operational philosophies. As such, there is no concrete number for recommended staffing levels in a jail operation, but rather a staff range based upon deployment options to be discussed in the following sections.

2. CURRENT FIXED-POST SECURITY STAFFING REQUIREMENTS.

A fixed-post position is an assignment that is typically deployed every day, irrespective of workload. It is essentially a duty assignment for a staff member and it is typically in reference to 24-hour, 7-day/week, 365-days/year deployments, although some Fixed-Posts are only for a portion of a 24-hour period. The following table shows the current fixed-post assignments for Adams County security personnel only.

¹⁵ Inmate Behavior Management- They Key to a Safe Jail, USDOJ (2009), page 1.

¹⁶ Ibid, page V, 10.

ADAMS COUNTY, COLORADO
Staffing Requirement Analysis of the Jail Division

Location	Current Fixed – Posts	Can Detention Specialist staff this assignment (Y)es/(N)o
Module A	3	1-Y, 2-N
Module B	3	1-Y, 2-N
Module B - Intake	1	N
Module C	3	1-Y, 2-N
Module D	3	1-Y, 2-N
Module E	3	1-Y, 2-N
F Dorm Floor 1(including control)	4	1-Y, 3-N
F Dorm Floor 2(including control)	4	1-Y, 3-N
Kitchen	0.5	N
Infirmery	2	N
Rover	1	N
Booking Control	1	Y
Master Control	1	Y
Public Counter	1	N
TOTAL:	30.5	Of the 30.5 presently desired Fixed Posts, Detention Specialists can staff 9 of them.

The following is noted with respect to the above fixed-post plan.

- Both sheriff deputy and detention specialist job classifications occupy the security fixed-posts. Whereas deputies are trained and capable of staffing all fixed-posts, detention specialist positions can be currently assigned to 9 of the 30.5 fixed post positions.
- Based on common practice, the above fixed-posts reflect the intention of having a minimum staffing level of 31 personnel on Day Shift and potentially 28 personnel on Night Shift. Interestingly, “minimum staffing levels” are not consistently applied. By example, the Kitchen, Public Counter and periodically rover positions will go vacant dependent upon perceived needs and supervisor prerogative.
- Of further interest, based on the Jail Division’s Post Orders (formal written policies & procedures) Post Order #136 actually has formally defined minimum staffing levels that exceed the above table. These include:
 - Minimum staffing levels cited as two (2) rovers, not one (1) rover position.
 - An additional fixed-post position from 0900-2100 hours in the B Module to provide additional oversight for Intake. This is designed to be accomplished on overtime.

In summary, while security fixed-post positions are apparently fluctuating somewhat in the Adams County Jail Division dependent upon staffing availability,

supervisors' determination, etc. These fixed-posts ultimately determine the overall staffing levels required in security services. This is based upon net availability of staff.

(1) Development of Security Fixed-Post Staffing Requirements is Largely Based on Net Availability.

Development of a staffing model begins with understanding and calculating several variables such as fixed-post positions. Another important factor deals with staff availability—a critical variable in all staffing models. While one Full-time Equivalent (FTE) staff position is scheduled to work 2,080 hours per year in most professions (8 hours a day, five days per week), this is not always the case, particularly in public safety professions who have extended schedules to meet service level demands. These often include 12-hour schedules where staff can work up to 2,190 hours per year dependent upon the schedule type. Whereas Jail Division security staff are on “12-hour” schedules, their work periods are 45 hours one week and 33.75 hours the next, thereby averaging 78.75 hours every two-weeks. This results in 2,047.5 scheduled shift work every year with each staff member owing 32.5 hours annually which is accomplished during four quarterly 8-hour training sessions. In sum, Jail Division security staff are paid on the 2,080 annual work schedule.

A critical workload element to determine staffing requirements is the amount of annual time available for these personnel to perform their work. The MCG defines net availability as the number of hours that personnel are available to perform their key roles and responsibilities after the impact of leave, etc. has been subtracted from their gross annual scheduled hours of work. Based on leave information provided by the Jail Division through their Telestaff system the following leave data averages were calculated for security staff personnel.

Average Annual Leave Taken by Type	Average Annual Hours Taken
BASELINE HOURS: 2,080 per Year	
Vacation Hours	174
Sick Hours	75
Training Leave (during shift work)	32
FMLA, Military Leave	26
OTHER leaves ¹⁷	24
Total Unavailable Time	331
NET ANNUAL AVAILABLE WORK HOURS PER POSITION	1,749

Based on the data, one security position (i.e. deputy or detention specialist) has available 1,749 hours per year out of 2,080 available to work, or 84% availability. This availability is, comparatively, very good when juxtaposed against various baselines (75% is typical).

(2) The Jail Division Needs 4.99 Staff to Cover Each Fixed-Post Position.

One fixed-post position requires 8,736 hours per year to staff 24/7/365. As such, with the Jail Division's current net availability, 4.99 staff positions are necessary to cover each security fixed-post deployed.¹⁸ On average, it take approximately five (5) positions to provide shift coverage on a seven day 24-hour basis, but as noted previously, this is one of the benefits of the 12-hour shift program: providing additional work hours per annum compared to most other schedule types.

(3) The Jail Division Needs 152 Security Staff Positions to Cover Existing Fixed-Post Deployments, Exclusive of Any Turnover and Other Considerations that can Impact this Modeling Outcome.

With the need to cover 30.5 fixed-post security positions under current operational protocols, and 4.99 positions per fixed post, the Jail Division needs 152 positions assigned to security services in the Jail Division to typically cover these fixed-

¹⁷ Includes bereavement, injury time, etc.

¹⁸ $8,736/1749 = 4.99$

post positions. This is compared to the present authorized staffing level of 152 deputy and detention specialist positions deployed to these security services.

While authorized staffing presently matches calculated staffing needs based upon the modeling exercise, the following important points are noted:

- Staff modeling exercises are based on a number of variables that fluctuate, such as net annual availability. This net availability can change year-to-year based on scheduled and unscheduled leave patterns.
- Staff modeling exercises cannot account for the vagaries associated with real-life day-to-day staffing impacts such as concurrent vacations, long-term military or disability leave, injured on duty personnel, etc.
- Of key importance, the calculated security staff positions necessary must be deployed throughout the year, with no fluctuation below this number. At any point that staffing levels drop below this, various outcomes will occur such as increased overtime, fixed-post positions going unfilled, etc.
- During the course of the study, through both interview and survey response, it became clear that turnover in the Jail Division has been problematic. This has been a longer term problem, resulting for both staff exodus to other agencies but also through internal Sheriff Department transfers to other organizational units outside of Detention Services. By example, a minimum 5% turnover in security positions alone would result in the need for 160 authorized staff positions to accommodate this minimal turnover rate.

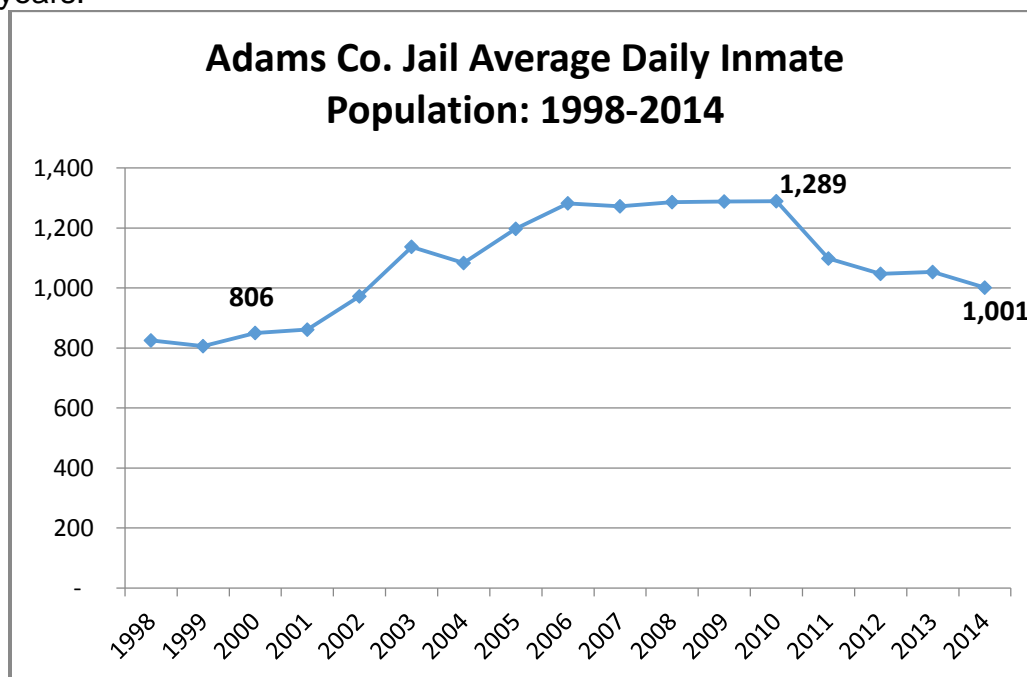
In summary, given current fixed-post staff modeling, data suggest that present security personnel authorized staffing levels of 152 authorized positions could accommodate existing fixed-post operations assuming no turnover in staff or other long-term absenteeism. The Jail Division has authorized 31 deputy positions on each shift—the actual number needed to cover 30.5 existing fixed-posts without any accommodation for any kind of leave-related or other absentee factors. Seven (7) detention specialist positions are also deployed to each of the four shifts thereby effectively acting as the “leave/vacancy buffer.”

In conclusion, present operational strategies need to be changed with respect to security services staffing approaches, to be discussed in the next section.

3. ALTERNATIVE APPROACHES TO FIXED-POST SECURITY STAFFING REQUIREMENTS.

As discussed earlier in this chapter, determining the number of security staff in a jail operation should not be based upon inmate-to-staff ratios. Rather, it should be based upon the unique operational requirements of each jail operation that is predicated on a number of factors. The following factors should be considered in developing security services staffing needs.

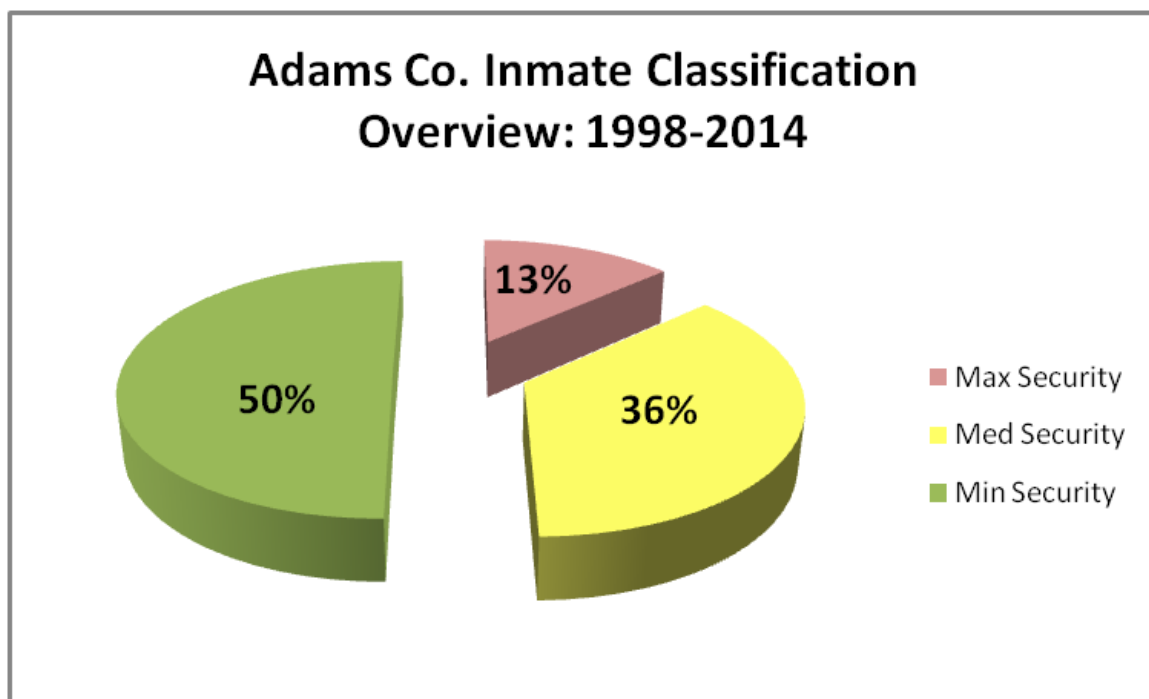
Inmate Population: While inmate-to-staff ratios are not particularly relevant drivers to determine jail staffing levels, consideration for the impacts of inmate population on staffing requirements is nevertheless important. The number and type of inmates that must be managed by staff are important. The following graph shows inmate population changes for Adams County for the last several years.



As shown by the above, the Adams County jail population has experienced a gradual decline since 2010, with its lowest average daily inmate population since 2003. While this information does not provide definitive guidance with respect to possible changes in security staffing levels, it does point to potential opportunities

to reconsider methods for managing the inmate population. By example, the Jail Division has not opened several F Module housing units as current inmate population does not justify their usage. Of interesting note, the jail inmate population has declined significantly compared to the prior Voorhis Jail Report projections performed in 2009. By their estimates, jail population should be approximately 50% higher than current population figures.

- **Inmate Classification Characteristics:** The nature of the inmate population, or classification characteristics, helps define security staffing levels. Over the course of the last 17 years, inmates housed in the Jail Division have not significantly changed with respect to the overall profile of their classifications. The following pie chart reflects male inmate classifications for the three primary classification types: maximum, medium and minimum security. While classification information has been expanded over the last several years to include more refined classification information, the pie chart reflects a good representation of the type of inmates to be found in the Jail Division, whether they are related to female inmates, work release inmates, etc.



As shown by the above, the Jail Division's population has been largely classified as minimum security risk, with a comparatively smaller population of medium and maximum security inmates. As such, the environment (statistically) carries less risk to inmates and security staff with respect to health and safety than jail systems with higher classification inmates. From a health and safety perspective only, such an environment can operate with less security personnel than their maximum security counterparts. Interestingly, this profile is similar to the Federal

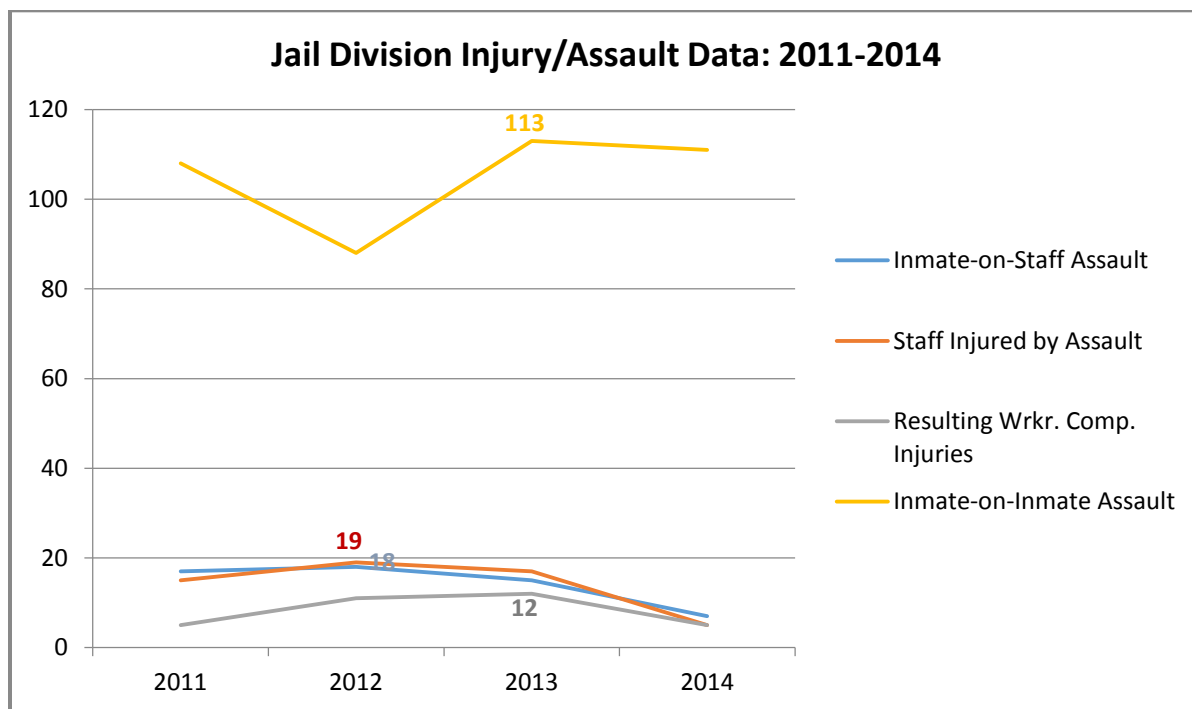
Bureau of Prison statistics classifications although such prisons are often devoted to housing just one classification type.¹⁹

- **Jail Safety Perceptions:** Jail safety is both a quantitative as well as qualitative consideration. Jail Division staff need to feel safe, particularly given the high-stress nature of this particular profession. According to the employee survey results discussed in a prior chapter, there is a perceived safety/staffing issue in the Jail Division as reflected by the following employee survey responses:

Statement	Agree	Disagree
The Jail Division operates with an appropriate number of staff.	7%	93%
We have the staff we need to perform safely.	16%	84%
We have an adequate number of staff to ensure inmate safety.	23%	77%

In sum, based upon this qualitative information, staff do not believe they have adequate staffing levels to perform safely. Consequently, this is a consideration when developing any staffing plan.

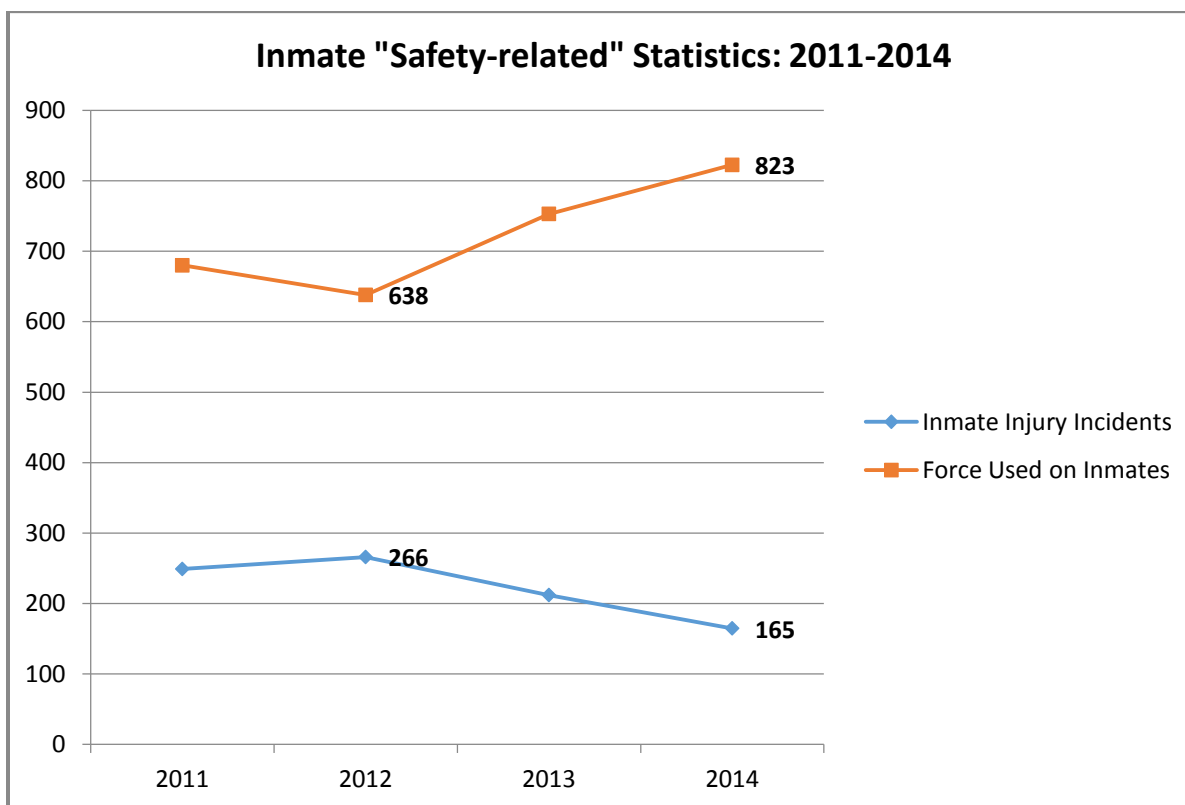
- **Jail Safety Statistics:** The following graph provides four years' data with respect to assault and injury-related information for the Jail Division:



¹⁹ http://www.bop.gov/about/statistics/statistics_inmate_sec_levels.jsp

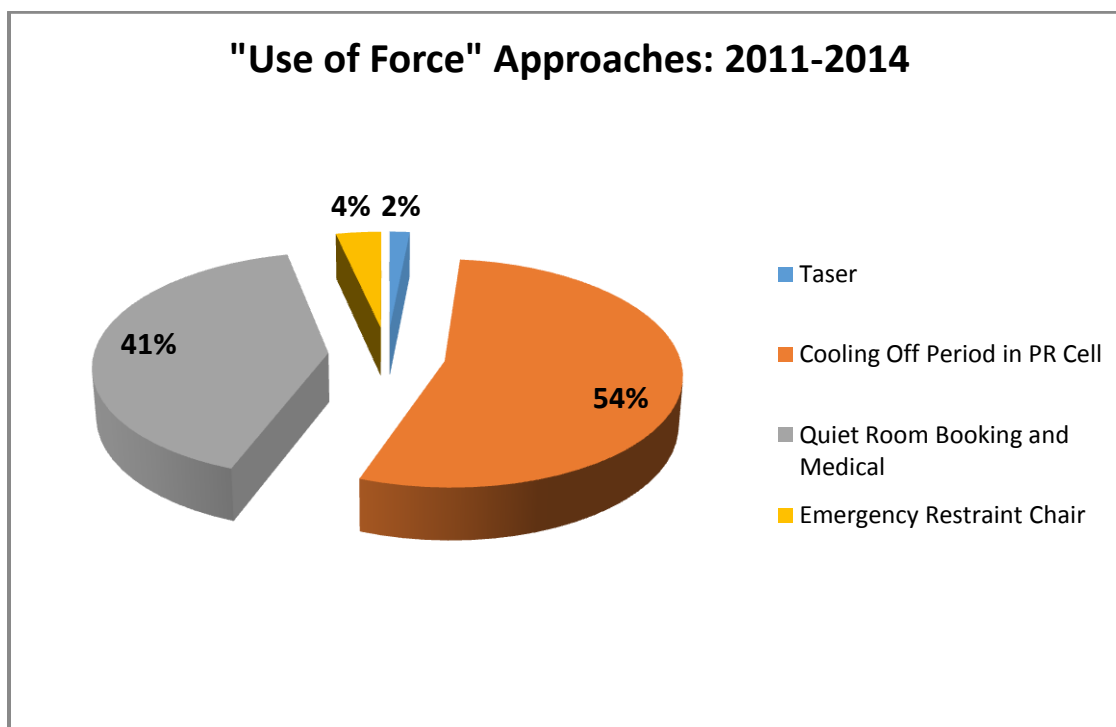
As shown by the above, with the exception of inmate-on-inmate assaults, other assault and injury-related metrics are on a downward trend; this is likely related, in part, to the declining jail population. These statistics, in comparison to federally available data from the *Federal Bureau of Prisons*, show some quantitative benefits in the Jail Division compared to federal counterparts. Federal statistics show that inmate-on-inmate staff assaults is three to four times more prevalent in federal jail systems and inmate-on-staff assaults 17-to-25 times more likely in federal jails compared to Adams County. Indeed, the metrics for federal jails show that serious assaults on correction officers are approximately equivalent to all kinds of assaults (which include bodily fluid contact) on Adams County deputies.²⁰

Additional jail safety-related statistics, as shown in the following chart, demonstrates that inmate injury incidents are declining while use of force on inmates is increasing, showing no strong correlation between use of force and injury incidence. While an increase in use of force incidents may at first appear alarming, a further understanding the details of “use of force” better clarifies the data.



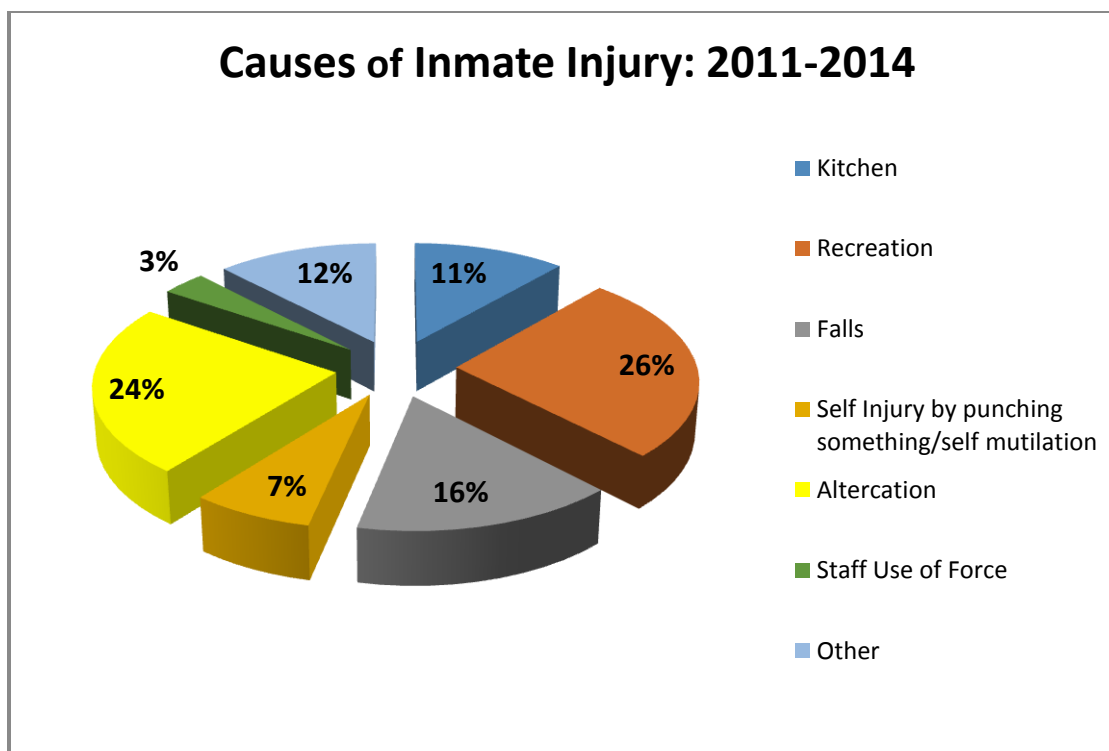
The pie chart below shows the types of “use of force” instigated over a four year period.

²⁰ http://www.bop.gov/about/statistics/statistics_staff_safety.jsp



As shown by the above, over 95% of “use of force” is related to placing inmates in a “cooling off” cell or a “quiet room” locale. In fact, the use of the quiet room increased in 2014 reflecting the jump in “use of force” statistics. Over the course of four years, there has not been any use of OC spray or a SAP device, illustrating the ability of deputies to use more moderate approaches on the use of force spectrum and further demonstrating a safer operating environment.

Another jail safety statistic is the number and type of injuries inmates suffer. As shown previously, inmate injuries are on the decline year-over-year.



The data suggest that inmates are more inclined to be injured from a variety of other factors when compared to “use of force” incidents. Indeed, the most prevalent injury is from participating in recreational activities with inmate-on-inmate altercations and falls the second and third most prevalent injury type, respectively. Prevention of some of these injuries can be accomplished through increased supervision (linked to staffing levels). Nevertheless, the totality of safety data suggests from a quantitative perspective, Adams County Jail is, comparatively, a very safe environment for a detention facility²¹.

A final “safety” statistic, though arguably less valid than others, is the number of inmate grievances filed. There is generally a correlation between the number and seriousness of grievances and jail operational challenges. These can include lack of security staff supervision/oversight due to either inadequate staff levels or inmate management philosophies. From fiscal year 2008 to 2011 grievances rose from 280 to 403—a 44% increase. Since that time, grievance tracking has been suspended. To use this metric, tracking of this data should be reinstituted.

- **Use of Security Staff:** How a jail utilizes different job classifications also impacts the number of security staff required to operate a jail. The Jail Division uses both deputies and detention specialists in this role and as such, optional deployment strategies can be considered.

²¹ Data for the four graphs was annualized in 2014 as December information was not available.

- **Inmate Programs:** As discussed in a separate chapter, the Jail Division does an exceptional job of offering personal development classes and group activities. In fact, 96% of staff agreed in the employee survey that the Division does a good job of providing programs to inmates (the highest consensus answer in the survey instrument). These activities require additional Jail staffing to perform and further require security staff's due diligence as they monitor and/or escort staff to various locations throughout the jail.
- **Use of Facility:** The Jail Division, as discussed in the Profile Chapter, uses the facility accordingly to relatively long-standing practice. Inmates are located in the facility based upon the following "location map."

Inmate Population by Facility Location - Distribution by Classification

“Module”	Pod / Floor	Pod / Floor	Pod / Floor	Pod / Floor	Pod / Floor		Pod / Floor
A	1 MED 32 BEDS	2 MAX 32 BEDS	3 MAX 32 BEDS	4 MAX 32 BEDS	J JUV 14 beds	5 SEG 16 beds	6 DISC 15 BEDS
B	1 WRIT 32 BEDS	2 MAX 32 BEDS	3 MAX 32 BEDS	4 MED 32 BEDS	5 INTAKE 32 BEDS		6 INTAKE 32 BEDS
C	1 MED 32 BEDS	2 MIN 32 BEDS	3 MIN 32 BEDS	4 In.Wrkr 32 BEDS	5 In.Wrkr 32 BEDS		6 In.Wrkr 32 BEDS
D	1 WR/IW FEMALES 26 BEDS	2 MIN FEMALES 32 BEDS	3 MED FEMALES 32 BEDS	4 MAX FEMALES 32 BEDS	5 MED FEMALES 32 BEDS		6 SPEC MAN FEMALES 16 BEDS
E	1 MED 32 BEDS	2 MED 32 BEDS	3 MED 32 BEDS	4 MED 32 BEDS	5 MED 32 BEDS		6 MED 32 BEDS
F 1 ST FLOOR	1100 CLOSED 64 BEDS	1200 MIN 64 BEDS	1300 WR/OIW 64 BEDS	1400 MIN FEMALES 64 BEDS			
F 2 ND FLOOR	2100 MIN 64 BEDS	2200 MIN 64BEDS	2300 MIN 64 BEDS	2400 CLOSED 64 BEDS			
F 3rd FLOOR	3100 CLOSED 64 BEDS	3200 CLOSED 64 BEDS	3300 CLOSED 64 BEDS	34 00 CLOSED 64 BEDS			

Based on classification information, populations and facility usage, the Jail Division has done a good job overall of managing the facility space; however, given continuing declines in inmate population there may be a future opportunity to repurpose space if populations continue to decline, thereby impacting security staffing levels.

In summary, the unique operating environment of the Adams County Jail Division, as demonstrated by the data associated with these factors, can impact both

fixed-post and ultimately security staffing need requirements. Based on this data, key findings related to the Jail Divisions operating environment include:

- The Jail Division's inmate population has been on a declining trend since 2010.
- Historically, the Jail Division's population has been largely classified as minimum security risk, with a comparatively smaller population of medium and maximum security inmates.
- Safety-related statistics indicate the Jail Division is a safe environment for inmates and security staff, although staff believe there is a safety issue and staffing issue irrespective of this data.
- The Jail Division has done a good job predicting their security staffing needs and using their facility; however, there are other optional approaches that can be considered.

The following sub-section review different staffing/operational options.

(1) Given Current Fixed-Post Deployments, the Jail Division could Decrease Authorized Deputy Staffing and Increase Detention Specialist Staffing.

Based on data noted previously, of the 30.5 security fixed-post positions currently designed in the Jail Division, nine (9) of these can be staffed by Detention Specialist job classifications. Despite this, current authorized staffing positions for Detention Specialists could only fill 5-6 of these nine positions based on net leave and the total staff required for each fixed-post (i.e. 4.99). As such, security staffing levels in the jail could be re-aligned to reflect a different security staffing deployment. This would result in the following staffing level needs to occupy the fixed-posts:

- 45 Detention Specialist staff authorized compared to the existing 28 authorized staff.
- 107 Deputy staff authorized compared to the existing 124.
- A total of 152 authorized positions (excluding accommodation for turnover and other long-term absentee factors).

With respect to the appropriate authorized staffing levels in order to manage the vagaries of day-to-day operations, an approximate 5% over-hire proportion should be considered for unexpected turnover, long-term absenteeism (e.g. Injured on Duty, FMLA), etc. The Adams County Jail Division has been provided a 13-deputy “over hire” buffer to accommodate this kind of turnover or long-term absenteeism. It should be understood, however, that this buffer should be above/beyond the staffing levels necessary from fixed-post calculations.

Transition to a revised Deputy/Detention Specialist deployment strategy would result in adding 17 Detention Specialists and Reducing 17 Deputy (security) staff from authorized positions resulting in an estimated \$289K annual savings in salary and benefit costs.

(2) Revise Current Fixed-Post Deployments Based on Historical Staffing Precedence and Other Factors.

Based on interview, data collection, survey instrument responses, existing deployment strategies, and policy and procedure information, as well as our project team’s observations relative to Jail Division operational requirements, there appear to be opportunities to revise fixed-post staffing requirements based upon how the jail facility is currently used. The following table identifies these potential changes:

ADAMS COUNTY, COLORADO
Staffing Requirement Analysis of the Jail Division

Location	Optional Fixed-Post	Potential Changes
Module A	3	No Change
Module B	3	No Change
Module B - Intake	1.5	Increase of 0.5 Fixed Post during busy 0900-2100 hour booking times.
Module C	3	No Change
Module D	3	No Change
Module E	3	No Change
F Dorm Floor 1(including control)	4	No Change
F Dorm Floor 2(including control)	4	No Change
Kitchen	0	Often not staffed now. Eliminate as fixed-post and transfer to periodic supervision from rover positions.
Infirmary	1.5	Reduce infirmary to one deputy on night shift with additional coverage, as necessary, provided by rovers' positions in the event high risk or isolation cell inmates are present.
Rover	3	Increase from 1 to 3 positions given facility layout requiring lengthy transit distances and security personnel's concerns regarding safety.
Booking Control	1	No Change
Master Control	1	No Change
Public Counter	0	Often not staffed now. Eliminate as fixed-post and transfer to periodic oversight from rover positions.
TOTAL:	31.0	

While the above demonstrates some moderate fixed-post staffing changes, overall the plan only results in an additional 0.5 fixed-post positions. Our project team believes the above provides additional flexibility and facility safety with respect to key positions, ostensibly creating additional “flexible” back-up through an enhanced rover deployment. The new fixed-post plan, operating under the same staff deployment strategy of Detention Specialists and Deputies as described earlier, would result in an authorized staffing level of 45 Detention Specialists and 110 Deputies for a total authorized security personnel of 155 in the Jail Division. Transition to a revised Deputy/Detention Specialist fixed-post deployment strategy would result in adding 17 Detention Specialists and Reducing 14 Deputy (security) staff from authorized positions resulting in an estimated \$49K annual savings in salary and benefit costs.

(3) If Inmate Population Trends Continue to Decline, Repurpose a Portion of the Detention Facility or Allow Additional Municipal Inmates.

As noted throughout this chapter, inmate populations are on a declining trend. And as previously suggested, the Jail Division has made good use of the existing facility. Nevertheless, given these trends, there may be an opportunity to repurpose portions of the facility in the future. Over the past three years, the number of pods/dormitories (housing units) required for housing inmates has slightly shifted, resulting in the following based on the last three years' (calendar 2011-2013) classification and inmate population information²²:

Classification	Housing Units Required at 85% or 80% Capacity (rounded up)	Current Housing Situation
Maximum Security (male)	5 (32-bed) pods at 85% capacity	5 housing pods in 2 Modules.
Medium Security (male)	9 (32-bed) pods at 85% capacity	9 housing pods in 3 Modules.
Minimum Security (male)	7 (64-bed) dorms at 80% capacity	2 housing pods in 1 Module. 4 dorms on 2 Floors.
Min. Security (Inmate Worker/Work Release males)	3 (64-bed) dorms at 80% capacity	3 housing pods in 1 Module. 1 dorm on 1 Floor.

Based on the data, if inmate populations continue to decline, then the following options can be considered:

- Open the two presently vacant dormitories on the 1st and 2nd floor of 'F Module.'
- Transfer Writ inmates to 'Module A' "specialized pods" that are rarely used.
- Transfer medium security 'Module C' inmates to 'Module B' Writ location.
- Transfer minimum security inmates in 'Module C' to newly opened 'F module' floors.
- Take out of service 'Module C.' Transfer necessary staff to 'Module F.' This would result in an overall net savings of one (1) security fixed-post position.

While it is presently premature to perform this realignment based on existing inmate population, there is a possibility this can be effectuated in the future. Alternately,

²² 2014 annual classification information was not yet available.

'Module C' could remain open to allow for increased municipal use of jail space. Nevertheless, if new dormitories in 'Module F' were staffed and 'Module C' remained open to accommodate new municipal inmates, additional Jail Division staff would be required to operate this Module (as current practice) thereby requiring 3 additional fixed-post positions under this new operational scenario.

(4) If Inmate Population Trends Continue to Decline, Reconsider Restrictions on Municipal Inmate Populations.

With the inmate population levels of 2014 reflective of a continuing downward trend in average daily population, this year then represented a watermark year whereby the Adams County Jail Division can again re-consider the present 65-inmate per day restriction (raised from 30) on municipal inmates. It is not advisable to be completely lifted until jail populations further decline (as potential overcrowding could periodically result impacting inmate and security staff safety), or alternately until the current "mothballed" housing units are brought on-line (thereby requiring more staff resources). Nevertheless, loosening of the restrictions by an additional 10-15 inmates per day appears practical given Jail Division inmate population trends. This should help serve to mitigate some concerns expressed by municipal partners over the course of the last few years.

4. OPERATIONAL CONSIDERATIONS INFLUENCING SECURITY STAFFING LEVELS.

The following sub-sections identify various operational practices and considerations that influence Jail Division security staffing levels.

(1) Security Staff's Workload Appears Reasonable.

The project team reviewed various workload metrics and other information provided by the Jail Division such as number of disciplinary/other reports written and the daily schedule of events. With respect to daily activities, the following table reflects scheduled events:

<u>Time</u>	<u>Major Planned Activity</u>
0630	Sgt. Overlap Brief
0645	Day Shift Brief
0700	Shift Change Out-Service/In-Service
1100	Lunch Food Cart
1200	Begin 3 hr lockdown
1500	End 3 hr lockdown
1600	Dinner Food Cart
1745	Lockdown for Count
1815-1845	Lockdown Clear
1845	Night Shift Brief
1900	Shift Change Out-Service/In-Service
2100	Max Sec; Writ & Intake lockdown for night
2200	Remaining Inmate lockdown
2300	Informal Count
0430	Breakfast Food Cart
0545	Lockdown for Count
0600-0615	Lockdown Clear

As it relates to the schedule, there is nothing particularly unique that cannot be accomplished with the oversight of security staff. Workload, such as various reports written, averages approximately 27 a day or slightly over one an hour. Security staff attempt to perform one jail-area “shakedown” (surprise inspection of inmate area) per shift or twice-daily. Based on information from April 2014 to the beginning of January 2015, security staff were able to accomplish this shakedown 63% of the time.

As it relates to staff’s perception of workload, the following is duplicated from the employee survey:

Survey Statement - Please select one of the following choices to describe your current workload:	% of Responses
I could handle more work without being overloaded.	6%
About the right balance between time available and the amount of work.	22%
Sometimes I am overloaded with work, but most of the time I can keep up.	62%
I am always overloaded. I can never catch up.	10%

While the above reflects all Jail Division staff responses, there was not any significant difference with respect to security staff. In sum, only 1-in-10 staff felt they were overloaded with work. As such, given the totality of data examined, security staff workload appears reasonable and does not have an impact on fixed-post staffing requirements.

(2) Use of the Two 12-hour Shift Schedules for Security Staff Should Continue.

The advantages of the 12-hour program were described previously in this chapter with respect to the impact on staffing levels. While four (4) hours of overtime are earned every two weeks for each security staff member (given the 84 hour per two-week schedule), this cost is off-set in comparison to other three-shift schedules that could be implemented that would require additional staff resources. As such, the 12-hour shift schedule should continue but must be operated in the context of controlling overtime as this particular schedule is fatiguing and can lead to additional operational risk if not managed closely.

(3) Use of Overtime Should Continue to Cover Periodic Vacancies in Security Fixed-Posts; However Recommended Staffing Levels Must be Maintained to Avoid Risks Associated with Excessive Overtime Usage.

Approximately 24,350 hours of overtime were spent in 2013 in the Jail Division and close to 24,100 hours in 2014. Approximately three-quarters of this overtime goes to various shift coverage requirements. This equates to overtime filling approximately 4.5 fixed-post per day or about two fixed-posts per shift. This is the outcome for not

consistently maintaining sufficient staffing levels to meet fixed-post requirements. Furthermore, as noted earlier in the chapter, there are several advantages to a 12-hour schedule, but the potential fatigue associated with such a schedule, particular in the context of regular use of overtime, can become problematic and lead to additional risk.

While a “broad guideline” for the amount of overtime that should be expended (in the public sector) prior to hiring any new position is 14-hours per person per week, this fiscal benchmark is well above that which should be deemed reasonable from a risk-assessment standpoint. Staff who work extra hours on longer shift schedules can suffer from a variety of performance/cognitive/health risks, and as such, overtime should be controlled well, particularly in environments, such as a jail operation, that carries risk based upon the profession.

According to the employee survey, staff have an interesting viewpoint with respect to overtime as shown in the following table:

Survey Statement	Agree	Disagree
I personally work too much voluntary overtime.	18%	82%
I personally work too much mandated overtime.	38%	62%
Our entire Jail Division works too much overtime.	66%	34%

The table suggests that while staff believe the entire Jail Division works too much overtime, individuals do not believe they personally work too much overtime, particular overtime that is voluntary as opposed to mandated. This speaks to the ability for the Jail Division to continue to use overtime for necessary coverage, but not in the absence of developing an appropriate security staffing baseline. Indeed, evidence suggests that how overtime is presently managed through a mandatory pager system might be revised through voluntary overtime sign-up (again, if staffing levels are appropriate

established). What must be carefully managed is ensuring some staff do not voluntarily sign up for too much overtime that can lead to operational risk.

(4) Present Levels of Service Provided for Jail Inmates Should Not Impact Needed Security Staffing Levels.

As discussed in another chapter, the Jail Division provides diverse jail services to inmates. Inmates are in lock-down for 12 hours daily and in Day Room or other jail facility “community environments” for the other 12 hours. While some additional services are possible, given current and recommended fixed-post security staffing assignments these will not impact security staffing needs but may impact other support personnel needs if programs are significantly augmented.

(5) Transitioning to a “Non-Certified” Correction Officer Position Does Not Appear Beneficial.

There has been periodic discussion among various parties in Adams County surrounding the use of a non-certified “Corrections Officer” position as opposed to certified Deputy in staffing most security-related jail fixed-posts. There are clearly a number of pro/con arguments that have been posed throughout the nation with respect to using correctional officer staff in place of deputies/police officers in municipal and county jail settings. Given both position types operate throughout the nation in these jail environments, there no one right answer. Despite this, the arguments fundamentally revolve around cost versus flexibility. The following observations are noted with respect to Adams County.

- While it would be uncertain what Adams County would pay with respect to implementation of a “Correction Officer” job classification, it would certainly be more than the present Detention Specialist classification and less than a Deputy. Nearby Aurora, Colorado uses police officers in their Police Department and Detention Officers in their independent Detention Center (both operated by the City). Aurora police officers get paid approximately 9%-13% higher than the

Detention Specialist colleagues, reflective of a possible wage difference if Adams County adopted this model.

- Adams County is a comparatively small rural environment, and as such does not have the overall public safety resources of larger urban or rural county operations. As such, the total number of law enforcement personnel to respond to county-wide needs—both planned operations and unplanned emergencies—is restricted when juxtaposed against larger counterparts. Any transition to law enforcement personnel that are not fully capable of responding to all types of law enforcement incidences (as would be the case if Correction Officers were used) further minimizes the County’s ability to flexibly respond in case of serious events.
- Significantly reducing deputy staffing levels in Adams County not only can result in the above service-level issues, but reduced flexibility for staff to rotate to new and varied assignments, be promoted, etc. This further restricts the County’s ability to foster competitive recruitment and retention practices.
- Given recommendations to further bolster the Detention Specialist contingent and reduce the Deputy contingent in the Jail Division, there does not seem to be a need to further downsize Deputy positions.

In summary, moving toward a “Correction Officer” job classification for the Jail Division does not appear to be in the overall best interests of Adams County.

5. KEY FINDINGS AND CONCLUSIONS.

Throughout the chapter a variety of findings and conclusions has been raised with respect to the Adams County Jail Division’s security staffing and operations. The following summarizes these key findings and conclusions.

(1) Jail Security Staffing Levels Should not be Driven by Inmate-to-Staff Ratios but be Based on Several Inter-related Factors.

KEY FINDINGS:

- Detention Center layouts impact security staffing requirements. The Jail Division is a two-tiered physical layout with the majority of inmates in Modules A through E under “Podular Remote Surveillance” and inmates in the multi-floor F dormitory under “Podular Direct Surveillance.” As a result of the facility design, as well as how the space is used, different levels of fixed-post security staffing are required.
- Security staff are scheduled to work on a 12-hour shift program (12.25 hours per shift, with an hour meal break), 3-days on/4-days off, and then 4-days on/3-days off. In addition to be a fiscally prudent schedule, the 12-hour shift program typically has the added advantage of deploying the

total personnel resource contingent over two shifts as opposed to three shifts. As a consequence more personnel are available on a shift-to-shift basis in a 12-hour shift than any counterpart shift schedule. One significant disadvantage of longer shift schedules, particularly the 12-hour shift, is that there is a wealth of research data that suggests there are various negative consequences for working extended hours over the longer-term. Consequently, proper baseline staffing and close management of overtime are a necessity under this kind of schedule.

- The Adams County Jail Division has been designed and operates philosophically with tendencies toward providing inmates a variety of programs and “enhanced freedoms” (barring disciplinary issues). Consequently this progressive inmate management approach impacts overall staffing needs compared to a “lock-down” environment.
- Factors that should be considered in determining security staffing include, but are not limited to: **1)** The Jail Division’s inmate population has been on a declining trend since 2010; **2)** Historically, the Jail Division’s population has been largely classified as minimum security risk, with a comparatively smaller population of medium and maximum security inmates; **3)** Safety-related statistics indicate the Jail Division is a safe environment for inmates and security staff, although staff believe there is a safety issue and staffing issue irrespective of this data; and **4)** The Jail Division has done a good job predicting their security staffing needs and using their facility; however, there are other optional approaches that can be considered.
- Adams County Jail Division security staffing levels cannot be determined or reasonably discussed in the context of overly simplified inmate to staff ratios. Staffing requirements in a jail are the result of a unique combination of variables influenced by jail design, staff scheduling, and a variety of operational philosophies. As such, there is no concrete number for recommended staffing levels in a jail operation, but rather a staff range based upon various deployment options.

KEY CONCLUSIONS:

- Security fixed-post positions are apparently fluctuating somewhat in the Adams County Jail Division dependent upon staffing availability, supervisors’ determination, etc. These fixed-posts ultimately determine the overall staffing levels required in security services. This is based upon net availability of staff which average 1,749 hours out of 2,080 hours available annually.
- With the need to cover 30.5 fixed-post security positions under current operational protocols, and 4.99 positions per fixed post, the Jail Division needs 152 positions assigned to security services in the Jail Division to typically cover these fixed-post positions. This is compared to the present authorized staffing level of 152 deputy and detention specialist positions deployed to these security services which should be considered a minimum staff baseline.
- Of the 30.5 security fixed-post positions currently designed in the Jail Division, nine (9) of these can be staffed by Detention Specialist job classifications. As such, security staffing levels in the jail could be re-aligned to reflect a different security staffing deployment. This would result in the following staffing level needs to occupy the fixed-posts. An authorized staffing level of 45 Detention Specialists and 107 Deputies for a total authorized security personnel of 152 in the Jail Division.
- Based on interview, data collection, survey instrument responses, existing deployment strategies, and policy and procedure information, as well as our project team’s observations relative to Jail Division operational requirements, there appear to be opportunities to revise fixed-post staffing

requirements based upon how the jail facility is currently used. This would result in a new fixed-post deployment for security staff of 31.0 positions and result in an authorized staffing level of 45 Detention Specialists and 110 Deputies for a total authorized security personnel of 155 in the Jail Division.

- With the inmate population levels of 2014 reflective of a continuing downward trend in average daily population, this year then represented a watermark year whereby the Adams County Jail Division can again re-consider the present 65-inmate per day restriction (raised from 30) on municipal inmates.

Recommendation #1: Establish Jail Division minimum staffing levels for Security Services at 152 Deputy/Detention Specialist personnel. Staffing should never fall below this baseline.

Recommendation #2: Re-align internal security staffing reducing deputy staffing levels and increasing detention specialist staffing levels to an authorized staffing level of 45 Detention Specialists and 107 Deputies for a total authorized security personnel of 152 in the Jail Division. This would result in an estimated \$289K annually in savings compared to present operations.

Recommendation #3: Strongly consider a new enhanced fixed-post staffing plan of 31.0 fixed-post positions requiring an authorized staffing level of 45 Detention Specialists and 110 Deputies for a total authorized security personnel of 155 in the Jail Division. This would result in an estimated \$49K annually in savings compared to present operations.

Recommendation #4: If staffing re-alignment is adopted hire additional detention specialist positions and rotate re-assigned deputies to other Sheriff Department positions (pending any staffing needs assessment for these other Divisions). Any staffing transition plan that would result in overall reduced Sheriff job classifications types should be accomplished through attrition.

Recommendation #5: Consider increasing the municipal inmate cap from the present 65 inmates to 75-80 inmates daily. Caps should continue to be revised or removed dependent upon changes in inmate population.

(2) Overall, the Jail Division Security Operations Performs Well With a Few Opportunities for Revisions.

KEY FINDINGS:

- Security staff's workload appears reasonable and should not impact fixed-post staffing requirements. Based on the employee survey instrument 90% of staff believe they have sufficient work capacity (although periodically busy) to operate effectively.
- The 12-hour shift program should continue to be used in security services.
- Use of overtime should continue to cover periodic vacancies in security fixed-posts; however

recommended staffing must be maintained to avoid potential risks associated with excessive overtime usage.

- Transitioning to a non-certified “Correctional Officer” position for jail security does not appear to be in the best interests of Adams County.

KEY CONCLUSIONS:

- Security fixed-post staffing levels have recommended revisions noted above, but this is not due to any administrative-related workloads which are manageable.
- The 12-hour shift program currently provides the best flexibility and fiscal benefits for Jail Division security.
- Overtime should be closely managed, used to cover periodic vacancies, but not used as a replacement for necessary security staffing levels identified in this report. Use of overtime on extended shift programs carries enhanced risk to the performance, cognitive function and health of staff on these schedules.
- There are clearly a number of pro/con arguments that have been posed throughout the nation with respect to using correctional officer staff in place of deputies/police officers in municipal and county jail settings. Given both position types operate throughout the nation in these jail environments, there no one right answer. Despite this, the arguments fundamentally revolve around cost versus flexibility and the project team’s review suggest the flexibility benefits of keeping Deputy positions override the marginal cost advantages of a Correction Officer position.

Recommendation #6: Maintain the existing 12-hour shift program for Jail Division security personnel.

Recommendation #7: Closely monitor use of overtime with recommended caps—based on health/safety risks—of no more than 12 hours overtime per person per week and no more than 416 hours per person per year.

Recommendation #8: Transition from a pager-based mandatory overtime model to a voluntary overtime model in the context of recommended security staffing levels.

Recommendation #9: Reinstitute inmate grievance tracking and resolution tracking as this effort is considered a best-practice.

Recommendation #10: Continue the use of certified Deputy positions in the Jail Division instead of considering the use of non-certified Correction Officer positions.

5. ANALYSIS OF JAIL SUPPORT SERVICES STAFFING

This chapter focuses on the staffing of the Adams County Jail Division's Support Services, to include all operational units within this recently expanded service area.

1. SUPPORT SERVICES STAFFING AND OPERATIONS ARE EVALUATED DIFFERENTLY THAN FIXED-POST STAFF POSITIONS.

It is more difficult to evaluate the staffing levels required in jail operations support services because, unlike jail fixed-post operations, more subjective and qualitative determinants of workload and work practices need to be considered. Operations just as jail security services have the benefit of several quantitative measures—such as a direct nexus between facility layout and staff requirements—whereas support services, given the nature of this work, have fewer such reliable measures. Comparisons with other agencies can be informative, but are never “apples-to-apples” comparisons and thus are often less worthwhile exercises (that in this instance is also beyond the scope of this study).

(1) Fundamental Considerations That Determine Support Services Staffing.

Factors making a support services comparison between different agencies difficult and a support service analysis somewhat problematic include:

- What services, and to what degree these support services are provided, varies (often dramatically) by agency. Dependent upon the detention centers operational philosophy, as discussed in the prior section, and based upon alternative rehabilitation/confinement service options pursued beyond incarceration, the provision of support services in an organization can vary dramatically.
- The extent to which “support services” are centrally or de-centrally organized influences how they are managed and potentially staffed. By example, the Programs Section (providing inmate services) is presently managed by a

Commander overseeing the Technical Section of the Adams County Jail Division while other “support services” are under the non-certified Support Services Manager. Organizational structures can influence both operations and perceived staffing level needs.

- Technology used in the provision of support services functions can vary dramatically between different agencies, and can have a dramatic impact on support services operations dependent upon the level of (well-implemented) technology that is embraced.
- Work practices vary tremendously among agencies, whether it is the number/type of programs offered or the frequency in which contacts with detained individuals is performed.
- Ancillary duties and responsibilities performed by support services staff can impact overall staffing requirements.
- Finally, the nature of the community itself with respect to its ability/willingness to provide alternatives to incarceration are important in guiding support services staffing requirements.

In summary, support service staffing analysis is far more qualitative than quantitative in its review, and as such, reliance on internal management and supervision to help guide staffing requirements is a prerequisite.

(2) Support Services Staff Levels and Operational Protocols have had Limited Definitive Recommendations in Prior Studies.

While largely anecdotal, a 2013 *Criminal Just Coordinating Committee* study, a 2011 *National Institute of Corrections Justice System Assessment report*, and a 2009 *Inmate Assessment & Staffing Report* provided minimal findings, conclusions and recommendations surrounding various Jail Division support service programs. While this could be attributed to either oversight or not within the scope of services of these reviews, the absence of support service information in these reports suggest that other issues of much higher priority (such as jail populations, security staffing, intra-County corrections coordination efforts, etc.) were focused upon. The earliest 2009 study did

provide a few suggestions relative to mail room, Records supervision, a dedicated telephone “311” position, and Classifications functions. In sum, the totality of information on support services in prior studies accomplished for the Jail Division provides little guidance or alerts to significant issues with respect to these kinds of jail functions.

2. REVIEW OF SUPPORT SERVICES FUNCTIONAL UNITS.

The following sub-sections provide our review of the various units with the Jail Division’s Support Services Section.

(1) Classifications Unit.

The Classification Unit provides inmate “risk” classification services to include initial/revised classification and housing assignment of inmates as well as imposing disciplinary action and revising classifications based in inmate behavior. While other activities are performed, these are the core services provided by three (3) Court Services Specialist staff positions. According to the *National Institute of Corrections*, one classification position should be available for each 100 to 125 inmates in the facility. Like many benchmarks (including the oft cited inmate-to-staff ratio), this does not consider the unique circumstances of a jail operation as a long-sentence detention facility with limited inmate turnover would not need such staffing or, conversely, a county jail with regular inmate turnover could benefit from such staffing.

Despite the benchmark weakness, there is relatively clear evidence based on an Average Daily Population of over 1,000 inmates that three (3) Court Services Specialists dedicated to this effort is minimal. Management and supervision have accommodated this shortcoming by cross-training other individuals who can also perform these functions. Nevertheless, our project team concurs with the 2009

Voorhees Report that suggests four (4) classification personnel are warranted.

(2) Inmate Worker Unit.

The Inmate Worker Unit provides inmate work orientation and liaison, managing approximately 150 inmate worker positions. Staff collects/processes applicants to include medical clearances and other relevant paperwork and interfaces regularly with these trustee's sponsors. While other activities are performed, these are the core services. The position is currently occupied approximately half-time with the one (1) Court Services Specialist also working in the Work Release Unit. This position provides another opportunity for effective inmate interaction but is somewhat pre-occupied with other work to spend significant time providing interface with inmates and trustee sponsors. Consequently, there is potential opportunity for refinement.

(3) Pre-trial Support Services Unit.

The Pre-trial Support Services Unit completes dockets for court, performs pre-trial assessment recordation, conducts interviews, schedules court interpreters, verifies bond co-signers, maintains various statistics and attends court Monday-Friday. While other activities are performed, these are the core services. Workload can be significant as illustrated by nearly 12,700 interviews conducted and 11,400 reports managed in 2014. The efforts undertaken in this Unit can be considered nearly one-fixed post, providing seven-day per week service with operating hours from 0600-0130 hours. Consequently, the five (5) Court Services Specialist positions reflect one-to-two staff working at any given time during the operating period. Given the variety of duties and responsibilities and operating hours (to include court attendance) staffing levels appear reasonable.

(4) Pre-trial Supervised Release Unit.

The Pre-trial Supervised Release Unit manages monitoring program and carries case management files; performs twice-weekly urinary analysis collection/ and laboratory submission to monitor sobriety; performs candidate orientation and on-site monitoring of candidates; and manages GPS tracking during shift operating hours. While other activities are performed, these are the core services. Over the course of calendar years 2013 and 2014, active persons on the program increased dramatically from an average of 198 to 412 per month (a 108% increase). The four (4) positions assigned to this unit are therefore responsible for an average “caseload” of 100 clients per person and are particularly busy during the two days per week of testing and could potentially benefit from some enhanced information technology to facilitate testing and results management. Otherwise, our review indicates that staffing should be adequate.

(5) Sentence Computation/State Offender Unit.

The Sentence Computation/State Offender Unit computes time served for sentenced inmates, taking into account amendments and other factors that impact an inmate’s projected release date; manages the post-conviction felony DNA process; coordinates the State Offender information; and supports other units such as Pre-Trial Supervised Release (e.g. GPS in-home detention) and Classifications. While other activities are performed, these are the core services. The three (3) positions assigned to this unit are cross-trained to provide support to other units, and as such is effectively managing their workloads.

(6) Work Release Unit.

The Work Release Unit manages inmates and case files with short-term

sentences for non-violent offenses through alternative programs. Staff screen candidates for work release eligibility; visit work sites and employers to ensure that the participant is conforming to all Sheriff's Office program requirements; and makes random telephone inquiries to check on inmate conformance. While other activities are performed, these are the core services. The three (3) full-time positions assigned to this unit are partially supported by the staff member also assigned to the Inmate Work Unit. As noted therein, there is opportunity for refinement of this kind of support particularly given the magnitude of effort providing off-site supervision of work release inmates is directly related to the number of staff available to perform off-site monitoring and random checking.

(7) Records Unit.

(7.1) Higher Numbers of Records Technician Positions Remain Vacant

The Records Unit is responsible for a number of support functions relating to information management, data entry, and interface with the public. Staff work four shifts teams, each of which covering a 12-hour period, three days per week and led by a Records Supervisor.

The table below provides an overview of the staff allocated to the unit:

Staffing – Records Unit

Classification	# of FTEs
Records Supervisor	4.0
Records Technician	24.0
Total FTE	28.0

While there are 24.0 records technician positions allocated to the unit, only 18.0 are filled – 25% of the total number.

(7.2) The Roles Completed by Records Technicians are Highly Varied

The table below summarizes the volume of workload tasks completed by Records Technicians over the course of an entire year, including the average per hour given the 24-hour, seven-day window of operation of the unit:

Records Unit Workload by Task Category (2014)

Category	Total	Avg. Per Hour
Calls Taken	100,215	11.44
New Arrests	14,732	1.68
Vine Entry	5,193	0.59
Vine Cancellations	354	0.04
Charge Updates	2,574	0.29
Clearances	15,918	1.82
Teletypes	11,133	1.27
Histories	261	0.03
Bonds	9,629	1.10
Custody Letters	211	0.02
Professional Visits	8,684	0.99
Regular Visits	2,805	0.32
Property Releases	924	0.11
Audit In	4,445	0.51
Audit Out	14,952	1.71
Scanned Jackets	13,314	1.52
Validated Jackets	14,326	1.64

It should also be noted that the table above does not represent the full picture of tasks completed by the unit, as many are more informal, such as talking to an individual at the front window. For example, while all Records Technicians are cross-trained in each of the position's functions, each day, two Records Technicians are assigned to work at the front desk, where their roles become more specialized. While at the front desk, the Records Technicians focus on tasks such as completing bonds, professional visits, visits, and interacting with the public at the front window. When not assigned the

front desk area, staff roles focus more toward handling phone calls, running criminal histories, preparing jackets, scanning documents, data entry, and other criminal justice information management tasks.

(7.3) Records Technicians are Integral to Booking and Release Processes

Although not all of the unit's workload revolves around the booking, workload relating to the booking process occupies a significant portion of the tasks completed by the Records Unit. Many of these roles are not auxiliary to this process, but are instead core components. Booking Officers rely on the technicians to complete the preparation of inmate jackets (folders), verify key details, enter data, and run criminal histories. Despite the large degree of overlap in the functions performed by Records and Booking, the Records Technicians are placed within a separate area of the organization.

Given the need for some parts of the booking process to function with absolute accuracy, it is critical that the potential for human error be minimized wherever possible. In order to minimize the likelihood of mistakes occurring in the booking and release processes, it can be assumed that interruption of these tasks may increase the risk of error. At the same time, technicians retain the responsibility of handling many of the other functions performed by the unit, such as answering the phone – which alone represents a significant amount of workload, at a rate of 11.4 incoming calls per hour. A sizable percentage of these calls require that an action be taken, such as making a quick database query to address the caller's question. Distracting tasks, such as responding to phone calls can then hinder the speed and accuracy of the work that was interrupted.

(7.4) Issues Stemming from the Current Organization of the Booking Process

Given that records technicians perform tasks mostly related to gathering, organizing, and verifying the information of inmates, it is feasible for their areas of responsibility in the booking and release processes to be extended to include other similar tasks that booking officers perform. This would include collecting and organizing inmate property, initial preparation of inmate jackets, and so forth. While it is important to ensure a degree of redundancy in certain areas, such as the verification of an inmate's identity and/or release date, most of the administrative and data-centered tasks handled by booking officers can be performed by technicians at a similar capacity.

There are a number of advantages to organizing roles in this manner in regards to the overall efficiency of the process. For example, in the process of organizing inmate jackets, the current division of labor between the two classifications forces data to be entered multiple times, creating additional steps and adding additional workload to the process. Instead, data that can potentially be entered directly into the Jail Management System instead of first requiring that the information be transcribed manually before it is read and entered into the JMS by another staff member. By eliminating repetitive steps in the management of information, it is also much easier to gauge the amount of time it takes to complete each individual step. With better metrics on the detailed workload involved in the booking process, key decision makers are able to better optimize the workflow and staffing of the unit.

(7.5) Reorganizing Staff Around Booking Processes

From these factors, it is clear that opportunities for improvement exist in how the processes of booking and release are managed, allowing the Jail Division to streamline these functions while at the same time ensuring the security of the booking and holding

area. Doing so will also focus the roles of booking deputies, and in particular, records technicians. To accomplish this, a large number of records technicians should be reclassified as Booking Technicians, a lateral classification change. The only differences between the roles of the two positions would be having the lead responsibility for the initial preparation of inmate jackets, warrant and criminal history checks, conducting victim notifications, and verification of paperwork, as well as performing victim notifications duties when applicable. This would allow Booking Deputies to focus on the security of the booking and holding area. Staffing levels of Booking Deputies can then be set and evaluated as fixed-post positions, rather than as a measure against workload.

3. KEY FINDINGS AND CONCLUSIONS.

Throughout the chapter findings and conclusions has been raised with respect to the Adams County Jail Division's support services operations. The following summarizes these key findings and conclusions.

(1) There are No Significant Issues with Respect to the Support Services Section Staffing Levels.

KEY FINDINGS:

- The seven units overseen by the Support Services Manager represent one of the most diverse functional areas in the Jail Division to manage.
- Staff in these units perform well, but are often busy given their respective workloads.
- Cross-training has occurred that allows for inter-unit support by staff.
- There are a few minor staffing issues that should be addressed, none of which involve staff decreases.
- The organization of roles and responsibilities involved in the booking and release processes creates significant inefficiencies and overextends the role of Records Technicians
- Reorganization of staff involved with the booking presents a significant opportunity

KEY CONCLUSIONS:

- Staffing levels should be moderately augmented in Classifications and Work Release Units.
- Integration of Technician staff with the Booking Deputies allows the booking and release processes to be managed and tweaked centrally, making it significantly easier for technology-based improvements to be made to the process in the future.
- Reclassify nearly half of all Records Technicians as Booking Technicians, transferring them under the supervision of the Booking Sergeant(s)

Recommendation #11: Add one (1) Court Services Specialist to Classifications, bringing total staffing to four (4) positions. Estimated cost is \$53K/yr in salary and benefits at an entry-level position.

Recommendation #12: Add one (1) Court Services Specialist to the Work Release Unit, and assign the Specialist working both Work Release and Inmate Work full-time to the latter. Estimated cost is \$53K in salary and benefits at an entry-level position.

Recommendation #13: Conduct an information technology feasibility study for the Pre-trial Supervised Release Unit to determine if additional hardware/software can be utilized to enhance staff efficiency.

Recommendation #14: Periodically monitor the average task completion time at the various stages of the booking process in order to more accurately evaluate the staff needed to handle workload.

Recommendation #15: Reclassify ten (10) Records Technician positions as Booking Technicians. Transfer the reclassified positions to the Booking section, where they will report directly to the Booking Sergeant. In order to minimize the impact that this has on the high vacancy rate currently experienced by the Records Unit, these steps may be completed incrementally over a number of months. No change in salary/benefit package.

Recommendation #16: Contingent upon the reductions being made to the number of deputies assigned to the Booking section (discussed later in this chapter), increase the number of Records Technicians by four (4). After six months, evaluate whether these positions should remain within the Records Technician area, or whether they should be reclassified as Booking Technicians instead based on an analysis of workload demands in each unit. Estimated cost is \$177K/yr in salary and benefits at an entry-level position.

6. ANALYSIS OF TECHNICAL SERVICES STAFFING

The Technical Services section is headed by a sworn Commander position, overseeing the Booking, Transport, Inmate Programs, K9, and Training units.

1. INMATE PROGRAMS

(1) Organization and Staffing

The Inmate Programs section of the division is responsible for organizing the recreation activities for inmates and providing education and personal development classes. The staffing levels of the unit are displayed in the table below:

Staffing – Inmate Programs Unit

Classification	# of FTEs
Programs Supervisor	1.0
Recreation Assistant	1.0
Library Assistant	4.0
GED Instructor	2.0
Total FTE	9.0

The work is unique to the Inmate Programs section, and is in part sustained by continued support from and participation by outside volunteers.

(3) Programs Offered by the Unit Are Largely Successful

The following table provides several workload statistics for the unit, including class attendance and the total amount of volunteer hours over the course of 2014:

Inmate Programs Attendance and Workload Statistics (2014)

Category	Q1	Q2	Q3	Q4	Total	Avg. Per Month
Recreational Class Attendance	344	199	0	0	543	45
Religious Activities Attendance	3,719	3,067	2,881	3,445	13,112	1,093
Substance Abuse Class Attendance	152	194	137	110	593	49
Law Library Attendance	1,167	1,135	1,238	1,178	4,718	393
Educational Class Attendance	1,784	1,641	1,871	1,619	6,915	576
Volunteer Hours – Total	3,477	3,384	3,538	3,480	13,879	1,157

The unit offers a GED program, which allows inmates to earn their degree while incarcerated. While two full time instructors make the GED program costly in comparison to other programs, research suggests that the opportunity to earn a GED has significant effects on both inmate behavior and recidivism. Programs such as these are important, as they directly target the ability of inmates to succeed in transitioning to a productive life by giving them the tools needed to do so.

The unit also offers several other programs, including faith-based worship and study meetings, chemical dependency groups, parenting classes, and groups focused on mental health issues. The degree of emphasis on inmate rehabilitation programs is a positive direction for the organization that should continue to be developed.

(4) The Unit Lacks Specialized Staffing Resources Needed to Organize its Services Around a Strategic Vision

Beyond the adaptations and improvements that have been made, it is important that Inmate Programs develop a vision for its future role and scope of services provided to inmates.

Given the hundreds of different options for providing inmate programs, the unit's choices in allocating its resources should be reflective of a strategic and long-term plan focused on achieving a reentry-centered model of inmate rehabilitation. The abilities of the unit to do so are limited, as its leadership are chiefly responsible for focusing on the on the organizational and administrative aspects of running these programs. As a result, the unit lacks staff whose roles are to provide programmatic direction and/or case management services. In order to achieve this, the Jail Division should hire a full-time Case Manager/Correctional Counselor that would report to the Programs Supervisor. The position would lead a professional development group focusing on vocational, job seeking, and interview skills. Additionally, the position would be responsible for maintaining an active caseload of inmates of between 80 and 110, selected from a combination of participants in the group, as well as an assessment of various inmate risk factors – socialization, literacy, charge type, etc. – that present the greatest likelihood of counseling impact. Furthermore, the position would be tasked with developing a strategic plan for the unit, outlining the programmatic direction of the unit, and the creation of a long-term vision.

2. BOOKING UNIT

(1) Organization and Staffing

The Booking Unit is responsible for the intake of all inmates into the detention facility. In addition to this responsibility, the unit also processes all types of inmate releases. The table below lists the number of full-time equivalent positions allocated to the unit:

Staffing – Booking Unit

Classification	# of FTEs
Sergeant	1.0
Deputy	20.0
Total FTE	21.0

(2) Booking Workload Varies Extensively Throughout the Day

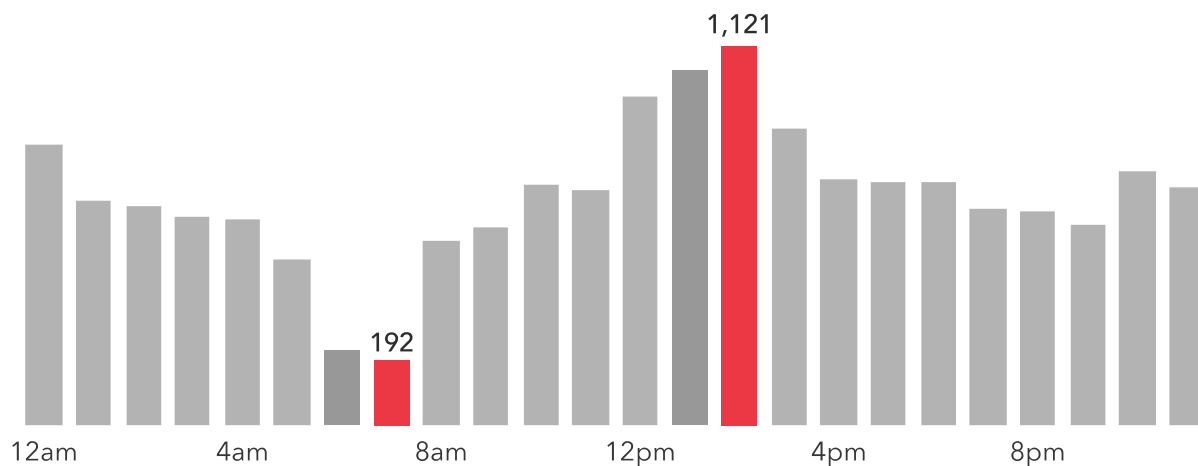
Working in conjunctions with the Records Unit staff, the processes of booking and releasing involve a specific order of actions to be completed in a certain order. Because of the high degree of accuracy required, and given that the unit is naturally unable to plan its workload in advance, it is critical that these processes run in an efficient and timely manner to avoid backlogs.

The following table outlines the distribution of bookings that were completed in the last year, organized by hour:

Total Bookings by Hour (2014)

Hour	Total # of Bookings	Avg. Per Day	% of Total (4Hr Blocks)
0000	831	2.3	
0100	661	1.8	
0200	649	1.8	
0300	618	1.7	16.9%
0400	605	1.7	
0500	487	1.3	
0600	221	0.6	
0700	192	0.5	9.2%
0800	546	1.5	
0900	587	1.6	
1000	711	1.9	
1100	697	1.9	15.6%
1200	967	2.6	
1300	1,048	2.9	
1400	1,121	3.1	
1500	879	2.4	24.6%
1600	727	2.0	
1700	715	2.0	
1800	719	2.0	
1900	637	1.7	17.2%
2000	631	1.7	
2100	591	1.6	
2200	750	2.1	
2300	705	1.9	16.4%
Total	16,295	44.6	-
Average	679	1.9	-

Total Bookings by Hour (2014)



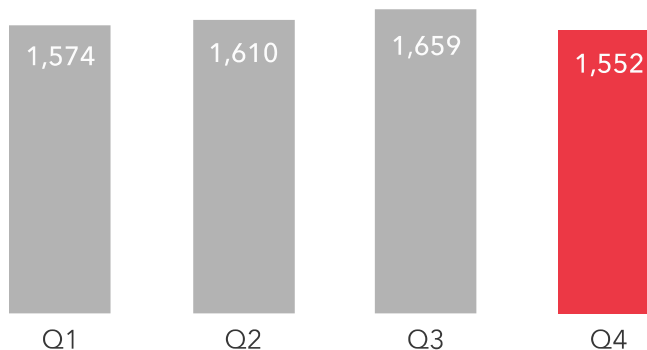
From this information, it is clear that workload typically varies greatly over the course of a 24-hour period. To this point, the hour with the highest activity has about 5.8 times the number of bookings as the hour with the lowest activity.

(3) By Contrast, Seasonal Variation in Booking Workload is Largely Negligible

While time of day is a significant factor in workload levels, seasonal differences are limited, as demonstrated by the table below, which presents the total number of bookings in three-month periods:

Bookings per Quarter (2014)

Quarter	2013	2014	% Change
Q1	1,586	1,574	-0.8%
Q2	1,566	1,610	2.8%
Q3	1,638	1,659	1.3%
Q4	1,530	1,552	1.4%
Total	6,320	6,395	1.2%



In contrast with the trends observed the previous chart, the quarter with the highest number of bookings is only about 6.9% greater than the quarter with the least amount of booking activity.

(4) Review of the Records Unit Analysis With Respect to the Booking Unit

Many of the changes that affect booking have been previously examined in extensive detail in the Records Unit section. To summarize, analysis of the records technicians' workload processes demonstrates inefficiencies in the overlap of duties between deputies and technicians. In a number of cases, certain subtasks within the overall booking process are completed by both staff categories (e.g., jacket preparation, warrant/criminal history checks, etc.), potentially resulting in some data entry redundancy, as well as making it more difficult to measure the amount of time necessary to complete a booking, as both deputies and records technicians must also be fulfilling other roles. In the case of deputies, staff must at the same time manage the positions of staff with respect to ensuring the continued security of the booking and holding areas. For records technicians, the incoming phone call workload, in addition to other minor duties, leaves technicians performing duties relating to the booking process open to interruption periodically, likely increasing the risk of human error in key data entry and verifications task, as well as decreasing workflow efficiency.

(5) The Scope of Roles and Responsibilities that Booking Deputies Have Primary Responsibility for Should Be Reduced

Furthermore, the skill sets and levels of training necessary to perform the vast majority of administrative and information management tasks involved in the booking process – tasks which are often performed by booking deputies – are shared between both classifications. As a result, in order to streamline the entire process, in addition to the roles of both positions, technicians should retain responsibility for almost all of the administrative and data management tasks involved in booking and release. To clarify their roles from the rest of the records technician workload and facilitate supervision of

the process, we recommend that ten records technician positions be transferred to the Booking section and reclassified as booking technicians.

With the roles of Booking Deputies now focused primarily on handling the security and inmate interaction duties of the booking and holding area, the number of staff needed can then be calculated using the fixed-post staffing model.

(6) Within the Revised Scope of Work for Booking Deputies, Staffing Exceeds Needs to Fulfill Fixed-Post Considerations

The table below provides an overview of the steps used in the fixed-post staffing calculations for Booking Deputies:

Booking Fixed-Post Staffing Calculations

Category	Result
Total Annual Hours	2,080
Total Unavailable Time	331
Net Annual Work Hours	1,749
Total Number of Fixed Post Positions	3
# of Hours/Day Needing Coverage	24
# of Days/Week Needing Coverage	7
Total Hours of Coverage	26,208
Staff needed @ 3 fixed-post positions	15.0
Staff needed @ 4 fixed-post positions	20.0

Staffing calculations have been made using the total number of hours that Booking Deputies are estimated to actually be able to work – factoring out scheduled and unscheduled leave and other factors that subtract from the ability of staff to complete workloads. It is assumed that the booking area operates 24 hours a day, 7 days a week, with no significant differences in the security needed between the day and

night shifts. Additionally, an assumption is made that the booking and holding areas require a minimum of three deputies to be present at these times for security to be maintained, while also enabling staff to perform specialized tasks interacting with inmates, such as performing searches at intake. The table provides results for different situations to include an additional fourth fixed-post position.

(7) The Newly Reorganized Booking Unit has an Inadequate Number of Supervisory Personnel

If the recommendations made in this report regarding the number of Deputies assigned to the Booking section, in addition to the transfer of reclassified positions into Booking from the Records Unit, are adopted in full, the Booking section would then comprise 25.0 full-time equivalent positions reporting to a single Sergeant position – a clear overextension of supervisory staffing. In order to remedy this issue, an additional Sergeant position should be allocated to the unit that works the same numbers of hours per day (8) and days per week (5) as the current Sergeant, but instead works during the opposite shift. These shift assignments should be rotated in the same manner as other multiple-shift positions in the Jail Division.

3. TRANSPORT

(1) Organization and Staffing

The Transport Unit is responsible for the secure transit of inmates to and from detention facility during its hours of operation. Overall, the unit transports about 32 inmates per day on average, traveling average of approximately 643.2 miles. Staff assigned to the unit work eight-hour shifts Monday through Friday.

The table below listed the number of staff assigned to the unit by position classification:

Staffing – Transport Unit

Classification	# of FTEs
Sergeant	1.0
Deputy	10.0
Technician	1.0
Total FTE	12.0

(2) Staffing Considerations Within the Transport Unit’s Daily Operations

In order for the Transport Unit to fully handle its workload each day, multiple units run simultaneously. However, opportunities to increase transport efficiency are inherently limited by the various restrictions and requirements that apply to certain types of transport tasks. As in the case of juvenile relays, for example, various restrictions limit the types of individuals that may be present in a vehicle at the same time. Likewise, protocols regarding some types of inmates require two deputies to be present in the vehicle in order to ensure the security. Because many transport destinations are also often far apart from one another – to the point where deputies may be occupied for the entire length of their shift – constraints on staffing resources vary from day to day.

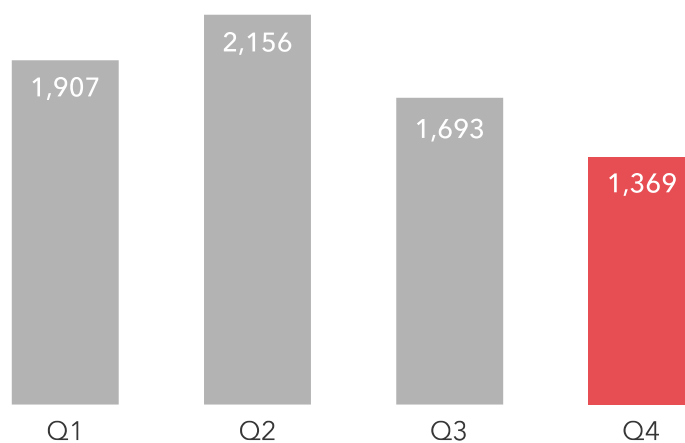
(3) Seasonal Variation in Transport Unit Workload Affects Transport Types Differently

The table below summarizes the different types of workload completed by the unit in 2014, including daily and monthly averages:

Number of Individuals Transported by Category (2014)

Category	Q1	Q2	Q3	Q4	Total	Avg. Per Month	Avg. Per Day
Warrants	483	487	432	345	1,747	146	4.8
Writs	851	850	664	523	2,888	241	7.9
DOC	351	423	384	320	1,478	123	4.0
Juveniles	41	140	46	28	255	21	0.7
Juvenile Relay	8	35	15	7	65	5	0.2
Medical	123	131	113	105	472	39	1.3
Colorado State Hospital	21	34	18	19	92	8	0.3
Courtesy	29	56	21	22	128	11	0.4
Total	1,907	2,156	1,693	1,369	7,125	594	19.6

Number of Transported Bodies by Quarter (2014)



The chart above demonstrates significant seasonal differences in the unit's workload, with approximately 57.5% more individuals being transported in the summer than in the fall and early winter.

(4) Limitations on Available Data Are Significant

The following table summarizes the workload data of the unit for each category of transport being made:

Transport Workload Statistics

Category	Bodies	Miles	Hours	Hours Per Body
Warrants	1,747	42,243	2,574	1.47
Writs	2,888	109,071	–	–
DOC	1,478	45,513	–	–
Courtesy	128	4,553	–	–
Juveniles	255	10,008	–	–
Juvenile Relay	65	1,875	–	–
Medical	472	13,350	1,861	3.94
CO State Hospital	92	4,304	–	–
Other Miles	–	3,847	–	–
Court Hours	–	–	1,288	–
Total	7,125	234,764	–	–

As reflected in the table, the monthly and annual statistics show the total number of bodies transported, rather than the number of trips. Mileage totals are also available for every transport category. The total number of hours expended moving the inmates, by contrast, are only available as a monthly or annual statistic in two of the nine transport categories.

Although these statistics represent important indicators of workload volume, they do not directly translate to the total number of staff hours needed to handle the workload. Mileage numbers cannot be used for the purpose of workload calculation, as they do not explain the amount of time Transport Deputies spend on site after reaching their destination. Furthermore, if two Deputies are needed to secure the vehicle, the duration of the trip will not be reflective of actual number of staff hours that have been used to complete the trip.

(4) Opportunities to Improve Transport Unit Staffing Decision Making

The data issue necessitates recording and compiling the number of staff hours used per trip for each transport category. It is also important for the total number of trips completed to be represented in monthly statistics, as it allows for efficiency of trip planning to be looked at.

By reviewing key indicators of workload and efficiency, the unit supervisor, as well as the management of the division, are able to make decisions and adjustments that optimize staffing levels to the required service levels. This is particularly necessary given the significant seasonal differences in the workload of the unit, as evidenced in the earlier chart.

(5) Working Around the Limitations in Available Data to Construct an Estimate-Based Staffing Model

The current level of information can nonetheless be used to construct an analytical model estimating the workload of the entire unit. In order to do this, it must be assumed that the total hours used for warrants and medical runs (the two categories that do include the total number of hours) are representative of the overall time used by staff in those instances. Additionally, it is assumed certain types of trips require less time to complete than others – as is evident in the data for warrants and medical runs. Given this, transport types that reflect a generally similar level of workload can be grouped together into two categories – short-to-medium trips and long trips. Because it is assumed within each category, transport types require similar numbers of hours to transport each inmate. The “Hours” data from the type that data *does* exist for can be applied to the types without this data. Correspondingly, the ratio of hours to persons

transported for the type that we have data for can be also be applied to every other type without that category.

The table below displays how the ratio of one category (bolded) has been applied to the other transport types within each category. Furthermore, the table also displays how for each transport type, the applied ratio is then multiplied by that unit's *actual* number of transported persons in order to produce the total number of workload hours:

Transport Workload Estimates

Category	Hours Per Body	Est. Hours
Warrants	1.47	2,574
Writs	1.47	4,254
DOC	1.47	2,177
Courtesy	1.47	189
Juveniles	1.47	376
Juvenile Relay	1.47	96
Medical	3.94	1,861
CO State Hospital	3.94	363
Other Miles (3,847)	1.47	234
Court Hours	–	1,288
Total	–	13,411

The calculation provides an estimate for the number of staff hours required to complete the workload of each category. Writs constitute the single largest source of workload, while the workload represented juvenile transport duties are noticeably much lower than in most of the other categories.

(6) Results of the Staffing Model Show Excess Number of Deputies in Relation to the Workload of the Unit

As a result, the model is able to determine the number of Deputies that are required to accommodate the estimated workload, as displayed in the table below:

Transport Staffing Model Calculations

Category	Result
Total Annual Hours	2,080
Total Unavailable Time	331
Net Annual Work Hours	1,749
Total Service Hours Req.	13,411
Staff needed	7.7

Based on the workload of the unit, and after rounding the up the final result to a whole number, the unit requires a total allocation of eight (8) Deputies required in order to meet its service level objectives.

4. KEY FINDINGS AND CONCLUSIONS

KEY FINDINGS:

- The organization of roles and tasks within the overall booking and release processes leads to some task duplications, in addition to other inefficiencies.
- Data availability issues center around the *types* of data being collected.
- Given the need for accuracy, thoroughness, and efficiency in the booking process, it is critical that its supervision extend to the night shift.

KEY CONCLUSIONS:

- The role of Booking Deputies should be limited and re-focused toward security and interaction with inmates, allowing for a more streamlined approach to the information management side of the process.
- While detailed trend reports are being reported on a monthly basis by man units, in a number of cases, the statistics that would be helpful toward making staffing decisions are not being tracked.
- The number of deputies assigned to the Transport and Booking units should be reduced, to more appropriately match the workload that the units handle.

Recommendation #17: Hire a Case Manager position in the Inmate Programs section to provide direct inmate reentry counseling, lead a professional skills group, and the development of an outline the programmatic direction of the unit moving forward. Estimated cost is \$56K/yr in salary and benefits at an entry-level position.

Recommendation #18: Transition most administrative and information management duties within the processes of booking and releasing inmates to the Records Technicians/Booking Technicians, reducing the scope of primary responsibilities for Booking deputies.

Recommendation #19: Decrease the number of deputies assigned to the Booking section by five (5). This should be completed in stages over a period of several months in order to minimize any disruptions to booking and release processes. This would result in an estimated \$400K annually in savings compared to present operations.

Recommendation #20: Contingent upon the implementation of recommendations relating to Booking Deputy staffing levels, as well as the transfer and reclassification of Records Technicians into the Booking section, the number of Sergeant positions allocated to the unit should be increased by one. Estimated cost is \$111K/yr in salary and benefits for this position.

Recommendation #21: The Transport Unit should compile monthly statistics using the daily transport logs showing the total number of deputy hours used for each transport category, as well as the total overall number of trips made during the time period.

Recommendation #22: Reduce the number of deputies allocated to the Transport Unit by two (2), resulting in a net remaining total of eight (8) Deputies. This would result in an estimated \$160K annually in savings compared to present operations.

7. ADMINISTRATION ANALYSIS

1. OVERVIEW

The following provides of overview of Administration.

(1) Organization and Staffing

The Administration section is responsible for a number of administrative and specialized functions, including all contracted services. Without including contract staff, the Administration section is the smallest within the Jail Division by total number of staff. Among the section's various functional areas are the two detectives assigned to the Jail Division. Located within the Jail, they report directly to the Administrative Sergeant.

The following table lists the number of staff assigned to the unit by each classification:

Staffing – Administration

Classification	# of FTEs
Commander/Admin.	1.0
Admin. Sergeant	1.0
Admin. Deputy	1.0
Supply Technician	2.0
Total FTE	5.0

(2) Roles Performed by the Administrative Sergeant and Deputy

The Administrative Sergeant and Deputy are responsible for serving in many different capacities, including facilitation of the jail inspection programs. In addition to the Administrative Sergeant's role in supervising the Jail Division's two detectives, the unit maintains the information systems used by the jail, while also playing roles in purchasing, inventory maintenance, disposal, policy and procedure updates, and special projects as directed.

(3) Workload and Duties of the Detectives

The two detectives assigned to the Jail Division each work ten-hour shifts four days per week, staggering their schedules to ensure that there is one day of overlap to allow for coordination between them. Much of the work completed by the detectives is driven by rule violations, contraband discovery, disturbances, and other incidents that require an investigative response in some capacity.

Outside of jail-driven incidents, assist to other agencies represents another significant part of the detective workload, with an average of approximately 53.9 such events per month occurring in the first eleven months of 2014. It is important to note that not all of the workload involving other agencies is driven from outside of the jail, as a large portion of this workload is proactively conducted by the detectives. By monitoring inmate communication with visitors, detectives are able to generate useful information for active cases. Much of the proactive investigation is self-directed, and has often not resulted from tips or suggestions originating from the Detectives Division.

(4) Coordination Issues Resulting from the Current Organizational Model for Detectives Assigned to the Jail Division

With such a relatively low percentage of the inmate video monitoring is being conducted as a result of direction from those handling the actual cases, the question is raised of whether or not the Detectives Division is able to coordinate effectively with Jail Division detectives. Examined as a structural issue, it is clear that by organizing management of the Jail Division detectives outside of the Detectives Division, communication between the two units is inherently hindered.

It is also important, however, to once again restate the value provided to the Jail Division by having in-house detectives. By assigning dedicated personnel to the

detention facility, a segment of the overall Adams County detective workload, the Jail Division expectedly receives a high level of service. To this point, it is clear that the communication breakdown between the Detectives Division and the Jail Division can be considered an issue with the management of proactive enforcement capabilities. In order to improve the coordination between detectives in both divisions, responsibility for the supervision and management of the two detectives within the Jail Division should be transferred to the Detectives Division. Fiscal control of the unit, as well as the office locations of the two detectives should remain within the Jail Division in order to prevent an impact on service levels.

2. KEY FINDINGS AND CONCLUSIONS

KEY FINDINGS:

- Coordination between the Detectives Division and the two detectives assigned to the Jail Division is inadequate.
- Stability of information management systems– no significant issues are apparent with either the Jail Management System or other database configuration

KEY CONCLUSIONS:

- The lack of coordination between detectives in the two division is symptomatic of the way these staff are organized and supervised
- All detectives should be transferred organizationally to the Detectives Division, although they should remain embedded within the Jail Division.

Recommendation #23: Transfer the supervision and management of the two Detectives assigned to the Jail Division to the Detectives Division. Fiscal control of the unit, as well as the location of the Detectives' offices, should remain within the Jail Division.

8. COURT SECURITY ANALYSIS

1. COURT SECURITY

The Court Security unit is tasked with a number of functions relating to the Adams County Justice Center, providing security to inmates held at the facility, court staff, and the public. Workload depends on the staffing needs outline on the daily docket, prepared each day by the two Court Security Technicians assigned to the unit in coordination with the unit supervisor, a Sergeant.

The table below summarizes these staffing allocations:

Staffing – Court Security Unit

Classification	# of FTEs
Sergeant	2.0
Deputy	20.0
Technician	2.0
Total FTE	24.0

Deputies are generally assigned to roles on an assignment basis. Excluding the courtrooms, five assignments are filled with Deputy positions five days a week: Holding; Driver/Holding; Control Room; Rover/Front Door; and Driver. Twelve (12) deputies are assigned these positions. Additional staff are assigned to work in the courtrooms, with this workload dictated by the courtroom scheduling and the “risk” in the courtroom for each day.

The following table provides an overview of various workload statistics for the unit over the course of 2014, providing each category in multiple formats:

Court Security Workload Statistics

Category	Q1	Q2	Q3	Q4	Total	Avg. Per Month	Avg. Per Day
Entrance Count	108,706	112,877	110,488	106,741	438,812	36,568	1.2
Adults to Court	3,688	3,972	3,990	3,437	15,087	1,257	41.3
Juveniles to Court	220	247	235	236	938	78	2.6
Court Sheets	4,494	4,683	4,803	4,207	18,187	1,516	49.8
Jury Trials	79	51	32	33	195	16	0.5
Total Arrests Made	359	377	322	319	1,377	115	3.8
Total Reports Completed	189	256	254	227	926	77	2.5

Given that a number of assignments must be staffed full-time without regularly generating measures of workload, the table above presents a limited view of the services provided by the unit.

In order to conduct a staffing analysis of these assignments, it is important to evaluate the duties provided by each post. The workload of almost every assignment listed earlier in the section requires a high degree of direct contact with inmates, making it necessary to fill those posts with sworn deputies. The control room post, however, which is staffed with two positions, does not involve direct contact with inmates. As a result, the potential exists to convert these personnel into detention specialist roles.

To begin a staffing analysis, the total amount of unavailable time is subtracted from the total annual hours of work, resulting in the total number of net available hours deputies are available to work. The total number of hours required for coverage is then calculated for a deputy workweek of eight hours per day, five days per week, annualized to represent an entire year (2,080), and multiplied by an input number of positions that need to be staffed full-time. This is then divided by the net available hours from the

previous calculation: the model outputs the number of deputies needed to staff the given assignments.

The table below provides the basic elements of this analysis, as well the results corresponding to a number of different staffing configurations:

Court Security Fixed-Post Deputy Staffing

Category	Result
Total Annual Hours	2,080
Total Unavailable Time	331
Net Annual Work Hours	1,749
# of Hours/Day Needing Coverage	8
# of Days/Week Needing Coverage	5
Deputy Staff needed to cover noted assignments: 10 positions excluding Courtroom deputies & Control Room (re-assigned to Detention Specialists)	11.9
Deputy Staff needed to cover noted assignments: 12 positions excluding Courtroom deputies	14.3
Deputy Staff needed to cover noted assignments: 10 positions plus 5 Courtroom deputies excluding Control Room (re-assigned to Detention Specialists)	17.8
Deputy Staff needed to cover noted assignments: 10 positions plus 6 Courtroom deputies excluding Control Room (re-assigned to Detention Specialists)	19.0
Deputy Staff needed to cover noted assignments: 12 positions plus 6 Courtroom deputies	21.4

It should be noted that the recommended staffing numbers in the table above refer only to deputy positions, and exclude sergeants, and technicians, as well as detention specialists recommended to be assigned to the Control post. Based on net availability, the table highlights 17.8 to 19 deputy positions are required dependent upon how many deputies are specifically available to courtroom assignments. In effect, this shows the recommended deputy deployment with 5 or 6 dedicated courtroom deputies,

10 deputy positions to the previously noted assignments (e.g. Holding), and 2 Detention Specialists assigned to the Control Room.

With ten deputy positions for every one sergeant (nine to one after implementation of the recommended staffing change), and only two to four supporting non-sworn positions, the allocation of two sergeant positions to the unit is sufficient given the level of supervision needed on a day-to-day basis.

2. KEY FINDINGS AND CONCLUSIONS

KEY FINDINGS:

- Based on the required skill sets and roles performed by the position, it is not necessary for a sworn Deputy to fill the Control Room fixed-post position.

KEY CONCLUSIONS:

- The control room fixed post should be transitioned into a fixed-post held by a Detention Specialist at the same hours it is currently staffed by Deputies.
- Reduce Deputy staffing to correspond to the change the Control Room fixed-post position, and increase Detention Specialist staffing accordingly.
- Courtroom staffing should be developed into fixed-post positions, allowing for minimum staffing standards to be developed for the unit.

Recommendation #24: Within Court Security, corresponding to the conversion of the Control fixed-post positions from being staffed by deputies to detention specialists, reduce the number of deputies assigned to the unit by two (2) and increase Detention Specialist positions by two (2). This would result in an estimated \$34K annually in savings compared to present operations.

Recommendation #25: Within Court Security, cross-train Detention Specialists in the Control Post role, in order to achieve a level of proficiency that allows them to perform the role as needed.

APPENDIX

The following summarizes the total estimated annual cost/savings associated with (most of) the recommendations. Recommendation #2 and #3 require one of the two being selected and the noted savings is based on recommendation #3 (project team's preferred alternative).

<u>Recommendation Summary</u>	<u>Rec #</u>	<u>Net Sal/Ben Savings or Cost</u>
Re-align Deputy/Detention Specialist staffing (current plan)	2	(\$298,000)
-or-		
Re-align Deputy/Det. Spec. staffing based on new fixed-post plan	3	(\$49,000)
Add (1) Court Svc. Specialist to Classifications	11	\$53,000
Add (1) Court Svc. Specialist to Work Release	12	\$53,000
Reclassify Records Technician to Booking Techs	15	\$0
Add (4) Records Techs to Records/Booking Functions	16	\$177,000
Add (1) Case Manager to Inmate Programs	17	\$56,000
Decrease Booking Deputies by (5) positions	19	(\$400,000)
Add (1) Sergeant in Booking	20	\$111,000
Decrease Transport Deputies by (2) positions	22	(\$160,000)
Re-align Deputy/Det. Spec. staffing in Court	24	(\$34,000)
<i>Net Annual Change for Bolded Recommendations</i>		<i>(\$193,000)</i>