

Report on the Staffing Study

HENNEPIN COUNTY, MINNESOTA



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1. INTRODUCTION AND EXECUTIVE SUMMARY

The Matrix Consulting Group was retained by Hennepin County to conduct a Staffing Study of the Sheriff's Office. This final report presents the results of the study. This study, which began in the summer of 2015, was primarily designed to provide an assessment of the staffing needs of the Sheriff's Office. However, the operations management issues were also evaluated where they have the potential to impact staffing and the efficiency and effectiveness of operations and services.

In reaching the concluding point of the study, the project team assembled this final report, which summarizes our findings, conclusions, and recommendations where appropriate.

1. STUDY SCOPE OF WORK

As noted above, while the major focus of this study was the staffing needs of the Hennepin County Sheriff's Office, it is impossible to completely divorce the management of resources from the number of resources needed. As a result, the scope of this project was comprehensive and included the following:

- Staffing allocations and deployments in each Sheriff's Office function.
- Organizational structure that has the potential to impact the efficiency of operations was evaluated and recommendations made for re-organization.
- Management systems used to control operations and ensure that Sheriff's Office and service goals are met.

This assessment is intended to be a foundation for the choices that the County and the Sheriff's Office have to make in order to be more effective in its service to the community and to strengthen key internal processes.

2. STUDY METHODOLOGY

In this Sheriff's Office Staffing study, the Matrix Consulting Group project team employed a wide variety of data collection and analytical techniques. The project team conducted the following analytical activities:

- At the outset of the staffing study, the project team interviewed the Sheriff and his management team. The project team also met with the County Board members, the County Administrator and other County staff. The purpose of these interviews was to develop an initial understanding of the issues and background that led to this study.
- The project team conducted an intensive process of interviewing staff in every function within the Sheriff's Office. Members of the project team interviewed over 100 staff in individual interviews. These interviews included staff at every level in the organization — managers, supervisors and line staff.
- While on site, the project team collected a wide variety of data designed to document deployments and schedules, workloads and service levels as well as operating and management practices. The project team developed descriptive summaries, or profiles, of each function within the Sheriff's Office — reflecting organizational structure, staffing, workloads, service levels, and programmatic objectives.
- To place Hennepin County and its Sheriff's Office in a comparative context the project team conducted a survey of other county sheriff's offices in Minnesota and elsewhere (principally in the Midwest).
- To further understand comparative issues, the project team developed a set of performance measures, called "best management practices", against which to evaluate current services, workloads, and service levels in the Sheriff's Office.

Throughout this process the project team met with the Sheriff's Office command staff to review study progress and issues identified. Reviews with a broadly based project steering committee were also accomplished at key junctures of the study.

3. CONTEXT FOR THE STUDY

This study was commissioned in the complementary interests of both the Hennepin County Sheriff and the Hennepin County Board and leadership. It has been decades since the Sheriff's Office staffing and operations has been subject to an independent and objective assessment of its needs. Throughout the Great Recession and now in its aftermath, the Sheriff's Office staffing and other resource requirements for budgetary or strategic purposes are met based on history or other factors in County government. The need for an independent and objective assessment to base requests for resources was recognized by both the Sheriff and County leadership. This realization led to this study.

The project team considered the unique nature of the Hennepin County Sheriff's Office (HCSO) throughout the study process. The HCSO is unusual because it is one of the few counties in the country with virtually no unincorporated area remaining. While there are many functions which most sheriff's offices similarly share (e.g., detention and court services) without significant unincorporated areas, traditional law enforcement functions are more collaborative and supportive rather than primary.

The authority of a Sheriff in Minnesota is described in the Revisor of Statutes, Chapter 387. The authority of a Sheriff in the State includes several clearly defined roles and other roles which are more general. The authority of the Sheriff includes the following:

- To keep and preserve the peace of the County.
- To pursue and apprehend felons.
- To execute court processes and orders.
- To attend to the operations of District Court.
- To investigate recreational vehicle accidents outside of municipalities.

- To search for lost individuals and drownings.

Court support and judicial processes are clear roles for a Minnesota Sheriff, as are water safety and security issues outside of cities. A sheriff in the state also has general authority to 'preserve the peace' and 'apprehend felons' throughout a county. In a county which is largely incorporated in some way with over 40 cities and 27 municipal law enforcement agencies, the responsibilities of a sheriff in non-court and non-judicial functions is necessarily collaborative. As a result, the need to examine mandated law enforcement, detention and judicial services versus discretionary services was important to the analysis.

This study examined staffing needs as well as choices in operations that impact staffing. However, the study team also evaluated many improvement opportunities for operations and service to the public and internally. These issues represented the principal focus of this study.

The next section provides a summary of the staffing and operations management recommendations made in this study.

4. SUMMARY OF RECOMMENDATIONS

The following exhibit provides a list of the principal recommendations in this report. It is important to stress that many of the changes recommended in the report will take time, through attrition as well as through working with municipal partners to address the inter-dependence of law enforcement and related services in Hennepin County.

Bureau / Function	Recommendation
ENFORCEMENT SERVICES BUREAU	
Field Services	Maintain current staffing levels for the Patrol and Water Patrol Units. Reduce K9 staffing by three (3) deputy positions and the sergeant position. Remaining K9 positions would report through the shift supervisors rather than a dedicated one.
	Make no changes to the staffing levels in of the Transport Unit and Special Operations Unit.
Technology	Make no changes to funded staffing levels in the Technology Division at this time.
	Transition the Technology Division into an 'embedded unit' model of management, where the division is formally organized under the Hennepin County Information Technology Department, in order to better streamline coordination and change management processes. However, for day-to-day operations, the division should functionally report to HCSO leadership – within the Administrative Services Bureau – for prioritization of service needs and overall strategic direction.
	Radio support and engineering functions should not be affected by this organizational change, and should remain within the HCSO. However, the unit should be organized under the 911 Dispatch Division, placing the unit within its governance structure.
911	Eliminate the sworn Administrative Lieutenant position, with the duties of that position being shifted to the sworn Operations Lieutenant.
	Replace the sworn manager in the 911 Dispatch Division with a non-sworn professional dispatch manager.
	Increase the number of Telecommunicators by two (2) positions, and increase the number of Telecommunicator Sergeants by two (2) positions.
	Transition 911 operations to a consolidated dispatch agency model that is governed through a two-tiered approach: Foremost oversight and direction would be provided from a board of directions (reflecting disproportional representation), and supported by an operations council (reflecting proportional representation).
	Enter into negotiations to shift some of the funding for the HCSO 911 Dispatch Division from countywide taxes to charges that are assessed to user agencies of the service, based on a combination of the direct and indirect costs.
INVESTIGATIONS BUREAU	
Investigations	Maintain the current staffing in the Detective Unit with one (1) Lieutenant, one (1) Sergeant and eight (8) Detectives.
	The HCSO should work with the other law enforcement agencies to develop a cost sharing or staffing plan to offset the costs to the County for staffing the CISA Unit.
	Continue the practice of using limited duration, part-time investigators to staff the investigation positions in the Gun Permit Unit as this provides maximum staffing flexibility for a changing workload.

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Bureau / Function	Recommendation
	The Investigators assigned to the Hennepin County Attorney serve primarily as case support detectives as well as servers of subpoenas. The staffing level is appropriate and reimbursed by the County Attorney.
Forensics	The Crime Scene Section should continue to be staffed with two (2) Sergeants, one (1) Technical Lead and 11 CSI's.
	Hire a civilian Supervisor to oversee the Support / Evidence / LIMS Section and task this position with coordinating building and equipment maintenance, security key card access for the Crime Laboratory.
	The HCSO should develop either a flat fee or fee for service model for agencies utilizing Crime Scene Investigators and the Crime Lab to offset the costs of operating the Lab.
ADMINISTRATIVE SERVICES BUREAU	
Records	Add an additional records clerk position to the Central Records Unit.
	Reassign the Sergeant from Central Records and hire a civilian IT professional to manage and implement records management solutions in the HCSO.
	Maintain the current supervisory staffing levels in the Central Records Unit.
Employee Development	Maintain the current staffing in the Employee Development Unit.
	Develop an annual training program for civilian administrative and support personnel to assist in their professional development. The HCSO should target an annual goal of eight (8) hours in developmental training for civilians.
	Continue the practice of sharing the IA Lieutenant with Personnel and the staffing of two (2) Detectives and one (1) legal secretary in the Internal Affairs Unit.
	The HCSO Personnel Unit should work with the County Attorney to develop a list of Automatic Disqualifiers that would preclude employment in the Agency. Once this list is developed the HCSO should begin the process of utilizing the automatic disqualifiers to initially screen candidates and only conduct background investigations on qualified candidates. After one (1) year the HCSO should evaluate the workload for conducting background investigations and eliminate the Limited Duration Investigator position if the workload in the Unit decreases.
DETENTION / COURT SERVICES BUREAU	
Court Services	Remove the two (2) Training Deputy positions from the optimal court security staffing assignments sheet as these are not security positions. This would effectively drop currently defined HCSO optimum staffing levels to 68 duty assignments. Transfer these positions to floor court security services and shift training workload to the HCSO Employee Development Unit.

Bureau / Function	Recommendation
	Eliminate the weapons screening posts as a HCSO Deputy duty post assignment and contract this responsibility to existing visitor screening vendors. It is unknown how such renegotiation might influence the terms and conditions of these service contracts.
	Increase the Court Services Division security duty assignments from 68 to 70 positions – a net increase in two (2) security duty assignments—thereby re-defining the “optimal” duty posts for the Court Services Division. Revise the Court Services Division’s duty assignment deployment strategy as provided in the alternative staffing approach, further relying on rover duty assignments to gain operational flexibility.
	Formally establish a Court Services Division minimum staffing level benchmark of 54 line positions. Daily security staffing levels should never fall below this baseline, and overtime should be used, as necessary, to maintain this minimum staffing level.
	Contract for the single security duty post in the County Attorney’s Office with a private security firm resulting in an estimated annual savings of \$45,000. Sufficient HCSO back-up will be available in the recommended deployment strategy.
	Based on the recommended duty assignments of 70 positions, authorize 83 security line staff for the Court Services Division, an increase of 13 positions above current funded security staffing levels.
	Add two (2) Sergeant positions to the Court Services Division increasing first-line supervisors from five (5) funded positions to seven (7) positions.
	Based on the recommended increase in Court Services Division security line staffing, hire all new positions at the unlicensed detention deputy job classification. Estimated initial annual costs (excluding training) is \$808,000 at 13 additional positions (83 deployed) in salary and benefits.
	Transition the Court Services Division to a 50/50 deputy and detention deputy staffing contingent. Based on staffing recommendations, transitioning 41 deputies (83 deployed) to Detention Deputies can result in a comparative annual savings of \$671,000 in salary and benefits.
	Continue to use part-time personnel to augment Court Services Division security staff.
	Augment the use of part-time staff in the Court Services Division, as needed and as practical, as it is a best practice staffing approach.
	Maintain existing Administration staffing levels in the Court Services Division.
Adult Detention	Maintain the Existing Fixed-Post staff deployment strategy for the Adult Detention Division’s security-related services in Housing and Housing support.
	Based on the Adult Detention Division fixed-post staffing for housing and housing support, authorize an increase of 12 security line positions above current funded levels. This results in an increase in this staffing contingent from 224 to 236 personnel for which costs should be offset by overtime reductions.

Bureau / Function	Recommendation
	Based on the recommended addition of new security staff, expect an overtime expense reduction of approximately 20,000 overtime hours yearly in the Adult Detention Division.
	Add two (2) Sergeant positions to the Adult Detention Division increasing first-line security supervisors from 18 funded positions to 20 positions.
	Transition the Adult Detention Division to a 100% detention deputy staffing contingent. Based on staffing increase recommendations and existing deputy line staff in ADD, this transition can result in a comparative annual savings over the mid-term of \$1.1m annually in salary and benefits.
	Transition the seven (7) Adult Detention Division Sheriff Detention Technicians to Detention Deputies resulting in an additional annual estimated cost of \$113,000 over the mid-term.
	Transition five (5) supervisor and mid-manager positions over the mid-term from licensed staff to unlicensed detention staff. This includes two (2) Sergeant and three (3) Lieutenant positions at an estimated annual savings of \$10,000 annually.
	Civilianize the two (2) deputy positions in the Facility Maintenance Unit. Transfer existing staff to include one (1) position to the Programs Unit and one (1) position to the Standards and Compliance Unit.
OFFICE OF THE SHERIFF(1)	
Office of the Sheriff	Clarify the roles of staff in the Office of the Sheriff so that there is less overlap among these positions.
	Create a Strategic Planning Unit with the Senior Administrative Manager a new Lieutenant position.
Finance Division	Finance Division staffing is appropriate for the support of an agency the size and complexity of the Hennepin County Sheriff's Office.
	The Finance Division should be organized with other administrative functions in the Administrative Services Bureau.

The in-depth evaluation behind these recommendations is provided in the subsequent chapters of the report.

The table on the following page summarizes the staffing changes recommended in this report.

SUMMARY OF POSITION CHANGES IN THE STAFFING ANALYSIS

Personnel Recommendations	Deputy	Corr. Deputy	Sergeant	Corr. Sergeant	Lieut.	Corr. Lieut.	Captain	Non-Sworn
Enforcement Services Division	(3)		(1)					
911 Dispatch Division					(1)		(1)	5
Investigations Division	1							
Forensics Division								1
Central Records Division								2
Court Services Division	(28)	41	2					
Adult Detection Division	(67)	79	(2)	4	(3)	3		2
Office of the Sheriff					1			
Total	(97)	120	(1)	4	(3)	3	(1)	10

The base number of funded staffing levels when the project team conducted its assessment was 765.5 positions, allocated as follows.

Unit	Funded
Office of the Sheriff and Finance Division	23
Enforcement Services Division	83
911 Dispatch Division	61
Technology Division	20
Forensic Sciences Division	34.5
Investigative Division	70
Administrative Services Bureau	104
Adult Detention Division	290
Court Services Division	80
Total	765.5





1. ENFORCEMENT SERVICES BUREAU

The Enforcement Services Bureau provides almost all of the Sheriff's Office field services, including patrol, water patrol, and transport functions. The Bureau additionally includes the Technology Division, and 911, which provides dispatch services to a number of agencies throughout the County, as well as the Volunteer Services Division.

Field services cover an extensive jurisdiction that spans an area of 606 square miles, with the majority of the high-density areas located within the eastern half of the county.

The table below presents these recent population trends, with green bars representing the number of residents that were added that year:

Hennepin County Population, 2010-2014

Year	Total Pop.	+ / –
2010	1,152,425	
2011	1,169,360	
2012	1,184,787	
2013	1,200,060	
2014	1,212,064	
5YR Change	5.2%	
3YR Avg. Growth Rate	1.2%	

Overall, population growth in the last five years has been relatively steady, with the total number of residents increasing by an average of over 1% annually. However, the rate of growth has also slowed to a degree each year, represented by the shrinking green bars in the rightmost column of the table.

1. ENFORCEMENT SERVICES DIVISION

This section of the report evaluates the staffing and operations of the field services operations in the Sheriff's Office, including civil / warrants, water patrol and specialized units.

(1) ESD 'Field Units' – Civil Process, Warrants, Field Services, K9, and Water Patrol Units

Three years ago, the Hennepin County Sheriff's Office reorganized its field services functions by combining previously separate units dedicated to 'patrol' (e.g., agency assist, traffic and call handling), civil process and warrants. This positive organizational change centralized responsibility for complementary field functions and made utilization of these staff more consistent. This organizational change also made the Sheriff's Office more accountable for its mandated constitutional roles of serving civil process and warrants while relegating call handling and agency assists as secondary or discretionary.

(1.1) Summary of Unique and Shared Field Unit Duties

In the Hennepin County Sheriff's Office today "Patrol" (i.e., primary civil process, warrants, and road cars), K9, and Water Patrol, each represent a special unit, but together comprise the 'field services' provided the Sheriff's Office. Their roles intersect in this way, but are also made distinct both by their constitutionally mandated duties or civil process and warrants, as well as the other unique services they provide.

The table below summarizes the unique and shared roles of the three core 'field services' units¹:

¹ The table is not intended to serve as a comprehensive listing of all duties and functions provided by each unit.

Summary of Unique and Shared Field Roles for Patrol, K9, and Water Patrol

Unit	Unique Roles	Shared Roles
Patrol	Primary server of civil processes, including domestic civil papers, a constitutionally mandated duty.	Responds to calls for service as needed in a backup role throughout the county.
	Primary handler of calls for service in full and partial contract communities, a mandated duty through existing service agreements.	Performs evictions, and handles warrants as needed.
		Serves civil processes as needed.
K9	Provides a K9 response as needed to calls for service occurring within the county.	Responds to calls for service as needed in a backup role throughout the county.
	Provides K9 services to high-risk warrant attempts.	May handle calls for service in contract duties.
		Performs evictions, and handles warrants as needed.
Water Patrol	Patrols and responds to water-based incidents, a constitutionally mandated responsibility.	May handle non-water-based calls for service as availability allows, particularly during off-season months.
	Provides proactive enforcement of Lake Minnetonka and other water areas.	May serve civil processes as time allows, particularly during off-season months.

(1.2) Water Patrol Unit Roles

The Sheriff is constitutionally responsible for responding to water-based incidents throughout the County, including boat accidents, drownings, and other types of incidents. Specifically, the Sheriff is responsible for completing a report at these incidents, and not necessarily duties associated with being the first responder on the scene of such an incident. Moreover, a large percentage of the Water Patrol unit's workload relates to proactive enforcement of the waterways, particularly Lake Minnetonka, where the high numbers of recreational boaters on the water can create significant safety issues, which the unit is able to mitigate through enforcement and safety education. In this respect, the role of the Sheriff's Office in providing this discretionary enforcement and safety education is an important component of the services provided by HCSO field unit deputies. When not functioning in these roles they serve civil processes, as needed, in much the same manner as other units in the Division – particularly during the winter months, and summer weekdays, where water activity is at a lower level.

(1.3) K9 Unit Roles

K9 Deputies function similarly to "Patrol" deputies, as much of their time is dedicated to workloads relating to civil processes – their constitutionally mandated responsibilities. They also serve in a backup capacity to felony warrants that are served, particularly those that are unscheduled. Additionally, K9 deputies respond as backup units as needed to calls throughout the County (i.e., in municipal assists), either by request or self-dispatched, as not every municipal police agency has K9 units.

(1.4) Warrants and Civil Processes Workload

The majority of the workload handled by HCSO field units is comprised by duties relating to warrant service and civil process contacts – constitutionally mandated responsibilities.

The following table presents the fifteen most common types of civil processes handled by HCSO field units, with numbers reflecting the number of actions successfully completed, rather than the number of total attempts:

Most Common Types of Civil Processes (Successful Attempts)

Action Type	# of Successful	% of Total
Writ of Recovery	3,509	24%
Summons and Complaint	1,521	11%
Harassment	1,286	9%
Execution-Wages	1,103	8%
Support and Collections-Blue	851	6%
Domestic - Ex Parte	746	5%
Domestic – Permanent	721	5%
Notice of Expiration for Redemption	715	5%
Summons	693	5%
Mortgage Foreclosure Notice	458	3%
Summons-Juvenile	369	3%
Subpoena	344	2%
Unlawful Detainer	335	2%
Notice	329	2%
Support and Collections-Green	324	2%
All Other Types	1,029	7%
Total	14,333	100%

Handling times and successful completion rates vary by type of civil process. While some involve multiple units, most actions require only one deputy to be present for officer safety.

While the core responsibility for completing these duties is assigned to Patrol units,

K9 units – and to some extent, Water Patrol units – also play a role in these functions, particularly during the non-summer months. To estimate the workload involved in these actions, the following calculations and assumptions have been made:

- Actual figures have been used for the number of warrants, civil process contacts, and citation totals, using a combination of the CAD data provided by the Sheriff's Office, as well as other agency statistical sources.
- Average handling and on-scene times have been calculated from data available in the CAD data provided by the Sheriff's Office.
- Civil process backup rate is an estimate based on the number of processes by type that would require more than one unit to be present (e.g., an eviction).

The following table presents the results of these calculations and the resulting number of non-incident hours of workload completed by Patrol, K9, and Water patrol units:

Summary of Non-Incident Workload Factors

Workload	Value
# of Warrants Served by Field Units	213
Avg. Warrant Handling Time Per Unit (minutes)	61.8
Total Warrant Workload Hours	219
# of Civil Process Contacts	36,995
Units Per Contact	1.2
On-Scene Time Per Unit (minutes)	24.0
Travel Time Per Unit (minutes)	19.7
Total Civil Paper Workload Hours	32,365
Water Citations	500
Time Per Citation (minutes)	25.0
Total Citation Hours	208
Total Workload Hours	32,792

Civil processes account for the majority of the workload conducted in the field, estimated at approximately 32,365 hours per year. Warrants, while supported by Patrol

and K9 units, are not as much of a driver of any of the three units' workloads.

(1.5) Incident Response Workload

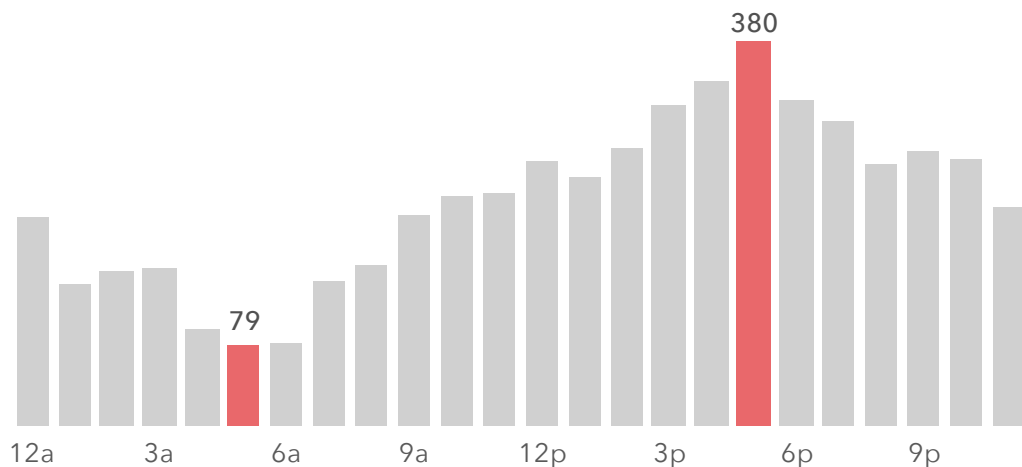
For purposes of this analysis, the 'incident-based' workload handled by the Sheriff's Office includes all deputy-initiated events, such as traffic stops, as well as community-generated calls for service. Workloads related to warrants, civil processes, and Water Patrol citations have been excluded, and will be counted separately. In order to be counted as unique services, each incident needed to satisfy the following criteria:

- The incident must have been unique.
- The incident must have occurred within the specified time period, with a call creation time stamp signifying this.
- The incident must have involved at least one deputy assigned to either Patrol, K9, or Water Patrol, using the unit code sheet provided by the Sheriff's Office.
- There must be no major data irregularities/issues with the incident's record that would prevent sufficient analysis.

Under these guidelines, the calls meeting each of the above criteria were counted as field incidents. The following table presents their distribution by time of day and day of the week:

Field Incidents by Hour and Weekday (Does not include civil processes, warrants, or Water Patrol citations)

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	48	26	19	18	30	26	39	206
0100	28	15	18	18	17	15	30	141
0200	45	8	14	11	20	22	33	153
0300	37	14	10	16	19	16	43	155
0400	23	12	13	19	8	8	13	96
0500	15	14	10	9	10	10	11	79
0600	13	10	13	11	12	8	15	82
0700	17	23	21	23	15	27	17	143
0800	21	26	18	27	20	23	23	158
0900	31	30	29	25	28	25	41	209
1000	28	36	17	32	31	34	48	226
1100	41	34	29	29	23	32	42	230
1200	54	32	21	35	36	23	59	260
1300	51	21	27	31	27	37	51	245
1400	37	50	39	31	30	43	45	275
1500	56	37	40	40	37	44	62	316
1600	31	57	44	58	43	51	55	339
1700	40	70	44	45	47	80	54	380
1800	45	44	43	38	57	55	40	322
1900	35	40	43	44	38	47	53	300
2000	39	35	34	36	24	40	49	257
2100	31	39	41	36	27	49	49	272
2200	33	36	37	28	39	43	47	263
2300	25	25	23	38	24	41	41	217
Total	824	734	647	698	662	799	960	5,324



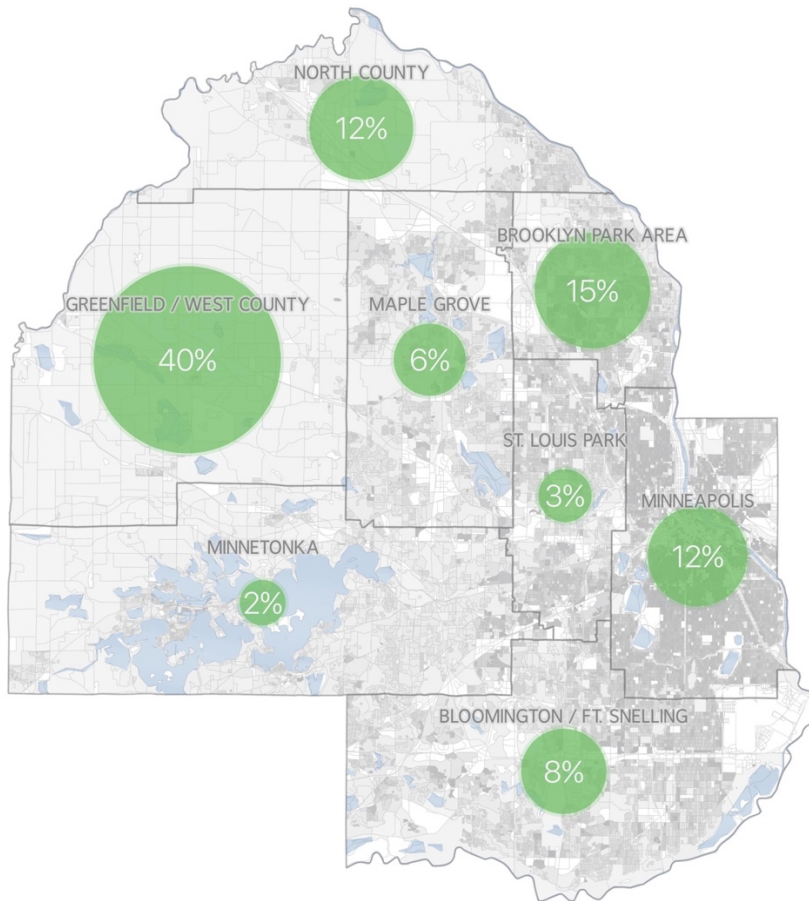
Incident activity reaches its peak in the early evening, and remains relatively constant throughout the rest of the day, excluding the period of time from 1:00am to

9:00am, where it falls sharply.

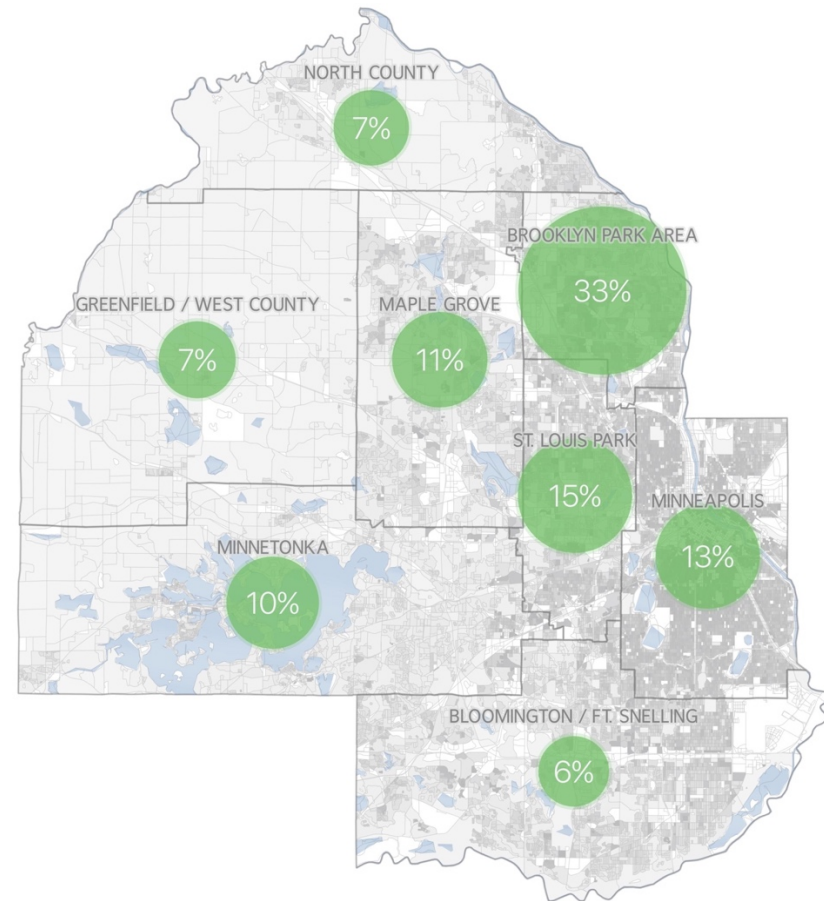
It is also interesting how these workloads vary geographically by each unit, demonstrating the degree to which these workloads are shared. The maps located on the following pages present an analysis of the percentage of incidents handled by each field unit throughout eight 'areas' of the county that have been grouped together for the purposes of this analysis. Census block areas have been shaded according to their population density, with the darker areas representing higher density levels.

It should be noted that it was not possible to map civil process and warrants activities because of the way in which the data are kept.

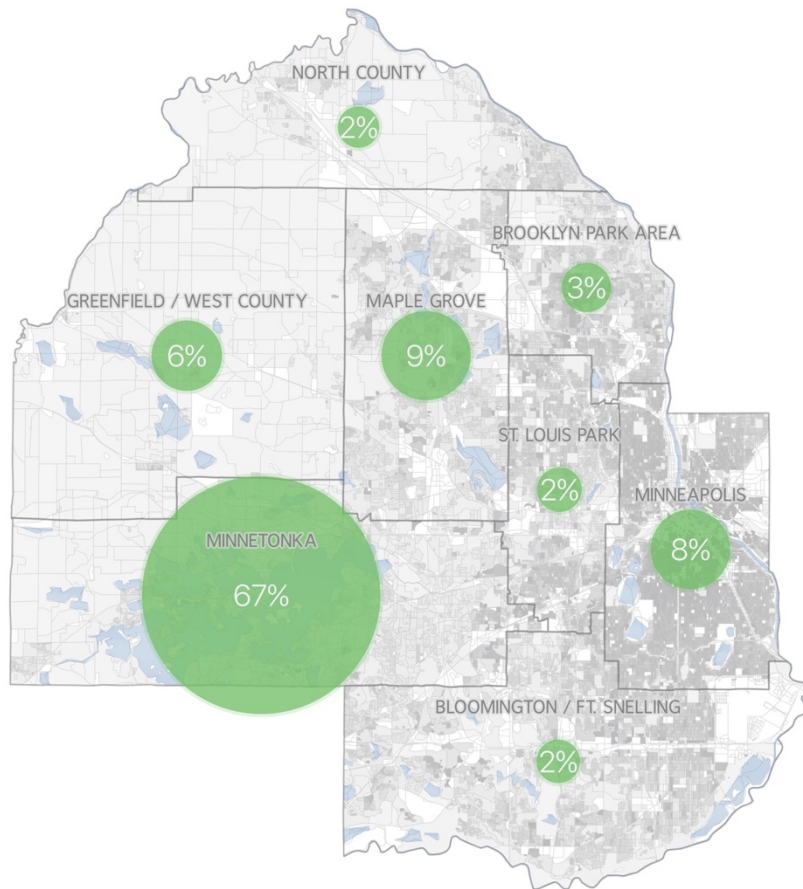
Patrol Responses by Area



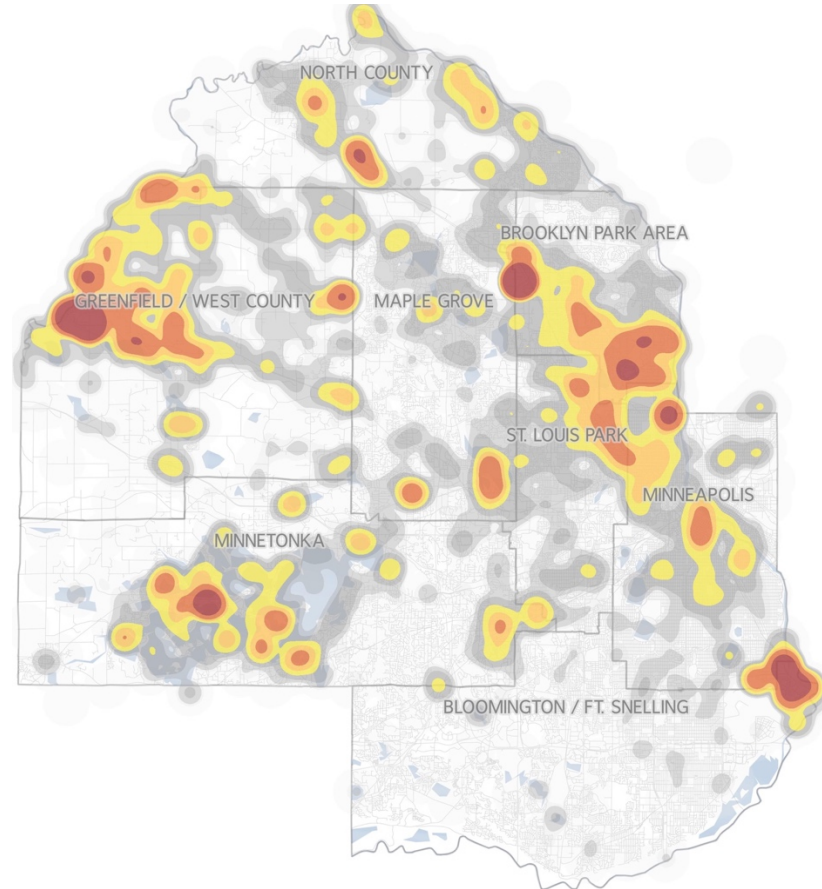
K9 Responses by Area



Water Patrol Responses by Area



Heatmap of Response Activity (All Units)



The maps present several key findings in unit workload trends:

- With 67% of Water Patrol responses taking place in and around the Lake Minnetonka area, one-third of their response activity occurred elsewhere in the county.
- Patrol and K9 response patterns largely correlate to one another. However, while 40% of patrol responses took place within contract areas and areas with minimal municipal departments in the west of the County (e.g., Greenfield), the same area represented just 7% of the K9 unit's total responses.
- A large percentage of the responses made by K9 Unit personnel were made in municipalities that regularly field their own K9 units or are neighbors of agencies that have their own K9 units.
- The Fort Snelling area displays prominently on the heat map (the dark-red threshold for incident concentration). However, the area represents no more than 8% of any of the units total incident counts.
- Most of the responses made by HCSO field units are either as backup units to a call in an assistance capacity, or as the primary unit in an area that the HCSO is contractually responsible for handling.
- Discretionary, deputy-initiated, responses are less common – in total, less than 150 road traffic stops were completed by the HCSO over the last year (less than one traffic activity every two days).

In measuring the total workload handled by these units, it is also critical to factor in the other workloads involved in responding to incidents beyond primary unit's recorded handling times. The handling times of backup units, for example, represents another critical component of the total workload involved in a call, occurring at 0.40 additional units per incident, with each averaging 28.3 minutes.

Additionally, the time spent completing reports and other assignments after the call must be factored into the analysis. Given the limitations of CAD systems in being able to track these workloads, we have estimated it at an additional 45 minutes for one in every three calls for service. Finally, additional time must also be factored in for jail transports and bookings, which the project team estimates based on experience, at 55 minutes for

15% of calls.

The following table displays the impacts of these workloads on deputy availability:

Summary of Incident-Related Workload Factors

Category	Value	Pct.
Total Number of Responses	5,324	
Avg. Primary Unit Handling Time (min.)	28.3	44%
Backup Units Per Response	0.40	
Avg. Backup Unit Handling Time (min.)	28.3	17%
Reports Written Per Response	0.33	
Time Per Report (min.)	45.0	23%
Jail Transports/Bookings Per Response	0.15	
Time Per Jail Transport/Booking	55.0	13%
<hr/>		
Avg. Workload Per Response (min.)	64.5	
Total Workload Hours	5,720	

From analyzing the total workload handled by these units, it is clear that responses made by HCSO field units to incidents represent only a small percentage of the overall workload they complete. The primary, constitutionally mandated, roles of civil process and warrants represent most of these units' workloads.

(1.6) Analysis of Field Unit Staffing Needs

There is no recognized approach for determining the number of staff needed to serve a given number of civil processes or warrants. This is because:

- What is served varies by jurisdiction and especially across states.
- Policies relating to contract process service are a huge factor – for example, serving subpoenas with non-commissioned staff or on a contract basis, such as is the case in Hennepin County.
- The mix of processes and warrants that are 'easier' or 'harder' to serve impact the success of the activity and the time it takes.
- Approaches to managing civil process and warrants impact the need for dedicated

staff – scheduling and deployment varies as well as the need to involve other units (e.g., SWAT).

- Geographical size and jurisdictional complexity can limit or facilitate these processes.
- Whether there are specialized units handling civil process and warrants or if these are generalized responsibilities as in Hennepin County. In addition, in some jurisdictions civil process and warrants are the responsibility of beat assigned deputies.

As a result of these factors, examining total utilization levels is an appropriate way to evaluate staffing needs for these functions. It is important to consider that the goal in achieving certain staffing levels should not be the full, or near-full utilization of units – units assigned to certain roles need to have significant proportions of time available to be able to fulfill other constitutionally mandated responsibilities, as well as to be available as a resource to other agencies. For instance, the amount of time involved in issuing water patrol citations is greater than the 208 hours represented in the table above, as water patrol units must have had the available time necessary to be proactive in issuing the citation. As a result, high citation totals are reflective of having time available.

The same is true for Patrol and K9 units, particularly when assigned to cover the contract areas (e.g., Greenfield) and Ft. Snelling, which is unincorporated. Effective policing in these areas involve not only effective responses to calls for service, but proactive and problem-oriented actions in deputies' discretionary time. To this point, having non-utilized time available for even the patrol units assigned to serving civil processes is a critical need. For example, at full utilization, if a deputy assigned to serving civil papers were to respond in an emergency backup capacity, this action would likely create backlogs for the unit. Deputies should be able to respond in these kinds of roles without reducing the performance of their unit in meeting its target workload for serving

civil papers.

As a result of these needs for discretionary time, an overall utilization rate of 70% is an appropriate target for field units. To calculate the amount of time that deputies have available to complete these various workloads, personnel data spanning a period of one year was analyzed to determine the amount of leave, training time, and administrative hours that deputies worked on average in a year. This number was then reduced by the total number of leave hours in a year, producing the net available work hours for deputies.

Summary of Availability Factors

Category	Value
Work Week Length	40
Annual Work Hours	2,080
Total Leave Hours	292
On-Duty Training Hours	45
Administrative Time Per Shift (min.)	120
Total Administrative Hours	338
Net Available Work Hours Per Deputy	1,296
% Net Availability	62.3%
Number of Deputies (Filled)	43.5
Total Workload Hours	38,513
% of Time Utilized	60.6%

Overall, Patrol, K9, and Water Patrol units are utilized for a clear majority of their time, although this number is somewhat lower than the targeted 70% utilization rate. Of course, it should be noted that these numbers vary from season to season, as well as hour to hour – as a result, it may be common for units to be completely utilized on a given day. Likewise, it can be expected that in the winter months, when Water Patrol can divert staff to handle civil processes and other non-water duties, that the proactive capabilities

of Patrol and K9 are improved, and vice versa. During the summer months, having non-utilized time is essential to Water Patrol units to be able to improve lake and boating safety.

Given the net available work hours of HCSO sworn deputies – the time available in the field after all leave hours, training time, and administrative hours have been factored – and accounting for a turnover rate of 5.0% per year, staffing needs may be determined using a targeted level of staff utilization.

The following table presents the results of these calculations, assuming that a utilization rate of 70% is targeted for:

Results of the Field Unit Staffing Analysis²

Category	Value
Net Available Work Hours Per Deputy	1,296
Total Workload Hours	38,513
Utilization Target	70.0%
Turnover	5.0%
Field Units Needed	45

Overall, given the various workloads completed by Patrol and Water Patrol units, the current number of deputies allocated to the two units is adequate to fulfill all constitutional and contractually mandated duties.

However, K9 staffing levels, at five deputies and one sergeant is an issue. The following points should be considered:

- In addition to mandated services, these units also provide a non-constitutionally mandated service to municipalities, which is also duplicative of municipal and other regional resources. Many of the smaller agencies without K9 units can still request K9 response services from the neighboring agencies that do.

² Figures do not include the two grant-funded summertime Water Patrol positions. No change is recommended to that program.

- In comparison to other counties surveyed, the number of K9 units fielded by Hennepin County is high:

K9 Units							
County	Allegheny	Anoka	Cuyahoga	Dakota	Multnomah	Milwaukee	Ramsey
# Units	4	6	4	2	1	0	6

- The Hennepin County Sheriff recognizes their more limited role in this jurisdiction – the number of K9 units has been reduced in recent years.
- Finally, many jurisdictions are reducing or eliminating K9s because of liability concerns and the difficulty to assign and train units.

The needs of the jurisdiction, then, are paramount. In comparison, the HCSO K9 units are largely functioning in a countywide role, and would as a result not be able to guarantee the same level of service in those situations that a neighboring agency would be able to provide. Nonetheless, having some kind of K9 capacity in field units is a key resource for the county to be able to provide – for instance, they can be attached to provide support for felony warrant operations. By reducing their staffing levels, K9 services remain able to provide those services, while providing for enough time for constitutionally mandated responsibilities of the Sheriff's Office to be fulfilled by field units.

Recommendation: Maintain current staffing levels for the Patrol and Water Patrol Units. Reduce K9 staffing by three (3) deputy positions and the sergeant position. Remaining K9 positions would report through the shift supervisors rather than a dedicated one.

(2) Strategic Operations Unit

The Strategic Operations Unit provides SWAT functions throughout the County. The unit also manages the WMD team, a grant-funded emergency management team, as well as the SafeZone patrol project. Although many of the larger police agencies in the County have SWAT teams themselves, and many of the smaller agencies band together

for jointly maintained teams, not all municipalities and other county areas maintain dedicated teams. The HCSO ESU (part of the Strategic Operations Unit) provides SWAT team services to these areas, as well as to others when requested or otherwise necessary. The unit is staffed by one sergeant full-time, with all 34 of its members – 29 of which are operational – serving in the role as an ancillary duty in addition to their 'core' assignment. Team members train 8 hours per month – with additional hours mandated for those assigned in the sniper role – with an additional 40-hour full week of training. ESU completed 54 high-risk warrant callouts in 2014.

In examining whether other comparative jurisdictions with a similar population and geography to Hennepin County have a dedicated SWAT team to serve high-risk warrants, our project team found the following results:

Do comparative sheriff's offices maintain SWAT teams?

County	Anoka	Ramsey	Multnomah	Milwaukee	Dakota	Cuyahoga	Allegheny
SWAT?	Yes	Yes	Yes	Yes	Yes	No	Yes

While the practice is not unanimous, virtually every comparative Sheriff's Office maintains an active SWAT team service. Given that the need for a SWAT team is clear, it is important for the policies and organization be in place for the team to be managed effectively. The Hennepin County Sheriff's Office does this effectively by assigning administration of the unit to a dedicated sergeant-level position, as well as by reviewing every use of force action, as identified and recorded in the post-callout report form.

(3) Transport Unit

The Sheriff's Office is responsible for handling transport duties for in-custody inmates and patients, including those relating to writs, inter-facility transit, juveniles, and

mental health patients, among other various types. While also mandated by state law³, this is a common responsibility for sheriff's offices to provide in general. In researching the practices of comparative jurisdictions, our project team found that each of the seven most similar agencies provide transport services.

The Transport Unit is staffed with 12 deputies, one of which functions in the role of a lead deputy, responsible for general deployment and scheduling decisions, as well as statistics tracking. It is the only sworn unit that is staffed by a non-supervisory position. The unit staffs two shifts, with the first running from 0600 to 1400 and the second lasting from 1500 to 2300, both of which are scheduled to work Monday through Friday. Four deputies work without uniform or a marked field vehicle, and are tasked with transporting mental health patients. The unit also serves civil summons when time is available, with 1,038 summons being delivered in 2014.

The following table provides a breakdown of various statistics describing the unit's workload in 2014:

2014 Transport Unit Statistics

Category	Value
Suburban Transports	22
Writs	1,557
Inmates Transported	7,708
Mental Health Patients Transported	3,272
Total Miles Driven	376,183

It should be noted that writs, which are included in the total number of inmates transported, are made throughout the entire state, and as a result represent significantly higher workloads per event than other transport types. Additionally, deputies assigned to

³ Minnesota State Law, Section 387.

transporting mental health patients, represent slightly less workload per event than other types of transports.

Using these general statistics in combination with workload averages calculated from the CAD data export received by the project team, the average number of hours of transport workload can be determined:

Average Transport Workload by Category

Category	# of Transports	Avg. Min. Per Transport	Total Hours	Hours Per Day
Mental Health Transports	3,272	57.4	3,128	12.0
Inmate Transports	7,708	62.5	8,028	30.8

Given the average daily workloads provided in the table above, the staffing needs of the Transport Unit may be determined using a representative allocation of staff on a typical day. The process of these calculations is described by the following points:

- Due to limitations in the recorded data for the unit, the calculations in the table above assume that only one inmate is transported per run, although a significant number of inmate transports carry more than one inmate.
- Since transports are only made by the unit Monday through Friday, the figures contained in the "Hours per Day" column are based on the average number of weekdays per year, or about 260.7.
- Overall, there are 42.8 hours of transports to complete each workday. However, it must be noted that separate deputies must complete mental health versus other types of transports, given the former is made with plain-clothed deputies.
- Referring back to the net availability calculations presented in the analysis of field unit net availability, deputies on average were determined to be available to complete workloads 1,408 hours per year.
- At approximately 27.1 hours worked per week for each deputy, a staff of 11 deputies (the lead deputy is not counted), the unit as a whole would then average about 59.7 hours of staff availability per workday.

- With 3 deputies scheduled⁴ to work mental health transports and the other 7 deputies working all other types of transports (including writs, for instance), those assigned to mental health duties would as a result be utilized at a level of approximately 74%, while those completing other types of transports would be utilized about 71% of the time.
- It is critical to note that the average utilization levels of Transport Unit deputies should not exceed about 75%, as workload on some days will be markedly higher than on others. However, because these fluctuations are less significant than the day-to-day variations in workload experienced by field units as a result of call activity, a higher utilization target of 75% is more appropriate for Transport Unit deputies, rather than the 65% target that was previously selected for the field unit staffing analysis.

Given that the results of the analysis estimate utilization levels are very near the targeted rate of 75%, it can be concluded that deputy staffing for the Transport Unit is adequately staffed. Current transport workload levels justify the current allocation of 12 deputies to the unit, one of which functioning in a lead deputy role.

Recommendation: Make no changes to the current number of deputies assigned to the Transport Unit.

(4) Summary Table of Staffing Changes for Funded Positions

The following table lists the recommended staffing changes for key work units in the Services Division:

Position	Authorized Staff	Staff Recommended	Notes
Lieutenant	6	6	
Sergeant	10	9	
Deputy	61	58	
Principal Office Specialist	2	2	
Office Specialist III	2	2	
Facility Maintenance Worker	2	2	

⁴ Refers to scheduled deputies, rather than the *actual* number of working deputies, after factoring in leave, training, and other factors. Net availability has been factored into the number of staff hours available, so the “scheduled” number in this instance can more accurately be described as the *proportion* of staff working that day that are assigned to one duty versus the other.

2. TECHNOLOGY SERVICES DIVISION

(1) Division Overview

Information technology services are provided to HCSO staff through its Technology Services Division. Units are dedicated to two sets of functions – **Information Technology**: IT Development and IT Operations; and **Radio Systems**: Radio Engineering, Radio Technical Services and Radio Systems Management. Given that the Sheriff's Office information technology services operate within a County IT environment, the division of responsibilities between Hennepin County and the HCSO, an assessment of staffing levels must be centered on how those responsibilities are delineated.

In the project team's research, the HCSO's Technology Services Division met many of the quality and service targets identified, including:

Performance Target	HCSO Meets?	Issue Area?
TECHNOLOGY DIVISION		
Technology exists within the County's overall plan for information technology and commitments for customer service, standardization and investment.	√	
The Sheriff's Technology Division and the County Information Technology Department meet to coordinate services, coordination and ensuring efficiency and cost effectiveness in technology services.	√	
Effective customer support is provided (help desk, field support, training, etc.) to support their customers in HCSO.	√	
An information technology steering committee has been established to provide customers the opportunity to provide input regarding IT policies, standards, application development priorities, etc.	√	
The training of Technology employees is sufficient to keep up with new technology.	√	

For a large government entity, like a sheriff's office, it will never be practical or desirable for its information technology services to be completely subsumed by the information technology services of the jurisdiction it operates within. This is because of

the additional privacy and security needs of the law enforcement agency, responsive requirements, etc. However, a relationship between a sheriff's office and the jurisdiction is necessary to reduce duplication and over-specialization, increase standardization and to have common platforms for networks. The inter-relationship depends on many factors.

(2) Comparative Models for IT Service Delivery

While it is not uncommon for large law enforcement agencies to have dedicated information technology staff, the methods for providing these services are often varied. In the comparative research conducted by the project team on sheriff's offices, agencies retained fewer positions dedicated to providing information technology services. The low average number of positions, when examined in comparison to the HCSO IT staffing levels, indicates that in many of the agencies studies, information technology services are largely provided at the county level or is a 'shared service model'.

Jurisdiction	Service Scope	# Sheriff Staff	Operating Budget	IT Staff	IT Model
Allegheny County, PA	Law Enforcement	193	\$17.2 m	Sworn – 0 NS – 2	Shared Service
Anoka County, MN	Law Enforcement Detention System	260	\$30.7 m	Sworn – 0 NS – 3	Shared Service
Cuyahoga County, OH	Law Enforcement Detention System	1,100	\$82.4 m	Sworn – 0 NS – 4	Shared Service
Multnomah County, OR	Law Enforcement Detention System	806	\$128.5 m	Sworn – 0 NS – 7	Shared Service
Milwaukee County, WI	Law Enforcement Detention System	694	\$78.7 m	Sworn – 4 NS – 0	Shared Service
Ramsey County, MN	Law Enforcement Detention System	391	\$50.9 million	Sworn – 5 NS – 2	Shared
Hennepin County, MN	Law Enforcement Detention System	760	\$100 m	Sworn – 0 NS – 21	Autonomous

Also, in most counties radio systems are organized in a different unit of the sheriff's office or governmental structure.

However, comparative staffing levels should not be considered indicative of a 'best practice' in law enforcement IT service delivery, as the number does not indicate the quality of the agencies' IT services or the range of services, in regard to either hardware, maintenance, or user support. Because of this, it is important to examine the organization of IT services from a wider perspective that looks at a number of alternative methods of providing these services.

Some of the possible configurations for IT service delivery in larger sheriff's offices include:

- Complete outsourcing of information technology to county.
- 'Embedded' information technology services, where an IT unit is dedicated to the sheriff's office, but is organized and reports to the county IT division.
- Standalone Sheriff's office IT unit, providing all or nearly all of the department's information technology services.
- Tiered approach to information technology services, where various levels and categories of IT support and maintenance are handled either by the Sheriff's Office IT unit or the county IT unit.
- Mixed responsibilities for providing IT support, hardware, and maintenance between Sheriff's office IT and county IT; some governance aspects shared between the two units.

The current approach to information technology service delivery in the Hennepin County Sheriff's Office can most accurately be described by the final approach listed above. While there are responsibilities and functions that are in general provided by one unit or the other, entire areas (e.g., maintenance and software management) are not specifically delineated between units.

(3) Delineation of IT Roles and Responsibilities within the Sheriff's Office

The table below, while not intended to reflect the absolute delineation of responsibilities between Hennepin County and HCSO IT units – given that there are exceptions with many of the categories – provides a general overview of how major IT support functions are organized and divided:

General Assignment of Responsibilities between County and HCSO IT

Category	Infrastructure / Hardware	Software and Maintenance	User Support
Desktops and Laptops	County	Sheriff's Office	Sheriff's Office
Servers and Storage	Sheriff's Office	Sheriff's Office	Sheriff's Office
Network Systems	County	County	Sheriff's Office

Given the interconnectivity of IT equipment and the necessity for standardized security access protocols and systems across all platforms, there are advantages to having a single unit responsible of some IT functions. If a change is made to network protocols, for example, replacing an outdated system, changes will likely need to be made within the other platforms – some of which could be either time-intensive, costly, or require advanced planning.

(4) Improving the Coordination of IT Service Delivery

The division of software and maintenance responsibilities inherently limits the streamlining of IT decision-making, priorities, funding, and can put the HCSO in a 'reactive' position. While effective coordination and communication, as well as a County governance model, could mitigate this issue, the process is best streamlined by integrating decision-making and planning regarding change adaptation as well as the policies guiding the changes.

It is also vital for user support functions to be provided by the same agency that initiates changes to software and network infrastructure, as any decision that will impact the end user (e.g., deputies in the field accessing data on their MDCs) correspondingly represents a significant workload for the staff tasked with providing support and installation services to them. By integrating the user support functions within decision-making processes, changes to IT systems can be managed more effectively as a single project, as opposed to one agency making the change, and the other unit – often times HCSO – having to react to that change. Given that the Hennepin County Sheriff's Office is a 24-hour operation that often requires time-sensitive and mission-critical support on information technology issues, as well as the additional security needs required by a law enforcement agency, these responsibilities are best managed within the HCSO IT unit.

Given the advantages for IT operations to function in a coordinated manner for use policies, system standards, the HCSO Technology Division – excluding all radio engineers and support staff – could operate in a shared services environment and be a semi-autonomous function within the Hennepin County Information Technology Department. All HCSO IT unit personnel would remain within the agency as an 'embedded unit'. The HCSO IT manager would formally report to the head of County IT, but would functionally receive strategic direction and prioritization of service needs from the HCSO Administrative Services Bureau. This has advantages for the Sheriff's Office – as a critical emergency service agency, its prioritization of needs and funding would be placed within a consolidated technology strategic plan for the County. Rather than competing for this critical infrastructure it would be one of the services at the top of the list of priorities.

Recommendations:

- ***Make no changes to funded staffing levels in the Technology Division at this time.***
- ***Consider transitioning the Technology Division into an 'embedded unit' model of management, where the division is formally organized under the Hennepin County Information Technology Department, in order to better streamline coordination and change management processes. However, for day-to-day operations, the division should functionally report to HCSO leadership – within the Administrative Services Bureau – for prioritization of service needs and overall strategic direction.***
- ***Radio support and engineering functions should not be affected by this organizational change, and should remain within the HCSO. However, the unit should be organized under the 911 Dispatch Division, placing the unit within its governance structure.***

(4) Summary Table of Staffing Changes for Funded Positions

The following table lists the recommended staffing changes for key work units in the Technology Division:

Position	Authorized Staff	Staff Recommended	Notes
IT Manager	1	1	
IT Specialist, Principal	4	4	
IT Specialist, Senior	5	5	
IT Specialist, Consulting	2	2	
IT Supervisor	2	2	
Senior Engineer	1	1	
Support Services Supv., Sr.	1	1	
Sys. Software Programmer, Sr.	1	1	
Office Specialist, Principal	3	3	

3. 911 DISPATCH DIVISION

(1) Agency Overview

The Hennepin County Sheriff's Office dispatches for 37 communities, including 24 police departments and 21 fire departments, in addition to 4 other agencies in a secondary EMS dispatching capacity. The division is managed by a Captain, with sworn staffing levels also including 2 Lieutenants and 1 Sergeant. Civilian staff currently include 6 Telecommunicator Sergeants, as well as 51 Telecommunicator positions. With funding provided solely through general County taxes, governance of 911 operations are managed by the HCSO.

Among similar agencies, this configuration is somewhat unusual. Out of the seven sheriff's offices selected in the comparative research conducted by the project team, only one, Cuyahoga County, is currently responsible for providing emergency communications services. In that instance, dispatch is a relatively small operation, containing just 6 full-time dispatcher positions, with radio maintenance being contracted out entirely. In neighboring Ramsey County, however, dispatch services are provided through the Ramsey County Emergency Communications Center, which is organized under a consolidated model. In Ramsey County, user agencies are charged according to both their direct and indirect costs.

(2) Supervisory and Management Staffing Levels

The two Lieutenants are responsible for vastly different duties, with one tasked with serving as a liaison between the Captain and the Sergeants, coordinating in-service training, scheduling (in cooperation with the Sergeant), and reviewing performance and workload statistics on a monthly basis, as well as a number of other duties. The workload of the second Lieutenant, by contrast, is more project oriented, and has played an active role in coordinating the setup and usability of the new 911 operations center.

As the number of projects relating to the operations center declines, remaining projects should be transitioned to the other Lieutenant, with the second Lieutenant position being eliminated. The responsibility for supervisory and many administrative functions should continue to be coordinated by the civilian Telecommunicator Sergeants. In a largely civilian-staffed dispatch organization, the role of a lieutenant position should be to serve in large part as a liaison between the manager of the dispatch services, the Sheriff's office, and user agencies – as well as the reviewer of key performance statistics that user agencies would use to evaluate service, such as call answering targets.

The Sheriff's Office should also move toward civilianization of its division management. Best practices for dispatch agency management underline the advantages for hiring a civilian manager, including the ability to select a professional dispatch manager with experience in the field, rather than promoting or re-assigning from within a pool of lieutenants and current captains who may not have any experience in dispatch at the time the assignment is made. Civilianizing management also develops career paths within the dispatch organization for non-sworn personnel who would have otherwise not been able to advance above the position of telecommunicator Sergeant.

Recommendations:

Eliminate the sworn Administrative Lieutenant position, with the duties of that position being shifted to the sworn Operations Lieutenant.

Replace sworn management in the 911 Dispatch Division with a non-sworn professional dispatch manager.

(3) Analysis of Telecommunicator Staffing Levels

The division is currently staffed by 51 Telecommunicators and 6 Telecommunicator Sergeant positions. All Telecommunicators are both call takers and dispatchers, and Telecommunicator Sergeants function as lead worker supervisors, performing normal dispatch workloads as well. Non-dispatching staff, such as the sworn Administrative Sergeant and lieutenant positions in the division, handle a number of key supervisory duties that would have otherwise been performed by the Telecommunicator Sergeants, including auditing of dispatcher performance on calls, as well as completing staff scheduling responsibilities.

The net available work hours of dispatchers have been calculated from HCSO personnel data, factoring in the total time Telecommunicator staff are actually available to work, after leave, training, and meal breaks have been factored out:

Summary of Telecommunicator / Tele. Sgt. Availability Factors

Category	Value
Work Week Length	40
Annual Work Hours	2,080
Total Leave Hours	351
On-Duty Training Hours	27
Meal Break Hours	184
Net Available Work Hours Per Position	1,518
% Net Availability	73.0%

In order to determine the number of Telecommunicator staff needed to complete dispatching workloads, the net available number of work hours (1,518) – while reflecting the time that dispatchers are actually working – should not be considered the amount of time dispatchers are actually completing workloads – e.g., taking calls and dispatching units. It is not realistic or feasible for dispatchers to be taking call after call without breaks, as extensive fluctuations in call volume occur throughout the day, and moreover, because the turnover issues resulting from staff burnout would be significant. As a result, the staffing calculations assume that 50% of the on-duty, net available hours worked by Telecommunicator staff is spent handling workloads. The time spent by the five Telecommunicator Sergeants in a supervisory role is also built into this figure.

Furthermore, the project team also evaluated turnover rates among Telecommunicator staff using HCSO personnel data, which showed turnover occurring at an average of 18.0% annually over the last three years, high in comparison to other jobs but about average for the industry nationally. It is critical for the analysis of staffing needs to account for this, as a proportion of the division's authorized staffing levels will always be vacant.

The following table presents the results of the staffing analysis, including both Telecommunicator and Telecommunicator Sergeant positions:

Results of the Telecommunicator Staffing Analysis

Category	Value
Net Available Work Hours	1,518
Agent Occupancy Rate	50%
Turnover	18%
Avg. Processing Time (minutes)	3.6
Police Events	596,189
Positions Needed	55.6
Fire Events	22,589
Positions Needed	2.1
EMS Events	28,901
Positions Needed	2.7
Total Telecommunicator Staff Needed*	61

*Number includes Telecommunicator Sgt. positions.

Overall, four additional positions should be added based on current workloads and projected turnover levels, as well as factoring in the workload utilization rate of 50%. Given that the current number of Telecommunicator Sergeants is not sufficient to provide for sufficient 24/7 coverage after accounting for leave and turnover, as well as the ratio of these positions to Telecommunicators, at 1:8.5, two of the four recommended position increases should be made at the Sergeant level.

Recommendation: Increase the number of Telecommunicators by two (2) positions, and increase the number of Telecommunicator Sergeants by two (2) positions.

(4) User Agency Charges and Dispatch Governance Structure

The method of funding, as well as the system of governance by which a consolidated dispatch agency operates, is of critical importance to considerations regarding its staffing needs. Currently, HCSO 911 services do not charge user agencies,

with funding applied from countywide taxes. This is in contrast to other emergency communications agencies within the county that do in fact charge for their services, and so it is important to note that the user agencies that are dispatched for by HCSO have the ability to opt out and enter into a contract instead.

Given that the services provided by HCSO come at no additional cost, one of the likely foremost reasons for a user to set up their own center, or otherwise contract with another agency, would be to achieve a greater level of performance than the level currently being provided – a significant enough improvement that would justify the increased cost. Of course, there could be many other reasons for making such a move, including customizability of services, community expectations, or a number of other factors that may impact the decision-making process.

Nonetheless, if it is assumed the staffing levels and other resource allocations directly affect the level of service being provided to user agencies, then user agencies that are being charged for the services should be brought into the process of making funding decisions. By doing so, the dispatch operation is consequently made to be more responsive to the shifting needs and changing service environments among its user agencies.

However, such a service entity would create the important need to ensure that all voices are represented. Given that user agencies would now be opting in or out on the service based on its cost – in addition to the previously discussed factors – a more representative approach to its governance would be necessary that replaces HCSO-delegated administration and the system of user advisory board. These changes would consequently represent a transition to a true consolidation model, with user agencies

having the power to make decisions on staffing allocations and other budgetary priorities.

The comparative research conducted by the project team demonstrated that a two-tier governance approach could be developed to address the needs for representation and the ability to make decisions for a jointly administered communications agency. Each tier would have important duties and responsibilities to fulfill the mission of a consolidated dispatch agency. This approach would best reflect the unique oversight needs of the HCSO and its participating agencies. The key components of this governance model include:

- **A Board of Directors** composed of representatives from selected service entities would be the official governing body of the inter-local communications agency. Representation could vary and include, for example, the Sheriff, and selected representatives of a small number of agencies. A nine-member board, for example, would be involved in the following:
 - Attending quarterly meetings, or as necessary, to conduct the business of the consolidated agency.
 - Providing the general oversight, governance, policy and legislative direction of the consolidated agency including appointment and termination of the director.
 - Overseeing the financial solvency of the organization including financial audits, financial procedures, labor negotiation strategies and approving the annual budget.
 - Approving contracts, agreements, and purchases over a specified amount.
 - Approving additions and modification to personnel rules and procedures and serving as a grievance council, as necessary.
 - Other oversight duties and responsibilities, as determined appropriate.
- **An Operations Council** composed of one voting member from each agency served by the consolidated dispatch agency. This council would largely mirror the present structure and purpose of the current user advisory board. The operations council would be involved in:
 - Attending monthly meetings.

- Providing regular operational and procedural direction and issues resolution as it relates to the day-to-day operations of the consolidated agency. Providing supervision and annual evaluations to the director, recommending compensation changes, personnel actions to the board of directors.
- Overseeing more timely issues impacting the consolidated organization including various operational, technical and communications needs of the respective agencies, purchasing and contract approvals, and other day-to-day work direction and support as requested by the agency's director.
- Performing labor negotiations on behalf of the agency, as required, by selected representatives.
- Developing an annual budget and annual staffing plan, advising and recommending such to the board of directors for their review, consideration, and approval/disapproval.
- Completing other general duties and responsibilities, as deemed to be appropriate.

In effect, the consolidated dispatch agency would be provided oversight and work direction from two independent yet interlinked governing entities with important and discreet duties and responsibilities. The two-tier structure is not uncommon, and is designed, as noted above, to help address the important representation concerns of the wide diversity of service recipients. The board of directors, which features disproportional representation, would have critical general oversight responsibilities whereas the operations council, which is based on proportional representation, would be more involved in the day-to-day business of the consolidated agency. The two-tier structure would also provide important checks and balances, and through collaborative governance can help ensure that consolidated dispatch services are provided efficiently and effectively.

Recommendations:

Transition 911 operations to a consolidated dispatch agency model that is governed through a two-tiered approach: Foremost oversight and direction would be provided from a board of directions (reflecting disproportional representation), and supported by an operations council (reflecting proportional representation).

Enter into negotiations to shift some of the funding for the HCSO 911 Dispatch Division from countywide taxes to charges that are assessed to user agencies of the service, based on a combination of the direct and indirect costs.

(5) Summary Table of Staffing Changes for Funded Positions

The following table lists the recommended staffing changes for key work units in the 911 Dispatch Division:

Position	Authorized Staff	Staff Recommended	Notes
Captain	1	0	Civilianized
HCSO Dispatch Manager	0	1	
Lieutenant	2	1	Civilian
Sergeant	1	1	Civilian
Telecommunicator Sergeant	6	8	All civilians
Telecommunicator	51	53	

3. INVESTIGATIONS BUREAU

This chapter focuses on the staffing and workload of the Hennepin County Sheriff's Office Investigative Bureau. The workload information used in this section was obtained from interviews with Bureau supervisory and line personnel, lead administrative staff, and a review of documents and information from the Department's varied information systems. This Bureau is responsible for the investigation of crime in Hennepin County, investigating officer involved shootings for all agencies in the County, providing real time crime analysis for law enforcement agencies in the County, issuing gun permits, working on investigations for the County Attorney and assisting local agencies with complex investigations. The Bureau also handles crime scene processing and the processing of evidence found at crime scenes to assist in locating suspects and solving crimes in the County. A Major oversees the Bureau with a Captain leading Investigative Division and a Civilian Director leading the Forensic Sciences Division as detailed in the Profile Chapter. The analysis in this chapter begins with core investigative services.

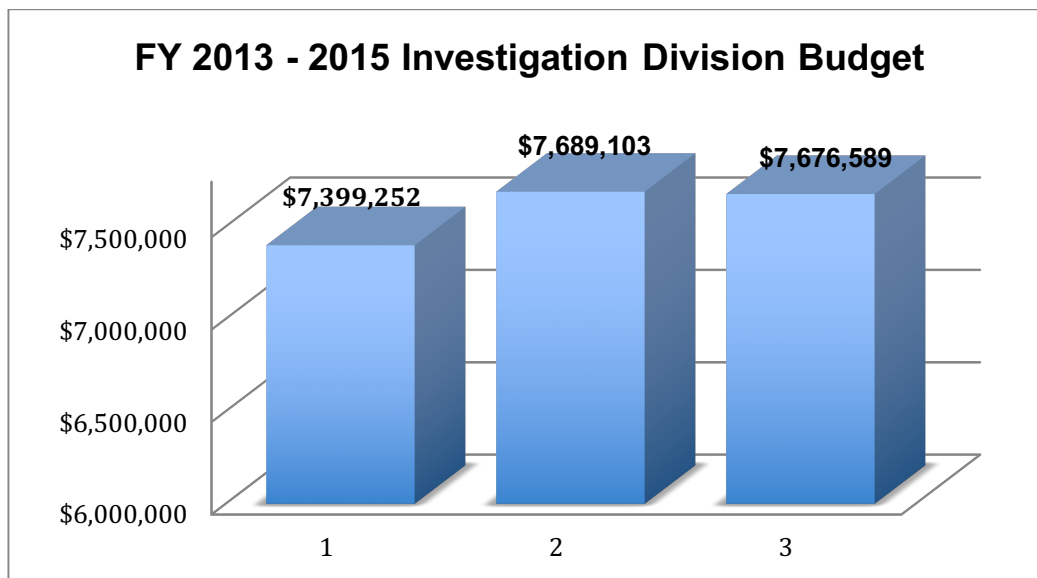
1. INVESTIGATION DIVISION

The Investigation Division is comprised of several units, each of which will be discussed separately in this chapter of the report. The overall supervision of the Investigations Division is the responsibility of a captain, who reports to the Investigations Bureau Major. The following units and task forces assigned to the Investigations Division are:

- Criminal Information Sharing and Analysis Unit (CISA)
- Detective Unit

- Joint Terrorism Task Force
- Homeland Security Unit
- Narcotics Task Force
- Violent Offender Task Force
- Gun Permit Unit

The three-year historical budget trend for the Investigations Division is shown in the following chart:



As shown above the Investigations budget increased by approximately 3.7% from FY 2013 to FY 2015, but decreased approximately 0.2% from FY 2014 to FY 2015.

The Investigations Division also meets a variety of best practices with respect to operations, and while there are some issues related to staffing levels and spans of control, the following areas reflect some of the strengths of this Division:

Performance Target	HCSO Meets?	Issue Area?
INVESTIGATIONS DIVISION		
The number of cases is tracked and corresponds to caseload targets – for example, 6 – 10 cases for person crime detectives and 15 – 20 cases for property crime detectives.	√	
An automated case management system exists to support unit supervisors to make decisions and monitoring caseloads.	√	
Unit supervisors are utilizing a formal case management system that involves screening cases for solvability, assigning cases based on workloads, reviewing cases once assigned, and making decisions about proceeding based on case progress criteria.	√	
The Sheriff's Office assists other police departments in the County on a request or specialty basis.	√	
The Sheriff's Office coordinates and plays a leadership role in the development of multi-jurisdictional task forces.	√	
Callout of staff on a rotating basis rather than night shifts of investigators.	√	
Do investigative units operate with a proper mix of supervisory and line positions (with a ratio of 1:6 to 1:9)?	√	
Sworn personnel are not handling administrative assignments that could be performed by non-sworn personnel.	√	
A crime analysis unit exists to support investigators as well as field staff on cases.	√	
Systems exist to enhance cases by tracking leads, MO's and other crime characteristics.	√	
Regional information flow and selected joint investigations are performed, as needed.	√	

(1) Staff Are Assigned to Different Units/Task Forces Within the Investigation Division.

The Investigation Division is managed by a captain who reports directly to the Investigations Bureau Major. This Division is responsible for various core investigative and special detail services. The following sections of the study pertain to the organizational and staffing analysis of the Units with an investigative operations focus as described in the HCSO Profile. These include the following:

- Detective Unit.
- Joint Terrorism Task Force (JTTF).
- Homeland Security Unit.
- Narcotics Task Force.
- Violent Offender Task Force (VOTF).

These investigative units compose the investigative areas of the Investigations Division. The following table summarizes the major activities performed by each Unit:

Cases Assigned to Various Investigative Units

Unit	Case Types Assigned	Funded Staffing
Detective Unit	Typically assigned various persons and property-related crimes. Conduct investigations for local agencies as requested as well as fraud cases with a county-wide impact. These personnel also provide investigative assistance to other agencies in the County on officer involved shootings as requested.	The Unit is staffed with one (1) Lieutenant, one (1) Sergeant and eight (8) Detectives.
Joint Terrorism Task Force	The Task forces have a primary focus on violent and repeat offenders with a goal of reducing violent drug offenses and repeat violent offenders in the County.	The Task Forces are staffed with one (1) Lieutenant, four (4) Sergeants, 13 Deputies and three (3) Detectives.
Narcotics Task Force		
Violent Offender Task Force	These Units are proactive in nature and work closely with other law enforcement agencies in the County to ensure information is shared through bi-weekly crime collaboration meetings.	
Homeland Security Unit	The Homeland Security Unit is a single detective assigned to the Violent Offender Task Force that reviews intelligence regarding suspicious activity to determine if it requires the investigation attention of the JTTF. This position also ensures appropriate staffing of special events.	

The available workloads associated with these investigative units will be examined in detail in the following sections. Further, the project team will evaluate the organization,

staffing and case assignment philosophy related to the above investigative units throughout this chapter.

(2) Investigations Workload, Staffing and Effectiveness Are Evaluated Differently Than Field Operations.

It is more difficult to evaluate the staffing levels required by criminal investigations because, unlike patrol operations, more subjective and qualitative determinants of workload and work practices need to be considered. Patrol services have the benefit of several quantitative measures, such as calls for service, response times and proactive time, to assist in the evaluation of staffing requirements. Conversely, investigative services have important but fewer such reliable measures. Comparisons with other agencies are informative, but less than ideal given the varied approaches of conducting investigative business among differing law enforcement agencies throughout the nation.

Factors making comparative analyses difficult include:

- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level criminal cases to Detectives differs. Also, the extent to which patrol performs preliminary or complete investigations varies widely and thereby impacts Detective caseloads.
- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies. The Hennepin County Sheriff's Office largely relies on the Detective Unit Lieutenant to ensure proper prioritization and assignment of cases to detectives.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, time devoted to administrative tasks, etc.
- Complexity of caseloads is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, evidence availability, victim/witness cooperation, quality of information provided by the original report taker, and numerous other factors. The way information in a single case may combine with information on other cases (e.g., serial crime) also impacts investigative actions.

- Additional duties and responsibilities performed by detectives beyond caseload work. Such activities may include being a specialized trainer, assisting on warrant arrests or various other administrative duties detracting from casework.
- Finally, the nature of the County organization, regional law enforcement community and citizens are a factor in evaluating investigative workload and staffing needs. Varied expectations can translate into service levels requirements that impact detectives in terms of what is investigated and how investigations are conducted.

As noted previously, investigative workloads have numerous qualitative considerations when compared to that which depicts typically quantitative-driven patrol workload. And while there are some important quantitative metrics available, qualitative issues must also be considered and further emphasized. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues, and operational philosophies that have an impact on overall staffing needs. The project team performed the following steps in the analysis of the Investigation Division:

- Reviewed case management practices through interviews with unit supervisory and other line staff and obtained available workload data for each of the units using a variety of data collection methods.
- Compared the HCSO's Detective staffing and workload with investigative benchmarks from other law enforcement agencies.
- Examined other qualitative measures of workload, as appropriate, to determine the effectiveness of Division services.
- Examined organizational and supervisory spans of control.

The sections which follow provide a description of how the project team conducted its analysis relative to the aforementioned approaches.

Investigative workload and staffing requirements can employ a series of indicators to determine the extent to which core investigative staffing and general workload in the

Division compare to ranges observed in other police agencies. This information is used to determine if the Hennepin County Sheriff's Office is within the ranges measured by those indicators. Investigative workloads vary depending on the number and types of cases a detective is assigned, their complexity, and also the level of service desired by an agency. Generally speaking, however, the comparative measures that can be used to determine staffing, efficiency and effectiveness are displayed in the following table:

Comparative Measures	Comparative Industry Patterns
Part I Offenses per "line" Detective in core investigative functions such as persons and property crimes Detectives. This does not include those assigned to "proactive" units such as narcotics or vice.	<p>The Average distribution of Part I Offenses per "line" Detective developed in police services studies in the U.S. generally ranges from 300-500 Part I Offenses per investigator.</p> <p>In Hennepin County, this measure cannot be utilized because of the fact that most crime occurs in municipal jurisdictions.</p>
Case Clearance for Part I Crimes.	<p>The Uniform Crime Report provides data on average case clearance by major crime type for various sized jurisdictions.</p> <p>In Hennepin County, this measure could be utilized only for the cases they work.</p>
Active cases assigned to "property" crimes Detectives (e.g., burglary/theft).	15 to 20 active cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over the last several years.
Active cases assigned to "person" crimes Detectives.	6 to 10 active cases per month based on the same survey. 3 to 5 active cases for complex person crimes such as felony assault (shootings) to include homicides. Domestic Violence cases vary widely dependent upon State mandates that result in varied workloads. Some DV Units can handle 20 to 30 cases per investigator per month, whereas others can only handle DV cases typically attributed to "felonious person crimes."
Active cases assigned to "generalist" crimes Detectives.	12 to 15 active cases per month based on the same survey.

There is no caseload standard for specialized Task Forces noted previously because these types of cases are more proactive in nature. They can consume many

weeks of staff time generating leads, contacts and suspect information; and they may also often require surveillance and related activities. Furthermore, there are as yet to be developed caseload standards for computer forensic work, given variation in the complexity cases and the tools available to the computer forensics investigator(s).

(3) Comparative Investigative Indicators

The project team, in consultation with HCSO officials, developed a list of seven (7) comparable County Sheriff's Offices, which provide services similar to Hennepin County Sheriff's Office, and which are also considered comparable by size, demographics or serviced population. The following table illustrates how these agencies utilize civilian support and the types of task forces staffed:

Comparative County Information Based on Benchmarking Survey

Jurisdiction	Civilians Utilized in Case Support	Multi-Jurisdictional Narcotics Unit	Regional Task Forces	Take Lead in Municipal Investigations
Allegheny County	Yes	Yes	Gangs, Guns, Narcotics	No
Anoka County	Yes	Yes	Homeland Security, Human Trafficking	Sex crimes and homicides
Cuyahoga County.	No	Yes	Violent Crimes, Violent Fugitive, CODIS, ICAC, Boarder Initiative	When requested
Dakota County	No	Yes	No	No
Multnomah County	Yes	Yes	Fugitive	No
Milwaukee County	No	Yes	JTTF, ATF, Cyber Crimes	No
Ramsey County	Yes	Yes	Several	When requested

Highlights of the information shown above:

- All the agencies participate or lead in regional and multi-jurisdictional task forces

- Three of the agencies (Anoka, Cuyahoga and Ramsey) assist municipal agencies in investigations.
- Among the survey participants, half of the responding agencies utilize civilians in case investigative support roles. Dakota County and Milwaukee County do not utilize civilians in case investigative support roles.

Except for the civilian case assistants, Hennepin County's investigative model is shared by the other jurisdictions surveyed.

(4) The Detective Unit Was Evaluated Based on Caseload Information and Supervisory Spans of Control.

To analyze staffing and workloads for core detective work, the project team obtained various information from the HCSO, including internal reports and a detective caseload report indicating assigned and pending cases through July 2015. Using this information, the project team developed an approach that entailed the following analytical considerations:

- Based on the project team's request, HCSO staff were able to download August 1, 2014 – July 31, 2015 caseload information into an Excel spreadsheet. Data contained information including case types assigned to Detectives, date of case, case disposition and other relevant case information. The data provided, however, was unable to readily distinguish between an assigned case and an actively worked case.
- The project team typically defines "Active" cases differently than "Assigned" and other case types. *Assigned* cases are those that remain open and pending in the detective's case file in addition to those cases closed through some type of disposition (e.g., arrest, uncooperative victim, etc.) but remaining in the detective's caseload for one or more reasons. *Active* cases are those that have been actively worked (a reasonable level of hours dedicated to investigative workload performed) from a detective's open case file within the last 30 days, including those cases that were worked and subsequently closed. Generally speaking, the number of active cases worked by a detective will be less than the total number of assigned cases, and more often than not, all assigned cases that remain open will not have had follow-up work accomplished within thirty days. Those cases not worked in the last 30 days are, in effect, "inactive" from a workload perspective.
- Investigative data was sorted in a variety of analytical methods to portray assigned

caseloads by individual detective. Note that this information did not provide active caseloads but only information relative to the total number of cases assigned to individuals.

- Finally, the project team compared the DCSO's investigative workload to what the project team defines as best management practices benchmarks for detective active caseloads. The project team has developed workload ranges through comparative surveying of other law enforcement agencies engaged in efficient and effective case management processes, as well as other methodologies, to ensure the benchmarks are representative. Using this, the project team was able to assess potential operational and staffing issues as noted in the following sub-sections.

Based on the variety of data collected, the project team provides our analysis in the following sub-sections.

(5) The Average Number of Monthly Assigned Cases to Detectives is in line with Case Benchmarks.

As noted previously, the number of assigned cases to a detective usually exceeds the number of active cases a detective is working. An active case is generally defined as having various characteristics that essentially contribute to its active status. These characteristics include the following:

- Can the complainant or witness identify the offender?
- Is the offender known to the complainant or witness?
- Does the complainant or witness know where the offender can be located?
- Is there physical evidence at the scene which would aid in the solution of the case (e.g., fingerprints, other physical evidence)?
- Is the complainant or witness willing to view photographs to aid in identifying the offender?
- Can the complainant or witness provide a meaningful description of the offender (e.g., home address, auto driven, scars, or other distinctive features)?
- If the offender is apprehended, is the complainant willing to press the complaint in court?

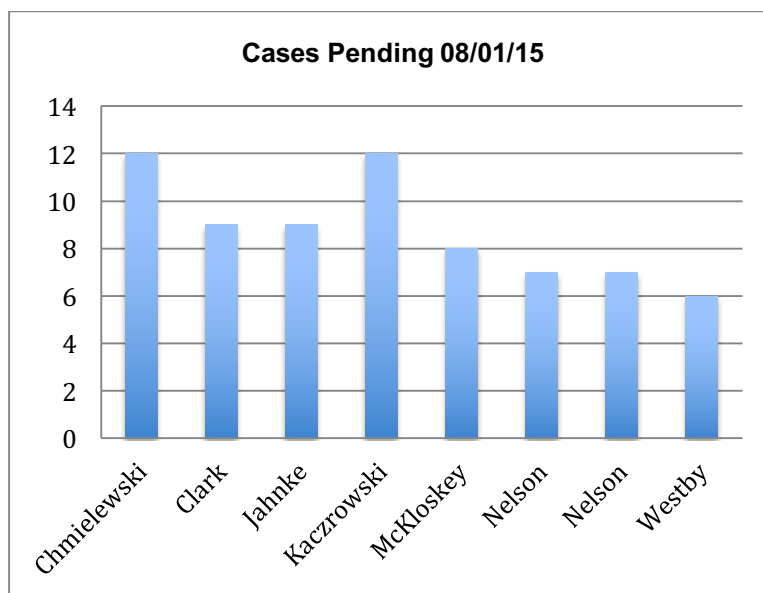
- Does the crime involve a sensitive or unusual place or person (e.g., church, temple, school; child, physically disabled person, etc.)?
- Is there a pattern of such crimes in the area which points to a single individual or gang operating in the area?
- Does the number of similar types of crimes in the area raise questions concerning the Agency's image concerning performance and efficiency?

In effect, cases which reflect “yes” answers to the above are typically active and worthy of aggressive follow-up investigation. Based on active case information, there are various benchmark measures that have been developed with respect to these active cases. Active caseload benchmarks are reiterated as follows:

Comparative Measures	Comparative Industry Patterns
Active cases assigned to “property” crimes Detectives (e.g., burglary/theft).	15 to 20 active cases per month based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over the last several years.
Active cases assigned to “person” crimes Detectives.	8 to 12 active cases per month based on the same survey. 3-5 active cases for complex person crimes such as felony assaults (shootings) to include homicides. Domestic Violence cases vary widely dependent upon State mandates that result in varied workloads. Some DV Units can handle 20-30 cases per investigator per month whereas others can only handle DV cases typically attributed to “felonious person crimes.” Based on interview with HCSO command staff, they believe a monthly caseload average of 8 active cases is satisfactory for their DV detectives.
Active cases assigned to “generalist” crimes Detectives.	12 to 15 active cases per month based on the same survey.
Active cases assigned to white collar crimes Detectives (e.g., fraud).	These have a broader range due to their varied complexity, from 10 to 20 active cases per month each.

The detectives in the HCSO are assigned as “generalist” detectives, meaning they investigate all types of cases assigned and are not separated by crime type (property or person). Using August 1, 2014 – July 31, 2015 data, the following bar chart portrays

generalist detective cases pending that were considered active cases for the detectives assigned to the Detective Unit.



As shown above, the detectives had a range of 6 – 12 cases pending that were considered active cases by the project team. The data showed that detectives assigned to investigate more complex crimes (violent and financial) had lower case totals and the detectives assigned to investigate less complex crimes (burglary and theft) had higher case assignments. These caseloads are consistent with what is considered best practices for the types of cases assigned.

(6) The Spans of Control are Appropriate in the Detective Unit and VOTF, but Low in the Narcotics and Joint Terrorism Task Forces.

The Detective Unit and the Task Forces are each managed by a lieutenant, with sergeants serving as the first line supervisor. The following spans of control are in effect within these organizational units:

Unit	Sergeants	Deputies/Detectives	Span of Control
Detective Unit	1	8	1:8
Joint Terrorism Task Force	1	4	1:4
Narcotics Task Force	2	5	1:2.5
Violent Offender Task Force	2	18	1:9

Effective spans of control vary by the type of work, complexity of the organization and skills of the employees being supervised and those of the supervisor. In investigative situations a typical span of control is between 1:6 and 1:9. As shown in the table above, the Detective Unit and Violent Offender Task Force Sergeants currently have what is considered effective spans of control, while the Narcotics Task Force and Joint Terrorism Task Forces have lower than ideal spans of control.

The project team recognizes the importance of direct supervision in these types of law enforcement applications and that in smaller units, such as the Joint Terrorism Task Force, a supervisor is required and therefore a lower span of control cannot be avoided.

In the Narcotics Task Force, however, there is a very low span of control with two (2) sergeants assigned to oversee five (5) deputies assigned to the task force. This is a very low span of control, but the current staffing agreement for the task force requires two Sergeants from Hennepin County.

Recommendations:

Maintain the current staffing in the Detective Unit with one (1) Lieutenant, one (1) Sergeant and eight (8) Detectives.

2. THE CRIME INFORMATION SHARING AND ANALYSIS UNIT (CISA) PROVIDES VALUABLE CRIME INFORMATION ON A REGIONAL BASIS.

The use of crime information sharing from a regional perspective is a growing trend in law enforcement as criminals rarely work in a single municipality or County, but rather move from place to place conducting similar crime types in areas where they see the opportunity for crime. By sharing crime information and intelligence regionally, law enforcement agencies are able to utilize crime data to better detect crime trends and ultimately are able to solve more crimes than when the focus was only on crimes

happening in a single jurisdiction.

To assist in providing a platform for crime information sharing and allowing real-time crime analysis to occur in Hennepin County, the Sheriff has formed a Crime Information Sharing and Analysis Unit (CISA). This unit is staffed with the following personnel from the HCSO:

CISA Unit	Lieutenant	Sergeant	Deputy	Detective	Crime Analyst
Personnel	1	1 Sworn 1 Civilian	3	1	9

As shown above, a lieutenant manages the unit and has 2 sergeants as direct reports. One sergeant (sworn) supervises the sworn deputies and detective and the other sergeant (non-sworn) supervises the crime analysts.

The unit is focused on information sharing and collaboration with all levels of law enforcement in the County, providing crime analysis services on all crime types in the County with a focus on violent crime, providing investigative case support, looking for crime patterns and trends, conducting real-time crime analysis on emergent events and providing case support for detectives as required. The CISA also conducts three (3) bi-weekly crime sharing collaboration meetings with various agencies throughout the Hennepin County. As requested, CISA produces crime maps using GIS software and link analysis charts and timelines to the mapping information to assist in developing crime trends.

(1) The CISA Unit is Providing Non-Mandated Services without Compensation or Assistance from Other County Law Enforcement Agencies.

During 2014, staff assigned to CISA conducted the following workload:

Workload	Count
Requests for Information	1,988
Crime Collaboration Briefs	78
Daily Information Bulletins	140
Information Alerts	220
Situational Awareness Briefs	117
Subject Workups	1,043
Report review and analysis	1,575
Total	5,161

As shown above, the CISA Unit completed 5,161 workload tasks for the personnel of the HCSO and other law enforcement agencies in Hennepin County. Staffing to provide these services comes at a significant cost to the County with the HCSO absorbing the entire cost of staffing and supporting the CISA Unit.

In interviews conducted by the project team, Police Chiefs from the other agencies in Hennepin County consistently praised CISA as a great service and the efforts of the Sheriff's Office to share crime information and assist in the solving of crimes by providing this service. While it is recognized by the project team that the CISA is a best practice in law enforcement and the law enforcement agencies in the County agree that it is a valuable service, the question is whether it should fall on the County and the HCSO to fund this service when it is providing benefits to all law enforcement agencies in the County.

Recommendation: The HCSO should work with the other law enforcement agencies to develop a cost sharing or staffing plan to offset the costs to the County for staffing the CISA Unit.

3. THE HCSO GUN PERMIT UNIT PROVIDES STATE MANDATED SERVICES TO ISSUE PERMITS FOR PERSONS AUTHORIZED TO CARRY CONCEALED HANDGUNS.

The State of Minnesota has a mandate for sheriff offices to issue permits for persons authorized to carry concealed handguns. The HCSO has a Gun Permit Unit that fulfills that mandate by conducting an initial criminal history background check on each applicant for a concealed handgun permit as well as conducting annual criminal history background checks on each person that the HCSO has issued a permit for in the previous five (5) years.

The Unit is staffed with one (1) sergeant, two (2) full-time clerks, two (2) part-time clerks and ten (10) part-time investigators. The Unit collects \$100 for initial permits and \$75 for renewals. State law does not allow an agency to charge more for permits than the cost for staffing the office; therefore, the HCSO is collecting the current maximum amount allowed for issuing these permits to recover all allowable expenses. Currently the unit is conducting about 5,000 new/renewal permit applications and 25,000 criminal history checks on existing permit holders annually.

Concealed handgun permits are renewed in the same month each year that they were issued, which results in an inconsistent workload depending on how many permits were issued in a given month over the previous five years. To ensure appropriate staffing during higher demand months, the HCSO has 10 part-time investigators to conduct the background investigations. These personnel are utilized as needed and do not have a fixed schedule, but are limited to no more than 1,039 hours annually. The number of investigators is directly tied to the number of background checks that are required each month. By law the HCSO has 30 calendar days to either issue or deny a permit and the

applicant has 15 business days to appeal a denial. The Sheriff is then given an additional 10 business days to make a final decisions regarding issuing the permit.

Recommendation: Continue the practice of using limited duration, part-time investigators to staff the investigation positions in the Gun Permit Unit as this provides maximum staffing flexibility for a changing workload.

4. THE HCSO HAS A SERGEANT AND FOUR (4) DETECTIVES ASSIGNED TO THE COUNTY ATTORNEY'S OFFICE.

The County Attorney's Office contracts with the HCSO to provide case follow up as well as to serve subpoenas. The County Attorney's Office pays 100% of the costs associated with the staff assigned to the Office. In 2014 the detectives assigned to this Office served a total of 1,518 subpoenas or an average of 304 per detective.

The project team conducted a survey of several other county law enforcement agencies to determine the workload associated with serving court paperwork. The following table shows this comparative workload.

Agency	Personnel	Papers Served	Avg. Per Personnel
Anoka County, MN	7	3,152	450
Dakota County, MN	6	5,098	850
Multnomah County, OR	12	32,473*	2,706
Ramsey County, MN	13	9,962	766
Hennepin	4	1,518	304
Average	9.5	12,671	1,193

* Multnomah County, Oregon mails papers as well as delivering by hand which accounts for the high number.

As shown above, there is a wide range in the subpoena workloads of staff assigned to serve subpoenas and other civil papers. It is important to note that Multnomah County serves the majority of their subpoenas by mail, which is why the services per employee is much higher. With Multnomah excluded, the other agencies still averaged 688 services per employee.

It is also important to note that the roles that County Attorney investigators play

vary within Minnesota and vary significantly between states. The number of County Attorneys directly employed by the respective offices also is a major factor in determining staffing needs.

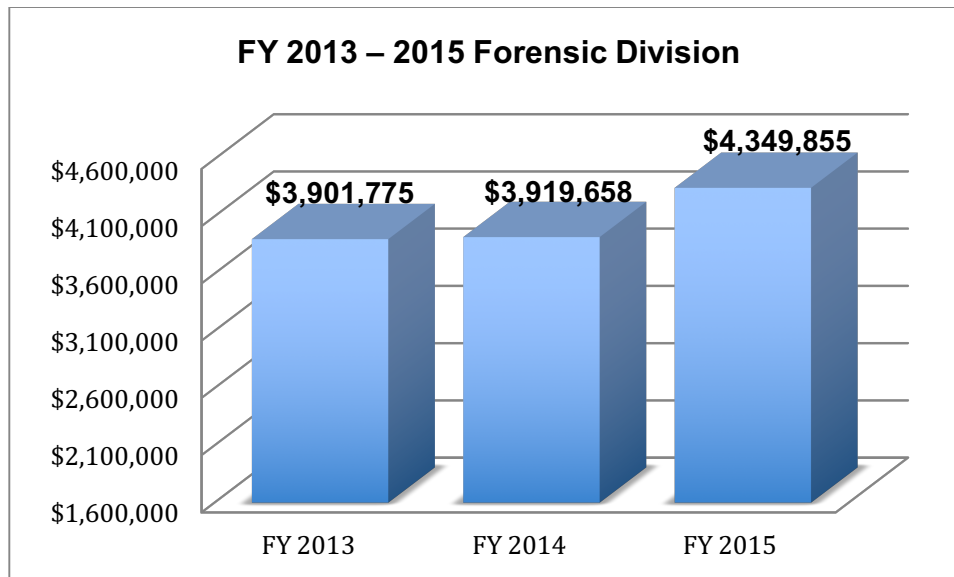
Recommendation: The Investigators assigned to the Hennepin County Attorney serve primarily as case support detectives as well as servers of subpoenas. The staffing level is appropriate and reimbursed by the County Attorney.

5. ANALYSIS OF THE FORENSICS DIVISION.

The HCSO operates a Crime Laboratory that is responsible for the processing of crime scenes, conducting firearm and latent fingerprint examination, conducting DNA analysis and handling evidence management. The following table illustrates the staffing of the Crime Laboratory Unit:

Crime Lab	Director	Sergeant	Technical Lead	CSI (Sworn)	Professional Staff
Authorized	1	2	4	11	Forensic Manager 2 Firearms Examiner 0.5 Latent Print Examiner 3 DNA Analyst 7 Evidence Specialist 2 Clerical 1 Lab Casework Assistant 1 LIMS Administrator 1

As shown above, there are a total of 35.5 personnel assigned to the Forensics Division. The three-year budget cost for the provision of providing crime laboratory services in Hennepin County from FY 2013 – FY 2015 is depicted in the following graph:



As shown above, approximately \$4.35 million is currently allocated to provide the services of the Forensic Division. The overall budget has increased approximately 11.5% since FY 2013 when the budget was approximately \$3.9 million.

The Forensic Division also meets a variety of best practices with respect to the services they provide and overall operation, including achieving International Accreditation through the American Society of Crime Laboratory Directors. The following areas reflect the strengths of the division:

Performance Target	HCSO Meets?	Issue Area?
FORENSICS DIVISION		
The crime lab has a quality assurance / quality control program.	√	
Decisions about calling out field evidence staff are based on the technical requirements of the crime scene.	√	
Field patrol personnel handle the processing of 'minor' or other crime scenes.	√	

The Forensic Division is staffed in four (4) sections, each of which will be discussed independently:

- Crime Scene Section

- Laboratory Operations
- Biology Section
- Support Staff / Evidence / LIMS

(1) Crime Scene Section

The Crime Scene Section provides response to the investigation of crime scenes in the County 24 hours per day / 365 days per year. The section has two sergeants, one Technical Lead and eleven sworn crime scene investigators. The crime scene section is responsible for processing crime scenes for 35 agencies in the County. The current staffing allocation ensures a minimum staffing of two (2) personnel per shift. Personnel work 8-hour shifts with staggered start times and have personnel on call to respond to larger crime scenes as needed.

(1.1) Development of Crime Scene Investigator Staffing Should be Based on Net Availability.

The staffing plan calls for a minimum staffing level of two (2) Crime Scene Investigators at all times to be immediately available for response to the 35 agencies utilizing their services to process crime scenes that need the specialized response of a fully trained crime scene investigator and is beyond the capability of patrol personnel to process.

A critical workload element to determine staffing requirements is the amount of annual time available for these personnel to perform their work. The Matrix Consulting Group 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. This is often referred to as "Relief Factor" in various public safety and other circles.

Based on leave information provided by HCSO, the following leave data averages were calculated for HCSO Sworn Deputy Positions.

Net Availability or "Relief Factor"

Average Annual Leave Taken by Type	Average Annual Hours Taken
BASELINE HOURS: 2,080 per Year	
Leave Hours	292
Training Leave (during shift work)	45
Total Unavailable Time	337
NET ANNUAL WORK HOURS PER POSITION	1,743

Based on the data, one crime scene investigator position has available 1,743 hours per year out of 2,080 available to work, or 84% availability. This availability is, comparatively, very good when compared against various baselines (75% is typical). This net availability drives overall staffing needs to accommodate various types of absenteeism. It should be noted that HCSO typically has not had the utilized net availability when devising staffing requirements.

(1.2) The Crime Scene Section Needs 11 Crime Scene Investigators to Ensure a Minimum Staffing of Two (2) Personnel can be Maintained at All Times.

Based on the net availability calculation above, the Forensic Services Division needs 11 Crime Scene Investigators assigned to the Section to provide minimum staffing levels. This is equivalent to the current staffing. It is important to note that since this is an overall number based on net availability, there will be times when the Section falls below minimum staffing levels and overtime is required. The goal should be to balance the required overtime with staffing costs to determine when utilizing overtime to staff short-term staffing issues is less cost effective than hiring additional personnel.

The overtime data provided indicated that the Crime Scene Technicians utilized a total of 1,696 overtime hours during 2014. This equals an average of 154 hours per

technician or just under 3 hours per week / per CSI. This amount of overtime is not excessive considering the staffing plan allocates overtime for responses to major crime scenes which are beyond the capability of the two (2) on-duty technicians.

Recommendation: The Crime Scene Section should continue to be staffed with two (2) Sergeants, one (1) Technical Lead and 11 CSI's.

(1.3) The Crime Scene Section Currently Provides Crime Scene Processing at no Charge to Local Law Enforcement Agencies.

The Crime Scene Section provides technical crime scene expertise to the other law enforcement agencies in Hennepin County by providing trained crime scene technicians to process crime scenes, collect and preserve evidence and submit the evidence to the lab for testing. The County should work to offset the cost of these personnel by developing a shared cost plan with the other law enforcement agencies for the services provided by the Crime Scene Section. As the majority of these responses are for calls in other jurisdictions the HCSO should implement a plan to offset the costs of providing these services.

Recommendation: The HCSO should develop either a flat fee or fee for service model for agencies utilizing the Crime Scene Section personnel to process crime scenes in their jurisdiction.

(2) Laboratory Operations

Laboratory Operations is divided into two sections, one responsible for conducting firearm examinations and the other latent print examinations for the 35 law enforcement agencies in Hennepin County. The Forensic Science Supervisor/Quality Assurance Manager supervises the Section. This position is also responsible for ensuring accreditations standards are maintained, conducting proficiency testing, developing and implementing policies, issuing security key card access and coordinating equipment

calibration maintenance.

The Firearm/Toolmark Section is staffed with one (1) full-time Technical Lead and a part-time Firearm Examiner. This staffing ensures a minimum of one examiner is available during normal business hours to conduct analysis of firearms submitted to the lab.

The Latent print section is staffed with one (1) Technical Lead and three (3) Latent Print Examiners. This ensures the latent prints collected from crime scenes can be examined and entered into the AFIS fingerprint system to assist in identifying suspects in criminal cases.

(3) Biology Section

The Biology section is responsible for conducting serology work and DNA processing of evidence submitted to the lab after collection at a crime scene. In 2014 the analysts made 524 entries in CODIS (National DNA Database), which resulted in 345 hits to help identify suspects.

The Biology Section is staffed with a Forensic Science Supervisor that supervises one (1) Technical Lead and seven (7) DNA Analysts. This position is also responsible to ensure the proper handling and processing of all cases and evidence requiring serology or DNA processing, developing and implementing policies for the lab and researching and implementing new technology as required.

(4) Analysis of Support Staff / Evidence / LIMS

The Support Section of the Crime Laboratory is responsible for ensuring the proper processing, storage and retention of evidence processes and held by the Division. This Section also ensures evidence is disposed of according to Court Orders and provides

clerical support to the Division while assisting with case file processing for the CSI's and Analysts.

The LIMS Administrator operates the Multimedia section for the Crime Lab. This position manages the records management system, is responsible for downloading digital photos and producing graphics for court cases and taking photographs at events in the County. In 2014 the LIMS administrator downloaded and processed over 180,000 digital photographs.

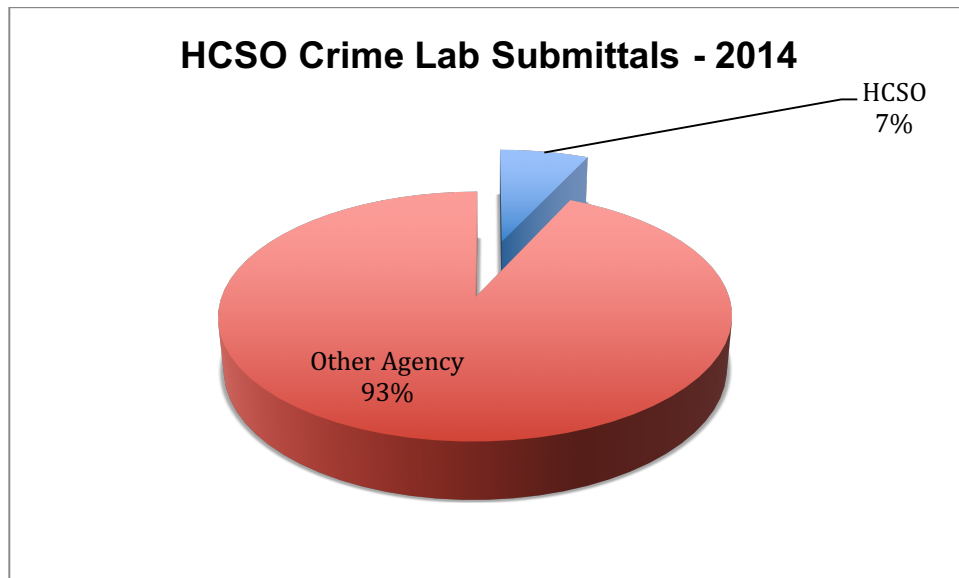
The Forensic Sciences Director is currently also serving as the supervisor for the Support / Evidence / LIMS Section as well as being the direct supervisor for the two (2) Crime Scene Sergeants and two (2) Forensic Science Supervisors. This results in a span of control of 1:9 for this position, which is high for a director that is also responsible for providing executive administrative functions for the crime lab and ensuring all Accreditation standards are complied with in the Lab. Typically highly technical positions such as this have lower spans of control so adequate time can be allocated to ensure quality assurance and safety standards are maintained. A supervisor assigned to this area can also take some of the duties from the Laboratory Operations Manager that deal with overall support, such as building and equipment maintenance and security card access.

Recommendation: Hire a civilian Supervisor to oversee the Support / Evidence / LIMS Section and task this position with coordinating building and equipment maintenance, security key card access for the Crime Laboratory.

(5) Requests for Crime Lab Services are Mostly from Agencies Other Than the HCSO.

In 2014 there were 1,617 requests submitted to the Crime Lab for testing and analysis. Of these 115 were from the HCSO and 1,556 were from the other law

enforcement agencies in the County. This equates to 93% of requests for services being from outside agencies, as shown in the following graph:



The provision of crime lab services is not a mandated service of the Sheriff's Office and these services are provided to the 35 law enforcement agencies in the County free of charge. Agencies do have the ability to submit this type of evidence to the State crime lab for processing, but utilize the Sheriff due to faster processing times and the convenience of having the crime lab located in the same County as the agency.

As stated earlier, the project team conducted surveys of other counties to determine if they operated a crime lab and whether participating agencies paid for the services provided by the lab. Of the seven (7) counties surveyed, two (2) operated their own forensic crime lab and both charged for the services provided to participating agencies. The following table illustrates the crime scene and lab services provided by the survey agencies:

Agency	Dedicated Field Evidence Staff	Own Forensic Lab	Lab Accredited?	DNA Analysis Capable?	Offer Forensic Services to Other Agencies?
Allegheny	0	No	No	No	No
Anoka	6 sworn	Tri County Regional Forensic Lab.	ASCLD/LAB	Yes	Yes
Cuyahoga	6 sworn	No	No	No	No
Dakota	0	Yes, Multi-jurisdictional	No	No	Yes
Multnomah	0	No	No	No	No
Milwaukee	0	No	No	No	No
Ramsey	2 sworn	No	No	No	No
Hennepin	11	Yes	ASCLD	Yes	Yes

Highlights from an analysis of the data include the following:

- Among those providing responses, only Anoka County provides dedicated field crime scene investigators to municipal agencies. Cuyahoga County, Dakota County and Ramsey County train deputies/patrol officers to conduct field evidence.
- Besides Hennepin County, only Anoka County has an accredited lab, and conducts in-house DNA analysis.
- The forensic lab of Anoka County and Dakota County are both utilized and funded as a joint force between the Sheriff's office and neighboring jurisdictions.

The question then is, why does the HCSO provide all forensic examinations and testing at no cost for participants? As shown earlier, there is a significant annual cost (\$4.35 million) to staff and operate the lab. Agencies wishing to receive the high quality services provided should help offset the cost of operating the crime lab, especially when they account for 93% of the work being performed.

Recommendation: The HCSO should develop either a flat fee or fee for service model for agencies utilizing the Crime Laboratory to offset the costs of operating the Lab.

6. SUMMARY TABLE OF STAFFING CHANGES FOR FUNDED POSITIONS

The following table summarizes the recommended staffing changes for key work units in the Investigations Bureau:

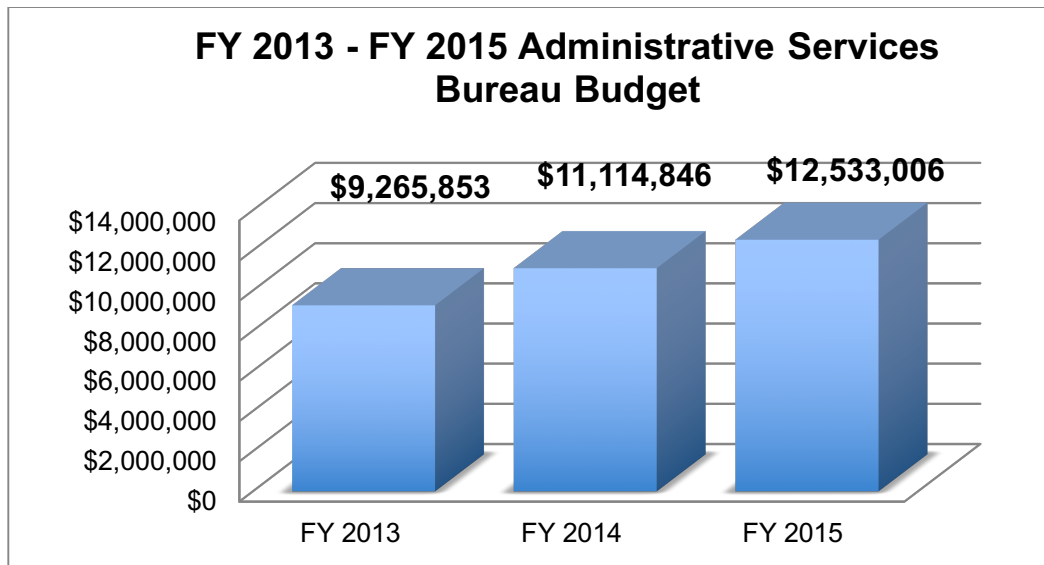
Work Unit	Funded Staff	Staff Recommended	Notes
Major	1	1	
Captain	1	1	
Lieutenant	3	3	
Sergeant	10	10	
Deputy	16	17	Add an additional Deputy to the Narcotics Task Force.
Detective	15	15	
Civilian Sergeant	1	1	
Crime Analyst	9	9	
Clerical	3	3	
Part-Time Clerical	2	2	
Limited Duration PT Investigator	10	10	
Forensic Science Director	1	1	
Forensic Manager/Supervisor	2	3	Add a supervisor to the Support / Evidence / LIMS Section
Technical Lead	4	4	
Crime Scene Investigator	11	11	
Firearm Examiner	.5	.5	
Latent Print Examiner	3	3	
DNA Analyst	7	7	
Evidence Specialist	2	2	
Lab Casework Assistant	1	1	
LIMS Administrator	1	1	

4. ADMINISTRATIVE SERVICES BUREAU

This chapter focuses on the staffing of the Hennepin County Sheriff's Office Administrative Services Bureau. The workload information used in this section was obtained from interviews with Bureau supervisory and line personnel, lead administrative staff, and a review of documents and information from the Department's varied information systems. This Bureau is responsible for conducting internal affairs investigations, employee development (training), Central Records and the personnel issues of the Sheriff's Office including recruiting, hiring, background investigations and leave management. The Bureau is managed by a Major that has a Captain as a direct report. There are four units assigned to the Administrative Services Bureau:

- Central Records Unit
- Employee Development Unit
- Internal Affairs Unit
- Personnel Unit

The following chart illustrates the annual budget for the Administrative Services Bureau from FY 2013 – FY 2015:



As shown above the budget for the Administrative Services Bureau increased from approximately \$9.3 million in FY 2013 to approximately \$12.5 million in FY 2015 or an increase of approximately 35.3% over the three-year period.

1. CENTRAL RECORDS UNIT

Warrant Clerks in the Central Records Unit manage the functions related to the processing and activation and confirmation of warrants, arrangement of transport for warrant pick up, running criminal history checks and monitoring CCI terminals for warrant confirmation requests.

Custody Records Clerks process misdemeanor court returns, generate daily commit lists, process felony bookings, develop felony and drug court calendars and serve as a liaison with the Department of Corrections (DOC). A public window collects bail and bonds, probable cause dispositions, processes bail bonds, answers the phones and serves as liaison with the County Courts. Custody Records clerks are also responsible for preparing inmate release paperwork, extradition paperwork, adding additional charges, holds or other changes to inmate paperwork. Fingerprints are processed for all

new charges. A weekly summary and monthly billing is prepared for inmates housed for the DOC. All inmates are also run for predatory offender checks and criminal history checks.

Records Clerks handle the intake of new prisoners, photograph inmates to verify identity, enter booking charges and information, process bookings, verify fingerprints, run all inmates through CJIS, NCIS and SWATS and conduct public fingerprinting and other clerical duties for the Unit.

Each of these areas is staffed 24 hours per day / 365 days per year. The Unit is managed by a Lieutenant.

The overall staffing plan for Central Records is illustrated in the following table:

Central Records	Lieut.	Sergeant	Professional Staff (Title/#)	
			Records Manager	1
			Office Specialist	4
			Office Specialist 3	1
	1	1	Custody Records Coordinator	18
			Custody Records Supervisor	8
			Records Clerk	37
			Records Clerk (Jail Property)**	3
Total FTEs:	1	1		72

As shown above, there are a total of 74 full time equivalent positions assigned to the Central Records Unit. It is important to note that the HCSO has merged the jail processing with the Central Records function to maximize the efficiency of the unit.

(1) There Are Many Strengths in the Central Records Unit

The Central Records Unit is responsible for providing several key support services to the operations of the HCSO. The table below represents some key strengths of this Unit in providing these services:

Performance Target	HCSO Meets?	Issue Area?
CENTRAL RECORDS		
Records are centralized in the Sheriff's Office cross functionally (i.e., field and jail).	√	
Records staff are available to citizens during hours that include at least some non-business hours.	√	
Records staff are available around the clock for warrants, jail and other critical items.	√	
Report input / transcription is within 48 hours.	√	
Records personnel are civilian.	√	
Records are in an electronic format to the extent allowed by State law.	√	
Records have an appropriate retention policy and are kept or destroyed according to the policy.	√	

(2) The Central Records Unit Provides Critical Support Functions for the HCSO

As stated earlier, the Central Records Unit is staffed with 74 full-time equivalents and is organized into four sections:

- Administration
- Warrants
- Custody Records
- Records

The project team utilized statistical data provided by the HCSO that presented annual workload levels. The following table illustrates the workload of this Unit for 2014:

Central Records Annual Workload - 2014

RECORDS	
TOTAL BOOKINGS	34,117
ICE contacts	3,085
ICR	0
Total Releases	34,208
Writs	29
Victim Notification	4,273
ICR AND RECORDS	
Public Fingerprinting	3,005
Charge	2,952
No-charge	53
Book and Release	418
Bail taken	4,719
Bond taken	3,621
Weekend/Holiday Judicial Review	
Inmates Reviewed	4,639
Inmates Released	306
Out of Custody	573
Juveniles	168
POR hits	1,130
Noncompliant	174
ADMINISTRATIVE	
Non-booked	257
Juveniles	0
Suspense Files	195
Subpoena	10
Expungements	
Received	711
Processed	600
WARRANTS	
New Warrants Entered	35,376
Warrants Satisfied	34,436
Phone Calls	89,842
Days	41,217
Mids	34,398
Nights	14,217
SUPPORT STAFF	
Scanning	
Jail Packs	17,856
Training Records	0
Support Staff Additional	
Property Slips Written Up	1,648

Based on the above workload numbers the following staffing projections were made regarding the staffing in the Central Records Unit.

(3) Staffing in Records and ICR Should be Increased by Two (2) FTE's

Task	2014	Estimated Hours per Task	Staff Hours Required
Bookings	34,117	0.8	27,294
ICE Contacts	3,085	0.08	247
Releases	34,208	0.75	25,656
Victim Notification	4,273	0.5	1,068
Public Fingerprinting	3,005	0.4	1,202
Bail Paperwork	4,719	0.5	1,416
Bond Paperwork	3,621	0.5	1,086
Warrants Entered	35,376	1.0	29
Warrants Satisfied	34,436	0.16	5,660
Telephone Calls	89,842	0.25	8,609
Expungements	600	1.15	
Total FTE Hours			86,851
Number of FTE's Required			41.76
Staff Availability			0.75
Turnover			10%
Total FTE's Required			56.36
Difference			+2

Based on the above calculations the Central Records Unit should be staffed with a total of 57 personnel assigned as Records Clerks and Records Clerks Coordinators or two (2) more additional Records Clerk staff.

Recommendation: Add a records clerk position to the Central Records Unit.

(4) The Central Records Unit Currently Has a Sworn Sergeant Responsible for Technology Issues.

There is currently a sworn sergeant position tasked with facilitating the agency-wide deployment and ongoing maintenance of the Law Enforcement Technology Group production and implementing records management technology for the HCSO. This position is a promoted supervisor that does not have any direct staff assigned to support the position and does not provide any direct supervision to personnel in the Central Records Unit.

The HCSO would benefit from reassigning this sergeant and hiring a civilian IT professional to manage and implement records management technology solutions for the

Sheriff's Office. The lieutenant could serve as the law enforcement expert related to any specific needs for the technology related to law enforcement specific applications.

Recommendation: Reassign the Sergeant from Central Records and hire a civilian IT professional to manage and implement records management solutions in the HCSO.

(5) Spans of Control in the Central Records Unit are Appropriate

The Current spans of control for supervisors in the Central Records Unit are appropriate at 1:9. The addition of two Records Clerk positions will not impact the effectiveness of the spans of control given the organizational structure of the Unit.

Recommendation: Maintain the current supervisory staffing levels in the Central Records Unit.

2. EMPLOYEE DEVELOPMENT UNIT

The Employee Development unit is responsible for the training of all sworn and civilian personnel in the HCSO including initial and recurring training for deputies and detention deputies. This includes mandated and additional training and classes for newly promoted supervisors and mid-level managers. The Unit is staffed according to the staffing plan below:

Employee Development	Lieut.	Sergeant	Professional Staff (Title/#)	
	1	4	Detention Sergeant	1
			Detention Deputy	3
			Office Specialist	1
			Part-time Armorer	2
Total FTEs:	1	4		7

As illustrated in the table above, there are a total of 10 full time and two (2) part-time personnel assigned directly to the Employee Development Unit. A lieutenant is responsible for the overall management of the unit with four (4) sergeants focused on the delivery of training to sworn officers and one (1) detention sergeant and three (3)

detention deputies are focused on training non-sworn personnel. There is also a single office specialist for clerical and administrative support and two (2) part-time armorers tasked with conducting annual firearms inspections and repairing firearms issued to personnel as needed.

The Employee Development operates from two (2) locations. Correctional and non-sworn training occurs in the Courthouse and sworn deputy and firearm training occurs at the Hennepin Technical College.

(1) There are Many Strengths in the Employee Development Unit

Training is a critical internal service provided to employees of the HCSO. The table below illustrates the strengths of the Employee Development Unit.

Performance Target	HCSO Meets?	Issue Area?
EMPLOYEE DEVELOPMENT		
In-service training hours averages 40 hours per deputy per year; In-service training hours averages 24 hours per detention deputy per year.	√	√
In-service training hours is available to civilian staff each year and a target set appropriate to that function.	√	
Training records are centralized.	√	
Does the Sheriff's Office conduct a supervisor's school for new supervisors?	√	
Are electronic (i.e., "e-learning") training courses available and utilized?	√	
Does the Sheriff's Office provide a command college or new manager training?	√	

(2) The HCSO is Responsive to Employee Initial and In-Service Training Needs and Provides Training to Personnel that Exceeds State Requirements.

As illustrated in the best practices assessment above, the HCSO Employee Development Unit is providing training that exceeds current State standards and some industry best practices. For example, Detention Deputies receive on average 40 hours of training each year when 24 hours is considered an acceptable level. This increased

training is due to the accreditation achieved by the jail, which requires the 40 hours of annual training. Also, Minnesota requires 16 hours of annual training for sworn personnel and the HCSO is currently providing an average of 32 hours of training for sworn staff. While this is below the best practice target of 40 hours for sworn personnel, it is a positive sign that State requirements are exceeded.

The HCSO also teaches a first line supervisor course to newly promoted supervisors and a basic management course for personnel upon promotion to lieutenant or higher positions. This results in strong initial, continuing and career development for personnel employed by the HCSO.

(3) The HCSO Utilizes Current Personnel as a Collateral Duty to Conduct Many Training Classes.

The HCSO utilizes current personnel with an interest in teaching and specific expertise to assist the Employee Development Unit personnel with the delivery of training. This is a common practice and in the survey of other similar Counties, all seven (7) agencies reported using internal employees hired either off duty on overtime basis or reassigned during their normal duty hours to assist in the training effort. The Employee Development Unit conducted 27,795 hours of internal training in 2014.

The following table illustrates the number of full time personnel permanently assigned to the training function in the survey Counties:

Agency	Operate Academy	Annual Training Hours	FTE Personnel for Training Delivery
Allegheny County	No	40 Odd Years 64 Even Years	2
Anoka County	No	Varies	2
Cuyahoga County	No	48 Hours Annual	6
Dakota County	Yes	Varies	0 (15 collateral staff)
Multnomah County	No	40 Hours	6
Milwaukee County	Yes	24 Hours	4
Ramsey County	Yes	Varies	9
Agency Average			4.14
Hennepin County	Yes	40 Correctional 32 Sworn	8

As shown above, HCSO is above the agency average for the surveyed Counties with 8 personnel directly assigned to deliver training programs to personnel. Ramsey County is the only agency with more personnel directly involved in the full-time delivery of training with nine (9).

Recommendation: Maintain the current staffing in the Employee Development Unit.

(4) The HCSO Should Work to Improve Training Opportunities for Civilian Personnel Administrative and Support Personnel

The project team reviewed available records for training provided and the records from the Central Records Unit indicated that there were no training hours attended by staff assigned to Central Records. The HCSO should work to develop continuing education for these personnel to ensure they remain proficient in their job skills and have the opportunity to develop new skills and develop as employees.

Recommendation: Develop an annual training program for civilian administrative and support personnel to assist in their professional development. The HCSO should target an annual goal of 8 hours in developmental training for civilians.

3. INTERNAL AFFAIRS UNIT

The Internal Affairs Unit is managed by a lieutenant who reports to the Administrative Services Bureau Major. This lieutenant is also responsible for managing the Personnel Unit in the HCSO. The unit is staffed with two (2) detectives that conduct

the internal affairs investigations and a civilian legal secretary. This unit is responsible for conducting internal investigations on complaints received internally and externally regarding HCSO personnel. The lieutenant is responsible for tracking complaints that are received by the HCSO from citizens and other sources. The detectives conduct the internal investigations on employee complaints and assist the County Attorney with litigation issues related to employee discipline as needed, as well as assisting with employee background checks as time permits if assistance is needed. The following table shows the staffing of the Internal Affairs Unit:

Internal Affairs	Lieut.	Detective	Professional Staff (Title/#)	
	1*	2	Legal Secretary	1
Total FTEs:	1	2		1

***Also serves as the Personnel Unit Lieutenant**

The project team noted several strengths of the Internal Affairs Unit. These include:

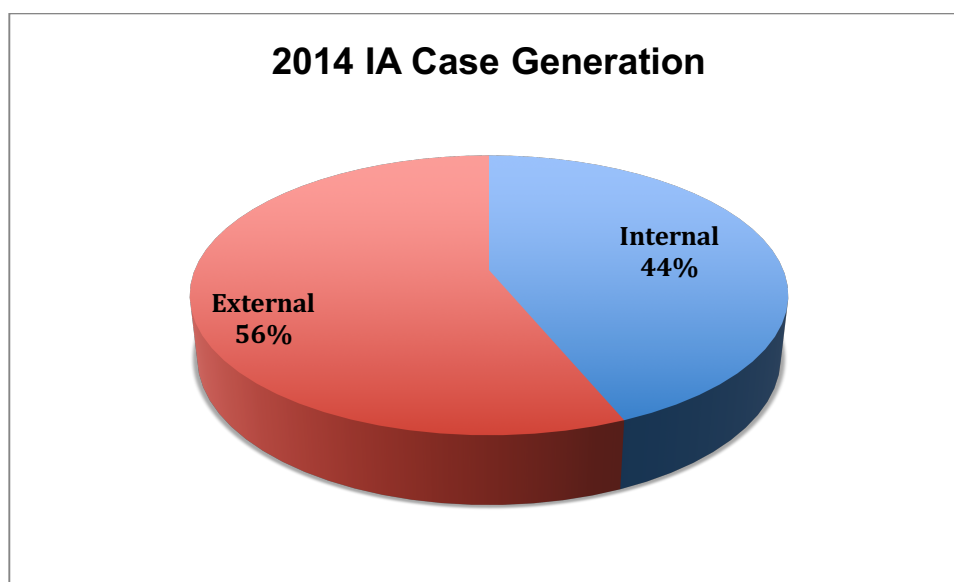
Performance Target	HCSO Meets?
INTERNAL AFFAIRS	
Are minor complaints followed up or handled at the Unit or Division level?	√
Does the agency have a policy establishing a specific target time frame for completing internal investigations, with any extensions based upon justified documented requests (e.g., 30 days)?	√
Does the HCSO contact citizens at regular intervals to inform them of progress in investigations?	√
Are all citizen complaints tracked to insure thorough investigation?	√
Complaint and non-complaint information is used to develop guidance for both training and policy development.	√
Are persons responsible for conducting internal investigations provided specialized training?	√

The next section analyzes the staffing needs in the Internal Affairs Unit.

(1) The Project Team Analyzed Workloads in the Internal Affairs Function.

The Internal Affairs Lieutenant receives and assigns complaints received against HCSO personnel. Minor complaints are assigned to the divisional supervisors for investigation and determination of whether the complaint should be sustained and any disciplinary action taken. The detectives assigned to the Unit investigate more serious complaints. Regardless, all complaints received by the HCSO are fully investigated with the outcomes tracked.

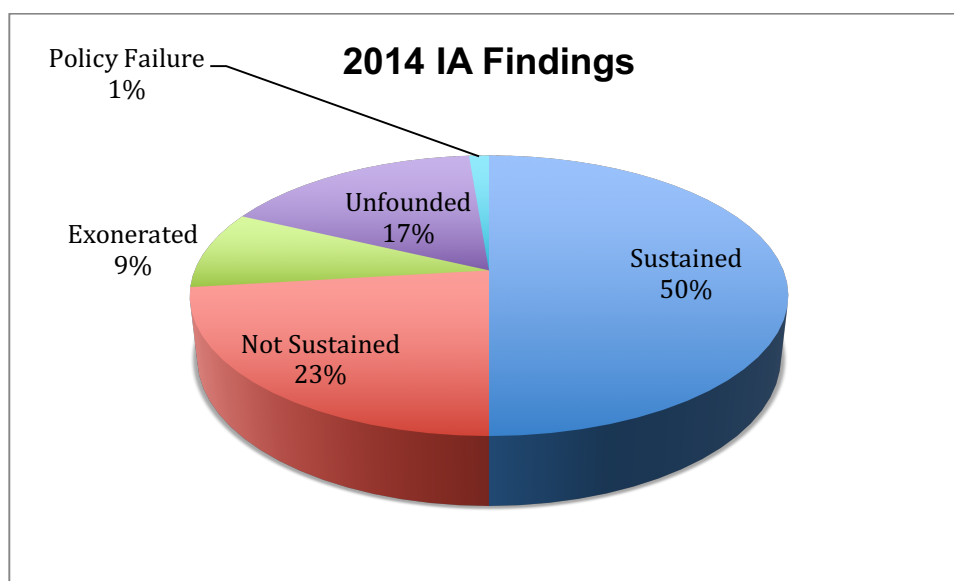
In response to a request by the project team the HCSO provided data related to the workload of personnel assigned to the Internal Affairs Unit. In 2014 there were a total of 78 complaints received by the HCSO, 48 investigations were completed by the Detectives in Internal Affairs and 30 were sent to divisional supervisors for investigation. The following graph illustrates the breakdown of complaints received internally and those received externally:



As the graph indicates, 56% (27) of the complaints were received from external sources and 44% (21) were generated internally. It is a positive sign to see a balance in

how complaints are received as this indicates that personnel are held accountable when behavior is exhibited that does not comply with agency standards.

The findings from the internal affairs investigations conducted in 2014 are shown in the graph below.



As shown above, the findings were equal between the complaint being sustained and the complaint being not sustained, unfounded or the employee exonerated because the behavior was within accepted practices. The following table provides a breakdown of the finding related to 2014 internal affairs investigations:

Finding	Number	Percentage
Sustained	39	50%
Not Sustained	18	23%
Unfounded	13	17%
Exonerated	7	9%
Policy Failure	1	1%
Total	78	100%

A typical complaint will take approximately 40 hours of actual work to complete the

investigation. More complex investigations take longer, while less complex investigations can be completed more quickly. Based on this information and an availability of 75% for the Internal Affairs Detectives, the following staffing recommendations are reached.

IA Investigations	Number	Hours
	48	1,920
Staff Availability		0.75
Total FTE's Required		1.15
Difference		-0.85

As shown above, the total staffing required to investigate complaints in the Internal Affairs Unit is 1.15. In addition to their regular duties the detectives also assist with employee background investigations and litigation related to employee discipline with the County Attorney. Therefore, the staffing of 2 detectives in this Unit is appropriate.

Recommendation: Continue the practice of sharing the IA Lieutenant with Personnel and the staffing of two (2) Detectives and one (1) legal secretary in the Internal Affairs Unit.

4. PERSONNEL UNIT

The Personnel Unit is responsible for performing all personnel related services for the HCSO including:

- Recruiting
- * Conducting pre-hire background investigations
- Making conditional job offers to selected candidates
- Completing initial employment paperwork
- Handling all aspects of leave management (medical, FMLA, Workman's Compensation, etc.)
- Processing employee discipline and grievances
- Managing employee labor agreements
- Ensuring timely policy reviews and updates according to established schedules

- Processing terminations and separations from employment.

The Personnel Unit is staffed according to the staffing chart illustrated in the following table:

Personnel	Lieut.	Sergeant	Deputy	Professional Staff (Title/#)	
	1*	2	3	Senior Admin Assistant	1
				Office Specialist 3	1
				Principal Office Specialist	1
				Limited Duration Investigator	1
Total FTEs:	1	2	3		4

* Shared Position with Internal Affairs Unit

As shown above, a lieutenant is responsible for managing the unit. This is a shared lieutenant that also manages the Internal Affairs Unit. The unit is also staffed with two (2) sergeants, three (3) deputies, three (3) support/clerical staff and a limited duration investigator.

The project team found several strengths in the Personnel Unit, which are shown in the following table:

Performance Target	HCSO Meets?	Issue Area?
PERSONNEL		
Recruitment and selection activities are coordinated between the County and the Sheriff's Office.	√	
Labor relations activities are coordinated between the County and the Sheriff's Office.	√	
Proactive advertising and recruiting techniques used for all positions.	√	
All recruitment and selection processes have been centralized within the organization.	√	
Background investigations take a reasonable amount of time and are comprehensive in scope (e.g., 40 total hours per person and one month for a group of recruits).	√	
Are employees' performances objectively evaluated each year?	√	

(1) Staff in the Personnel Unit Have Clearly Defined Roles and Responsibilities

The lieutenant is responsible for direct supervision of the two (2) sergeants and the senior administrative assistant. This position also oversees personnel issues, produces the agency staffing report, schedules random drug testing of HCSO employees, reviews use of force reports, makes conditional job offers, serves on the accident review board, oversees the awards committee and serves as a backup for the senior administrative assistant for Workman's Compensation, ADA and return to work issues.

One sergeant is responsible for overseeing policy issues, coordinating the Citizen Academy, managing the shift bidding process and supervises the Principal Office Specialist.

The second sergeant is responsible for the oversight of background investigations and unit daily operations and supervises the three (3) deputies assigned to conduct the background investigations on employees, contractors and County IT personnel, the limited duration investigator and the Office Specialist 3.

The Principal Office Specialist is responsible for managing hiring conditions, conducting clearance checks of vendors, updating background checks and compiling general statistics for the Unit.

The Office Specialist 3 drafts letter on job offers to candidates completing the background process, maintains the filling system for personnel records in the Unit and maintains the HCSO deployment roster.

The following table illustrates the workload associated with personnel handling the duties of the Personnel Unit in 2014:

Task	Count
Employees Hired	106
Full Applicant Background Checks	405
Contractor Advanced Background Checks	278
Basic Applicant Background Checks	192
Better Candidate Selected Letters	300
Total	1,281

As illustrated above, there were a total of 1,281 unique tasks performed related to conducting background investigation on potential employees and contractors in the Personnel Unit in 2014.

(2) There Are Improvement Opportunities in the Screening of Applicants and in Conducting Employment Background Investigations.

Currently all applicants for positions within the HCSO undergo a background investigation. The County Attorney has advised the HCSO Personnel Unit to begin a basic background check to determine if there are any issues with the potential employee's background. If issues are found, these background checks are stopped and the full background checks continue on all applicants. This process results in a high number of full applicant background checks per employee hired (3.8 full background investigations for each employee hired in 2014). Once all backgrounds are completed the agency selects the top candidates for the positions and moves forward with the additional screening procedures.

Candidates not selected are sent a letter stating that a more qualified candidate was selected for the position. This results in a lengthened background investigation process and the need for more deputies assigned to conduct the background investigations than if applicants were screened against automatic disqualifiers and sent a letter if a disqualifier was found in their application. This would limit the number of full background investigations being conducted and speed up the overall hiring process.

Recommendation: The HCSO Personnel Unit should work with the County Attorney to develop a list of Automatic Disqualifiers that would preclude employment in the Agency. Once this list is developed the HCSO should begin the process of utilizing the automatic disqualifiers to initially screen candidates and only conduct background investigations on qualified candidates. After one year the HCSO should evaluate the workload for conducting background investigations and eliminate the Limited Duration Investigator position if the workload in the Unit decreases.

5. SUMMARY TABLE OF STAFFING CHANGES FOR FUNDED POSITIONS

The following table summarizes the recommended staffing changes for key work units in the Administrative Services Bureau:

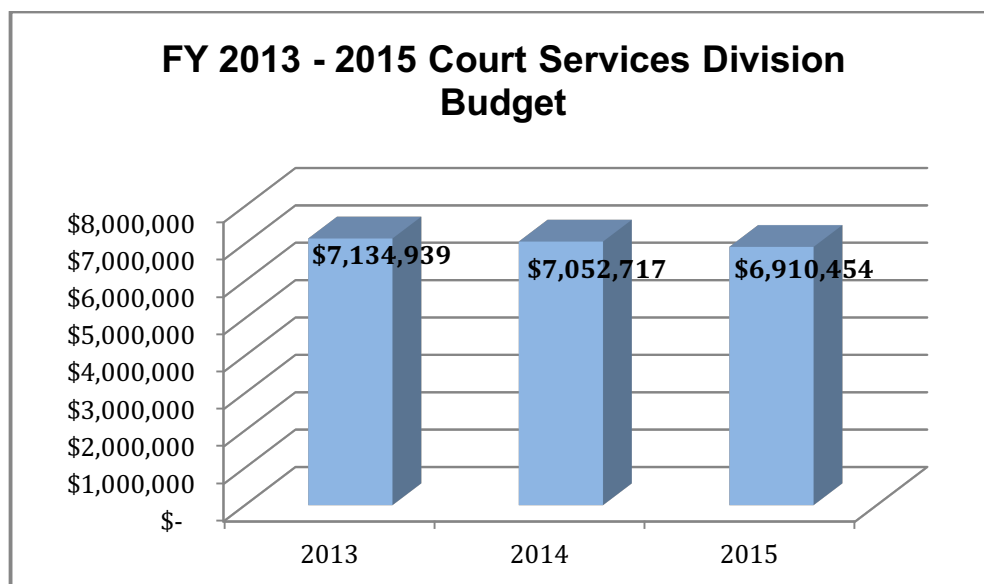
Work Unit	Authorized Staff	Staff Recommended	Notes
Major	1	1	
Captain	1	1	
Lieutenant	3	3	
Sergeant	7	7	Reallocate one Sergeant position currently assigned in Central Records and replace with a civilian IT professional.
Deputy	3	3	
Detective	2	2	
Receptionist	1	1	
Records Manager	1	1	
Office Specialist 3	2	2	
Office Specialist	5	5	
Custody Records Coordinator	18	18	
Custody Records Supervisor	8	8	
Records Clerk	37	39	Add 2 additional Records Clerks to the Central Records Unit
Records Clerk (Jail Property)	3	3	
Detention Sergeant	1	1	
Detention Deputy	3	3	
Part-Time Armorer	2	2	
Senior Administrative Assistant	1	1	
Principal Office Specialist	1	1	
Limited Duration Investigator	1	0	Possible reduction from the Personnel Unit if background process is streamlined.
Legal Secretary	1	1	

5. DETENTION AND COURT SERVICES BUREAU

This chapter focuses on the staffing of the Hennepin County Sheriff's Office (HCSO) Detention and Court Services Bureau.

1. OVERVIEW OF THE COURT SERVICES DIVISION.

The Court Services Division provides guidance over all court services provided by the Hennepin County Sheriff's Office. This includes oversight of licensed deputies and administrative staff as well as the diverse number of services performed by the Division. A key service, Security Operations, includes the variety of security services provided to County court facilities in Hennepin County including Century Plaza. These services are provided to the Fourth Judicial District Court composed of approximately 96 courtrooms throughout eight (8) facilities with the intention of providing security for judges, juries, witnesses, citizens and defendants. The HCSO is statutorily responsible for the provision of court security in the county and has a budget of approximately \$7M annually as shown in the graph below:



The Court Services Division also meets a variety of best practices with respect to operations, and while there are some issues to be discussed in the body of this report, the following areas reflect particular strengths of the Division:

Performance Target	HCSO Meets?	Issue Area?
COURT SERVICES DIVISION		
Alternative approaches to providing staffing, such as bailiffs, civilians or contracts, are utilized when possible.	√	√
Staff are flexibly available to handle the demands of the Court when the need arises.	√	√
Transport staff are scheduled to meet the demands of outlying courts.	√	
Personnel flexibly staff courts based on need and/or risk.	√	
Court services regularly elicit the input of the Courts to improve service.	√	

2. STAFFING LEVELS IN COURT SERVICES ARE A FUNCTION OF NUMEROUS AND COMPLEX VARIABLES THAT MUST ADDRESS A VARIETY OF WORKLOAD REQUIREMENTS.

According to the *National Center for State Courts (NCSC)*:

*Because courthouses must be accessible and in centralized locations, they are vulnerable to acts of random violence. Courts must have proper **court security procedures, technology, personnel, and architectural features** (emphasis added) to not only protect the safety of the people and property within and around the courts, but also the integrity of the judicial process. While there is no one solution to issues concerning court security, proper planning must involve collaboration with law enforcement offices, emergency agencies, and governing bodies.⁵*

This viewpoint is further substantiated by the *National Sheriff's Association* who indicates, "The security of a courthouse is based on a balance between four essential components: involvement of all stakeholders, security personnel, technological devices,

⁵ <http://www.ncsc.org/Topics/Courthouse-Facilities/Court-Security/Resource-Guide.aspx>

and the configuration of the facility itself.⁶ While this chapter strongly emphasizes staffing as a consequence of the engagement's scope of work, the following brief observations are offered with respect to the other three linchpins associated with court security overall:

- **Technology:** While court security related technology cannot be defined as “cutting-edge,” our project teams observations based upon tour and interview believe overall technology is generally satisfactory. The 2012 (Confidential) NCSC Security Assessment for the 4th Judicial District in the County identified some modest technology improvements of which the largest—entryway screening at all suburban court facilities—was addressed. In sum, present security technology implementations are neither an impediment to, or relevant replacement for, existing court services security staffing levels. Nevertheless, technology, such as entryway screening, does require dedicated staffing assignments and the attendant personnel. This will be discussed later in the chapter.
- **Facilities / Architecture:** As with jail facilities, the architectural design and overall court footprint can significantly impact staffing requirements. The Court Services Division must staff eight (8) separate facilities each with a unique layout as well as security advantages and disadvantages. By example, the Hennepin County Government Center is divided into two 24-story towers, with multiple skyway access points but only one structure contains 51 courtrooms while the other contains court offices. Conversely, the Public Safety Facility has three (3) courtrooms and is the primary jail detention facility, thus having rapid access to a significant amount of deputies in the event of an emergency. Most importantly, however, is the necessity for staff resources to provide security coverage over eight (8) separate court facilities, thereby requiring duplicative dedicated assignments (e.g. entryway screening) that would not be required in a consolidated court campus.
- **Policies and Procedures:** According to the aforementioned NCSC report, the Court needs to develop an up-to-date court security policies and procedure manual that provides useful information to judicial officers and court staff. Our project team further observes there is also no dedicated Court Services Division policies and procedures manual that can further guide the use and standard operating practices (SOPs) of assigned court services sheriff's personnel. While the HCSO has an extensive Policies and Procedures Manual dedicated to the Adult Detention Division, formal SOPs for the Court Services Division is only found briefly in sections 223.2, 900.4 and 900.8 of the overall HCSO Policies and Procedures Manual and referenced in a few instances in the 1400-series in the aforementioned Adult Detention Division Manual.

⁶ <http://www.sheriffs.org/content/institute-court-security>

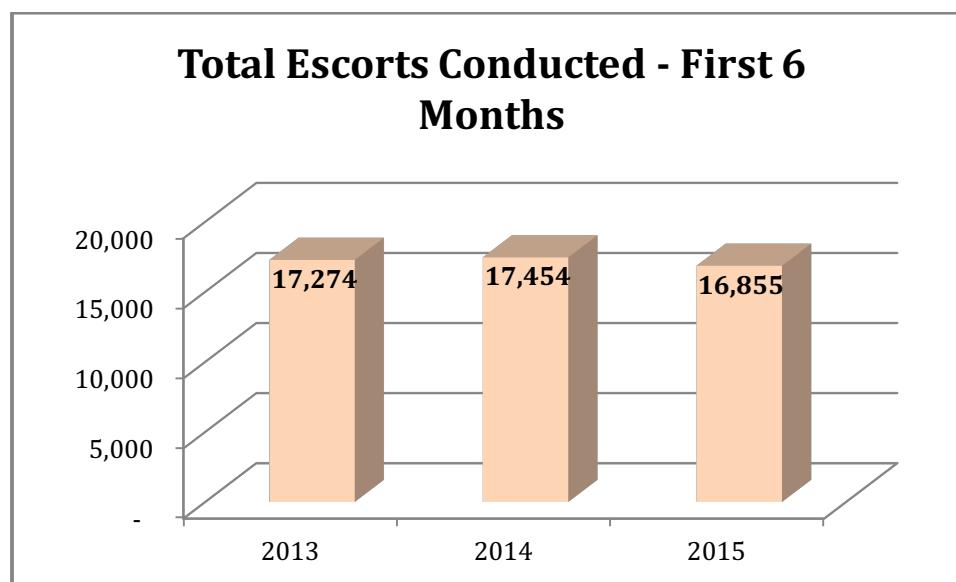
In summary, technology, facilities and policies and procedures influence operations, service levels, and staffing decisions for the Court Services Division and serve as underpinnings for various staff-related decisions.

(1) Data Suggest Some Court Services Division Workload is Relatively Predictable.

An examination of some of the key workload requirements of the Court Services Division shows types of work that can be predicted and other types of work that cannot.

(1.1) Overall Inmate Escort Workloads Are Little Changed in Recent Years.

The following charts show some of the predictable workloads for the Division.

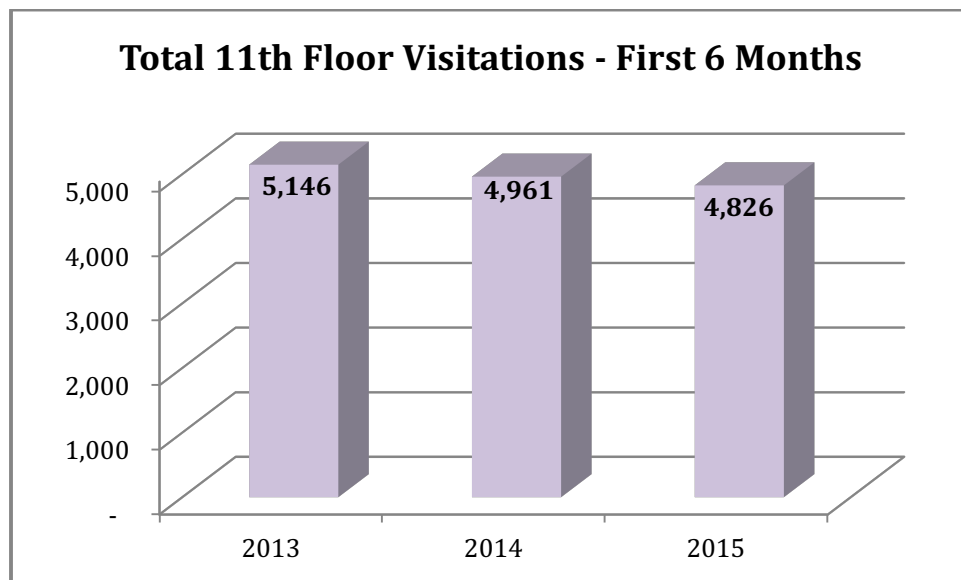


As shown by the graph above, one of the core responsibilities of the Court Security Division is the escort of inmates / defendants throughout various facilities, whether escorting from the Public Safety Facility (PSF) to the County Government Center or internal movements in the various facilities. As shown by the bar graph, escort services are relatively predictable, with workload fluctuating only 3.5% over the course of the first six-months over the last three calendar years. What does have some variability is where

these escorts are occurring. By example, escorts within the three courts of the PSF varied by up to 17% over the three years. This facility-based fluctuation is manageable, though illustrative of the types of staffing issues faced in a decentralized court systems.

(1.2) Total Inmate Visitations Also Vary Only Marginally.

As shown by the graph below, management of visitations related to detainees is another important workload element. Visitation of inmates by their attorney and other parties occurs on the secured 11th Floor of the Hennepin County Government Center.



The Court Services Division facilitates defendants meeting with legal staff or other visitation. It requires careful due diligence on the part of Court Security staff as defendants and visitors are regularly in close proximity. This workload is relatively fixed, with 6.5% variability over the course of the three years.

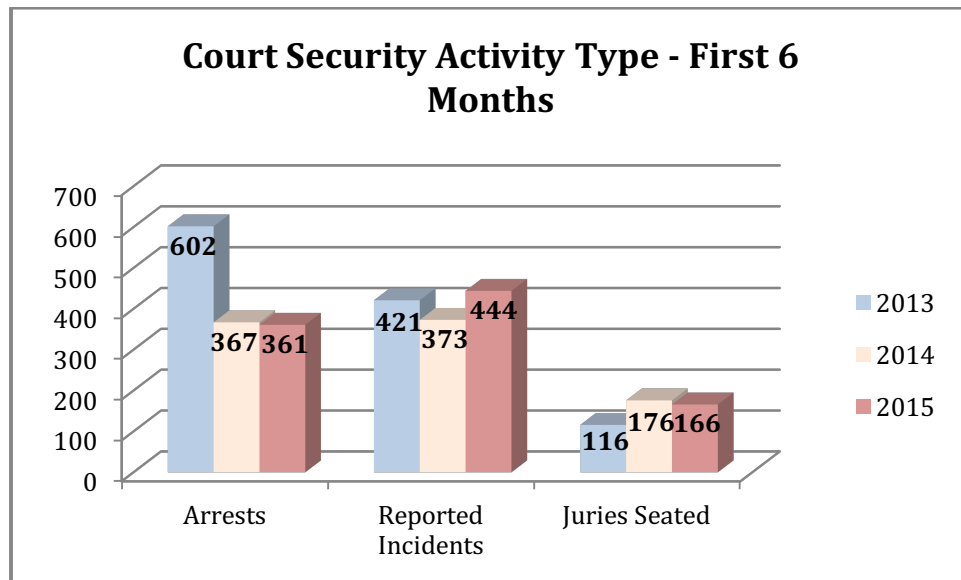
(2) Other Court Services Division Workloads Are Variable.

There is other workload that is variable for the Court Services Division that impacts staff to a greater degree. An examination of some of the workload requirements of the Court Services Division shows types of work that are somewhat unpredictable and

fluctuate.

(2.1) Court Security Arrests, Reported Incidents and Oversight of Seated Juries Vary Year-to-Year.

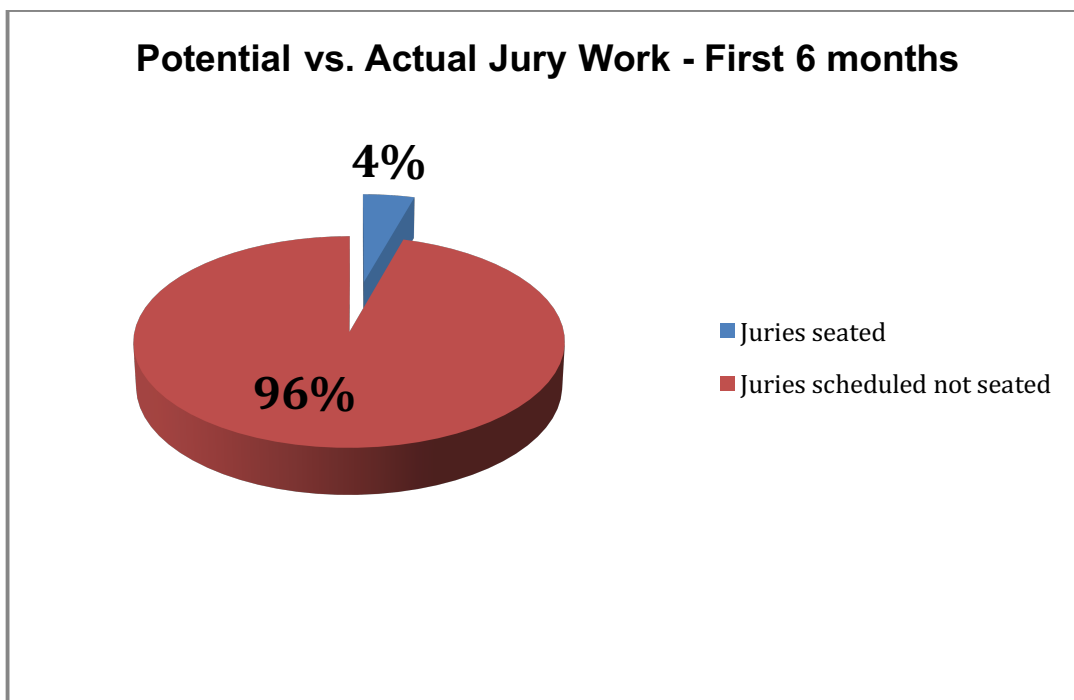
The following charts show some of the unpredictable workloads for the Division.



As shown by the graph above, there is other workload that is variable for the Court Services Division that can greatly impact staff. Over the course of three years, the workload fluctuated from 19% to 67% dependent upon the activity, thereby requiring a differential response and thus staffing impact based upon what type of work was required. By example, internal arrests conducted was over 600 incidents in the first-half of 2013, dropping to a much lower number in 2014 and 2015. Conversely, seated juries were up a significant proportion, and the attendant staffing impact, the last two years.

(2.2) Court Services Manages a Large Number of Trials of Which Only a Small Portion Will Result in Seated Juries.

Other evidence of workload fluctuations can be shown by potential versus actual work. The Court Services Division must always be prepared for potential work, irrespective of what is actually planned based on court-related calendaring and scheduling. For example, in 2015 HCSO began reporting on total juries scheduled versus those that actually were seated. The following pie chart shows the huge variation in potential work versus actual work.

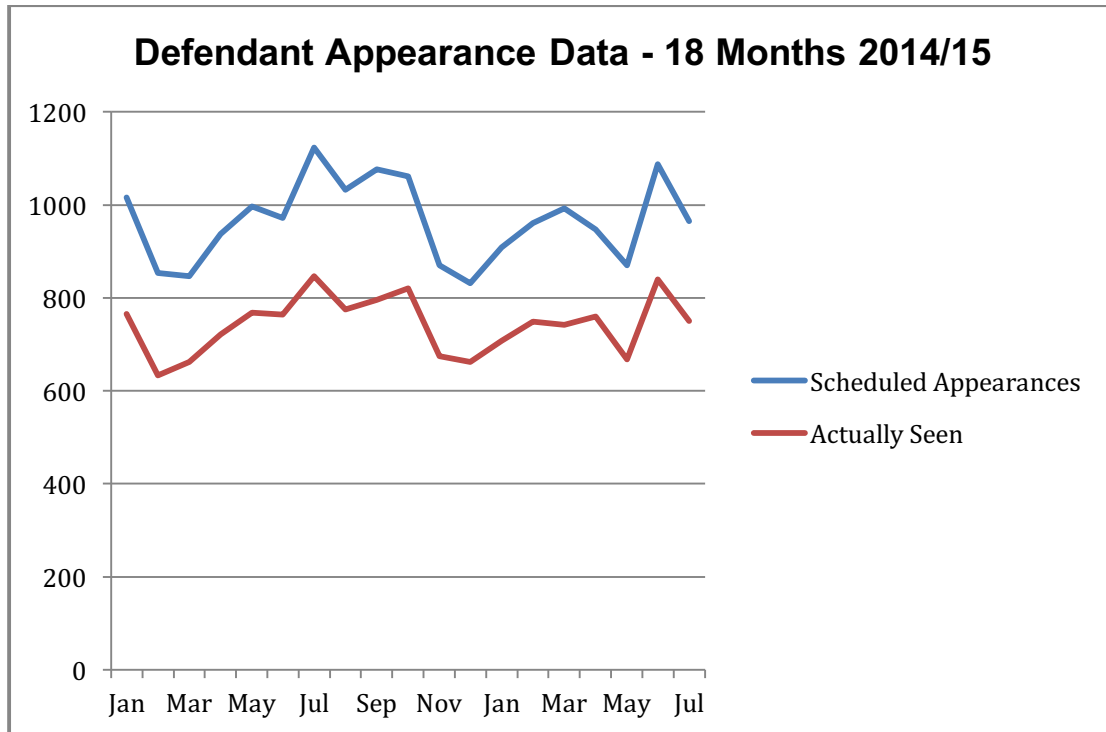


The Court Services Division must be prepared and staffed to manage any jury trial, regardless if these juries move forward or not. As shown by the above, approximately one-in-twenty scheduled juries are actually seated. Yet the Court Services Division will not know which trials will actually take place and which will not, as the vast majority of criminal cases are eventually settled by plea bargain, or a jury session will be postponed due to various factors, etc. Consequently, the proportion of juries actually seated (and a

trial begins) versus juries scheduled as shown by the data is not atypical for court operations. As such, similar to another public safety service—fire suppression—the Court Services Division must have a staffing contingent capable of response as events occur, whether those events actually happen or not.

(2.3) Monthly Defendant Appearances Vary Widely.

Monthly appearances of defendants are also a workload requirement for the Court Services Division that fluctuates significantly. The following line graph shows the number of scheduled monthly appearances versus those actually seen.



As shown above, scheduled appearance workload varies, with up to a 35% workload differential month over month. An average of 966 appearances is scheduled each month with an average of 47 appearances scheduled daily. Approximately 77% of those scheduled are actually seen.

(2.4) Current Management of Appearances Results in Courtroom Delays.

The variable appearance workload noted in the prior graph has to be managed by the Court Services Division, along with the other types of relatively predictable or fluctuating work efforts as described herein. Based on our review of Court-related operations, various approaches taken by the Courts, such as development of a concurrent Court Calendar, directly impact staff's performance and staffing needs. Other expectations include (armed) deputies completing the Disposition of the Court paperwork, a task that has been relegated to clerical staff in the vast majority of other regional counties. Additional duties and responsibilities take additional time and ultimately can require more security staffing.

Under these circumstances the Division has to address constantly fluctuating work demands, yet the appearance information noted illustrates an important service-level metric that has periodically become an issue for the HCSO Court Services Division and the court operations (judges, etc.) for which they serve.

- Approximately one-in-seven appearances are delayed bringing the defendant to the courtroom, and this delay, over the course of the 18-months analyzed, averages approximately 14.5 minutes.
- For example, in 2014 there were 1,513 times judges experienced this appearance delay. Data reviewed by the project team suggests this wait is experienced because no deputy was immediately available for escort.⁷
- The frequency and lengthiness of delay has become a perceived service-level issue despite over 85% of appearances arriving within one to two minutes. This response-time issue is directly linked to Court Services Division staffing availability, and while operational changes could be explored to enhance such response-time, as in most public safety response time scenarios it is ultimately a matter of personnel resource availability: essentially the number of unoccupied staff that can be rapidly deployed in a shifting workload environment.

⁷ April 20th to May 1st and May 6th to May 20th 2015 HCSO 2-week judges list.

In summary, staffing levels in the Court Services Division are ultimately driven by a number of different factors, many of which are related to variable workload requirements on a day-to-day basis. Important factors include:

- The decentralized nature of court services facilities in Hennepin County requires more resources than a more centralized footprint.
- Facility layout, such as the 24-story Government Center, can compound the difficulty of escorting inmates, managing defendant appearances, etc., thereby impacting Court Services staff service delivery.
- Court Services Division workload can vary widely from day-to-day, although expectations for service do not change.
- Court Services Division staffing must be developed to respond to various types of work (e.g. jury trial), whether or not such work actually occurs.
- Performance expectations of the court have a direct nexus to staffing needs in the Court Services Division whether or not those performance expectations are practical. By example, court appearance “response time” has become an issue of importance for both HCSO and their court customer.

These key points helped frame the staffing analysis for the Court Services Division for the project team.

3. EVALUATING STAFFING ASSIGNMENTS OF THE COURT SERVICES DIVISION.

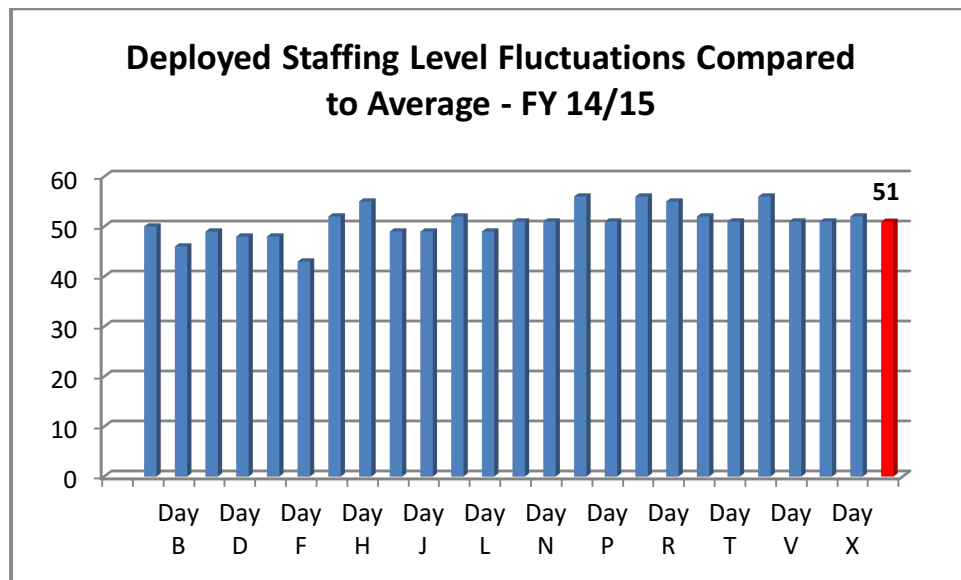
Deputies provide security services for the Court Services Division facilities. They interface periodically with defendants and ensure a safe and healthful environment through the supervision and control of defendant movement from jails and within various court facility systems. Our project team began the evaluation of staffing levels for the Court Services Division based on HCSO's provision of duty assignment attendance data.⁸

⁸ This attendance data was taken from Daily Court Security Staffing Assignment sheets for FY 14/15 with 24 daily assignment sheets pulled on the 10th and 20th of month—or closest working day to those dates. This data was abstracted and provided by HCSO to the project team based on this random sampling technique.

HCSO defines an optimal level of staffing as 70 deputies deployed throughout the court system. The Court Services Division does not currently define a minimum staffing level but does operate well short of this defined optimum staffing level.

(1) HCSO Actual Staffing Deployment.

The following bar chart illustrates actual deputy deployment staffing patterns.



Actual staffing levels for the days examined in the database provided fluctuated from a low of 43 to a high of 56 staff, with the average daily deployment of 51 personnel. Based on interviews, staff resources for the Court Services Division are provided differently, ranging from personnel assigned to the Division working a modest amount of overtime to temporarily transferring staff from other HCSO locales.

(2) Deployment by Duty Assignment Type.

While overall staffing levels are informative, further duty assignment details are relevant. The following table shows optimal staffing by duty assignment type compared to the average staffing levels actually deployed.

Court Services Division HCSO Optimal vs. Actual Deployment by Fixed Post

Court Services Location	Optimal	Actual Avg.	Difference
Hennepin County Government Center			
A-Level Control Room	2	1.3	-0.7
County Attorney's Office	1	1.0	0
Weapons Screening	2	2.0	0
Harassments / UD Housing Court	2	1.3	-0.7
Century Plaza	2	1.7	-0.3
Backroom 11	2	2.0	0
Training Unit	2	0	-2.0
Rover	2	1.8	-0.2
Courtroom Misc. Appearance	12	6.0	-6.0
Courtroom Omnibus / Pre-trial	2	2.0	0
Courtroom Trials / Juries (on O/T, as needed)	0	0	0
Courtroom Mental Health	2	2.0	0
Grand Jury	1	0	-1.0
TOTAL:	32	21.1	-10.9
Public Safety Facility			
PSF Control Room	1	1.0	0
Weapons Screening (on O/T)	0	0	0
Rover	2	1.3	-0.7
Courtroom 141	2	1.0	-1.0
Courtroom 142	2	1.1	-0.9
Courtroom 143	2	1.0	-1.0
TOTAL:	9	5.4	-3.6
Family Justice Center			
Control Room	1	1.0	0
Weapons Screening	1	1.0	0
Rover	1	0.9	-0.1
Child Services Magistrate (CSM)	4	3.0	-1.0
TOTAL:	7	5.9	-1.1
Juvenile Justice Center			
Control Room	1	1.0	0
Weapons Screening	3	3.0	0
Rover	1	1.0	0
Courtroom	4	2.5	-1.5
TOTAL:	9	7.5	-1.5
Brookdale – Division 2			
Control Room	1	1.0	0
Weapons Screening	1	0.9	-0.1
Rover	1	0.8	-0.2
Courtroom 101	2	1.5	-0.5

Court Services Location	Optimal	Actual Avg.	Difference
TOTAL:	5	4.2	-0.8
Ridgedale – Division 3			
Control Room	1	1.0	0
Weapons Screening	1	1.0	0
Rover	1	0.7	-0.3
Courtroom 323	1	1.0	0
TOTAL:	4	3.7	-0.3
Southdale – Division 4			
Control Room	1	1.0	0
Weapons Screening	1	0.9	-0.1
Rover	1	0.4	-0.6
Courtroom 227	1	1	0
TOTAL:	4	3.3	-0.7
GRAND TOTAL:	70	51.1	18.9

Based on the above information of HCSO optimal duty assignment staffing deployments compared to actual staffing deployments, various observations can be made as follows:

- As noted previously, the de-centralization of court services in several facilities requires duplicative fixed post positions and the attendant staff. Based on the project team's survey of comparable counties as defined by both the team and HCSO, other court service entities had from 1 to 4 facilities, with three facilities the most common. Clearly the number of facilities in Hennepin County impacts Court Services Division staffing.

Given the number of court facilities in Hennepin County, approximately one-quarter (23%) of Court Services Division staff are dedicated to these two mandatory duty assignments.

- Courtroom security staff are generally below what HCSO defines as optimal levels, particularly in the Hennepin County Government Center. This can lead to the specific performance issues (defendant appearance response time) discussed previously as there are less staff assigned to courts than desired.
- Rover personnel, which provide important flexibility, also frequently operate short-staffed compared to HCSO optimal staffing levels for these duty assignment positions.
- Court Services Division staffing must be developed to respond to various types of work (e.g. jury trial), whether or not such work actually occurs.
- Performance expectations of the court have a direct nexus to staffing needs in the Court Services Division whether or not those performance expectations are

practical. By example, court appearance “response time” has become an issue of importance for both HCSO and their court customer.

In summary, compared to HCSO optimal Court Services staffing levels, there are often times important duty assignment staffing shortages which impact overall performance of the Division, particularly with respect to their court partners’ service expectations regarding wait time, etc. At issue, however, in the broader context are currently defined optimal staffing levels too few or too many based on various staffing approaches and metrics? These are further explored in the following sections.

(3) Comparative and Metric-based Deployments of Court Services Staff.

The following comparative benchmark and metric based research provides further insights into the Court Services Division staffing patterns.

(3.1) The Outcome of the Comparative Benchmark Survey.

The project team, in consultation with HCSO officials, developed a list of seven (7) comparable County Sheriff's Offices, which provide services similar to Hennepin County Sheriff's Office, and are also considered comparable by size, demographics or serviced population. Six agencies responded with relevant data to several inquiries which are provided in the comparative survey information of this report. The following comparative table provides illustrative staffing information.

Comparative County Information Based on Benchmarking Survey

County	# Court Facilities	# Courtrooms	# Funded Line Staff	Staff per Facility	Staff per Courtroom
Anoka Co.	1	19	24.5	24.5	1.3
Cuyahoga Co.	2	52	78	39.0	1.5
Dakota Co.	3	18	16	5.3	0.9
Multnomah Co.	4	53	32	8.0	0.6
Milwaukee Co.	3	71	101	33.7	1.4
Ramsey Co.	1	19	51	51.0	0.7
Avg. 6 Counties	2.2	32.2	40.3	25.6	1.0
Hennepin Co.	8	96	70	8.8	0.7

While comparative analysis against peers is only one metric to be considered in a staffing review, it does provide some broad indicators with respect to court services staffing patterns experienced in other agencies. This may be further enlightening when recognizing that the Hennepin County Fourth Judicial District Court is the largest in the State. It must be noted, however, that benchmarking has its own risks. With fundamental variables such as “number of courtrooms” provided as a metric, there is no way to determine how many of these courtrooms are actually used and thus need staff. These are the illustrative disadvantages to comparative analysis. Nevertheless, they do serve to provide an overall understanding of how business is conducted elsewhere, and can be important pointers to potential issues of significance.

(3.2) Research from Court-related Professional Organizations Suggests Less than Desired Security Staffing Levels in the Court Services Division.

According to a joint report prepared by the *Conference of Chief Justices* and *Conference of State Court Administrators* (CCJ/COSCA) with respect to their publication of Ten Essential Elements for Court Security and Emergency Preparedness, the important topic of Security Personnel (Staffing) was covered. The following abstract provides important details from the perspective court security customers.

*The facility should be adequately staffed with trained and properly assigned security personnel to monitor the facility, operate security equipment effectively, and respond to emergency/security needs at all times. For example, California recently adopted guidelines for the funding and staffing of court security personnel based on the number of filings and judgeships in each trial court. **The recommended ratios are one sergeant position for every 12 nonsupervisory positions and 1.7 deputy sheriffs for each judicial position (emphasis added)**⁹.*

⁹ CCJ/COSCA Court Security Handbook- Ten Essential elements for Court Security and Emergency Preparedness, 6/2010, pg. I-4.

Again, while generalized court security staffing metrics do not take into account the unique characteristics of every court services operation, they do provide a framework upon which additional analysis can be developed. Given Hennepin County's Fourth District Court has 70 judicial positions (judges and referees), the mathematics suggests that the HCSO Court Services Division should have 119 line security staff positions and 10 sergeant supervisors; at the time of this report, the HCSO Court Services Division had 68 actual security staff assigned (with four more vacant positions) and 5 sergeants. While the project team does not completely agree with this excess level of staffing, the research developed by the professional organizations points to potential staffing issues in the Court Services Division. Additionally, the above metric more closely mirrors most of the staffing patterns experienced by the aforementioned survey agencies.

In summary, with respect to the HCSO Court Services Division, this operation is clearly doing "more with less" in comparison to various benchmarks and metrics.

(4) An Alternative Duty Assignment Staffing Model for the Court Services Division to Include Minimum Staffing Levels.

There is generally no one right answer with respect to optimally staffing various public safety functions, irrespective of the service area. Many variables such as community / customer feedback, performance expectations, fiscal resources, mandated requirements, safety standards, political directives, etc., drive "optimal" staffing level requirements. There are, however, strong perspectives among various public safety professional organizations that minimum staffing levels should be identified and maintained in order to ensure effective delivery of law enforcement services at reasonable safety levels. Currently, the HCSO has no such minimum staffing levels formally published for the Court Services Division.

(4.1) Determining a Court Services Division Minimum Staffing Level and an Alternative "Optimum" Staffing Level.

Based on our analysis of data, tour of facilities, review of existing staffing patterns, comparison to other agencies deployment strategies, desired performance expectations of the Court Services Division customer, etc., the following table presents a minimum staffing contingent and alternative duty assignment staffing strategy for the Court Services Division. This alternative deployment approach evaluates the current Court Services Division's "optimum" staffing level on a position-by-position basis. Explanatory notes are provided in the table where key changes are recommended.

Court Services Division Alternative Duty Assignment and Minimum Staffing Requirement

Court Services Location	HCSO Defined Optimal	Alternative Staffing Approach	Min. Duty assignment Staffing Rec.	Notes
Hennepin County Government Center				
A-Level Control Room	2	2	1	
County Attorney's Office	1	0	0	Use private security for County Attorney's Office, as required.
Weapons Screening	2	0	0	
Harassments / UD Housing Court	2	2	1	
Century Plaza	2	2	2	Contractually required.
Backroom 11	2	2	2	
Training Unit	2	0	0	Non-security. Provide in HCSO Employee Development Unit. Transfer staff to Security.
Rover	2	20	13	
Courtroom Misc. Appearance	12	6	6	Staff with rovers.
Courtroom Omnibus / Pre-trial	2	2	1	
Courtroom Trials / Juries (on O/T, as needed)	0	0	0	Staff with rovers or O/T.
Courtroom Mental Health	2	2	2	
Grand Jury	1	0	0	Staff with rovers.
TOTAL:	32	38	28	
Public Safety Facility				
PSF Control Room	1	1	1	

Final Report on the Sheriff's Office Staffing Study

Court Services Location	HCSO Defined Optimal	Alternative Staffing Approach	Min. Duty assignment Staffing Rec.	Notes
Weapons Screening (on O/T)	0	0	0	Duty assignment instead of staff on overtime.
Rover	2	3	2	
Courtroom 141	2	1	1	
Courtroom 142	2	1	1	
Courtroom 143	2	1	1	Courtrooms can rely on PSF ADD staff response in emergencies.
TOTAL:	9	7	6	
Family Justice Center				
Control Room	1	1	1	
Weapons Screening	1	0	0	
Rover	1	2	2	
Child Services Magistrate (CSM)	4	3	2	
TOTAL:	7	7	6	
Juvenile Justice Center				
Control Room	1	1	1	
Weapons Screening	3	0	0	
Rover	1	2	2	
Courtroom	4	3	2	
TOTAL:	9	6	5	
Brookdale – Division 2				
Control Room	1	1	1	
Weapons Screening	1	0	0	
Rover	1	2	1	
Courtroom 101	2	1	1	
TOTAL:	5	4	3	
Ridgedale – Division 3				
Control Room	1	1	1	
Weapons Screening	1	0	0	
Rover	1	2	1	
Courtroom 323	1	1	1	
TOTAL:	4	4	4	
Southdale – Division 4				
Control Room	1	1	1	
Weapons Screening	1	0	0	
Rover	1	2	1	
Courtroom 227	1	1	1	
TOTAL:	4	4	3	
GRAND TOTAL:	70¹⁰ (68)	70	54	

Based on the above information, the following key points are noted:

- The revised staffing for duty assignments is largely reliant on an emphasis in rover

¹⁰ Two of the 70 current optimal assignments are Training positions and not security positions. In effect there are 68 security duty assignments

positions designed to be flexible in conducting various assignments dependent upon the vagaries of day-to-day court needs. A large contingent or “pool” of rovers is suggested in the Hennepin County Government Center which can not only be deployed in this facility, but as available and practical can be circulated to other facilities in the court services network to replace specifically assigned facility staff who are temporarily absent.

- The revised staffing for duty assignments is also reliant on eliminating the Weapons Screening Post from deputy responsibility and relying on the existing contractor, such as Hennepin County Security and Allied Security, to ensure the screening area is secure. This approach is consistent with numerous court screening arrangements throughout the country as well as TSA's approach at airports. Discussion with the vendor may result in their addition of duty assignments on “overwatch” to ensure the entry areas are safe and secure.
- The revised staffing for duty assignments is also relying on eliminating the Weapons Screening Post from deputy responsibility and relying on the existing contractor, such as Hennepin County Security and Allied Security, to provide armed security at this particular post and ensure the screening area is secure. This approach is consistent with numerous court screening arrangements throughout the country in which armed security is utilized in this capacity as well as TSA's approach at airports where third parties are used (airport police, security contractors, etc.) are used beyond the boundaries of initial screening in an “overwatch” capacity. Discussion with the vendor may result in their addition of duty assignments on “overwatch” to ensure the entry areas are safe and secure. Furthermore, Armed Security Officers should comply with the *Interagency Security Committee's* “Best Practices for Armed Security Officers in Federal Facilities.”¹¹
- It is strongly recommended that the HCSO establish a minimum staffing level for duty assignments in the Court Services Division at 54 personnel. This is designed to ensure a level of service that is certainly not ideal, but should suffice for safety and security and allow HCSO to reasonably perform its fiduciary responsibility. It should be noted that this staffing level is, on average, 3 positions above what was deployed in FY 2014/15 as discussed in the prior section. Of further importance the Weapons Screening duty assignment, as suggested above, has been eliminated from deputy responsibility.

The project team believes these revised staffing approaches, to include alternative duty assignments and minimum staffing levels, should be strongly considered to ensure

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<https://www.dhs.gov/sites/default/files/publications/nppd/ip/ExAffairs/Best%20Practices%20for%20ASOs%20in%20Federal%20Facilities%202nd%20Ed%20%20April%202013.pdf>

public safety and achieve performance levels consistent with expectations of their court colleagues. At a minimum, it is recommended that HCSO Custody Division adopt 70 security duty-assignments, as defined here, instead of the present optimal assignments currently devised as shown in the table above. Furthermore, the minimum staffing level should be adopted, utilizing overtime, as necessary, to ensure such minimum staffing is maintained on a daily basis.

Recommendations:

Remove the two Training Deputy positions from the optimal court security staffing assignments sheet as these are not security positions. This would effectively drop currently defined HCSO optimum staffing levels to 68 duty assignments. Transfer these positions to floor court security services and shift training workload to the HCSO Employee Development Unit.

Eliminate the weapons screening posts as a HCSO Deputy duty post assignment and contract this responsibility to existing visitor screening vendors. It is unknown how such renegotiation might influence the terms and conditions of these service contracts.

Increase the Court Services Division security duty assignments from 68 to 70 positions – a net increase in two (2) security duty assignments—thereby re-defining the “optimal” duty posts for the Court Services Division. Revise the Court Services Division’s duty assignment deployment strategy as provided in the alternative staffing approach, further relying on rover duty assignments to gain operational flexibility.

Formally establish a Court Services Division minimum staffing level benchmark of 54 line positions. Daily security staffing levels should never fall below this baseline, and overtime should be used, as necessary, to maintain this minimum staffing level.

Contract for the single security duty post in the County Attorney’s Office with a private security firm resulting in an estimated annual savings of \$45,000. Sufficient HCSO back-up will be available in the recommended deployment strategy.

4. DEVELOPMENT OF COURTS SERVICES STAFFING LEVELS BASED ON NET AVAILABILITY.

A critical workload element to determine staffing requirements is the amount of

annual time available for these personnel to perform their work. The Matrix Consulting Group (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. This is often referred to as "Relief Factor" in various public safety and other circles.

Based on information provided by HCSO, the following leave data averages were calculated for HCSO line staff positions.

Net Availability or "Relief Factor"

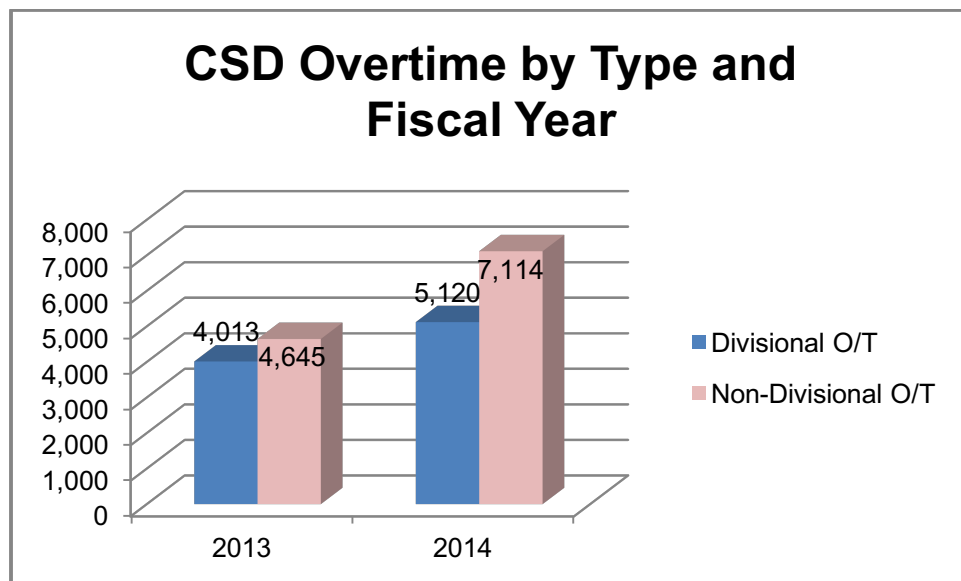
Average Annual Leave Taken by Type	Average Annual Hours Taken
BASELINE HOURS: 2,080 per Year	
Leave Hours	292
Training Leave (during shift work)	45
Total Unavailable Time	337
NET ANNUAL WORK HOURS PER POSITION	1,743

Based on the data, one security deputy position has available 1,743 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). This net availability drives overall staffing needs to accommodate various types of absenteeism. It should be noted that while certain divisions in HCSO calculate their own net availability, philosophically HCSO has not had the opportunity to consider this important variable when devising staffing requirements.

(1) The Court Services Division Needs 83 Security Line Staff to Effectively Deploy 70 Duty Assignment Positions.

Based on the net availability calculated above, the Court Services Division needs 83 line staff assigned to court security services. This will allow for the effective deployment to the 70 duty positions described previously and is 13 positions above

present funded staffing levels in the Court Services Division. The intention of developing a staffing plan in consideration of net availability is to minimize the issues related to potentially excessive overtime while maintaining recommended (and at least minimum) staffing levels. With overtime increasing in the Court Services Division as shown in the graphic below, addressing staffing requirements can significantly mitigate overtime expenditures.



In conclusion, use of net availability in staffing calculations is considered a best-practice despite its fiscal impacts related to its inclusion in staff modeling.

Recommendation: Based on the recommended duty assignments of 70 positions, authorize 83 security line staff for the Court Services Division, an increase of 13 positions above current funded security staffing levels.

(2) Deploy Two Additional Sergeant Positions in the Court Services Division.

In order to maintain effective supervisory spans of control under the previously identified security line staffing adjustments, the addition of two (2) supervising sergeant positions is warranted. This will still result in relatively significant spans of control for these sergeants under the recommended staffing changes; however, this supervisor-to-

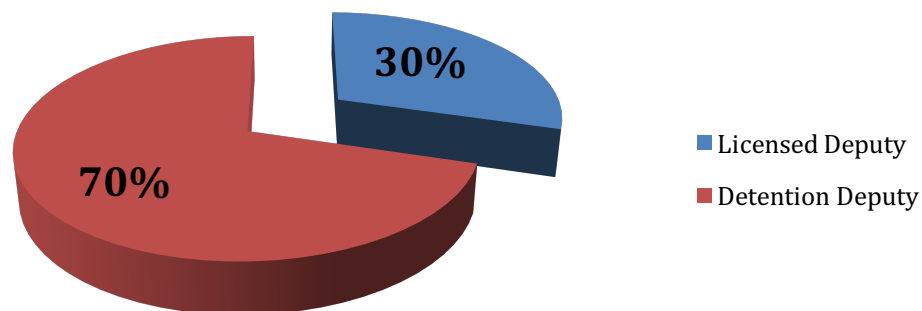
staff ratio will actually be an improvement over current ratios and will allow additional flexibility with respect to the day-to-day supervision of the Court Services Division's line staff.

Recommendation: Add two (2) Sergeant positions to the Court Services Division increasing first-line supervisors from five (5) funded positions to seven (7) positions.

5. ALTERNATIVE APPROACHES TO SECURITY STAFFING THE COURT SERVICES DIVISION.

The HCSO currently staffs its Court Services Division with licensed deputies. Yet these are not the only types of positions that could be deployed in the role of court security services. For example, HCSO also deploys unlicensed detention deputies in the Adult Detention Division (ADD) to the extent that more than two-thirds of the staff are of this job classification as noted in the pie chart below:

Deployment of Deputy Staff by Position Type in the ADD



(1) Use of Detention Deputy Personnel.

It is clear that different types of job classifications are used in jail and court services environments throughout the nation, including in some instances the privatization of this service. The following table illustrates some key differences between HCSO Deputy and

Detention Deputy personnel.

Deputy	Detention Deputy
<ul style="list-style-type: none"> • Licensed (Broad Law Enforcement responsibility) • Armed personnel • Longer Academy • Longer annual training requirements • Approximate +\$16,400 comparative annual compensation expense for tenured personnel • Approximate +\$11,000 comparative annual compensation expense for entry personnel. • Union - HCSDA 	<ul style="list-style-type: none"> • Unlicensed (Law Enforcement responsibility at institution worked) • Unarmed personnel • Shorter Academy • Shorter annual training requirements • Approximate -\$16,400 comparative annual compensation expense for tenured personnel • Approximate -\$11,000 comparative annual compensation expense for entry personnel. • Union – MNPEA

Again, the table and other data indicates no “right answer” with respect to staffing these kinds of positions as there are advantages and disadvantages regardless of the approach taken. Yet there is important evidence to suggest that the HCSO could move in the direction of using unlicensed detention deputies in the Court Services Division based on some of the following points:

- The HCSO has already demonstrated fiscal and operational progressiveness by instituting an unlicensed detention deputy in the ADD. This shares similar operating characteristics (e.g. inmate management) to the Court Service Division.
- According to the comparative survey information, only two of the six counties operate similar to Hennepin County, deploying only deputy personnel in their court services operations. The remaining four counties deploy a distribution of deputies and detention deputies (or equivalent).
- The average cost differential between an existing HCSO licensed deputy and unlicensed detention deputy is \$16,400 per year. At issue, is the additional flexibility that a licensed deputy can provide HCSO compared to their less expensive counterparts.
- Given the necessity to increase staffing levels in the HCSO Court Services Division, it appears prudent to transition several, though not all positions, to a detention deputy position.

Based on the totality of data, HCSO should transition a portion of the Court Services Division to a detention deputy job classification while maintaining a reasonable

contingent of deputy staff providing armed services and additional flexibility throughout the HCSO organization. While a majority of Court Services Division security positions could feasibly be transitioned to detention deputies, there is not an overwhelming annual savings (deputy salary and benefits are 22% higher¹²) between the deputy and detention deputy positions to justify severely impacting deployment flexibility throughout HCSO at the noted savings. As such, moderation in the use of the detention deputy is warranted, as demonstrated by information in the comparative survey, with a suggested distribution of 50% deputies and 50% detention deputies over the long-term. This distribution would help off-set and mitigate to a reasonable degree the additional costs incurred as a consequence of adding new positions to the Court Services Division. These transitions from Deputy to Detention Deputy should be accomplished through the process of attrition and inter-division rotation whereby as licensed deputies leave HCSO and Hennepin County, new Detention Deputy personnel are hired and assigned to Court Services to fill vacancies.

¹² This differential is based upon the existing staffing contingent at HCSO and would be the salary difference experienced over the mid to long-term. Salary/benefit differential for the two positions at the first step is not as significant with an approximate \$11,000 difference between the two positions.

Recommendations:

Based on the recommended increase in Court Services Division security line staffing, hire all new positions at the unlicensed detention deputy job classification. Estimated initial annual costs (excluding training) is \$808,000 at 13 additional positions (83 deployed) in salary and benefits.

Transition the Court Services Division to a 50/50 deputy and detention deputy staffing contingent. Based on staffing recommendations, transitioning 41 deputies (83 deployed) to Detention Deputies can result in a comparative annual savings of \$671,000 in salary and benefits.

(2) Use of Part-time Personnel.

The HCSO uses part-time personnel—generally prior retirees— to augment staff resources. These staff are typically used to escort defendants from the PSF or City Hall Jail to the courtrooms in the Government Center. In 2014, 4,362 work hours was provided by seven (7) staff which is the equivalent of more than two full-time equivalents. In 2015 over the course of the first two-thirds of the year, 2,823 hours of service was provided.

This use of part-time staff is considered a best practice to augment full-time Court Services Division personnel, and should continue and be expanded, as practical. Use of part-time staff expands the ability of the Court Services Division to be flexible with respect to filling unexpected vacancies, addressing peaks in workload, or assigning full-time staff to duty assignments with higher security needs. It has also been embraced by one of the comparative counties in the benchmark survey and as such, reflects a practice not yet widely used, but considered progressive.

Recommendations:

Continue to use part-time personnel to augment Court Services Division security staff.

Augment the use of part-time staff in the Court Services Division, as needed and as practical, as it is a best practice staffing approach.

6. MAINTAIN ADMINISTRATION STAFFING IN THE COURT SERVICES DIVISION.

While it was previously recommended that training personnel assigned to the Court Services Division be removed from the “optimum security staffing sheet” to clearly identify those staff dedicated to security efforts, such staff are still required to perform training activities. If desired, these training staff could be consolidated in the Employee Development Unit with other HCSO trainers, thereby creating flexibility in the delivery of service.

With respect to the remainder of Administration to include the Major overseeing the Bureau, the Division Captain, Administrative Lieutenant, and Principal Office Specialist, these positions are sufficient to provide managerial oversight, in concert with recommended supervision in security services.

Recommendation: Maintain existing Administration staffing levels in the Court Services Division.

7. SUMMARY TABLE OF STAFFING CHANGES FOR FUNDED POSITIONS.

The following table summarizes recommended staffing changes for key work units in the Court Services Division.

Work Unit	Funded Staff	Staff Recommended	Notes
Administration	3.5	3.5	
Training	2	2	
Court Security Line Staff ¹³ #1	68	83	
Court Supervision	6	8	Addition of two (2) sergeant positions

¹³ Includes 2 personnel deployed to Century Plaza. Shown in profile appendix in administration but located as security personnel in HCSO Optimal Security Staffing sheet.

8. ADULT DETENTION DIVISION.

The Adult Detention Division (ADD) is in the HCSO Detention and Court Services Bureau. The ADD provides guidance over all detention services provided by the Hennepin County Sheriff's Office, including oversight of licensed unlicensed (detention) deputies and administrative staff that are involved in a variety of services provided for the safety and security of inmates, staff and visitors to the two jail facilities operated by the Division.

The two jail facilities to include:

- The 330 bed jail located at the Public Safety Facility (PSF) at 401 South 4th Avenue. This 483,784 square-foot facility contains parking garage, criminal intake and housing areas, a full-scale kitchen, dining and exercise areas, administrative offices and courtrooms. It is a more modern facility in comparison to its City Hall counterpart.

The following housing locale fixed-posts are staffed by the Division in the PSF:

- Master Control
- 3rd Floor Control
- 3rd Floor Rover
- Quad (Housing) 8-14
- 4th Floor Clinic Security
- Medical Room
- Department of Corrections Security/Escort for Parole Hearings

Additionally, the following inmate and visitor services' fixed-posts are staffed by the Division in the PSF:

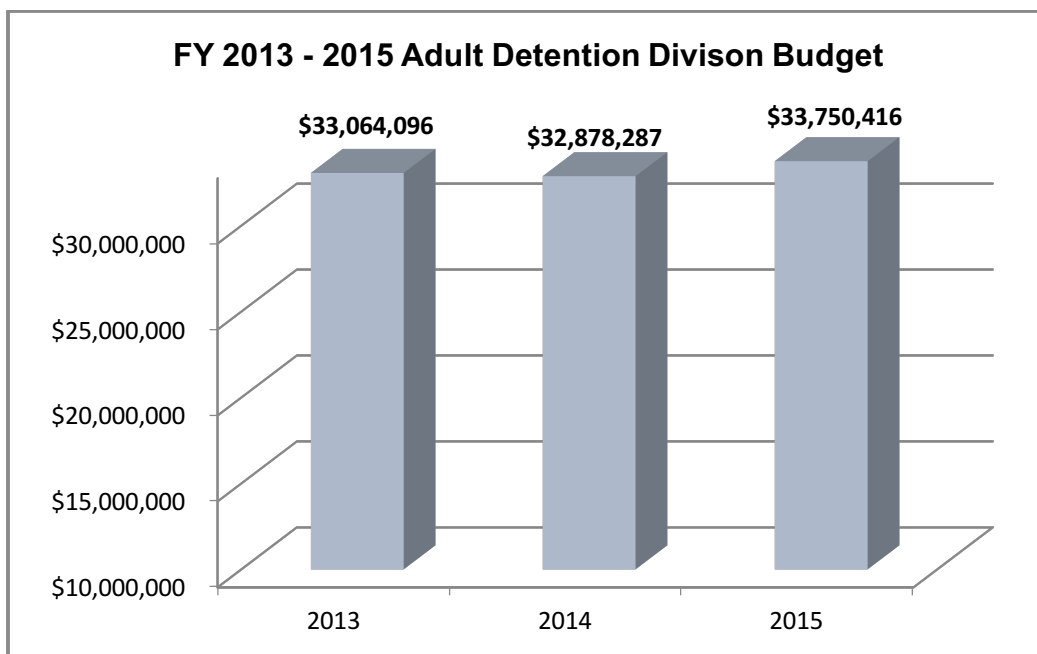
- Weapons Screening
- PSF Public Visitation
- Inmate Intake Control
- Jail Admissions
- Processing
- Fingerprinting
- Post Booking
- Intake Classifications
- Housing Classifications
- Court Staging
- Intake Escort Rover
- Inmate Release
- Cobra (Transportation and Inmate Exit Processing)
- Release Window

- Kitchen / Laundry Security
- The 509 bed facility located at Minneapolis City Hall (4th and 5th floor) is across the street at 350 South 5th Street. (Containing 7 Quads one of which is overflow)

The following housing-related fixed-posts are deployed at City Hall Jail:

- City Hall Weapon Screening
- Ground (Master) Control
- 4th Floor Control
- 5th Floor Control
- 4th Floor Security Rover
- 5th Floor Security Rover
- City Hall Health Assessment
- Quad 1-7 Housing (Quad 2 is overflow)

Facilities are for pre-trial inmates only as the County's Department of Corrections houses misdemeanants at their Adult Correction Facility. The Division's budget over the last three (3) years approximates \$33m annually as shown in the graphic below.



The Adult Detention Division also meets a variety of best practices with respect to operations, and while there are some issues to be discussed in the body of this report, the following areas reflect particular strengths of the Division:

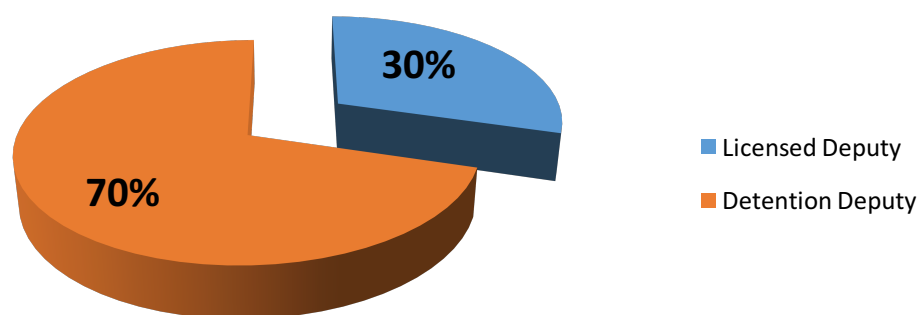
Performance Target	HCSO Meets?	Issue Area?
DETENTION DIVISION		
Is the Custody Division accredited by the American Correctional Association (ACA) and others (e.g., National Commission on Correctional Health Care)?	√	
Does the Detention system utilize State and/or Association staffing guidelines for staffing the detention system?	√	
Are Facilities operated with a well-defined fixed post staffing plan that details each post, hours of operation, appropriate classification and rank, etc.?	√	
Do positions in the fixed post staffing plan provide for adequate security for staff and inmates? Does the plan ensure that all inmates are within the hearing of a correctional officer at all times?	√	
Does facility staffing allow for rapid response to fights, medical emergencies and other incidents?	√	
Sufficient rovers are in the fixed post staffing plan so that other fixed posts are not asked to leave their assignment for a high priority incident or need.	√	
Civilian positions are utilized within the facility in appropriate, non-contact, low-risk and support functions?	√	√
A shift schedule is in place that efficiently covers posts and enhances recruitment and retention efforts.	√	√
Inmate labor crews are used in areas such as food services, laundry, janitorial and other services to reduce facility operating costs?	√	
The criminal justice system has a strategy to deal with arrested individuals with mental health problems.	√	

9. STAFFING LEVELS IN THE ADULT DETENTION DIVISION 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 HCSO Adult Detention Division these include both licensed sheriff deputies and unlicensed detention deputies, and their respective supervision. HCSO

deploys detention deputies to the extent that more than two-thirds of staff are of this job classification as noted in the pie chart below:

Deployment of Deputy Staff by Position Type in the ADD



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 detention facility is architecturally structured 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.¹⁴

Interestingly, with respect to the Adult Detention Division, the two jail structures provide a design philosophy that includes all three categories. The City Hall jail facility can be best described as a Linear Intermittent Surveillance facility while the PSF detention operation has both Podular Remote and Podular Direct characteristics dependent upon the Housing “Quad” layout. 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) State Mandates for Minimum Staffing Influence Overall Staffing Requirements.

Some states, such as Minnesota, legislate certain minimum staffing levels related to a ratio of custody staff to inmates. While the project team will not comment on the premise of such legislation (as staff to inmate ratios are discussed elsewhere), it is

¹⁴ Inmate Behavior Management- They Key to a Safe Jail, USDOJ (2009). Page 12-13.

nevertheless something which lawfully influences staffing levels in the ADD. According to Chapter 2911, Section 9, sub-paragraph 15:

A facility with a design capacity of 60 or more beds shall meet the following staffing ratios in this item. For inmate supervision, the overall facility-wide minimum ratio of custody staff to inmate shall not be less than:

- 1) 1 to 60 inmates for direct supervision housing unit with lockdown capability.*
- 2) 1 to 48 inmates for direct supervision dormitories.*
- 3) 1 to 40 inmates for indirect or podular inmate supervision.*
- 4) 1 to 25 for linear housing areas.*

HCSO has chosen to interpret the “facility-wide” language in the above paragraph as a guiding principle applicable to their entire detention campus, and as such will adjust security staffing levels based on inmate population to achieve a 1:25 ratio that is consistent with their City Hall linear housing design. In sum, with respect to HCSO, State mandates can influence security staffing requirements in the jail operations.

(3) Security Staff's Shift Schedule Impacts the Need for Fixed-Post Requirements.

Security staff for the Adult Detention Division operate on an eight (8) hour split shift schedule (with thirty minute overlaps) over four shifts: Day Shift, Middle Shift, Night Shift and Power Shift. The 8-hour and lengthier 12-hour shift schedule share significant fiscal benefits as 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 or 10 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	12 hr
Target Staff / Hr	1	1	1	1
Shift Schedule (Hrs)	8	9	10	12
Shift Factor ¹⁵	71%	64%	57%	50%
Shifts / Day	3	3	3	2
Total Hours Covered in a Day	24	27	30	24
Shift "Inefficiency"	0%	13%	25%	0%
Staff Required	4.2	4.7	5.3	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. Interestingly, the 12-hour shift schedule is the most cost effective 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. In instances where this additional time is not worked, the "efficiency" of the 12-hour shift is equivalent to the 8-hour shift. In sum, the HCSO is working the most fiscally prudent shift schedule available.

The HCSO Adult Detention Division has implemented a derivative schedule of the common 8-hour daily 5-days on, 2-days off schedule. ADD has instituted the "28-day" shift schedule where staff bid, based on seniority, three 28-day schedule cycles that have been posted in advance. Staff will work 20 of 28 days with 8 days off that may be provided during different consecutive periods during the four-week cycle. As such, staff may or may not have the same days off weekly and may or may not have consecutive days off. Staff conducts new shift bids every six months. This 28-day cycle provides powerful

¹⁵ 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%.

flexibility to ensure sufficient staffing levels are available on a day-to-day basis. Despite this strong advantage, however, anecdotal evidence suggests that it is not viewed favorably by a large majority of line staff as the schedule's inherent flexibilities restricts staff's personal time given different days off can occur week-over-week.

In summary, the ADD 28-day 8-hour schedule provides some of the most significant management flexibility available to fill fixed-post staffing needs, yet there are apparent longer-term downsides, though not yet fully researched, related to employee morale, fatigue and turnover for agencies that have implemented this kind of schedule.¹⁶ Where applicable in this staffing chapter, the 28-day shift schedule currently in place will be identified as a relevant variable in determining findings, conclusions and recommendations.

(4) 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 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 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:

¹⁶ <http://tseaconline.org/10531/>

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 effect the eventual staff-inmate ratio.¹⁷

Although the ADD is a pre-trial facility and does not house inmates long-term, it operates philosophically with tendencies toward providing inmates with various programs (barring disciplinary issues). In order to achieve ACA accreditation, some inmate services are required. Additionally, legislative directive also requires certain programs be offered, such as high-school or GED equivalency classes for those that wish to graduate. Consequently these program offerings impact overall staffing needs compared to a “lock-down” environment.

(5) The Adult Detention 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 despite such benchmarks being legislatively

¹⁷ Staff-Inmate Ratios: Why it's so Hard to Get to the Bottom Line, NICIC, 2006, page 4-5.

mandated in some states in the nation.

Despite these shortcomings, data is regularly collected on this custody staff to inmate ratio or 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-1.¹⁸ As noted previously, Minnesota legislative directive provides a maximum number of inmates to staff dependent upon the facility type. The Matrix Consulting Group believes such a “best practice” is grossly misleading for benchmarking purposes. This can be illustrated by a 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 17.0¹⁹. 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

¹⁸ Findings and Recommendations from a Statewide Outcome Evaluation of Ohio Jails, June 2012, page X.

¹⁹ ACSA Staff to Inmate Ratio Survey, June 2010.

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

behavior management.”²⁰ 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.*²¹

In summary, Inmate Behavior Management efforts require additional resources due to time spent with inmates than previous “security guard” oversight efforts. Consequently, staff resourcing needs to accommodate such philosophical approaches.

(6) Comparative Staff and Deployment Information for the Adult Detention Division.

The project team, in consultation with HCSO officials, developed a list of seven (7) comparable County Sheriff's Offices, which provide services similar to Hennepin County Sheriff's Office, and which are also considered comparable by size, demographics or serviced population. Six of these agencies responded with relevant data to several inquiries which are provided in the comparative survey information of this report. With respect to detention services, the following comparative tables provides illustrative staffing information.

²⁰ Inmate Behavior Management- They Key to a Safe Jail, USDOJ (2009), page 1.

²¹ Ibid, page V, 10.

Comparative County Information Based on Benchmarking Survey

County	"Licensed or Unlicensed" Staffing	Average Daily Inmate Population 2014	Beds	Bookings	Reported Staffing
Anoka Co.	Unlicensed	196	238	9,307	62
Cuyahoga Co.	Unlicensed	2,183	1878	25,895	600
Dakota Co.	Licensed	228	NA	9,530	61
Multnomah Co.	Unlicensed	1,168	1,310	37,576	375
Milwaukee Co.	Both	943	960	32,302	281
Ramsey Co.	Unlicensed	373	500	9,307	125
Avg. 6 Counties	-	849	977	20,653	251
Hennepin Co.	Both	707	839	34,117	232

Ratios Based on Comparative Survey Information

County	Reported Staffing	ADP to Staff	Beds to Staff	Bookings to Staff
Anoka Co.	62	3.2	3.8	150.1
Cuyahoga Co.	600	3.6	3.1	43.2
Dakota Co.	61	3.7	NA	156.2
Multnomah Co.	375	3.1	3.5	100.2
Milwaukee Co.	281	3.4	3.4	115.0
Ramsey Co.	125	3.0	4.0	74.5
Avg. 6 Counties	251	3.3	3.6	107
Hennepin Co.	232	3.0	3.6	147.1

Based on the above information, staffing comparisons with other counties proves informative:

- HCSO is one of two agencies using both licensed deputies and unlicensed detention deputies (or their equivalent) in their jail system. One agency only uses licensed deputies while four agencies use exclusively detention deputy staff.
- With regard to Average Daily (inmate) Population (ADP), HCSO is slightly improved compared to the average of their counterparts, with one staff person per 3.0 inmates versus one staff person per 3.3 inmates.
- The average number of facility beds per staff is equivalent in HCSO versus the average of the six other agencies.
- HCSO has significantly more booking workload per staff than the average of other agencies (147 versus 107) reflecting approximately 38% more workload in this area.

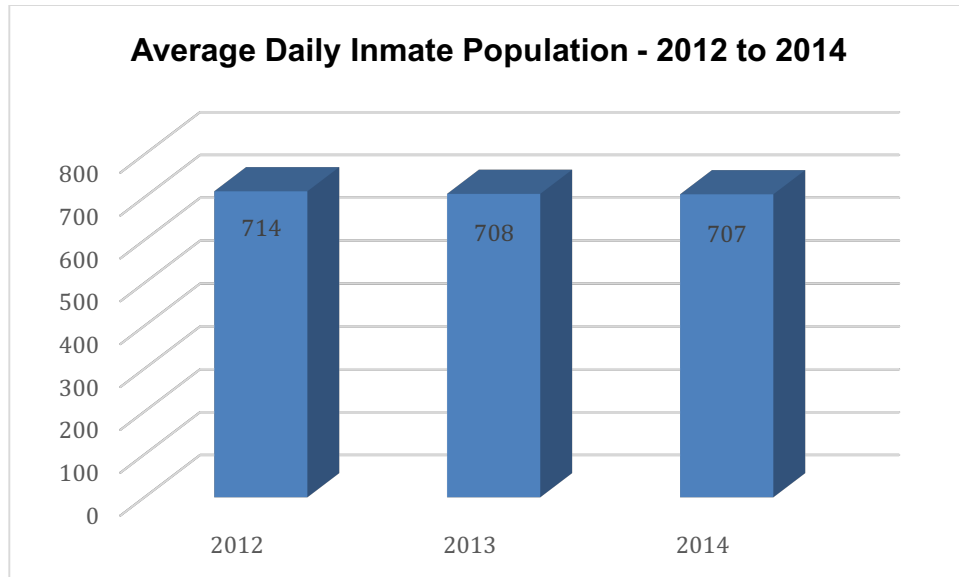
While comparative analysis against peers is only one metric to be considered in a staffing review, it does provide some broad indicators with respect to detention services staffing patterns experienced in other agencies. It must be noted, however, that benchmarking has its own risks as discussed previously regarding “ratio-based” analysis. Despite this, they do serve to provide an overall understanding of how business is conducted elsewhere, and can be important pointers to potential issues of significance.

(7) Other Factors Influencing Adult Detention Division Staffing Levels.

Because jail staffing levels should be based upon the unique operational requirements of each jail operation, a review of various ancillary factors that can influence decision making is worthwhile. The following factors should be considered in developing security services staffing needs.

(7.1) Inmate Population Change.

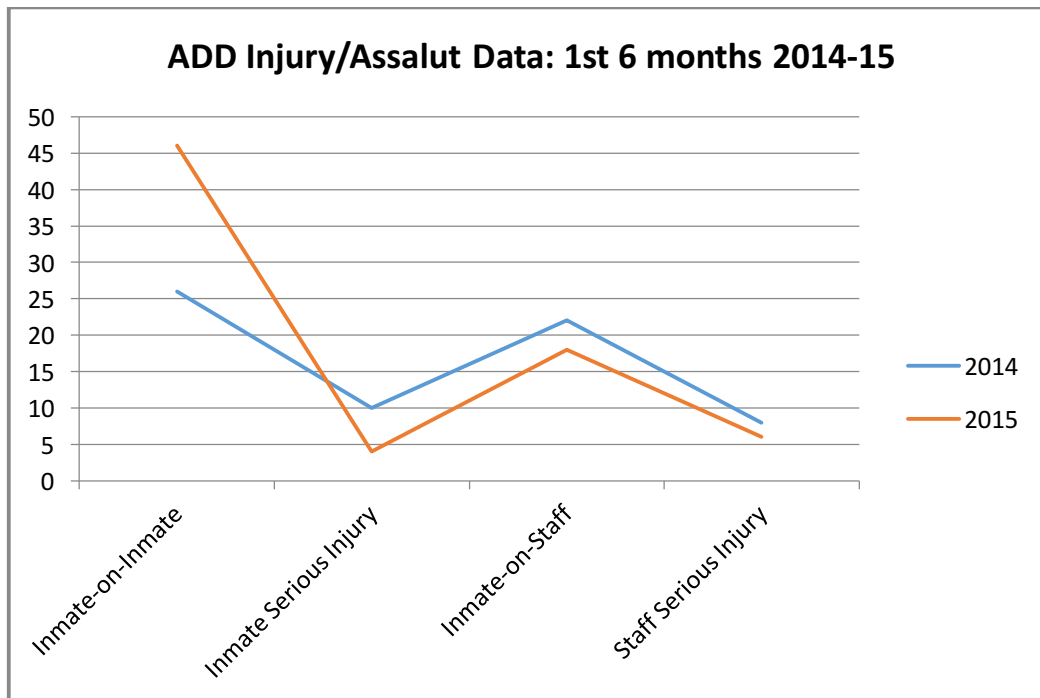
While inmate-to-staff ratios are not particularly relevant drivers to determine jail staffing levels, consideration for the impacts of inmate population on staffing requirements is nevertheless important. The following graph shows inmate population changes for Hennepin County the last few years.



As shown by the above, the Adult Detention Division has experienced little change in inmate population over the last three years. While this information does not provide definitive guidance with respect to possible changes in security staffing levels, it does point to a recent history that reflects no staff changes are warranted due to increasing or decreasing inmate levels.

(7.2) Jail Safety Statistics.

The following graph provides the most recent two years of assault and injury-related information for the Adult Detention Division. For comparative purposes the first six-months of both years have been used.



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. In sum, there is nothing particularly alarming about the ADD assault and injury information that should have a significant impact on staffing level decision-making.

In summary, the unique operating environment of the HCSO Adult Detention Division, as demonstrated by the data associated with these various factors presented, can impact both fixed-post and ultimately security staffing need requirements. In conclusion, 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 the deployment options available to an agency. Important factors related to the ADD that

influence staffing include:

- The ADD has both new and older jail facility designs requiring different challenges and staffing levels as a consequence of these designs.
- Legislative directive in Minnesota requires a minimum staffing level based on facility type. HCSO has interpreted this as 1 staff position per 25 inmates. One fixed-post staff position on a 24/7/365 basis typically requires five (5) personnel to be assigned.
- The ADD has a 28-day work schedule which significantly facilitates staffing of the jail based upon needs.
- The ADD staff interact regularly with inmates regarding programs, supervision, etc., as part of an Inmate Behavior Management philosophy. Such interaction requires more staff resources than a “lock-down” environment.
- Comparative survey data does not point to anything particularly definitive with respect to ADD staffing levels when juxtaposed against peer agencies.
- Changing characteristics of the ADD, such as inmate population growth or assault / injury histories, are not serious issues and consequently do not need to be considered as exceptions in staffing calculations.

These key points help frame the staffing analysis for the Adult Detention Division.

8. 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, and 365-days/year deployments, although some fixed-posts are only for a portion of a 24-hour period or only deployed on certain days of the week.

The ADD has been very progressive with respect to staffing their fixed-post assignments in both detention facilities. Not only has the aforementioned 28-day schedule provided flexibility, but the ADD has incorporated planning fixed-post assignments by four-hour time blocks and different days for both Day and Middle Shifts.

Devising a fixed-post staffing plan at this level of detail is one of the more progressive scheduling approaches the project team has encountered. Based upon workload requirements of a particular assignment, staff are deployed in four-hour groupings from 0600 to 2200 hours dependent upon the day of the week, including differentials for weekdays, weekends and holidays. Nights Shift (after 2200 hours) has a fixed-post schedule that remains unchanged throughout the week. The following tables serve to summarize the different staffing levels for various assignments. The staffing range column in the table demonstrates how ADD flexes their staffing patterns based on workload need by hours of day and day of week.

Fixed- Post Staffing Range for Housing Support Services

Fixed – Post	Staffing Range
Weapons Screening	1.0 – 2.0
PSF Public Visitation	0 - 2.0
Intake Control	1.0
Admissions	2.0 – 3.0
Processing	2.0
Fingerprinting	1.0 – 2.0
Post Booking	0 - 1.0
Intake Classification	1.0 – 2.0
Court Staging	0 - 3.0
Intake Escort Rover	0 - 2.0
Release	1.0
Kitchen/laundry Security	0 - 1.0
Cobra (Transportation and Inmate Exit)	1.0
Release Window	1.0
Housing Classifications	0 – 3.0

Fixed- Post Staffing Range for City Hall Jail

Fixed – Post	Staffing Range
Ground Control	0 – 2.0
City Hall Weapon Screening	0 - 1.0
4th Control	1.0
C/H 4th Fl. Security Rover	0.5 - 1.0
C/H Health Assessments	0 - 1.0
Quad 1	2.0
Quad 2	Overflow
Quad 3	2.0
Quad 4	2.0
5th Control	1.0
C/H 5th Fl. Security Rover	0.5 - 1.0
Quad 5	2.0
Quad 6	2.0
Quad 7	2.0

Fixed- Post Staffing Range for Public Safety Facility Jail

Fixed – Post	Staffing Range
Master Control	1.0 - 2.0
3rd Control	0 - 1.0
3rd Fl. Escort Rover	0 - 1.0
Quad 8	1.0
Quad 9	1.0
Quad 10	1.0
4th Floor Clinic Security	1.0
Med Room	0 - 2.0
DOC Security/Escort	0 – 1.0
Quad 11	1.0 - 2.0
Quad 12	1.0 - 2.0
Quad 13	1.0 - 2.0
Quad 14	1.0 - 2.0

These fixed-post data were expanded for the time / day periods discussed in materials provided by HCSO. This information, in concert with our tour of the facilities, the aforementioned analyses, the comparative survey, and the fact that the Adult Detention Division is accredited by the ACA, has led us to the conclusion that there is no opportunity to modify the ADD fixed-post staffing plan which, given planning protocols adopted by HCSO, reflects an exceptional approach to staff deployment strategizing. Nevertheless, there are other opportunities to explore relative to how these fixed-posts

are actually staffed with personnel. These fixed-posts ultimately determine the overall staffing levels required in security services. To that end, the discussion of opportunities begins with net availability or “Relief Factor.”

Recommendation: Maintain the Existing Fixed-Post staff deployment strategy for the Adult Detention Division’s security-related services in Housing and Housing support.

10. DEVELOPMENT OF ADULT DETENTION DIVISION STAFFING LEVELS BASED ON NET AVAILABILITY AND OTHER FACTORS.

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. As noted in the Court Services Division sections of this chapter, a critical workload element to determine staffing requirements is the amount of annual time available for these personnel to perform their work. Based on leave information provided by HCSO, the following leave data averages were calculated for HCSO line staff positions.

Net Availability or “Relief Factor”

Average Annual Leave Taken by Type	Average Annual Hours Taken
BASELINE HOURS: 2,080 per Year	
Leave Hours	292
Training Leave (during shift work)	45
Total Unavailable Time	337
NET ANNUAL WORK HOURS PER POSITION	1,743

Based on the data, one security deputy or detention deputy position has available 1,743 hours per year out of 2,080 available to work, or 84% availability. It should be noted that the Adult Detention Division has been progressive with respect to calculating their net availability number for staff exclusively assigned to the ADD. The number above includes all deputy / detention deputy line staff deployed HCSO-wide and is a relevant

baseline number for staffing calculations. Interestingly, the internally calculated number for ADD is 1,733 hours and thus reflects exceptional accuracy in staffing determinations. Regardless of the net availability number adopted these figure exceed 80% and can be considered very good as 75% is a figure typically used in the absence of data. As discussed previously, this net availability drives overall staffing needs to accommodate various types of absenteeism. As a reminder, philosophically HCSO has not had the opportunity to consider this important variable when devising staffing requirements.

(1) The Adult Detention Division Needs 249 Security Staff Positions to Cover Existing Fixed-Post Deployments if Fully Incorporating Net Availability, Exclusive of Any Turnover and Other Considerations that can Impact this Modeling Outcome.

Based upon the complex fixed-post staffing plan devised by the HCSO Adult Detention Division, as partially reflected in the three “Fixed Post Staffing Range” tables above, the number of annual work hours needed to cover all fixed-posts on each shift was calculated and is reflected in the table below:

ADD Staff Needed Based on Fixed-Posts and Net Availability

Shift	Annual Fixed-Post Hours Required	Staff Needed Based on 1,743 hours Net Availability
Day Shift	173,264	99.4
Middle Shift	146,224	83.9
Night Shift	113,568	65.2
TOTAL	433,056	248.5 (249)

The ADD currently has 217 Deputies and Detention Deputies deployed in security-related services and 7 Sheriff's Detention Technicians for a total of 224 staff to cover the fixed-post positions noted. The difference between current deployment and net-availability or “Relief Factor” deployment is +25 positions. The following observations are offered with respect to net availability deployment modeling.

- 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, recommended fixed-post positions going unfilled, etc.
- The net availability calculation does not incorporate a turn-over rate. Including such projections in this modeling exercise would increase the number of funded staff required to fill the fixed-post positions.

In summary, given current fixed-post staff modeling, data suggest that present security personnel funded staffing levels of 249 positions could accommodate existing fixed-post operations assuming no turnover in staff or other long-term absenteeism. This calculation results in a rather dramatic outcome relative to increased staffing and, in conjunction with the Court Services Division staffing needs based upon important service level demands and other requirements, results in overall Detention and Court Services Bureau staffing increase outcomes that become fiscally problematic for the Sheriff and County. As such, further options and analysis are explored below.

(2) The Use of Overtime as an Alternative to Enhancing Staffing Levels.

Organizations are increasingly turning to the use of overtime to address staffing needs. This has been particularly the case during the Great Recession and the recovery period afterwards. While this is certainly fiscally advantageous in many instances, it must be counter-balanced against the longer-term disadvantages and risks associated with frequent overtime utilization.

In 2014 the ADD deputy and detention deputy staff worked approximately 48,800

hours of overtime, the equivalent of 28 full-time equivalent positions at a net availability factor of 1,743 hours per year. Interestingly, this amount of overtime is comparable to the 25 additional security staff necessary based on net availability calculations. In effect, this demonstrates that staffing based on net availability figures has the potential to significantly mitigate overtime hours and related costs if staff deployments are managed properly.

A key issue for any organization is what is the best balance of additional staff versus use of overtime? The answer is complicated based on each organization's risk assessment relative to costs, safety, security, organization and employee needs, etc. This is not an overtime report; however, there are some key features related to overtime that should be considered when making staffing decisions that are potentially significant.

Research data suggest that many employees appreciate the opportunity to earn a moderate amount of overtime over the course of a year. According to Shiftwork Solutions LLC, "Employers that offer modest amounts of overtime will not only satisfy a majority of their employees, but also will improve their competitive position in the local market." This is reflected by the results of their shift work surveying which demonstrates that the majority of employees would like some level of weekly overtime (averaging 7.3 hours per week), but with more than 4-in-10 desiring less than 6 hours per week²³:

While an average of 7.3 hours per week per staff member may be considered reasonable, recognizing that 40% of the population would prefer less than 6 hours per week, consistent overtime exceeding this "benchmark" can become problematic. A wealth

²³ Why Overtime? *Shift Schedule Design*: www.shift-schedule-design.com

of research data 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.²⁴
- 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. Two other studies, also examined in his white paper, show that productive hours drop by an additional 10 hours when the number of consecutive long workweeks increases from four (4) to twelve (12), highlighting the cumulative effects that overtime can have.²⁵
- According to a 2005 article by *Occupational and Environmental Medicine*, working in jobs with overtime schedules was associated with a 61% higher injury hazard rate compared to jobs without overtime. Working at least 12 hours per day was associated with a 37% increased hazard rate and working at least 60 hours per week was associated with a 23% increased hazard rate.²⁶

Based on the above, the use of overtime to be fiscally prudent, to address employee desires, and to mitigate the negative impacts associated with working longer or extra shift assignments is an important balancing act.

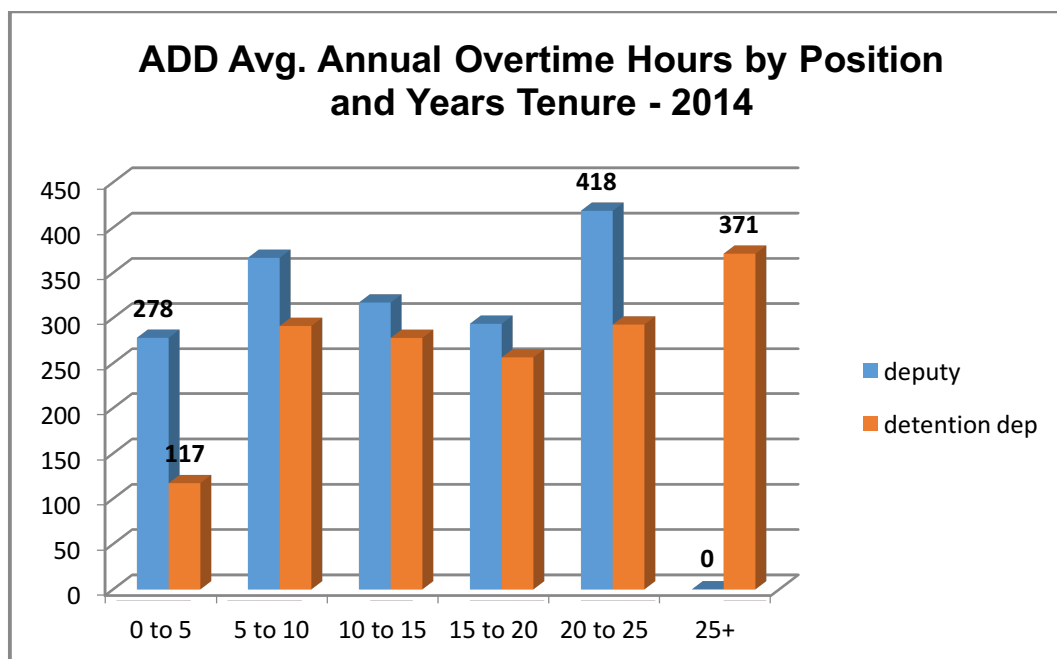
An examination of the Adult Detention Division's use of overtime in 2014 can prove enlightening. The following bar chart shows overtime by staff position and tenure.

²⁴ TimeForce:

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

²⁵ <http://www.circadian.com/blog/item/22-5-negative-effects-of-high-overtime-levels.html?tmpl=component&print=1#.VLFbrK05BhE>

²⁶ <http://oem.bmj.com/content/62/9/588.full>



The following point are made with respect to overtime expenditures for the ADD.

- Only deputies and detention deputies with 20 or more years of service are approaching the “desired weekly average” of overtime at 7.3 hours weekly (380 hours annually).
- Licensed Deputy staff have generally more overtime than their detention deputy counterparts in large part because they can work other HCSO assignments outside of the jail.
- The graphic shows that there needs to be a better balance of overtime distribution among staff, irrespective of tenure.

In effect, the data suggest that the ADD could continue to operate in the existing fashion, using overtime to augment current staff positions, instead of adding new hires. The overtime is presently balanced such that it cannot yet be defined as excessive from either a risk or employee standpoint. This, however, comes at a fiscal cost as overtime is typically paid at time-and-one-half. Thus, the 48,800 hours of overtime has a 50% higher salary expenditure than the equivalent full-time staff positions.

In summary, an important operational decision needs to be made with respect to

new staff and overtime. Unlike the Court Service Division which has important service delivery expectations and challenges that can be directly addressed by additional duty assignments and the attendant staffing level increases, the ADD does not suffer from such customer requirements and can address any staffing needs more readily with overtime than their Court Services Division counterparts. To that end, it is recommended that some additional ADD line staff positions be hired to partially address net availability or relief factor issues and overtime continue to be expended to provide necessary coverage.

Recommendations:

Based on the Adult Detention Division fixed-post staffing for housing and housing support, authorize an increase of 12 security line positions above current funded levels. This results in an increase in this staffing contingent from 224 to 236 personnel for which costs should be offset by overtime reductions.

Based on the recommended addition of new security staff, expect an overtime expense reduction of approximately 20,000 overtime hours yearly in the Adult Detention Division.

(2) Deploy Two Additional Sergeant Positions in the Adult Detention Division.

The ADD currently deploys 18 sergeants in a security-related supervisory role.

These sergeants perform the following broad assignments.

- One shift sergeant is assigned Command Sergeant in charge of filling that day's schedule, fielding incoming telephone calls, and managing daily internal movement.
- One shift sergeant is assigned Intake Sergeant in charge of the intake/booking/property/release areas of PSF. In the event only three shift sergeants are available due to planned/unplanned leave, one sergeant will perform both Intake and Command role. This oversight is excessive but occurs approximately 50% of the time.
- Two (2) shift sergeants are Facility Sergeants for Housing oversight—one located at PSF and one located at the City Hall jail.

Similar to the relief factor discussion previously, 4 fixed-posts for sergeants requires 20 positions. As such, this requires the addition of two (2) supervising sergeant positions. This will still result in relatively significant spans of control for these sergeants but will allow the four (4) fixed-post line supervision positions to be staffed regularly.

Recommendation: Add two (2) Sergeant positions to the Adult Detention Division increasing first-line security supervisors from 18 funded positions to 20 positions.

11. ALTERNATIVE APPROACHES TO STAFFING THE ADULT DETENTION DIVISION.

The HCSO currently staffs its Adult Detention Division with licensed Deputies and unlicensed Detention Deputies in an approximate 30/70 split, respectively. The deployment approach demonstrates that both position types can operate effectively in the jail environment.

(1) Full Use of Detention Deputy Personnel.

At issue is cost versus flexibility, as the licensed Deputy position can perform in a number of roles in HCSO that the Detention Deputy cannot fulfill. This discussion detailed in the Court Services Division is also relevant herein; however, where the Court Services Division requires various armed personnel on a relatively regular basis, this is rare for the Adult Detention Division where unarmed Detention Deputies are commonplace. The comparative survey further demonstrates that the Detention Deputy (or equivalent position) is used with frequency.

Use of Licensed versus Unlicensed Staff in Detention Services Environment

County	"Licensed or Unlicensed" Staffing
Anoka County	Unlicensed
Cuyahoga County	Unlicensed
Dakota County	Licensed
Multnomah County	Unlicensed
Milwaukee County	Both
Ramsey County	Unlicensed
Hennepin County	Both

Given the necessity to increase staffing levels throughout the Bureau, and given the average cost differential between an existing HCSO licensed deputy and unlicensed detention deputy is \$16,400 per year, it is recommended the Adult Detention Division transition to a 100% Detention Deputy operation for security line staff. Supervision and management should continue to exist as presently designed, to include both licensed and unlicensed leadership positions to provide rotational opportunities and overall law enforcement insights that licensed personnel bring. These transitions from Deputy to Detention Deputy should be accomplished through the process of attrition and inter-division rotation whereby as licensed deputies leave HCSO and Hennepin County, new Detention Deputy personnel are hired and assigned to the ADD to fill vacancies.

Recommendation: Transition the Adult Detention Division to a 100% detention deputy staffing contingent. Based on staffing increase recommendations and existing deputy line staff in ADD, this transition can result in a comparative annual savings over the mid-term of \$1.1m annually in salary and benefits.

(2) Use of Sheriff Detention Technician.

The Sheriff Detention Technician position is a position in transition as the job classification operates control center panels but is not trained to directly interact with inmates. As such, the position has limited flexibility. Given the recommendation to transition the entire ADD line staff from deputies to detention deputies, it is also recommended Sheriff Detention Technician positions be transition upward. This will

provide additional jail operational flexibility at moderate costs.

Recommendation: Transition the seven (7) Adult Detention Division Sheriff Detention Technicians to Detention Deputies resulting in an additional annual estimated cost of \$113,000 over the mid-term.

(3) Full Use of Detention Classification Supervision and Middle-Management.

Over the mid to longer-term, the HCSO Adult Detention Division should transition the current lieutenant and sergeant positions that are licensed to unlicensed supervision. At the time of this report that would include five licensed personnel composed of three (3) lieutenant and (2) sergeant positions assigned directly to ADD. This will provide additional promotional opportunity for unlicensed Detention Deputy Staff and sergeant positions which is particularly relevant given that, as unlicensed positions are promoted, their salary and benefit structure becomes nearly identical to licensed staff. This transition does not include the previously noted addition of two (2) additional Detention Sergeant positions.

Recommendation: Transition five (5) supervisor and mid-manager positions over the mid-term from licensed staff to unlicensed detention staff. This includes two (2) sergeant and three (3) lieutenant positions at an estimated annual savings of \$10,000 annually.

12. MAKE MINOR ADJUSTMENTS TO ADMINISTRATION AND OPERATIONAL SUPPORT STAFFING IN THE ADULT DETENTION DIVISION.

Our review of the various support services in the Adult Detention Division suggests only modest changes to line or supervisory staff positions that support the ADD. Two (2) deputy positions are assigned to the Facility Maintenance Unit (FMU) and oversee maintenance services provided to the jail facilities. These deputy positions can be civilianized and replaced with County Maintenance Foreman job classifications. The precise job classification would need to be determined. These two deputy positions could

then be internally transferred—one to the Programs Unit and one to the Standards and Compliance Unit in order to augment staffing in these functions which are periodically short-staffed due to the variety of functions undertaken.

With respect to the remainder of Administration to include the Major overseeing the Bureau, the Division Captains, Lieutenants, and the few civilian staff providing support services as defined in the Profile of this report, these positions are sufficient to provide the necessary administrative and managerial support functions to operate the Adult Detention Division.

Recommendation: Civilianize the two deputy positions in the Facility Maintenance Unit. Transfer existing staff to include one position to the Programs Unit and one position to the Standards and Compliance Unit.

13. SUMMARY TABLE OF STAFFING CHANGES FOR FUNDED POSITIONS.

The following table summarizes recommended staffing changes for key work units in the Adult Detention Division.

Work Unit	Funded / Staff	Staff Recommended	Notes
Administration	17	19	Transfer in of two (2) Deputy positions from Operations Support.
Operational Support	25	25	Transfer two (2) FMU Deputies to Administration; hire (2) Facility Maintenance Operations Engineers
Operations Supervision	21	23	Addition of two (2) sergeant positions
Housing and Housing Support	224	236	Increase security line staffing in consideration of relief factor, cost and overtime considerations.

6. OFFICE OF THE SHERIFF

The Office of the Sheriff is directly responsible for managing the Hennepin County Sheriff's Office. While the Bureau Majors are direct operational management reports to the Chief Deputy and Sheriff, there are several other functions that are the Sheriff's and Chief Deputy's responsibility. These functions include the following:

- Within the Office of the Sheriff are several positions and functions reporting to a civilian Director of the Office of the Sheriff, including;
 - Director of Communications
 - Public Information Officer
 - Director of Intergovernmental Relations
 - Senior Administrative Manager
 - Executive Secretary
 - Principal Office Specialist
- The Finance Division is also a direct report to the Sheriff and Chief Deputy in the Hennepin County Sheriff's Office.

This chapter of the report evaluates the organization and staffing of support functions in the Office of the Sheriff.

1. OVERVIEW OF THE OFFICE OF THE SHERIFF

The Office of the Sheriff provides the overall leadership, guidance, management and administration of Sheriff's Office personnel and the services for which it provides. The Office regularly interfaces with local, state and federal elected officials, the general public (media, residents, constituents, resident groups and civic organizations) and other law enforcement agencies that operate in the County, as well as other justice system managers in Hennepin County. The Office of the Sheriff is composed of the executive leadership and key administrative support services, including Finance, of the Sheriff's

Office.

2. THERE ARE OVERLAPS AND GAPS IN THE ROLES OF SEVERAL POSITIONS IN THE OFFICE OF THE SHERIFF.

The Office of the Sheriff supports the Sheriff and top command staff in their interface with the public, as well as internally, and provides intergovernmental research and outreach. Based on interviews and review of roles of responsibilities with professional staff in the Office of the Sheriff, the project team developed an understanding of the functioning of the Office of the Sheriff. The roles of staff are summarized, below:

Position	Summary of Roles and Responsibilities
Director of the Office of the Sheriff	<ul style="list-style-type: none"> • Supervisor / manager for the staff in the Office of the Sheriff. • Manages the Sheriff's calendar. • Lead / compiler of the Strategic Plan. • Conducts research and develops / writes policies. • Oversight to the Community Engagement Team and Advisory Board. • Point of contact for local, regional and national meetings hosted by HCSO. • Monitors, researches and writes competitive grants.
Director of Intergovernmental Relations	<ul style="list-style-type: none"> • Advocates for HCSO with local, state and federal agencies and electeds. • Supports top command staff on legislative and emerging trends. • Represents the HCSO when the State Legislature is in session. • Interfaces with the State's Bureau of Criminal Affairs (BCA). • Works with others in developing Strategic Plan updates.
Director of Communications	<ul style="list-style-type: none"> • External and internal communications. • Assists with the development of videos. • Interfaces with the County for standards and policies for media. • Interfaces with the intern responsible for social media. • Coordinates speaking for the Sheriff and command staff. • Works with others for coordinating event planning.
Public Information Officer	<ul style="list-style-type: none"> • Develops and communicates HCSO's messages to the public. • Responds to day-to-day inquiries from the media and the public. • Develops public service announcements and press releases. • Working with others, develops videos on service issues. • Supports the Sheriff and top command staff for public presentations. • Can and will respond in the field for major events. • Supports other staff in the Sheriff's Office who the media may contact. • Works with an intern in the Community Engagement Team on social media.

Position	Summary of Roles and Responsibilities
Senior Administrative Manager	<ul style="list-style-type: none"> Provides special project management. Coordinator of annual updates to HCSO Strategic Plan. Responsible for facility access and control (e.g., access cards, etc.). Coordinator for the use of volunteers who work on special projects. Assists with Public Service Announcements. Assists the Sheriff with information for presentations to the public. Supervises the Sheriff's Office administrative support staff.

From these roles and in the interviews that were the basis for this summary, it is clear that there are overlapping roles among several staff in the Office of the Sheriff.

These overlaps relate to:

- Updates to the Strategic Plan.
- Working with the Community Engagement Team on social and other media.
- Supporting the Sheriff and other command staff on presentations.
- Support research (e.g., best practice, other agencies, legislation).
- Development of media materials.

These overlaps can be graphically depicted in the following table:

Position	Supv. / Mgmt.	Citizen Support*	Internal Comm.	External Comm.	Intergov. Rels.	Policy / Planning
Dir. Office of the Sheriff	√	√			√	√
Sr. Administrative Manager						√
Director of Communications		√	√	√		
Public Information Officer		√		√		
Dir. of Intergov. Relations					√	√

* Community Engagement Team and Community Advisory Board support.

A certain amount of overlap in roles is inevitable in a unit like this in the support position they play to an elected official. They function, essentially, as a professional support team for the Sheriff and his top command staff. However, roles should be more distinct and gaps in this support covered. The following changes should be considered:

- Make the Public Information Officer responsible for all media relations.
- Make the Director of Communications responsible for all other public relations, including social media and support to the Community Engagement Team.
- The volunteer who leads in the development of social media should work directly with the Director of Communications.
- The Intergovernmental Relations position should have a greater role as an intermediary between the Sheriff's Office and other local governments in Hennepin County.
- The Senior Administrative Manager should be dedicated to Strategic Planning in a new unit dedicated to researching and analyzing direction and service choices for the Sheriff's Office. This issue is described more fully in the next section.

Recommendation: Clarify the roles of staff in the Office of the Sheriff so that there is less overlap among these positions.

3. THE OFFICE OF THE SHERIFF NEEDS TO ENHANCE ITS PERFORMANCE PLANNING FOCUS IN THE ORGANIZATION.

Many law enforcement agencies around the country have recognized that making planning and research a priority for the agency is a high priority. For larger law enforcement agencies dedicating resources to research and development with an emphasis on performance and strategic planning is now the norm. The value of centralized planning and research is clear:

- To research what other agencies which face similar problems do around the country.
- To research 'best practices' from other agencies in addition to 'industry' groups.
- To develop and maintain a performance management system for the Sheriff's Office.
- To support accreditation and reaccreditation.
- To review policies and procedures in a systematic way.
- To evaluate operations and services in the Sheriff's Office.

A strategic planning or planning and research unit was found in all of the larger agencies surveyed as part of this project and in all of the larger agencies with which the firm has worked in recent years (agencies over 500 staff). While there are several existing strategic and other planning efforts in the HCSO (e.g., in support of community advisory bodies), a focus on performance evaluation and planning is lacking in the organization. A planning and research function is needed in the Hennepin County Sheriff's Office to centralize, coordinate and provide focus for existing efforts.

To create a Planning and Research Unit, the Sheriff's Office should begin with utilizing the Senior Administrative Manager in this capacity – many of this position's current roles are allied with this objective. Some roles from the Director of the Office of the Sheriff would be transferred as well. However, additional staff would be required as well. Initially, a lieutenant's position should be created. Many agencies have utilized a mid-manger or a supervisory level position for strategic / research unit as a career development tool. This approach should be adopted by the Hennepin County Sheriff's Office for the new unit.

Longer term, additional civilian staff could be added for:

- Central statistical and performance analysis.
- Policy development and planning.
- Comparative research.

This unit should report to the Chief Deputy.

Recommendation: Create a Research and Development Unit with the Senior Administrative Manager and a new Lieutenant position.

4. THE FINANCE DIVISION IS APPROPRIATELY STAFFED GIVEN DUTIES, FUNCTIONS PERFORMED AND BENCHMARK DATA.

The Finance Division reports to the Chief Deputy. Fiscal personnel meet the finance and other administrative needs of the Sheriff's Office working within fiscal policies and systems established by Hennepin County. The Finance Division ensures effective management of the Sheriff's Office financial resources. Several key areas within the Division include: accounting, budgeting, financial analysis, payroll and timekeeping, procurement and payables, and contracts for the HCSO. Apart from the Director and Assistant Director, principal duties of the thirteen (13) staff assigned are summarized below:

Positions	Functions
Principal Accountants (7)	<p>Accounting – Principal Accountants perform various accounting duties allocated as follows:</p> <ul style="list-style-type: none"> • 1 PA is responsible for data relating to financial accounting in general • 2 PA's are in charge of accounting as that relates to civil process funds. • 1 PA performs journal entries and receivables • 1 PA processes mortgage foreclosures and gun permits • 1 PA processes other civil real estate transactions • 1 PA manages inmate accounts (other than this, the jail does its own accounting).
Principal Office Specialists (6)	<p>Payroll – 2 Principal Office Specialists coordinate the Sheriff's Office's payroll processing internally and as that relates to the County's Apex Financial Management System; also coordinate data in the Workforce System for timekeeping.</p> <p>Payables – 1 Principal Office Specialist processes non-jail payables.</p> <p>Civil – 3 Principal Office Specialists perform accounting duties for less complex civil processes.</p>

While the Sheriff's Office Finance Division provides for agency coverage of payroll, general payables and accounting, the principal roles for Finance staff in the Sheriff's Office relates to accounting and funds management relating to civil process:

- Seven (7) accounting staff directly support civil process, warrants and the field.
- Two (2) staff support payroll.
- One (1) staff position processes payables.
- Two (2) staff are responsible for general accounting and payables processing.
- One (1) staff position supports inmate accounting.

The Finance Director manages the Division with the Assistant Director who also takes the lead in budgeting.

The conformance of a public financial function to best practices is critical for transparency and accountability. The Sheriff's Office Finance Division conforms to most major best practices in finance as shown in the summary table, below.

Best Practices Comparative Assessment		
Performance Target	HCSO Meets?	Issue Area?
FINANCE		
Financial activities are coordinated between the County and the Sheriff's Office.	√	
Management of financial systems has been centralized in the HCSO to assure effective financial management.	√	
Comprehensive and effective fiscal policies have been developed and are in place.	√	
A program budget is utilized that links the HCSO strategic plan to the goals, objectives, and performance measures.		√
The Finance Division conducts internal audits on an ongoing basis to assess the effectiveness of internal controls.		√
There is segregation of duties between money receipts and accounting for monies.	√	
Electronic submittal of payroll and financial data from operating divisions?	√	
Fewer than 10% of errors in payroll runs are due to Payroll personnel input errors.	√	
Are the Personnel and Payroll information systems integrated?	√	
Accounts payable uses effective practices to process invoices – scheduling, streamline of processing, on line payments, etc.	√	
Procurement is effective and is coordinated with County policies and systems.	√	
Procurement cards are utilized to reduce the costs of acquisition of small purchases. Internal control measures have been developed and put in place.		√

The only areas in which 'best practice' targets are not achieved are in areas that the Sheriff's Office really do not control because it is part of a larger more comprehensive County system.

As part of this project a comparative survey was conducted of other Sheriff's Offices in Minnesota and in other counties which are largely comprised of incorporated cities. Relating to finance, the results of that survey are provided below.

Jurisdiction	Service Scope	# Sheriff Staff	Operating Budget	Finance Staff
Allegheny County, PA	Law Enforcement	193	\$17.2 million	Sworn – 0 NS – 3
Anoka County, MN	Law Enforcement Detention System	260	\$30.7 million	Sworn – 0 NS – 1
Cuyahoga County, OH	Law Enforcement Detention System	1,100	\$82.4 million	Sworn – 0 NS – 5
Dakota County, MN	Law Enforcement Detention System	182	\$18.8 million	Sworn – 0 NS – 1
Multnomah County, OR	Law Enforcement Detention System	806	\$128.5 million	Sworn – 0 NS – 12
Milwaukee County, WI	Law Enforcement Detention System	694	\$78.7 million	Sworn – 0 NS – 10
Ramsey County, MN	Law Enforcement Detention System	391	\$50.9 million	Sworn – 0 NS – 2.5
Hennepin County, MN	Law Enforcement Detention System	760	\$100 million	Sworn – 0 NS – 13

Hennepin County is at the top of this range for staffing. However, the project team does not recommend changes in staffing for the following reasons:

- The scope of responsibility even as that relates to civil process is greater in Hennepin County than in most of the other agencies.
- Staff support for civil process funds and accounting are not always in a finance division but often in the civil unit itself.
- Systems in use and the degree of manual cash and accounting processes have a great impact on the number of resources required.

As a result, the project team does not recommend changes in staffing in the Finance Division.

An organizational change should be made with respect to the HCSO Finance Division – administrative functions, including finance, should be organized together. In another Chapter of this report it was recommended that the Technology Services Division

be transferred out of the Enforcement Services Bureau to the Administrative Services Bureau. The same reorganization should be made with respect to the Finance Division.

This change would:

- Reduce the span of direct reports from the Sheriff and Chief Deputy.
- As important as Finance is, it an administrative service and would benefit from a consolidated focus with closely related technology and human resources.
- Other larger sheriff's offices and police departments organize finance with other administrative functions.

Recommendations:

Finance Division staffing is appropriate for the support of an agency the size and complexity of the Hennepin County Sheriff's Office.

The Finance Division should be organized with other administrative functions in the Administrative Services Bureau.