



Department of Public Safety and Correctional Services

Office of the Secretary

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STATE OF MARYLAND

September 27, 2016

LARRY HOGAN
GOVERNOR

The Honorable Edward J. Kasemeyer
Chair, Senate Budget and Taxation Committee
3 West, Miller State Building
Annapolis, Maryland 21401-1911

BOYD K. RUTHERFORD
LT. GOVERNOR

STEPHEN T. MOYER
SECRETARY

The Honorable Maggie McIntosh
Chair, House Appropriations Committee
Room 121, House Office Building
Annapolis, Maryland 21401-1911

WILLIAM G. STEWART
DEPUTY SECRETARY
ADMINISTRATION

J. MICHAEL ZEIGLER
DEPUTY SECRETARY
OPERATIONS

RE: Joint Chairmen's Report – Division of Pretrial Detention and Services –
Q00T04.09 – Report on Baltimore City Staffing Analysis

DAVID N. BEZANSON
ASSISTANT SECRETARY
CAPITAL PROGRAMS

Dear Chairman Kasemeyer and Chairman McIntosh:

The 2016 Joint Chairmen's Report requires the Department of Public Safety and Correctional Services to submit a staffing analysis report for the Baltimore City detention facilities. The following language requirements can be found on page 102 of the 2016 Joint Chairmen's Report.

Q00T04.02 General Administration: provided that \$200,000 of this appropriation made for the purpose of General Administration may not be expended until the Department of Public Safety and Correctional Services submits a staffing analysis report for the Baltimore City detention facilities, including explanation of any changes in staffing levels from prior staffing analyses. The report shall be submitted by October 1, 2016. The budget committees shall have 45 days from receipt of the final report to review and comment. Funds restricted pending the receipt of the report may not be transferred by budget amendment or otherwise to any other purpose and shall revert to the General Fund if the report is not submitted to the budget committees

The Department respectfully requests an extension on the submission deadline. The Department plans on depopulating the Women's Detention Center during the beginning of October and will be shifting staff accordingly. Any staffing analysis the Department could provide before all inmate, detainee and staff moves have been conducted accordingly would be outdated in a matter of weeks.

Additionally, the Department has partnered with an independent staffing expert, and our partners in labor, to conduct a robust staffing analysis that will take into consideration the depopulation of the Women's Detention Center. The

Department believes it can provide the Committees with a robust analysis, fulfilling the aforementioned request, by no later than December 15, 2016.

I hope this request meets with your approval. If the Department or I can be of any assistance in the meantime, please do not hesitate to contact me or the Director of Legislative Affairs, Rachel Sessa at 410-339-5022.

Sincerely,

A handwritten signature in blue ink that reads "Stephen T. Moyer". The signature is written in a cursive style with a large initial 'S'.

Stephen T. Moyer
Secretary

cc: Senator James E. DeGrange, Sr., Chair, Senate Public Safety, Transportation, and Environment Subcommittee
Delegate Keith Haynes, Chair, House Subcommittee on Public Safety and Administration
Members of the Senate Budget and Taxation Committee
Members of the House Committee on Appropriations
Mr. Craig Williams, Chief of Staff, Governor's Office
Mr. Christopher Shank, Governor's Chief Legislative Officer
Mr. Steven DeBoy, Governor's Deputy Legislative Officer
Ms. Hannah Dier, Policy Analyst, Department of Legislative Services
Mr. Kyle Mansfield, Budget Analyst, Department of Budget and Management
Mr. Matthew Bennett, Counsel to the Appropriations Committee
Mr. Matthew Jackson, Counsel to the Appropriations Committee
Ms. Cathy Kramer, Department of Legislative Services
Ms. Sarah Albert, Department of Legislative Services



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STATE OF MARYLAND

December 20, 2016

LARRY HOGAN
GOVERNOR

BOYD K. RUTHERFORD
LT. GOVERNOR

STEPHEN T. MOYER
SECRETARY

WILLIAM G. STEWART
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Chair, House Appropriations Committee
Room 121, House Office Building
Annapolis, Maryland 21401-1911

RE: Joint Chairmen's Report – Baltimore City Staffing Analysis

Dear Chairman Kasemeyer and Chairman McIntosh:

The 2016 Joint Chairmen's Report requires the Department of Public Safety and Correctional Services to submit a staffing analysis of the Division of Pretrial and Detention Services in Baltimore City. The following language requirements can be found on page 102 of the 2016 Joint Chairmen's Report.

Q00T04 General Administration: Providing proper staffing can have an impact on the amount of overtime used by the custodial agencies as well as the safety and security of staff and inmates. Conducting regular staffing analyses should assist the department and the General Assembly in monitoring the staffing and overtime situation in the State's correctional and detention facilities. The Department of Public Safety and Correctional Services (DPSCS) submitted its most recent post-by-post staffing analysis to the budget committees in December 2015 but indicated in that report that, with technical assistance from the National Institute of Corrections and consultation of relevant labor unions, it is in the process of reevaluating the staffing plan at Baltimore City detention facilities following the closure of the Baltimore City Men's Detention Center in August 2015. This action restricts funds until DPSCS submits the final Baltimore City detention staffing analysis report to the budget committees, explaining the need for any changes in staffing levels from prior staffing analyses.

Attached is the Department's submission for the month of December. If the Department or I can be of further assistance, please do not hesitate to contact me or the Director of Legislative Affairs, Rachel Sessa at 410-339-5022.

Sincerely,



Stephen T. Moyer
Secretary

Attachment: Baltimore City Staffing Analysis

cc: Senator James E. DeGrange, Sr., Chair, Senate Public Safety, Transportation, and
Environment Subcommittee

Delegate Keith Haynes, Chair, House Subcommittee on Public Safety and
Administration

Members of the Senate Budget and Taxation Committee

Members of the House Committee on Appropriations

Mr. Sam Malhotra, Chief of Staff, Governor's Office

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Ms. Ken Weaver, Policy Analyst, Department of Legislative Services

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Ms. Cathy Kramer, Department of Legislative Services

Ms. Sarah Albert, Department of Legislative Services



Staffing Analysis

Division of Pretrial Detention

Maryland Department of
Public Safety and Correctional Services

December 2016

CRS- Community Resources Services
A non-profit organization founded in 1972
Gettysburg, Pennsylvania
Rod Miller, President

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Staffing Analysis- Division of Pretrial Detention

Maryland Department of Public Safety and Correctional Services

December 2016

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Appendix A: Baltimore Central Booking and Intake Center (BCBIC)

Appendix B: Chesapeake Detention Facility (CDF)

Appendix C: Jail Industries Building (JI)

Appendix D: Maryland Transition Center (MTC)

Submitted by: CRS- Community Resources Services
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SUMMARY OF FINDINGS AND RECOMMENDATIONS

Are current staffing plans sufficient to operate the Division until a new facility is constructed?

The number of staff hours described in the division's staffing plans *could* be sufficient to effectively operate the complex during demolition of the closed buildings, and construction of a new central facility. To accomplish this, deployment described in the plans must be fully delivered, eliminating the need to collapse posts. The current staffing plans must also be revised in response to planned demolition.

Recommendations

The sufficiency and effectiveness of staff resources will be increased by implementing several changes in the organization and operation of the Division facilities:

1. Unify operation of all remaining pretrial facilities on the site, reducing duplication of effort.
2. Provide central site-wide services, such as inmate movement, transportation off site, hospital security, and perimeter security, rather than expecting each facility to fend for itself.
3. Continue to adjust operations to respond to the predominantly pretrial detainee population, including: reduce the footprint of inmate-occupied areas; control movement more closely; provide more services in housing units rather than centrally.
4. Implement a pretrial detainee classification system that employs validated risk assessment instruments and considers detainee behavior.
5. Implement a site-wide system of detainee incentives, promoting compliance with rules and engagement with programs and work activities.
6. Make arrangements for segregation/separation cells to be readily available to the Division to back up the dormitories at the Maryland Transition Center (MTC) and the Jail Industries Building (JI) that house nearly two-thirds of all detainees.
7. Provide consistent and effective first-line supervision for staff, improving performance and promoting operational consistency.
8. Adjust the timing of day-to-day operations to lower peak periods of demand and improve timing of activities and services to avoid delays. Generate operational data to inform future staffing analyses.
9. Develop detailed contingency plans that authorize on-shift changes in operations that balance operations during a shift to available staff, ensuring safety and security is not compromised.
10. Implement creative schedules for some posts to efficiently match deployment to staffing needs. Evaluate the current primary shift configuration and survey staff to identify interest in alternatives.

11. Evaluate opportunities to reduce demand for uniformed staff by using civilian employees where appropriate.
12. Convert many current SAP's into PINs, acknowledging the long-term need for these posts and activities.
13. Reduce or eliminate TDY's by centralizing operations under a single chain of command.
14. Increase, or at least stabilize, the net hours worked by relieved staff (shift relief factor), by reducing absenteeism and attrition, and improving working conditions.
15. Reduce the amount of mandatory overtime to improve employee health, performance, and job satisfaction. Manage voluntary overtime to avoid employee health problems and to ensure the safety of co-workers.

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I. INTRODUCTION

Staffing Analysis Required

In 2015, the Chairmen of the Senate Budget and Taxation Committee and the House Appropriations Committee required the Department of Public Safety and Correctional Services (DPSCS, the “Department”) to examine staffing of the detention facilities located in Baltimore. The Joint Chairmen's Report (JCR) added the following language to the DPSCS appropriation:

Q00T04.09 General Administration ...provided that \$200,000 of this appropriation made for the purpose of General Administration may not be expended until the Department of Public Safety and Correctional Services submits a staffing analysis report for the Baltimore City detention facilities, including explanation of any changes in staffing levels from prior staffing analyses. The report shall be submitted by October 1, 2016...

The report went on to explain the requirement:

Explanation: Providing proper staffing can have an impact on the amount of overtime used by the custodial agencies as well as the safety and security of staff and inmates. Conducting regular staffing analyses should assist the department and the General Assembly in monitoring the staffing and overtime situation in the State's correctional and detention facilities. The Department of Public Safety and Correctional Services (DPSCS) submitted its most recent post-by-post staffing analysis to the budget committees in December 2015 but indicated in that report that, with technical assistance from the National Institute of Corrections and consultation of relevant labor unions, it is in the process of reevaluating the staffing plan at Baltimore City detention facilities following the closure of the Baltimore City Men's Detention Center in August 2015. This action restricts funds until DPSCS submits the final Baltimore City detention staffing analysis report to the budget committees, explaining the need for any changes in staffing levels from prior staffing analyses.

The Department sought assistance from the National Institute of Corrections (NIC). The request was received during a period of transition in NIC's Jails Division, resulting in substantial delay in the delivery of services. Eventually it became clear that a comprehensive staffing analysis was needed, beyond the scope of NIC's authorized services.

Securing Professional Services

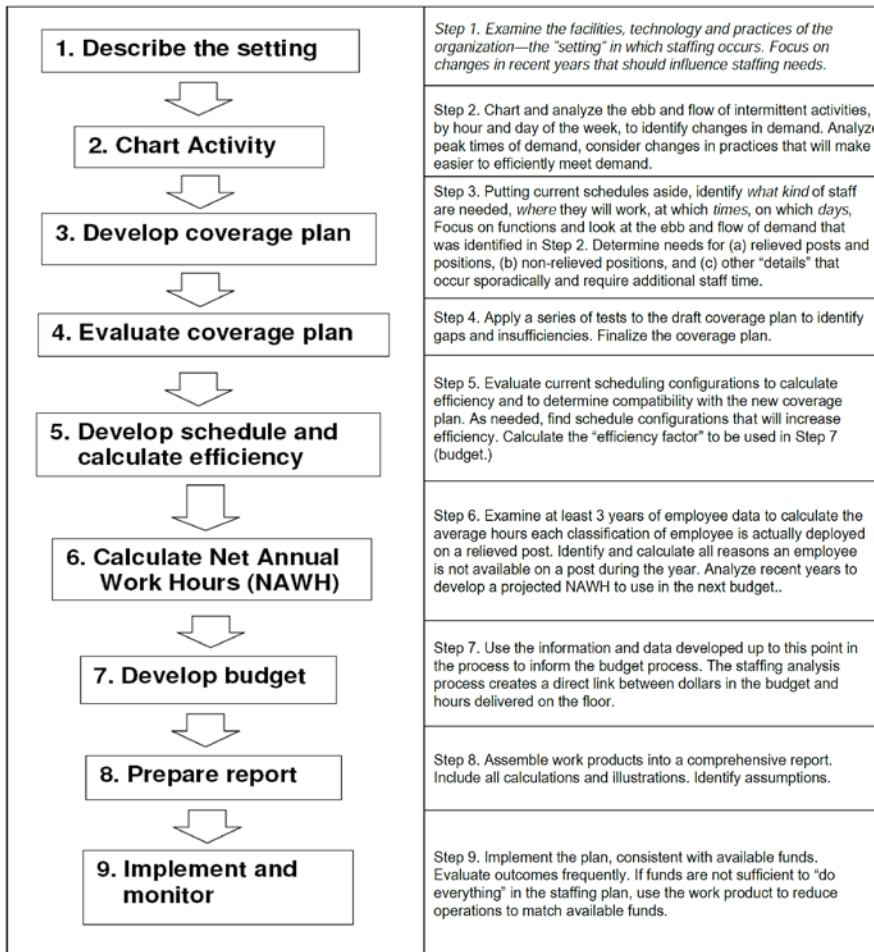
On June 1, 2016, the Department contracted with CRS for staffing analysis services. CRS is a non-profit organization located in Gettysburg, Pennsylvania, that has provided services to the field of detention and corrections since 1972. Rod Miller, President and founder of CRS, delivered services on site and in the CRS office. Mr. Miller co-authored NIC's groundbreaking staffing analysis materials in 1985, and has updated and expanded the NIC Jail Staffing Analysis texts and tools since then. He has also provided most of NIC's training and technical assistance on the subject over the past two decades.

During the course of this project, Mr. Miller provided over 60 days of service, of which 22 were delivered on site.

II. METHODOLOGY

The *Third Edition*¹ of the NIC staffing book describes a nine step process. Figure 1 illustrates the methodology and provides a brief narrative for each step.

Figure 1: Nine Step Staffing Analysis Methodology (3rd Edition)



The NIC process promotes participation by a broad range of stakeholders, in a series of steps that:

- Examine the forces that shape staffing needs
- Challenge participants to improve current operational practices-- to “work smarter”
- Develop effective and efficient coverage plans that precisely deploy staff when needed

¹ Miller, Rod and John E. Wetzel. *Jail Staffing Analysis, 3rd Ed. (final draft)*. Funded by the National Institute of Corrections, U.S. Department of Justice, Washington D.C. 2014.

- Explore creative scheduling practices to efficiently deliver needed deployment, and
- Calculate Net Annual Work Hours (NAWH) that accurately convert relieved coverage needs into budget needs

The first phase of work implemented Steps 1 and 2 of the staffing analysis process. This involved extensive work on site in all buildings, at various times, on each day of the week. The consultant visited all areas of all facilities that are projected to remain in long term use, taking photos of key facility elements that were used in subsequent efforts.

38 employees participated in one of more of the "working sessions" that brought a cross section of stakeholders together to implement the first several steps of the process. They are identified in Figure 2, along with their assigned facility, and the meetings each attended. Approximately 220 staff hours were delivered in the meetings.

Figure 2: Participants in Working Groups

Facility	Name	Rank/Title	Shift	Dates
BCBIC	Stacey Lyles-Foster	Acting Warden	-	21-Jul, 3-Oct
	Asafo Hammond	Sgt.	A	10-Nov
	Gary Gordon	CSSO	A	3-Oct
	John P. Davis	COII	A	3-Oct, 10-Nov
	Kevin Barney	COV	A	26-Oct
	LaTanya Lambert	COIV	A	26-Oct
	Lisa Staton	Asst. Director	A	3-Oct
	Nikki Trusty	Lt.	A	3-Oct, 10-Nov
	Sheneil Buie	Sgt.	A	10-Nov, 3-Oct
	Thomas Barnes	Acting A/W	-	3-Oct, 21-Jul
CDF	Chantey Holmes	Sgt.	A	3-Oct, 25-Oct
	Donna Hansen	Security Chief	-	12-Oct, 3-Oct, 25-Oct
	Felicia Hinton	Warden	-	3-Oct
	Greg LaCriox	Cpl	-	7-Oct
	Lisa James –Henson	Sgt.	A	3-Oct, 12-Oct, 25-Oct, 9-Nov
	Tiara Butler	COII	B	12-Oct, 25-Oct
	Timothy Randolph	COII	C	25-Oct, 3-Oct
JI	Cleveland Friday	Major	-	3-Oct, 9-Nov
	James Wright	COIII/Sgt.	A	12-Oct, 3-Oct, 9-Nov
	Kevin Hickson	Lt.	A	3-Oct
	Naron Dyer	Lt.	A	3-Oct, 12-Oct
	Oludare Abrodun	COII	A	9-Nov, 3-Oct
	Orchid Land	Lt.	B	3-Oct, 12-Oct, 9-Nov
	Rochelle Mayne	COII	A	9-Nov
	Stacey Taylor	Captain	A	3-Oct, 12-Oct, 26-Oct, 9-Nov
MCTU	Anthony Maiese	Lt.	-	7-Oct
	Clayton Williams	Sgt.	-	7-Oct
MTC	Angelina Boyd-White	Chief	-	7-Oct
	Calvin Vincent	Major	A	7-Oct, 7-Oct, 25-Oct
	Danielle Williams	COII	A	7-Oct, 13-Oct, 25-Oct
	Gabriella Pagnotta	MH Counselor	A	7-Oct, 13-Oct, 25-Oct, 10-Nov
	Iris Miller	Capt.	C	13-Oct
	Kathy Landerkin	Acting Warden	-	21-Jul
	Keyona Brown	COII Traffic	B	7-Oct, 25-Oct, 10-Nov
	Purtrina White	COIV	A	7-Oct, 13-Oct, 25-Oct
	Robert Smead	COII	C	7-Oct
Wyatt/YDC	Alicia Gordon	Program Mgr.	A	3-Oct, 12-Oct, 9-Nov
Castle	Michelle Mann	Major	-	3-Oct, 12-Oct, 25-Oct

III. CHALLENGES ENCOUNTERED

The consultant benefited from the efforts of staff and administrators throughout this study. At the same time, implementation of the staffing analysis was challenged by several conditions and circumstances, including:

- Tight time frame to analyze four separate facilities.
- New leaders assumed their duties during the course of this project, and their plans for improving operations were still being formulated as the project concluded.
- Lack of data on which to model staffing needs- in many instances the only sources of information were handwritten post logs or forms.
- Difficulty securing consistent participation in the Working Groups due to staffing shortages and competing demands.
- Decommissioning of several structures, forcing changes in several fundamental practices.
- Changes in the use of the remaining buildings.
- Federal contractual obligations at CDF, that limit variation in staffing practices and prevent non-federal inmates from being housed.
- Removal of non-vehicle connections between buildings, requiring new movement methods and patterns that were still under development when this report was written.

These challenges limited the depth of inquiry and the scope of products up to this point in the process.

At the same time, the energy and experience brought to the Division by Commissioner Resnick and Deputy Commissioner King boosted staff morale and increased staff commitment to improving operations.

IV. FINDINGS

The following narrative summarizes findings for the Division and for individual facilities.

Appendices A through D present additional material for each of the four facilities:

Appendices

- A. BCBIC- Baltimore Central Booking and Intake Center
- B. CDF- Chesapeake Detention Facility
- C. JI- Jail Industries Building
- D. MTC- Metropolitan Transition Center

Each appendix includes detailed facility floorplans, annotated to illustrate relieved posts and hours of operation.

Step 1: Describing the Context

The first step in the NIC process examines inmate population data, operational philosophy, floor plans for all facilities, operational budgets, applicable State and professional standards, relevant case law, and many other physical, technical, and operational characteristics.

The working group process started when they were asked to identify current concerns. Issues raised during the first round of meetings included:

Concerns about--

- Safety
- Security
- Teamwork
- Staff morale
- Trust
- Respect

Current operating Conditions--

- Understaffed
- Quality of staff
- Experience of staff
- Training
- Special Assignment Posts (SAP) staffed only by overtime
- TDY- employees assigned to another facility but not considered a vacancy in their host facility

- Vacancies and time to fill
- Dwindling number of "weapons qualified" officers
- "Collapsed" posts
- Excessive overtime, much of it mandated
- Employees who work too much voluntary overtime
- Facilities operating as "islands" rather than a confederation
- "Good" inmate workers are getting hard to find
- Majority of detainees now housed in large dormitories- a different and more challenging type of inmate than anticipated when the facilities were designed
- Lack of segregation and small housing units for those who have difficulty in the dorms
- Number and types of contractors working in facilities

Location and Site

Figure 3 illustrates the location of structures on the current site, identifying those that will be removed (red), those that will remain during construction of the new consolidated facility (green), and facilities that will continue to operate after the new facility has opened (blue).

Figure 3: Demolition and Transition Plan



The facilities on the site are operated by both the Division of Pretrial Detention and the Division of Correction. During the past year some facilities were moved under the authority of a different division. In 2016, for example, responsibility for the Maryland Reception, Diagnostic, and Classification Center (MRDCC) was transferred from Pretrial to Corrections.

Figure 4 identifies connections that were eliminated when the "red" buildings were closed in 2016. These included:

1. Tunnel from BCBIC to WDC
2. Passage through the West Wall
3. Tunnel/bridge between BCBIC and MDC
4. Corridors in MDC and the former BCDC complex
5. Bridge from JI to former BCDC complex

Until these connections were closed, it was possible to move between BCBIC, MTC, and JI without leaving the security perimeter.

Figure 4: Connections Closed in 2016



Figure 5 illustrates the boundary of the facilities that are currently assigned to the Pretrial Division. The northern wing cluster currently has a perimeter comprised of buildings, fences, and walls. There are no provisions for a perimeter around JI. The walls of CDF form its perimeter.

Figure 5: Pretrial Division Perimeters, Demolition Completed

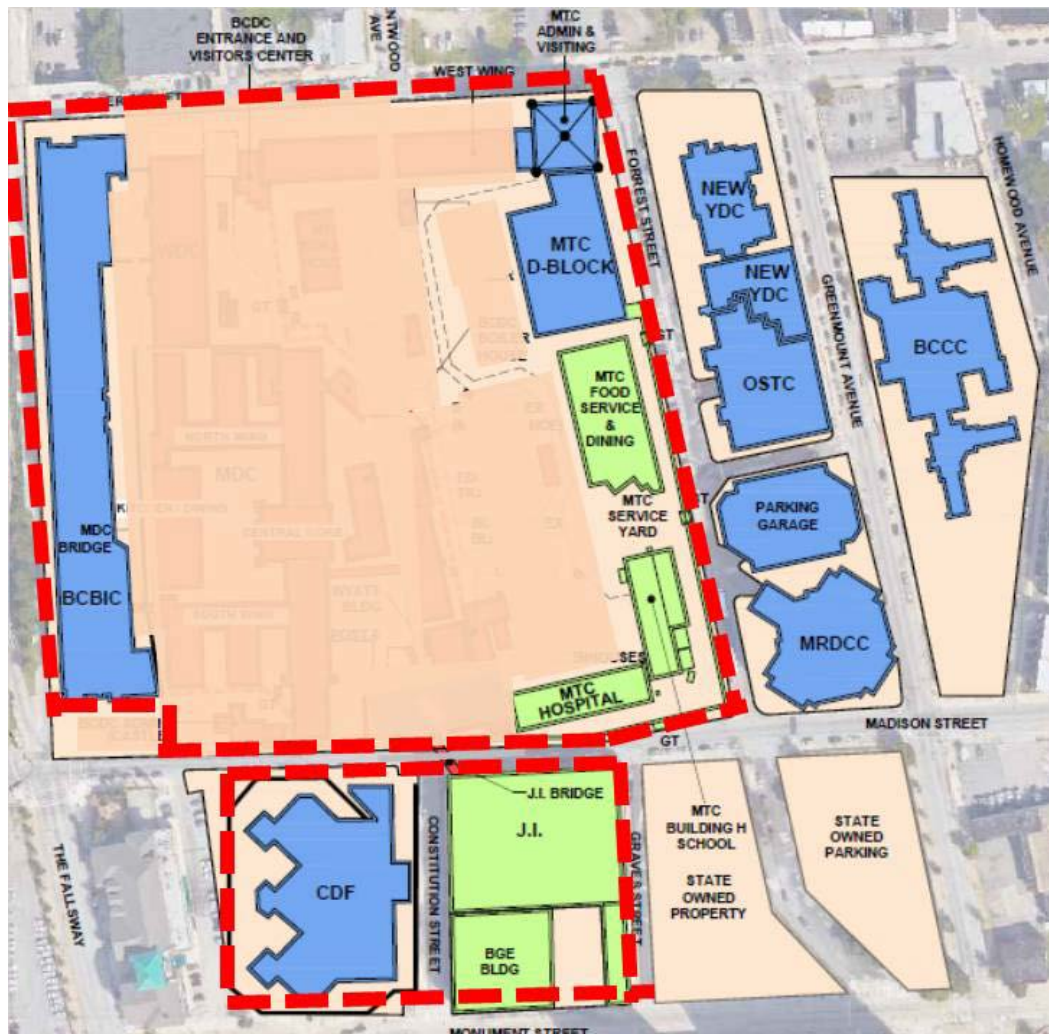


Figure 6 on the following page presents photos of the exterior the facilities on the site.

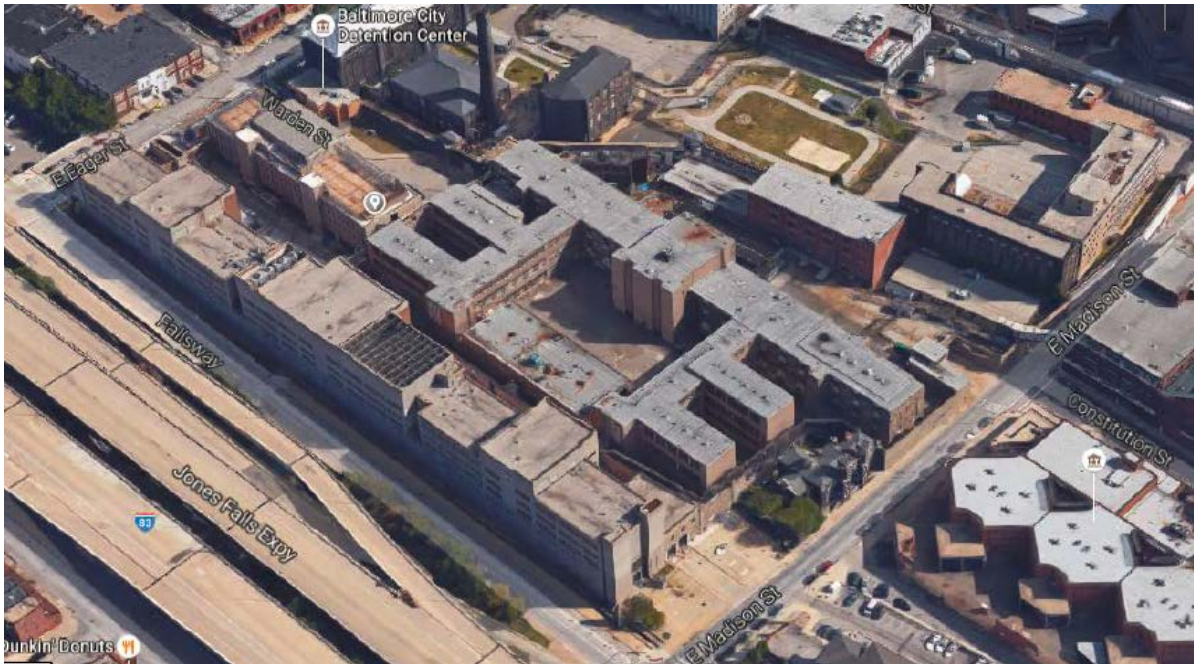
Facilities (see Appendices A, B, C, and D for more detail)

The age, design, and condition of the four primary facilities varies markedly:

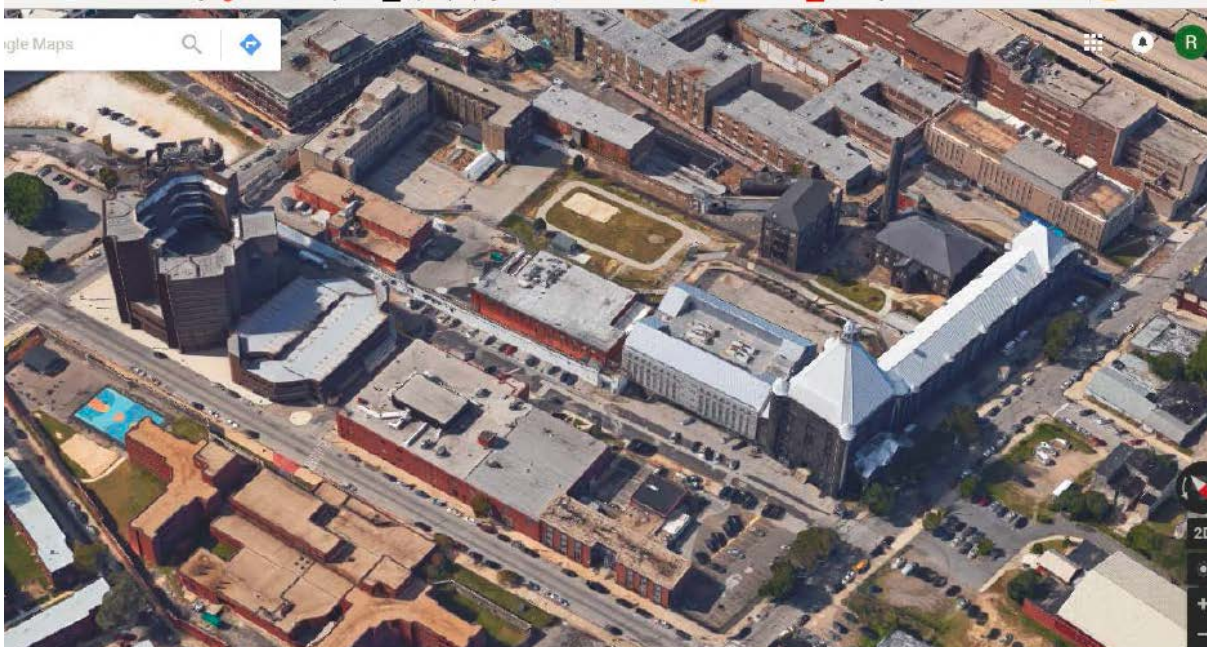
- CDF is the newest structure, opened in 1989 as the state's "super max" facility, now housing federal prisoners under a contract with the U.S. Department of Justice.
- BCBIC was opened in 1995, built on a long, narrow strip of land that is parallel to the Jones Falls Expressway.
- Some of the MTC support areas (lobby, visiting, administration) are located in a section of the 1860 state penitentiary. Inmates are housed in D Block, which was built for low security sentenced offenders, and provides eight large dormitories.

- The "Jail Industries" building is over 100 years old and was originally a structure owned by Baltimore Gas and Electric. It was converted for correctional use to house low security inmate-workers assigned to prison industries shops that were located in the structure. The industries closed as low risk sentenced offenders were diverted from confinement and pretrial detainees comprised the majority of the inmate population.

Figure 6: Photos of Exteriors and Perimeter



View from Southwest corner.



View from Northeast corner.

The *design* of each facility poses difficulties for its current use:

- MTC provides large dormitories, offering only eight separations for over 700 inmates.
- JI houses inmates on the upper two floors in large dormitories; the dorms are in poor repair and are difficult to supervise because of crowding and obstructions.
- CDF was designed for high security inmates who were single-celled. Now it is double-celled and the dayrooms are too small for the larger population. There are few spaces for programs and services.
- BCBC's design was driven by the long, narrow site that was available at the time it was designed. The central corridor is nearly 800 feet long. The first two floors accommodate intake, booking, and release; the upper three floors provide housing (6 housing units per floor). The housing units in the three "towers" are not connected by corridors, forcing staff to go down to the second floor in order to go to access tower.

Figure 7: Photos of Facility Interiors



D Block, MTC



Dorm, Jail Industries



Housing unit, CDF



Main Corridor, BCBC (Partial)

The *condition* of each facility varies. All buildings are showing signs of 24-hour occupancy and use. JI imposes the worst physical and environmental conditions.

Equipment, furnishings, and technology are distressed in all facilities. Camera systems have been improved in some locations, but monitoring equipment and available locations limit the value of the upgrades.

Time of Admission and Release

BCBIC processes all inmate admissions and releases. The timing of these events has an impact on staffing needs. Figure 8 illustrates the percent of FY 2016 admissions by gender, day of the week, and time of day.

Figure 8: Percent of Annual Admissions by Hour, Day, and Gender FY 2016

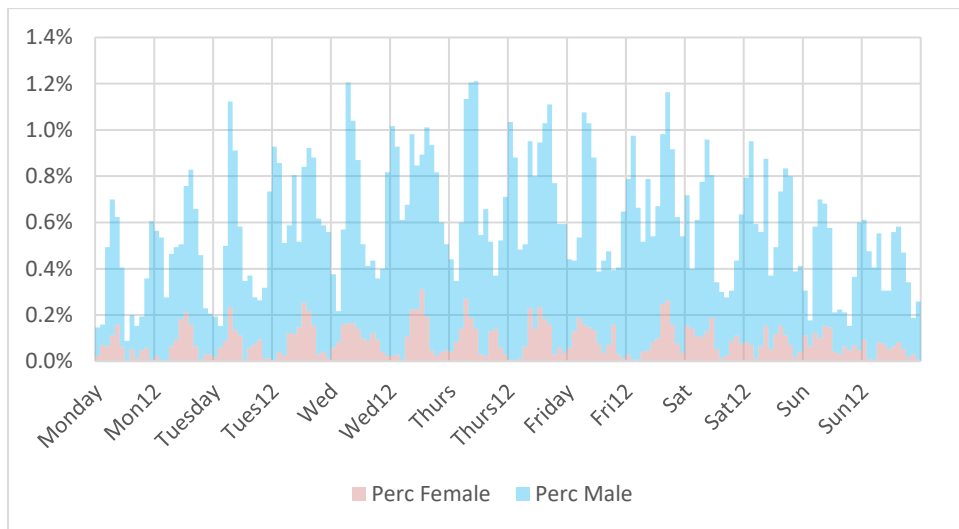
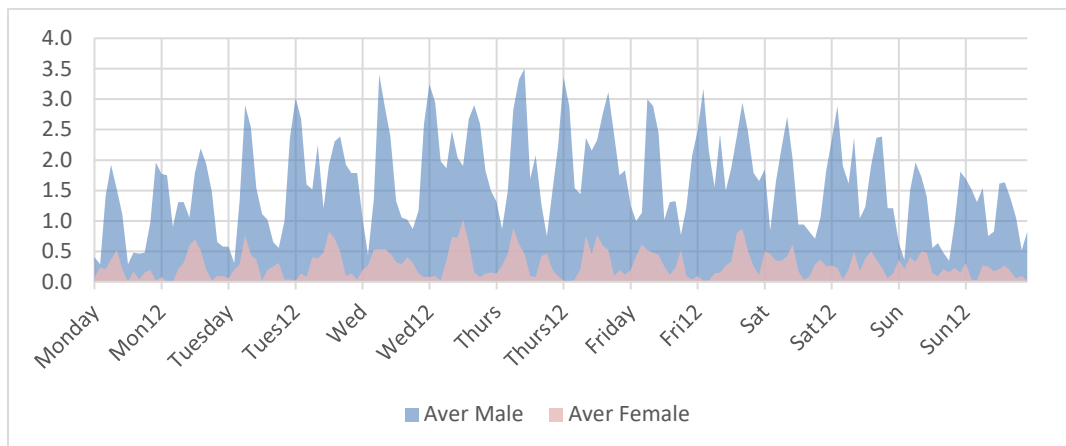


Figure 9 illustrates the combined volume of admissions and releases by gender.

Figure 9: Average Admissions and Release by Hour, Day, and Gender



Length of Stay (LOS)

The amount of time each inmate spends in confinement impacts housing and supervision needs, programs, and services. Unlike long term correctional facilities that house only sentenced offenders, many of the persons admitted to BCBIC are released within a few hours. Figure 10 illustrates the LOS dynamics. It examines the number of days spent in confinement as well as the number of "detention days" used, providing a better view of the dynamics.

Figure 10: Inmate Length of Stay and Detention Days, FY 2016

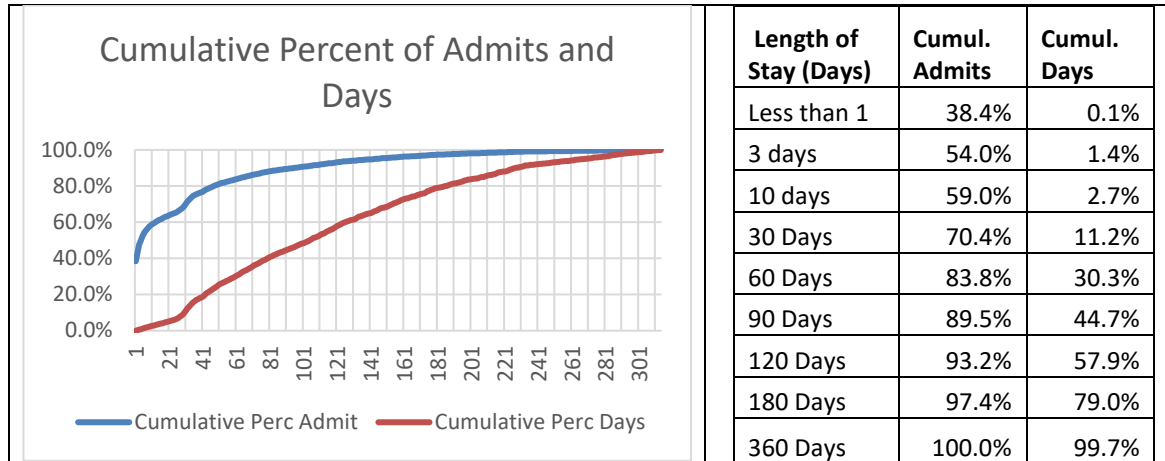


Figure 10 shows that:

- 38.4% of all persons are released in less than a day, but they use 0.1% of the average daily beds
- 59.0% of all persons are gone within 10 days, using only 2.7% of the beds
- 89.5% are released within 90 days, having used 44.7% of the beds
- Only 2.5% persons admitted will spend over 180 days, but will use 21% of the beds.

Occupancy

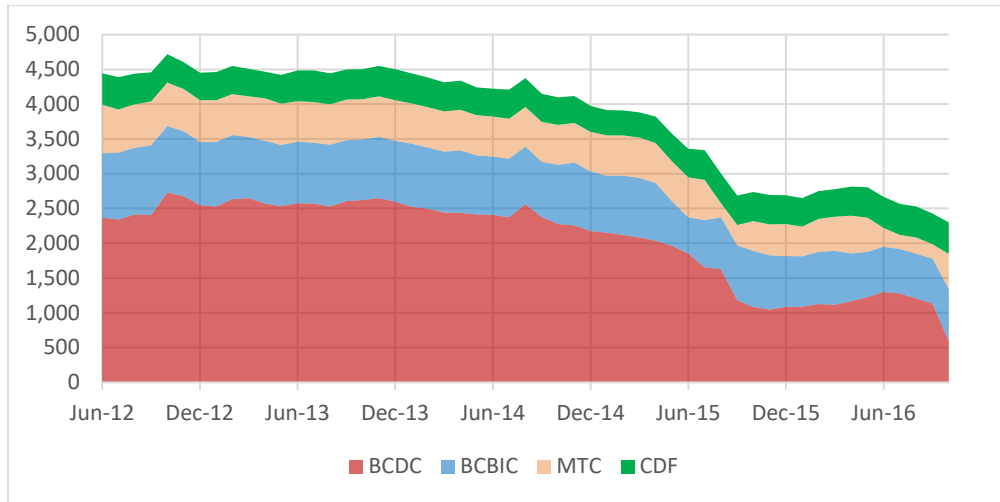
Figure 11 shows that the overall occupancy of Pretrial Division facilities has declined over the past five years:

Figure 11: Average Daily Population (ADP) July 2012 – July 2016

ADP	Jul-12	Jan-13	Jul-13	Jan-14	Jul-14	Jan-15	Jul-15	Jan-16	Jul-16
BCBIC	963	927	873	907	840	817	674	721	640
BCDC	2,340	2,528	2,571	2,523	2,374	2,154	1,657	1,089	1277
CDF	465	403	454	432	415	365	427	408	450
MTC	622	602	585	580	578	578	579	430	201

Figure 12 illustrates the change in ADP by facility.

Figure 12: Average Daily Population (ADP) by Facility* FY 2013 – FY 2016

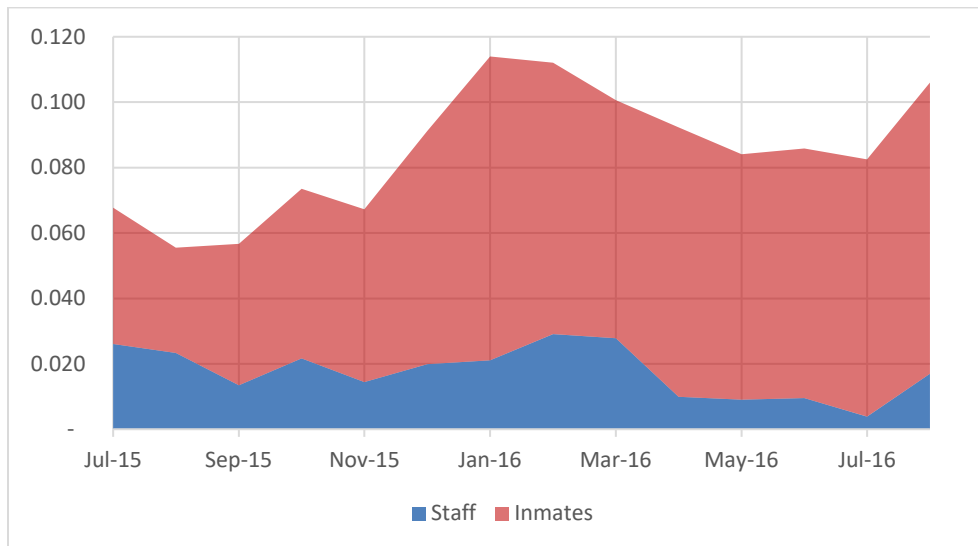


* JI was a part of BCDC until 2016

Incidents

Safety may be measured, in part, by the number incidents involving inmates. Figure 13 illustrates the rate of inmate assaults on staff (blue) and on inmates (red) per bed (ADP). As the total inmate population was declining in 2015 and 2016, the *rate* of assaults increased sharply. This was caused, in part, by the higher proportion of inmates who were pretrial detainees.

Figure 13: Incidents per Average Daily Population (ADP), FY 2016



Inmate Movement

Supervising and escorting inmates when they are out of their housing units requires security staffing. If the inmates are being transported outside of the facility, officers must be “weapons qualified” in order to carry firearms during transport.

Very little data is available to describe the amount, type, frequency, and duration of movement. Most detailed information is only available in handwritten logs that are maintained at staff posts in various locations. Figures 14 and 15 provide some insights into the volume and timing of movements associated with medical services and courts, where data was available.

Figure 14: Inmate Medical Movement by Source Facility, August – November 2016

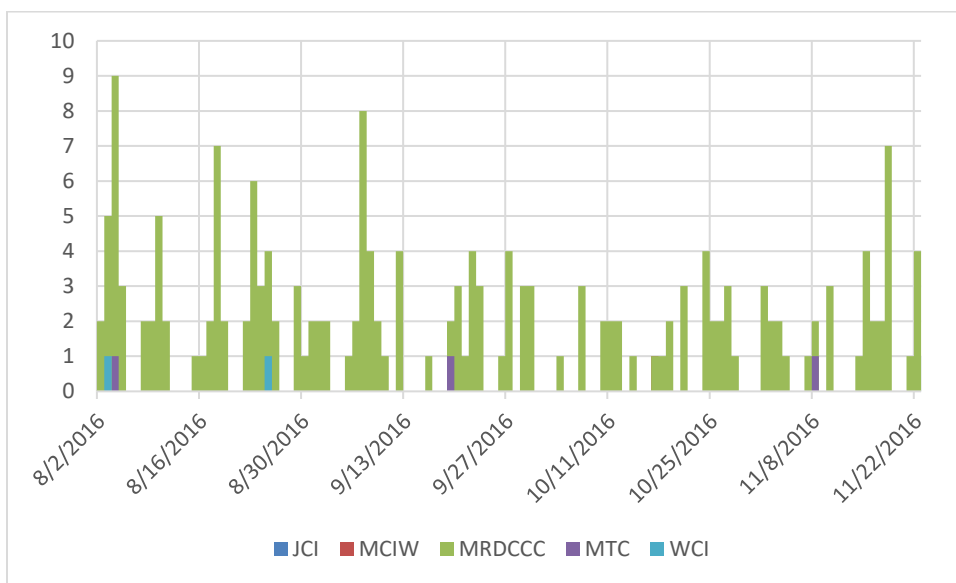
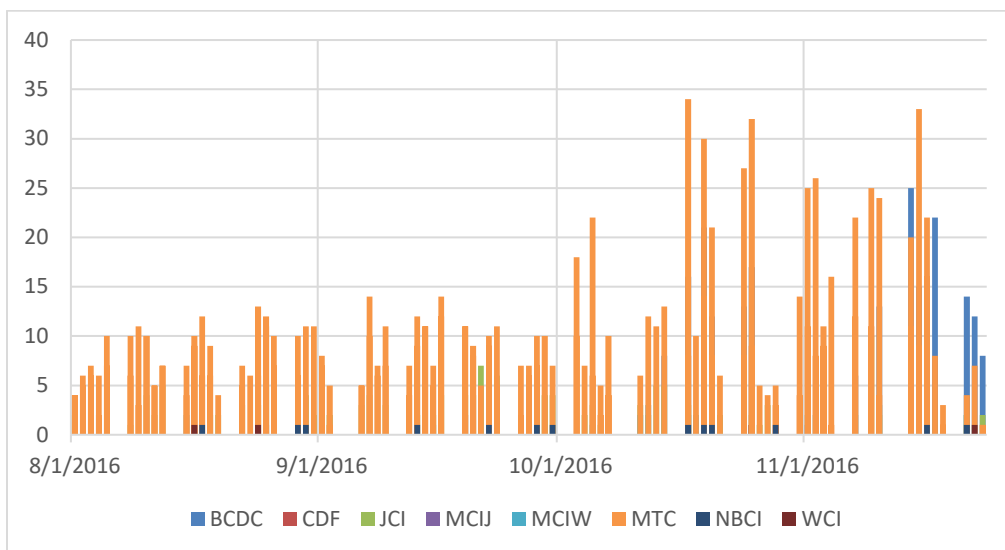


Figure 15: Inmate Court Movement by Source Facility, August – November 2016



The value of the existing movement data is diminished because some facilities do not consistently record these events.

Staffing levels should correspond to the demands of activities such as movement. The staffing analysis process is diminished by the lack of detailed, consistent data. The Division should convert many of the handwritten logs into digital formats to provide management information.

Inmate Classification

Timely, effective inmate classification contributes to the safety and security of a facility and its occupants. Classification identifies the characteristics of inmates that affect housing decisions and security level, and identify needs, such as medical or mental health concerns. Classification should employ a risk assessment instrument that has been validated for local use.

Classifying pretrial detainees requires procedures and tools that are different than those used for long-term sentenced offenders. But current practices in the Pretrial Division resemble the prison model, which takes more time and focuses on needs and program planning.

All inmates are processed into and out of the Division at BCBIC. All new arrivals are evaluated by pretrial release employees who work for the courts, to determine their suitability for alternatives to confinement. This process consists of an interview and the completion of a checklist that generates a score. This is not used for inmate classification.

This brief assessment is the only indication of risk or need until the inmate is moved into a housing area in the North Tower.

An inmate who is still confined after several days will be initially classified by a case worker, usually within 7 days of admission. A broader case plan is developed for inmates who are still confined after 30 days.

A new classification process must be developed for the Pretrial Division, using the latest methods and tools. The process should provide an initial classification at the time of arrival, followed by a more in-depth analysis within 72 hours. Periodic reviews should be conducted, in addition to reviews that are prompted by changes in an inmate's situation, such as charges that are dropped or detainers/holds that are added or ended. Classification should also consider inmate behavior while confined, which requires staff to supervise inmates and record behavior.

In addition to upgrading classification practices, a system of incentives must be developed to motivate inmates to comply with rules and to engage in programs and work activities. This is essential for pretrial detainees, who may not be motivated by reduction in their sentences.

Summary- Step 1

The preceding narrative describes some of the characteristics of the context in which staffing is determined. More detail is provided in appendices A through D.

Step 2: Identifying and Analyzing Intermittent Activities

Effective and efficient staffing practices respond to the ebb and flow of daily activities, and to the relative risks that are associated with these activities. This step in the process identifies how current practices create staffing problems, risks, and inefficiencies. The first task of this step identifies all of the programs, activities, support services, and security functions that take place “intermittently”² in the facilities, and charting the times they occur over the course of each day of a typical week.

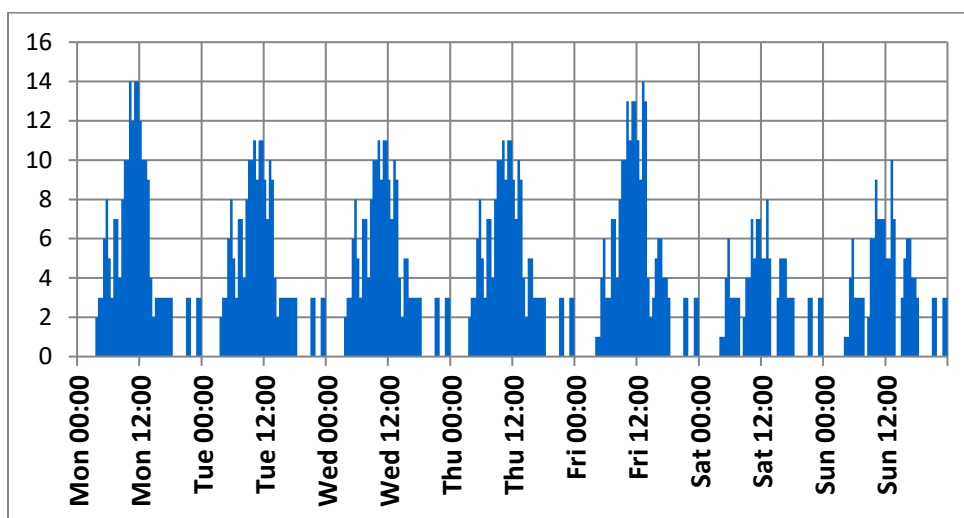
The analysis of intermittent activities leads to the identification of changes that improve the efficiency of daily operations—easing staffing demands when activity levels are lower. Activities are examined to identify potential improvements in:

- (1) *When* activities are implemented;
- (2) *How* they are implemented; and
- (3) *If* they are implemented at all, or as implemented as frequently.

The working groups assembled initial lists of intermittent activities. The findings are presented in appendices A through D.

Figure 16 presents the initial graph of JI intermittent activities. The peaks represent the number of activities and their “weight” (impact on operations), by half hour and day of the week.

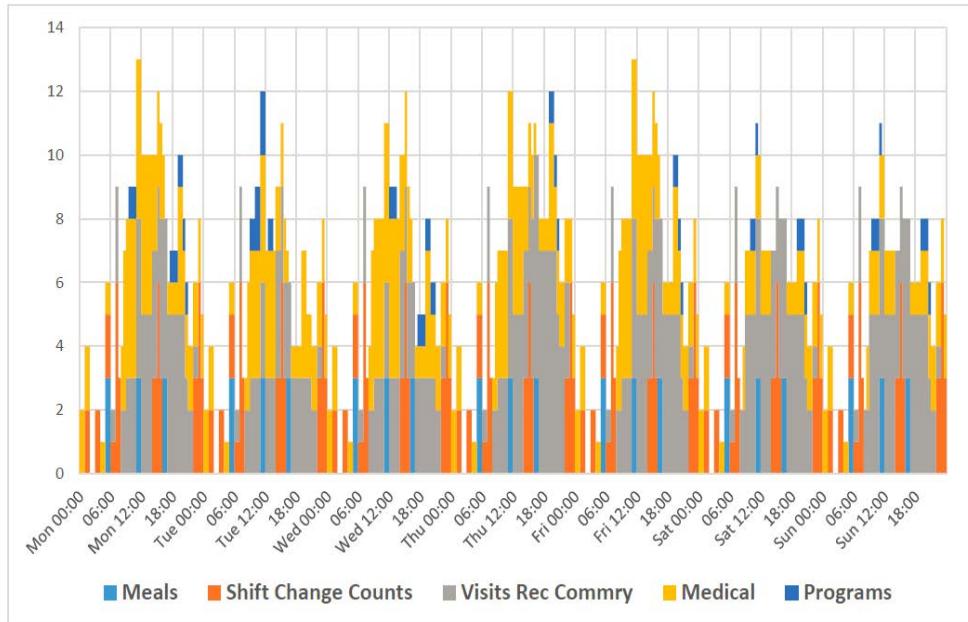
Figure 16: Intermittent Activities, Jail Industries (JI)



² For the purposes of the staffing analysis process, an intermittent activity occurs at least once weekly, at consistent times.

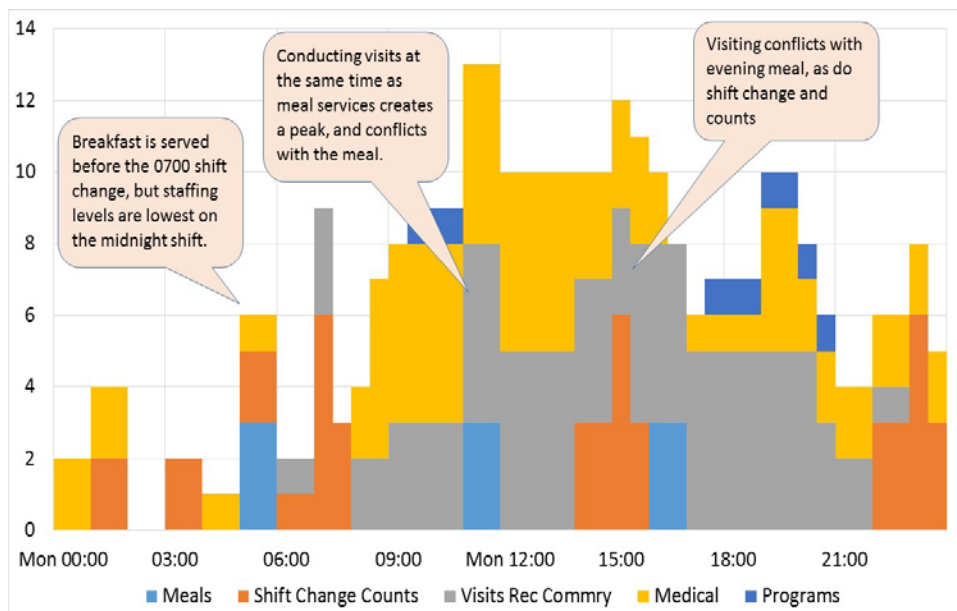
Figure 17 illustrates CDF activities, showing the major categories of activities, and the constellation of activities that occur at the same time during peak periods of activity.

Figure 17: Intermittent Activities, CDF



The preceding seven-day graph suggests that the highest peak activity levels are encountered on Monday and Friday, and that weekend activities are somewhat lower. Figure 18 provides a close-up of a single day, showing the constellation of activities that drive levels to their peaks.

Figure 18: CDF Intermittent Activities, Monday



When Step 2 is completed for each facility, changes in the timing of activities will yield efficiencies with the subsequent staffing plans.

Steps 3 and 4: Developing and Evaluating a “Coverage Plan”

A coverage plan identifies all of the staff hours that should be expected over the course of a year. There are three types of coverage hours:

1. Relieved posts or positions that are the heart of any detention or corrections operation. These posts or positions are always filled at the specified times by the right type of employee (officer, sergeant, lieutenant, etc.).
2. Non-relieved positions, that are assigned to a single employee who reports to work at specified times. But when this employee does not report for work on a scheduled day, because of a scheduled or unscheduled absence, no other employee fills in.
3. Other activities (called “details”) that sporadically demand additional staffing. Most of these activities are foreseeable, such as transporting an inmate to a hospital for emergency treatment, but the timing and duration of the activity is not known until it happens. Some of these details are predictable, such as providing an Honor Guard for events.

Every agency has a coverage plan, of sorts. In the Division, a “staffing plan” describes posts, positions, hours, and days of coverage. These staffing plans address relieved and non-relieved posts and positions, but do not identify the third type of coverage- details. But data for details is provided, in part, in the Post Assignment Worksheets (PAW) and the “Staffing Analysis and Overtime Management System” (SAOMS) identifies many of the details.

The coverage plan describes where staff will be *deployed* in the facility, specifying the type of employee, the hours of coverage, and the days of the week that the post will be filled. A coverage plan is not:

- *A schedule.* Schedules tell individual employees when they are to report for duty. On average, one employee of each five who are scheduled will not actually work his/her scheduled shift.
- *An employee roster.* A roster is a list of all of the people who are officially employed by the Division. But some of the people on that list are not actually available to be deployed due to medical conditions, family medical leave, military service, suspension, or for other reasons such as being temporarily deployed to another facility (TDY).
- *A budget.* A budget provides funds for employees. It should be sufficient to pay people to deliver all of the hours needed to implement the staffing plan. In the Division, budget

documentation describes the staffing levels that are *intended* to be funded, but actual practices usually vary during the course of the year.³

A coverage plan determines, in advance, where employees will be needed and what they should be doing. Without a coverage plan, it is difficult to develop accurate:

- Schedules (who should report to work, when)
- Shift Reports (who worked, where assigned)
- Budget Requests

The process of creating a coverage plan, and revising it periodically, prompts administrators to evaluate deployment practices and to improve effectiveness and efficiency.

PREA- Prison Rape Elimination Act

The Prison Rape Elimination Act (PREA) was enacted by Congress and requires jails, prisons, and other justice facilities to comply with standards that are intended to protect inmates from sexual harassment or abuse. Several PREA standards address jail staffing. The PREA staffing standards correspond to the NIC staffing analysis methodology:

"... the staffing plan should be a document that clearly identifies the intended deployment of staff by describing relieved posts and positions, the types of employees to be assigned, the location of the post/position in the facility, and the purpose of the post/position. It may be helpful to illustrate deployment by showing the location of each relieved post on a floor plan... The auditor will compare actual deployment of staff in the past year to the staffing plan, identifying instances in which actual deployment fell short." *Developing a PREA-Compliant Staffing Plan*. PREA Resource Center.

The Division will need to collect data about actual deployment. This could be accomplished using the PAWs that are completed for every shift. Deployment gaps could be identified and recorded from this source. SOAMS may also be adapted to secure this data.

Drafting the Coverage Plan

The working groups were able to start work on the coverage plans, but there was not sufficient time to complete the process. For the purpose of this study, the current approved staffing plans are being used as a starting point. Appendices A through D provide more information.

MTC's staffing plan is used as an illustration. Figure 19 presents the staffing plan transposed into a coverage plan.

³ In Pierce County, the Sheriff is not required to spend appropriated funds exactly as described in budget proposals.

The plan identifies:

- Relieved posts
- Hours of operation
- Days operated
- Classification of employee to be deployed

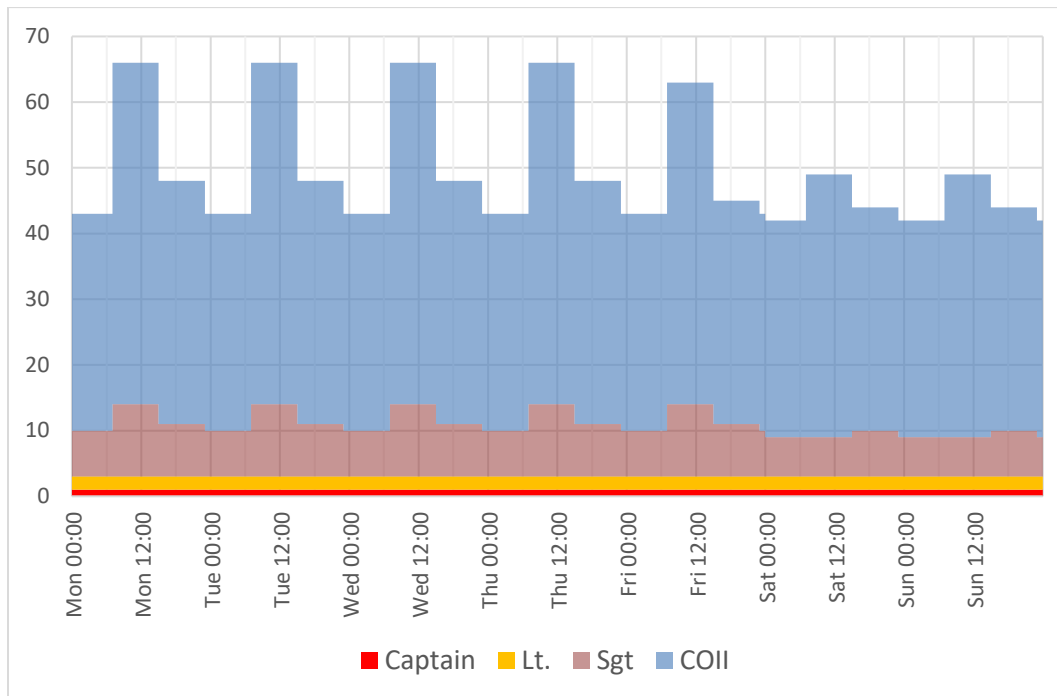
Figure 19: MTC Relieved Coverage Plan in NIC Format

Code Number	Post or Description	Start Time (0000-2400)	End Time (0000-2400)	Employee Classif.	M	Tu	W	Th	F	Sa	Su
M1	Senior Shift Supervisor	0000	24000	Capt	x	x	x	x	x	x	x
M2	Duty Lt	0000	2400	Lt	x	x	x	x	x	x	x
M3	Unit Manager D Block	1500	0700	Lt	x	x	x	x	x	x	x
M4	A Building OIC	0700	2300	Sgt	x	x	x	x	x	x	x
M5	Bon Secours OIC	0000	2400	Sgt	x	x	x	x	x	x	x
M6	D Block Lower OIC	0000	2400	Sgt	x	x	x	x	x	x	x
M7	D Block Upper OIC	0000	2400	Sgt	x	x	x	x	x	x	x
M8	Hospital OIC	0000	2400	Sgt	x	x	x	x	x	x	x
M9	Kitchen OIC	0000	2400	Sgt	x	x	x	x	x	x	x
M10	Master Control	1500	0700	Sgt	x	x	x	x	x	x	x
M60	Adjustments OIC	0000	2400	Sgt	x	x	x	x	x		
M63	Inmate Work Detail	0700	1500	Sgt	x	x	x	x	x		
M65	Intake OIC	0700	1500	Sgt	x	x	x	x	x		
M68	UMMC OIC	0700	1500	Sgt	x	x	x	x	x		
M68	UMMC OIC	0700	1500	Sgt	x	x	x	x	x		
M11	3 Yard	0700	1500	COII	x	x	x	x	x	x	x
M12	4 Yard	0700	1500	COII	x	x	x	x	x	x	x
M13	A Building #2	0700	1500	COII	x	x	x	x	x	x	x
M14	A Building #3	0700	1500	COII	x	x	x	x	x	x	x
M15	A Building #4	0000	2400	COII	x	x	x	x	x	x	x
M16	Back Gate	0000	2400	COII	x	x	x	x	x	x	x
M17	Bon Secours Control Rm.	0000	2400	COII	x	x	x	x	x	x	x
M18	Bon Secours Rover 1	0000	2400	COII	x	x	x	x	x	x	x
M19	Bon Secours Rover 2	0000	2400	COII	x	x	x	x	x	x	x
M20	Bon Secours Rover 3	0000	2400	COII	x	x	x	x	x	x	x
M21	D Block Lobby	0000	2400	COII	x	x	x	x	x	x	x
M22	D Block Lower Control #1	0000	2400	COII	x	x	x	x	x	x	x
M23	D Block Lower Control #2	0000	2400	COII	x	x	x	x	x	x	x
M24	D Block Lower Level Rover 1	0000	2400	COII	x	x	x	x	x	x	x
M25	D Block Lower Phone Room	0700	2300	COII	x	x	x	x	x	x	x
M26	D Block Upper Control #1	0000	2400	COII	x	x	x	x	x	x	x
M27	D Block Upper Control #2	0000	2400	COII	x	x	x	x	x	x	x
M28	D Block Upper Level Rover 1	1500	0700	COII	x	x	x	x	x	x	x

Code Number	Post or Description	Start Time (0000-2400)	End Time (0000-2400)	Employee Classif.	M	Tu	W	Th	F	Sa	Su
M29	D Block Upper Phone Room	0000	2400	COII	x	x	x	x	x	x	x
M30	D Block Yard	0000	2400	COII	x	x	x	x	x	x	x
M31	Escort & Relief 1	0000	2400	COII	x	x	x	x	x	x	x
M32	Escort & Relief 2	0000	2400	COII	x	x	x	x	x	x	x
M33	Forrest Street Gate	0000	2400	COII	x	x	x	x	x	x	x
M34	Front Gate Lobby (Front Gate)	0000	2400	COII	x	x	x	x	x	x	x
M35	Hospital 1st Floor	0000	2400	COII	x	x	x	x	x	x	x
M36	Hospital 3rd Floor	0000	2400	COII	x	x	x	x	x	x	x
M37	Hospital 4th Floor	0000	2400	COII	x	x	x	x	x	x	x
M38	Hospital Rover	0000	2400	COII	x	x	x	x	x	x	x
M39	Hospital Sallyport	0000	2400	COII	x	x	x	x	x	x	x
M40	Kitchen Basement	0000	2400	COII	x	x	x	x	x	x	x
M41	Lower Level Adm Rover	0000	2400	COII	x	x	x	x	x	x	x
M42	Lower Wagon yard	0000	2400	COII	x	x	x	x	x	x	x
M43	Master Control 2	0000	2400	COII	x	x	x	x	x	x	x
M44	Master Control OIC	0000	2400	COII	x	x	x	x	x	x	x
M45	Traffic	0000	2400	COII	x	x	x	x	x	x	x
M46	Transportation #1	0700	1500	COII	x	x	x	x	x	x	x
M47	Transportation #2	0700	1500	COII	x	x	x	x	x	x	x
M48	Upper Wagon Yard	0700	1500	COII	x	x	x	x	x	x	x
M49	Wall Post 1	0000	2400	COII	x	x	x	x	x	x	x
M50	Wall Post 3	0000	2400	COII	x	x	x	x	x	x	x
M51	Wall Post 5	0000	2400	COII	x	x	x	x	x	x	x
M69	Adjustments	0700	1500	COII	x	x	x	x	x		
M69	Adjustments	0700	1500	COII	x	x	x	x	x		
M70	Audit	0700	1500	COII	x	x	x	x	x		
M71	Laundry OIC	0700	1500	COII	x	x	x	x	x		
M72	Property	0700	1500	COII	x	x	x	x	x		
M73	School	0700	1500	COII	x	x	x	x	x		
M74	School Library	0700	1500	COII	x	x	x	x	x		
M75	Transportation #1	0700	1500	COII	x	x	x	x	x		
M76	Transportation #2	0700	1500	COII	x	x	x	x	x		
M77	Transportation #3	0700	1500	COII	x	x	x	x	x		
M78	Transportation #4	0700	1500	COII	x	x	x	x	x		
M79	UMMC Escort	0700	1500	COII	x	x	x	x	x		
M80	Inmate Strip Search	0700	2300	COII	x	x	x	x			
M81	Visiting Room	0700	2300	COII	x	x	x	x			

A computer program developed for NIC converts the preceding coverage plan into a 7-day Excel worksheet, similar to the one used for intermittent activities. This program generates graphs of daily and weekly deployment. Figure 20 illustrates the MTC coverage plan. The graph identifies the rank of employees.

Figure 20: MTC Relieved Coverage Plan, by Rank



The coverage plan generally reflects the ebb and flow of activity levels that was generated in Step 2, but the timing of the breakfast meal presents a problem. Breakfast is served at 0500, two hours before the 0700 shift change that increases staffing levels for the Day Shift. The Midnight Shift takes advantage of the time inmates are sleeping by lowering staffing levels. But serving breakfast requires additional staff, before the Midnight Shift ends.

In the past, MTC and other facilities used a creative solution to this problem. An overlapping shift was created, bringing several officers in at 0500 to help with breakfast, and ending their shift eight hours later at 1300. This also provided additional staffing for peak activities associated with court movement, medical care, and other activities.

Creative staffing practices get outside of the “box” created by the current schedule (shift changes at 0700, 1500, and 2300.) A combination of re-aligning activities and using alternative shift configurations will create a better fit between demands and supply, improving the efficiency and effectiveness of staffing practices.

First Line Supervision

The graph in Figure 20 reveals a shortage of first line supervisions. In the Division, Lieutenants are first line supervisors, while COII’s (Sergeants) often work as “Officers in Charge”– OIC, (sometimes referred to as Lead Officers). OIC’s are not the same as first line supervisors. OIC’s act like a co-worked rather than someone with supervisory authority. Supervisors are sorely needed to ensure consistent implementation of policies and procedures, and to provide

immediate backup when there are problems. The current staffing plan should be revised to provide effective, consistent first line supervision.

Non-relieved positions are described in Figure 21. Currently all non-relieved employees work five days per week. 17 positions are needed.

Figure 21: MTC Non-Relieved Positions

Key	Rank	Title	Days	Evening	Night	Number Positions	Days
M52	Maj	Shift Commander	x	x	x	3	5
M53	Capt	Administrative	x	x		2	5
M54	Capt	Hospital Manager	x			1	5
M55	Capt	Investigation	x			1	5
M56	Lt	Environmental & Safety	x			1	5
M57	Lt	Hospital Unit Manager	x			1	5
M58	Lt	Intelligence	x			1	5
M59	Lt	Timekeeper	x	x		1	5
M61	Sgt	Armory Quarter Master	x			1	5
M62	Sgt	ARP Coordinator	x			1	5
M64	Sgt	Institutional Training Specialist	x			1	5
M66	Sgt	Key Control	x			1	5
M67	Sgt	Tool Control	x			1	5
M70	COII	Audit	x			1	5
M71	COII	Laundry OIC	x			1	5
M72	COII	Property	x			1	5

Finally, the third type of coverage hours (“details”) must be identified and calculated. It appears that these may be identified in the PAWs reports, under “Special Assignments.” Not all special assignments will fall into the details category; many are ongoing posts that are in the staffing plan that have not been elevated to PINS status. The PAWs and SAOM protocols could be enhanced to identify details and total hours for each year.

Summary

In the NIC methodology, coverage needs are expressed as *hours*, not shifts or days. Using this unit of measure generates more precise findings and often suggests efficiencies that might be realized. Once the coverage plan has been drafted (Step 3) and tested (Step 4), it is possible to evaluate current scheduling practices (Step 5) against coverage needs.

Step 5: Schedules

Schedules are the means by which we deploy staff according to the coverage plan by assigning employees to shifts and days of the week. Schedules may help to attract employees, or schedules might prompt employees to leave the agency. Some schedules pose health or performance problems because of the number of hours worked at a time, or the number of consecutive days that are worked before a day off.

An efficient schedule delivers coverage with a minimum amount of “slippage” (hours that are not called for in coverage plan). No schedule is perfect, and Step 5 provides a process to measure scheduling efficiency using the coverage plan as a template.

The Division’s primary staff schedule is comprised of 8-hour shifts, on a rotating schedule of work days and off days. The schedule has a 28 day cycle, during which it generates 20 work days in the 4 week period. However, the configuration involves seven consecutive days of work, which can be tiring and may interfere with employees’ personal lives.

The Division should consult with staff and their unions to explore other, or additional, schedule configurations that might be more attractive and healthy. The Department’s recruiting office should be asked to identify scheduling configurations that might attract more applicants.

Any changes in the primary scheduling configuration must be thoroughly discussed with all parties, and implemented with ample lead time. Staff should be surveyed to identify their interests and their concerns.

Alternative scheduling configurations should also be considered for a few posts or positions. The 0500 to 1300 schedule previously mentioned is a good example. These might prove more efficient, and might be attractive to some employees. Many agencies use several schedule configurations to efficiently address intermittent needs.

Improved scheduling practices will increase efficiency and may increase staff satisfaction- which could in turn reduce attrition.

Step 6: Net Annual Work Hours

A relieved post that operates 24 hours a day, 365 days of the year, requires 8,760 employee hours. It is important to know the number of regular hours that employees deliver annually- the net scheduled hours that are *actually* worked. Calculating Net Annual Work Hours (NAWH) provides the denominator that is used to determine how many full-time equivalent (FTE) employees are needed.

For example, if an employee is estimated to actually work 1,700 scheduled hours a year, the budget should provide for 5.15 FTE employees (8,760 hours divided by 1,700 hours).

The Department uses a Shift Relief Factor (SRF) methodology. This is an old but widespread practice that uses the length of a shift as the unit of measure (8 hours in the Division). The newer NAWH methodology uses hours as the unit of measure, and generates a number that represents the average number of scheduled hours worked by an employee in a year.

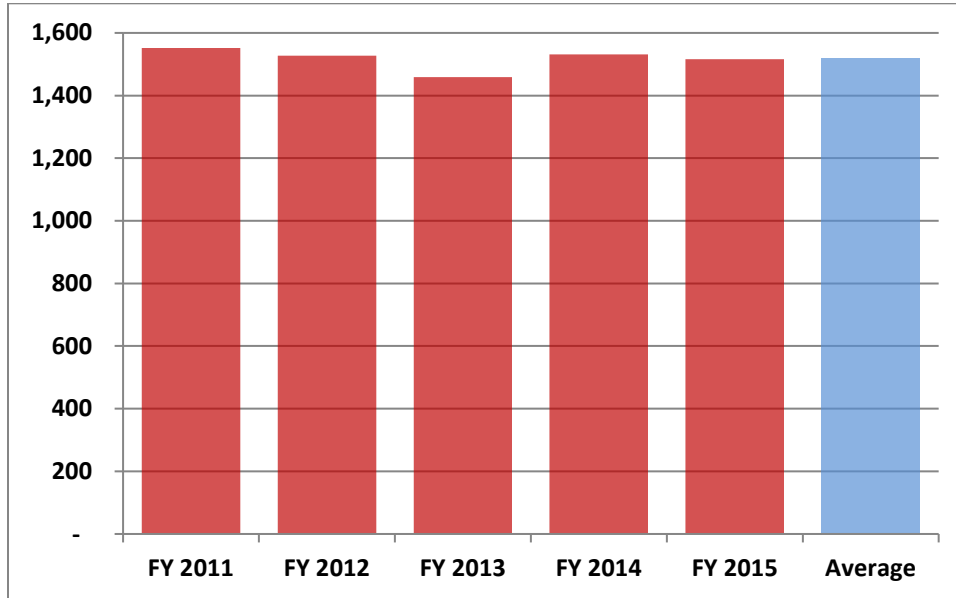
The Department uses SOAMS, which was developed in-house several years ago. This ingenious system is used daily to record work hours, posts, vacancies, employee entitlements, and other information. Figure 22 describes the SRF findings for MTC for the past five years using the SAOMS data. The table identifies individual elements of the calculations, such as Administrative Leave, Holidays, and Annual Leave.

Figure 22: MTC Relief Factor Calculations, FY 2011 – FY 2015, Measured in 8-hour Days.
Highest individual days off in the five years highlighted in pink

Relief Variables	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	Average
Regular Relief Days	104	104	104	104	104	104.00
(R) Accident Leave	1.85	1.5	1.47	2.27	3.19	2.06
(R) Admin Cadre	0	0	0	0	0	0.00
(R) Admin COBR	0	0	0.05	0	0	0.01
Admin Leave RRP	0	0.47	2.39	2.43	2.75	1.61
(R) Administrative Leave	0.86	3.17	2.48	0.51	0.1	1.42
(R) Annual Leave	10.31	9.63	9.93	10.69	9.4	9.99
(R) Bereavement Leave	0.41	0.41	0.46	0.25	0.35	0.38
(R) Compensatory Leave	0.14	0.22	0.07	0.05	0.06	0.11
(R) Court/Jury	0.63	0.35	0.88	0.53	0.44	0.57
(R) Death Sick Leave	0.19	0.08	0.15	0.07	0.1	0.12
(R) Family Medical Leave Act (FMLA)	1.89	3.81	4.77	1.77	3.61	3.17
(R) Holidays	9.25	9.38	11.36	8.16	10.28	9.69
(R) Leave Without Pay (LWOP)	4.74	2.46	4.2	6.57	2.85	4.16
(R) Military Leave	0.6	1.5	2.54	3.34	3.57	2.31
(R) Personal Leave	5.33	5.43	4.9	5.2	5.25	5.22
Public Health Leave	0	0	0	0.01	0.02	0.01
(R) Sick Leave	16.58	15.07	14.53	14.75	13.97	14.98
(R) Suspended Without Pay (SWOP)	0.14	0.21	0.64	0.26	0.25	0.30
(R) Training In-Service (Firearms)	2.17	2.52	2.21	1.04	1.28	1.84
(R) Training In-Service (Not Firearms)	3.36	2.26	3.3	3.11	6.1	3.63
(R) Training New Hire, Pre, OJT (Firearms only)	0.03	0.03	0	0.01	0.02	0.02
(R) Training New Hire, Pre, OJT (Not Firearms)	7.52	10.64	11.30	7.51	6.9	8.77
Total Days Away	170.00	173.14	181.63	172.53	174.49	174.36
Net Days Worked	194.00	190.86	182.37	191.47	189.51	189.64
Shift Relief Factor (hour Shift)	1.876	1.907	1.996	1.901	1.921	1.92
NAWH	1552	1526.9	1458.96	1531.76	1516.08	1517.14

SRF findings that were translated to net days worked ranged from a low of 182.37 days in FY 2013 to a high of 194.00 in FY 2011. Figure 23 illustrates NAWH over the past five years.

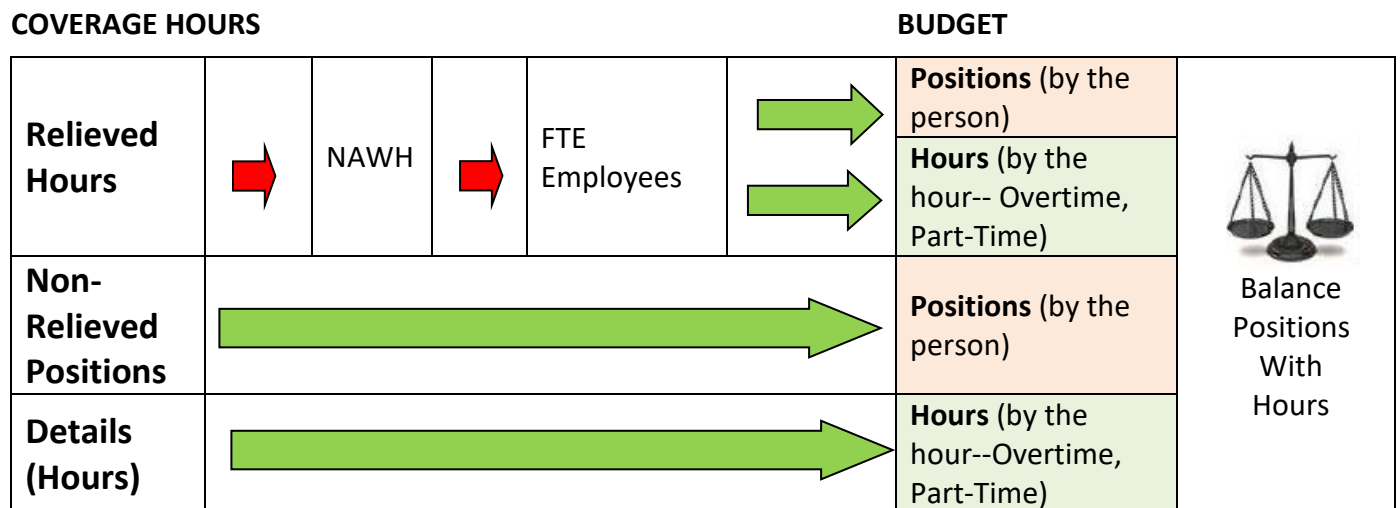
Figure 23: Shift Relief Factor Expressed as Net Annual Work Hours, MTC



The newly-implemented Work Day program will provide an alternate source for SRF/NAWH data after the first year of operation. This will allow verification of the SAOMS findings.

Figure 24 provides a simple illustration of the manner in which coverage hours are translated into budget estimates.

Figure 24: From Coverage Hours to the Budget



Step 7: Calculating Budget Needs

Staffing needs have been described as hours in the coverage plan. The net hours that employees deliver on scheduled posts equates to a Full-Time-Equivalent (FTE) for budgeting purposes. Using the NIC methodology will improve the accuracy of budgeting in the future.

Budgeting in Denial

The manner in which the Department translates coverage needs in the budget poses serious problems. There are three elements that must be revisited:

- PIN's- an authorized position that has been accepted as an ongoing need
- SAP's (Special Assignment Posts) that are additional authorized staff hours, but only on a temporary basis (which may go on indefinitely). SAPs must be renewed every six months.
- TDY's- the transfer of an employee who is funded in one facility's budget to work in another facility—creating a functional vacancy for the sending agency that cannot be filled.

There are a few primary causes for the high levels of overtime encountered by each facility:

- (1) PINS that have not been filled, which require approximately 1,700 *overtime* hours per year per vacant PIN
- (2) PINS that are frozen, requiring the same amount of overtime per frozen PIN
- (3) SAPS that are filled only with overtime. Many SAPS are for long term needs, but budget officials are in "denial" in thinking that these needs will eventually go away
- (4) Sporadic "details" (third kind of coverage) that are not currently factored into staffing needs, and therefore are missing from budget calculations

When the number of authorized, filled PINS is far short of the number of coverage hours needed to implement the staffing plan, the Division starts in a hole and it only gets worse over the course of a year.

Steps 8 and 9

The final two steps of the NIC process assemble all findings and recommendations into a comprehensive report (Step 8), and monitor the implementation of changes that are made (Step 9).

V. CONCLUSION AND RECOMMENDATIONS

Conclusion

The current staffing plans, if fully implemented without excessive overtime, appear sufficient to meet the evolving needs of Division, if several organizational and operational changes are implemented.

Recommendations

The sufficiency and effectiveness of staff resources will be increased by implementing several changes in the organization and operation of the Division facilities:

1. Unify operation of all remaining pretrial facilities on the site, reducing duplication of effort.
2. Provide central site-wide services, such as inmate movement, transportation off site, hospital security, and perimeter security, rather than expecting each facility to fend for itself.
3. Continue to adjust operations to respond to the predominantly pretrial detainee population, including: reduce the footprint of inmate-occupied areas; control movement more closely; provide more services in housing units rather than centrally.
4. Implement a pretrial detainee classification system that employs validated risk assessment instruments and considers detainee behavior.
5. Implement a site-wide system of detainee incentives, promoting compliance with rules and engagement with programs and work activities.
6. Make arrangements for segregation/separation cells to be readily available to the Division to back up the dormitories at the Maryland Transition Center (MTC) and the Jail Industries Building (JI) that house nearly two-thirds of all detainees.
7. Provide consistent and effective first-line supervision for staff, improving performance and promoting operational consistency.
8. Adjust the timing of day-to-day operations to lower peak periods of demand and improve timing of activities and services to avoid delays. Generate operational data to inform future staffing analyses.
9. Develop detailed contingency plans that authorize on-shift changes in operations that balance operations during a shift to available staff, ensuring safety and security is not compromised.

10. Implement creative schedules for some posts to efficiently match deployment to staffing needs. Evaluate the current primary shift configuration and survey staff to identify interest in alternatives.
11. Evaluate opportunities to reduce demand for uniformed staff by using civilian employees where appropriate.
12. Convert many current SAP's into PINs, acknowledging the long-term need for these posts and activities.
13. Reduce or eliminate TDY's by centralizing operations under a single chain of command.
14. Increase, or at least stabilize, the net hours worked by relieved staff (shift relief factor), by reducing absenteeism and attrition, and improving working conditions.
15. Reduce the amount of mandatory overtime to improve employee health, performance, and job satisfaction. Manage voluntary overtime to avoid employee health problems and to ensure the safety of co-workers.

The staffing analysis process will continue at each facility. The appendices provide more detail about each facility.

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APPENDICES (Separate Cover)

Appendix A: Baltimore Central Booking and Intake Center (BCBIC)

Appendix B: Chesapeake Detention Facility (CDF)

Appendix C: Jail Industries Building (JI)

Appendix D: Maryland Transition Center (MTC)