

***AN ASSESSMENT OF
STAFFING AT THE
FRESNO COUNTY DETENTION***



submitted by:

MGT

OF AMERICA, INC.

January 2006

ACKNOWLEDGEMENTS

Staff at the Fresno County Detention Bureau were extremely generous with their time and cooperation over the course of this project. Without their preparation and assistance in explaining their operations, the analysis contained in this report would not have been possible.

TABLE OF CONTENTS

	PAGE
Executive Summary	1
Background	3
Methodology	4
Facility Reviews	6
Shift Structure.....	12
Command Structure	16
Staff Deployment	20
System Comparison.....	24
Overtime Management	27
Average Annual Work Hours.....	29
Staffing Analysis	31

EXECUTIVE SUMMARY

Our assessment indicates that the Fresno County Detention Bureau requires 498 staff to operate its facilities effectively and in compliance with its policies and contemporary professional standards. This recommended total staffing is composed of the Assistant Sheriff, 22 civilian staff, and 475 correctional officers, including supervisory, command and executive staff. The breakdown of this recommended staffing complement by work schedule and type of assignment or post is summarized below:

FACILITY STAFFING OVERVIEW

	Captain	Lieutenant	Sergeant	C/O IV's	Officers/Deputies	Civilian	Total
Current Staff*	1	7	34	64	344	19	469
Authorized Staff	2	7	34	66	360	21	490
MGT Recommendation	2	7	39	66	362	22	498

* Reported staff as of November 1, 2005. Three separate reports provided different staffing numbers.

REQUIRED STAFF BY SHIFT

	# of Posts	Relief Factor	Required Staff
Five Day Posts-8 hr. shift	12	1.25	15
No Relief Posts*	13	1.00	13
Four Day Posts-10 hr. shift	8	1.25	10
Seven Day Posts-12 hr. shift	65	2.62	170.03
Seven Day Posts-8 hr. shift	153	1.75	267.75
Civilians	-	-	22.00
Total			497.78

* Posts do not require relief. For example, Assistant Sheriff, Internal Affairs, Correctional Captain.

Key findings described in this report include:

- The current system of utilizing a 12 hour, 10 hour, and 8 hour shift structure is effective and facilitates optimum use of staff. The report makes specific recommendations on the allocation of staff among these shifts to enhance its efficiency. Expanded use of the 10 hr shift does not appear to be warranted.
- Expanding the availability of the 12 hour shift to Correctional Officers has made a significant impact in reducing overtime.

- Civilian staffing is minimal and several key vacancies should be filled as soon as possible.
- The Jail's command structure and span of supervisory control is very efficient and maximizes use of limited staff resources. We recommend adding a sergeant post to the Satellite Jail.
- Current Jail staffing appears lower than several comparable jails, but in line with aggregate staffing ratios for jails in California.
- Keys on the daily and master rosters are not classified as fixed, mandatory or non-mandatory keys which may resulting in essential keys not being filled during staff shortages.
- The average officer provides 1,670.51 hours of productive service annually to the Jail.

The Fresno County Detention Bureau operates in a professional manner and administers its responsibilities in an exemplary manner. Staff utilization appears to be efficient and effectively managed.

BACKGROUND

The Fresno County Sheriff's Department Detention Custody Bureau, commonly referred to as the Fresno County Jail, is located in downtown Fresno, California, and operates under the jurisdiction of the Fresno County Sheriff's Department. The Fresno County Jail processes and secures detainees from law enforcement agencies within Fresno County along with State and Federal inmates. Jail administrators report that 3,245 detainees are booked on a monthly basis and 3,208 detainees are released each month. The jail has a maximum capacity of 3,814 and at the time of the visit the detainee count was approximately 3,200. Based on data received from personnel assigned to the Jail, the following represents the average detainee profile:

Sex:	87 % Male	13 % Female
Average Age:	32	
Sentenced Offenders:	95 % Felons	5 % Misdemeanors
Sentencing Status:	84 % Pre-Trial	16 % Sentenced
Average Length of Stay:	33 days	
Racial Profile:	58 % Hispanic	23 % White
	17 % Black	2 % Other

The purpose of this project was to assess current staffing patterns at the Fresno County Jail and to determine the most appropriate number, rank, allocation and work schedule of staff required for the effective operation of the facility. The key factors that made the jail most unique were the use of three different work schedules, eight, ten, twelve hour work days, and the operation of four separate jail sites.

METHODOLOGY

The following section describes the methodology and approach used to develop this report. Project work began with an identification of the specific goals of the study.

Project Goals

- Evaluate current staffing levels.
- Review the deployment of all civilian and custody staff, including all supervisory personnel.
- Assess the span of supervisory control.
- Review relevant data and interview all appropriate staff to gain a full understanding of the operations of the Jail.
- Review the current system of shift management.
- Compare the Jail with counties of similar size.
- Identify key issues affecting staff management practices at the Jail.

In order to address these goals, the project team had to develop a detailed understanding of the administration, operations, mission, and programs of the Jail. We accomplished this through a comprehensive information-gathering and data review process that utilized three primary approaches: document review, staff interviews, and post inspections, as described below:

Document Review. We requested and reviewed all regularly available documentation relating to staff assignment and utilization at the Jail, including:

- Master rosters;
- Daily rosters;
- Daily attendance records;
- Escort logs;
- Post assignment change logs;
- Post closing lists;
- Post analyses;
- Roster staffing reports;
- Payrolls;
- Physical plant schematics of all correctional facilities;
- Jail policies on roster management and detainee movement;
- Staff absenteeism data; and
- Daily detainee count and capacity logs.

Staff interviews. For a better understanding of the data collected above, we interviewed staff throughout the Jail. Our purpose in the interviews was to gain a more in-depth understanding of the management issues underlying the data already collected. We interviewed a broad range of staff, including Correctional Captains, Correctional Lieutenants, Special Functions Sergeant, Programs Administrator, HR staff, Training Sergeant, Administrative Sergeant, Shift Commanders, and numerous line staff.

Physical plant inspections. The project team personally reviewed each staffing assignment identified at each Jail facility. This review included a thorough tour of the Jail's physical plant and extensive observation of operations on each shift. In order to document our observations we developed a data collection template to summarize the activities associated with each staff assignment.

Upon our review and organization of all information collected, we proceeded to assess Jail staffing needs. We reviewed each officer post or job assignment on each shift in relation to the function served, workload, coverage requirements, and operational/program need. In conducting this review we utilized the following criteria:

- A post or job assignment should be filled by a correctional officer if in the course of normal operations, the post comes into regular contact with detainees;
- Posts should be established in accordance with the goals of establishing and maintaining effective security;
- Housing unit posts should maintain continual sight and sound supervision of detainees;
- Officer assignment practices should be flexible enough to deploy staff as needed to respond to changing needs through the activity and work schedule;
- Command structures provide adequate supervisory coverage;
- Staff deployment is consistent with detainee classification and placement practices; and
- Post duties are regular, documented, and well-defined.

Applying these criteria, we then assessed current staffing practices and developed new recommended staffing rosters based upon our determination of security needs.

FACILITY REVIEWS

The Fresno County Jail is comprised of four facilities of which each houses a specific population. The facilities are referred to as the South Annex Jail, Main Jail, North Annex Jail, and Satellite Jail. Each of the three main facilities within the jail is connected through a basement tunnel that is used to provide movement from one facility to the next and to provide movement into the county court building. The tunnel is staffed on a 24 hour, 7 days per week (24/7) basis.

The South Annex Jail was originally constructed in 1947 and consists of four housing unit floors. There is a security office located on each floor and a central control area that monitors and controls detainee movement. The majority of the South Annex Jail (SAJ) consists of dormitory style living with the exception of 63 separate cells used to house male violent offenders, mental health detainees or for female detainees in lockdown status.

The South Annex is linear in design and houses primarily a female population which makes up approximately 13% of the entire jail population. The South Annex houses the entire female population with the exception of ten cells located in the main jail currently used to house female detainees placed in administrative isolation. Staff indicated this is a temporary situation.

The remainder of the South Annex houses a male population with special needs such as violent offenders, child sex offenders, offenders with psychiatric needs, gang members, and "drop" gang members. The "drop" gang members are individuals that have indicated to the population management staff that they no longer want to associate with the Security Threat Group (STG) that they were previously aligned with in the community or the jail. The largest Security Threat Groups that the jail manages are the "Bulldogs," "Nortenos," and "Surenos." There are additional STG's found within the Jail but the ones listed above have the largest number of individuals represented. The following table represents the housing classification within the South Annex Jail.

SOUTH ANNEX JAIL

Unit	Capacity	Housing	Classification
DA	45	Dormitory	Male-Child Sex Offenders
DB	15	Dormitory	Male-Passive Homosexuals
DC	45	Dormitory	Male-Child Sex Offenders
DD	20	Dormitory	Female-Minimum (temporary)
DE	6	Dormitory	Male-Civilians
1F	20	Dormitory	Male-Psychiatric
1F	2	Isolation Cells	Male-Psychiatric Camera Cells
IISO	20	Isolation Cells	Male-Severe Psychiatric
1G	36	Dormitory	Male-Psychiatric
2D	17	Single Cells	Male-Violent Offenders
2F	24	Dormitory	Male-Bulldog STG Drop
2G	48	Dormitory	Male-Sureno STG

SOUTH ANNEX JAIL (cont'd)

Unit	Capacity	Housing	Classification
3A	24	Dormitory	Female-Medical
3B	24	Cells	Female-Segregation – lockdown
3C	43	Dormitory	Female-Minimum
3D	43	Dormitory	Female-Minimum Sentence
3F	24	Dormitory	Female-Minimum
3G	48	Dormitory	Female-Minimum
4A	50	Dormitory	Female-Minimum
4B	8	Dormitory	Female-Medium
4C	50	Dormitory	Female-Medium
4D	32	Dormitory	Female-Minimum
4E	32	Dormitory	Female-Sentenced
4F	32	Dormitory	Female-Minimum
Total	688		

Visiting, program services and recreation are all provided within the South Annex Jail. Visiting hours are from 9:00 am to 9:00 pm seven days per week. A medical treatment room is available on the second floor of the SAJ and utilized for routine medical treatment. Additional medical services are available in the Medical Unit which is located in the Main Jail and utilized for detainees requiring a higher level of treatment. Detainee movement from one floor to the next is generally provided through an elevator that is monitored by both staff and security cameras. All meals are provided in the unit and meal services are currently provided by an established contractor.

The South Annex Jail as noted above was originally built in 1947 and due in part to the design, is less than an ideal facility for the housing of detainees considering the amount of movement required during a normal day. Narrow hallways, numerous corridors, and limited sight lines all make this area difficult to supervise. The jail staff appears to be utilizing the space in the most efficient manner feasible. Continued use of the ground floor should be solely based on the lack of viable alternatives and the need for existing bed space. Staffing requirements in this area are largely determined by the physical design and security level of the detainees housed in the area.

The Main Jail was built in 1989 and consists of six floors of which five are used for detainee housing. Each housing floor, with the exception of the second floor which houses medical detainees, contains seven wings monitored both by staff assigned to the security key and the floor patrol. The control central is strategically located in a position to visually observe each wing. Visiting and program services are provided in the facility and monitored by the staff assigned to the security office.

The Main Jail houses primarily a male population with the exception of one wing on the sixth floor that currently is used to house a maximum of ten females in isolation status. All living areas contain cells housing from one to three detainees. There are no dormitories in the Main Jail and four of the floors, (3 through 6) are constructed identically. There are seven separate wings housing specific detainees as classified by the population management team. Two of the wings contain 16 two person cells, used to house Administrative Segregation, Discipline, or Maximum Security Special Handling Detainees. Four of the wings contain 16 three person cells housing

maximum or medium security detainees, and one wing contains 10 one person cells used for isolation or administrative segregation. Currently on the sixth floor all the three person cells are used for detainees not affiliated with the 'Bulldog' STG and wing '6F' is used to house sentenced maximum security detainees that are affiliated with the 'Norteno' STG. Several staff assigned to the Detention Bureau are trained in the management of Security Threat Groups and work together with local law enforcement agencies as well as state and national organizations that focus on Security Threat Groups and individuals aligned with the same. Currently jail personnel capture intelligence through both the reception process and on a regular ongoing intelligence gathering basis.

In addition to the identified housing units the Main Jail serves as the Reception and Release Area for the entire Jail. The Reception and Release process takes place on the first floor and includes the booking and records divisions, phone reception, money/property storage, clothing, and population management. As indicated by staff an average of 3,245 individuals are processed into the jail per month and approximately 3,208 per month are released. The reception process includes the completion of a detainee classification instrument on every individual received. Several holding cells are located in the Receiving and Release area but none are designed or used to provide permanent housing. Individuals are placed in separate holding areas for diverse reasons including: detoxification, isolation, safety, gender, specific dormitory holding, bond, and release. Separate holding areas are designated for specific detainees.

On the second floor of the Main Jail the Medical Unit is located as well as administrative office space, the armory and a central control center. Detainees from all facilities receive medical services within this unit which also contains an infirmary. Routine medical and sick call services are available within each of the facilities.

The Medical Unit has a capacity of 37 detainees of which all are housed in secure rooms. Two of the rooms are identified to house detainees requiring isolation. The Medical Unit is staffed by personnel from the Fresno County Health Department in addition to Jail staff. Ancillary medical services and a fully operational dental department are located within the Medical Unit.

The following table identifies the specific wings within the Main Jail and the type of detainee being housed at the time of the analysis:

MAIN JAIL

Unit	Capacity	Housing	Classification
6A	32	2 per cell	Male-Discipline
6B	48	3 per cell	Male-Medium Non Bulldog
6C	48	3 per cell	Male-Medium Non Bulldog
6D	48	3 per cell	Male-Medium Non Bulldog
6E	48	3 per cell	Male-Medium Non Bulldog
6F	32	2 per cell	Male - Sentenced Maximum, Norteno STG
6FF	10	Single cell	Female-Segregation Isolation

MAIN JAIL (cont'd)

Unit	Capacity	Housing	Classification
5A	32	2 per cell	Male-Administrative Segregation, PC, Psych.
5B	48	3 per cell	Male-Maximum
5C	48	3 per cell	Male-Medium
5D	48	3 per cell	Male-Medium
5E	48	3 per cell	Male-Medium
5F	32	2 per cell	Male-Maximum Special Housing Unit
5FF	10	Single cell	Male-Administrative Segregation
4A	32	2 per cell	Male-Administrative Segregation, PC, Psych.
4B	48	3 per cell	Male-Maximum
4C	48	3 per cell	Male-Medium
4D	48	3 per cell	Male-Medium
4E	48	3 per cell	Male-Medium
4F	32	2 per cell	Male-Maximum Special Housing Unit
4FF	10	Single cell	Male-Administrative Segregation
3A	32	2 per cell	Male-Administrative Segregation, PC, Psych.
3B	48	3 per cell	Male-Maximum
3C	48	3 per cell	Male-Medium
3D	48	3 per cell	Male-Medium
3E	48	3 per cell	Male-Medium
3F	32	2 per cell	Male-Maximum Special Housing Unit
3FF	10	Single cell	Male-Administrative Segregation
2	35	Single - 4 per cell	Medical
2	2	Isolation	Medical
Total	1,064		Total Excludes Medical

The North Annex Jail is the newest section of the jail and was originally built in 1993 with one housing floor consisting of six wings and a capacity of 432 detainees. In 2002 the North Annex Jail (NAJ) completed an expansion by adding three additional housing floors to increase the total capacity to 1,728. All housing units in the North Annex Jail consist of dormitory style living with detainees sleeping in bunk beds in an open area. An adjacent dayroom is available in each wing to watch television and participate in passive recreational and program activities. A separate recreational area is located outside the unit and is available on a scheduled basis. Each housing floor of the NAJ has an elevated central control center that controls security door access and monitors movement and activity within each wing. Movement outside the wing onto another floor is provided through a secure and monitored elevator. The ground floor is used as the main lobby controlling movement into the facility and processing visitors and guest into the jail.

There are six wings on each of the NAI floors with the majority housing minimum security male detainee. On the fifth floor a diverse classified population is housed including one wing for juveniles (5F) and the other wings housing detainees arrested for child sex offenses, STG drops, or medium security Non-Bulldog detainees. Staffing for the juveniles is provided by a separate entity not considered part of this project. Medical services requiring physician attention are provided in the Medical Unit located in the Main Jail, and dietary services are provided into the facility each day.

NORTH ANNEX JAIL

Unit	Capacity	Housing	Classification
2A	72	Dorm	Male-Minimum
2B	72	Dorm	Male-Minimum
2C	72	Dorm	Male-Minimum
2D	72	Dorm	Male-Minimum
2E	72	Dorm	Male-Minimum
2F	72	Dorm	Male-Minimum
3A	72	Dorm	Male-Minimum
3B	72	Dorm	Male-Minimum
3C	72	Dorm	Male-Minimum
3D	72	Dorm	Male-Minimum
3E	72	Dorm	Male-Minimum
3F	72	Dorm	Male-Minimum
4A	72	Dorm	Male-Minimum
4B	72	Dorm	Male-Minimum
4C	72	Dorm	Male-Minimum
4D	72	Dorm	Male-Minimum
4E	72	Dorm	Male-Minimum
4F	72	Dorm	Male-Minimum
5A	72	Dorm	Male-Child Sex Offenders
5B	72	Dorm	Male-Sureno drop detainees
5C	72	Dorm	Male-Non Bulldog STG detainees
5D	72	Dorm	Male-Non Bulldog STG detainees
5E	72	Dorm	Male-Norteno drop detainees
5F	72	Dorm	Juveniles – Not staffed by the same personnel
Total	1656		Excludes Juveniles

The Satellite Jail is located approximately two miles from the Main Jail and was constructed in 1986 to be used as a site to house sentenced minimum security male inmates. Individuals assigned to this unit are housed in one of four wings that share a common dayroom that serves as a passive recreational and dining area. The capacity of the Satellite Jail is 300. Visiting, program services and daily routine medical services are provided at the Satellite Jail. Specific medical issues requiring additional attention are available at the Main Jail. Detainees are transported to the Main Jail via transport vehicle for these services.

Generally individuals assigned to the Satellite Jail work on community projects under the supervision of security staff.

The following capacity breakdown of the unit follows:

SATELLITE JAIL

Unit	Capacity	Housing	Classification
A	75	Dormitory	Male-Sentenced Minimum
B	75	Dormitory	Male-Sentenced Minimum
C	75	Dormitory	Male-Sentenced Minimum
D	75	Dormitory	Male-Sentenced Minimum
Total	300		

SHIFT STRUCTURE

The Fresno County Jail currently operates under a sophisticated employee work schedule that addresses the needs of the employees and the operation of the Detention Custody Bureau. Three primary work schedules are utilized by security staff, the traditional 5/8 schedule which requires staff to work five consecutive days for eight hours each day followed by two consecutive days off, a 4/10 schedule which requires staff to work four consecutive days for ten hours each day followed by three consecutive days off and a twelve hour schedule which requires staff to work (7) twelve hour workdays in a fourteen day work period. An example of the 12-hour flexible work schedule would include staff working four consecutive days followed by three days off, followed by three consecutive work days and four days off.

Eight Hour Shift. The traditional 5/8 schedule operates under three shifts referred to as "Watches" and are not universally associated with a specific work assignment. Staff assigned to Watch I work from 10:00 pm to 6:00 am with a specific team. Watch II works from 6:00 am to 2:00 pm and Watch III works from 2:00 pm to 10:00 pm with various days off. At the time of the review more than half of all staff were assigned to the 5/8 shifts. This shift is generally best suited for assignments that do not require the same number of staff assigned to each "watch", seven days a week or twenty-four hours per day. Many jurisdictions throughout the nation that do not recognize alternative schedules, including ten or twelve hour days, utilize the traditional eight hour shift system for the majority of posts.

Ten Hour Shift. The four-day, ten hour flexible work schedule has the smallest number of staff assigned, (1.4%). At the time of the review there were 11 security staff reported as assigned to the four day flexible work schedule. Currently several of the staff assigned to the Special Functions, Training, and the Policies and Procedures departments are assigned to this work schedule. Regular days off and work hours vary from one staff person to the next.

The four day flexible work schedule appears most appropriate when staff are assigned to specific tasks that are not required daily and take more than eight and less than ten hours to complete. Deployment of staff to this work schedule requires management to acknowledge and concur with staff being consistently assigned to a specific post or selected posts that meet the above cited conditions. Staff assigned to transportation posts requiring routine transport to scheduled destinations that take more than eight and less than ten hours to complete five or fewer days per week may be considered appropriate for such a shift, provided staff have different days off to accomplish the established workload. Commissary, training and laundry posts appear to be appropriately assigned to the 4/10 work schedule based on the current program schedule. However, the policies and procedures assignment appears best suited for the traditional 5/8 work schedule.

A review of comparable jurisdictions show an increase in the number of staff assigned to the twelve hour alternative work schedule but limited use of 4/10's. Correctional agencies in Illinois, Texas, Indiana and Virginia, Washington D.C. were reviewed.

Twelve Hour Shift. The 12-hour alternative work schedule was reportedly made available to correctional officers effective, April, 2005. Such work schedules for the officers are not associated with a specific work assignment or security post. Supervisory staff including

Sergeants and Lieutenants had previously worked the 12-hour alternative shift. At the time of the review six Lieutenants were assigned to the 12-hour alternative work schedule as well as thirty Sergeants. The only security supervisors not assigned to the 12-hour alternative work schedule are those supervisors assigned to specialized posts such as Training, Internal Affairs, Special Functions, Administration and the Administrative Sergeant position

Upon review of documentation provided, less than half of all staff are working the 12-hour alternative schedule. Regular days off are consecutive and are Friday, Saturday and Sunday or Tuesday, Wednesday and Thursday, depending on their platoon assignment. Expanding the number of staff able to work the alternative 12 hour work schedule may be an appropriate option to consider for several of the established teams. Central Control, South Annex Jail, and Main Jail 1st floor are specific teams that could benefit from an expansion in the use of the alternative 12 hour work schedule.

Staff working the 12 hour work schedule are assigned to one of four platoons. Staff assigned to Platoon A1 and A2 work from 6:00 am to 6:00 pm with different days off and staff assigned to Platoon B1 and B2 work from 6:00 pm to 6:00 am with different days off. Each staff person works seven days in a fourteen day work period.

The following represents the 12-hour work schedule:

12-HOUR WORK SCHEDULE

Platoon	Work Hours	Regular Days Off	Work Days
A1	6 am – 6 pm	Friday, Saturday, Sunday, Monday Swing Day*	Tues. – Thursday and every other Monday
B1	6 pm – 6 am	Friday, Saturday, Sunday, Monday Swing Day*	Tues. – Thursday and every other Monday
A2	6 am – 6 pm	Tuesday, Wednesday, Thursday, Monday Swing Day*	Fri. – Sunday and every other Monday
B2	6 pm – 6 am	Tuesday, Wednesday, Thursday, Monday Swing Day*	Fri. – Sunday and every other Monday

* Swing Day refers to being scheduled off every other Monday.

Shift selection is decided on an annual basis based by rank and seniority as agreed upon by an established Memorandum of Understanding between the recognized labor union and The County of Fresno. Security staff are given the opportunity to select an established work team and work schedule within the team but are not allowed to select a specific assignment. The following teams have been established:

Main Jail 1 st Floor	Training	Special Functions
Main Jail Floors	Central Control	North Annex
South Annex	Satellite	Population Management

In addition to being able to select the work team, there are designated 'Flex' keys within each team that identify the first staff to be temporarily assigned to another team during a shift or portion of a shift due to operational needs. Designated teams and work schedules remain in place for a period of one year.

**CURRENT REPORTED STAFFING BY TEAM AND WORK SCHEDULE
SERGEANTS, CORRECTIONAL OFFICERS, DEPUTY SHERIFFS**

Work Team/ Work Schedule	C/O's	C/O's Vacant	C/O IV's	C/O IV's Vacant	Sergeants	% of Total	Total Authorized Staff
Main Jail							
Traditional 5/8's	15		8		-	5.2	23
Alternative 12 hour	42	5	6	2	4	11.8	52
Main Jail 1 st Floor							
Traditional 5/8's	46	4	3	-	-	11.1	49
Alternative 12 hour	9	1	8	-	4	4.7	21
North Annex Jail							
Traditional 5/8's	28	1	6	-	-	7.7	34
Alternative 12 hour	47		8	-	4	13.3	59
South Annex Jail							
Traditional 5/8's	33	-	3	-	-	8.1	36
Alternative 12 hour	30	-	9	-	4	9.7	43
Satellite Jail							
Traditional 5/8's	10	-	-	-	-	2.3	10
Alternative 12 hour	8	-	4	-	-	2.7	12
Central Control							
Traditional 5/8's	50	4	-	-	-	11.3	50
Alternative 12 hour	-	-	-	-	4	.9	4
Pop. Management							
Traditional 5/8's	-	-	-	-	-		-
Alternative 12 hour	12	-	4	-	4	4.5	20
Special Functions							
Traditional 5/8's	3	-	-	-	-	.7	3
4/10's	4	1	1	-	1	1.4	6
Training							
4/10'S	2	-	3	-	2	1.6	7
Policies/Procedures							
4/10's	-	-	1	-	-	.2	1
Relief Sergeants 12 hours					4	.9	4
Mail Room Traditional 5/8's	5	-	-	-	-	1.1	5
Internal Affairs 12 hours	-	-	-	-	2	.5	2
Admin. Sergeant Traditional 5/8's	-	-	-	-	1	.2	1
TOTAL	344	16	64	2	34		442

* As of November 1, 2005. Excludes Civilians, Captains and Lieutenants.

** All numbers are rounded to nearest one tenth.

**SUPERVISORY STAFF BY WORK SCHEDULE
CAPTAIN AND LIEUTENANT POSITIONS**

	A1	A2	B1	B2	I	II	III	Vacant	LOA	Total	MGT Recommendation
Operational Captain						1				1	1
Lieutenant	1	1	1	1						4	4
Lieutenant Relief	1		1							2	2
Training Lieutenant						1				1	1
Program Services Captain						1				1	1
TOTAL	2	1	2	1	-	3	-			9	9

Our assessment indicates that the Jail's use of these three shifts represents an effective means to optimize staff utilization. However, as noted later in this report, we do have some issues with the number of staff assigned to each shift, and have specific recommendations for realigning staff among the three shifts.

COMMAND STRUCTURE

The Fresno County Jail operates within the authority and responsibility of the Sheriff of Fresno County. Under the Sheriff's supervision and providing direct supervision to the Jail is the Assistant Sheriff. This position oversees the operation of the Courts, Civil, and Detention Divisions. Reporting to the Assistant Sheriff under the Detention Division are two Captains. One Captain is responsible for the overall security operations of the jail and the other Captain is responsible for Program Services and the enforcement of Policy and Procedures for the Jail. At the time of the review the Captain overseeing the Detention Programs and Services Bureau retired and the position became vacant. In addition to the two Captains, the Assistant Sheriff has a Confidential Secretary position that completes all required secretarial duties and coordinates inmate death tracking, key assignments, manpower tracking, and staff absences due to worker's compensation issues and leaves of absence. This position is an extremely important position and the person assigned to this position appears to be functioning at a level that exceeds most secretarial responsibilities found in correctional settings.

At the time of the visit there were 469 staff assigned to work in the jail.

The following is a description of the security command staff and their primary responsibilities:

The **Sheriff's Captain** position serves as the highest ranking security employee within the County Jail. As noted above this position reports directly to the Assistant Sheriff in charge of Courts, Civil, and Detention Services. There are two Captain positions whose responsibilities are divided between Court, Civil, Custody, and Program and Services. The scope of this project focuses on the Custody, Program, and Operational Services within the Jail.

The Custody Captain directly supervises each platoon Lieutenant and the Corrections Training Lieutenant. The Program Captain focuses on support services such as Contract monitoring, Facility maintenance, Laundry, Clothing, Grievances, Inspections, Visits, Education, Volunteers and policy and procedural issues. This complement appears appropriate. The Assistant Sheriff is the top ranked employee assigned to the jail.

The **Correctional Lieutenant** position has several responsibilities. The primary responsibility for most Lieutenants is the supervision of staff assigned to their platoon or watch, and the overall operational activities of the jail on their watch. The Lieutenants, with the exception of the Training Lieutenant, work 12-hour shifts and are assigned to a specific platoon. Each Lieutenant is given additional responsibilities. In many jurisdictions throughout the United States the responsibilities currently being completed by the Correctional Lieutenants at the Jail are provided by staff assigned to the Correctional Captain rank or an established civilian supervisory position. The active role of the Sergeant and C/O IV's working in a lead worker position helps justify the distribution of current responsibilities.

The following depicts some of the additional duties in which the staff person serving in the Lieutenant position assumes supervisory responsibilities:

- Building Maintenance;
- Vehicles;

- Inmate Telephones;
- Food Services;
- SERT Commander;
- Substance Abuse;
- Law Enforcement Liaison;
- Chaplaincy Board;
- Inmate Voice Recognition;
- Incident Command Member;
- Bail Bond Liaison;
- Jail Passes;
- Inmate to Workmate Project;
- Awards Committee;
- MAGEC Liaison;
- Janitorial;
- Information Technology;
- Medical Mental Health Liaison;
- Laundry;
- Incident Command System;
- Grievances;
- Security Systems;
- Companion Officer Program;
- Adult Detention Advisory Committee;
- Jail Association Representative;
- AFIS;
- Self Contained Breathing Apparatus Project;
- Correctional Management System;
- Coordinate Officer Assignment; and
- Mailroom Supervision.

The **Correctional Sergeant** position serves as the direct supervisor for the C/O IV's, Correctional Officers and Deputy Sheriff's assigned to the Jail. At the time of the analysis there were twenty Deputy Sheriff's assigned to the Jail. Correctional Sergeants generally serve in a supervisory capacity of a specific facility or specific department. There were four Correctional Sergeants assigned strictly to serve in a relief capacity.

One Correctional Sergeant is currently assigned to provide supervision to both the South Annex and Satellite Jails. Although the responsibilities at the South Annex Jail responsibilities exceed those at the Satellite Jail the latter still has a substantial amount of responsibility that requires supervision. Serious consideration should be provided if not already in place to assign the Satellite Jail to another Sergeant other than the South Annex Sergeant or establish a Sergeant position at the Satellite Jail which would require an increase in the total number of Sergeants.

The following are key areas of responsibility directly supervised by a Correctional Sergeant:

- Internal Affairs;
- Central Control;
- Special Functions;
- Main Jail;
- Training;
- South Annex Jail/Satellite;
- Administration;
- North Annex Jail;
- Population Management;
- Main Jail 1st Floor; and
- Relief.

The C/O IV position serves as the lead worker for a specific area on a designated shift. The C/O IV position reports directly to the Correctional Sergeant. At the time of our analysis there were 62 staff assigned as C/O IV's, of which five were considered inactive due to being on an approved leave. Each watch and platoon for every facility or department has a minimum of one C/O IV. Due to the nature of the position as a lead worker and the number of floors in the three main facilities, an overall increase in the number of C/O IV's assigned to the 12 hour alternative schedule appears appropriate.

The **Correctional Officer** serves as the direct line security employee within the jail. 328 staff were reported to be assigned to this rank at the time of the visit. There are Correctional Officer Trainees, C/O I's, C/O II's, and C/O III's that fall under this category. The main difference between the C/O classifications is seniority and experience.

The **Deputy Sheriff** position serves in a similar fashion as the C/O. It is a training position that allows staff assigned to the Deputy Sheriff position to receive experience working in the jail while supplementing jail staff. Staff assigned to these positions normally are assigned to the jail for two years. There were twenty Deputy Sheriff's assigned to the Jail at the time of the review.

Based on our experience with other correctional systems, the Fresno Jail command staff structure appears highly efficient. As noted above, Lieutenants in Fresno perform work typically associated with Captains in most other jurisdictions, and Sergeants similarly operate at an unusually high level of responsibility. We recommend adding a Sergeant post to provide better management supervision of the Satellite Jail and share in existing responsibilities. The use of CO IV's as lead workers is an effective use of senior line staff and is critical to freeing up command staff time. We recommend increasing the number of CO IV's on 12 hour shifts to maximize the benefit derived from this practice.

The unique utilization of command staff in Fresno makes direct comparisons of staffing complements in other jurisdictions difficult. Looking just at the number of Lieutenants and Sergeants in two other comparable jurisdictions, Fresno compares favorably. In terms of Lieutenants, Fresno operates with one more than Kern County and two more than Houston. Similarly on Sergeants, Fresno has seven more Sergeant positions and six fewer than Houston.

We are recommending additional Sergeants at Fresno to provide sufficient supervision to the Satellite Jail. The table below identifies the supervisory, command and executive staffing levels.

Facility	Capacity	Lieutenants	Sergeants
Fresno	3,814	7	34
Houston	4,376	5	40
Kern County (CA)	2,559	6	27

In addition to the above, the Fresno County Jail has two Sheriffs Captains who report to the Assistant Sheriff, Houston has on Major (Chief of Security) and one Correctional Captain and Kern County has no Captains or Majors. The highest ranking security personnel at Kern County are the Lieutenants who report to one of three Deputy Chiefs. Information was obtained from each County.

STAFF DEPLOYMENT

Keys

The term "key" refers to approved posts, locations or responsibilities that are scheduled to be filled by assigned staff. For the purposes of this report, the terms "post" and "key" will be used interchangeably. Some keys are stationary in nature, meaning that staff are assigned to designated responsibilities that require them to remain in a fixed area or location. Such keys as security, central control, or records may fit into this category. Other keys are non-stationary and are specific task oriented responsibilities that include movement throughout the facility. Such keys as unassigned or commissary may fit into this group.

In reviewing the rosters there is no evidence to indicate that any specific keys are identified as fixed or mandatory keys or whether any posts are clearly labeled as movable, mandatory if needed, non-mandatory or flexible keys. Fixed keys are assignments that are required to be staffed on the watch while non-mandatory keys are staffed when scheduled activities require the same and staff are available on the watch. The priority in filling the keys appears to be based on the Watch Commanders experience, the number of staff available, and the scheduled activities of the watch. Any documentation to support a history of key closures was not available for review.

As reported by staff most keys may be filled by personnel assigned to any work schedule. Staff assigned to the traditional 5/8's may work any key as will staff assigned to the alternative 12-hour work schedule. In most jurisdictions throughout the United States alternative work schedules are designated for specific assignments. Generally keys such as mail room appear to be occupied by staff assigned to the traditional 5/8's. The only work schedule that appears to be consistently related to a specific task is the (4) day ten hour work schedule. Commissary and Training keys are primary examples of posts that are directly related to the (4) day ten hour work schedule. These keys appear to be most appropriately assigned to the four day work schedule based on the period of time required to complete the tasks and the operating schedule of the jail.

The primary issues to consider in determining the appropriate work schedule for a specific key is to clearly identify the task to be completed, the amount of time to complete the tasks within a twenty-four hour period and the operational schedule of the jail. Some operating schedules are directly associated with legal requirements that may have time requirements and limited flexibility while others may have fewer restrictions and can be adjusted to best meet the needs of the jail. A review of the following keys and specific tasks address best available options:

Security Key. This is a critical housing unit post that maintains the control area for the floor of a specific living unit. This key is an active assignment that primarily coordinates movement, supervision, and documentation on the floor. In the Main Jail and North Annex Jail this post is responsible for monitoring detainee visits. On a national comparison in many jurisdictions this key is considered a mandatory key that would be staffed on a 24-hour seven day a week basis. Movement and activity within the units vary based on the time of day and the scheduled activities. There are peaks and valleys in movement that allow a reduced level of activity during certain times during the day, especially on the B platoons that include the hours of 6:00 pm to 6:00 am. On both the B platoons and A platoons the availability of eight and twelve hour work schedules appear to be appropriate options.

Floor Officers. Floor Officers are assigned to the living units and provide direct contact, escort, and intervention with the detainee in the living unit. Based on movement and operational schedules this is a critical post that serves a vital role in maintaining direct control of detainee activity assigned to their area. Currently in the North Annex Jail three floor staff are assigned to each floor from 6:00 am to 10:00 pm and two staff are assigned from 10:00 pm to 6:00 am. Floor officers in the North Annex also provide security supervision in the adjacent recreation area when in use. In the Main Jail two floor staff are assigned to each floor and in the South Annex Jail one or two floor officers are assigned to each floor depending on the shift. In addition to the floor officers in the three main facilities there are two floor support officers assigned to each shift to assist in relief of floor staff. In view of the built in availability of support staff, the nature of the tasks and limited movement between 10:00 pm and 6:00 am a combination of the eight hour work schedule and twelve hour schedule appear most appropriate.

Yard Officers. These staff provide security supervision of recreational yard activities in the South Annex and Main Jail. The recreational area for the North Annex is located adjacent to the living unit and security supervision is provided by designated floor officers. Based on interviews with staff and a review of the program schedule the recreational yard area for the South Annex is utilized five days per week between the hours of 7:00 am to 4:00 pm and in the Main Jail seven days per week. In reviewing the operational schedule and the use of the identified recreational areas for the South Jail, the use of staff assigned to the traditional five day shift appears most appropriate. The Main Jail Yard is scheduled seven days primarily on Watch II. In view of the current operating schedule, the 4/10 work schedule does not appear most appropriate in spite of the fact that the daily hours appear compatible.

Unassigned. This position is a utility post where staff are assigned to a multitude of different responsibilities based on the needs determined by the Watch Commander. These utility keys are extremely valuable in a volatile environment that often includes unscheduled staff intensive activities. Utility keys should not be construed just as primary relief keys but as posts where staff are available to complete short-term tasks that do not require the establishment of a permanent key. Management should consider changing the name of the key to better represent the post. These keys should not include additional staff for lunch relief. Staff generally appear to be assigned to the traditional eight hour work schedule. The Eight hour work schedule appears most appropriate.

Main Jail 1st Floor. Keys assigned to the Main Jail 1st floor are a combination of staff assigned to the lobbies of the three main facilities, receiving and release, responding to detainee phone inquiry, and medical transportation. These positions are currently staffed by individuals assigned to a mixture of eight and twelve hour work schedules. In review of the key assignments with the Administrative Sergeant there was no reference to posts established for detainees requiring placement in the outside hospital. Jail security staff maintains responsibility for the supervision of the detainee while housed at the hospital. On average it was reported that six detainees were housed at the hospital at any one time. Transportation to the hospital is a key that should generally be assigned to staff working the traditional five day shifts due to limited movement between 10:00 pm and 6:00 am and during the weekends. Unassigned keys should be reduced on the 10:00 pm to 6:00 am shift.

Central Control. The Central Control team consists primarily of posts including Central Controls, Support, Basement Tunnel, and Movement. Currently staff assigned to the Central Control Team work the traditional 5/8's. The main task of staff assigned to Control Centers is to monitor and electronically operate camera monitors, elevators, and access to selected egresses. These are posts that are extremely active during peak periods of time and do not require the same number of staff at all times, but there are some posts, i.e. Central Control, that require twenty-four hour coverage.

The design of the jail includes a tunnel in the basement area that connects the three main facilities and access to the Fresno County Courts. Detainee movement from one facility to the next and to the Courts Building generally goes through the tunnel. This area is monitored by staff assigned to the Basement/Tunnel area. Movement may occur at any given time but peak periods were reported to end around 11:00 pm.

Based on the operational schedule and responsibilities of the designated posts both the traditional 5/8's and the alternative 12-hour work schedule could be effective in these areas.

Mail Room. Staff assigned to the mail room are responsible for processing and delivery of mail. Currently staff are assigned to the traditional 5/8's. Mail is delivered to the detainees five days per week. The traditional 5/8's appears most appropriate.

Training. Staff assigned to training work the four day flexible schedule primary due to the training schedule. Staff coordinate, schedule, and provide training to staff assigned to the jail. All training is provided under the immediate direction and supervision of a Correctional Lieutenant who is supported in supervision by two Correctional Sergeants. A mixture of both the four day flexible schedule and traditional 5/8's appear appropriate based on the existing responsibilities and existing schedule.

Population Management. Staff assigned to the Population Management Office are responsible for completing the classification instrument on all detainees entered into the system. The classification instrument is used in part to determine the security level and housing assignment for the detainee. Currently staff assigned to the Population Management Office are assigned to the alternative 12-hour work schedule. Detainees are admitted into the jail during all times during the day. Staff assigned to the Population Management Office also complete reclassifications on detainees who have been housed at the jail for an extended period of time or when additional impact information is received. Either the eight or twelve hour work schedules appear to be appropriate with the twelve hour work schedule appearing to be less costly on a preliminary basis.

Special Functions. The special function unit performs a number of essential tasks that are required in the operation of the jail. The tasks include security staff for the kitchen, commissary delivery, laundry supervision, clothing, and general services. At the time of the visit the staff assigned to the kitchen were being detailed to other assignments as detainees were not being utilized in the kitchen area at the request of the food vendor. At the time of the visit this status was reported as temporary in nature.

These designated keys are specific, task oriented and do not require twenty-four hour staffing, but do require more than eight hours to complete. Based on the nature of the task, the operational schedule and the period of time required to complete the task, the 4/10 shift appears appropriate

for staff assigned to supervision and the commissary. Commissary Officers provided security escort to contractual staff on Tuesday, Wednesday and Thursday during the week. Completion of the tasks often requires more than eight hours to complete.

Civilian Staff. The civilian staff consists of a combination of professional, clerical, and skilled personnel. Currently the Jail reported 19 civilian staff. Offender Program Services is directly managed by a professional staff member who is responsible for the supervision and delivery of program services within the jail. This person reports directly to the Captain of Program and Services. Such program services include educational programming, library services, community re-entry, social work delivery, recreational therapy, substance abuse programming, and chaplaincy services. In addition over 240 volunteers are active within the jail and several contractual staff positions are available.

Staffing is provided through both contractual personnel such as educators, librarians and substance abuse counselors and case managers and jail personnel such as social workers, recreational therapy and clerical support. Two key program positions were vacant at the time of the visit that should be staffed, the Offender Programs Supervisor and one of the Social Worker positions. As program opportunities expand, such as Re-Entry programming, funding sources become more complex and staffing is limited. As a result the Offender Program Manager appears to be currently overextended. Filling these two vacant civilian posts appears to be essential to the overall efficiency of program and jail operations.

Additional civilian staffing including personnel assigned to the laundry, clerical, supplies, janitorial, and ID technicians appears to be appropriate. As noted earlier in the report the Confidential Secretary assigned to the Assistant Sheriff appears to be responsible for numerous tasks that exceed normal secretarial responsibilities in nature and volume. One additional clerical staff may be required to ease the responsibilities in a more balanced approach.

The number of civilian staff at the Jail appears to be limited and is generally lower than levels found in other systems. By way of comparison, the District of Columbia Jail, with a capacity of 2,500 detainees utilizes 106 civilians. The Jail's extensive use of volunteers and contractual staff appears to contribute to its low civilian staffing complement. As pointed out above, we strongly recommend that the current key civilian vacancies in the program and social work areas be filled as well as expand clerical support to assist in the responsibilities completed by the Confidential Secretary. Recommended civilian staffing is as follows:

Office Assistant	3
Supply Coordinator	1
Janitors	7
Laundry Supervisor	1
Administrative Secretary	1
Manager	1
Supervisor	1
Office Assistant	2
Population Mgt.	1
Social Worker	3
<u>Program Manager</u>	<u>1</u>
Total	22

SYSTEM COMPARISONS

MGT selected three jails within the United States to compare staff size and inmate-to-staff ratios with the Fresno County Jail. Jails similar in size and staffing were selected as comparables.

Once a jail met one of the two criteria, information was collected on the number of total staff and the descriptions of their jail facilities. In addition to the selected jails, MGT also collected data averages from California, the Western United States, and the United States to compare with the Fresno County Jail.

Ratio of Detainees to Staff

The Fresno County Jail has a reported ratio of 6.9 detainees to every correctional officer. This is significantly higher than the 1999 national average of jails of 4.14 detainees to one corrections officer, however, the Fresno County Jail is closer to the Western United States' average of 5.7 detainees per officer, and lower than California's overall average of 7.2. The operation of four separate facilities in Fresno has a definite impact on the detainee to security staff ratio

The ratio of detainees to staff for the sampled jails ranged from 4 detainees per officer to over 9. However, the average of all the sampled facilities was 6.6 detainees per officer, which is close to Fresno County Jail's ratio of 6.9. Additionally, the Kern County Detentions Bureau, located south of Fresno County, has a ratio of 6.65 detainees per officer.

The data reviewed suggests that Fresno's staffing pattern is slightly lower than most of the comparable reference points.

Facilities

Institution: Kern County Sheriff's Department, Detentions Bureau

Location: Bakersfield, California; Mojave, California and Ridgecrest, California

Inmate Population: 2500

Correctional Officers: 376

Inmate/Staff Ratio: 6.65 detainees to 1 correctional staff

Description of Facilities/Design:

The Kern County Sheriff's Department, Detentions Bureau has an average daily detainee population of approximately 2,500 detainees, with approximately 40,000 new arrests a year. The Detentions Bureau has 376 Detention Deputies (corrections officers), which include (6) Lieutenants, (27) Sergeants, (25) Senior Detention Deputies, and (315) Detention Deputies (who supervise the facilities).

The Detention Bureau has a Central Receiving Facility, and five facilities that house detainees. The facilities include:

- *Central Receiving Facility:* is the facility where detainees are received. Detainees are generally held in this facility pending their release or first Court appearance. If the detainee will be in custody past their first Court appearance, the detainee is generally transferred to one of the Facilities at the Lerdo Complex.
- *Lerdo Pre-Trial Facility:* is the largest facility in the Kern County Jail System. It holds detainees that are awaiting a Court hearing and detainees serving County Jail Commitments. The facility holds detainees that are not compatible with the lower security setting of the Lerdo Minimum Facility. The Pre-Trial Facility is also home to the Sheriff's Work Release Program and County Parole Office. These programs offer alternatives to incarceration for those individuals who can be placed in productive work programs serving both the cities and County of Kern.
- *Lerdo Minimum Security Facility:* is located in the Lerdo Complex and houses approximately 900 male detainees and 100 female detainees. The facility is comprised of multiple "barracks" of between 30 and 40 detainees. The Lerdo Minimum Security Facility is the oldest facility at the Lerdo Detention Complex. The facility dates back to the 1940's when it was classified as an industrial road camp under the jurisdiction of the County Roads Department. In 1970 the minimum facility was turned over to the supervision of the Kern County Sheriff's Department.
- *Lerdo Maximum-Medium Facility:* is part of the Lerdo Complex. It holds overflow detainees from the Pre-Trial Facility. The facility has a capacity of 364 detainees, but is currently not in full operation.
- *Mojave Jail:* operates as a receiving facility for detainees arrested in the Mojave area and as a Court Holding Facility in support of the Mojave Branch of the Superior Court. Because of the facilities size (14 beds) and intended operation, the facility does not offer the range of detainee services available at other facilities.
- *Ridgecrest Jail:* operates as a receiving facility for detainees arrested in the Ridgecrest area and as a Court Holding Facility in support of the Ridgecrest Branch of the Superior Court. Because of the facility's size (14 beds) and intended operation, the facility does not offer the range of detainee services available at other facilities.

Institution: King County Department of Adult and Juvenile Detention

Location: Seattle, Washington and Kent, Washington

Inmate Population: 2650

Correctional Officers: 650

Inmate/Staff Ratio: 4 detainees to 1 correctional staff

Description of Facilities/Design:

The King County Department of Adult and Juvenile Detention has two facilities housing detainees. The facility located in Seattle became operational in 1986, and has a bed capacity of 1697 with over 350 corrections officers. The facility in Kent is a direct supervision jail that opened its doors on March 24, 1997. Bed capacity for Kent's 14-unit facility is 1,388 and has 300 correctional staff.

Institution: Houston County Sheriff's Office – 1200 Jail

Location: Houston, Texas

Inmate Population: 4376 beds

Correctional Officers: 477

Inmate/Staff Ratio: 9.17 detainees to 1 correctional staff

Description of Facilities/Design:

The Houston County Sheriff's Office - 1200 Jail is just north of downtown Houston, and opened in January 2003. Outside of the security perimeter is a building housing the Sheriff's business office, central patrol, human resources, public services, support services and the Sheriff's special assistant.

Each detainee housing floor has a recreation area, multi-purpose rooms, triage rooms, treatment rooms, counseling rooms and MHMRA exam/interview rooms. The 4th floor is dedicated to the female population and the 6th floor houses vocational rooms and a law library. The Jail also houses a substance abuse program. Other facts about the Jail include:

- The Jail is 603,000 square feet (703,000 square feet with the parking garage).
- The Jail contains 4,156 beds. There are an additional 96 beds for MHMRA. The Medical Division has a total of 124 beds.
- The Jail's administrative and managerial staff consists of: (1) Major, (1) Captain, (5) Lieutenants, and (40) Sergeants.
- The Jail is staffed with approximately 430 sheriff's deputies and detention officers.

The table on the following page summarizes this comparative data.

Name of Institution	Population	Total Staff	Officers	Civilians	% staff Officers	Inmate Staff Ratio	Number of Buildings
Fresno County Jail	3,200	482	463	19	96.06%	6.91	4
Kern County (CA)	2,500	556	376	180	67.63%	6.65	6
King County (WA)	2,600	N/A	650	N/A	N/A	4.00	2 areas; 15 units
Houston County (TX)	4,376	N/A	477	N/A	N/A	9.17	1

OVERTIME MANAGEMENT

In April 2005, the Fresno County Jail converted numerous non-supervisory corrections staff positions from 8-hour shifts to 12-hour shifts. This was done for several reasons, including giving employees a better work/life balance, improving absenteeism, and to cut down on overtime. The 12-hour shift had already been in place for approximately one year for select supervisory staff. However, April 2005 was the first time the 12-hour shift was made available to non-supervisory corrections staff.

12 Hour Work Schedule - Overtime Hours Decreased

After the expansion of 12-hour shifts in April 2005, overtime hours decreased by an average of 2,368 hours per pay period (two weeks). This resulted in a decrease of average overtime per employee per pay period from 14.28 hours before the expansion of the 12-hour shift to non-supervisory correctional staff, to 9.17 hours after the introduction of the 12-hour shift.

Overtime Hours *Prior* to the Introduction of 12-Hour Shifts to All Correctional Staff:

Pay Period Ending Date	Overtime Hours
1/16/2005	7,212.35
1/30/2005	7,867.43
2/13/2005	5,243.95
2/27/2005	7,634.33
3/13/2005	5,724.10
3/27/2005	5,986.50

*Average: 6,611.44 hours per pay period.

Overtime Hours *After* the Introduction of 12-Hour Shifts to All Correctional Staff:

Pay Period Ending Date	Overtime Hours
5/8/2005	4,200.48
5/22/2005	4,889.90
6/5/2005	4,317.96
6/19/2005	4,998.77
7/3/2005	4,274.05
7/17/2005	2,781.50

*Average: 4,243.78 hours per pay period.

Since the implementation of the 12-hour work schedule to non-supervisory correctional staff, overall overtime costs have decreased by approximately \$12,000 per pay period. Average overtime costs (which include briefing, holiday, regular overtime, and comp time) decreased from \$198 thousand per pay period to \$186 thousand.

The above figure is based on eight comparable pay periods of which four pay periods were before the expanded 12 hour work schedule and four pay periods after the expanded implementation of the 12 hour work schedule. Information provided by jail staff on overtime costs was available on data as of June 19, 2005. Based on preliminary data the addition of staff working the 12 hour work schedule may have a positive financial impact on the jail. It would be advisable for staff to complete a comparison study on overtime costs after twelve months of implementation to determine the financial impact the alternative work schedule has on the jail.

Sample Overtime Costs *Prior* to the Introduction of 12-Hour Shifts to All Correctional Staff:

Pay Period Ending Date	Total Overtime Costs
2/13/2005	\$161,054. 03
2/27/2005	\$221,968. 48
3/13/2005	\$184,120. 54
3/27/2005	\$225,855. 73

*Average: \$198,250 per pay period.

Sample Overtime Costs *After* the Introduction of 12-Hour Shifts to All Correctional Staff:

Pay Period Ending Date	Total Overtime Costs
5/8/2005	\$159,260.42
5/22/2005	\$185,597.55
6/5/2005	\$217,299.80
6/19/2005	\$182,896.88

*Average: \$186,264 per pay period.

AVERAGE ANNUAL WORK HOURS

Developing an adequate correctional officer staffing complement and roster requires an identification of the number of staff required to cover normal staff absences in those posts that mandate continuous coverage. This in turn requires a calculation of the average number of annual work hours that are provided by staff. Most jail systems use the term "relief factor" to refer to a ratio that indicates the actual number of staff required to cover a single post on a given shift, given the number of work hours that an officer is available through the year. An accurate relief factor will take into account all the issues that cause staff to be unavailable for assignment to duty (e.g. scheduled days off, vacation, sick time, etc.) and produce a calculation of the number of relief staff required to provide post coverage during these absences. If the relief factor is too low a facility will not build enough relief staff into the roster, thereby increasing the probability that critical posts may go unmanned, or rely excessively upon overtime. Conversely, a high relief factor will result in more staff than a facility requires for efficient operations.

One of the objectives of this project is to document the actual annual productive hours received from Fresno Jail staff. To that end, the County provided MGT with documentation of all staff absences from work over the last twelve months. Our analysis of this data shows that the Jail staff are available for duty 1,671 hours per year. Major categories of time unavailable for duty are summarized in the following table.

Categories of Absence	Annual Hours per Officer
Vacation	122.29
Sick	75.90
Injury/Duty	80.22
Training	55.19
Annual Leave	32.86
LOA	18.38
FMLA	9.50
Military	7.16
Bereavement	3.37
Other	4.61
Total	409.49

Given 2,080 total scheduled annual work hours per employee, 409.49 hours of absence results in 1,670.51 hours of productive work hours received per employee.

The actual relief factor is the ratio between the number of available hours per officer and the number hours of work required by a post or job assignment (Number of hours worked per post/Available work hours per officer). A single seven day post on a 12 hour shift requires 4,380 (365 X 12) hours of coverage throughout of the year. If a typical officer is available for assignment 1,670.51 hours annually, the relief factor calculation dictates that the post requires 2.62 officers to fully staff the assignment on that shift ($4,380/1,670.51=2.62$). The most recent data on officer availability for duty result in the following relief factors for the shift/posts system used by Fresno:

	12 Hr./7 Day	8 Hr./7Day	10 Hr./4 Day
Annual # of Hours Worked per Post	4,380	2,920	2,080
Available Hours per Officer	1,670.51	1,670.51	1,670.51
Required Relief Factor	2.62	1.75	1.25

These relief factors are very similar to the relief factors used in many jail systems throughout the United States, and are significantly lower than levels experienced by major metropolitan jail systems in Chicago and New York. In terms of comparison, the New York City Department of Corrections utilizes a 1.85 relief factor for (8) hour seven day posts, Chicago Department of Corrections requires 1.88 and a 2003 study of staffing in the District of Columbia Department of Corrections determined a relief factor of 1.88 for the eight hour seven day posts. This suggests that the level of absence from duty experienced with Fresno jail staff is not excessively high, and in fact better than some other major jurisdictions.

STAFFING ANALYSIS

The following section summarizes our assessment of Fresno Jail staffing needs based upon our review of facility operations; interviews with command staff; a thorough inspection of the facility's physical plant, and an analysis of supporting documentation. Our recommendations incorporate the annual productive staff hour or relief factor calculations presented earlier in this report.

In total we recommend a correctional staffing complement of 475 officers to cover 243 specific work assignments or posts. This complement includes command staff. The breakdown of staffing by shift and work schedule is summarized below.

	# of Posts	Relief Factor	Required Staff
Five Day Posts-8 hr. shift	12	1.25	15
No Relief Posts*	12	1.00	12
Four Day Posts-10 hr. shift	8	1.25	10
Seven Day Posts-12 hr. shift	65	2.62	170.03
Seven Day Posts-8 hr. shift	153	1.75	267.75
Total			474.78

The following table identifies each work assignment or post by facility that our analysis supports, along with the shift, level of coverage, work schedule, and an indication as to whether the post requires relief.

POST BY FACILITY

Post #	Title	Shift						Duty Activities	MGT Recommendations					Comments
		10p-6a	6a-2p	2p-10p	10 hr.	12 hr.	Hrs.		Maint.	Incr.	Reduce	5 day Post	Relief Factor	
1	Bureau Captain		2				8	Head of Operational Security and Administration/Program for Jail	x				NR	One is operations and one is Administrative. Administration/Program is vacant as of 11/3/05.
2	Administrative Sergeant		1				10	Miscellaneous Administrative Assistant responsibilities	x			x	NR	Administrative Support for Captain
3	Internal Affairs Sergeant		2				8	Internal Affairs Office	x			x	NR	5 day post Investigations/IA
4	Watch Commander					1	24	A1 Watch Commander and B1 Watch Commander	x				12 hr.	Watch Commander - T,W,Th, and alt. Monday Relief Post # 6
5	Watch Commander					1	24	A2 Watch Commander and B2 Watch Commander	x				12 hr.	Watch Commander - F,S,S, and alt. Monday Relief Post # 6
6	Relief Watch Commander					1	24	A Platoon relief Watch Commander B Platoon relief Watch Commander	x				12 hr.	Relief Watch Commanders for A platoons and B Platoons
Main Jail														
1	Sergeant					1	24	MJ Facility Supervisor	x				12 hr.	Security Supervision for the Main Jail. One sergeant per platoon. (4) total
2	MJ Support					2	24	8 or 12 hr. relief	x				12 hr.	Meal Relief for Team
3	MJ 3 Security	1	1	1			24	8 or 12 hr. Control Center	x				8 hr.	Control Room/ Security Station/Visit Supervision
4	MJ 3 Floors					2	24	8 or 12 hr. Escort/Movement	x				12 hr.	Escort/Movement/Intervention.
5	MJ 4 Security	1	1	1			24	8 or 12 hr. Control Center	x				8 hr.	Control Room/ Security Station/Visit Supervision
6	MJ 4 Floors					2	24	8 or 12 hr. Movement/Escort	x				12 hr.	Escort/Movement/Intervention

POST BY FACILITY (cont'd)

Post #	Title	Shift						Duty Activities	MGT Recommendations					Comments
		10p-6a	6a-2p	2p-10p	10 hr.	12 hr.	Hrs.		Maint.	Incr.	Reduce	5 day Post	Relief Factor	
Main Jail (cont'd)														
7	MJ 5 Security	1	1	1			24	8 or 12 hr. Control Center	x				8 hr.	Control Room/ Security Station/Visit Supervision
8	MJ 5 Floors					2	24	8 or 12 hr. Escort/Movement	x				12 hr.	Escort/Movement/Intervention
9	MJ 6 Security	1	1	1			24	8 or 12 hr. Control Center	x				8 hr.	Control Room/ Security Station/Visit Supervision
10	MJ 6 Floors					1	24	8 or 12 hr. Escort/Movement	x				12 hr.	Escort/Movement/Intervention
11	MJ Yard		1				8	7:15 - 4:15 Yard	x				8 hr.	6-2pm Shift Relief staff complete yard supervision when needed
12	Unassigned	3	3	2			24	8 hr. Miscellaneous and Relief		x			8 hr.	Utility Post. Increase 2-10 to 3 unassigned
Main Jail First Floor														
1	UMC Admit					16	24	UMC admit supervision		x			12 hr.	Add staff for Hospital Supervision Add 8 per 12 hour platoon.
2	Sergeant					1	24	Classification Supervisor	x				12 hr.	One Sergeant per platoon totaling (4)
3	Booking 1					1	24	12 hr. Lead Worker for booking process	x				12 hr.	12 hour work schedule. C/O IV
4	Booking SC/REL					1	24	8 or 12 hr. Floor Officer - Booking Area	x				12 hr.	lunch relief within booking. 8 or 12 hrs.
5	Booking	1	1	1		1		8 or 12 hr. Data Entry	x				8 hr.	relief within booking 24/7 coverage. 8 or 12 hrs.
6	Booking SC/D-Tox	1	1	1			24	8 or 12 hr. Floor Patrol	x				8 hr.	relief within booking. 8 or 12 hrs.
7	UMC Transportation		1	1			16	8 hr. Hospital Transport	x				8 hr.	7 day. Not 10pm-6am. 8 hr.
8	UMC Transportation		1				8	8 hr. Hospital Transport	x			x	8 hr.	5 day 6am-2pm only

POST BY FACILITY (cont'd)

Post #	Title	Shift						Duty	MGT Recommendations					Comments
		10p-6a	6a-2p	2p-10p	10 hr.	12 hr	Hrs.		Activities	Maint.	Incr.	Reduce	5 day Post	
Main Jail First Floor (cont'd)														
9	AWOP		1				8	8 hr. 2 days per week. 6am - 2pm	x				NR	Supervise work details. 6am-2pm only. Main Jail 1st Floor Unassigned 3 days.
10	Clothing					2	24	8 hr. Inmate Dress-In/Out	x				12 hr.	Clothing
11	Records I					1	24	8 or 12 hr. Court Processing	x				12 hr.	C/O IV. Records Lead Worker
12	Records	3	2	3			24	8 hr. Data Entry	x				8 hr.	Lunch relief within team. 12 hr. option
13	Money/Property	1	1	1			24	8 or 12 hr. Process detainee property	x				8 hr.	Processing inmate property. 12 hr. option.
14	Phones	1	1	1			24	8 hr. Inmate Phone Inquiry	x				8 hr.	Outside Phone Inquiries
15	Main Lobby	1	1	1			24	8 hr. Visit Processing/Lobby Coordination	x				8 hr.	traditional 8 hour relief. Staffed 24/7. 8 or 12 hr shift
16	MJ 1st Floor Support	1	1	1			24	8 or 12 hr. Meal and Break Relief for Team	x				8 hr.	Break and Meal relief. 8 or 12 hr. shift
17	SAJ Lobby		1	1			16	8 or 12 hr. Lobby Coordination	x				8 hr.	6am - 10pm. Visits closes at 9. 8 hr. shifts
18	Unassigned	1	1	1			24	8 hour shifts	x				8 hr.	Miscellaneous including relief. 8 or 12 hr. shift
19	SAJ Visiting		1	1			16	8 hr. visiting 9-9	x				8 hr.	6am - 10pm
20	NAJ Lobby		1	1			16	8 hr. Lobby Coordination	x				8 hr.	6am - 10pm

POST BY FACILITY (cont'd)

Post #	Title	Shift					Hrs.	Duty	MGT Recommendations					Relief Factor	Comments
		10p-6a	6a-2p	2p-10p	10 hr.	12 hr		Activities	Maint.	Incr.	Reduce	5 day Post			
North Annex Jail															
1	Sergeant					1	24	Team Supervision	x				12 hr.	One Sergeant per platoon. (4) total	
2	NAJ 2 Sec	1	1	1			24	8 or 12 hr. Control Center	x				8 hr.	Operate control center including security access and observation.	
3	NAJ 2 Floors					2	24	8 or 12 hr. Escort/Movement/Intervention	x				12 hr.	2 staff assigned to 10pm-6am	
4	NAJ 3 Sec	1	1	1			24	8 or 12 hr. Control Center	x				8 hr.	Operate control center including security access and observation.	
5	NAJ 3 Floors					2	24	8 or 12 hr. Escort/Movement/Intervention	x				12 hr.	2 staff assigned to 10p-6am	
6	NAJ 4 Sec					1	24	8 or 12 hr. Control Center	x				12 hr.	Operate control center including security access and observation.	
7	NAJ 4 Floors					2	24	8 or 12 hr. Escort/Movement/Intervention	x				8 hr.	2 staff assigned to 10pm-6am	
8	NAJ 5 Sec					1	24	8 or 12 hr. Control Center	x				12 hr.	Operate control center including security access and observation.	
9	NAJ 5 Floors	2	2	2			24	8 or 12 hr. Escort/Movement/Intervention	x				8 hr.	2 staff assigned to 10-m-6am. One wing is devoted to juveniles not being supervised by Jail Staff.	
10	NAJ Floor Support	2	2	2			24	8 or 12 hr. Provide relief for floor staff	x				8 hr.	Break and Meal relief for floors. Possibly reduce to one and consider NAJ Security Support to assist in relief.	
11	NAJ Security Support	1	1	1			24	8 or 12 hr. Control Center Relief	x				8 hr.	Break and meal relief for NAJ Security	
12	Unassigned	3	5	4			24	8 hr. Miscellaneous tasks within NAJ	x				8 hr.	Miscellaneous.	

POST BY FACILITY (cont'd)

Post #	Title	Shift						Duty	MGT Recommendations					Comments
		10p-6a	6a-2p	2p-10p	10 hr.	12 hr	Hrs.		Activities	Maint.	Incr.	Reduce	5 day Post	
South Annex Jail														
1	Sergeant					1	24	South Annex and Satellite Supervision	x				12 hr.	One sergeant per platoon. (4) total
2	SAJ Support					2	24	8 or 12 hr. Meal Relief and Break Relief	x				12 hr.	Provide meal and break relief for SAJ staff
3	SAJ 1 Sec					1	24	8 or 12 hr. Control Center	x				12 hr.	Operate Control Center
4	SAJ 1 Dorms	1	1	1			24	8 or 12 hr. Escort/Movement/Intervention	x				8 hr.	Dormitory supervision
5	SAJ 1 Floor					1	24	8 or 12 hr. Escort/Movement/Intervention	x				12 hr.	Floor escort/supervision
6	SAJ 2 Sec					1	24	8 or 12 hr. Control Center	x				12 hr.	Operate Control Center
7	SAJ 2 Floor	1	1	1			24	8 or 12 hr. Escort/Movement/Intervention	x				8 hr.	Floor escort/supervision
8	SAJ 2 Floor		1				8	8 or 12 hr. Escort/Movement/Intervention	x				8 hr.	6am - 2pm only
9	SAJ 3 Sec					1	24	8 or 12 hr. Control Center	x				12 hr.	Operate Control Center
10	SAJ 3Floor					1	24	8 or 12 hr. Escort/Movement/Intervention	x				12 hr.	Floor escort/supervision
11	SAJ 3 Floor		1	1			16	8 or 12 hr. Escort/Movement/Intervention	x				8 hr.	no 10-6
12	SAJ 4 Sec					1	24	8 or 12 hr. Control Center	x				12 hr.	Operate Control Center

POST BY FACILITY (cont'd)

Post #	Title	Shift						Duty	MGT Recommendations					Comments
		10p-6a	6a-2p	2p-10p	10 hr.	12 hr	Hrs.		Activities	Maint.	Incr.	Reduce	5 day Post	
South Annex Jail (cont'd)														
13	SAJ 4 Floor					1	24	8 or 12 hr. Escort/Movement/Intervention	x				12 hr.	Floor escort/supervision
14	SAJ 4 Floor		1	1			16	8 or 12 hr. Escort/Movement/Intervention	x				8 hr.	no 10-6
15	SAJ Yard		1	1			16	8 hr. 6am-6pm	x			x	8 hr.	5 day per week. No yard Sat/Sun.
Satellite Jail Sergeant														
1	Satellite Jail Sergeant					0	24	Supervision of Satellite Unit		x			12 hr.	Add sergeant post. One Sergeant per platoon plus one relief Sergeant
2	Satellite Security					1	24	Lobby Access/Front End	x				12 hr.	Relief within Team
3	Satellite Dorm	1	1	1		2	24	Dormitory Supervision	x				8/12	Relief within Team
4	Unassigned/Escort		1	1			16	8 or 12 hr. Miscellaneous	x				NR	Rarely used. Definite movable post.
Central Control														
1	Sergeant					1	24	Team Supervision	x				12 hr.	1 on each platoon. (4) total
2	MJ Central Control	2	2	2			24	8 hr. Camera Monitoring, Elevators, Doors	x				8 hr.	Main Control Center for Main Jail
3	Main Jail 2 Security	2	2	2			24	8 hrs. Security Supervision and escort for Health Care Area	x				8 hr.	All Security classification in unit.
4	MJ Basement	1	1	1			24	8 hr. Traffic Control/ Courts	x				8 hr.	7 days per week
5	NAJ Central Control	1	1	1			24	8 hrs. Electronic Control of Monitors/Doors	x				8 hr.	Key control and monitor post. Could use as 12 hr. post
6	NAJ Basement	1	1	1			24	8 hr. Movement/Traffic Control	x			x	8 hr.	5 day post M - F

POST BY FACILITY (cont'd)

Post #	Title	Shift						Duty	MGT Recommendations					Comments
		10p-6a	6a-2p	2p-10p	10 hr.	12 hr	Hrs.		Activities	Maint.	Incr.	Reduce	5 day Post	
Central Control (cont'd)														
7	SAJ Central Control	1	1	1			24	8 hrs. Monitors/Doors	x				8 hr.	Key control and monitor post. Could use as 12 hr. post
8	SAJ Elevator	1	1	1			24	8 hrs. Elevator Inmate Movement/Escort	x				8 hr.	Elevator control
9	SAJ Tunnel			1			8	8 hr. Escort/Movement	x				8 hr.	2pm-10pm only 7 days per week
10	SAJ Court Call					1	24	8 or 12 hrs. Court Movement	x				8 hr.	5 day
11	Central Support	1	1	1			24	8 hrs. Meal Relief	x				8 hr.	Meal and Break relief
12	Central Support	1	1				16	8 hrs. Meal Relief for Team	x				8 hr.	2-10 no staff
13	Unassigned	3	8				8	8 hrs. Miscellaneous		x			8 hr.	increase 2-10 post to 1.
Population Mgt.														
1	Sergeant					1	24	Sign Off Overrides. Supervise Area	x				NR	Supervise classification/reclassification staff and process
2	Lead Worker					1	24	12 hrs. Classification Review	x				12 hr.	C/O IV
3	Classification					3	24	12 hrs. Interview/Classification	x				12 hr.	Complete classification/interviews. Lunch Relief within team.
Special Functions														
1	Sergeant				1		8	Supervise Commissary/Laundry Special Details	x			x	NR	Monday-Friday 5 day per week. Normally a 7 am start.
2	General Services			1			8	12pm - 10 pm. Vendor Contact	x				8 hr.	Lead Officer 5/8's 8-4 m-f. C/O IV
3	General Services		1				8	Building Liaison	x			x	8 hr.	5 day 6-2 Monday - Friday
4	Laundry		1				8	Laundry Security	x			x	8 hr.	5 day 6-2 Monday - Friday

POST BY FACILITY (cont'd)

Post #	Title	Shift						Duty Activities	MGT Recommendations					Comments
		10p-6a	6a-2p	2p-10p	10 hr.	12 hr	Hrs.		Maint.	Incr.	Reduce	5 day Post	Relief Factor	
Special Functions (cont'd)														
5	Kitchen				2		10	10 hrs. Currently Miscellaneous	x				10 hr.	Detainees temporarily not working in kitchen, staff detailed to utility posts.
6	Commissary				2		10	10 hrs. Delivery Commissary. Tues./Wed./Thurs.	x				10 hr.	2p-12am 1 post is vacant. Primarily T,W,Th.
7	Clothing			1			8	Exchange of clothing	x			x	8 hr.	2p-10p 5 day
Training Lt.														
1	Training Lt.				1		10	Supervise Training	x				10 hr.	Consistent with schedule
2	Sergeant		1		1			Coordinate/Schedule	x			x	NR	One is PTO and other is Training. Generally 8 am start.
3	Training Staff				3		10	Lead Worker	x				10 hr.	C/O IV.
4	Policy and Procedure				1		10	Policy and Procedure	x				NR	4 days. Recommend 5/8's
Mail Room														
1	Officer		5				8	Mail Delivery Processing	x			x	8 hr.	5 day No mail delivery Sat./Sun.
	TOTAL	44	75	51	11	65								