

Yolo County Detention Center Staffing Analysis

FINAL Report



Yolo County Sheriff's Office
Woodland, California

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Introduction

This recommended staffing plan coordinates the design and operational philosophy of the Yolo County Detention Facility with a data-driven determination of relief required when staff are away from their posts. In the following pages, a recommendation of the staffing needed to safely and securely operate the Yolo County Detention Center is presented.

Unlike most other government or justice functions the Jail is a 24-hour, around-the-clock, 365 days-a-year operation that has substantial security and life safety requirements. The security-related positions or posts in the Jail must be staffed even when the scheduled officer calls in sick, takes vacation or is away for required training. Too often this is accomplished by an on-duty officer covering an additional post or by calling-in off-duty staff to work overtime. Both options can be costly. Overtime is expensive, and an officer that is handling multiple security posts jeopardizes the safety and security of the facility.

The process used for conducting this staffing study was based on the *Staffing Analysis Workbook for Jails: Second Edition*, which was produced by the National Institute of Corrections, and is considered to be the “industry standard” process for determining appropriate staffing for local corrections. Proper staffing is a result of careful consideration of a detention center’s physical plant, the numbers and types of inmates that are held, the operational philosophy of the agency, and various resources such as technology and equipment. This process seeks to provide perspective and to unite the operators and other stakeholders in an effort to ensure safety, security, and efficiency.

Properly staffing a detention center involves much more than multiplying the number of posts to be covered by the number of shifts. Proper staffing is determined by having the right number and type of staff, in the right place, at the right time, doing the right things. In determining what is right, a multifaceted analysis consists of a detailed review of national and local governing authorities, facility data, review and understanding of the proposed facility design, development of a facility housing profile, identification of minimum staffing needs, analysis of leave and responsibilities which require staff to be away from post, and evaluation of current staffing protocols. A major part of determining proper staffing is the calculation of the necessary relief to ensure proper staff coverage of the recommended security posts.

REGULATORY STANDARDS FOR STAFFING LEVELS

To determine appropriate staffing levels for a detention facility, a review of jurisdictional regulations and authorities is essential in understanding state requirements. In addition, national standards are used as guides to determining staffing levels that fulfill Constitutional obligations relegated to each Sheriff and detention center administration.

The Sheriff has a duty to protect and meet the basic human rights of each individual under their care. Since the facility opened in 1988, the jail and detention industry has markedly changed, requiring more attention to an individual’s personal needs and rights. Until the late 1960’s, jails remained “out of sight, and out of mind” from the federal court system. There was little to no external oversight, and legal requirements were minimal. Following the 1971 Attica Prison Riot, the rights of inmates in jails and prisons came to the forefront in many eyes. Title 42, Section 1983 – “Federal Civil Rights Act of 1871” became the vehicle to involve the federal courts into civil rights litigation in correctional facilities regarding deplorable conditions and treatments of inmates.

The importance of meeting basic human needs of an inmate is essential in managing the behavior of the inmate population. Upon admission, inmates routinely receive an intake screening via a questionnaire designed to identify medical or mental health needs. In most facilities, other information such as vulnerabilities, substance abuse, past institutional adjustments, and overall protective needs are vetted during the intake process. With such assessments, staff can begin to understand how to protect the individual inmate through housing separation and observation status. When an inmate realizes his/her basic human needs (shelter, safety, feeding, and medical services) are being met, the easier it is for the individual to transition to the new environment.

Authorities for Staffing Levels

This recommended staffing plan was formulated in accordance with applicable regulatory standards governing staffing requirements. There are three sets of regulatory standards which provided guidance for the staffing analysis. Those standards are provided by *Title 15 Minimum Standards for Local Detention Facilities*, the Prison Rape Elimination Act of 2003 (945 USC 15601) and the American Correctional Association. California detention centers must comply with the state's Title 15, and the Prison Rape Elimination Act is federal law. The American Correctional Association standards are not binding but are recognized by most courts as correctional best practices.

California's Title 15 Minimum Standards for Local Detention Facilities has the following staffing requirements, in part.

§ 1027. Number of Personnel.

A sufficient number of personnel shall be employed in each local detention facility to ensure the implementation and operation of the programs and activities required by these regulations.

Whenever there is an inmate in custody, there shall be at least one employee on duty at all times in a local detention facility or in the building which houses a local detention facility who shall be immediately available and accessible to inmates in the event of an emergency. Such an employee shall not have any other duties which would conflict with the supervision and care of inmates in the event of an emergency. Whenever one or more female inmates are in custody, there shall be at least one female employee who shall be immediately available and accessible to such females.

Additionally, in Type IV programs the administrator shall ensure a sufficient number of personnel to provide case review, program support, and field supervision.

In order to determine if there is a sufficient number of personnel for a specific facility, the facility administrator shall prepare and retain a staffing plan indicating the personnel assigned in the facility and their duties. Such a staffing plan shall be reviewed by the Board staff at the time of their biennial inspection. The results of such a review and recommendations shall be reported to the local jurisdiction having fiscal responsibility for the facility.

Note: Authority cited: Section 6030, Penal Code. Reference: Sections 6030, 6031 and 6031.1, Penal Code.

§ 1027.5 Safety Checks.

Safety checks shall be conducted at least hourly through direct visual observation of all inmates. There shall be no more than a 60-minute lapse between safety checks. There shall be a written plan that includes the documentation of routine safety checks.

Note: Authority cited: Section 6030, Penal Code. Reference: Section 6030, Penal Code.

§ 1028. Fire and Life Safety Staff.

Pursuant to Penal Code Section 6030(c), effective January 1, 1980, whenever there is an inmate in custody, there shall be at least one person on duty at all times who meets the training standards established by the Board for general fire and life safety. The facility manager shall ensure that there is at least one person on duty who trained in fire and lifesafety procedures that relate specifically to the facility.

Note: Authority cited: Section 6030, Penal Code. Reference: Section 6030, Penal Code.

§ 1058. Use of Restraint Devices. (in part)

Direct visual observation shall be conducted at least twice every thirty minutes to ensure that the restraints are properly employed, and to ensure the safety and well-being of the inmate. Such observation shall be documented.

§ 1062. Visiting.

- (a) The facility administrator shall develop written policies and procedures for inmate visiting which shall provide for as many in-person visits and visitors as facility schedules, space, and number of personnel will allow.
- and
- In Type III and Type IV facilities there shall be allowed one or more visits, totaling at least one hour, per week.

PREA Standards

The Prison Rape Elimination Act of 2003 (945 USC 15601) also known as PREA provided for a commission to develop standards to be adopted by the U.S. Attorney General to detect, prevent, and respond to rapes and sexual misconduct that take place in prisons and detention facilities. Standard § 115.13 of this act addresses staffing and sets forth the following provisions:

§ 115.13 Supervision and monitoring.

(a) The agency shall ensure that each facility it operates shall develop, document, and make its best efforts to comply on a regular basis with a staffing plan that provides for adequate levels of staffing, and, where applicable, video monitoring, to protect inmates against sexual abuse. In calculating adequate staffing levels and determining the need for video monitoring, facilities shall take into consideration:

- (1) Generally accepted detention and correctional practices;
- (2) Any judicial findings of inadequacy;
- (3) Any findings of inadequacy from Federal investigative agencies;
- (4) Any findings of inadequacy from internal or external oversight bodies;
- (5) All components of the facility's physical plant (including "blind-spots" or areas where staff or inmates may be isolated);

- (6) The composition of the inmate population;
 - (7) The number and placement of supervisory staff;
 - (8) Institution programs occurring on a particular shift;
 - (9) Any applicable State or local laws, regulations, or standards;
 - (10) The prevalence of substantiated and unsubstantiated incidents of sexual abuse; and
 - (11) Any other relevant factors.
- (b) In circumstances where the staffing plan is not complied with, the facility shall document and justify all deviations from the plan.
- (c) Whenever necessary, but no less frequently than once each year, for each facility the agency operates, in consultation with the PREA coordinator required by §115.11, the agency shall assess, determine, and document whether adjustments are needed to:
- (1) The staffing plan established pursuant to paragraph (a) of this section;
 - (2) The facility's deployment of video monitoring systems and other monitoring technologies; and
 - (3) The resources the facility has available to commit to ensure adherence to the staffing plan.
- (d) Each agency operating a facility shall implement a policy and practice of having intermediate-level or higher-level supervisors conduct and document unannounced rounds to identify and deter staff sexual abuse and sexual harassment. Such policy and practice shall be implemented for night shifts as well as day shifts. Each agency shall have a policy to prohibit staff from alerting other staffmembers that these supervisory rounds are occurring, unless such announcement is related to the legitimate operational functions of the facility.

This standard also requires "adequate" staffing along with supervision of staff to ensure compliance. The main focus of this standard is to provide enough security to be able to respond to sexual assaults with adequate numbers of staff in a timely manner and to provide adequate supervision to ensure that inappropriate relationships do not develop between staff and inmates.

ACA Standards

The American Correctional Association uses standard 4-ALDF-2A-14 as a performance-based standard and I-CORE-2A-09 as a minimum standard for meeting acceptable criteria for staffing. A recent U.S. Appeals Court decision (Cody v. Hillard) concluded that the ACA standards can be used to determine constitutional requirements.

The Core Standards for staffing are as follows:

Sufficient Staff I-CORE-2A-09 (Ref. 4-ALDF-2A-14)

Sufficient staff, including a designated supervisor, are provided at all times to perform functions relating to staff safety and the security, custody, and supervision of inmates as needed to operate the facility in conformance with the standards.

This standard requires a designated supervisor "at all times" along with a sufficient amount of correctional staff. Industry standard provides for 3 levels of supervision: line level staff, supervisory staff, and command staff. The number of staff that is deemed "sufficient" can be determined based on several factors, including the philosophy of operation and the programs provided. Other determining factors are the design of the facility's components, the types and frequency of internal inmate movement, and the various risks and needs of the inmate population.

The ACA standard 3-ALDF-1C-03 provides some guidance in determining this number by stating the following:

Staffing Requirements 3-ALDF-1C-03

Staffing requirements for all categories of personnel are determined on an ongoing basis to ensure that inmates have access to staff, programs, and services. Staffing requirements should be determined on more than inmate population figures and should include review of staffing needs for health care, academic, vocational, recreation, library, and religious programs and services. Workload ratios reflect such factors as goals, legal requirements, character, and needs of the inmates supervised, and other duties required of staff. Workloads should be sufficiently low to provide access to staff and effective services.

A staffing plan for the correctional system should consider all of these factors and provide staffing and supervision at a sufficient level to meet security and program objectives.

FACILITY PROFILE

The Yolo County Detention Center is comprised of two single-story facilities totaling 492 beds. The Monroe Detention Center is the main facility that has administrative offices, inmate visitation, services and 342 inmate beds. The Leinberger Facility was a 25-year-old building that was demolished and is now in the process of being rebuilt. Once completed, it will have a capacity of 150 lower level custody inmates housed in 4 housing units. It will also have classroom and other program spaces. The kitchen and laundry are in a separate building next to the Leinberger Facility. Table 1 below illustrates the inmate housing profile at the time of this study. As the composition of the inmate population changes, as it often does in most detention centers, the housing unit designations must change as well. Recently, the female population was moved out of B-2 to make room for an overflow of males in administrative segregation. The inmate beds in the Medical and Mental Health Units in Table 1 are considered temporary beds and are not included in the total capacity count. However, these are beds that must be monitored closely when in use due to the high-risk nature and condition of these types of inmates.

Table 1
Inmate Housing Capacity and Classification

Monroe Detention Center		
<u>Housing Unit</u>	<u>Capacity</u>	<u>Classification</u>
A-1 Unit	76	Special Needs, Medium & Maximum
A-2 Unit	96	Maximum, Admin Separation, & Classification
B-1 Unit	76	Main Line (General Population)
B-2 Unit	52	Females
H Unit	32	Inmate Workers
C-2	10	Quarantine
Medical Unit	10*	Medical issues
Mental Health Unit	13*	Mentally Ill
Total Capacity:	342	
Leinberger (under construction)		
<u>Housing Unit</u>	<u>Capacity</u>	<u>Classification</u>
Unit 1 (TBD)	30	Females
Unit 2 (TBD)	60	TBD
Unit 3 (TBD)	30	TBD
Unit 4 (TBD)	30	TBD
Total Capacity:	150	
Total Facility Capacity:	492	

In addition to the housing buildings, there is a dedicated Intake and Release center in Building C adjacent to the vehicle sallyport. This area is responsible for the reception processing of all new arrests in Yolo County. This area also serves as the out-processing of individuals being released from custody or transferred to another jurisdiction.

At the front of the building is a public lobby which is intended to include reception for the administrative areas. Adjacent to the public lobby is the jail's administration space and the facility's central control room. The facility's central control room will manage and monitor all activity/movement within the facility through security control systems and surveillance camera systems.

There is a fully equipped medical services area that provides health care for the inmate population, and many of the centralized inmate programs are provided in Building F, which is centrally located between Housing Buildings A and B.

In a detached building from either Monroe or Leinberber Centers are multiple support services areas including a kitchen with the capability to produce meals for the incarcerated population and a separate laundry center to manage the laundering services for inmate uniforms and linens.

The lobby for social and professional visitation in Building V is accessed from a parking lot on the back side of the building. There will be a combination of face-to-face visits as well as via a remote video system.

Post Plan Development

Through interviews with the facility staff, a post plan was developed to manage the housing units and support services needed for the facility. The following is a summary of the responsibilities identified for each position currently in the detention center:

- **Facility Commander** – Responsible for the oversight and management of the detention center. Specific responsibilities include policy development, staff planning, ensuring staff training needs are met, ensuring facility needs are met, protecting the inmate population, and ensuring the basic human needs are provided.
- **Lieutenant** – Responsible for assisting the jail administrator in managing and oversight of the shift teams and facility services.
- **Sergeant** – First line supervisors provided to maintain officer supervision on each of the 12-hour shifts and ensure policies and procedures are being followed. Additional responsibilities should include documenting compliance with policies, standards, and other legal requirements, overseeing inmate classification, managing and conduction staff training and assisting the Lieutenant over services.
- **Central Control** – A Correctional Officer responsible for the monitoring and control of movement and activities throughout the detention center. These positions monitor all camera surveillance systems, control security doors throughout the facility, monitor all security alarm systems, and perform other related duties.
- **Booking Intake and Release and Security & Investigations (S&I)** – A Correctional Officer responsible for the reception processing of all new arrests. These officers conduct searches of new admissions, booking/release related responsibilities and holding supervision for individuals temporarily held in the Intake holding cells.
- **Housing Officer** – A Correctional Officer responsible for the care, custody and control of the inmate population within the facility. These positions ensure the basic human needs are met, inmates follow facility rules, and conduct security inspections of the facility regularly throughout the day.

- **Housing Sub-Control Officer** – A Correctional Officer responsible for monitoring the safety of the A-2 housing unit officers during interactions inside the housing unit. This is a necessary post as A-2 houses many inmates that have identified as having a higher risk/need classification. It also serves as a back-up control center in the event that Main Control is ever compromised. This position also manages the documentation and facilitation of all housing unit activities.
- **Rover** – A Correctional Officer responsible for providing relief for other posts for meals and breaks and to assist the Shift Sergeant as needed.
- **Response Team/ Programs Escort** – A Correctional Officer responsible for responding to incidents and emergency situations through the facilities. Also escorts inmates to/from housing blocks for program services, to receive medical services, for professional visitation, and elsewhere within the facility.
- **Classification Officer** - A Correctional Officer responsible for conducting and reviewing inmate classifications.
- **Kitchen Officer** - A Correctional Officer responsible for supervising inmate worker activity in the kitchen and delivering meals to the housing units.
- **Maintenance Officer:** A Correctional Officer responsible for supervising inmate workers as they perform cleaning, painting, and stocking functions.
- **Detention Facility Cook** - A civilian who supervises inmate workers in the preparation and delivery of inmate meals as well as cleaning the kitchen.
- **Treatment Coordinator:** A civilian with appropriate licensure to arrange and monitor programs for inmates.
- **Laundry/Property Officer:** A Correctional Officer responsible for the supervision of inmate workers in the laundry room and maintain the inmate property in the property room.
- **Correctional Records Specialist:** A person who creates files and maintains departmental and inmate records and processes inmates upon acceptance into the facility and prior to release.
- **Sheriff's Service Technician (SST)** - A person who processes SWIP (Work Release) applications and determines applicant suitability for the program.

In determining the recommended number of full-time equivalents (FTE) for each security post, it is important to understand the tasks undertaken by housing officers. For example, the daily tasks for housing unit officers range from minor tasks to observation and supervision of individuals to managing and controlling poor behaviors. Housing unit officers have a series of regular responsibilities throughout a shift including, but not limited to:

- counting inmates upon assuming custody,
- conducting security observation rounds as required,
- supervising inmate feeding and monitoring those with special dietary needs,

- inspecting and distributing inmate mail,
- distributing hygiene items,
- exchanging laundry (linens, blankets, towels),
- supervising the cleaning of housing areas,
- completing inventory control of chemicals, tools, and security items assigned to the post,
- answering questions and responding to complaints,
- distributing inmate requests and inmate grievance forms when necessary,
- supervising recreation periods,
- supervising programming and visitation,
- providing security for medical staff during medication rounds,
- conducting security and maintenance inspections of cells, dayrooms, showers, recreation areas, and all areas connected to the housing unit,
- searching inmates upon leaving and returning from the housing unit,
- distributing/supervising distribution of commissary items,
- documenting incidents and important information on each individual,
- maintaining a log of all activities, visitors, and unusual events in the housing unit,
- protecting individuals from abuse, and
- responding to emergency situations.

These daily activities become more challenging when inmates do not follow rules or do not cooperate with instructions. The responsibilities of the housing unit officer become compounded when inmates refuse to participate in activities and become resistant to the normal running of the housing unit. Inmate misbehavior takes valuable time away from an officer who is responsible for maintaining order and preventing inmates from disrupting the behaviors of others living in the same environment. Having the appropriate level of staff to manage difficult behavior and still complete required responsibilities is vital to the successful operation of a jail facility.

The Escort position ensures the facility has ample staff to perform many of the ancillary functions described above. They enable the housing officers to maximize their time interacting with the inmate population and conducting security and safety checks to fulfill necessary security escorts and supervision of the support services.

PROPOSED STAFFING PLAN

New/ Additional Recommended Posts

The following recommended posts are either new, meaning this is not a currently funded post or position, or it is recommended to increase the number of staff allocated to an existing funded post or position.

- **Leinberger Sergeant** – A first line supervisor will be needed to maintain officer supervision on each of the 12-hour day shifts in the Leinberger Facility. The number and variety of inmates that

will be housed and provided programming, along with the fact that it is a separate building on the campus, justifies the need for this supervisory position.

- **Team Shift Corporal** –An assistant supervisory position is recommended for each Team Shift to assist with supervisory and management duties and responsibilities, especially at Booking where ensuring proper intakes and releases are key to reducing liability and increasing security. Adding this position will increase the supervisory span of control for the Platoon, enabling proper coverage when a Platoon Sergeant is away from the facility.
- **Classification Officer** –To ensure a consistent process, face-to-face classification interviews should be conducted by a dedicated officer(s) to ensure a consistent, thorough process.
- **A-1 Housing Officer** –This unit houses up to 76 inmates with classifications of Medium custody, Maximum custody, as well as, Special Needs inmates and should have a second officer assigned during non-sleeping hours.
- **Video Visitation Monitor** –Staff are recommended to maintain the new video visitation process and periodically monitor the video communications to ensure a safe and appropriate visitation experience.
- **Visitation Registration (CRS)** –Just as the Corrections Record Specialists assist the custody staff with the booking process, it is recommended that an additional position be created to assist with the visitation registration process.
- **Administrative Assistant** - It is recommended that an Administrative Assistant position be added to support administrative needs of the facility administrative staff.
- **Analyst** – The addition of an analyst position could serve as an inmate population manager, maintaining statistical documentation for the Sheriff as well as the courts, ensuring the timely tracking of inmate time, release eligibility, and legal disposition.
- **Program Manager** – The addition of the rebuilt Leinberger facility will create an opportunity for expanded in-custody programming. The Sheriff’s goal is to develop and deliver a comprehensive and expansive offender program curriculum that will address a multitude of criminological risk factors which have been found to significantly decrease recidivism rates. The position will ensure programs are evidence-based, evaluated for effectiveness, and will meet all applicable statutes, standards, legal mandates, court orders and departmental policies.

Table 2 below demonstrates the proposed staffing plan across all shifts with the total number of hours required per day/days per week.

Table 2
Recommended Staffing Posts

Yolo County Jail	Admin	Day	Night	Days/	Is Relief
Post/Position	M-F	Shift	Shift	Week	Needed
Commander	1.0			5	No
Subtotal Commander	1.0	0.0	0.0		
A & C Team Lieutenant	1.0			5	No
B & D Team Lieutenant	1.0			5	No
Leinberger/ Services Lieutenant	1.0			5	No
Subtotal Lieutenants	3.0	0.0	0.0		
Team Shift Sergeant		1.0	1.0	7	No
Team Booking Sergeant		1.0	1.0	7	No
Leinberger Sergeant		1.0		7	No
Compliance, Classification & Training Sergeant	1.0			5	No
Services Sergeant	1.0			5	No
Subtotal Sergeants	2.0	3.0	2.0		
Team Shift Corporal		1.0	1.0	7	Yes
Subtotal Corporals		1.0	1.0		

Table 2 (continued)
Recommended Staffing Posts

Yolo County Jail	Admin	Day	Night	Days/	Is Relief
Post/Position	M-F	Shift	Shift	Week	Needed
Monroe Center					
Central Control		2.0	2.0	7	Yes
Booking Intake		1.0	1.0	7	Yes
Booking Security & Investigations		4.0	4.0	7	Yes
Classification	1.0		0.0	5	No
A-1 Housing (Special Needs, Med, Max)		2.0	1.5	7	Yes
A-2 Housing (Max, Ad Separation, Class)		2.0	2.0	7	Yes
A-2 Sub Control Room		1.0	1.0	7	Yes
B-1 Housing (Main Line (Gen Pop))		1.0	1.0	7	Yes
B-2 Housing (Females)		1.0	1.0	7	Yes
H Housing (Workers)		1.0	1.0	7	Yes
Kitchen Officer		1.0	0.0	7	Yes
Medical/ Mental Health Housing		1.0	1.0	7	Yes
Visitation Registration		1.0	0.5	7	Yes
Video Visitation Monitor		1.0	0.5	7	Yes
Visitation Escort		1.0	0.5	7	Yes
Rover		2.0	2.0	7	Yes
Response Team/ Programs Escort		3.0	3.0	7	Yes
Leinberger Facility					
Control Room		1.0	1.0	7	Yes
Rover		1.0	1.0	7	Yes
Housing		3.0	3.0	7	Yes
Services					
Maintenance	1.0			5	No
Commissary/ Programs	1.0			5	No
Laundry	1.0			5	No
EM/ Home Custody	2.0			5	No
Subtotal Correctional Officers	6.0	30.0	27.0		

Table 2 (continued)
Recommended Staffing Posts

Yolo County Detention Center Post/Position	Admin M-F	Day Shift	Night Shift	Days/ Week	Requires Relief?
Records					
Records Manager	1.0			5	No
Subtotal Records Manager	1.0	0.0	0.0		
Records Shift Supervisor		1.0	1.0	7	Yes
Subtotal Records Shift Supervisor		1.0	1.0		
CRS Court Orders	1.0			5	No
CRS Crime Desk	1.0			5	No
CRS Booking		1.0	1.0	7	Yes
CRS Warrant		1.0	1.0	7	Yes
CRS Identification		1.0	1.0	7	Yes
CRS Coverage		1.0	1.0	7	Yes
Visitation Registration		1.0	0.5	7	Yes
Subtotal CRS	2.0	5.0	4.5		
Subtotal Records	3.0	6.0	5.5		
Kitchen					
Kitchen Supervisor	1.0			5	No
Detention Cook		5.0		7	Yes
Subtotal Kitchen Staff	1.0	5.0			
Administrative Assistant	1.0			5	No
Civilian Analyst	1.0			5	No
Social Worker	1.0			5	No
Program Manager	1.0			5	No
Subtotal Civilians	1.0				
Sheriff's Service Technician					
Sheriff Work Program (SST)	2.0			5	No
Subtotal SST	9.0	10.0	0.0		

Staffing Relief Methodology

The translation of posts to full-time equivalent FTE positions is made by applying an appropriate relief calculation to the recommended number of posts. Providing proper relief, or staff coverage, is critical in determining adequate staffing for detention operations. Unlike most other government or justice functions the jail is a 24-hour round-the-clock 365 days-a-year operation that has substantial security and life safety requirements. The security-related positions or posts in the detention center must be staffed even when the scheduled officer calls in sick, takes vacation or is away on required training.

The process used for conducting this staffing study and calculating a proper relief factor was based on the Staffing Analysis Workbook for Jails: Second Edition, produced by the National Institute of Corrections, and is considered to be the "industry standard" process for determining appropriate staffing for local corrections.

The following passage is an excerpt from the *Staffing Analysis Workbook for Jails: Second Edition*:

“Many staffing issues and problems jails face, such as high overtime costs, the inability to cover needed posts, or the inability to free staff from their posts for training can be attributed to inaccurate calculation of the actual number of hours staff is available to work in the jail. This critical step requires collecting and analyzing information that will provide an accurate depiction of the real number of staff hours that are available to be scheduled for each full-time position in the jail budget. It produces accurate net annual work hours (NAWH) for each position....

An accurate NAWH for each job classification requires information on all possible time-off categories. Different classifications of employees will have different NAWH, because of the amount of vacation time or training time that is allotted and used.”

The NAWH has a direct impact on the number of staff needed to fill a post and the overall number of staff needed to operate the detention center. The more time staff are away from a post for leave time usage or for training, the more staff will be needed to fill a post.

It is important to point out that not every post or position requires relief. Relief is typically applied to security posts that must be staffed during certain shifts and work hours to maintain safe, critical operations. Typically, relief is not applied to administrative personnel or positions who are not directly responsible for the continuous observation and safety of the inmate population.

Three components must be calculated in order to develop a valid shift relief factor:

1. **The number of hours each post must be filled in a year.** Some posts must be filled continuously, while others may only need to be filled intermittently. The number of hours each post must be filled in a year was calculated for all posts.
2. **The number of hours in a year an average employee is assigned to work.** Most staff in are scheduled to work 80 hours every 2 weeks. However, this can vary slightly in different shift structures.
3. **The number of hours in a year an average employee can work a post.** This calculation is known as the “net annual work hours,” and it takes into consideration that staff are not always able to work their scheduled shift for reasons explained earlier.

In order to describe/recommend appropriate staffing for the Yolo County Sheriff, a proper NAWH was calculated for each security job classification to determine the number of staff that must be employed to efficiently fill all security posts, even when some staff are absent. A great deal of time was spent collecting and sorting through “time off” data collected for all the time taken off by all employees in the last four years, from fiscal years 2018 through 2021. While employees take time off for legitimate reasons, security posts must still be staffed to maintain the safety and security of the facilities. Therefore, the actual time off data is used to determine the proper amount of relief staff that must be hired to provide adequate coverage at all times.

Table 3
Net Annual Work Hours

Yolo County Jail Net Annual Work Hours		Lieutenant	Sergeant	C/O	CRS Shift Superv	CRS	SST	Cook	Social Worker
1	Total hours contracted per employee per year.	2,086	2,086	2,086	2,086	2,086	2,086	2,086	2,086
2	Total hours off per year	375.48	309.08	280.94	320.54	229.56	390.58	203.56	243.50
3	Net Annual Work Hours	1,710.12	1,776.52	1,804.66	1,765.06	1,856.04	1,695.02	1,882.04	1,842.10

With the calculation of a tailored NAWH, the relief factor can be derived by dividing the number of hours per year that a post must be staffed by the number of hours one officer is available to work in a year. Staffing requirements then are determined by multiplying each post by the required relief factor.

Table 4
Relief Factor

Relief Factor	Lieutenant	Sergeant	C/O	CRS Shift Superv	CRS	SST	Cook	Social Worker
Hours per year	8,760	8,760	8,760	8,760	8,760	8,761	8,762	8,763
Hours per year divided by NAWH	5.12	4.93	4.85	4.96	4.72	5.17	4.66	4.76
Relief Factor	1.71	1.64	1.62	1.65	1.57	1.72	1.55	1.59

Source: Justice Planners

Proper relief factors will vary depending upon the type of post/position in which they are applied. For example, a post that is staffed for 40 hours each week will require less staff (and relief) than a post that is staffed 24/7. What is important when determining the required relief for a particular job classification is to factor an accurate NAWH. The relief factor for a Corrections Officer is 1.62. This means that to properly staff one security post 24 hours a day, 7 days a week requires 1.62 staff. The detail of the time-off categories used is displayed in the appendix. For the staffing recommendations, relief factors for each position category shown in Table 4 have been appropriately applied in the recommended staffing calculations.

Applying Proper Relief to Current Posts/ Positions

Before we apply the proper relief factor to the recommended posts and positions, it is important to apply this to the existing budgeted staff. Doing so gives a clearer picture of what the staffing levels would be today if proper relief were applied, regardless of any new staff positions. As shown in table 5 below, if proper relief were applied to the current funded positions today, there would be a shortfall of 39 FTEs, of which 34 would be for Correctional Officer positions.

Table 5
Proper Relief Applied to Current Posts/ Positions

Post/ Position	Today	w/Proper Relief	+/-
Commander	1	1	0
Lieutenant	3	3	0
Sergeant	10	10	0
Correctional Officer (I & II)	108	141	(33)
Records Manager	1	1	0
Records Shift Supervisor	4	4	0
Corrections Records Specialist (I & II)	18	21	(3)
Kitchen Supervisor	1	1	0
Detention Cook	6	8	(2)
Social Worker	1	1	0
Sheriff's Service Technician	2	2	0
Totals:	155	193	(38)

When the new recommended staff posts/positions are added, along with recommended increases of staff to some posts, the total recommended number of FTEs for the Yolo County Detention Center is 211. This is 58 FTEs above what is currently budgeted, of which 39 of those positions are for correctional officers.

Table 6
Recommended Posts/ Positions with Proper Relief Applied

Recommended Staff Positions	Rec	Today	+/-
Commander	1	1	0
Lieutenant	3	3	0
Sergeant	12	10	(2)
Corporal	5	0	(5)
Correctional Officer (I & II)	147	108	(39)
Records Manager	1	1	0
Records Shift Supervisor	4	4	0
Corrections Records Specialist (I & II)	25	18	(7)
Kitchen Supervisor	1	1	0
Detention Cook	8	6	(2)
Administrative Assistant	1	0	(1)
Civilian Analyst	1	0	(1)
Social Worker	1	1	0
Program Manager	1	0	(1)
Sheriff's Service Technician	2	2	0
Totals:	213	155	-58

Recommendations

The following recommended posts are either new, meaning this is not a currently funded post or position, or it is recommended to increase the number of staff allocated to an existing funded post or position.

1. **Create the position of Team Shift Corporal** – There are currently two Sergeants assigned to each Team Shift, one of which is assigned to Booking. An assistant supervisor is recommended for each Team Shift to assist with supervisory and management duties and responsibilities especially at Booking to ensure proper intakes and releases which are key to reducing liability and increasing security. Currently with one supervisor assigned to Booking, the remaining supervisory duties fall to one other Sergeant. This can be overly burdensome considering there will be 492 inmate beds spread over two different housing facilities and food and laundry services operated out of a third building.
2. **Create the position of Classification Officer** – Inmate classification is currently a part of the booking process that may be conducted by one of several different staff on four different shift teams. To ensure a consistent process, face-to-face classification interviews should be conducted by a dedicated officer(s) to ensure a consistent, thorough process. This process will also enable a single officer (or smaller group of people) to be held accountable for the consistency and validity of the classification process.
3. **Add a Second A-1 Housing Officer** –This unit houses up to 76 inmates with classifications of Medium custody, Maximum custody as well as Special Needs inmates. The sample listing of the regular responsibilities of a housing unit officer throughout a shift grows even more problematic when multiple classifications are contained in one housing unit: particularly Maximum custody and Special Needs inmates. The current practice is for each Team Shift to assign one officer to the A-1 Housing Unit. It is recommended that a second Housing Unit Officer be assigned to A-1 when inmates are not confined to their cells.
4. **Create the position of Video Visitation Monitor** – As inmate visitation sets to resume after many months of prohibition due to COVID-19, the detention center will also introduce the ability for remote, video visitation. Staff will be needed to maintain the video visitation process and monitor the video communications to ensure a safe and appropriate visitation experience.
5. **Create the position of Visitation Registration (CRS)** – Managing the visitation registration process for more than 500 inmates is cumbersome. Just as the Corrections Record Specialists assist the custody staff with the booking process, it is recommended that an additional position be created to assist with the visitation registration process.
6. **Create the position of Administrative Assistant** - It is recommended that an Administrative Assistant position be created to support administrative needs of the facility administrative staff. It is unusual for a detention center of this size to not have any administrative staff at all. This position would assist with administrative tasks, thereby freeing the Commander's time to focus more on overseeing the operations of the facility.
7. **Create the position of Analyst** - An analyst position could serve many key roles and functions within the administrative section at the detention center. This position could serve as an inmate

population manager, maintaining statistical documentation for the Sheriff as well as the courts, ensuring the timely tracking of inmate time, release eligibility, and legal disposition.

8. **Create the position of Program Manager** – In order to meet the Sheriff’s goal of delivering a comprehensive and expansive offender program curriculum to decrease recidivism rates, a Program Manager is needed to develop and provide successful in-custody programming

Conclusion

Finding a way to increase the number of Corrections Officers by 37% is not a recommendation that is made lightly. Without the application of proper relief, the number would be much lower. However, the relief computations used the actual time staff were away from their post for the last four years. The physical layout of the complex also contributes to the staffing need, with inmate housing located in two separate buildings and food and laundry services in a third location.

Some options for addressing this shortfall in staffing include the following.

1. Do nothing. This is always an option but is not recommended given the impact on staff safety, morale, retention, and the ability to hire for existing and future staff vacancies.
2. Develop a phased hiring plan. Budget for a fixed number of FTEs to be added to each fiscal cycle until the recommended staffing levels are attained.
3. Find a Balanced Option. Determine an acceptable balance between new staff positions and overtime. Overtime is cheaper (fiscally) than funding a new FTE, but only to a point. The impacts on facility and staff safety must be considered when weighing acceptable levels of continued staff shortages and increase overtime.

Appendix A: Staffing Worksheet

**Table A-1
Staffing Worksheet**

Yolo County Jail	Admin	Day	Night	Days/	Is Relief		Total	Rounded
Post/Position	M-F	Shift	Shift	Week	Needed	NAWH	FTEs	FTEs
Commander	1.0			5	No		1.0	
Subtotal Commander	1.0	0.0	0.0				1.0	1
A & C Team Lieutenant	1.0			5	No		1.0	
B & D Team Lieutenant	1.0			5	No		1.0	
Leinberger/ Services Lieutenant	1.0			5	No		1.0	
Subtotal Lieutenants	3.0	0.0	0.0				3.0	3
Team Shift Sergeant		1.0	1.0	7	No		4.0	
Team Booking Sergeant		1.0	1.0	7	No		4.0	
Leinberger Sergeant		1.0		7	No		2.0	
Compliance, Classification & Training Sergeant	1.0			5	No		1.0	
Services Sergeant	1.0			5	No		1.0	
Subtotal Sergeants	2.0	3.0	2.0				12.0	12
Team Shift Corporal		1.0	1.0	7	Yes		5.0	
Subtotal Corporals		1.0	1.0				5.0	5
Monroe Center								
Central Control		2.0	2.0	7	Yes	1,804.66	9.9	
Booking Intake		1.0	1.0	7	Yes	1,804.66	5.0	
Booking Security & Investigations		4.0	4.0	7	Yes	1,804.66	19.8	
Classification	1.0		0.0	5	No		1.0	
A-1 Housing (Special Needs, Med, Max)		2.0	1.5	7	Yes	1,804.66	8.7	
A-2 Housing (Max, Ad Separation, Class)		2.0	2.0	7	Yes	1,804.66	9.9	
A-2 Sub Control Room		1.0	1.0	7	Yes	1,804.66	5.0	
B-1 Housing (Main Line (Gen Pop)		1.0	1.0	7	Yes	1,804.66	5.0	
B-2 Housing (Females)		1.0	1.0	7	Yes	1,804.66	5.0	
H Housing (Workers)		1.0	1.0	7	Yes	1,804.66	5.0	
Kitchen Officer		1.0	0.0	7	Yes	1,804.66	2.5	
Medical/ Mental Health Housing		1.0	1.0	7	Yes	1,804.66	5.0	
Visitation Registration		1.0	0.5	7	Yes	1,804.66	3.7	
Video Visitation Monitor		1.0	0.5	7	Yes	1,804.66	3.7	
Visitation Escort		1.0	0.5	7	Yes	1,804.66	3.7	
Rover		2.0	2.0	7	Yes	1,804.66	9.9	
Response Team/ Programs Escort		3.0	3.0	7	Yes	1,804.66	14.9	
Leinberger Facility								
Control Room		1.0	1.0	7	Yes	1,804.66	5.0	
Rover		1.0	1.0	7	Yes	1,804.66	5.0	
Housing		3.0	3.0	7	Yes	1,804.66	14.9	
Services								
Maintenance	1.0			5	No		1.0	
Commissary/ Programs	1.0			5	No		1.0	
Laundry	1.0			5	No		1.0	
EM/ Home Custody	2.0			5	No		2.0	
Subtotal Correctional Officers	6.0	30.0	27.0				147.2	147

Table A-1 (continued)
Staffing Worksheet

Yolo County Jail	Admin	Day	Night	Days/	Is Relief		Total	Rounded
Post/Position	M-F	Shift	Shift	Week	Needed	NAWH	FTEs	FTEs
Records								
Records Manager	1.0			5	No		1.0	
Subtotal Records Manager	1.0	0.0	0.0				1.0	1
Records Shift Supervisor		1.0	1.0	7	Yes	1,765.06	4.0	
Subtotal Records Shift Supervisor		1.0	1.0				4.0	4
CRS Court Orders	1.0			5	No		1.0	
CRS Crime Desk	1.0			5	No		1.0	
CRS Booking		1.0	1.0	7	Yes	1,856.04	4.8	
CRS Warrant		1.0	1.0	7	Yes	1,856.04	4.8	
CRS Identification		1.0	1.0	7	Yes	1,856.04	4.8	
CRS Coverage		1.0	1.0	7	Yes	1,856.04	4.8	
Visitation Registration		1.0	0.5	7	Yes	1,856.04	3.6	
Subtotal CRS	2.0	5.0	4.5				24.9	25
Subtotal Records	3.0	6.0	5.5					30
Kitchen								
Kitchen Supervisor	1.0			5	No		1.0	1
Detention Cook		5.0		7	Yes	1,882.04	7.8	8
Subtotal Kitchen Staff	1.0	5.0						9
Administrative Assistant	1.0			5	No		1.0	1
Civilian Analyst	1.0			5	No		1.0	1
Social Worker	1.0			5	No		1.0	1
Program Manager	1.0			5	No		1.0	1
Subtotal Civilians	1.0							4
Sheriff's Service Technician								
Sheriff Work Program (SST)	2.0			5	No		2.0	
Subtotal SST	9.0	10.0	0.0				2.0	2
Total Staff Needed:							213	

Appendix B: Relief Calculations

Table B-1
Net Annual Work Hours Calculations

Yolo County Jail Staffing Net Annual Work Hours		Job Classification							
Yolo County Jail Net Annual Work Hours	Lieutenant	Sergeant	C/O	CRS Shift Superv	CRS	SST	Cook	Social Worker	
1 Total hours contracted per employee per year.	2,086	2,086	2,086	2,086	2,086	2,086	2,086	2,086	
2 Avg Accumulated Time Off hours taken per year.	6.85	3.07	2.90	17.01	6.91	0.00	0.00	0.00	
3 Avg Administrative Leave hours taken per year.	46.28	0.00	0.00	0.00	0.00	0.00	0.00	0.00	
4 Avg Comp hours taken per year.	0.00	11.78	19.62	13.20	3.14	0.00	0.00	0.00	
5 Avg Compassionate Leave hours taken per year.	2.46	0.88	0.75	3.75	3.96	0.00	1.60	0.00	
6 Avg COVID Incident-Admin hours taken per year.	0.00	0.29	1.26	5.13	2.64	0.00	0.00	0.00	
7 Avg Extra Time Off hours taken per year.	0.00	0.00	0.19	0.00	0.00	82.75	0.00	0.00	
8 Avg FMLA hours taken per year.	0.00	0.00	0.00	24.50	3.36	0.00	0.00	0.00	
9 Avg Floating Holiday hours taken per year.	34.38	38.24	28.46	35.23	28.82	31.92	29.60	32.00	
10 Avg Holiday hours taken per year.	78.15	55.00	13.95	50.25	38.07	30.67	42.56	84.00	
11 Avg Jury Duty hours taken per year.	0.00	0.43	0.30	0.00	0.48	0.00	0.16	0.00	
12 Avg Leave of Absence hours taken per year.	0.00	5.27	18.41	0.68	17.79	0.00	0.72	0.00	
13 Avg Military hours taken per year.	0.00	0.00	4.83	0.00	0.00	0.00	0.00	0.00	
14 Avg Release Time hours taken per year.	0.00	0.00	0.02	0.00	0.06	0.00	0.00	0.00	
15 Avg Sick hours taken per year.	43.04	44.61	84.69	67.37	61.77	135.23	63.36	59.75	
16 Avg State Disability hours taken per year.	0.00	2.52	14.18	0.00	7.83	0.00	0.00	0.00	
17 Avg Vacation hours taken per year.	164.32	146.99	89.83	103.43	54.71	110.02	65.56	67.75	
18 Avg Workers Comp Misc hours taken per year.	0.00	0.00	1.50	0.00	0.00	0.00	0.00	0.00	
19 Avg Leave with Pay hours taken per year.	0.00	0.00	0.03	0.00	0.00	0.00	0.00	0.00	
20 Total hours off per year	375.48	309.08	280.94	320.54	229.56	390.58	203.56	243.50	
21 Net Annual Work Hours	1,710.12	1,776.52	1,804.66	1,765.06	1,856.04	1,695.02	1,882.04	1,842.10	

Source: Justice Planners



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