

Fixed Post Staffing Analysis
Sheriff's Department

Prepared for the:
Board of Supervisors
of the City and County of San Francisco

By the
San Francisco Budget Analyst
June 10, 2008

CITY AND COUNTY



OF SAN FRANCISCO

BOARD OF SUPERVISORS

BUDGET ANALYST

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June 10, 2008

Honorable Aaron Peskin, President
and Members of the Board of Supervisors
City and County of San Francisco
Room 244, City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4689

Dear President Peskin and Members of the Board of Supervisors:

The Budget Analyst is pleased to submit our special report presenting a *Staffing Analysis of the San Francisco Sheriff's Department*. The Budget Analyst conducted this evaluation, pursuant to the Board of Supervisors powers of inquiry as defined in Charter Section 16.114, as authorized by Motion No. M07-0100. The purpose of the staffing analysis has been to assess the sworn staffing necessary to operate the City's jails, and to identify opportunities to increase staffing efficiencies and potential cost savings. This transmittal letter to our *Staffing Analysis of the San Francisco Sheriff's Department* presents the Budget Analyst's findings and recommendations.

The Sheriff's Department's primary responsibility is to operate the County's seven jails. In addition, as part of custody operations, the Sheriff's Department operates crime prevention programs, including in-custody substance abuse treatment, anti-violence counseling, and post release job development programs.

Unrelated to jail operations, the Sheriff's Department also provides security services in the San Francisco Courthouses, including at the Hall of Justice, and provides building security services at City Hall and other locations. In addition, the Sheriff's Department assists the San Francisco Police Department and the State Department of Corrections and Rehabilitation with the arrest of State parolees who have violated parole, and provides mutual aid to the Police Department when major public safety concerns are known in advance. The Warrant Services Unit of the Sheriff's Department has a primary responsibility to identify and arrest individuals who have violated court orders. Other duties include returning fugitives to other jurisdictions for criminal prosecution.

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Pursuant to the direction of the Board of Supervisors, this special study focuses solely on an analysis of the Sheriff's Department responsibilities pertaining to sworn staffing in each of the City's seven jails.

The seven jail facilities operated by the San Francisco Sheriff's Department include:

- County Jail No. 1 – Hall of Justice, 6th Floor
- County Jail No. 2 – Hall of Justice, 7th Floor
- County Jail No. 5 – San Bruno Complex
- County Jail No. 5W – San Bruno Complex
- San Francisco General Hospital Ward 7D/7L
- County Jail No. 8 – 425 7th Street
- County Jail No. 9 – Intake and Release, 425 7th Street

County Jail No. 8 is the only jail that houses females. However, County Jail No. 9 receives and releases, identifies, processes and classifies both male and females inmates.

The seven facilities have an operating capacity to house 2,671 inmates. At the time of this analysis, approximately 2,244 or 84 percent of the available beds were occupied. Accordingly, the facilities within the City were operating with surplus space amounting to approximately 427 beds, or 16 percent of total capacity. The majority of these 427 beds are located in facilities that are not designed to permanently house high populations of inmates. For instance, there is capacity in County Jail No. 9, which is the Intake and Release Facility. However, this facility is designed to house inmates during processing, and the Sheriff's Department attempts to find more permanent housing for inmates within about 12 hours of arrival and does not hold inmates in excess of 24 hours.

Summary of County Jail Staffing Analysis and Findings

This report includes nine findings related to the County Jail staffing. Six of these findings evaluate the deployment of staff at the County Jail facilities and make recommendations regarding the appropriate levels of sworn personnel at each jail. County Jail No. 5 and County Jail No. 5W, which are both located at San Bruno, are discussed in a single finding, even though they are effectively operated as separate facilities. The remaining three findings discuss: 1) the methodologies used by the Sheriff's Department to estimate facility staffing (including the relief factor methodology); 2) the Memorandum of Understanding Changes with the Deputy Sheriff's Association as the controlling document for deploying sworn staff by jail and shift; and, 3) Opportunities to civilianize 16.5 sworn staff in the Department's main Records Division, operated from County Jail No.1 (civilianization of administrative functions).

It is important to note that County Jail No. 5W was closed when the Sheriff's Department received its budget for FY 2007-08. However, the Sheriff's Department opened County Jail No. 5W during this study, in October of 2007, to comply with a federal court order that prohibits

sleeping inmates on mattresses directly on the floors of local jail facilities. This had been the Sheriff's practice prior to October 2007, when County Jail No. 5W was opened, so the Sheriff felt he was required to deploy staff to the facility using overtime. Therefore, the opening of County Jail No. 5W is a major cause of the \$14.9 million in Sheriff's Department overtime, as estimated by the Controller for FY 2007-08, and reported to the Board of Supervisors by the Budget Analyst on May 23, 2008. This estimate is approximately \$4.0 million, or 36.7 percent more than the Department's revised overtime budget of \$10.9 million for the FY 2007-08 (see Budget Analyst's May 23, 2008 *Biannual Overtime Report*).

Based on the analysis conducted for this report, the Budget Analyst has recommended a change in the mix of personnel classifications and staffing reductions for six of the seven jail facilities operated by the Sheriff's Department, equating to a net reduction of 15 FTE permanent sworn positions, which would result an estimated annual savings of \$1,589,672. However, to fully achieve this savings, the Sheriff would need to replace certain sworn positions with 15.0 FTE Legal Process Clerks at a cost of \$1,084,601, resulting in a net estimated annual savings of \$505,071. In addition, staffing sworn personnel to the recommended levels and appropriately managing deployment to required levels would save an additional estimated \$1,627,522 annually in overtime for sworn personnel, so that the total combined effect of the recommended changes in permanent staffing and reductions in overtime at all jail facilities, excluding County Jail No. 5W, would result in estimated net annual savings of \$2,132,593.

It should be noted that during this study, due to the opening of County Jail No. 5W, which requires approximately 60 FTE positions to operate at current levels, the Sheriff's Department needs to incur net additional estimated salary and benefit costs of \$1,744,769 annually by converting current overtime staffing to permanent sworn personnel. Combined with the \$2,132,593 in estimated annual savings identified by the Budget Analyst at the other jail facilities, the Sheriff's Department will still realize net estimated annual savings from current expenditure levels of \$387,824, as shown in the table below:

**Savings from Current Expenditure Levels
 County Jail Staffing Recommendations - Including CJ 5W**

Recommended Savings	
From Current Expenditure Levels	
Expense Category	Cost (Savings)
<i>All Facilities Excluding CJ 5W</i>	
Permanent Sworn Staff	(1,589,672)
Permanent Civilian Staff	1,084,601
Excess Sworn Overtime	(1,627,522)
Estimated Savings	(2,132,593)*
 <i>Impact of CJ 5W</i>	
Add'l Sworn Staff for CJ5W	6,801,604
Sworn Overtime for CJ5W	(5,056,835)
 Cost (Savings) for CJ5W	 1,744,769
 <i>Combined Impact of Recommendations</i>	
 Net Cost (Savings)	 (387,824)

*Includes net annual savings of \$717,000 by civilianizing 16.5 sworn deputy positions.

Detailed permanent sworn position changes, by facility, are shown in Attachment 1 to this transmittal letter.

Comparison of Productive Hourly Cost to Overtime Cost

When dividing the total cost of a permanent sworn position in the San Francisco Sheriff's Department by the average number of hours worked by each employee (termed a productive hourly cost), the average hourly cost, including mandatory fringe benefits, is higher than the cost of paying the same employee on overtime. This is discussed in Section 3 of this report and is the reason that the cost to staff County Jail No. 5W with permanent staff is approximately 34.5 percent higher than staffing the same facility using overtime.

Despite the apparent cost savings, which could be achieved by using overtime instead of by using permanent salaries, the Budget Analyst does not recommend staffing an entire facility through the use of overtime over a long period. If County Jail No. 5W is to remain open at

current or expanded operational levels, the facility should be staffed with permanent sworn personnel, in order to avoid staff fatigue and to ensure that the facility is operated safely.

Lastly, the Sheriff has suggested that the Department may be required to open an additional unit within County Jail No. 5W if the City's prisoner population continues to increase during FY 2008-09 at rates experienced during the first three quarters of FY 2007-08. To address the causes of the population increase, the Budget Analyst recommends that the Board of Supervisors establish a Jail Overcrowding Task Force. Further, the Budget Analyst will analyze the basis for any Department projections intended to justify further staffing increases that might be included by the Sheriff in the Mayor's recommended FY 2008-2009 budget to be submitted to the Board of Supervisors.

Staffing Methodologies Used by the Sheriff's Department

During this audit, the Sheriff's Department could not provide evidence that a formal survey and analysis of the jail operations and staffing had been conducted since 1986. In addition, counter to national guidelines produced by the National Institute of Corrections (NIC), the Sheriff's Department does not systematically or regularly compute relief factors for either Deputy Sheriffs or supervisory staff based on recent and available personnel data. The lack of formal staffing policies and methodologies results in inaccurate or incomplete understanding of facility staffing requirements and imprecise estimates of basic post coverage requirements and relief.

Instead, Sheriff's Department management and jail facility staff determine annual sworn staffing based primarily on previous year authorizations and minimum staffing provisions in the Department's Collective Bargaining Agreement with the Deputy Sheriff's Association. As a result, the Department's sworn staffing budgets reflect historically modified levels and do not necessarily communicate actual requirements by jail facility or function.

As part of the Budget Analyst's review of baseline staffing for the county jails operated by the Sheriff's Department, and in accordance with the NIC staffing model for jails, the Budget Analyst conducted a relief factor analysis, based on the methodologies recommended by the NIC for each of the jail facilities operated by the Sheriff's Department. The results of this analysis, the first ever conducted for the Sheriff's Department using NIC guidelines, has been used throughout this report to estimate staffing needs at each of the jails.

Memorandum of Understanding Controls Minimum Staffing

The City and County of San Francisco has a collective bargaining agreement, or Memorandum of Understanding (MOU), with the Deputy Sheriff's Association (DSA). The DSA represents all management and non-management sworn staff within the department, and the collective bargaining agreement outlines position classifications, salaries, work hours, fringe benefits, and other working conditions for employees. Significantly, the MOU also contains minimum staffing levels for each of the Sheriff's seven jail facilities, which is inconsistent with practices in other California counties which the Budget Analyst surveyed.

As a result, the Sheriff's Department does not have full management discretion or control when determining the minimum staffing needs for jail facilities, so that all proposed changes to staff assignments must first be approved by the DSA. Further, having all sworn staff, from the most senior managers to new hires in the same collective bargaining unit, creates problems with discipline and the supervision of staff.

The Budget Analyst recommends that the Sheriff's Department and the Department of Human Resources work to eliminate all references to minimum staffing levels in the collective bargaining agreement. As is common in other jurisdictions, minimum staffing levels should be determined by departmental managers consistent with work rules and conditions of employment. As is also common in other jurisdictions, the City should work to establish two separate bargaining units for the representation of management and non-management sworn personnel.

Civilianization of Records Office Personnel

The Sheriff's Department uses sworn staff to perform administrative duties that do not require specific uniformed Deputy Sheriff skills. This practice results in an inefficient use of sworn staff and increases costs to the Sheriff's Department. The reasons provided by the Department for using uniformed staff in positions that would more appropriately be filled by civilian staff are often tangential to the job functions of the assignment.

The Budget Analyst recommends that the Sheriff's Department civilianize 16.5 sworn deputy positions, primarily in the Record's Office, to more appropriately align personnel with the requirements of the functions. Such civilianization would achieve estimated net savings of \$717,000 annually, without resulting in an adverse impact on jail operations. Further, full implementation of the Justice Tracking Information System (JUSTIS) and the Sheriff's Department's Jail Management System would streamline various functions in the Record's Office.

It should be noted that a reduction of sworn deputy staff from many of the administrative functions under the responsibility of the Sheriff's Department that could be performed by non-sworn personnel, would be prohibited, unless minimum staffing levels defined by the Memorandum of Understanding (MOU) with the Deputy Sheriff's Association for County Jail No. 1, are modified or eliminated, which, as noted above, has been recommended by the Budget Analyst.

The Sheriff's Department Written Response

The Sheriff's Department written response to the Budget Analyst is attached to this report beginning on page 91.

- On page 2 of the Sheriff's written response, the Sheriff states that "The facility analysis contained in sections 1 through 7 of the report concludes by recommending four (4) fewer 8308 Sheriff's Sergeant positions and six (6) fewer 8306 Senior Deputy Sheriff positions, arguing that the Department does not need full supervisory staffing on all shifts but rather could reduce the number of supervisors in some areas. The Sheriff's Department believes that, in fact, the supervisory staffing currently in place provide an essential function in managing the jails with minimal disruption, suicides, fights, and other problems. Reducing the supervisory staffing on some shifts is counter to the Department's track record in managing its facilities without many of the problems reported in other jurisdictions."

Budget Analyst's Response: Overall, our report provides a richer mix of supervisory staff for all facilities other than County Jail No. 5W by replacing 3.0 FTE 8308 Sheriff's Sergeant positions and 1.0 FTE 8306 Senior Deputy position with 4.0 FTE 8310 Sheriff's Lieutenant positions. An additional 5.0 FTE 8306 Senior Deputy positions are recommended for deletion because the nature of the post assignments for these positions do not require Senior Deputy skills or experience.

In addition, supervisory staffing recommendations for County Jail No. 5W include the addition of 1.0 FTE 8312 Sheriff's Captain and 9.0 FTE 8310 Sheriff's Lieutenant positions. The facility currently operates without an 8312 Sheriff's Captain, and the 8310 Sheriff's Lieutenant positions are being filled on overtime. Therefore, our report recommends a net increase of 5.0 FTE supervisory positions for the Department, all at the 8312 Sheriff's Captain and 8310 Sheriff's Lieutenant level within the organization.

Honorable Aaron Peskin, President
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Staffing Analysis of the San Francisco Sheriff's Department
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We would like to thank the Sheriff and his staff for their cooperation and assistance throughout this evaluation.

Respectfully submitted,

Harvey M. Rose
Budget Analyst

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Clerk of the Board
Cheryl Adams
Controller
Nani Coloretti
Sheriff

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Analysis of Jail Facility Permanent Sworn Position Changes

	PERMANENT POSITIONS			SAVINGS ESTIMATE	
	Current	Recs	Over (Under)	Position Cost	Total Cost (Savings)
CJ #1					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	3.0	5.0	2.0	144,953	289,907
8308 Sgt	5.0	5.0	-	127,806	-
8306 Sr. Deputy	5.0	5.0	-	116,919	-
8304 Deputy	62.0	46.0	(16.0)	108,455	(1,735,286)
	76.0	62.0	(14.0)		(1,445,379)
CJ #2					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	4.0	5.0	1.0	144,953	144,953
8308 Sgt	5.0	4.0	(1.0)	127,806	(127,806)
8306 Sr. Deputy	5.0	3.0	(2.0)	116,919	(233,838)
8304 Deputy	74.0	74.0	-	108,455	-
	89.0	87.0	(2.0)		(216,690)
CJ #5					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	6.0	5.0	(1.0)	144,953	(144,953)
8308 Sgt	9.0	7.0	(2.0)	127,806	(255,611)
8306 Sr. Deputy	9.0	7.0	(2.0)	116,919	(233,838)
8304 Deputy	156.0	157.0	1.0	108,455	108,455
	181.0	177.0	(4.0)		(525,948)
CJ #7D/7L					
8312 Captain			-	164,618	-
8310 LT			-	144,953	-
8308 Sgt	1.0	2.0	1.0	127,806	127,806
8306 Sr. Deputy	2.0	2.0	-	116,919	-
8304 Deputy	18.0	17.0	(1.0)	108,455	(108,455)
	21.0	21.0	-		19,350
CJ #8					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	3.0	4.0	1.0	144,953	144,953
8308 Sgt	5.0	5.0	-	127,806	-
8306 Sr. Deputy	5.0	3.0	(2.0)	116,919	(233,838)
8304 Deputy	86.0	83.0	(3.0)	108,455	(325,366)
	100.0	96.0	(4.0)		(414,251)
CJ#9					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	3.0	4.0	1.0	144,953	144,953
8308 Sgt	5.0	4.0	(1.0)	127,806	(127,806)
8306 Sr. Deputy	5.0	5.0	-	116,919	-
8304 Deputy	63.0	72.0	9.0	108,455	976,098
	77.0	86.0	9.0		993,246
TOTAL EXCLUDING CJ 5W					
8312 Captain	5.0	5.0	-	164,618	-
8310 LT	19.0	23.0	4.0	144,953	579,814
8308 Sgt	30.0	27.0	(3.0)	127,806	(383,417)
8306 Sr. Deputy	31.0	25.0	(6.0)	116,919	(701,515)
8304 Deputy	459.0	449.0	(10.0)	108,455	(1,084,554)
	544.0	529.0	(15.0)		(1,589,672)
CJ #5W					
8312 Captain	-	1.0	1.0	164,618	164,618
8310 LT	-	5.0	5.0	144,953	724,767
8308 Sgt	-	2.0	2.0	127,806	255,611
8306 Sr. Deputy	-	2.0	2.0	116,919	233,838
8304 Deputy	-	50.0	50.0	108,455	5,422,768
	-	60.0	60.0		6,801,604
TOTAL WITH CJ 5W					
8312 Captain	5.0	6.0	1.0	164,618	164,618
8310 LT	19.0	28.0	9.0	144,953	1,304,581
8308 Sgt	30.0	29.0	(1.0)	127,806	(127,806)
8306 Sr. Deputy	31.0	27.0	(4.0)	116,919	(467,677)
8304 Deputy	459.0	499.0	40.0	108,455	4,338,215
	544.0	589.0	45.0		5,211,932

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Introduction

On July 31, 2007, the Board of Supervisors adopted a motion directing the Budget Analyst to perform a management audit of the Sheriff's Department (Motion No. M07-0100).

Purpose and Scope

The purpose of this management audit is to (i) compile certain data; (ii) evaluate the staffing of the Sheriff's Department jails, and (iii) provide recommendations regarding current staffing levels by number, classification and type of employee (e.g., full-time, part-time and contract) by facility and service.

Audit Methodology

The management audit was conducted in accordance with *Governmental Auditing Standards, 2003 Revision*, issued by the Comptroller General of the United States, U.S. Government Accountability Office. The scope of this study included an analysis of staffing levels for all seven of the City's jail facilities, with an emphasis on security staffing. The management audit staff presented a draft report to the Sheriff's Department Undersheriff on April 25, 2008. The management audit staff held an exit conference with the Undersheriff and key members of the Sheriff's Department staff on May 7, 2008, to discuss the draft report. After careful consideration of the additional information provided after submission of the draft report and at the exit conference, the management audit staff prepared a final report. The Sheriff's Department has provided a written response to the Budget Analyst's management audit report, which is appended to this report.

The study methodology included the following critical components:

- Initial Assessment of Sheriff's Department Staffing Practices and Information Resources – An initial assessment was conducted to obtain an overview understanding of Sheriff's Department operations, the department's organization and approach to staffing facilities, and information resources that would be available during the study. To perform this assessment, key department managers, supervisors, and professional staff were interviewed so that the project team could become familiar with the department's operating policies, staffing plan and budget. Management information and other documentation on staffing requirements and scheduling practices were collected and reviewed, including administrative directives; collective bargaining agreements; planning, budget and financial data; internal reviews and audits; and other materials.
- Field Work – Each jail facility was visited by the project team and department representatives. During each of these site visits, basic facility documentation was collected, including: physical site plans, personnel allocation lists, staffing rosters

(i.e., master rosters, and sample weekday and weekend rosters), activity schedules, workload statistics, and other similar information. The Chief Deputy and the Captain were also interviewed to obtain an understanding of their areas of responsibility and operational concerns. A tour of the physical facility was then conducted to provide the project team with a first-hand understanding of the facility design attributes that might affect staffing requirements (e.g., size, configuration and capacity of housing units; perimeter and interior security features; lines of sight from observation areas; availability of camera equipment and other technological aids; etc.) and to observe operations that influence staff deployment (e.g., visiting, inmate movement, dining, etc.). After the site visit, the collected information was compiled into a standardized reporting format that segregated staffing needs by major function, such as command, housing security, perimeter security, ancillary security (e.g., movement and visiting), activity-based functions (e.g., inmate transportation) and others. The management staff at each facility were then asked to review the summary documents for accuracy and provide any supplementary information necessary to ensure an accurate depiction of facility defined staffing needs.

- Development of Detailed Findings and Recommendations – The staffing information collected during the Field Work phase of the study was then analyzed to define the required number and type of supervisors, specialty staff, line staff, and contract personnel. Staffing requirements defined by each facility were evaluated within the context of the facility design, security level and mission, and the service needs of the incarcerated individuals. Deployment practices were compared with requirements defined by department policy and administrative directive, and staffing practices employed at other department facilities. This analysis was then summarized and recommendations on staffing changes developed for consideration by the Sheriff’s Department. These summaries and recommended changes from the budgeted allocation of positions are the subject of this report.
- Quality Assurance – To ensure the factual accuracy of this document, copies of the draft *Report on San Francisco Sheriff’s Department Fixed Post Staffing* was submitted to department management. Management was asked to review the draft report for factual correctness and clarity, and an exit conference was held to obtain department comments and perspectives on the report recommendations.
- Reporting – A draft report was prepared and submitted to management for quality assurance purposes. A final report was prepared and submitted to department management after correcting factual inaccuracies, clarifying statements, and considering the perspectives expressed by management at an exit conference.

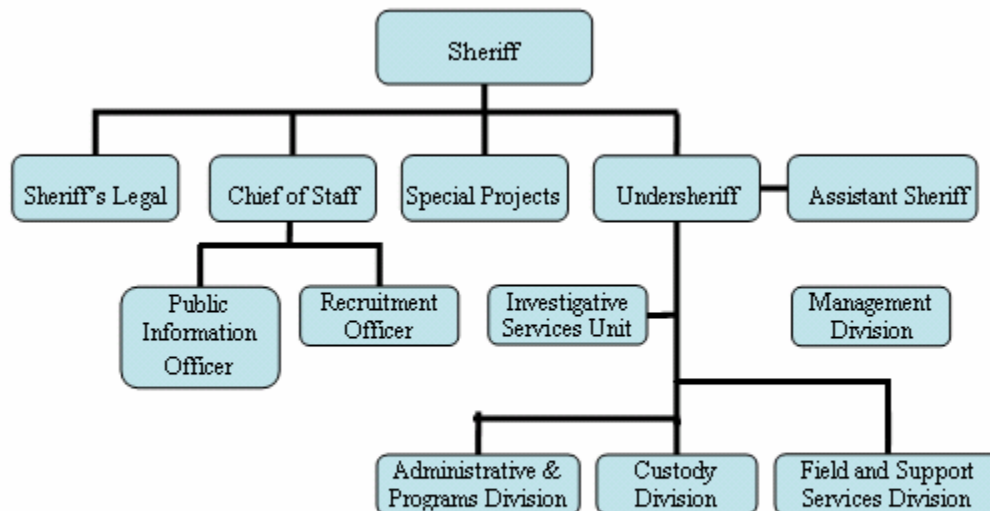
Overview of the Sheriff's Department

Organizational Structure

The Sheriff's Department provides a wide array of law enforcement functions in the City. Unlike many Sheriff's Departments, in San Francisco the department does not provide municipal law enforcement services. The Sheriff's Department's primary responsibility is operating the County's seven jails. The Sheriff's Department will assist the San Francisco Police Department and the State Department of Corrections and Rehabilitation to arrest state parolees who have violated their parole. The department also works with the Police Department to provide mutual aid to the Police Department when major public safety concerns are known in advance. The Warrant Services Unit has a primary responsibility to identify and arrest individuals who have violated court orders. The Sheriff's Department provides security services in the San Francisco Courthouses, including at the Hall of Justice, as well as providing security services at City Hall and other locations. Other duties of the department include returning fugitives who have fled from local criminal prosecution to San Francisco. In addition to these traditional law enforcement duties, the Sheriff's Department has created crime prevention programs, including in-custody substance abuse treatment, anti-violence counseling, and post release job development. A high level organizational chart of the department is presented below

Exhibit 1

Organizational Chart



The focus of this audit was on the staffing of the Department's jail facilities. As shown in the chart above, the Custody Division oversees the jail facilities and incorporates the majority of the department's sworn staff.

Description of County Jail Facilities

The seven jail facilities operated by the San Francisco Sheriff's Department include:

- County Jail No. 1 – Hall of Justice, 6th Floor
- County Jail No. 2 – Hall of Justice, 7th Floor
- County Jail No. 5 – San Bruno Complex
- County Jail No. 5W – San Bruno Complex
- County Jail No. 7D/7L – San Francisco General Hospital
- County Jail No. 8 – 425 7th Street
- County Jail No. 9 – Intake and Release, 425 7th Street

The one jail facility that provides services to females is County Jail No. 8. County Jail No. 9 receives and releases females, ID processes, and classifies women inmates.

The features of the jail facilities currently operated by the Sheriff's Department vary dramatically. The following table presents some of the distinguishing characteristics of each.

Table 1
Characteristics of the Jail Facilities
Operated by the Sheriff's Department

Facility	Capacity*	Population	Subpopulation
County Jail No. 1	426	391	<u>Male</u> : maximum; segregation; minimum; administrative segregation (AdSeg); transgendered; psychiatric; inmate workers.
County Jail No. 2	402	359	<u>Male</u> : psychiatric, maximum, SVP**.
County Jail No. 5	768	751	<u>Male</u> : inmate workers; general population; AdSeg; prisoners enrolled in programs; work crews.
County Jail No. 5W	360***	179	<u>Male</u> : general population
County Jail No. 7D/7L	22	n/a	<u>Male & Female</u> : Medical & Psychiatric Services
County Jail No. 8	392	233 (female) 109 (male)	<u>Female</u> : general population; AdSeg; detox; psychiatric & medical assistance <u>Male</u> : general population; inmate workers; SVP; psychiatric & medical assistance.
County Jail No. 9	301	222	<u>Male & Female</u> : holding cells, safety cells and sobering cells
Total	2,671	2,244	

* Board Rated Capacity (as rated by the State Corrections Standards Authority)

** SVP is sexually violent predator inmates. State law requires all persons who have committed a sexually violent offense to be civilly committed when eligible for probation if they didn't fully rehabilitate. Offenders who are civilly committed have the right for a hearing every two years to determine if the civil commitment should continue.

*** The capacity with all six dormitories open is 360.

Jail Facilities

As shown, the seven facilities have an operating capacity for 2,671 inmates. At the time of this review, approximately 2,244 of the available beds were occupied. Accordingly, the facilities within the City were operating with surplus space amounting to approximately 427 beds, or 15.9 percent of total capacity. The majority of these beds were located in facilities that are not designed to serve high populations of general and special populations of inmates. For instance, there is capacity in County Jail No. 9, the Intake and Release Facility. However, this facility is not designed for long-term housing of inmates, and the department attempts to find housing for new inmates within about 12 hours of arrival and does not hold inmates in excess of 24 hours. The capacity for inmates elsewhere in the system primarily is with specialized housing.

Some notable characteristics of the Sheriff's Department jail facilities are described below:

- County Jail No. 1 is one of the department's main facilities for housing maximum level inmates, including inmates who are considered high risk and therefore needing additional supervision. The facility also houses the transgendered population.
- County Jail No. 2, like County Jail No. 1, is one of the department's main facilities that houses maximum inmates, including some inmates that are generally considered the most disruptive, violent and problematic offenders in the system. In addition, this facility houses a large number of psychiatric inmates that do not meet the criteria to be housed at San Francisco General Hospital (Ward 7L).
- County Jail No. 5 is the largest and newest facility in the Sheriff's Department Custody Division. It incorporates many of the latest jail designs that make it a state-of-the-art facility for housing inmates.
- County Jail No. 5W is an older facility located behind County Jail No. 5. This facility was opened during FY 2007-08 as a result of the *Thomas v. Baca* court decision from Los Angeles. This decision stated that inmates could not be housed on the floor of a jail facility.
- County Jail No. 7D/7L is a combination of a medical ward (7D) and a psychiatric ward (7L) for prisoners in the County jail system. It is located on the 7th floor of San Francisco General Hospital.
- County Jail No. 8 houses all female inmates other than those in 7D/7L. It also houses various subpopulations of male inmates.
- County Jail No. 9 serves as the jail system's intake/booking and releasing facility. No programs are provided at County Jail No. 9, but the following intake and release procedures take place at the facility: booking, fingerprinting, evidence collection, property storage, search, medical and psychological interviews (which are conducted by Department of Public Health staff), nursing triage, and classification.

Security Staffing

At the operations level, each facility has been allocated a facility commander, who is responsible for security operations and various administrative duties. This position occupies the rank of Captain. Below the Captain are the classifications of Sheriff's Lieutenant, Sheriff's Sergeant, Senior Deputy Sheriff, and Deputy Sheriff.¹ Sheriff's

¹ There are two Sheriff's Deputy classifications. There is an 8302 Deputy Sheriff I and an 8304 Deputy Sheriff. A 8302 Deputy Sheriff I position, per the job description for this classification, "a Deputy Sheriff I is distinguished from that of Deputy Sheriff in that a Deputy Sheriff is a Peace Officer as defined in California Penal Code Section 830.1; possesses a POST Basic Certificate; and performs custodial, court, transportation, general law enforcement responsibilities, and other related duties. The Deputy Sheriff I is not assigned duties extending to the investigation of crimes or to the enforcement of general laws of the

Lieutenant positions generally provide shift supervision functions. Sheriff's Sergeant and some 8306 Senior Deputy Sheriff staff perform zone, housing unit, and some journey level security functions. Persons in these classifications may also perform various administrative and support tasks, such as the Records Office. 8304 Deputy Sheriff staff provide core security and some non-security functions at City's jail facilities. These personnel are typically assigned to the following functions:

- Housing Security - includes Deputy Sheriff staff assigned to housing units, who manage access to the building (e.g., control room, cage entrance) or observe inmate living areas (e.g., wing or housing unit deputies).
- Perimeter Security – includes Deputy Sheriff staff assigned to points of facility access or control (e.g., central control, key control, gate control) or perimeter patrol (e.g., vehicle or foot patrol). None of the jail facilities are equipped with towers.
- Ancillary Duties – includes Deputy Sheriff staff who are assigned to various security support activities, such as inmate movement and medical, program and dietary security.
- Activity Based Duties – includes Deputy Sheriff staff who are assigned to transportation, work crew supervision and other similar security functions that are driven by operational or program activity.

The Department has not established any formal policies or directives that define the level of security staffing required for housing unit or perimeter security functions. The level of security staffing assigned to these functions generally is determined by department command staff, including the Undersheriff, the Chief Deputy Sheriff, and the Captains of each facility. The staffing levels are based on a variety of factors, such as the facility design, the security level assigned to the inmate population, and the daily facility activities in which inmates participate. In some ancillary security functions, standards have been developed by the department in their policies and procedures and comply with Title 15 requirements².

A detailed overview of the Custody Division staffing, shown in full-time equivalent (FTE) positions, for the jail facilities and support bureaus are presented in the table below.

State of California. The class serves as a trainee under direct supervision of a regularly employed Deputy Sheriff, Senior Deputy Sheriff or higher ranking officer.”

² California Code of Regulations: Title 15. Crime Prevention and Corrections

Table 2
Jail Facilities Sworn Staffing Budgeted Level
in FY 2005-06 to FY 2007-2008

Jail Facility	FY 2005-06	FY 2006-07	FY 2007-08
County Jail No. 1	70.26	76.00	76.00
County Jail No. 2	83.45	89.00	89.00
County Jail No. 5 and 5W	151.03	181.00	181.00
County Jail No. 7D/7L	21.00	21.00	21.00
County Jail No. 8	94.93	100.00	100.00
County Jail No. 9	72.68	77.00	77.00
Classification	23.95	25.00	25.00
Prisoner Transportation	10.39	12.00	12.00
Institutional Police – SFGH	38.32	46.00	46.00
Total FTE	566.01	627.00	627.00

Source: Budget documents

As shown in the table above, the operation of the jail facilities requires significant staffing levels. The mix of the staff will be discussed as part of the sections pertaining to each jail facility.

Funding

The Sheriff's Department annual operating budget has several funding sources. In FY 2007-2008, the direct General Fund subsidy was \$139.6 million, of which \$109.7 million was for the Custody Division and the operation of the City's jail facilities. A breakdown of the General Fund costs associated with the direct operation of the City's jail facilities is shown in the table below.

Table 3
The Sheriff's Department Funds of Jail Facilities
in the FY 2007-2008 Budget*

Jail Facility	General Fund
County Jail No. 1	\$7,954,474
County Jail No. 2	\$9,901,939
County Jail No. 5	\$27,312,962
County Jail No. 7D/7L	\$2,621,554
County Jail No. 8	\$11,431,591
County Jail No. 9	\$9,889,916
Classification	\$2,776,593
Custody Support Division	\$2,812,199
Shared Costs – 425 7 th Street Jails	\$1,784,816
Shared Costs – Hall of Justice Jails	\$1,567,756
Shared Costs – San Bruno Jails	\$2,441,886
Jail Health Costs	\$29,209,061
Total Sources of Funds	\$109,704,747

Source: FY 2007-2008 budget documents

* Custody Division Only

These costs are related to the operation of the jail facilities, which primarily relate to staffing costs. In addition, there are expenditures related to non-salary expenses including food for inmates, and power and electricity for the facilities.

Summary of County Jail Staffing Analysis and Findings

This report includes nine findings related to the County Jail staffing. Six of these findings evaluate the deployment of staff at the County Jail facilities and make recommendations regarding the appropriate levels of sworn personnel at each jail. County Jail No. 5 and County Jail No. 5W, which are both located at San Bruno, are discussed in a single finding, even though they are effectively operated as separate facilities. The remaining three findings discuss: 1) the methodologies used by the Sheriff's Department to estimate facility staffing (including the relief factor methodology); 2) the Memorandum of Understanding Changes with the Deputy Sheriff's Association as the controlling document for deploying sworn staff by jail and shift; and, 3) Opportunities to civilianize 16.5 sworn staff in the Department's main Records Division, operated from County Jail No.1 (civilianization of administrative functions).

It is important to note that County Jail No. 5W was closed when the Sheriff's Department received its budget for FY 2007-08. However, the Sheriff's Department opened County Jail No. 5W during this study, in October of 2007, to comply with a federal court order that prohibits sleeping inmates on mattresses directly on the floors of local jail facilities. This had been the Sheriff's practice prior to October 2007, when County Jail No. 5W was opened, so the Sheriff felt he was required to deploy staff to the facility using overtime. Therefore, the opening of County Jail No. 5W is a major cause of the \$14.9 million in Sheriff's Department overtime, as estimated by the Controller for FY 2007-08, and reported to the Board of Supervisors by the Budget Analyst on May 23, 2008. This estimate is approximately \$4.0 million, or 36.7 percent more than the Department's revised overtime budget of \$10.9 million for the FY 2007-08 (see Budget Analyst's May 23, 2008 *Biannual Overtime Report*).

Based on the analysis conducted for this report, the Budget Analyst has recommended a change in the mix of personnel classifications and staffing reductions for six of the seven jail facilities operated by the Sheriff's Department, equating to a net reduction of 15 FTE permanent sworn positions, which would result an estimated annual savings of \$1,589,672. However, to fully achieve this savings, the Sheriff would need to replace certain sworn positions with 15.0 FTE Legal Process Clerks at a cost of \$1,084,601, resulting in a net estimated annual savings of \$505,071. In addition, staffing sworn personnel to the recommended levels and appropriately managing deployment to required levels would save an additional estimated \$1,627,522 annually in overtime for sworn personnel, so that the total combined effect of the recommended changes in permanent staffing and reductions in overtime at all jail facilities, excluding County Jail No. 5W, would result in estimated net annual savings of \$2,132,593.

Excluding County Jail No. 5W, the recommendations include a reduction of 5.0 FTE supervisory staff. However, the mix of supervisory staff is changing and the Budget Analyst is recommending a higher level of security staff. Our recommendations, excluding County Jail No. 5W, include 4.0 FTE additional 8310 Sheriff's Lieutenant positions. The reductions are of lower level supervisor positions Sheriff Sergeant positions and Senior Deputy Sheriff positions. The inclusion of County Jail No 5W includes an overall increase of 5.0 FTE supervisor positions, including an increase of 1.0 FTE 8312 Sheriff's Captain and 9.0 FTE 8310 Sheriff's Lieutenant positions. These high-level supervisor positions are offset by reductions to lower level supervisor positions. The reductions are 1.0 FTE 8308 Sheriff Sergeant position and 4.0 FTE 8306 Senior Deputy Sheriff positions. While overall supervisor staff is decreasing, the increase in high level supervisor positions will provide the department sufficient supervisory resources at the jail facilities.

However, such annual savings would be partially offset by additional costs related to the opening of County Jail No. 5W, which requires approximately 60 FTE positions to operate at current levels. Based on the analysis conducted for this report, County Jail No. 5W will cost an estimated \$1,744,769 annually in additional salary and benefit costs by converting current overtime staffing to permanent sworn personnel. Combined with the \$2,132,593 in estimated annual savings at the other jail facilities, this would result in net

estimated annual savings from current expenditure levels of \$387,824, as shown in the table, below:

Table 4
Savings from Current Expenditure Levels
County Jail Staffing Recommendations - Including CJ 5W

Recommended Savings From Current Expenditure Levels	
Expense Category	Cost (Savings)
<i>All Facilities Excluding CJ 5W</i>	
Permanent Sworn Staff	(1,589,672)
Permanent Civilian Staff	1,084,601
Excess Sworn Overtime	(1,627,522)
Estimated Savings	<u>(2,132,593)</u>
<hr style="border: 1px solid black;"/>	
<i>Impact of CJ 5W</i>	
Add'l Sworn Staff for CJ5W	6,801,604
Sworn Overtime for CJ5W	(5,056,835)*
Cost (Savings) for CJ5W	<u>1,744,769*</u>
<i>Combined Impact of Recommendations</i>	
Net Cost (Savings)	<u><u>(387,824)</u></u>

* $\$1,744,769 \div \$5,056,835 = 34.5$ percent.

Detailed permanent sworn position changes, by facility, are shown below.

Table 5
Analysis of Jail Facility Permanent Sworn Position Changes

	PERMANENT POSITIONS			SAVINGS ESTIMATE	
	Current	Recs	Over (Under)	Position Cost	Total Cost (Savings)
CJ #1					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	3.0	5.0	2.0	144,953	289,907
8308 Sgt	5.0	5.0	-	127,806	-
8306 Sr. Deputy	5.0	5.0	-	116,919	-
8304 Deputy	62.0	46.0	(16.0)	108,455	(1,735,286)
	76.0	62.0	(14.0)		(1,445,379)
CJ #2					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	4.0	5.0	1.0	144,953	144,953
8308 Sgt	5.0	4.0	(1.0)	127,806	(127,806)
8306 Sr. Deputy	5.0	3.0	(2.0)	116,919	(233,838)
8304 Deputy	74.0	74.0	-	108,455	-
	89.0	87.0	(2.0)		(216,690)
CJ #5					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	6.0	5.0	(1.0)	144,953	(144,953)
8308 Sgt	9.0	7.0	(2.0)	127,806	(255,611)
8306 Sr. Deputy	9.0	7.0	(2.0)	116,919	(233,838)
8304 Deputy	156.0	157.0	1.0	108,455	108,455
	181.0	177.0	(4.0)		(525,948)
CJ #7D/7L					
8312 Captain	-	-	-	164,618	-
8310 LT	-	-	-	144,953	-
8308 Sgt	1.0	2.0	1.0	127,806	127,806
8306 Sr. Deputy	2.0	2.0	-	116,919	-
8304 Deputy	18.0	17.0	(1.0)	108,455	(108,455)
	21.0	21.0	-		19,350
CJ #8					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	3.0	4.0	1.0	144,953	144,953
8308 Sgt	5.0	5.0	-	127,806	-
8306 Sr. Deputy	5.0	3.0	(2.0)	116,919	(233,838)
8304 Deputy	86.0	83.0	(3.0)	108,455	(325,366)
	100.0	96.0	(4.0)		(414,251)
CJ#9					
8312 Captain	1.0	1.0	-	164,618	-
8310 LT	3.0	4.0	1.0	144,953	144,953
8308 Sgt	5.0	4.0	(1.0)	127,806	(127,806)
8306 Sr. Deputy	5.0	5.0	-	116,919	-
8304 Deputy	63.0	72.0	9.0	108,455	976,098
	77.0	86.0	9.0		993,246
TOTAL EXCLUDING CJ 5W					
8312 Captain	5.0	5.0	-	164,618	-
8310 LT	19.0	23.0	4.0	144,953	579,814
8308 Sgt	30.0	27.0	(3.0)	127,806	(383,417)
8306 Sr. Deputy	31.0	25.0	(6.0)	116,919	(701,515)
8304 Deputy	459.0	449.0	(10.0)	108,455	(1,084,554)
	544.0	529.0	(15.0)		(1,589,672)
CJ #5W					
8312 Captain	-	1.0	1.0	164,618	164,618
8310 LT	-	5.0	5.0	144,953	724,767
8308 Sgt	-	2.0	2.0	127,806	255,611
8306 Sr. Deputy	-	2.0	2.0	116,919	233,838
8304 Deputy	-	50.0	50.0	108,455	5,422,768
	-	60.0	60.0		6,801,604
TOTAL WITH CJ 5W					
8312 Captain	5.0	6.0	1.0	164,618	164,618
8310 LT	19.0	28.0	9.0	144,953	1,304,581
8308 Sgt	30.0	29.0	(1.0)	127,806	(127,806)
8306 Sr. Deputy	31.0	27.0	(4.0)	116,919	(467,677)
8304 Deputy	459.0	499.0	40.0	108,455	4,338,215
	544.0	589.0	45.0		5,211,932

Acknowledgements

We would like to thank the management and staff of the Sheriff's Department for their cooperation during this management audit. We hope the findings contained in this report provide useful tools for the Sheriff and his staff as they work to improve the operations of the Sheriff's Department.

1. County Jail No. 1

- **County Jail No. 1 is one of the older inmate housing facilities in the Sheriff's Department, located on the 6th floor of the Hall of Justice building. It has a Corrections Standards Authority Rated Capacity of 426 prisoners and had a total population of 409 prisoners during the Budget Analyst's site visit. County Jail No. 1 offers minimal programs to prisoners, but some counseling and substance abuse treatment programs are offered. In FY 2007-08, County Jail No. 1 received an appropriation of over \$7.9 million that funded 76.0 Full-Time Equivalent (FTE) sworn positions, including 1.0 FTE 8312 Sheriff's Captain, 3.0 FTE 8310 Sheriff's Lieutenant, 5.0 FTE 8308 Sheriff's Sergeant, 5.0 FTE 8306 Senior Deputy Sheriff and 62.0 FTE 8304 Deputy Sheriff positions.**
- **Based on the results of our fixed-post staffing and relief factor analysis, the Sheriff's Department should reduce County Jail No. 1's staffing allocation by 14.0 FTE sworn positions, from a total allocation of 76.0 FTE sworn positions to 62.0 FTE sworn positions. Implementation of the County Jail No. 1 security staffing recommendations would result in \$290,000 in increased salary and fringe benefit costs for 2.0 FTE Sheriff's Lieutenant positions. Given that the staffing analysis includes the calculation of sufficient baseline coverage and relief factor staffing for all relevant County Jail No. 1 posts, the facility should also be able to reduce overtime costs and other salary differentials that would otherwise result from insufficient post coverage and relief staffing.**
- **Also, as discussed in Section 9 of this report, the Sheriff's Department would have net savings of \$713,000 by replacing 16.5 FTE Sheriff's Deputy positions currently staffing the Records Office with 15 civilian positions.**

Facility Characteristics and Budget

County Jail No. 1 is one of two jail facilities operated by the Sheriff's Department at the Hall of Justice, and is located on the 6th floor of the Hall of Justice building. The jail is one of the Department's main facilities for housing maximum security inmates, but also houses medium security inmates. In addition, this facility houses many administrative segregation inmates, who are considered high risk and require additional supervision. Further, this facility houses the transgender inmates from within the entire County jail system. County Jail No. 1 has an operational capacity of 426¹ prisoners, and includes a mix of bunks, segregation cells, holding cells for male prisoners, a small recreation area,

¹ The State Corrections Standards Authority rated capacity is 426. The population number is higher since the Board of Corrections rated some segregation cells for one inmate, when the department housed multiple inmates in these cells.

a day room, and a visitation area. The table below provides a prisoner housing profile for County Jail No. 1:

Table 1.1
County Jail No. 1
Prisoner Housing Profile

Housing	No. of Beds	Population Description
A – G Units	156	Male prisoners, including maximum, segregation, minimum and discipline isolation.
G – L Units	61	Male Administrative Segregation prisoners
Dorms 1 – 6	154	Male Medium and Transgender prisoners
Dorms 7 – 18	66	Male prisoners, primarily psychiatric housing
Inmate Worker Dorm	12	Male Inmate Workers
Total	449	

Source: San Francisco Sheriff’s Department documents. The California Corrections Standards Authority (Board of Corrections) rated capacity for this facility is 426.

As discussed previously and shown in the table above, the California Corrections Standards Authority rated capacity of 426 beds is lower than the actual number of beds the Sheriff’s Department has made available for inmate housing within the facility. However, based on a review of population trends at County Jail No. 1, the actual population has remained below the rated capacity of 426 since late 2006, when the actual population exceeded the rated capacity. For instance, the population of County Jail No. 1 on October 25, 2006 was 451, while the population on March 3, 2008 was 409. According to the Sheriff’s Department, County Jail No. 1’s reduced population is due largely to the Baca decision.

The table below shows the sworn staffing budget and staffing allocations for County Jail No. 1 for the previous three fiscal years:

Table 1.2
County Jail No. 1
Full-Time Equivalent Allocations

Job Class	Job Classification	FY 2005-06	FY 2006-07	FY 2007-08
8304	Deputy Sheriff II	56.26	62.00	62.00
8306	Senior Deputy Sheriff	5.00	5.00	5.00
8308	Sheriff's Sergeant	5.00	5.00	5.00
8310	Sheriff's Lieutenant	3.00	3.00	3.00
8312	Sheriff's Captain	1.00	1.00	1.00
TOTAL		70.26	76.00	76.00

Source: Sheriff Department Index Code level budget documents. The numbers indicated are the original budget numbers as submitted by the Mayor and approved by the Board of Supervisors.

As shown in the table above, the full-time equivalent positions (FTE) for County Jail No. 1 have increased over the previous three fiscal years. In FY 2006-07, the facility's 8304 – Deputy Sheriff II position allocation increased from 56.26 to 62.00. With the exception of this increase, the staffing levels have remained stable over the previous three fiscal years. The costs associated with these positions account for a significant amount of the total expenditures for the facility, amounting to nearly 98 percent of budgeted appropriations in FY 2007-08. The budgeted appropriations and the actual expenditures for this facility during each of the last three fiscal years are shown in Table 1.3, below.

Table 1.3
County Jail No. 1
Budget and Actual Expenditures
Previous Three Fiscal Years

Expense	FY 05-06 Budget	FY 05-06 Actuals	FY 06-07 Budget	FY 06-07 Actuals	FY 07-08 Budget	FY 07-08 Actuals*
Uniform Salaries	4,748,834	4,934,745	5,236,003	5,290,469	5,480,675	3,533,032
Overtime	0	988,296	100,000	1,142,064	100,000	434,481
Premium Pay	201,408	422,910	201,408	578,222	201,408	349,885
Holiday Pay	76,290	138,892	85,445	143,403	85,445	127,535
Miscellaneous Salary Expenses**	0	10,184	0	28,702	0	12,138
Mandatory Fringe Benefits	1,817,248	1,920,432	1,890,348	1,918,439	1,936,946	1,275,000
Non-Salary Expenses***	155,420	62,196	150,000	41,538	150,000	27,049
TOTAL	6,999,200	8,477,655	7,663,204	9,142,837	7,954,474	5,759,120

Source: Sheriff Department Index Code level budget documents, Controller's Office actual expenditure report, and FAMIS.

* Actual expenditures from FAMIS, as of March 4, 2008.

** Miscellaneous Salary Expenses for the purposes of this table includes lump sum payments (Object 007) and one-time payments (Object 010).

*** Non-Salary Expenses in this table are only those expenses directly related to County Jail No. 1, as contained in the Index Code. As such, this excludes (a) Hall of Justice jail shared costs, which are budgeted at \$1.5 million for FY 2007-08; (b) Hall of Justice jail maintenance costs; and, (c) all facility shared costs, which is budgeted at \$1.4 million in FY 2007-08.

As shown in the table above, the costs of operating County Jail No. 1 have increased over the previous three fiscal years, regularly exceeding the budget. A discussion of budgeted appropriations and actual expenditures is provided below.

- In FY 2004-05 the Sheriff's Department was over budget by approximately \$1.5 million. This over expenditure occurred primarily because the department did not budget County Jail No. 1 overtime, which amounted to \$1.0 million in actual expenditures that year. The department also over expended the budgeted amount for premium pay (\$222,000), sworn staff salaries (\$186,000), miscellaneous salaries that were primarily holiday pay (\$72,000), and mandatory fringe benefits (\$103,000). The department under expended non-salary expenses by approximately \$93,000.
- The Sheriff's Department expenditures for County Jail No. 1 in FY 2005-2006 also exceeded the budgeted amount by \$1.5 million. Similar to the previous year, the over expenditures were primarily from overtime. While the department budgeted \$100,000 for overtime, the actual expenditures were in excess of \$1.0 million without any offsetting savings from regular salaries. The department also over expended the budgeted amount for premium pay by approximately \$376,000.

- Based on actual expenditures in FY 2007-08, the department's actual expenditures will exceed the budget for the third consecutive year. According to FAMIS, on March 2, 2008, the overtime costs for County Jail No. 1 are \$434,000, or \$334,000 over the budgeted amount, for a projected year-end over expenditure amount of approximately \$675,000. In addition, examination of the current spending patterns at the facility show the department will have a deficit in the sworn salaries and mandatory fringe benefit accounts at year end.

Current Fixed Post Staffing

The Sheriff's Department uses five sworn classifications to conduct security functions at County Jail No. 1. Each of the sworn classifications are described below:

- Sheriff's Captain (Job Classification 8312): This job classification primarily serves as the Facility Commander during the day shift², 5 days per week. The Captain is responsible for the overall supervision and day-to-day oversight of County Jail No. 1 operations.
- Sheriff's Lieutenant (Job Classification 8310): This job classification primarily serves as the facility Watch Commander on all three shifts, 7 days per week. The Watch Commander is responsible for unit supervision of staff and administration of the facility.
- Sheriff's Sergeant (Job Classification 8308): This job classification primarily serves to backfill the Watch Commander post during the swing and midnight shifts. On the day shift, this job classification will serve as a line supervisor responsible for line supervision of Sheriff Deputy staff assigned to the housing areas of the jail.
- Senior Deputy Sheriff (Job Classification 8306) and Deputy Sheriff (Job Classification 8304): This job classification serves on a variety of security posts including (a) supervision of housing units; (b) maintaining files in the Records Office; (c) supervision of inmate work crews; and (d) supervision of the visiting room.

These sworn classifications provide the security for the facility in accordance with the provisions of the Memorandum of Understanding (MOU)/Collective Bargaining Agreement between the City and County of San Francisco and the San Francisco Deputy Sheriff's Association. The MOU prescribes the minimum staffing levels, by post, of supervisor staff and Sheriff's Deputy staff for each shift.

² As stated in the Memorandum of Understanding (MOU)/Collective Bargaining Agreement between the City and County of San Francisco and the San Francisco Deputy Sheriff's Association, County Jail No. 1 has three shifts, the day shift (0700-1500), the swing shift (1500-2300), and the midnight shift (2300-0700).

The following table shows the current post staffing at County Jail No. 1 during the day, swing, and midnight shifts for supervisory and deputy staff during weekdays and weekends/holidays, as compared to the minimum staffing levels stated at the MOU/Collective Bargaining Agreement between the City and County of San Francisco and the San Francisco Deputy Sheriff’s Association:

Table 1.4
Summary of County Jail No. 1
Current Staffing Patterns Compared to the MOU-Stated Minimum
Staffing for Day, Swing, and Midnight Shifts

		Shift	Supervisor Staff*	Deputy Staff	Daily Requirements
Weekdays	Current Facility Staffing	0700-1500	2	17	19
		1500-2300	2	11	13
		2300-0700	1	10	11
	MOU Minimum Staffing	0700-1500	2	16	18
		1500-2300	1	11	12
		2300-0700	1	9	10
Weekends and Holidays	Current Facility Staffing	0700-1500	1	16	17
		1500-2300	1	11	12
		2300-0700	1	10	11
	MOU Minimum Staffing	0700-1500	1	15	16
		1500-2300	1	11	12
		2300-0700	1	9	10

* The MOU-Stated Minimum Staff Levels are contained in Appendix B of the Collective Bargaining Agreement between the City and County of San Francisco and the San Francisco Deputy Sheriffs’ Association (June 1, 2005 – June 30, 2009). The staffing pattern under the “Current Facility Staffing” includes only those posts that are considered by the facility to be mandatory.

The following are the discrepancies observed between the current facility staffing patterns and the MOU-stated minimum staffing requirements:

- For supervisory staff on weekdays and weekends/holidays, the current facility staffing pattern and the MOU-stated minimum staffing requirements are both consistent with one another with one exception. On the weekday swing shift, the facility has two supervisory staff instead of one, as required by the MOU.
- For deputy staff on weekdays, the current facility staffing pattern at County Jail No. 1 is higher than the MOU-stated minimum staffing requirements on the day

shift and the midnight shift. The staffing level for these shifts is one post above the minimum staff levels.

- For deputy staff on weekends/holidays, the current facility staffing pattern at County Jail No. 1 is above the MOU-stated minimum staffing requirements by one post on the day shift and one post on the midnight shift.

Fixed-Post Staffing Recommendations

As discussed in Section 7 of this report, the Budget Analyst calculated relief factors for each of the jail facilities operated by the Sheriff’s Department, using the National Institute of Corrections (NIC) model. The following are the results of the Budget Analyst’s relief factor calculation for County Jail No. 1. Each factor represents the partial number of additional personnel required to backfill for each staff person assigned to mandated posts.

Table 1.5
Relief Factors for Sworn Staff
County Jail No. 1

	8304 Deputy Sheriff	8306 Senior Deputy Sheriff	8308 Sheriff's Sergeant	8310 Sheriff's Lieutenant	8312 Sheriff's Captain
County Jail No. 1	40%	43%	30%	31%	31%

** Note: Calculations based on averaged results for FY 2006-07 and FY 2005-06. Controller's Office personnel data were used to determine leave usage (e.g., sick leave, comp time leave, vacation leave, etc.) by facility and by classification. "Training" data were derived using the minimum requirement of 24.0 training hours per year per staff and "Lunches and Breaks" data were derived using an average total of 1.0 break hour for an 8-hour shift and 1.5 break hours for a 12-hour shift.*

Based on a site visit, interviews with facility staff, and an analysis of staffing rosters and other documentation, the Sheriff’s Department requires 77.6 security personnel to staff County Jail No. 1 at the level determined appropriate by facility administrators. In FY 2007-08, County Jail No. 1 has been allocated 76.0 security personnel by the Sheriff’s Department, or 1.6 Full Time Equivalent (FTE) positions less than the levels defined by the department.

However, based on the fixed-post staffing review and the relief factor analysis performed for this report, the Sheriff’s Department should reduce County Jail No. 1’s staffing allocation by 11.9 FTE sworn positions, from a total allocation of 76.0 FTE sworn positions to 64.1 FTE sworn positions. The recommended changes in sworn staffing are displayed in the following table, and the rationale for each recommended staffing revision follows.

Table 1.6
Recommended Changes to Sworn Staffing
County Jail No. 1

County Jail No. 1														
Notes	Job Classification	Relief Factor	FY 2007-08 Allocation	FACILITY DEFINED MINIMUM STAFFING					BUDGET ANALYST DEFINED MINIMUM STAFFING					
				Relief Required	Relief FTE	No Relief Required	Total Required	Over (Under) Allocation	Relief Required	Relief FTE	No Relief Required	Total Required	Over (Under) Allocation	
				A	Sheriff Captain	0.31	1.0	1.0	0.3	-	1.3	0.3	1.0	0.3
B	Sheriff Lieutenant	0.31	3.0	2.8	0.9	-	3.7	0.7	4.2	1.3	-	5.5	2.5	
C	Sheriff Sergeant	0.30	5.0	2.8	0.8	1.4	5.0	0.0	2.8	0.8	1.4	5.0	0.0	
D	Senior Deputy Sheriff	0.43	5.0	2.8	1.2	2.4	6.4	1.4	2.8	1.2	2.4	6.4	1.4	
E	Sheriff's Deputy	0.40	62.0	43.8	17.4	-	61.2	(0.8)	32.8	13.0	-	45.8	(16.2)	
	Total Sworn Staffing		76.0	53.2	20.6	3.8	77.6	1.6	43.6	16.7	3.8	64.1	(11.9)	

Notes:

1.1.A 8312 – Sheriff’s Captain

In FY 2007-08, County Jail No. 1 has been allocated 1.0 FTE Sheriff’s Captain position. Based on fixed-post staffing and relief factor analyses, the Budget Analyst recommends maintaining this allocation level. Based on our analysis, the facility requires 1.0 FTE position to staff the day shift five days per week and 0.3 FTE position to provide relief, for a total of 1.3 FTE positions. An additional 0.3 FTE position over the 1.0 FTE position estimate of the number of recommended staff could be saved with more effective roster management, or provided through overtime or temporary assignments. Therefore, no change is recommended for this classification.

1.2.B 8310 – Sheriff’s Lieutenant

In FY 2007-08, County Jail No. 1 has been allocated 3.0 FTE Sheriff’s Lieutenant positions. The department assigns a Sheriff’s Lieutenant position to the Watch Commander post at times on all three shifts, the day shift, the swing shift and the midnight shift. Based on fixed-post staffing and relief factor analyses results, the Budget Analyst recommends increasing the allocation level to 5.0 FTE Sheriff’s Lieutenant positions. Overall, based on our analysis, the facility requires 4.2 FTE positions to staff the mandatory, relief-required Watch Commander post during the three shifts, seven days per week; and, 1.3 FTE position to provide relief, for a total of 5.5 FTE positions. While we recommend increasing the Sheriff’s Lieutenant allocation to 5.0 FTE, the additional 0.5 FTE position can be backfilled by other classifications, such as a Sheriff’s Sergeant or a Sheriff’s Senior Deputy. Further, the increase in Sheriff’s Lieutenant positions can assist with the supervision and oversight of the Records Office at the facility on all shifts.

1.3.C 8308 Sheriff’s Sergeant

In FY 2007-08, County Jail No. 1 has been allocated 5.0 FTE Sheriff’s Sergeant positions. Based on fixed-post staffing and relief factor analyses results, the Budget Analyst recommends maintaining this allocation level.

1.4.D 8306 Senior Sheriff's Deputy

In FY 2007-08, County Jail No. 1 has been allocated 5.0 FTE Senior Sheriff's Deputy positions. Based on fixed-post staffing and relief factor analyses results, approximately 6.4 FTE positions are required for the functions performed by these staff. However, the Budget Analyst recommends maintaining the allocation of 5.0 FTE Senior Sheriff's Deputy positions, or 1.4 FTE positions less than the calculated total of 6.4 FTE positions. The difference can be backfilled by other Senior Sheriff's Deputies assigned to less critical posts or on overtime, or by Sheriff's Deputy positions.

1.5.E 8304 Sheriff's Deputy

In FY 2007-08, County Jail No. 1 has been allocated 62.0 FTE Sheriff's Deputy positions. Based on fixed-post staffing and relief factor analyses results, the Budget Analyst recommends decreasing this allocation level by 16.0 FTE positions. As discussed in Section 9 of this report, the Records Office should be civilianized, to the extent possible, reducing the Sheriff's Deputy staffing requirement by 16.5 FTE positions and freeing up sworn personnel to perform duties more consistent with their job classification. Based on our analysis, the facility requires 45.8 FTE Sheriff's Deputy positions to staff various posts. The additional 0.2 FTE position over the 45.8 FTE positions can be utilized to provide additional relief for the facility. The reduction in these positions would be offset by increases in civilian staff (See Recommendation 9.3) but would result in a net savings of approximately \$424,000.

Conclusion

The San Francisco Sheriff's Department has the responsibility for providing security staffing for prisoners at County Jail No. 1, which has an allocation of \$7.9 million and 76.0 FTE positions in FY 2007-08. Based on the fixed-post staffing review and the relief factor analysis performed for this report, the Sheriff's Department should reduce County Jail No. 1's staffing allocation by 11.9 FTE sworn positions, from a total allocation of 76.0 FTE sworn positions to 62.0 FTE sworn positions.

Recommendations

As indicated in the staffing analysis above, the Sheriff's Department should:

- 1.1 Add 2.0 FTE Sheriff's Lieutenant positions, increasing the Sheriff's Lieutenant allocation for County Jail No. 1 from 3.0 FTE position to 5.0 FTE positions to provide sufficient coverage for the Watch Commander post during the day and swing shifts, seven-days per week.
- 1.2 Delete 16.0 FTE Sheriff's Deputy positions.

Cost and Benefits

Implementation of the County Jail No. 1 security staffing recommendations would result in \$290,000 in increased salary and fringe benefit costs for 2.0 FTE Sheriff's Lieutenant positions. Given that the staffing analysis includes the calculation of sufficient baseline coverage and relief factor for all relevant County Jail No. 1 posts, these savings would be in addition to other savings from decreased overtime costs and differentials that would otherwise result from insufficient post coverage and relief. Further, by strengthening its staffing policies, and implementing methodological improvements, the Sheriff's Department will be able to more economically deploy personnel at County Jail No. 1 and make more informed decisions about staffing levels.

As discussed in Section 9 of this report, the Sheriff's Department would have net savings of \$713,000 by replacing 16.5 FTE Sheriff's Deputy positions currently staffing the Records Office with 15 civilian positions.