



Program/Position Change Request (PCR)

Department	Department Contact	Oracle Planning PCR #(s)
Sheriff's Office	CFA Heidi Keith	Revised SO-PCR #03

Please check to indicate that this request is related to the Strategic Plan. If this box is checked, complete the questions related to disaster recovery in the narrative section of this form.

Please check to indicate that this request supports a mandated service. If this box is checked, complete the questions related to mandated services in the narrative section of this form.

Summary of Requested Change(s)

The Sheriff's Office is requesting the restoration of the Detention Division's Institutional Services Manager allocation which was eliminated from the budget in FY 09-10. Significant changes in the Division and the addition of several, new, long-term projects are preventing the current manager, the Research and Planning Lieutenant, from fully addressing all of the duties assigned to the position. This position is needed to properly distribute workload and provide adequate management of the duties necessary to carry out the provision of the adult Detention inmate food services, procurement, storekeeping, warehousing, janitorial services, inmate laundry services, inmate commissary services, and certain inmate welfare responsibilities. The Sheriff's Office is proposing to convert one vacant Correctional Deputy allocation to an Institutional Services Manager allocation.

Please see the position detail form for additional information related to position changes.

Expenditures	FY 20-21	FY 21-22	FY 22-23
Ongoing Expenses	\$ -	\$ -	\$ -
One-Time Expenses			
Total Expenditures	\$ -	\$ -	\$ -
Funding Sources			
General Fund	\$ -	\$ -	\$ -
State/Federal			
Fees/Other			
FEMA Reimbursement			
Insurance Reimbursement			
Fund Balance* (Not GF)			
Total Sources	\$ -	\$ -	\$ -

* Include a Statement of Special Funds Activities if proposing the use of Fund Balance

Position Requested is time limited (must be If request is assuming FEMA or Insurance Reimbursement)

State the duration of Time-Limited Position Request: N/A

Narrative Explanation of Fiscal Impacts

In order to fund this position, one Correctional Deputy allocation will be deleted. The annual cost of the Institutional Services Manager position is projected to be \$202,235 in FY 21-22. Employee inter-fund costs are approximately \$8,206 (computer account, human resource, risk management, and auditor fees) and will be paid for with the savings from the inter-fund costs related to the deleted correctional deputy position. The surplus of funds from the deleted Correctional Deputy, approximately, \$3,334 will be added to Correctional Deputy overtime. This change will have no impact on the County General Fund. There will be no increases in internal service rates affecting other departments, fees charged to the public, leveraged resources, or cost requests for additional space requirements.

Please check to confirm General Services and Information Services have been consulted regarding space needs and costs associated with your request have been included in the fiscal impacts above.

Description of need and/or business case for request

Prior to approximately twelve years ago, the Sheriff's Office Detention Division used an Institutional Service Manager (ISM) to manage Detention's inmate food service, procurement, storekeeping, warehousing, janitorial, inmate laundry, inmate commissary, inmate welfare, and act on behalf of the Detention Division as the Safety Coordinator. During the 2007 Recession, the individual in this position retired and this position was eliminated in FY 09-10 Budget reductions. As a result of the position reduction, the ISM responsibilities, including oversight of 36 employees, were moved under the responsibility of the Detention Research and Planning Lieutenant (R&P Lieutenant). Detention management understood that it would be challenging to have one person take on the work of two positions, but given the dire financial situation for the County there were few options for Detention related savings. Through the years we have experienced many managerial deficiencies. The Division had to make due knowing that some tasks would be left unmanaged. This situation has been compounded due to changes in our Adult Detention facilities and the addition of several new long term projects. In light of this we can no longer tolerate the lack of management oversight as the R&P Lieutenant capacity has been over taxed for too long and he does not have the capacity to complete all of the responsibilities.

The R&P Lieutenant is responsible for both the Main and North County Detention Facilities' capital projects, facility access, security assessments, long range planning, and facility maintenance. This position is also currently responsible for managing contracts for inmate food services (the second largest Sheriff's Office contract) and inmate telephone services, is a member of the Inmate Welfare Trust Board, as well as all of the responsibilities listed in the above paragraph. Since the ISM was eliminated from the organization, the scope of the R&P Lieutenant's responsibilities have significantly expanded even beyond the responsibilities of the two positions. The most noteworthy of these major charges include:

-AB 109: Since CA Prison Realignment/AB 109, the environment within local California detention facilities has significantly changed. The AB 109 impacts specific to the R&P Lieutenant are related to the numerous facility modifications that are needed to safely house this new realigned prison inmate population. Capital projects to divide modules, install suicide barriers and other safety equipment, replace fencing, address facility issues related to inmate escapes, change out electrical outlets, modify classrooms, and manage visiting are a few examples of these facility modifications. Inmate vandalism and safety risks created by AB 109 inmates also increased the number of significant facility projects for the R&P Lieutenant.

-BHHU: The Behavioral Health Housing Unit project has put significant demands on the R&P Lieutenant over the course of the last several years. The R&P Lieutenant has been deeply involved in the planning, design, and the ongoing State reporting this project requires. As the project reaches the multiple phases of construction, population, and evaluation, the demands of the R&P Lieutenant are going to continue to increase and dominate the position's attention.

-New County Inmate Connector & State Courthouse - The existing Main Adult Detention Facility (MADF) has a well-designed system of pathways and corridors that allow for safe escorting of inmates from their housing modules to court and back ("court movement"). The new State courthouse design does not include this same system and requires an inmate connector. The connector is a secure pathway consisting of a skyway and tunnel to allow for the safe and secure transfer of inmates to and from the new Courthouse. The Inmate Connector project was the preferred alternate in order to save significant operation costs over transporting inmates by motor vehicles. Specifically, the structure connects the

third level of the MADF to the basement level of the new Courthouse and consists of three elements, a 135' bridge, a 47' high elevator/stair tower and 218' subterranean passage tunnel. The R&P Lieutenant has been managing and coordinating this project with General Services and the contractor. This work will continue as construction for the new Courthouse begins. Other operational modifications are anticipated once the new Courthouse is functional because the use of the new connector will completely change existing court movement. The R&P Lieutenant will be responsible for any further modifications that will be needed to ensure court movement can safely occur (communications, cameras, door controls, and procedures).

-Disasters- The role of the R&P Lieutenant has significantly changed as the County has responded to a variety of major disaster events. This is not insignificant given that the Sheriff's Office is responsible for the health and welfare of over 1,000 inmates at any given time. These individuals and their families count on custodial staff to keep them safe during natural and manmade disasters.

1. Wildfires- The R&P Lieutenant has had a major role in the Sheriff's Office internal response to the County's multiple fire events. The R&P Lieutenant has responded to air quality issues, inmate evacuation operations, and other facility issues during the region's multiple fire events.
2. PSPS Power outages- The PG&E public safety power outages require significant response from the R&P Lieutenant to make sure inmates and staff remain safe during the power outages (building temperature, air flow, lighting, meal preparation, hot water, phone access, door and system functionality, compliance, safety).
3. COOP - The R&P Lieutenant has assumed the role of Detention's COOP coordinator, again adding to the overall workload assigned to this position. This role cannot be designated to another position because much of the COOP function relates to facilities and planning.
4. COVID- The work related to the Sheriff's COVID response has been taxing for Detention managers. In particular the R&P Lieutenant who is responsible for:
 - A. Safety Plans -facility layout and housing modification to establish social distancing, quarantine modules, and modifications to Detention's injury and illness plan.
 - B. Risk Management -works with County Risk management to implement safety measures and evaluate current conditions.
 - C. Facility Modifications & PPE - the R&P Lieutenant is overseeing all facility modifications needed in response to COVID (Plexiglas installation, lobby and workspace modifications,) and provides staff with equipment and supplies to properly clean and safeguard against contracting and/or spreading COVID.

As a result of these projects, many of an emergency nature, the R&P Lieutenant is unable to adequately address all of the responsibilities currently assigned to the position. The evolution of this position has compounded the need to revert back to the historic organizational structure with an Institutional Services Manager and a R&P Lieutenant to more evenly and appropriately spread the critical workload currently being assigned to one person. In addition to the burdensome level of workload and span of control issues, there is the issue of expertise. Sworn correctional lieutenants do not necessarily have the expertise and/or background to appropriately manage the Division's institutional services such as storekeeping and warehousing principles, inventory management, stock control, institutional food services, and modern cleaning policies and procedures to name a few. The resurrection of the ISM position will allow us to recruit specifically for an appropriate manager instead of forcing an unrelated sworn management class (lieutenant) take on this work as a collateral.

Description of how the request will meet the need and/or business case described above

Adding an ISM will spread the duties assigned to the R&P Lieutenant among two positions, providing the critical and appropriate leadership to the 36 employees currently assigned to the R&P Lieutenant, freeing this position to focus on its original intended workload of research, planning, and project management for the Division. More attention can be given to Detention's food service, procurement, storekeeping, warehousing, janitorial, inmate laundry, and inmate commissary by a skilled manager with specialized training and experience in these areas.

Another benefit of adding the ISM is the establishment of a new civilian career progression in the Detention Division, providing Detention's support staff with opportunities for growth. Detention will be able to develop civilian staff that are subject matter experts and maintain institutional knowledge necessary to succeed. In turn, this will help Detention retain strong individuals who can grow with the Sheriff's Office.

Typically, lieutenants rotate assignments every few years. This prevents Detention's support staff in the institutional services areas from having continuity and consistent leadership. This rotation also prevents lieutenants from developing long-term expertise in civilian management, institutional knowledge, and subject matter expertise. Having institutional services staff report to the non-sworn ISM will provide the necessary support and leadership staff in these areas need to be effective in their positions. The ISM can spend more time in the kitchen and jail stores areas, observing, obtaining feedback from staff, evaluating and improving workflows, and coordinating with custodial sworn staff. Civilian staff will receive continuity, long range planning, and area specific goals to work towards. They will be evaluated on a regular basis and supervisors will have the support they need to address personnel issues that arise. They will also have a manager that is able to specialize in and support SEIU and other non-sworn contract terms, potentially reducing opportunities for grievances. Staff will be given consistent expectations and leadership that won't change every few years, which in turn will create more productive units that will run efficiently and effectively.

Description of the alternatives that were analyzed

How high of a department priority is this? This PCR is the Sheriff's highest priority due to the number of Sheriff's staff members and projects that are impacted by this PCR. This priority is demonstrated by the willingness to propose the deletion of a vacant Correctional Deputy position.

Can the department make adjustments to accommodate the need? The Detention Division has cut a net of 54 positions since the 2007 Recession, even after accounting for the addition of Correctional Deputies as a result of AB 109, and experimentation with various shifts in duties and assignments. After numerous years of attempting to adapt to current conditions with existing staff, managers have realized that this ISM position is essential for the Adult Detention facilities to function effectively by providing sufficient and appropriate managerial oversight to staff and projects. The Sheriff's Office is making adjustments to accommodate this need by proposing the deletion of one vacant Correctional Deputy allocation.

What are the costs of using a consultant? Consultants require significant oversight from Sheriff's employees, which would not solve the problem of needing to free up capacity of the R&P Lieutenant. Consultants are not appropriate for this on-going need and cannot supervise and manage County employees.

Does the private sector provide these services and if so, what is the market rate costs of the request? The private sector provides limited State adult detention services in California and are being phased out by the California Dept. Of Corrections and Rehabilitation. Institutional services managers are a common job class in institutional housing settings including hospitals, military bases, and detention facilities.

If both the County and private sector currently provide the services, is expanding the County service the best approach to meet the need? N/A – There are no privately owned detention facilities in Sonoma County.

Is the addition of a County employee the only and/or best way to meet the service need? Yes (explained above).

Mandated services justification

Cite the statutory or regulatory mandate (ie, California Code section, California Code of Regulations, Code of Federal Regulations, etc) that mandates these services. The Sheriff's Office, as established by the California Constitution and Government Code Section 26600, is tasked with preserving the peace. The Office of the Sheriff and its employees derive their responsibilities and authority from approximately 28 different California Statutes. The Detention Division is governed mainly by mandates contained in Board of State and Community Corrections Title 15 and Title 24. Title 15 – Crime Prevention and Correction covers minimum standards for local detention facilities and covers topics such as operations, inmate food, clothing, hygiene, inmate programs and activities, inmate entitlements, and security. Title 24 – Minimum Standards for the Design and Construction of Local Detention Facilities addresses design and construction of local detention facilities and lays out regulations for facility requirements related to such things as booking, laundry, dining, exercise rooms, day rooms, and cells. In addition, the Division operates based on best practices and other standards such as the Institute for Medical Quality.

The Detention Division is comprised of Operations Section and Special Services Section. The Operations Section is responsible for the operation of the County's two adult detention facilities designed for the incarceration of criminal offenders and persons charged with criminal offenses. While incarcerated, the County must provide all the basic living needs of an inmate, including food, clothing, and medical and mental health care. The Sheriff's Office maximum security Main Adult Detention Facility serves as the intake location where all arrestees are brought for booking and processing. The facility houses both pre-trial and sentenced men and women, most of whom are medium to high risk offenders, plus any inmates requiring special medical and/or mental health services. The North County Detention Facility houses both pre-trial and sentenced males, most of whom are low to medium risk offenders. The Special Services Section includes specific programs operated at the MADF such as alcohol and drug treatment services, cognitive therapy for the mentally ill offenders, and General Educational Development (GED) classes.

Institutional Services provided in the detention facilities must be maintained at levels that ensure a secure, safe, and humane environment for both inmates and staff. The request to add back the Institutional Services Manager supports this mandate by providing an adequate level of management of institutional programs and the oversight and supervision of the non-sworn staff providing the facilities' institutional services. If added, the ISM and R&P Lieutenant will be able to devote more time to their specific duties, ensuring that both areas of responsibility are being completed as outlined by the mandates. The ISM will be able to provide more oversight, planning, and evaluation to Detention's institutional services.

Describe what has changed in the mandate to necessitate this program change request. As discussed above, the change and expansion in the scope of work assigned to the R&P Lieutenant has created more work and responsibilities than one employee can manage. The work is more appropriate for a civilian manager.

Describe why this mandate cannot be met with existing staff/resources. The nature of the work followed by the change and expansion in the scope of work originally assigned to the R&P Lieutenant exceeds the capacity of existing resources (explained above). By converting a vacant Correctional Deputy allocation to the appropriate job class of Institutional Services Manager the Sheriff's Office is proposing the use of existing staff/resources.

If request is related to the Recovery and Resiliency Plan, please make sure that you have consulted with the Office of Recovery and Resiliency and have their concurrence on this request.

N/A



Program/Position Change Request (PCR) - Human Resources Detail

Instructions: Please complete the following for each position change being requested.

Classification Title(s)

Institutional Services Manager - job class 0325

Description of primary duties/responsibilities

Under direction of Detention executive managers, the ISM will plan, direct, and manage the food service, procurement, storekeeping, warehousing, janitorial, inmate laundry, inmate commissary, inmate welfare, and the reading program of the Sheriff's Adult Detention Facilities. This position will complete certain Safety Coordinator duties as well. The ISM will be responsible for the efficient and effective day-to-day operations of the major functional areas listed above. The ISM will coordinate with various operational managers, but receive direction from the Detention Division's Special Services Captain.

There are three groups of employees the ISM will oversee: detention assistants, janitors, and kitchen staff (cooks and chefs). The detention assistants are responsible for duties of procurement, storekeeping, stocking the facility with supplies, furnishings and equipment, distributing clothing, meals and supplies to a pre-COVID daily average of over 1,000 inmates, and managing the inmate laundry services for the Detention Division. The detention assistants are also responsible for maintaining the hospital grade cleanliness of the facility and manage these responsibilities with five janitors and inmate work crews. The kitchen staff are responsible for preparing all inmate meals. The ISM will work with the Sheriff's Office inmate food services contractor and Sheriff's kitchen staff to plan, procure, and fulfill all mandated inmate food service needs.

Reporting Structure and Span of Control

The ISM will report directly to the Sheriff's Detention Division Special Services Captain. Four supervisors including two chefs and two supervising detention assistants will directly report to the ISM. There are 15 detention assistants that report to the two supervising detention assistants. The 5 janitors report directly to the supervising detention assistants. There are 12 cooks that report to the two chefs.

Description of impact upon existing positions

If new position(s) will impact current positions, i.e. relieve workload, change duties, etc. describe the impact on existing positions and resulting changes:

The R&P Lieutenant will receive a much needed reduction in workload, allowing the position to spend more time on the complex projects and dynamically changing needs of the facilities. This shift will also allow the R&P Lieutenant to focus more on short and long term Detention planning which has not been a priority given the excessive workload created by the institutional services and major capital projects. The civilian institutional services staff that will be reporting to the ISM will have access to a dedicated civilian manager with expertise and institutional knowledge. The ISM will provide civilian management continuity as this position will no longer be a rotating collateral assignment. Institutional Services staff will also have a new opportunity for career growth.

The remaining 155 Correctional Deputies allocated to the Main Adult and North County Detention Facilities will be responsible for day-to-day safety and security of the facilities. Schedules will be adjusted accordingly to provide the adequate level of coverage 24/7/365.

If you are doing an add/delete, how is the work of the deleted position being absorbed?

Please describe how the body of work of the deleted position is being absorbed. The Sheriff's Office is proposing an add/delete. The remaining 155 Correctional Deputies allocated to the Main Adult and North County Detention Facilities will be responsible for day-to-day safety and security of the facilities. Schedules will be adjusted accordingly to provide the adequate level of coverage 24/7/365. Savings generated by the deletion of the Correctional Deputy will be used to increase overtime to cover any scheduling gaps as a result of the add/delete.

Is the deleted position currently vacant? Yes, the deleted position is currently vacant.

Description of any compaction issues?

Will the proposed changes result in any compaction issues? No, the proposed changes do not result in any compaction issues.

Justification discussing why existing vacant position cannot be used in-lieu of a new position

There are no vacant management positions that have the capacity to absorb all of Detention's institutional services and the services cannot be split among existing management position. The ISM plans, directs and manages the food service, procurement, storekeeping, warehousing, janitorial, inmate laundry, inmate commissary, inmate welfare, and the reading program of the Sheriff's Adult Detention Facilities. An existing vacant Correctional Deputy position will be converted to the ISM position.

Please include with your PCR the Position-Change-Request-Summary Excel, your current organizational chart, and a proposed organizational chart highlighting the position(s) being requested.