

**Clatsop County,
Oregon
Sheriff's Office**

Jail Staffing Analysis

National Sheriffs' Association

Consultant

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Executive Summary

Findings

Clatsop County operates a 65-bed detention facility at a capacity of 60 inmates. The County has maintained the facility at its capacity by regularly holding approximately 20 prisoners in the Tillamook County Jail, by operating county-level community corrections programs and by funding the Sheriff's Office offender work program.

Presently, the Clatsop County Sheriff's Office Corrections Division is staffed by a Jail Administrator, six supervisors, and 14 corrections deputies. One additional deputy is permanently assigned to the court for the security of court spaces and court employees and is not included in the full complement of 21 deputy listed in this report. The staff primarily works in three eight-hour shift teams with two supervisors and four deputies on each team. There are two work crew deputies who are assigned to 4-ten hour shifts per week covering seven days of the week with one overlapping day. The jail administrator works in an administrative position five days a week.

Each shift is assigned to staff a minimum of four posts – master control room, intake room, and two inmate housing area posts. The supervisor is required to assume a working post and deputies are required to conduct local transports of inmates to medical and dental appointments and court hearings. Detention facility deputies are also required to guard prisoners during court proceedings. Because of days off, sick time, vacations and personal times and other off-duty times there are rarely enough deputies available to staff the four detention facility positions.

The supervisors arrange for overtime when there are less than four persons available for a shift. The work crew deputies arrange for their own relief or cancel a shift if one of them is absent. The patrol division assigns one deputy

to long distance corrections transports and other patrol deputies perform this service when necessary.

The inmates are housed in close quarters, cells and dayrooms, with little opportunity for exercise or activities. There is a multipurpose room and a rooftop exercise area but a lack of staffing inhibits the regular use of these spaces. There is a contract with the county health department for nursing services - for an 8-hour shift, 5 days a week and on-call on weekends. Prisoner meal preparation and commissary are also contracted with little involvement by staff in these services.

Recommendations

1. The corrections staff should be **increased from 21 to 32** persons with the addition of **five corrections deputies, five control room technicians and one clerical support person**. The seven day – 365 days a year posts should be increased from 4 facility posts per shift to five posts. These posts include, **at a minimum**, one supervisor post, one master control post, one Intake post, and two inmate housing/direct supervision posts. There should also be the addition, for five days a week, of two prisoner court security deputies, two work crew deputies and one clerical support person.
2. **The supervisor position should be a separate post** allowing the on-duty sergeant or corporal to be free to move around the facility observing deputies performing their functions and assisting them solving problems. The sergeants and corporals should be scheduled to ensure that a supervisor is on duty at all times reducing the use of senior deputies as designated supervisors.

3. **The inmate housing posts should be maintained at all times** – two posts on the day and afternoon shifts and one post on the night shift. These deputies may assist the booking deputy during certain situations but they should not be sent to court for security of prisoners or sent on local transportations outside the facility. In conjunction with locating these deputies in the facility, every effort should be made to increase activities for inmates. The multipurpose room should be used for library time, addiction program groups or individual education sessions. The outdoor exercise area should be renovated to allow inmates an hour a day exercise every day of the week regardless of the weather.

4. **The booking post should be designated as a full-time position** managing the intake area and assisting the master control post. The master control post is often much more than a one-person position. The booking deputy should be available to assist the deputy or control room technician in master control with visiting, walk-up traffic, high call periods and report processing.

5. **The work crew deputies should be scheduled eight hours a day,** five days a week. This would allow them more overlap to relieve each other, but, at the same time, other deputies should be used for relief during long absences by the designated work crew deputies.

6. **A clerical support person should be assigned to the Corrections Division on a permanent basis** to assist the jail administrator, the master control deputy and the booking deputy with report processing, maintaining inmate records, calculating inmate fund accounts, conducting property inventories and other data collection.

7. There should be **two new posts designated for the security of prisoners in court hearings**. These deputies should be assigned to work five days a week, eight hours per day with no relief for weekends. These deputies could also be used for the relief of the work crew deputies and other day posts and local transports ensuring that in-house facility deputies are not used for court security. Presently, the in-house facility deputies leave the jail housing area to perform this function which exposes the agency to safety and security problems.

8. The major causes for the recommended increase in staff are **(1) the relief factor calculation, (2) the requirement of keeping the inmate housing/direct supervision deputies in the cell block area and not allowing them to be assigned temporarily outside the facility on local transports or court security and (3) freeing the supervisor from an operational post.**

The present relief factor is approximately 1.5 for seven day a week posts (6 deputies on a team for a minimum of 4 posts) compared to the relief factor of 1.88 that is calculated in this report (4 posts would require 7.5 deputies per shift with this relief factor). By staffing the recommended posts using the new relief factor the number of deputies required would increase but the amount of overtime allocated should significantly decrease. Managers should ensure that posts are covered with a minimum use of overtime. The union contract should be adhered to and the relief factor considered in negotiations.

Although the number of posts for the inmate housing area in the recommendations has not increased, the recommendation to keep those deputies in the facility at all times, for the purpose of reducing

incidents and increasing communications, activities and exercise, requires the addition of court security and local transport of prisoners posts. This recommendation also requires that the exercise area of the facility is renovated to allow its use during inclement weather.

The supervisor of the shift is the primary decision-maker over all the Corrections Division functions during that time period. He or she should be able to move through out the facility, free from operational assignments, while observing staff conduct, assessing inmate behavior and solving problems.

9. It should be considered that the **Control Room Position be converted from a Corrections Deputy to a Control Room Technician assignment.**

The conversion from a commissioned deputy to a civilian position has the following advantages and disadvantages:

Advantages

- Approximately 25%- 40% less salary per person¹
- Easier to recruit and selection – larger labor force
- Lower training time and costs

Disadvantages

- Cannot be interchanged with other jail positions
- Do not have the basic law enforcement experience and philosophy reducing their effectiveness and increasing training requirements and time.

¹ See appendix B for a comparison of salaries of deputy positions 16, 17, 17II with CRT 11.

10. The **addition of new staff should be on a graduated schedule.**

First, **the control room technicians (5) should be added to the staffing component.** As the CRTs assume responsibility for the control room the supervisors will be free from working designated correction deputy posts. Allowing supervisors to move throughout the facility, observing workers' behavior and ensuring that policies and procedures are followed, **reduces the Sheriff's Office risk of violating vicarious liability requirements and it ensures that facility operations are constitutionally maintained.** Overall, this change greatly enhances the effectiveness of the detention facility operations and supports the mission of the organization.

Second, **three corrections deputies should be added to reduce the use of excessive overtime needed to meet minimum post requirements.** The correction deputy relief factor shows that there are not enough deputies to staff the required posts, especially on the day shift. The addition of the deputies should significantly reduce overtime and the use of compensation time that also can convert to overtime costs.

Third, **two corrections deputies should be hired to assume the court security and local transport positions.** This action would ensure that the housing deputies would be stationed in the facility in direct contact with inmates without being removed for duties outside the facility. This strategy is **critical to the safety and security of the inmates and staff** in the detention facility.

Fourth, a clerical support person should be added to assist the CRTs.

Introduction

Study Purpose and Rationale

This report, initiated through a contract between Clatsop County and the National Sheriffs' Association, has been written for the following purposes:

- Assessing the present staffing levels and operational practices,
- Reviewing the processes and staffing for prisoner medical transports, prisoner transports to court and in-court security,
- Analyzing the facility layout, flow of operations, deployment of staff, and associated matters.

The National Sheriffs' Association consultant (see appendices for a list of the consultant's qualifications) has reviewed numerous documents and data sources (see appendices for a list of requested materials), interviewed managers, supervisors, and deputies, and observed operations in the facility. The primary focus of this report is to determine the appropriate staffing allocations for the Corrections Division based on present operational requirements.

Clatsop County Detention Facility – Existing Situation

Clatsop County, with a stable population of approximately 36,340 people², maintains a detention facility that is operating at a capacity daily total of 60 inmates. The County has maintained the facility at its capacity by regularly holding approximately 20 prisoners in the Tillamook County Jail, by operating county-level community corrections programs and by funding the Sheriff's Office offender work program.

The detention facility, constructed in 1978, is located above the Sheriff's Office spaces and adjacent to the County courts in the City of Astoria, Oregon. Entry to the jail is through a vehicular sallyport that is adjacent to the

² <http://quickfacts.census.gov/qfd/states/41/41007.html>

master control center and intake/release area. The master control center has audio and direct visual connection with the inmate side of visiting and the visitor's side of the visiting booth area, the sallyport and the outside walk-up window. The intake area connects to the inmate housing spaces that include all inmate cells, the nurse's office and examination room, the multipurpose room and storage rooms. An elevator connects the housing area with the rooftop exercise area and connects to the basement that houses the jail kitchen.

Presently, the Clatsop County Sheriff's Office Corrections Division is managed by a Jail Administrator who supervises three sergeants, three corporals, three senior deputies, two work crew deputies and 10 facility corrections deputies. One of the deputies assigned to the Corrections Division is actually permanently assigned to the court for the security of court spaces and employees and is paid by the court. The full complement of staff operating the detention facility, not including the court security deputy, is 21 deputies. The staff primarily works in three eight-hour shift teams with two supervisors and four deputies on each team. The two work crew deputies are assigned to 4-ten hour shifts per week covering seven days of the week and overlapping on Wednesday.

There are two deputies and supervisors assigned to each work team to staff a minimum of four posts – master control room, intake room, two inmate housing area posts. The supervisor is required to assume a working post and facility deputies are required to conduct local transports of inmates to medical and dental appointments and court hearings. Detention facility deputies are also required to guard prisoners in court during proceedings.

The supervisors arrange for overtime when there are less than four persons available for a shift. In addition, because the dayshift deputies are faced with

a workload that includes numerous tasks and responsibilities they are not able to complete, supervisors are required to transfer deputies from both the swing and graveyard shifts to the dayshift. This causes those shifts to operate with a minimum number of deputies and requires that any leave on either the swing or graveyard shifts to be covered by overtime.

The work crew deputies arrange for their own relief or cancel a shift if a deputy is absent. The patrol division assigns one deputy to long distance corrections transports and other deputies perform this service when necessary.

Staffing Analysis

Overview

This report contains sections when combined result in determining the number of staff required operating the jail, constitutionally and securely, 365 days a year and 24 hours per day. A staffing analysis is a process by which the manpower needs of an organization are determined through examining the requirements of each position, listing the schedule of each post and determining the relief factor for necessary positions. The sections are summarized as follows:

- *Shift Relief Factor* - these factoring results in the number of persons required to attend different time controlled posts.
- *Position Chart and Narrative* - The chart and corresponding narrative describes the posts, shifts and total number of deputies required to cover the posts.
- *Post Description* - These are brief descriptions of the positions in the jail.

Listing the tasks that are organizationally and constitutionally required in conjunction with the facility design determine jail deputy duties. Each jail facility is designed in a unique fashion. These differences require that, organizationally, each operating agency must create policies and procedures that correspond with the uniqueness of the building design. In addition, the jail policies and procedures must meet the correctional constitutional guarantees. The general jail deputy duties have been determined through verified jail deputy task analyses conducted for the states of Wyoming, Maine and Iowa.

The critical areas that administrators must be attentive to are building and personal security, inmate supervision, deputy supervision and inmate services. There must be enough staff scheduled to ensure that inmates are

observed, controlled and attended to on a continuous basis. Specifically, there should be available staff to operate the control rooms during the required hours, to do health and welfare checks each 20 minutes to one hour, to check the inmates and the building for security problems, to securely and accurately admit and release prisoners to and from the facility, and to supervise inmate service delivery.

Control rooms are necessary to the secure functioning of a jail facility. Security is ensured in a detention institution by a strict secure perimeter. The control room functions allow the secure perimeter to exist in conjunction with the regular operations of the jail. These functions include monitoring living units, intake areas, service, and program areas and controlling security doors. The control room deputy is the security back up for the regular jail deputies and their connection to the "outside" in case of emergency.

Health and welfare checks are the main concern of jail deputies who have direct contact with inmates. These checks of inmates ensure that each inmate is physically and mentally safe, that each inmate is in his or her proper location and they establish the deputy as the person in control of the environment. The health and welfare check is well documented as a basic constitutional requirement included in the appropriate supervision of inmates.

Deputies are required to perform intake and releasing functions on a continuous basis depending on the arrest activity in the jurisdiction. Intake activities include controlling violent prone persons, health screening, property control, financial processing and bail release. Releasing requires the accurate processing of the inmate and his or her personal property. The intake area is usually a busy and active area where outside agencies direct their jail related inquiries concerning the status and location of inmates.

Inmate services and programs that are organizationally and constitutionally required include medical services, health screening at intake, food services, laundry, passive and active recreation, visiting, access to attorneys, library services, mail and telephone access and educational opportunities. Deputies are needed to conduct and supervise these activities. Deputies, in some cases, actually deliver the services, as with intake health screening, recreation, visiting, mail, etc.; and in other instances the deputies monitor service or program activities. Medical service, food service, attorney visiting and laundry are activities that require a deputy's presence to ensure that personal and environmental security is maintained.

A presence of management and agency supervision is essential to the proper and legal functioning of a jail operation. The major vulnerable areas of legal liability for managers include negligent hiring, failure to direct, failure to supervise, negligent retention, and failure to train. Management is able to protect against these "vicarious" liability areas through continuous and direct supervision of deputies.

The supervisor observing and documenting inappropriate behavior overcomes negligent hiring and negligent retention issues by employees. Protection against failure to direct is a policy and procedure manual that reflects current jail practices and is used by supervisors in keeping employees accountable. Failure to supervise and failure to train are results of not having a line supervisor available to line deputies. The professionally operated jails have line supervisors assigned to every shift of the day.

There is no doubt that the jail is in the unusual position of being an "around the clock" public agency with fixed posts that must be maintained. While this does not typify the operations of other agencies, the funding sources, usually the County Commissioners, are not accustomed to these problems. Because

other agencies work a 40-hour week or, like some police agencies, they can adjust for missing employees; the funding people need to understand the special staffing problems of jail management.

Shift Relief Factor

The shift relief factor is necessary to determine the number of deputies required to staff the assigned posts for the number of hours the post is to be operated. It must be remembered that inmates are in jail 24 hours per day, seven days per week, 365 days per year. There are many jail posts that are maintained all those times. The relief factor is determined by subtracting the number of days a deputy is not on duty from 365 days and dividing that remaining figure into 365 to discover the number of deputies it would require to staff one post every day of the year.

The Clatsop County Jail will require **1.88** corrections deputies and **1.73** CRT (Control Room Technicians) to cover a post that is to be manned 365 days per year. For positions not requiring a relief, the factor is **1.0** and for five day a week posts where a relief is required the relief factor is **1.35** deputies. The relief factor for the five-day a week clerical support position is **1.15**.

Position Chart and Narrative

The position chart includes the data needed to determine the number of deputies and other staff necessary to properly staff all positions. The position section lists the position or post title of the deputy assigned. The reference column contains the reference letter that identifies the post in the narrative or post description section of the report. The shift columns refer to shift 1 or day shift, shift 2 or evening shift and shift 3 or night shift. The total positions column shows the total number of posts to be staffed in a 24-hour period.

The relief factor column contains the appropriate relief factor for the related post. The total posts or positions multiplied by the relief factor equals, in the last column, the number of deputies required to staff the assigned posts for the designated period of time. The posts are described and supported in the description section.

Position Chart

The Staffing Position Table shows the number of posts and the number of staff for a 65-bed facility with 60 inmates. The proposed staffing includes one jail administrator, six supervisors, 17 deputies, two work crew deputies, 5 CRTs and one clerical support staff. The nurses and the cook are contract positions and are not included in the analysis.

Staffing Position Table

Reference	Position	Shift 1	Shift 2	Shift 3	Post Total	Relief Factor	Total Staff
A	Jail Administrator	1	0	0	1	1.00	1.00
B	Sergeant/Corporal	1	1	1	3	1.88	5.64
C	Booking Officer	1	1	1	3	1.88	5.64
D	Control Room Officer	1	1	1	3	1.73	5.19
E	Inmate Housing/Supervision	2	2	1	5	1.88	9.40
F	Work Crew Officer	2	0	0	2	1.00	2.00
G	Court/Inmate Security Officer	2	0	0	2	1.00	2.00
H	Clerical Support	1	0	0	1	1.15	1.15
Total		11	5	4	20		32.02

Summary Staffing Position Table - Proposed

Position	Total Staff
Jail Administrator	1
Sergeants/ Corporals	6
Correction Deputies	17
Control Room Techs	5
Work Crew Deputies	2
Clerical Support	1
Total	32

Present Staffing Position Table

Position	Total Staff
Jail Administrator	1
Sergeants/ Corporals	6
Correction Deputies*	12
Work Crew Deputies	2
Clerical Support	0
Total	21

**This category includes the senior deputies but does not include the permanently assigned court security deputy or the long distance transportation deputy assigned from the Patrol Division.*

The tables show, as a result of calculations - an analysis of the detention facility workload, the design of the facility, and the relief factor - that there is a proposed increase of 5 correction deputies, 5 control room technicians and one clerical staff.

Post Descriptions

A Jail Administrator

The administrator of this division is responsible for overseeing the functioning of the jail; scheduling staff, developing policies and procedures, budgeting, managing food and medical services, maintaining contact with outside agencies, developing agreements with service delivery organizations, training, scheduling extraditions, monitoring classification decisions and serving as the final appeal for the inmate disciplinary process.

B Sergeant/Corporal - Shift Supervisor

Shift Supervisor Function - The first line supervisor directs and oversees the jail operations at all times. There should be a supervisor in the jail on a 24 hour, 365-day a year basis who is directly aware of the current status of inmates and the jail situation and who is not assigned a deputy post. The schedule should be designed to ensure that there is a supervisor on duty at all times in the jail.

C Booking Deputy

This position, especially during the day shift, is the operational center of the jail. Law enforcement agencies, social service agencies, judicial personnel and prisoners' friends and family will continually contact the jail operations Deputies to determine inmate information. This deputy should also keep operations documentation. The admission and release functions of the Clatsop County Jail require that the assigned deputies appropriately process prisoners and accurately maintain jail records. The position includes completing booking forms, searching prisoners, issuing jail clothing and bedding, maintaining the status board and court schedule, providing bonding information and maintaining logs, and monitoring the holding cell in the intake area. Often prisoners who are dangerous or mentally ill or intoxicated are held in these areas so surveillance must be more intense as compared to

the regular health and welfare checks. Presently, this position is staffed by floor deputies who leave the jail housing area to do the booking duties.

Because of the design of the facility the outside contacts, the paperwork and other booking responsibilities are performed by the master control deputy putting a burden on that position. This booking post deputy should serve as a back-up to the control room deputy during the day and afternoon shifts and, additionally, as a back-up to the housing rovers on the night shift.

D Control Room Deputy

This deputy maintains the control room, which is the central security function of the jail, and maintains surveillance of the visiting function. This position requires that at least one deputy be assigned in the control room with the assistance of the booking deputy to operate the security equipment and maintain surveillance, 24 hours per day, 365 days per year. This post may never be left un-staffed. The deputies in these positions will monitor all surveillance equipment, monitor fire and smoke detection equipment, monitor radio transmissions, monitor all persons entering and exiting the secure area of the jail facility and serve as the visiting function security.

E Inmate Direct Supervision /Housing Deputy

The Inmate Direct Supervision /Housing Deputy position should be staffed by one deputy 24 hours per day, 365 days per year and by two deputies 2 shifts per day. These deputies are positioned adjacent to the inmate living unit areas of the jail, patrolling the corridors, visiting stalls and interview rooms. The patrolling is done on a continuous basis throughout the day, evening and night shifts.

The primary functions of these deputies is to maintain order among inmates, search for security problems, monitor visiting, assist with the delivery of the

food service, deliver the library materials, monitor the legal library materials, supervise exercise areas, initiate or create passive and active recreation activities and to conduct the necessary health and welfare checks of inmates. The health and welfare check is a vital function of the jail procedure. The deputies must observe and contact minimum and medium security inmates every 60 minutes and every high-risk inmate every 15-20 minutes. The purpose of the checks is to ensure that the inmate is safe physically and emotionally. The deputies look for potentially dangerous or harmful situations.

These deputies must not leave the housing areas of the jail during the shifts to do other jail or court duties other than backing-up the booking deputy.

F Work Crew Deputies

The work crew position should be staffed by two deputies 8 hours per day, 365 days per year. The primary function of these deputies is to maintain order among inmates, to search for security problems, to supervise activities and to conduct the necessary checks of inmates. In addition, the work crew deputy manages the work program and other community corrections programs initiated by the jail. These deputies may adjust the work schedule to cover their relief needs but jail staff may be assigned for relief in some circumstances.

G Court Inmate Security Deputies

Two deputies are assigned to conduct courtroom security by managing inmate behavior and to transport prisoners to court and other local functions outside the facility. These deputies work five days per week during the day shift. These deputies may provide relief for the work crew deputies and may assist with other jail duties.

Every effort should be made not to use other jail deputies who are assigned posts in the facility for outside transport or court security. The long distance transports are the function of the patrol division and it has a designated deputy for that purpose. There is another deputy not included in the jail staffing who is permanently assigned to the court for staff and facility security and who has no jail responsibilities. The Court Inmate Security Deputies' positions do not include the permanent court position nor do they include the long distance transport functions assumed by the patrol division.

H Clerical Support

The clerical position has been maintained by another division but as a result of this study one five-day a week position is included in this staffing analysis. This person should be located adjacent to the master control post and the booking post and should provide clerical support to those positions.

Other jail related staff

Cook

The cook prepares the meals and supervises the inmate workers that are assigned to the food service support jobs. This is a contract position and is not included in the jail staffing analysis.

Nurse

The Nurse position is a 5 day a week post (on-call during weekends) and the staff person and the relief person are assigned through a contract with the county health department. These are contract positions and are not included in the jail staffing analysis.

Extra Duties – The following are examples of extra duties performed by staff and not usually listed in the job descriptions. These functions were reported to range from one hour per month to 160 hours per month and many were reported by several deputies:³

- Commissary Deputy – maintaining records and developing the new system
- Taser Instructor - time spent in the operation of the Taser training and conducting training with other deputies.
- Field Training Deputy – time spent in FTO training and conducting training with new recruits.
- County Jail Forms – developing new forms and maintaining a supply of current forms.
- In-House Adjudications and Formal Hearings – conducting recorded hearings concerning inmate infractions and housing decisions.
- REACT Belt Maintenance – maintaining equipment and organizing materials.
- MATRIX – developing and maintaining the inmate classification system including the inmate criminal histories of newly admitted prisoners.
- Deputy Uniforms – maintaining and upgrading deputy uniforms and individual equipment.
- Deputy Records – maintaining deputy-training records.
- Firearms Instructor – conducting deputy firearms training and qualifications.
- State jail Inspector – conducting jail inspections for other Oregon counties for OSSA.

³ This list was derived from reports by Deputies presently employed at the facility.

- Disciplinary file updates – the results of “write-ups” and special reports concerning inmate behavior are recorded and filed.
- Inmate Worker Program – these duties include selecting inmates who qualify for the inmate worker program.
- Defensive Tactics Instructor – becoming trained and maintaining certification precedes conducting training with other Deputies.
- Cell Extraction Team – this assignment requires special training and on-call availability.
- Translation of the Inmate Manual into Spanish – the inmate manual and other information items must be in a language the inmates understand and deputies are assigned to develop the new materials.
- Inmate Time Computation - the time critical to each inmate's release must be recorded and calculated.
- Medical Cost Recovery - the records relating to inmates medical costs must be maintained and payment to the County needs to be enforced.
- Sheriff's Office Web Page Manager – a deputy is assigned to maintain the Sheriff's Office web page.
- Religious Coordinator – a deputy is assigned to contact religious counselors and to respond to requests by religious entities for jail contacts.
- Training Coordinator – this deputy schedules training, processes deputy applications for training and maintains the staff professional library.
- Inmate social security program – this assignment includes identifying social security data for the program.

- Oregon State Jail Standards and agency policies and procedures updates – this assignment includes reviewing state standards and updating the policies and procedures manual into a current document for deputies' guidance and training.
- Updating the Inmate Manual - this assignment includes reviewing state standards and updating the inmate manual into a current document for inmates' guidance and control.
- Work Crew Truck Maintenance - this assignment includes vehicle checks and maintenance.
- Color Guard Team – preparing for color guard assignments.

Relief Factor Calculations

The following discussion is an explanation of the calculations in the relief factor table on the corresponding page:

- a. The facility is never closed – it is in operation 24 hours per day, 365 days per year so there are several 7 day a week posts. For 5 day a week posts the facility is open 261 days per year.
- b. There are 6 - 365 day posts requiring relief (supervisor, booking, master control, work crew deputies and inmate housing/direct supervision deputies), there is one post (the jail administrator) with no relief and there are three 5 day a week posts requiring relief (2 Inmate court security deputies and the clerical support position).
- c. Each employee has 2 days a week off.
- d. The vacation days have been averaged from the individual employee's monthly vacation accrual hours list. The 21 jail employees⁴ accrue 238 hours per month or 2850 hours per year resulting in an average of 17.0 vacation days per employee per year.
- e. Each employee is awarded 3.5 days of personal time per year.
- f. Each employee is awarded 12 days of sick time per year. Although employees may accrue large amounts of sick time, the actual time taken is considered in the relief factor. For this report 9.76 days per year has been calculated in the relief factor based on the actual sick

⁴ The total number of Deputies presently listed to the jail division (21) does not include the deputy assigned to the court and paid by court funds.

time taken during the first five months of the 2005-2006 fiscal year and projected for a 12 month period.⁵

- g. The Other category includes military release time and compensation time. Records show that each employee is projected to take an average of 118.34 hours or 14.8 days of compensation time. One employee has been assigned to the National Guard military service and that will impact the relief factor by an average of 1.2 days (25 days/21 deputies). The total of this category (compensation time plus military time) is 16.0 days.
- h. The In-service training days category is based on the actual time for all corrections deputies in training during the 12 month period of January through December 2004. The Sheriff's Office records show that there was 688.5 total hours allocated to in-service training during the time period. This results in an average of 32.78 hours per deputy or 4.1 days per year. Pre-service training (new employees) is included in the following vacancies calculation.
- i. The vacancies calculation shows the amount of time a deputy is off a post because of the hiring process and pre-service training time. This time is estimated to be a minimum of 45 days for recruiting and selecting a new employee (actual time has been estimated to be between 45 and 60 days) and 5 months for the State of Oregon new deputy training and the in-house on-the-job training necessary before the new employee is able to work independently. The total time is combined with the annual turnover rate resulting in 16.8 days

⁵ Sick time, compensation time and military time, in an effort to calculate actual time taken as opposed to accrued time, is based on the time taken during the first five months of the 2005-2006 fiscal year. The total sick time taken during June through October 2005 was 683.8 hours or an average of 136.76 hours per month. Projected for 12 months this is 1,641.12 hours or 9.76 days per year per deputy. The total compensation time taken during June through October 2005 was 1035.5 hours or an average of 207.1 hours per month. Projected for 12 months this is a total of 2,485.2 hours or 14.8 days per year per deputy.

in the relief factor. The turnover rate is determined by dividing the average number of employees per year leaving the organization by the total number of employees (9 persons left in 5 years equaling 1.8 persons per year divided by 22 total staff equals a rate of .086). The processing and training time of 195 (45 selection days plus 150 training days) days times the .086 turnover rate results in the 16.8 days in the relief factor.

- j. J-M shows the calculation – For Corrections Deputies - number of days on the job divided into 365 for a 7 day post (RF – 1.88) or into 261 for a 5 day post (RF – 1.35). The clerical support position relief factor is 1.15 and it was calculated in a previous Sheriff's Office and County staff study. The CRT position relief factor is 1.73 for a 7 day post when the training time and replacement time is reduced to meet the needs of the position. The table shows that CRTs would be on duty approximately 211 days per year.⁶

⁶ To calculate the CRT relief factor the correction deputy relief factor was reduced from 4 to 2 in-service training days and the replacement days were reduced from 16.8 days to 1.8 days resulting in a total of days worked during the year to 211 days instead of 173 days. The other benefits are projected to be the same for CRTs and Correction Deputies.

Note:

This relief factor is driven by Clatsop County personnel policies, the agreement between Clatsop County and the Clatsop County Employees Local Union 2746-0 Community Corrections – Sheriff's Unit and policies of the Sheriff's Office. A conservative approach has been taken when considering certain elements of the process.

First, The Other and /or Sick categories would usually include time off for extended sick days, family leave time or other disability leave time. These times have not been included and estimates or projections were avoided because the records were not clear.

Second, the Vacancies category calculation was determined using the minimum days necessary for recruiting and selecting a new employee.

Third, The Union contract allows for 60 minutes for an on-duty meal and 30 minutes of on-duty break time. This time off was not included in the relief factor because it's possible that deputies do not receive this benefit under certain jail conditions.

Fourth, The relief factors for the court security/transport posts and the work crew posts, although they are 5 day a week assignments usually requiring a 1.35 relief factor, have been calculated at a 1.0 relief factor because it's possible to design flexible schedules.

g.	Number of OTHER days off per year (military leave, funeral leave, compensation time – actual taken)	16.0
h.	Number of TRAINING days per employee per year (in-service - actual taken)	4.1
i.	Average number of Staff Days per person lost to fill VACANCIES (from date of termination to date new deputy assumes a post):	16.8
j.	TOTAL # of days off per employee (c + d + e + f + g + h + i):	171.2
k.	Number of ACTUAL WORK DAYS per year per employee (365 - j.):	193.8
l.	BREAK TIME FACTOR (breaktime (in hrs.)/workday hrs. x k.)	0.00
m.	TOTAL # OF DAYS WORKED PER YEAR PER STAFF (k. - l.)	193.8
	7 day Shift Relief Factor (365/193.8)	1.88
	5 day Shift Relief Factor (261/193.8)	1.35
	CRT 7 day Shift Relief Factor (365/211)	1.73

Conclusions

Mission, Policies and Procedures

The operational guides of the organization contribute to determining the number of staff required to manage the facility and to appropriately control the inmates. The first operational guide is the mission of the corrections division. The mission, as follows, states that the facility will be safe and secure, that inmates will be classified to ensure safety for inmates and staff, and that inmates will be exposed to an institutional climate that overcomes the negative aspects of a closely confining county jail.

Corrections Division Mission Statement

It is the mission of the Clatsop County Correctional Facility to provide a safe and secure institution which conforms to Oregon Revised Statutes for the incarceration of the pre adjudicated and sentenced offenders as mandated by the Courts. The Correctional Facility will classify and house offenders for the maximum protection of staff and inmates, while attempting to release the inmate back into the community no worse for his experience. The Clatsop County Correctional Facility will maintain an institutional climate so that every inmate may complete his term of confinement with a minimum of corrosive effect and a maximum gain in his ability to more adequately maintain a successful community adjustment following release.

Corrections Policy and Procedure

Policy: It is the policy of the Clatsop County Sheriff's Department, Corrections Division, that regular cell checks will be made on inmate/detainees by Corrections Deputies.

Procedure: In compliance with ORS 169.076, Section (1) all inmates/detainees confined in the Clatsop County Correctional Facility will be visually observed by a Corrections Deputy at least once per hour. Inmate/detainees that are potential suicide risks or are ill, etc., may be checked on a more frequent basis.

(Author's note: constitutional requirements require that special management and maximum security inmates be observed every 15-30 minutes depending on their security risk level and that suicidal inmates be observed continuously to 15 minutes depending on their risk level)

The decision to recommend that at least two deputies are assigned to posts in the detention facility housing area in direct contact with the inmates is in support of the mission's philosophy and important organizational policies to maintain a safe and secure facility. The deputies need to be available on a continuous basis to observe inmate behavior, to resolve conflicts and to interact with all prisoners especially those who are quiet or isolated.

Deputies also need to be available to observe and coordinate in-house activities, facilitate outdoor exercise and manage facility programs. Inmates need to be moved through the facility to the multipurpose room and to the exercise area and moved to different housing based on their classification. Deputies also need to enter the inmate housing units to directly supervise inmates and to conduct health and welfare checks at the required times. It is important to have two deputies in the housing area for the security of staff and inmates and to ensure that activities, exercise, services and programs are carried out effectively on a regular schedule. Because of the crowding situation, the facility is at capacity at all times. There are always at least 60 inmates housed in the 65-bed facility requiring that all beds are occupied – at

the time of the consultant's inspection of the jail all beds were occupied and there were three inmates on the floor in temporary beds. Presently, because of the crowding, the indoor exercise area is occupied and unavailable for exercise activities and housing unit or cell areas have small dayroom spaces. There is a small library/multipurpose room and a roof top outdoor exercise area. Usually a jail requires that there is an extra 20% of bed-space available to keep different classifications separate to properly manage inmate behavior. This is not possible in this facility other than keeping males separate from females and separating some violent or special management inmates from the general population.

This population may be managed positively and properly if there are deputies available to respond to conflicts and to manage activities. It is the recommendation, for the purpose of controlling inmate behavior and meeting the mandates of the mission, policies and procedures, to use the multipurpose room continually for inmates' activities and programs and to ensure that every inmate receives the opportunity for one hour per day of outdoor exercise regardless of weather conditions. The exercise area, because the indoor area is unavailable to inmates, will require renovations so it may be used in inclement weather conditions.

Two deputies should be assigned to the housing area of the facility and they need to be available at all times during the first two shifts of the day – seven days a week. One deputy should be assigned to the housing area after inmates are locked down for the night, this deputy will be assisted by the deputy assigned to the booking post. Under no circumstances should these housing deputies be assigned to transportations or court responsibilities outside the confines of the detention facility.

Observation of the present operations indicate that there are not enough deputies on duty to adequately supervise inmates, initiate activities, surveil

exercise time or complete other duties that support the organization's mission and critical inmate control policies.

The report by the National Institute of Corrections in 2004 contained the following general recommendations that support the specific study findings in this report:⁷

Improve jail operations by.....

“Consider increasing the amount of face-to-face contact between Deputies and inmates in order to create a proactive inmate management approach”

“Consider increasing program time too enhance out-of-cell time and reduce idleness”

Facility Schedule Related Policies and Procedures

The policies and procedures of the Sheriff's Office list schedules and duties for deputies assigned to each shift in the inmate housing area. Completion of these schedules and duties require that deputies are active throughout the shift and that they are working in the inmate housing areas continually. When these deputies are removed from their posts to conduct local transports or guard prisoners in court they are not able to meet the requirements of the policies and procedures of the organization.

⁷ http://www.co.clatsop.or.us/Assets/Dept_6/PDF/NIC%20Final%20Report.pdf

Overtime Analysis

The use of overtime is often an indicator whether there is or is not adequate staffing to meet the time and procedure requirements of the detention facility. Because the jail is an emergency oriented organization, overtime budget allocations cannot always be predicted or managed based on procedures or past experiences, but if overtime is scheduled for the relief of deputies missing assigned and required posts the overtime is excessive.

The following table shows the overtime for the period of July 2004 through June 2005:⁸

**Overtime Hours
 July 2004 - June 2005**

Function	Total Hours	Percent
Court Security	91.5	3.4%
Shift Coverage Vacation	689.5	26.2%
Shift Coverage Sick	587.8	22.3%
Shift Coverage Other	603.5	22.9%
Transport	46.3	1.7%
Court	67.8	2.5%
Training	416.3	15.8%
Other	122.0	4.6%
Total by Month	2624.5	

The table shows that over 70% of the overtime was initiated by shift coverage deficiencies relating to shift relief factor items. Vacation, sick time and other items are absences by deputies that may be predicted through relief factor calculations.

⁸ This table was developed by Clatsop County Sheriff's Office Chief Deputy Paul Williams and a monthly version of the table is included in the appendices.

The following table shows a breakdown of overtime and compensation time paid and the total costs including the costs for salary affiliated items.

Overtime Cost Summary

Type of Overtime Paid	Hours	Cost
Corrections OT/Paid	2216.5	\$72,549.22
Work Crew OT/Paid	238.75	\$7,927.35
Corrections Comp Pay Out	310.5	\$6,938.30
Work Crew Comp Pay Out	29.75	\$658.55
Total	2795.5	\$88,073.42
Average Overtime Rate	\$31.51	
Average OT Hrs/ Deputy per Year	133.1190476	
Average Pay/Deputy per Year	\$4,193.97	
Tot. Cost of OT & Comp Payout		
		\$88,073.42
SAIF (.0286)		\$2,518.90
Unemployment (.008)		\$704.59
FICA (.0765)		\$6,737.62
PERS (.1559)		\$13,730.65
PERS Bond (.1076)		\$9,476.70
TOTAL		\$121,241.87

The total overtime for the annual period of July 2004 through June 2005 worked by 21 deputies amounted to 2795.5 hours and \$88,07.42. The average was \$4,193.97 and approximately 133 hours per deputy. The average cost was \$31.51 per hour. It is also important to note that the true cost of the \$88,073 in overtime is \$121,241 when you add in the additional SAIF, Unemployment, FICA, PERS, and PERS Bond costs.

The schedules for November and December 2005 show that 26.5 shifts or 212 hours were **pre-scheduled to meet minimum staffing requirements**. The projection for the year based on an average of 106 hours per month at \$31.51 per hour results in approximately 1,272 overtime hours and a total of \$40,068.

This would be the absolute minimum amount of overtime budget allocation and does not take into consideration unplanned sick days, family leave emergencies, surprise military assignments and other unscheduled relief factor related absences. The use of overtime appears **extremely** excessive for this size detention facility.

Inmate Incidents

The number of incidents for the time period of January 2002 through June 2005 shows that there was a high amount serious incidents in the facility. The amount of assaults, situations where use of force was required, disruptive behavior, possession of dangerous contraband, harassment and disobeying orders are indicators that the inmates need additional direct supervision by corrections deputies. The table shows that there have been an average of 11.3 serious incidents per month over the past 42 months.

Staff control over inmates and their behavior ensures compliance or lack of control allows non-compliance. The amount of incidents suggest that there is a significant amount of inmate to staff non-compliance. This is an indicator that there is an **erosion of staff control caused by inadequate supervision or inappropriate supervision**. Because the staff is experienced, well trained and observed to be competent, the **cause of the inadequate inmate supervision is determined to be a lack of staffing**.

Inmate Incidents 2002-2005 (42 months)

Incident	Number
Assaults	56
Use Of Force	123
Disruptive Behavior	108
Dangerous Contraband	32
Harassment	37
Disobeying Orders	118
Total (42 months)	474
Average per month	11.3

The recommendation to maintain adequate number of deputies in the inmate living area at all times is in response to the concern that incidents will escalate and staff control will be continually reduced.

Appendix A – Overtime by month July 2004 through June 2005

Total by Month	Other	Training	Court	Transport	Shift Coverage-Other	Shift Coverage-Sick	Shift Coverage-Vac	Court Security	Function
119.5	3	3	0	5.75	14	23	64	6.75	Jy 04
342.5	72	9	6.25	1	72	46.75	130	5.5	Au 04
186.5	0	6.5	10	6.5	25.5	50	85	3	Se 04
220.25	7	63.75	3	3.5	92	28.5	20	2.5	Oc 04
89.25	2.5	4	14.5	2.5	12.75	23	28	2	No 04
144.25	2.5	52.25	9.5	0.5	21	16	42.5	0	De 04
202.75	25.5	48.5	4.25	1.5	45	44	34	0	Ja 05
320.25	1	131.5	6	1.75	50	69.5	56	4.5	Fe 05
144.25	5	18.5	3.25	9	41	52	12	3.5	Ma 05
286	3.5	33	3	3	67.5	99.5	71	5.5	Ap 05
305.25	0	43.5	8	4.75	109.75	95.5	37	6.75	Ma 05
263.75	0	2.75	0	6.5	53	40	110	51.5	Ju 05
2624.5	122	416.25	67.75	46.25	603.5	587.75	689.5	91.5	Tot/Func
	4.6%	15.8%	2.5%	1.7%	22.9%	22.3%	26.2%	3.4%	Per/Tot

Appendix B – CRT v. Corrections Deputy

CRT Position Range 11

\$2293.52 \$2408.19 \$2528.60 \$2655.03 \$2787.78

Corrections Deputy Range 16

\$3108.49 \$3263.91 \$3427.11 \$3598.46 \$3778.38

Corrections Deputy Range 17

\$3263.93 \$3427.13 \$3598.49 \$3778.41 \$3967.33

Corrections Deputy Range 17II

\$3378.18 \$3547.09 \$3724.43 \$3910.67 \$4106.20

Appendix - C Materials Request & Examined

1. Provide a copy of policy and procedures. Electronic version would avoid weight and carry issues.
2. Provide a list and a copy of all post orders and job description for all positions in the jail.
3. Provide copies of class descriptions if different from job descriptions?
4. Provide a list of all post and positions assigned to the jail.
5. Is there a task or duty description for each post
6. Provide any existing summary of existing staff .
7. Provide an organizational structure chart.
8. Is there an authorization to increase the number of staff?
9. Have these been rejected and why?
10. Is there a hiring schedule for filling open positions?
11. Are un-funded positions being filled at the jail? Positions that you must have that are not authorized.
12. Is there a court ordered capacity limit? Provide copy.
13. Do you maintain a summary of jail incidents and reporting of them? Copies if available.
14. Provide an overview of the activity schedule for the jail.
15. Has a task time line and peak activity schedule been prepared?
16. Provide a list and schedule of all services and programs provided at the jail. Medical, food service, maintenance, laundry, recreation, etc.
17. Provide a description of how the services and programs are staffed.
18. Do you operate an in-custody or out-of-custody work programs?
19. Do you maintain a work release program?
20. Describe the use of volunteers in the facility.
21. Describe the hours and amount of visiting allowed.
22. Is there a high use of overtime?
23. If so, what causes the need for overtime?
24. Have you completed a task analysis of the overtime issue?
25. Facility Mission Statement; Provide a copy of the mission and purpose of this organization.

26. Copies of any previous staffing studies conducted for the facility.
27. Provide a copy of the Inmate Rules and Regulations.
28. Provide copy of Jail Inspection Report(s)
29. Provide copies of previous last two annual reports.
30. What are the numbers of average bookings per day (and in particular on Saturday or Sunday) by shift?
31. What number of staff is assigned to intake and release?
32. Provide a summary of the classification plan used.
33. How would you evaluate the impact of prisoner movement on the staffing or overtime issue?
34. Where (what generalized locations) do you move prisoners?
35. Who does transports to courts and to other locations?
36. How are prisoners moved to courts?
37. Do you have holding rooms at each of the courts?
38. Does jail staff manage the courtroom security?
39. Provide information on guarding and moving prisoners to the hospital.

Chapter 1 Shift Relief Factor

40. Provide a current copy of the current Shift Relief Factor.
41. Has the SRF been revised in last year?
42. Do you have any supporting data used to develop the numbers in the composition of the shift relief factor?
43. Is sick leave or compensatory time use excessive and if so what are the causes?
44. Is the vacancy rate excessive?
45. What is the staff turnover rate? Can you define the vacancy rate?
46. Staff Turnover Historical Data summary by year if available.
47. How long does it take to fill a vacancy?
48. Show forms used for roster management that indicate structure and methodology. Please provide copies of work schedules for each specialty group (food service, programs, administration, security, etc.).
49. Please show increases in each staff job class over the last ten years and indicate historical changes in staff deployment.

50. If comp time is a problem in this organization, please provide either raw reports or summaries for each authorized post/position.

Chapter 2 Physical Plant

51. Can you provide floor plans (important) of the facility and indicate locations of posts and positions? We prefer simple letter sized plans with quality to reproduce in the report. Many times these are available from emergency evacuation plans.
52. Provide a list of cellblocks and holding areas designating the numbers of prisoners held in each. (We need to understand and the numbers of prisoners to be held in each cell or holding room.) Provide summary sheet showing the number of living units (labels), the classification of each, and the number of beds in each.
53. How many control rooms exist in the jail?

Chapter 3 Training

54. Provide an overview of the training provided and how that impacts the staffing plan or the overtime issue?
55. What are state requirements for training?
56. Provide a summary of the topics in various training components.
57. Describe the field training deputy program (FTO) and length of time.

Chapter 4 Jail Data Information

58. Do you have a population historic summary and do you have an inmate population projection?
59. Provide summary statistical data for the jail. Examples in bullet list below.
- Number of prisoner days held each year for the last xx years
 - Number of admissions each year
 - Average daily population (ADP) for each year of the last 10 years
 - ADP for felons vs. misdemeanor offender
 - Percentage of felon vs. misdemeanor prisoners
 - Average length of stay for all prisoners for the last 10 years
 - Average length of stay for misdemeanor or felony
 - Average length of stay for pretrial vs. sentenced prisoners
 - Any other summary statistical data recorded.

60. Provide summary information on Critical Incidents Reports.

Appendix D - Consultant Qualifications

Dr. Paul Katsampes is a consultant specializing in the practice of management and organizational behavior of criminal justice agencies. He assists organizations in solving law enforcement, jail and community corrections problems in the important areas of strategic planning, team building, staffing analysis, scheduling, population forecasting, and new facility planning.

Dr. Katsampes also has extensive experience training at all levels in the field of management, corrections and law enforcement and he has experience facilitating city and county level planning groups and assisting public administrators in making important decisions. Paul has been an administrator in two sheriffs' offices, the deputy director of a community corrections program and a police investigator.

He is a Emeritus Professor of Criminal Justice at Metropolitan State College of Denver and an adjunct professor at Norwich University teaching public administration and criminal justice management courses in the Master's of Justice Administration degree program (MJA). He has a master's degree in criminal justice and a master's degree and a doctorate in public administration.

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Katsampes, P., Sheriff's Office Operations Staffing Analysis, Eagle County, Colorado, October 2005.

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