

January 18, 2020

Superintendent Bob Redmond
Winnebago County Jail
650 W. State Street
Rockford, IL 61102

Re: Staffing Analysis Report

Dear Superintendent Redmond:

Enclosed please find the Staffing Analysis Report for the Winnebago County Jail conducted last week. We hope the information proves valuable to you.

We would like to thank you for your hospitality during our visit and tell you just how impressed we were with the professionalism of your staff, particularly Sgt. Ponte who was so helpful and knowledgeable.

All the best and please do not hesitate to contact us should you have any questions regarding our report.

Sincerely,



Merle O. Savage
Savage Corrections Consulting LLC

Enclosures



Jail Staffing Analysis

Winnebago County Jail
Rockford, Illinois

January 18, 2020

**Submitted by:
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Savage Corrections Consulting LLC**

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Executive Summary

The staffing problems we observed at the Winnebago County Jail are not unique from corrections staffing issues nationally. They do, however, differ in cause. While most agencies are struggling to recruit officers from a diminishing pool of interested applicants, understaffing at the Winnebago County Jail is the result of cutbacks over the years that reduced the number of employees at the jail absent a commensurate reduction in population or functions.

As a result of cutbacks, the jail operates with no civilian support. Duties such as records, clerical, administrative services, warehouse, laundry, janitorial, programs, classification, contract oversight, or even telephone operator or receptionist have shifted to corrections officers and supervisors whose positions intended to carry out security and custody-related duties.

Because there is no relief for lieutenants or sergeants, a single supervisor is often responsible for the entire jail with virtually no ability to spend meaningful time with any of the staff they are supposed to be supervising. And these officers are repeatedly pulled from duties supervising inmate living areas to perform civilian functions in the dead of night.

Demands for performance have increased. Bookings, releases, and court duties require more escorts, supervision, paperwork, and coordination, all done in tight timeframes and all without additional staff.

A logical assumption would be that other visible indicators of the lack of staffing would be apparent when entering the facility. Reasonably you could expect the officers to be abusive and have poor attitudes, observe deferred maintenance, supervisors would be visibly discouraged and hostile to administration, and inmates would be out of control with disrespect, violence, and posing a serious threat to the security of the facility.

We found none of the negatives. Instead, we found a clean facility that was well operated. Inmates were respectful and well-behaved. The staff are professional, welcoming, aware of their duties, and proud of their facility and work.

Upon observation and consideration, we believe that the Winnebago County Jail is a facility on edge. WCJ has great administration, supervisors, and officers, all of whom are doing their best to do a good job, but they all know that despite their best efforts, they may not be able to save the facility.

We believe our recommendations for staffing are minimal. Each position is critical to the continued successful operation of the facility.

Background and Description of the Problem

On August 28, 2019, we received an inquiry via Gene Atherton, Corrections Consultant, regarding conducting a staffing analysis for the Winnebago County Jail. Subsequent contact with Sgt. Anthony Ponte outlined the particulars of the potential project. Sgt. Ponte indicated that his facility had undergone staffing cuts in recent years since its opening and needed a review of staffing levels based on a national model. After a series of discussions on October 18, 2019, the scope of work was approved, and the dates of January 6-7, 2020, were agreed upon as the dates for the onsite analysis.

The Winnebago County Jail is located at the Winnebago County Justice Center 650 W. State Street, Rockford, IL 61102. It is a 1,324-bed, direct-supervision facility, with 159 corrections officers and 385,000 square feet of space. The jail is designed to accommodate the anticipated growth in population and arrest trends for the next 15 to 20 years. There currently are several housing locations unoccupied should the need for beds increase.

In addition to ensuring the safety and security of the facility, the staff and its inmates, a large part of the jail operations includes programming, with a total of eight classrooms, are available throughout the third and fourth floors where classes such as GED, life skills, religious education and substance abuse education. Numerous community-based social service organizations participate in these programs which are funded annually by the one percent public safety sales tax. Other functions of the Corrections Division include the Corrections Emergency Response Team, food services, medical programs, and court services.

The original staffing plan for the facility submitted by Andrea S. Tack is based on 800 prisoners. The total staffing level was 236, as reflected in a phased proposal dated February 14, 2007.

Staffing Analysis Activities

The analysis involved gathering information in three ways:

- Review of documents provided by jail officials;
- Interview of staff and inmates on-site, and;
- Observation of facility activities and practices while on site.

On January 6, 2020, we arrived at the facility and met with Jail Superintendent Bob Richmond before touring the facility and gather documentation. We spent the day observing day shift A-Team activities, interviewing staff and inmates, and reviewing documentation.

On January 7, 2020, we arrived at 11:30 am and reviewed afternoon activities and met with the B-Team night shift and observed activities.

On January 8, 2020, we returned for the day shift and met with Chief Judge Eugene Doherty to discuss what issues he had with the court-related correctional security staffing. We also had a teleconference with Sheriff Gary Caruana, Chief Deputy Mark Karner, and Superintendent Redmond. We continued on-site review and observation.

Staffing Analysis Process

As a primary resource, we utilized the publication entitled “*Prison Staffing Analysis*,” which was published by the Department of Justice National Institute of Corrections in December 2008 for the analysis conducted at the Winnebago County Jail. In summary, the manual provides a step-by-step methodology for a staffing analysis program as:

“Prison Staffing Analysis presents achievable models for establishing a staffing function at both the agency and the facility levels. It demonstrates a thorough staffing analysis process built on sound policy and procedure and structured analytical methods. The manual also offers detailed guidelines for developing and evaluating posts and special guidelines for staffing housing units. It will serve as a substantive training tool and valuable reference for prison administrators and officials who are responsible for assessing and analyzing their facilities’ or systems’ staffing requirements.”¹

A copy of this manual is available from the NIC Library <http://nicic.gov/Library/022667>.

Additionally, a resource entitled “*Staffing Analysis Workbook for Jails*,” published in 2001 by NIC, was utilized for the Facility Profile and principles surrounding jail analysis. According to the preface,

“The publication was developed to help improve jail operations by improving jail staffing practices. It identifies a series of steps that build on one another to produce a comprehensive and innovative staffing plan. Users will find the workbook helpful in the following situations: ■ Creating an initial staffing plan for a new facility or conducting a comprehensive staffing analysis for the first time. ■ Reviewing and evaluating an existing staffing plan. ■ Revising an existing plan in response to changes at the facility or in policy.”²

This workbook is also available from the National Institute of Corrections website at <https://nicic.gov/library/016827>.

Our approach focused on three factors central to staffing decisions. The first is the profile of the facility, collected on a document called a Facility Profile. Next, the routinely scheduled activities conducted within the facility are recorded on an Activities Chart, which identifies when general activities occur over a 24-hour period. These two

¹ Camille Graham Camp, “Prison Staffing Analysis: A Training Manual,” U.S. Department of Justice National Institute of Corrections, December 2008.

² Dennis R. Liebert and Rod Miller, “Staffing Analysis Workbook for Jails,” U.S. Department of Justice, National Institute of Corrections, 2001.

documents provide a facility-specific context for a reconciliation of the actual staffing roster and the development of a Post Plan and Post Chart.

A summary of the components of these instruments follows, and completed instruments for the jail's Facility Profile, Activity Chart, and Post Plan are included as Attachments 1-3.

Facility Profile Document

According to the NIC jails workbook, "The first step is to collect jail inmate population data, operational philosophy information (mission statement), floor plans of the facility, operational budgets, State and professional standards, and relevant case law. These materials need to be analyzed to describe the physical, operational, and human context of the jail at the time of the staffing analysis. A detailed profile of the jail setting is an essential starting point in a comprehensive staffing analysis for either a new facility or an existing facility for which a staffing analysis has never been done."³

The profile examines and records the key features and characteristics of the jail setting, including:

- Facility rated capacity.
- Average daily population for the past several years.
- The number of admissions and releases.
- Inmate profiles (age, race, sex, residence, charge, status—pretrial, presentencing, sentenced, hold).
- Type of charges (traffic, misdemeanor, felony, violent, nonviolent).
- Number and types of classifications and housing separations.
- Mission statement.
- Facility design (floor plan).
- Organizational chart, span of control, management philosophy.
- Current staffing plan, schedule, shift rosters.
- Current staff work-hour information.
- Number and types of critical incidents.
- Personnel agreements, union contracts.
- State and professional standards.
- Applicable court decisions.
- Latest inspection reports.
- Service contracts in effect.
- Problems experienced with facility operations in the past year.

Facility Activities Chart

An activity schedule displays the most important daily activities taking place at the institution briefly. Contrary to the title, the Activities Chart is not intended to manage the

³ Dennis R. Liebert and Rod Miller, "Staffing Analysis Workbook for Jails," U.S. Department of Justice, National Institute of Corrections, 2001. p. 7

daily activities of an institution. As a snapshot of the operation, it can give a view of where employees should be located twenty-four hours in the day.

The activities schedule shows the impact of schedule choices on employees, and proper staff scheduling avoids the concentration of activities on a single shift or at a time of the day or day of the week. It may be utilized to enhance efficiency either by rescheduling activities or redeploying staff to ensure maximum resource management.

Post Plan and Shift Relief Factor

Post plans identify the number of posts necessary to operate a facility by title, function, and shift. The post plan and chart included in this report are generated through an examination of documents, interviews with staff, and observation of activities.

A post plan is a dynamic document and should be reviewed for changes any time additional posts are added or functions changed. It is important to note that the chart does not reflect the total number of positions necessary to operate the facility until the relief factor is added. A primary component of the post plan is to generate an accurate relief factor.

The relief factor is calculated using all available leave data relating to employees using actual time taken, not the amount of time earned, and over a statistically significant period.

The individual categories should include at a minimum the following:

1. Sick Leave
2. Annual Leave
3. Compensation Time Taken
4. Military Leave
5. FMLA Leave
6. Leave without Pay
7. Administrative Leave
8. Holiday Leave

The nationally recognized standard uses at a minimum the categories above; however, the debate over using Net Annual Work Hours (NAWH) versus Shift Relief Factor (SRF) calculations is one that continues in the corrections community. Consultants determined to use the Shift Relief Factor methodology not only due to its straightforward, understandable approach but also because the operation of the Winnebago County Jail most closely aligns with the model.

“The term “relief factor” or “shift relief factor” (SRF) may be familiar. These terms have traditionally described the number of full-time-equivalent staff (FTE) needed to fill a post or position that is relieved (covered on a continuous basis). For example, a jail might report that the SRF is 1.7 and that for a single 24-hour, 7-day post (24/7), 5.1 staff are needed for coverage. This is another way of saying

that it would require 5.1 full-time officers (or FTEs) to be hired to staff the post 24/7. This calculation (5.1) is derived by multiplying the 1.7 times 3, which represents one officer on all three 8-hour shifts in a day for the one post.”⁴

The 2008 Staffing Manual addresses this issue thusly:

“It may be difficult to decide which method to use. Using NAWH may be more precise, in that the unit of analysis is hours rather than days, but the traditional SRF formula calculated in days may be more familiar to the agency and can be applied with little loss in precision. As can be seen by comparing the shift relief factors in exhibits 5 and 6, the numbers are identical, demonstrating that either method is reliable as long as all types of leave and absence are included in the calculation and the data used are accurate.”⁵

Winnebago County Facility Profile Overview

The environmental information gleaned from the data contained in the profile document are outlined here and discussed in greater detail in the observations and recommendations section of this report.

1. The jail was built in 2007 to replace an outdated facility. However, the design intent of decreasing the movement of inmates for court appearances never materialized. Because now both courts are being used, the workforce needed for this function has doubled.
2. Due to fluctuations in populations, housing areas are being continuously re-designated to accommodate current issues. For instance, the Female Classification housing unit (1B) is currently not used for that purpose due to the low numbers of female intakes. The area houses tenders or inmate workers. Additionally, half of the fourth-floor housing (4E-H) is currently unoccupied. These adjustments make good use of scarce resources while providing the physical space for expansion if needed in the future.
3. The physical plant is not only one of the better designs that consultants have seen, but also appears to be well maintained.
4. Span of control and organization issues have been severely impacted by the elimination of all administrative and civilian positions.
5. While the number of officer positions has steadily declined over the years from 196 to 159 since 2007, the number of inmates has gone from a low of 435 in 2007, peaking in 2012 at 1019. For 2019 the ADP was 787.

⁴ Dennis R. Liebert and Rod Miller, “Staffing Analysis Workbook for Jails,” U.S. Department of Justice, National Institute of Corrections, 2001, p.8.

⁵ Camille Graham Camp, “Prison Staffing Analysis: A Training Manual,” U.S. Department of Justice National Institute of Corrections, December 2008, p 46.

6. Consultants believe that the use of Average Daily Population numbers of resident inmates in the jail does not adequately depict the workload experienced in the facility. The number of bookings and releases are a primary mission and drive much of the staff utilization. The numbers included in the Facility Profile only reflect the Average Daily population and does not include the “churn” of inmates in and out of booking and release. We consulted the National Institute of Corrections manual *Jail Capacity Planning Guide Jail Population Management*.⁶

The NIC jail capacity manual identifies a series of necessary factors that provide a jail with an accurate assessment of the inmate population to predict population and used to report statistics to the funding source. Using the approaches in this manual should help improve forecasting and explaining the occupation of the jail. A summary of the process is included in Attachment 4.

Winnebago County Facility Activity Chart Overview

The most interesting trend exhibited by the Activity Chart is that activities are distributed evenly throughout the 24 hours. While it is a creative response to understaffing to level the activities in this way, the operational problem noted was that to accomplish these tasks at 10:30 p.m. every night, officers are pulled from the housing units resulting in officers sharing two housing units for security checks, counts and supervision purposes.

While the chart reflects an absence of programming activities, consultants note that the extensive use of GTL tablets by the population for educational, entertainment, and vocational activities occur in their cells, not requiring movement or staff supervision.

Winnebago County Post Plan Overview

In 2006 Winnebago County Sheriff Richard A. Meyers created a staffing plan in anticipation of the opening of the new Criminal Justice Center. This plan included a hiring plan for corrections and civilian positions and a shift relief factor of sorts labeled “*Additional staff/relief*.” In reviewing this document, consultants found that the overall numbers presented without detail are close to the numbers that we present in this document.

The similarity in numbers is a strong indication that the former Sheriff did a good job in his staffing plan; however, it is important to note that they were not a baseline for our work. Instead, we validated the need for each post included in the plan from a zero-based perspective.

⁶ U.S. Department of Justice, National Institute of Corrections manual: Jail Capacity Planning Guide Jail Population Management; A Systems Approach, By: David M. Bennett and Donna Lattin, November 2009. <https://info.nicic.gov/nicrp/system/files/022722.pdf>

Winnebago County Shift Relief Factor

As indicated above, for this review, consultants used the Shift Relief Factor method. The determination of how many employees are needed to staff a single relievable post consists of three factors:

1. Obtaining historical documents for at least three years, which provides the actual time taken by the employees in the class identified which in this case is Correctional Officer.
2. Validating that all data reflects legitimate leave categories established by the agency policy, administrative law, or state statute.
3. Determining the average number of persons filling the positions being examined.

In the staffing analysis completed by consultants, we asked for and received a listing of all leave taken during the last three years. The Winnebago Sheriff's office had no problem providing all the data on leave requested.

Below is a breakdown regarding leave for the years 2017-2019.

Type of Leave	2019	2018	2017	Total Days Used	/151 employees	Average days	8-hour days
Admin Leave	228	228	52.54	508.54	169.51	1.12	0.014
Bereavement	421.12	814.12	543.36	1778.6	1778.6	11.77	1.14
FMLA	6953.65	8083.28	7543.4	22580.33	7526.77	49.84	6.23
Leave of Absence	395.6	1898.96	931.83	3226.39	1075.46	7.12	0.89
Military Leave	8782.39	5797	5190.38	19769.77	6589.92	43.64	5.45
Leave w/o Pay	296.27	143.1	91.08	530.45	176.81	1.17	0.14
Personal Days	3874.6	4069.6	3619.78	11563.98	3854	25.52	3.19
Sick Time	7502.58	7942.49	6215.35	21660.42	7220.14	47.81	5.97
Comp Time (TC)	3946.54	3286.07	3363.59	10596.2	3532.06	23.39	2.93
Union Business	56.15	179.3	83	318.45	106.15	0.7	0.08
Vacation	19500.33	20234.72	19221.34	58956.39	19652.13	130.14	16.26
Workers Compensation	3124.12	3315.36	2542.36	8981.84	2993.94	19.82	2.47
	55081.35	55992	49398.01	160471.36			44.764

The total number of days that an average employee is unavailable to fill a post due to leave according to our calculations at the Winnebago County Jail is 45.

To calculate the relief factor with the days unavailable, start with the number of days in a year and subtract the regular days off and the leave liability number to obtain the number of days the employee is available for work. When this number is divided into the number

of days in a year, the result is the relief factor. This number is expressed as a whole number extended to two decimals. From our calculation, we have determined the following:

Days needed to staff post per year	365
Less the number of days off per year	104
Less the days unavailable due to leave	45
Total Days Available	216
Days needed to staff post/total days available (365/216)	1.68
Total number of staff needed for one 7-day post (1.68x3)	5.06
Shift Relief Factor for 12-hour shift (1.69 x 3/2)	2.53

Accounting for regular days off and leave reported, to fill each 7-day post 365 days per year at the Winnebago County Jail, 5.06 employees are required.

It appears that the shift relief factor calculated is well within national standards and can be continually updated by ongoing data collection and monitoring. As you can see from the attached charts, even a minor change in leave usage can influence personnel needs; therefore, it is recommended recalculating SRF regularly and after any major changes affecting staffing.

Historically, the jail has never had a calculated shift relief factor, which has resulted in shifts without proper staffing since the beginning of the operation. The jail must make up about a 13% vacancy rate even when all their allocated positions are filled based on overtime usage.

Other non-traditional factors may affect the relief factor not included in this calculation. New hires dedicate nine weeks of the first six months to FTO training and state-required basic officer training (PTI) discussed in the observation section. Further, union mandated breaks of one-hour per are not calculated into relief but rather have been managed on an hour by hour basis by lockdowns and shuffling of staff.

Staffing Analysis Observations and Recommendations

Post Plans: While WCJ has survived with a diminished workforce for years, it may seem that additional staffing is not required. The post plan included in this report includes coverage in what may appear to be “downtime” but serve a very important correctional purpose. Two concepts in staffing analysis describe the less quantifiable duties involved in corrections, those of **deterrence and response**.

Deterrence speaks to the concept that the mere presence of staff in an area serves to deter inmates from carrying out misdeeds that they may otherwise attempt. Casual observation may presume that an officer not actively engaged in a task makes their presence unnecessary. In every correctional setting, the mere presence of a correctional officer in inmate activities areas is the very reason many inmates do not attempt to commit infractions. While camera observation provides documentation of events and may allow

for future prosecution of infractions, it does not replace the importance of physical presence, especially in inmate housing units. Perhaps the biggest role of deterrence in a jail setting is suicide and assault prevention. The post plan provided includes continuous coverage for all inmate housing locations throughout both shifts.

Response is the availability of rapid and capable response to areas in which events are most likely, such as housing units. That is the only reason a single officer in any area would be enough against dozens of inmates; that there is always able assistance available close to all posts. During our review, we observed one emergency response, which we found to be both rapid and capable. However, in interviewing the responders after the incident, it was apparent that the responders came from vital posts that remained unoccupied for the period they were involved in the response. It is our experience that inmates may use just such diversions to carry out the most serious of incidents such as assaults and escapes. The post plan provided includes provision for "utility: posts to help improve the availability of responders without the necessity of stripping coverage from housing units.

There is one caveat; posts that we recommend in the Post Plan are for the entirety of the shift with the recognition that there may be occasions at the discretion of the shift supervisors that some posts may need to be "collapsed." However, this should be only due to exigent circumstances and not established as a part of the posting plan. It is not optimal to pull the only officer in a housing unit out at 10:30 p.m. to supervise crews doing laundry, sorting mail, supervise the kitchen crew, trash detail, and other sanitation details. While it makes sense to do some of the activities at night, it should not be at the expense of supervising housing units.

The bottom line is that this post plan includes the staffing levels needed to provide coverage for the most important posts and providing support in the event of emergencies, thus considering both principles of deterrence and response.

Training: Consultants were impressed with the locally provided training to new officers, most notably the Field Training Officer (FTO) program. It no doubt serves the jail well in providing confident, well-trained recruits. However, it is a factor regarding shift relief factor calculations.

New employees are assigned to a six (6) week FTO program where for four weeks new hire is not allowed to work independently and works under the direct supervision of an FTO Officer. During the fifth and sixth week, the new hire can work a post, with some diminishing level of supervision. Upon completion of the FTO program, the officer is put to work in the facility. With an officer in an FTO program, another officer must take the trainee's post, and the roster would reflect better posting than is being experienced in the facility.

Sometime during the employee's first six months, they are also required to leave the facility for five (5) weeks of state-mandated training at the Corrections (Police Training Institute) PTI School and the post which would be covered by the new employee needs to be covered by existing employees. The pulling of the officer from post to participate in training has the same effect as an officer going on five weeks' leave.

It is becoming increasingly common that when employees are required to attend pre-service training after being posted in the facility, the absence may be included in the SRF. Consultants have chosen not to include the PTI school in the relief factor proposed. We do this not with the intent to short the staff and not because we failed to recognize this issue. Rather this relief is potentially controversial, and while we believe that it can be supported and have recommended the inclusion of this type of training in other locations, the level of detail and potential for argument to reject it could reflect on the larger aspect of the SRF that we have proposed.

As for in-service training, typically, a mandatory number of in-service training hours is set locally, by statute or by state certifying agency. The training often includes weapons requalification, PREA, first aid, new policies, and other locally needed training. While it was clear that in-service training was being completed at some level, we were unable to determine the exact requirement or any data on the actual number of hours trained. If, by the next staffing analysis, the number is established and identified as mandatory (even at the Sheriff level), the data should be included in the SRF.

Elimination of all Civilian Positions: The original posting plan for the jail included eight civilian support positions. There currently are none, resulting in the correctional security supervisors and officers having to assume the tasks of mail sorting, filing, data processing, warehouse supervision, and contract monitoring, to name just a few.

Consultants have never encountered a correctional facility with no administrative, clerical, trades, or civilian employees.

It is uncommon that critical civilian jobs in a facility are abolished, and the duties of the civilian posts shifted to correctional officers and supervisors. The more commonplace occurrence is that any duties that can be accomplished safely by non-uniformed personnel are removed from correctional officers and assigned to civilians. Here, the county is paying a significantly higher wage for correctional staff to do the work that could be done by civilians

During our fieldwork at WCJ, we observed officers, sergeants, lieutenants, and captain doing work that should be done by civilian workers. We observed:

- the facility's only captain sorting mail during his first hour's work;
- classification interviews being conducted by a housing unit officer within earshot of other inmates;
- visitors in the administration area wandering the halls looking for assistance;
- the Control Room Officer on the 4th Floor serving as the facility's switchboard operator;
- Night shift officers are now being pulled from housing units to supervise the laundry operation overnight.
- the administrative sergeant acting as the facility receptionist and warehouse clerk.

Operational ramifications of eliminating civilian workers and shifting duties to correctional officers and supervisors have many consequences. It is reasonable to estimate the critical core work of each of the eight employees consisted of at least 4 hours

per day, 5 days per week for 50 weeks per year, translating to 8,000 hours of work added to correctional employees and supervisors.

Abolishing all program caseworker posts relegates an important function to the lowest priority in the facility. Typically, these are the staff who normally oversee classification, coordinate programs, handle inmate issues, or monitor volunteers. As a result, programming at the jail is either catch-as-catch-can or provided electronically through GIL tablets.

Finally, eliminating these positions makes the jail less safe. It requires employees to be in two places at the same time; thus, one duty must be subsumed to accomplish the other. The officer answering the phone is not monitoring the sole officers in the four housing units they are supposed to support. The captain sorting mail is not attending to ensuring shifts are posted properly. The sergeant acting as receptionist is not ensuring PREA compliance.

Consultants recommend that the following civilian positions at minimum be restored:

- Administration Clerical Support:
- Case Manager/Case Worker
- Warehouse/Mailroom/Laundry:

Lockdowns: We have been greatly impressed with the WCJ's ability to provide data. When the issue of locking down the facility to provide staff for other duties arose, we asked how often lockdowns occurred, which units were affected, the length of the lockdown, the reason for the lockdown, and which supervisor made the lockdown decision. Within minutes the facility provided us a report going back years providing the data requested.

In most correctional operations, the most often cited reason for lockdowns relates to staff shortage. Other reasons for lockdowns often relate to security issues such as searches, response to emergencies, including hospital transports. In WCJ, the most frequent reason for lockdown is also staff shortage, but unlike other operations, the staff shortage is not based on the number of officers reporting but rather the need to do non-correctional work such as laundry. Supplying court services is the next most frequent reason to lockdown meaning the inmates are locked down, and officers are pulled to satisfy the requirements of the court.

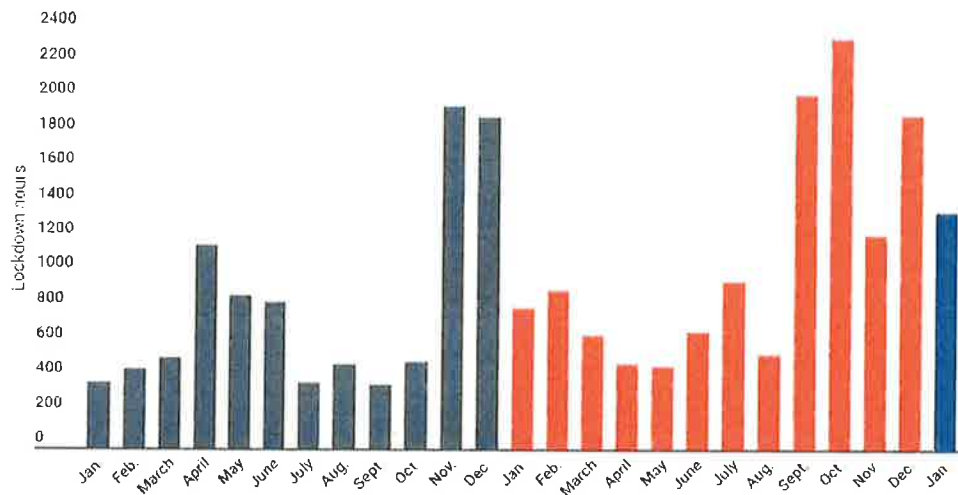
Generally, when lockdowns of the population are frequent, it can almost always be traced to two issues in the operation. The first is a failure to fill existing vacant positions, but WJC does not have many vacancies. The second cause of lockdown is roster management, or failure to properly manage employees in the leave they take and on-site placement of staff. WCJ has an excellent system of managing employee leave; roster management is competent at balancing the need of the employee and administration. Finally, on-site placement of employees is not just well-thought-out and documented; the placement is also sensitive to inmates.

We conclude that the routine lockdowns are the tangible manifestations of staff shortages caused by the staffing cuts reducing the number of officer positions from 200 to 159. This is also apparent to inmates and the media, as described in an article published in February 2019, which summarizes the problem and puts funding sources on notice concerning the issues.⁷

Inmates spent 2,356 hours on lockdown in October 2018, the highest total to date.

Long hours on lockdown

The time that Winnebago County Jail inmates spent on lockdown surged in November 2017 after 10 corrections officers were laid off. Lockdown time peaked in October 2018 as the jail struggled with turnover and staffing shortages.



2017: gray; 2018: orange; 2019: blue

Source: Winnebago County Sheriff's Department

Frequent lockdowns are always a serious issue. Lockdowns affect not just the attitude of inmates and staff, but often change the culture of the employees. Lockdowns are also dangerous because hours of confinement often translate into conflict between double-bunked inmates and between staff and inmates because staff are often blamed for the lockdowns. Resentment builds when inmates are locked down due to no obvious reasons and bursts into fights, disturbances, riots, and staff assaults.

Inmate Supervision: Winnebago County Jail is constructed as a direct supervision jail, and while cameras add security, they do not replace the type of sight and sound supervision that must be done by an officer in the living area. To add confidence in the officer “rounds” where inmates are observed at least once every 30 minutes, (15 minutes

⁷ Haas, Kevin, www.r1star.com/news/20190223/winnebago-county-jail-staffing-shortage-hits-both-officers-and-inmates February, 23, 2019.

under some watches) an electronic device called the “Pipe” is used in the cell area to record the round

In 2017 and 2018, the Winnebago County Jail was cited by State Inspectors for not making required 30-minute rounds. It was the only deficiency cited in the annual inspection. However, the importance of providing continuing inmate supervision extends beyond just observing inmates at regular intervals. Effective supervision demands contact between jail staff and inmates; jail staff must be able to “interact” and “act.”⁸

To be clear, the once per 30-minute round is the minimum standard. In this basic correctional duty, the jail has failed expectations for the last two years. The 2018 Illinois Department of Corrections Inspection report cites:

“Inadequate supervision of detainees: Documentation of personal observation checks performed by staff routinely exceeded the 30-minute threshold set forth by section 701.130 of the Standards. Jail officials should either increase jail staff to meet this requirement or enact other measures to ensure jail officers adequately supervise the detainee population as required by the Standards.”⁹

Consultants believe that there is, in fact, an even greater requirement within the jail standards. Illinois Administrative Code, Title 20, Section 701.130, states, “*Dormitories housing more than 25 detainees must provide personal continuous observation by staff, not including observation by a monitoring device.*”¹⁰ Depending upon the interpretation of the term dormitory, this could mean that all general population housing units at the jail are routinely out of compliance with this standard.

The staffing reports for the last two years indicate frequent times when staff are pulled from housing resulting in a single officer being responsible for two housing units. In addition to interviews and document review, to verify the ability of an officer conducting rounds for two buildings in the required timeframes, consultants conducted a simulation.

On January 8, 2020, at approximately 7:00 p.m., consultants attempted to verify that an officer could conduct the necessary 30-minute checks on two (2) living areas. The empty living areas on the fourth floor G-H were selected and to give a realistic timeframe of a locked-down building. An assumed level of interruption was simulated. The method used to make the rounds was the same as described in the FTO program, and the escorting Sergeant recorded the rounds electronically with a “Pipe” device.

The rounds started in at the sally port door to the first living area, and we moved between the living areas through the security chase on the second floor of the living area.

It took 16 minutes to complete rounds in both housing areas. This means that an officer tasked with doing two housing units’ rounds would need to begin the next series of

⁸ Dennis R. Liebert and Rod Miller, “Staffing Analysis Workbook for Jails,” U.S. Department of Justice, National Institute of Corrections, 2001.

⁹ Leathers, Michael, Winnebago County Jail Inspection Report, Illinois Department of Corrections December 18, 2018, p.1.

¹⁰ Ill. Admin Code, Title 20, Section 701.130

rounds at a maximum of 29 minutes after finishing the first round. Rounds could be completed in these time frames, but this was not a living area with inmates, there were no existing issues, and it was early in the evening. If the inmates were up, if inmates had questions or issues to discuss, if there was trouble seeing living breathing flesh or if any other distraction occurred, these rounds would not be completed as required.

There are times when it is in the best interest of security to lock inmates down and reduce supervision of inmates in cells. Riots, disturbances, staff assaults, medical emergencies, or issues with the security of the facility area all seen as legitimate reasons to reduce security in cell living areas. At the same time, failure to make rounds and supervise inmates risks undetected suicide attempts, medical emergencies, fights, or sexual abuse.

When a serious incident occurs and the investigation targets staffing levels, concerns arise not when staff are pulled to deal with critical incidents, but rather when staff are routinely and continuously pulled from the post to do less important functions such as laundry, sort mail, or take out the trash.

Restrictive Housing: Winnebago County Jail has several categories of restrictive housing, all housed in single and double cells on the second floor. The populations include Medical, Mental Health, Segregation and Max. These populations include inmates in categories such as protective custody, investigatory, medical, mental health, disciplinary, and close custody – all categories of inmates who need greater security or separation within the facility.

Segregation inherently means fewer privileges than experienced by inmates in the general population. Certainly, there is restricted movement and limited access to other inmates. The question is which categories of restrictive housing warrant limitation on privileges afforded to the general population. By collapsing all types of restrictive housing to include mental health, investigative and protective custody with disciplinary and maximum custody, all segregation beds may, even if inadvertently, become punitive.

In January 2016, the U.S. Department of Justice issued Guiding principles for what they term Restrictive Housing. As stated in the document, *“The Guiding Principles were developed for correctional systems that detain or incarcerate inmates in connection with criminal proceedings in civilian courts.”*¹¹

In keeping with these principles, consultants have used the term Restrictive Housing to refer to all the cells and placements in these categories. While this reference to the Guiding Principles is intended as a rationale for the use of the term, it is also strongly recommended that the guidelines be reviewed and incorporated into operational protocols regarding these high-profile populations. For the past several years, the DOJ has focused on major facilities housing thousands of prisoners, but like PREA before it, these

¹¹U.S. Department of Justice, Guiding Principles Report and Recommendations Concerning the Use of Restrictive Housing, January 2016. <https://www.justice.gov/archives/dag/file/815556/download>

guidelines have the potential of being adopted nationally, impacting all corrections operations.

Supervisory Compression: Lieutenants not only supervise shifts and operations but also are responsible for discipline, classification, programming, training, and other assignments. Because there are no relief shift lieutenants, the sergeants on shifts take the place of the lieutenant whenever they are unavailable. Additionally, when one of the sergeants is on leave, the other sergeant assumes the duties of the absent sergeant as well as his/her own. It is important to understand that the corrections facility operates on five levels from the basement to the fourth floor, leaving levels (floors) of the jail with no supervision for extended periods.

Command staff is at will and have had no pay increases in several years. Officers have received regular increases from union contracts. WCJ has a significant advantage over other correctional operations in that many officers and supervisors have more than 10 years' experience. This experience is one of the factors that allow for a successful operation while being seriously understaffed.

The result of not keeping pay consistent with responsibilities is that supervisors eventually realize that their work is not appreciated or properly compensated. There are typically three responses to pay compression.

1. Supervisors take voluntary demotions to make more money and work less.
2. Supervisors seek employment at other locations.
3. Supervisors' duties ancillary duties become primary, and officer/operation supervision becomes a low priority.

At present, supervisors at WJC are holding the operation together on a shift to shift basis. Any additional loss of supervisors, additional imposed duties, or disruption of operations where supervisors reduce their current level of supervision will have a dramatic impact on the operation.

PREA/Classification: Consultants are aware that WCJ has recently passed a PREA audit. We have reviewed the classification interview process and acknowledge that many similar facilities have a similar approach. At the same time, we have noted a major flaw in the PREA interview and classification process.

Currently, the staff member assigned to do the classification/PREA interview is the correctional officer assigned to the housing unit. This interview involves asking the inmate questions about numerous sensitive issues, including suicidal thoughts, medical issues, sexual orientation, sex offenses, gang affiliation, informant status, vulnerability, sexual victimization.

Since their post is the only one in the housing unit, this officer is not able to call inmates to a safe location for the interview. As a result, PREA interviews and classification actions are conducted at the officer's station, which is a desk in the middle of the housing unit dayroom. This station is not private, and inmates are continuously watching the officers and inmates at the workstation. The inmate phones are located no more than ten

feet away from the desk. So, while issues critical to the operation of the facility are being discussed with the newly received inmate, it is unlikely that the inmate is answering the questions truthfully. Of greater concern is if the answers are truthful and the inmate is truly vulnerable or predatory, the inmate is likely being placed at risk.

Additionally, classification is part of the same form and conducted at the same time as the PREA interview completed within hours after the arrival of the inmate in housing. The problem with this is that there is no time to observe the inmate to determine if the self-report in the classification interview is truthful. This rush to completion is unlikely to serve the inmate or the security of the facility. The officer who is supervising a housing unit does not have the time or ability to check answers review records or validate declarations.

Courts: One of the most important functions of the jail is the transportation, supervision, and security of the inmates during hearings and trials. The jail design is based on the use of courtrooms in the building. Jail personnel are required to transport to these buildings as well as to the old building, the federal courthouse as well as juvenile.

There are four courtrooms in the new building (CSC) with two holding areas, and seven courtrooms in the old courthouse (PSB) with three holding areas on three separate floors. Additionally, the jail has assumed the responsibility to transport juveniles and federal inmates to two additional courtrooms off-site.

According to the following Court-Prisoner Summary, in the past three years, the jail has averaged 21,832 hours of overtime per year in court related transport, supervision, and security. Since the budget cuts, there are currently ten (10) officers assigned to this duty. Considering an annual work hour for one person is 2080, these numbers alone would require a minimum of 10 additional officers to perform these functions without overtime. We have recommended adding six officers bringing the staffing up to 16, understanding that there will always be overtime associated with court-related duties.

The problem is court coverage does not exist in a vacuum. Reacting to the shortages and problems with the court, WJC has addressed the problem in the only way possible - by locking down inmates and reducing staff coverage in the housing units – which in turn resulted in litigation filed by inmates.

After much consideration, and after consultation with Chief Judge Doherty, we have identified the posts currently identified as Court as “Court Transport/Security” for each court location. Due to the incredibly complex choreography needed to supply the right number of officers in each location for the transport, holding cell, and courtroom security function every day, maximum flexibility to make assignments is essential. The postings should continue to be scheduled by the assigned sergeants to ensure responsiveness to the courts’ needs.

Court - Prisoner Summary

Year	Month	PSB	CJC	JJC	ARRN	TOTAL	Total Hours
2017	January	852	842	33	457	1994	33,499.20
	February	726	610	18	423	1777	29,853.60
	March	631	636	30	565	1862	31,281.60
	April	655	659	35	402	1751	29,416.80
	May	978	684	36	515	2213	37,178.40
	June	741	664	21	506	1932	32,457.60
	July	789	644	32	506	1971	33,112.80
	August	918	661	34	499	2112	35,481.60
	September	841	661	24	477	2003	33,650.40
	October	714	656	24	376	1770	29,736
	November	763	435	33	343	1574	26,443.20
	December	683	503	28	366	1580	26,544.00
	totals		9301	7455	348	5435	22539
2018	January	722	658	33	374	1787	29,821.60
	February	726	610	18	423	1777	29,853.60
	March	631	636	30	565	1862	31,281.60
	April	655	659	35	402	1751	29,416.80
	May	978	684	36	515	2213	37,178.40
	June	598	300	20	775	1753	29,456.40
	July	789	644	32	506	1971	33,112.80
	August	918	661	34	499	2112	35,481.60
	September	841	661	24	477	2003	33,650.40
	October	761	683	45	662	2151	36,136.80
	November	648	440	30	544	1662	27,921.60
	December	569	552	21	343	1485	24,948
	totals		8936	7248	358	6085	22527
2019	January	628	639	30	424	1721	28,912.80
	February	677	643	25	382	1707	28,677.60
	March	629	631	49	390	1699	28,543.20
	April	676	561	55	489	1781	29,920.80
	May	715	633	40	474	1862	31,281.60
	June	681	594	32	491	1798	30,206.40
	July	730	583	34	522	1869	31,399.20
	August	686	530	50	509	1775	29,820.00
	September	623	552	26	482	1683	28,274.40
	October	675	616	34	427	1752	29,433.60
	November	572	514	29	342	1457	24,477.60
	December	488	441	26	373	1328	22,310.4
	totals		4736	4284	265	3152	20432

Understaffing in court transport and supervision has already been publicly noted by the media in a recent article in which Judge McGraw stated, "...the County Board members need to pay up... Ignore this advice at your peril."¹²

¹² Zambo, Kristen "Winnebago County Jail Staff Shortages Cause 'Recurrent and Pervasive' Delays in Court" rrstar.com, Rockford Illinois, Posted May 1, 2019.

Bed Space: Jails traditionally have a problem calculating how many beds are needed and inaccurate calculating results in either overcrowding or empty beds.

The reason calculations are rarely precise is the vacillating nature of the criminal justice system and local politics. New or newly interpreted local, state and federal laws can cause empty beds. Policy decisions, including diverting persons from jail to some other type of supervision or program or eliminating such diversion or programs, have a dramatic effect downward effect on the jail population. New laws may increase jail populations. Discontinuing programs intended to divert inmates from the criminal justice system increase population, thereby filling beds. When budgets reduce the number of police in the community, the number of arrests decrease, sending fewer persons to jail, increasing empty beds. Community unrest or violent reactions to public decisions or the result of a sporting or entertainment event translate directly into more inmate jail and less empty beds.

The number of empty beds can also be a function of speedy processing. When the court determines that they want to move inmates thorough the system with minimal delay, the jail bed usage decreases. When the jail staff at booking and bonding work quickly and helpfully, persons who can be released get the opportunity to affect their release from jail, the result is more empty beds.

Empty beds managed properly are not necessarily a problem. As discussed above, a variety of impacts beyond the control of the jail serves the purpose of responding to extreme events in the community while allowing jail staff to separate populations to reduce instances of violence.

It is important to understand that empty beds in a living area do not translate into available staff. For example, the area known as Periodic Imprisonment (PI) houses very few inmates (one when we were on site), but when inmates are present - even one inmate - jail staff must be assigned. And as if to make this exact point, just as we were asking about having only one inmate in residence, we were informed that over the weekend, the PI unit was receiving 14 new inmates who would fill all the cells in the housing unit.

The bottom line is that if even one inmate is in a housing unit, it must be supervised. In situations like the PI program, budget savings may be realized by using technology-based monitoring rather than having inmates return to the jail regularly. If, however, it is intended that the program continues, it must be staffed.

In this analysis, we have not asked to fill posts that vacant in housing areas that are closed, but the staff we propose in an emergency could man the empty housing areas for a limited time.

Overtime: Officers are required to work overtime regularly to fill critical posts, borne out by the expenditure of nearly \$1 million in FY19 for overtime. Overtime has been paid in lieu of hiring more officers. Filling needed posts with overtime rather than hiring staff comes at another price. Officers working 12-hour shifts working overtime quickly become exhausted, making them more prone to errors and less satisfied with their jobs.

According to the jail manual,

“When viewed as a symptom of a staffing problem, the underlying causes of overtime can be diagnosed. Excessive overtime is often caused by one or more of the following conditions:

- *Insufficient full-time staff positions authorized in the budget to cover basic posts and positions (minimum staffing levels).*
- *Inability to hire enough staff to fill all authorized staff positions, which may be related to difficulties in recruiting enough qualified applicants, filling positions in a timely manner, or retaining staff.*
- *Inaccurate staff coverage plan for the jail (an inefficient shift schedule), which produces unexpected demands for additional staff to address basic problems and needs.”¹³*

We did not recognize an inability to hire staff or problems with the coverage plan currently in place at the jail. However, in conducting a zero-based staffing analysis based on the current needs at the jail, we saw the reduction of personnel since the opening of the jail in 2008 as the proximate cause of the dramatic increase in overtime costs.

Conclusion

The information provided in this report are the opinions and observations of the consultants and by no means are an indication of issues of significance at the Winnebago County Jail. We found the facility well operated, clean, and organized.

As indicated in the report, the facility may be just one serious incident or court ruling away from imploding. What will push the facility over the edge is unknown. The potentials are both grim and mundane. It could be a high-profile suicide, sexual assault, an escape, riot, homicide or serious assault on staff or it could be something as understated as supervisors quitting because of overwork or officers moving to other jobs that are safer and that do not make them do the laundry every night or do the work of two officers in multiple housing units. It will not take much.

In addition to the lockdowns, the staff take risks daily by doing PREA interviews in the housing unit and consolidating management populations into segregation that could result in court cases or Department of Justice investigations. Add to this the fact that the oversight inspection by the Illinois Department of Corrections has found that for the last two years, the statutorily required 30-minute welfare checks are not being done as required.

Staffing a facility is all about risk. Spending money on corrections is never popular. Correctional agencies are mandated to operate effectively and responsibly on a razor’s

¹³ Dennis R. Liebert and Rod Miller, “Staffing Analysis Workbook for Jails,” U.S. Department of Justice, National Institute of Corrections, 2001. p.1.

edge of funding. Correctional agencies perpetually seek more funding, especially for staff, and are always asked by the funding source to do more with less.

Somewhere between the needs of the jail operation and the funding supplied is where risk management occurs. The negative impact of spending too much on corrections must be balanced by the ever-increasing response of the DOJ and federal courts over the issue of conditions of confinement.

The number of employees needed by the Winnebago County Jail today is very similar to what was recommended in the original staffing. The reality is that for the second-largest jail in Illinois, the number of posts and civilian positions needed are minimal compared to the cost that may be incurred in litigation. From a purely monetary standpoint, the cost to cover the needed posts through overtime severely offsets any savings the county has attempted through staffing cuts. Most importantly, it is the right thing to do in the interest of the safety, accountability, and welfare of the public, staff, and inmates.

Thank you for the opportunity to visit with your staff and to hopefully provide some ideas for the future.

List of Attachments

Attachment 1	Facility Profile
Attachment 2	Activities Chart
Attachment 3	Post Plan, Key and Descriptions
Attachment 4	Counting Inmate Population Excerpt
Attachment 5	Consultant Bios

Facility Profile

Facility rated capacity	1324 1024 Male/300 Female
Average daily population for the past several years	The average daily population in 2007 was 665, increased to a high of 1019 in 2012, and is currently 781.5. On one day of our review, the count was 768, and the jail experienced 26 bookings and 46 releases.

Department Staffing Report (As of 12/9/19)

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Contract and Supplemental	14	10	27	22	21	21	21	21	20	24	22	21	21
Local Staff	78	200	195	176	178	174	168	167	163	167	152	152	159

* Our average Daily Population (ADP) in 2007 was 665 inmates compared to our current ADP which is 781.5
 * During the years shown below our highest ADP reached 1025

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Contract and Supplemental	117	156	254	220	527	624	612	577	540	609	635	618	593	915	1021	998	902	696	693	796	721	785
Local Staff	179	343	320	278	527	637	611	520	576	619	651	615	770	921	1010	992	888	661	720	797	773	861
Total	296	500	574	498	1054	1261	1223	1097	1185	1228	1286	1233	1363	1836	2031	1990	1790	1359	1413	1593	1494	1646



Inmate profiles (age, race, sex, residence, charge, status—pretrial, presentencing, sentenced, hold)

Inmates held at the Winnebago County Jail include pre-trial and sentenced as well as work release, U.S. Marshal's Service and juvenile holds. There are also occasions when the jail holds inmates from other counties.

Type of charges

All

Number and types of classifications and housing separations	Housing Unit	Population	Capacity	Beds
	1A	Male Classification	64	26 Double Bunked 12 Single Bunked
	1B	Female Classification	44	17 Double Bunked 10 Single Bunked
	1C	Work Release/GP Flex	28	10 Double Bunked 8 Single Bunked
	2A	Female Med/MH	27	10 Double Bunked 7 Single Bunked

	2B	Restrictive Housing Male	17	17 Single Bunked
	2C	Restrictive Housing Male	17	17 Single Bunked
	2E	RH Female	17	17 Single Bunked
	2F	RH Male	34	4 Double Bunked 26 Single Bunked
	2G	Mental Health Male	24	9 Double Bunked 6 Single Bunked
	2H	Medical Male GP	24	10 Double Bunked 4 Single Bunked
	3 A-H	GP	64	30 Double Bunked 4 Single Bunked
	4 A-D	GP	64	30 Double Bunked 4 Single Bunked
Mission Statement	To serve the community with exceptional public safety services that are second to none.			
Facility design (floor plan)	<p>The facility is comprised of four floors for housing and services. The first-floor houses Classification (intake) and Work Release and provides pre-booking services. The second-floor houses special needs population and all the Restrictive Housing populations. Mental health, medical, maximum, and segregation housing units are contained here and monitored in a modified direct supervision setting. Floor 3 Units A-H house General Population inmates housed in cellblocks holding 64 beds. Half of the fourth floor is unoccupied, and the units A and B house female general population inmates and C and D house male general population. The third and fourth floors of the jail are designed identically and hold the general housing unit population monitored under a direct supervision philosophy. Each housing unit also contains its own medical exam room, which further reduces the need for inmate escorts. Fresh air recreation space is also provided in each unit and can be utilized by inmates if they are following the rules and regulations of the facility.</p> <p>Visitation is done via video, where the public has access to a separate room on the first floor of the justice center that has 65 monitors. The inmate can remain in his housing unit and use monitors that are dedicated to those areas. Video visitation eliminates the need for inmate escorts, controls contraband, and ensures visitors can have their visit.</p> <p>The bond-out area also is easily accessed by the public from the State Street Justice Center parking lot, eliminating the need for those persons to enter the justice center complex.</p>			
Organizational chart, span of control, management philosophy	<p>The administration of the facility is comprised of one Jail Superintendent, one Captain, one administrative sergeant and one Special project Sergeant. There are no civilian positions assigned to the jail.</p> <p>The distinct lack of support staff at the jail has resulted in a complete breakdown at the managerial level in which tasks are randomly assigned to the most readily available supervisor.</p> <p>This approach trickles down to the shift, where officers are assigned to two or more housing locations, sharing the responsibilities of supervising inmates and often not making required rounds whenever something out of the routine occurs.</p>			

Winnebago County Sheriff's Office	
	<p style="text-align: center;">Organizational Chart 2010</p>
	<p>As a result of the budget cuts, the entire Administrative Division included on the above organizational chart has been dissolved and the duties assumed by various captains, sergeants, and lieutenants.</p>
<p>Current staffing plan, schedule, shift rosters</p>	<p>The current shift staffing plan assigns between 32 and 39 officers to four teams on twelve-hour shifts. There is a single shift commander who is of lieutenant rank, with two sergeants.</p> <p>There is a complement of security staff assigned to the court and transport function comprised of three sergeants and 10 officers.</p>
<p>The day shift rosters from November 24, 2007, and January 5, 2020, appear below:</p>	

WINNEBAGO COUNTY SHERIFF'S OFFICE CORRECTIONS BUREAU SHIFT ASSIGNMENTS			
DATE: 11/24/07			SHIFT A
SHIFT SUPERVISOR			
ASSIGNMENT	NAME OF OFFICER		
1st FLOOR SHIFT SUPERVISOR	Hoyd	1st and 2nd FLOORS SHIFT SUPERVISOR	1 Howard
Kitchen Officer (day shift only)	1 Benschina 2 Johnson	3rd Floor Control	1 Strang 2 Carlen
Property Room Officer	1 Terry 2 Young	4th Floor Control	1 S. Clark 2
Intake Booking Officer	1 Klus 2 Frank	3rd Floor Expediter	1 Picola
		6th Floor Expediter	2
Intake Security Officer	1 Fortier / Cranley	1st Floor General Housing	1A Blesser 1B Rowley 1C Marisa 1D McLaughlin 1E Morton 1F Breez 1G Kell 1H Delgado / Scott 1I Berigan 1J Herrera 1K Whely 1L Anderson / Jackson
Intake Expediter (2 nights only)	1 Salsano 2	10th Floor General Housing	1A 1B 1C 1D
Release Officer	1 Miceli 2 Miller		1E 1F
Central Booking Officer	1 McCoy 2 Palmer		1G 1H
Visitation	1 Raster		1I 1J
PI Booking	1 Marchini		1K 1L
Classification	1 Deviso 2 3 4 McCaw		1M 1N
Transport Team	1 Hospital - Luckenbaugh 2		
2ND FLOOR SUPERVISOR	Pelcher	VACATIONS	McClinton, Swenson, M. Johnson Merryman
Floor Control Officer	1 Kierski	ILL	
Floor Expediter Officer	1 Egert 2	SICK	Enna
Cellinary Officer	1	SCHEDULE	
Male Medical Officer	1 Allen / Hinkley		
Male Mental Officer	1 Hayes / Ferguson		
Male Seg Officer	1 Enna Sr		
Male Max Officer	1 Dady		
Female Med/Mental Officer	1 Hornfeld		
Female Seg/Max Officer	1 Kirby		
Cell 206 - 1101			

**WINNEBAGO COUNTY SHERIFF'S OFFICE
CORRECTIONS FACILITY
POST ASSIGNMENT**

DATE: 01/05/20 _____

SHEET A Days _____

SUBJECT: _____

ASSIGNMENT

1st FLOOR SHEET SUPERVISOR	NAME OF OFFICER
	Sgt. M. Eizer
Kitchen Officer (day shift only)	1. B. Miller 2. _____
Property Room Officer	1. M. Schabaker 2. K. M. Knight Transport Officer
Hoarding Officer	1. M. Rowan 2. _____ 3. _____
Intake Security Officer	1. _____
1B-Scrub Intake Expediter (2 nights only)	1. _____ 2. _____
Release Officer	1. N. Valenzuela 2. J. Young ID 1000
Central Control Officer	1. G. Watson 2. _____ 3. J. Schabaker Transport Officer
Visitation Officer	1. P. Davis
IC	1. S. Haly
1A- Male Classification	1. J. Rujets 2. _____
1B- Female Classification	1. J. Rujan 2. _____
Transport Team	1. _____ 2. _____
2nd FLOOR SUPERVISOR	
Floor Control Officer	1. E. Labadie
Floor Expediter Officer	1. _____ 2. _____
Sick Call Officer	1. _____
2A- Med/Ment 10th Officer	1. M. Evans
2B- Max Officer	1. J. Smith
2C- Sep Officer	1. Y. Kington
2D- Max Sep Officer	1. _____
2E- Max Officer	1. C. Mendez
2G- Mental 10th Officer	1. A. Enna
2H- Medical Officer	1. D. Aldevels
HOSPITAL CLERK	1. G. Dramer

COR-2020-0719

3rd and 4th FLOORS SHEET SUPERVISOR	Sgt. R. G. Pugh
3rd Floor Control	1. A. M. ... 2. M. ...
3rd Floor Expediter	1. _____
3rd Floor General Housing	1A. D. ... 1B. A. ... 1C. ... 1D. ... 1E. ... 1F. ... 1G. M. ... 1H. C. ...
4th Floor Control	1. ... 2. _____
4th Floor Expediter	1. _____
4th Floor General Housing	1A. J. ... 1B. J. ... 1C. M. ... 1D. L. ... 1E. ... 1F. ... 1G. ... 1H. ...
VACATIONS w/ Staff	A. ... B. ... C. ... D. ...
IC	_____
P.D.	M. ... B. ...
STICK	A. D. ...
TRAINING	_____
FOIA	_____
MILITARY LEAV	_____

Current staff work-hour information	Staff at the facility work 12-hour shifts, and administrative personnel work 8-5 Monday through Friday. Staff dedicated to the court operation work the administrative shift.
Number and types of critical incidents	There have been two suicides in the past year. In April of 2019, an inmate struck an officer numerous times on the head, causing significant facial injuries. There were 24 incidents in 2018 in which an officer was assaulted. Altercations between inmates totaled 115.
Personnel agreements, union contracts	AFSME is the union covering the correctional security officer ranks. Sergeants and above are uncovered.
State and professional standards	The jail is inspected annually by the Illinois Department of Corrections Office of Jail and Detention Standards as per the Illinois Compiled Statutes [730 ILCS 5/3-15-2-(b)]and is governed by the Illinois Administrative Code 701 Jail Standards.
Applicable court decisions	None, however, many lawsuits have been filed primarily pertaining to extended lockdowns.
Service contracts in effect	Mental Health Services are provided by Advanced Correctional Healthcare. Medical Services are provided by the University of Illinois Rockford College of Medicine. Telephone services are provided by Global Tel*Link. Commissary and food services are provided by Aramark, Inc.
Problems experienced with facility operations in the past year	Staffing shortages have resulted in public scrutiny of delays in the courtrooms resulting in coverage in the Rockford Register Star on May 1, 2019. These staffing shortages, along with budget cuts, have resulted in the expenditure of \$910,133 in overtime, which is \$420,942 over budget.
Consent Decrees/Court Orders	None

**REDACTED
FOR
JAIL
SECURITY
PURPOSES**

WINNEBAGO COUNTY JAIL POST PLAN

Post Plan Key

Post Functions (column 2)	
C	Command
CS	Command support
H	Housing unit
P	Perimeter/towers/gates
CTL	Control centers/points
IM	Internal movement (yards, yard pathways, inmate work crews, building perimeters)
ISP	Internal operations, services, and programs (dining, education, recreation, medical, food, property, commissary)
EM	External movement (transportation, movement outside the secure perimeter)
ESP	External operations, services, and programs (work detail, visitation)
Ranks (columns 3 and 22)	
M	Major
C	Captain
L	Lieutenant
S	Sergeant
CO	Correctional Officer
O	Other
Priorities (columns 4 and 23)	
M	Mandatory/critical complement (cannot be left unfilled without jeopardizing safety and security)
E	Essential (needed for normal operations but may be temporarily interrupted without significant impact; recommended for staffing at least 75 percent of the time). Example: visiting room.
I	Important (coverage on an irregular basis does not adversely affect facility operations; recommended for staffing at least 50 percent of the time). Example: second officer in a dormitory, fifth officer in mess hall during peak hour(s).

**REDACTED
FOR
JAIL
SECURITY
PURPOSES**

**REDACTED
FOR
JAIL
SECURITY
PURPOSES**

Counting Inmate Population

Excerpted from National Institute of Corrections manual
Jail Capacity Planning Guide Jail Population Management
<https://info.nicic.gov/nicrp/system/files/022722.pdf>

Please note that what follows is quoted liberally from the manual. The interpretations are ours and may not accurately reflect the intention of the manual's authors. We urge any person who is tasked with discussing or relying on these formulas first read the manual.

➤ ADMISSIONS RATE (ADM)

Admissions are discrete and count every person entering booking without regard to the method of delivery. The only exceptions are for persons who are in for obtaining records, fingerprints, or registration as a sex offender. The reason these individuals are not counted is that they do not enter the jail. Likewise, inmates who are taken out of the facility for court or medical are not counted as admissions when they return. The number obtained from this counting is called the Admission Rate or ADM.

➤ AVERAGE LENGTH OF STAY (ALOS)

The ALOS is a measure of population as well as efficiency. The time needed to move an inmate through booking to release or transfer reflects the need of correctional officers, the effects of legislation, prosecution practices, and changes in policies at the court, Police Departments, prosecutors, and local practices.

The method to calculate AVERAGE LENGTH OF STAY (ALOS), in days for a given year equals the annual average daily population multiplied by 365, divided by the total number of admissions in that year: $(ADP \times 365)/ADM = ALOS$

➤ AVERAGE DAILY POPULATION (ADP)

A jail is a processing center daily headcount that does not reflect the constant churn where inmates are admitted and released as well as held. The reality of this is that providing counts of beds filled at a particular time of the day is not reflective of what happens in a day. Because of this fact, while daily full bed counts are made for security and record, the average daily population is a function of the number of inmates who enter the facility through admissions and the average length of stay. This formula provides a more accurate indication of the use of beds.

The average daily population for a given year is the number of admissions in that year multiplied by the annual average length of stay, divided by 365 (days in a year): $(ADM \times ALOS)/365 = ADP$

Using the average ADP for a series of years, it is possible to project the ADP the next year.

➤ POPULATION COUNT

The number of inmates counted at all formal counts averaged for the day. This number provides for another method of the understanding of jail population and is used to determine peak factors.

➤ PEAK FACTORS

Jails have peak times when the population grows. These fluctuations may be seasonal, on weekends, or when the community hosts activities or festivals. It is vital to jail management that the peak times are identified and used as justification of staff requests, overtime and posting of the facility. The formula for determining peak factors is simplified as follows:

1. Using the most recent three years of daily admission data.
2. For a one-year period, identify three days each month that represent the highest numbers and calculate an average of the three days resulting in a single number for the entire year this number is the Average Annual Peak Daily Population Count.
3. Repeat step two for the remaining two years.
4. Sum the three Average Annual Peak Daily Population Counts and divide by 3. The resulting number is the 3-Year Average Peaking Factor.

Consultant Bios

Meg Savage has over forty years of experience in corrections in all aspects of prison operations in facilities from work release to death row. She holds a bachelor's degree in Criminal Justice and a master's degree in Public Administration, both from Florida International University.

From 1976-1992 she worked her way up through the ranks from Correctional Officer to Assistant Superintendent in the Florida Department of Corrections and then headed west in 1992 to become a unit Deputy Warden for the Arizona Department of Corrections. In 1995, she was named the first female Warden in Arizona at Arizona State Prison Complex-Florence supervising five prison units housing 4,500 inmates including condemned row. While in Arizona she also held the positions of Warden at ASPC-Eyman, Southern Regional Operations Director, and Assistant Director for Human Resources.

Now retired from state service, she is a Technical Resource Provider for the National Institute of Corrections conducting training in Executive Training for New Wardens, Prison Staffing Analysis, and Security Audits.

Since 2007, she and Russ Savage have conducted training implementing the Incident Command System for Corrections for the Texas, Idaho, Florida, South Dakota, Kansas, Iowa, Maine, Kentucky, Oregon, Indiana, Alaska, New Mexico and South Carolina Departments of Corrections and Emergency Preparedness training at the Sam Houston State University Correctional Management Institute of Texas.

She conducted Prison Staffing Analysis in Texas, Nebraska, Maryland, US Virgin Islands, North Carolina, Michigan, Montana, Washington DC, Minnesota, Military Corrections, Delaware, and Indiana as well as independently for the Missoula County Jail and entire Alabama Department of Corrections.

With Russ Savage and Gene Atherton, she co-authored Preventing and Managing Riots and Disturbances Using the Incident Command System for Corrections published by the American Correctional Association in 2014.

She is based in Palm Coast, Florida.

M.O. "Russ" Savage has over forty years of experience in all aspects of correctional operations, with all populations and all custody levels from community release to death row. His experience includes Prison Complex and Unit Administrator positions as well as administrative roles, including Departmental Operations Officer and Bureau Administrator for Facilities Activation.

Russ holds a bachelor's degree in Criminal Justice from Arizona State University.

Among his accomplishments are the adaptation of the Incident Command System from the Fire Service to Corrections and the design, development and activation of over ten thousand prison beds. He was known for his ability to develop systems both strategically and creatively and to relentlessly pursue the implementation of ideas and change.

Upon retirement from state service, he worked in the private prison industry and since 2000 he has been a Technical Resource Provider for the National Institute of Corrections. He has conducted Prison Staffing Analysis programs in Texas, Nebraska, Maryland, US Virgin Islands, North Carolina, Michigan, Montana, Washington DC, Minnesota, Military Corrections, Delaware and Indiana as well as independently for the Missoula County Jail and entire Alabama Department of Corrections.

Since 2007, he and Meg Savage have conducted training implementing the Incident Command System for Corrections for the Texas, Idaho, Florida, South Dakota, Maine, Kansas, Iowa, Kentucky, Oregon, Alaska, Indiana, New Mexico and South Carolina Departments of Corrections and from 2008-2013 he facilitated Emergency Preparedness for Corrections training at the Sam Houston State University Correctional Management Institute of Texas.

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