



Staffing Analysis

Minnesota Department of Corrections

Final Report – May 17, 2023

TABLE OF CONTENTS

Summary of Analysis	1
Chapter 1: Agencywide and Facility Areas for Improvement	9
Chapter 2: Current Operational Risks	28
Chapter 3: Staffing Factors	32
Chapter 4: Policies and Procedures	48
Chapter 5: Staffing Requirements	58
Chapter 6: Process Improvements	168
Chapter 7: Training	173
Chapter 8: Data Management & Reporting	177
Chapter 9: Implementation	181
Sources	185

Summary of Analysis

In July 2022, the Minnesota Department of Corrections (MNDOC) contracted CGL Companies (CGL) to conduct a review of staffing in state correctional system facilities. The primary objective of the project was to review the MNDOC's correctional facility staffing practices in context with generally recognized industry best practices.

Project Approach

In support of our analysis, we requested a large amount of data from the MNDOC. Much of the request addressed basic data on staffing trends, operational practices, and programs within the state correctional system. Finally, we also requested performance and activity measure data, planning documents, management reports, and other documentation of operations and staffing. Appendix A summarizes data sources used in this report.

We supplemented the written documentation and data provided by the Department with information gained from interviews with senior MNDOC administrators, mid-level managers, and representatives from each employee bargaining unit that represents MNDOC facility staff. These interviews centered on perceptions of the key staffing issues facing the MNDOC. Interview subjects provided invaluable insight into the unique challenges facing the Department.

Finally, the project team toured all MNDOC adult correctional facilities. These tours provided first-hand exposure to the conditions of these facilities and the MNDOC's approach to staffing. While on-site. Members of the project team interviewed facility command staff, conducted focus groups of facility staff, and talked with Incarcerated Persons (IPs) assigned to each facility. The project team worked with facility staff to develop logs recording correctional officer activity by function and post over the course of the workday.

Over the course of the review, CGL conducted regular briefings for MNDOC senior managers to advise of the project's progress; discuss any impediments or problems encountered while completing the performance review; obtain feedback and input on the direction and scope of the project; and to summarize preliminary observations and findings. These briefings helped to refine a list of core staffing issues that the project team identified as most critical.

Methodology

CGL's review of staffing is based on the National Institute of Corrections (NIC) "Staffing Analysis Workbook for Jails, Second Edition" and industry standards for best practices in correctional facility management. In addition, our review of facility staffing used the following process to assess post and staff deployment requirements: There are four main steps to the calculation of the total number of FTEs required at each facility. They are as follows:

1. Interview officers and command staff on each shift to obtain an understanding of the various staffing issues that may be associated with correctional officer job assignments at different times in the daily activity schedule. Work with each facility to develop logs of correctional officer activities and functional responsibilities through the daily schedule and work week. Based on our understanding of the activities and amount of time associated with each function in the

context of overall facility operations, the team will assess each functional activity in terms of staffing requirements.

2. Determine the number of positions desired to be filled on each day and hour of the day, based on operational and program activity demands on staff time. This requires a post analysis to identify post assignments and the frequency each post needs to be filled to address demands on correctional officer time. The resulting analysis provides the number of hours a post assignment is needed to be staffed in a given period of time (hours of day or day of the week). When, combined with all other posts, it provides the amount of time that staff coverage is needed.
3. Calculate a relief factor by identifying the average number of hours an employee is available to fill these posts.
4. Apply the relief factor to required job assignments as determined by the post analysis to determine the total staffing requirement for each classification or rank of employee for each work period schedule.

To understand management of correctional facility staffing, it is important to emphasize the difference between posts and budgeted positions. A post within a correctional facility is the duty location which needs to be staffed for a specific number of hours and days per week. Many posts in a correctional facility, such as housing unit officers, must be filled 24-hours per day, 7-days per week. Budgeted positions, or full-time equivalent positions (FTEs), are the number of employees allocated to a facility to fill these posts. For example, a correctional officer typically works a 5-day, 8-hour shift for a total of 40-hours per week, but many posts in a correctional facility must be filled seven days per week, 24-hours per day. Given staff work schedules, leave time, and other time away from post, at least 5 full-time budgeted positions are typically required to fill a single 24-hour per day, seven days per week post.

The specific staffing analysis conducted for MNDOC included a review of the actual corrections officer workload within correctional facilities for each hour of the day. This provided CGL with an overall understanding of where sufficient staff exist to complete the required work and any areas where the workload may exceed current post deployment practices.

Findings

In the last 10 years, correctional systems have had to transform how they operate. These changes have been driven by a number of factors that have increased operational complexity and enhanced staffing requirements. These factors include litigation regarding the housing and treatment of Incarcerated Persons (IPs) with mental health needs, heightened standards of medical care, and efforts to ensure increased out-of-cell time. Coupled with an incarcerated population that has more intensive needs, successfully managing a correctional system today requires an understanding of how these changes have affected correctional facility staffing requirements.

Recently, every aspect of daily correctional operations has been strained by the COVID-19 pandemic and a national correctional officer shortage. Today, the most critical challenges to correctional systems are staff recruitment and retention. Systems have taken unprecedented steps to resolve this issue, with varying degrees of success. The Minnesota Department of Corrections (MNDOC) has been impacted by similar staffing issues, and at the same time is seeking to transform the state correctional system. The MNDOC is moving to a more comprehensive, person-centered model of program services that facilitates

facility safety and security, prioritizes strategies that hold individuals accountable, and provides access to the tools needed to assure a successful return to society upon release.

MNDOC's current staffing levels are insufficient to support the day-to-day operating needs of its facilities. The FY 2023 budget supports 3,620.4 total funded staff in the Department's eleven correctional facilities. Within that total there are 2,094 funded correctional officer positions. This level of correctional officer staffing, particularly with current vacancies, is not sufficient to meet current facility security and operational needs and will not provide adequate support for an expansion of program services.

Current facility posts rosters are consistent with the basic security supervision principles that guide correctional institution operations. Facilities for the most part have established staff assignments and posts that address current workload needs. However, the primary problem driving staffing issues is not post requirements, it is the availability of staff to fill these posts, due to vacancies and the failure to build adequate relief staff into facility rosters.

Facilities are experiencing a structural deficit between correctional officer staffing requirements associated with current operational policies, and the number of correctional officer positions allocated to staff posts responsible for implementation of operational policies. This deficit is attributable to the fact that current rosters were built with a relief factor assumption that substantially understates actual staff leave use. As a result, current facility staffing is in many instances insufficient to provide adequate coverage for documented facility operational activities.

MNDOC's current facility staffing plans assume a 1.79 shift relief factor (SRF) based on an assumption that after their leave usage, training, and breaks, an average officer is able to fill a post more than 1,600 hours per year. However, actual staff leave data, as well as training and break relief information for the last three years show that staff are able to fill a post for only 1,460 hours per year. This level of staff availability results in a relief factor of 2.00, an increase of 12 percent over the SRF assumed in the Department's current staffing plan. This actual level of leave usage means that a correctional officer is not available to fill 60 (23 percent) of the 260 8-hour shifts to which that officer could be assigned for one year. When combined with facility vacancy rates of 10 percent systemwide, and reaching 20 percent at Rush City and Oak Park Heights, the lack of staff available for assignment to posts creates severe staffing shortfalls.

Typically, these shortfalls have been addressed through overtime. FY 2022 overtime spending was \$13.4 million, and overtime hours worked by current staff represent the equivalent of 176 correctional officers. At this level of use, mandating staff to work overtime shifts has become more common. Experience in other states clearly shows that excessive reliance on overtime, particularly mandated overtime assignments, is detrimental to security, has harmful impacts on staff, and is a major contributor to staff turnover.

Correctional officer turnover in the Department reached 28 percent in 2022. Six facilities experienced turnover rates exceeding 30 percent, with Rush City and Shakopee sustaining turnover rates in excess of 40 percent of their correctional officer workforce. While the Department has had some success in expediting the hiring of new officers, staff retention rates have made progress in reducing vacancies difficult.

This review identified a need for 212.1 additional Full Time Equivalents (FTEs) to support adequate staffing levels in Department facilities. Of this total need, 154.7 FTEs are correctional officers. Oak Park Heights and Moose Lake have the greatest staffing needs and the largest proposed increases in funded staffing.

Funded and Recommended Staffing Levels

	Total Staff			Correctional Officers		
	Funded	Rec.	Change	Funded	Rec.	Change
Faribault	604.8	623.9	19.1	335.0	350.1	15.1
Lino Lakes	475.9	495.2	19.3	252.0	265.3	13.3
Moose Lake	353.0	390.7	37.7	214.0	243.6	29.6
Oak Park Heights	343.2	387.4	44.2	218.0	255.8	37.8
Red Wing	181.7	202.7	21.0	98.0	116.0	18.0
Rush City	345.6	355.2	9.6	205.0	209.6	4.6
Shakopee	265.8	280.4	14.6	138.0	146.6	8.6
St. Cloud	416.4	440.9	24.5	241.0	258.6	17.6
Stillwater	506.6	517.3	10.7	333.0	333.8	0.8
Togo	61.5	63.8	2.3	29.0	31.3	2.3
Willow River	66.0	75.0	9.0	31.0	38.0	7.0
Total	3,620.4	3,832.5	212.1	2,094.0	2,248.7	154.7

The analysis also recognizes the significant challenges facilities face in filling vacancies, as well as the impact of these vacancies on operations. Recommended staffing levels in many cases represent substantial increases from current filled staffing levels, as shown below.

Current and Recommended Staffing Levels

	Total Staff			Correctional Officers		
	Current	Rec.	Change	Current	Rec.	Change
Faribault	543.5	621.9	78.4	309.0	350.1	41.1
Lino Lakes	421.2	495.2	74.0	223.4	265.3	41.9
Moose Lake	334.9	390.7	55.8	205.0	243.6	38.6
Oak Park Heights	288.3	387.4	99.1	175.2	255.8	80.6
Red Wing	168.9	202.7	33.8	92.5	116.0	23.5
Rush City	290.2	355.2	65.0	163.3	209.6	46.3
Shakopee	243.9	280.4	36.5	129.0	146.6	17.6
St. Cloud	394.3	440.9	46.6	237.0	258.6	21.6
Stillwater	444.5	517.3	72.8	293.0	333.8	40.8
Togo	60.0	63.8	3.8	28.5	31.3	2.8
Willow River	61.0	75.0	14.0	31.0	38.0	7.0
Total	3,250.7	3,830.5	579.8	1,886.9	2,248.7	361.8

Addressing MNDOC facility staffing issues requires staffing plans with adequate relief to address post staffing requirements, and a recruitment and retention strategy to reduce facility vacancies to more manageable levels. Such a plan would substantially reduce overtime, improve staff morale, and establish a solid foundation upon which to expand program services for Incarcerated Persons (IPs). Consistent with these goals, the analysis contained in this report supports the following recommendations.

Recommendations

- Implement key principles of unit management including vesting the unit manager with supervisory responsibility for all staff assigned to the unit. Properly implemented unit management systems have been found to reduce violence and improve outcomes of those incarcerated. Case managers should have their IP caseload housed in the unit to which they are assigned.
- Implement recommended facility post rosters and seek funding to increase staffing to levels required to support these rosters. The recommendations call for an additional 212.1 FTEs over current budgeted staffing levels. Considering vacancies, the recommended staffing levels represent an increase of 579.8 FTEs above current available staffing levels.
- Use a shift relief factor (SRF) that accurately reflects time away from post. MNDOC's existing relief factor is outdated and underreports staffing needs. The updated SRF (2.00) should be applied to recommended post rosters to establish adequate staff post coverage requirements. The agency should update the SRF at least every two years to ensure its accuracy.
- Develop a comprehensive staff retention program based on initiatives that have shown promise in other state correctional systems. Such initiatives include expanded use of retired correctional officers; expediting the hiring process; providing opportunities for part-time staff; and evaluation of alternative approaches to scheduling weekend and evening shifts.
- Conduct a clinical review of facility nursing staff requirements. Such a review should also identify any opportunities to substitute lower-level providers for current registered nurse positions and address relief staffing requirements.
- Increase supervisory coverage in select facilities. Current unit lieutenant positions are not sufficient to provide adequate supervision of facility operations. Most facilities require additional Administrative/Support Lieutenant posts to provide support to existing unit lieutenants in their daily responsibilities as well as assistance to other areas as needed. These additional posts should be 5 days per week without relief and have different days off to ensure greater supervisory coverage on weekends.
- Shift responsibility for jobs with minimal inmate contact such as canteen, warehouse, and property, to civilian positions. A large number of senior correctional officers are in positions that have limited inmate contact.

- Apply a shift relief factor to cook coordinator positions to assure adequate staff coverage. Cook Coordinator positions in correctional facilities have not been provided with relief and therefore have insufficient staffing levels.
- Establish a policy requiring central office review and approval of facility post rosters, with the collaboration of facility wardens. Post structures are currently developed by each facility and inconsistencies were found across similar facilities.
- Develop a system to track the use of mandatory overtime by facilities to better document its prevalence and the conditions under which it is used.
- Evaluate centralizing management of facility vehicle fleets in support of systemwide transportation needs.
- Consider development of “power shifts” and additional weekend staff assignments to support expansion of program services. Successful program initiatives require a basic level of security supervision so that staff feel safe in the performance of their duties. Current staffing conditions in a number of facilities make potential expansion of programs problematic.
- Return pre-service training to in-person instruction.
- Accentuate the importance of the Field Training Officer (FTO) role. Create a program to hire back retirees to serve as FTOs.
- Establish clear requirements and schedules for Officers of the Day duty that assure on-site weekend and evening supervisory coverage. Supervisory coverage on weekends is limited.
- Vest the Associate Warden of Administration position with responsibility as the facility point person for programs and services, coordinating with shared services managers.
- Require that facilities establish Internal Compliance Monitoring systems in support of the biennial external audits required under current statute. Each MNDOC facility should have in place a standardized internal compliance monitoring system led by the facility warden. Each policy should establish the frequency by which each policy should be internally audited (monthly, quarterly, bi-annually, or annually) by facility staff. The warden should review each finding and, with the support of key staff, develop a corrective action plan that is monitored for completion.

CHAPTER 1: AGENCYWIDE OR FACILITY-SPECIFIC DEFICIENCIES OR AREAS FOR IMPROVEMENT

At the time of this review, the MNDOC's FY 2023 budget supported 3,620.4 total funded staff in the Department's eleven correctional facilities. Funded correctional officers total 2,094 positions and comprise 57.8 percent of facility staffing systemwide. Table 1.1 shows the distribution of total funded positions and total correctional officer positions by facility. Table 1.2 shows the distribution of staff positions systemwide by functional assignment.

Table 1.1 FY 2023 Funded Staff By Facility

	Total Funded Staff	Total Funded Correctional Officers
Faribault	604.8	335.0
Lino Lakes	475.9	252.0
Moose Lake	353.0	214.0
Oak Park Heights	343.2	218.0
Red Wing	181.7	98.0
Rush City	345.6	205.0
Shakopee	265.8	138.0
St. Cloud	416.4	241.0
Stillwater	506.6	333.0
Togo	61.5	29.0
Willow River	66.0	31.0
Total	3,620.4	2,094.0

Table 1.2 FY 2023 Funded and Filled Staff by Function

Position	Total Funded	Filled	Vacant
Command Staff	186.3	178.0	8.3
Correctional Officers	2,094.0	1,886.9	207.1
Programs	483.2	421.3	61.9
Health Care	249.3	228.7	20.6
Support Services	362.2	314.3	47.9
Administration	245.5	221.5	24.0
TOTAL	3,620.4	3,250.7	369.7

Adequate staffing is the number one challenge facing Minnesota facilities as well as other US prison and jail systems. At a recent meeting of state correctional directors, the issue of staffing was identified as their primary challenge; and one that is not anticipated to diminish in the near future.

The project team found inadequate staffing levels and exorbitant levels of overtime at many MNDOC facilities. The dedication of supervisors and staff to work through current conditions and find a way to

operate safely and effectively is notable. While the issue of staffing exists throughout the system it varies in severity by facility. MNDOC facilities, however, share a number of common concerns or issues, as described below.

Staff scheduling. The custody supervision structure at each facility is not necessarily supportive of effective security practices during certain times of the week. This was supported in staff focus groups. At each facility, where the project team asked staff the following question, “If there is a significant incident at your facility in the next six months, what will it be, where will it happen, when will it happen and why?” Staff responses across all facilities were consistent in describing that such an incident would take place on the weekend, probably on the second shift. When asked why, staff responded consistently that new staff were predominantly assigned to work weekends, especially second shift, with often minimal supervision. Understanding that seniority rules will result in less-experienced staff assigned to weekends and second shift, adequate supervisory oversight at those times is essential. Our recommendations for facility staffing address this issue in facilities where it was most apparent.

Post Review. The MNDOC is somewhat of an outlier among state correctional systems in that it lacks centralized review and approval of facility post structures. While Department management of staff allocations and resources is centralized, facilities have significant discretion in establishing the post structures that actually drive staffing requirements. This at a minimum has the potential to exacerbate overtime issues by allowing facilities to establish posts or staffing requirements for which they are not funded. The more common practice in state correctional systems is for central office review and approval of facility posts. Central office, with input from facility administration, should centrally develop and approve the post structures at each facility to ensure staffing supports the agency mission, meets the needs of each individual facility and its IP population characteristics, and is consistent across the organization. That approved post structure should remain intact until the central office approves a change. Review of facility posts should take place at least bi-annually prior to the agency budget submittal with the final allocation of posts authorized in writing. Compliance with approved post rosters should be monitored through facility operational audits.

Recommendation: Establish a policy requiring central office review and approval of facility post rosters.

Unit Management. Unit management is the way in which prisons are operated, not just units. It takes large correctional facilities and breaks them into smaller recognizable units. Each unit is managed by a team committed to reduce negative incidents by “being responsive to the concerns of staff and needs of the incarcerated.” Staff in the facilities recognize unit managers as “mini wardens” responsible for the staff, IPs, and operations of the unit. For the IPs assigned to the unit, anything significant that happens to them in the facility happens through the unit team.

Unit management was created in 1969 at a federal facility housing youthful adult inmates. This federal facility was experiencing a high number of violent incidents. The unit management concept was developed by dividing the prison into smaller manageable units each with a population of approximately 250. For each unit, a unit manager was charged with responsibility for reducing the number of negative incidents associated with that population. A dedicated team was detailed to work with the unit manager to proactively be responsive to the inmate

concerns, to know the population and anticipate incidents based on changed behavior. Non-unit departments [e.g. Medical, Mental health, Commissary, Food Service Accounts, Visiting] were expected to be responsive to the unit team regarding the inmates assigned to their unit. The unit team, including the unit manager, case managers and correctional supervisors had specific duties, yet were cross trained to enable them to step in when members of the unit team were not available. This cross-training and the opportunity to for staff to support all areas of the unit operation provided a positive staff development program. The team approach also supported staff retention with staff feeling they were part of a team and not working in an isolated manner, which is particularly important for corrections officers. Unit management was implemented in all BOP facilities in the 1980's and has since become a standard feature of the federal and most state prison systems. The following principles are essential to successful implementation of unit management which are consistent with quality facility management:

- Large facilities are divided into smaller manageable sized units.
- A team of cross-trained staff works together to proactively manage a population of IPs. Unit staff are located on the unit, or in close proximity to the unit if no space is available. If not on the unit, unit staff should have regular posted office hours with IPs having the ability to meet with them.
- Unit operations are guided by a written unit plan including schedules and duties of staff and all events that impact the unit. The unit plan is approved and signed by the Deputy Warden and Warden to provide necessary authority.
- Metrics are established to monitor the progress of each unit.
- IPs recognize that anything significant during their incarceration comes through the unit team and that their case manager is located and available to them on the unit.
- Staff assigned to the unit team become uniquely qualified for promotional opportunities given the wide range of responsibilities associated with their jobs.
- The unit team's schedule covers the seven-day operation and includes some evening coverage.
- During the absence of the unit manager, another unit team member steps up to act for the unit manager within the framework of the unit plan.
- The unit manager is part of the leadership team of the facility.
- The unit team consists of the unit manager, case managers, uniformed security supervisors [called correctional counselors by Roy Gerard] and the correctional officers assigned to the unit.
- Facilities have both a Chief of Unit Management that directs all aspects of unit operations and a Security Chief that is responsible for all operations outside the unit

and for the night shift inside the entire facility. Both of these Chiefs report to the same Deputy Warden who ensures necessary communication and coordination.

The original concept of unit management called for 1 unit manager, 2 case managers and 2 correctional counselors (sergeants) for a unit of 250.¹ That would include case managers assigned with their caseload on the same unit where they are located. Unit management is recognized as a best practice in correctional management and has been implemented in many state correctional systems.

Unit management as implemented in most MNDoc facilities is not consistent with this model. Case managers are not part of the unit team and in fact their caseload is dispersed throughout the facility. This has multiple disadvantages including the time and effort it takes to have interactions with their caseload. Secondly, in a unit management system, the case managers should report to the unit managers, be part of unit team planning meetings, and involved in resolving issues before they grow into incidents. Finally, case managers not reporting to the unit managers, and in fact ultimately reporting to the central office outside the wardens' chain of command reduces their responsiveness to staff concerns.

Red Wing, by contrast, has a very effective unit management system in place. Lieutenants that serve as unit managers directly supervise case managers and officers. That unit manager directs all staff assigned to the unit and is responsible for ensuring productive programs and activities exist for the unit. Case managers are assigned to the unit and have on their caseload youth living in their assigned unit. They hold weekly cottage meetings where the entire unit team as well as other treatment providers meet to discuss each youth in the unit and discuss and resolve presenting issues in the unit. The structure, teamwork, focus on individual IPs and general sense of responsibility for those assigned to their unit shown at Red Wing exemplifies the benefits of the unit management model.

Huntingdon Correctional Facility in Pennsylvania provides an example of how unit management can create a positive and productive environment for staff and IPs in a facility that is 150 years old. The facility has a population of over 1,700 level 4 [maximum security] males in old style two- and three-tiered cell blocks. Further its design, consistent with the time of its construction and subsequent additions includes 2, 3 and 4 tier cell blocks and even still operates manual sway bars that open and close the cells. It is located in a rural part of the state where often the shortage of emergency squads at times causes delays in removing IPs for medical treatment.

Huntingdon has the following features that supports effective unit management:

- All IPs have been through a robust diagnostic process at a separate diagnostic facility. All IPs leave this center not only with a security classification but also a listing of programs (some identified as standardized and some specialty) that follow the IPs throughout their sentence.
- All staff attend a state academy with officers spending 5 weeks at the academy with face-to-face and hands-on instruction. Following the academy new staff at Huntingdon progress through two additional phases at the facility guided by manuals full of activities

¹ Levinson, R., *Unit Management in Prisons and Jails*, American correctional Association, 1999.

and tasks and 2 sergeants whose job is coaching and pushing staff through these two phases for the first year of employment.

- Huntingdon is a fully unit managed facility in every respect. There are 6 distinctive units inside Huntingdon. Each unit has approximately 300 IPs. A unit manager supervises all staff in the unit including officers on day and evening shift, a sergeant on each shift, case managers, and a master's level psychologist on each unit who works as part of the team while under the professional license of a PHD. All staff are located inside the unit including case managers and psychology staff using a cell as an office. Security supervision in the facility is divided into three zones with a lieutenant each assigned to two units and committed to working with and supporting the unit manager. The unit team supports the classification plan for each IP by meeting and encouraging participation in designated programs.
- The facility achieves balance between security and programs by having two Majors; a Major of the Guard for posts outside the unit and a Major for Unit Management overseeing all staff assigned to the unit. Both Majors are in uniform.
- Significant programming that is overseen onsite by a Program Director. Programs are delivered by case managers and psychology staff. All programs are evidence-based. The schedule for the programs allows for IPs to take multiple programs concurrently. Those closest to release consideration are prioritized. Cognitive programs such as Thinking for a Change and structured Sex Offender Programming are readily available.
- Academic and vocational education programs are important to keeping the pace of the facility productive. Academic classes are delivered with 4 offerings each day. IPs can take multiple academic classes if they choose. Vocational programs have a morning and afternoon session which allows for increased participation by IPs. Vocational programs include Building Maintenance, Print and Decals, Carpentry, Masonry, CDL and Flagger and Building Construction.
- Much like Minnesota, this facility has a significant number of industry shops. Each shop supervisor is trained as an officer, and most have served as officers. They are the primary supervisor in the shop with an officer roving through 2 or 3 shops that are housed in a multi-floor building.
- There are significant tools used in these many programs and many separate periods. Tool control was exceptional and very consistent from school to industry with all tools shadowed, and all absent tools with a chit identifying who is accountable. This reflects solid policy and multiple layers of internal auditing. It is also noted this facility is accredited by the American Correctional Association and compliant with these and other standards.
- With full programming and work assignments there is little idleness. This activity is supported by four recreation yards assigned by housing unit and four separate recreation periods each day. IPs can go to recreation whenever they are not at work or in programming and can go to multiple recreation periods each day.

This maximum-security facility exhibited the benefits of full implementation of unit management and demonstrates that the environment observed and felt at Red Wing is possible in large, maximum-security facilities in states with collective bargaining agreements.

Recommendation: Implement key principles of unit management including vesting the unit manager with supervisory responsibility for all staff assigned to the unit. Case managers should have their IP caseload housed in the unit to which they are assigned.

This would assure more stability in the units, reducing IP movement which is fundamental to true unit management. The original approach of unit management called for members of the unit team including unit manager, case managers and correctional counselors [sergeants] expand their schedules to some evening hours and some weekend hours so the unit team has more time to interact with IPs. Having experienced staff on-site in non-business hours also supports the new officers where there is limited supervisory staff in the facility.

Non-Custody Work Assignments. Facilities operate with a high number of correctional officers and sergeants in functional areas that do not provide direct support or supervision to the IP population. Areas such as property, warehouse, and canteen at each facility have a significant number of custody staff. Some of these positions could be converted to civilian positions as is consistent with practices in most state correctional systems.

It is very common that in states where seniority is a primary factor personnel assignment, senior staff typically work at posts that have little or no contact with IPs. Additionally, there is pressure to increase security posts that are non-contact to increase opportunities for these senior staff.

Facilities should have greater flexibility to staff these posts with non-security staff. This would provide greater flexibility in scheduling some of these services (canteen, property, warehouse etc.) to take place during non-business hours. One benefit of this schedule option would be to reduce the workload demand on officers during business hours, thus decreasing the need to mandate officers to work overtime.

Experienced correction officers are foundational to a safe, secure, and productive facility. The most significant responsibility of officers is to effectively communicate with IPs to prevent incidents from taking place. Best practices call for staff resources to be prioritized to maximize interaction between staff and IPs. Based on current rosters, shifting the assignment of staff in property, canteen, and warehouse posts to civilians would free up over 56 correctional officers systemwide to be assigned to direct security functions.

Recommendation: Shift responsibility for jobs with minimal inmate contact such as canteen, warehouse, and property, to civilian staff.

Relief Staffing. Current facility staff rosters have a structural imbalance between correctional officer work requirements associated with current posts, and the number of correctional officer positions allocated to staff these posts. This deficit is attributable to the fact that current rosters were built with a relief factor assumption that substantially understates current actual staff leave use. As a result, current facility staffing is insufficient to provide coverage for current facility posts. Later in this report, we

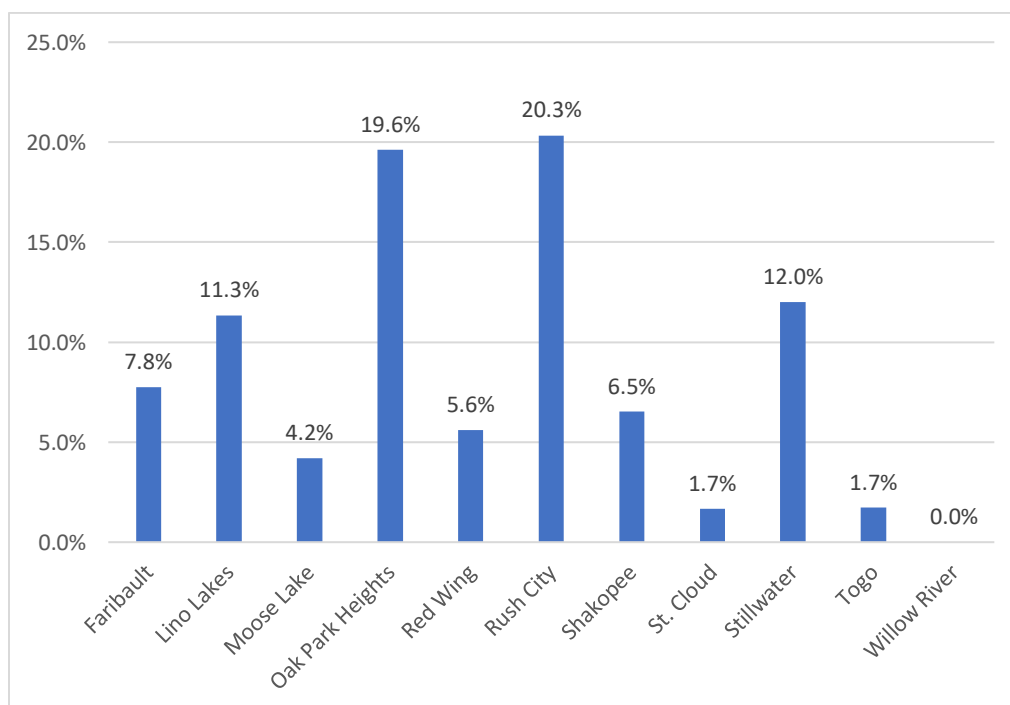
develop an updated relief factor, which if applied to recommended post rosters, will calculate the actual number of officers required to staff recommended post rosters.

Recommendation: Apply an updated SRF to recommended post rosters to establish adequate staff post coverage requirements. Update the SRF at least every two years to ensure its accuracy.

Recruitment & Retention. Correctional systems recognize that they are not only competing with other public safety agencies, but also growing private sector employers. These private sector employers are seeking employees with similar qualifications to correctional staff, particularly logistics-oriented businesses like warehousing and truck driving. The Department's staff schedules are often viewed as undesirable, particularly given the potential for mandated to work an unscheduled shift.

The Department has taken an aggressive stance toward the recruitment of new staff, increasing outreach at job fairs, streamlining the interview process, and eliminating physical fitness requirements. As a result of this commitment to recruiting, actual vacancy rates at MNDOC facilities appear relatively normal at 9.8 percent, with the notable exceptions of Oak Park Heights and Rush City which have far higher vacancy rates. The national vacancy rate for officers as reported by participating states in a survey by the Correctional Leaders Association (CLA) is 25.17%. Most MNDOC facilities have correctional officer vacancy levels far below those experienced in other state correctional systems.

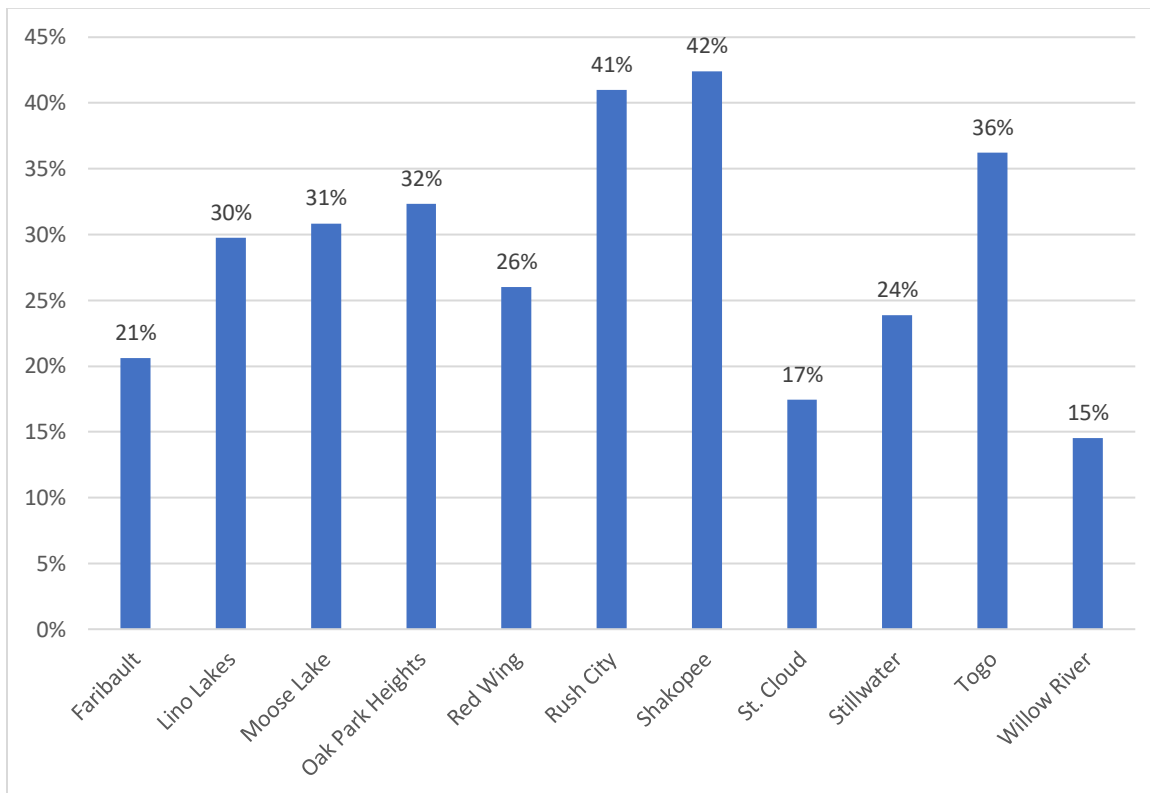
Figure 1.1 Correctional Officer Vacancy Rates



The success of the Department in recruiting is underscored by the fact of maintaining these relatively low vacancy rates despite substantial staff turnover. Correctional officer turnover in the Department reached 28 percent in 2022. The national turnover rate for correction officers, as reported in the CLA study is 29%. Six facilities experienced turnover rates exceeding 30 percent, with Rush City and

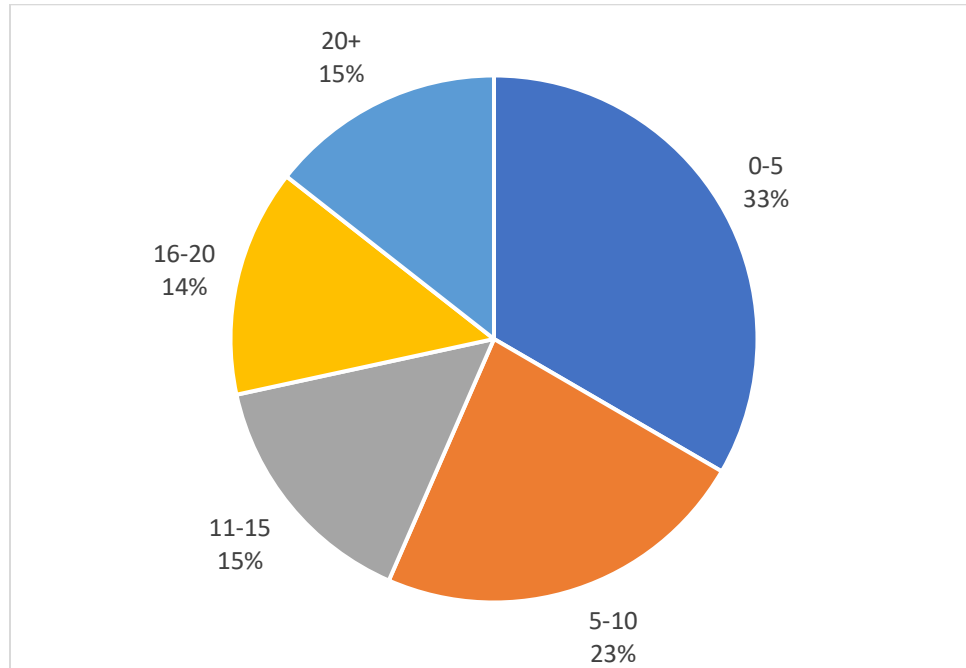
Shakopee sustaining turnover in excess of 40 percent of their correctional officer workforce, The Department has been forced to maintain a high volume of continual hiring to address ongoing high rates of staff separations from the system.

Figure 1.2 2022 Facility Staff Separation Rates



This level of turnover places great stress on facility operations as the workforce becomes progressively less experienced, with fewer seasoned staff to train and mentor new officers. Data on correctional officer tenure show that 33 percent of the current workforce have fewer than five years of experience, and over half of the Department's correctional officer have less than 10 years of work experience.

Figure 1.3 Distribution of Correctional Officer Years of Service



With the apparent success of the Department recruiting to fill correctional officer positions (with the exceptions of Oak Park Heights and Rush City), greater emphasis needs to be placed on staff retention.

A recent study of correctional officer retention in Ohio found that the state correctional system lost 44 percent of newly hired correctional officers within their first nine months of service. The primary factors driving these separations were the length of the hiring process (candidates finding other employment before the designated start date), washouts from the training process, mandatory overtime, and work schedules.

Initiatives to improve retention in other states have focused on reducing the staffing pressures that result in mandatory overtime assignments. These approaches include:

- Rehire retirees - this can be effective since these staff are aware of the job and have previously received training which in most cases allows them to fill a post immediately.
- Mobile phones - permit staff to bring in one personal communications device into the institution that is securely but intermittently available to staff during their shift. With proper planning and monitoring staff can feel more connected to family and the outside world.
- Veterans - work with veteran services to recruit those leaving service and those on reserve status. Some states encourage recently hired correctional officers to seek monetary benefits allowed by the GI bill while they are in pre-service training status.
- College credit – establish a means for recruits to earn college credit for pre-service academy training and for annual in-service training.

- Expedite hiring - reduce time between application and appointment, some systems by putting candidates selected immediately on payroll while final background checks are conducted. These “pending appointments” begin pay immediately without access to inmates involved in “e-learning” and other non-contact activities.
- Part-time staff - focus recruitment efforts on colleges and universities where students often are looking for part-time employment while attending college. This has been particularly effective in Texas through Sam Houston University. The system agrees not to work them more than 20 hours a week and to work around their class schedule. All part-time student workers attend the academy.
- Preparatory training – develop on-line orientation training to prepare new staff for going to the pre-service training classes. This may also reduce separations during and after academy training and create immediate income without typical delays that are part of governmental processing
- Childcare - given the number of female officers being hired (although also applicable to male officers who are fathers), the Department may wish to consider partnerships in the community to provide childcare services in proximity to facilities.
- Scheduling – review strategies to allow greater flexibility to schedule staff. The assignment of new officers to evening shifts and weekends tends to be the most significant factor negatively impacting both recruitment and retention. States with collective bargaining agreements tend to recognize seniority as the determining factor for job assignment, days off and shift assignment. There are some examples of states with bargaining agreements that have implemented schedules that do allow new staff to have some weekends off and do identify posts inside housing units where management can make assignments.

A very high rate of turnover may also be indicative of the quality of newly hired staff. With the streamlining of the qualification process and extreme pressure to recruit to fill vacancies, officers in most institutions cited high levels of concern with the quality of new correctional officers. Hiring standards have necessarily been lessened, driven by the urgency to fill vital positions. This points to the importance of work environment and training to both to improve new officer performance and retention.

Some systems have used a practice where the warden engages new staff within their first 90 days of employment. The engagement asks new employees four standardized questions:

- What do you like most about coming to work?
- What is one thing you would like to see changed to make this a better place to come to work?
- Would you recommend that a family member or close friend become employed here? Why or why not?
- Do you plan to be working here in one year? Why or why not?

Wardens are significant in the lives of staff and the fact they would take time to listen to the responses to the questions can be powerful to staff and encourage them to stay. Further, wardens will learn about facility practices that are not acceptable and the warden has the authority to make necessary changes.

Recommendation: Develop a comprehensive staff retention program based on initiatives that have been shown promise in other state correctional systems. The Department should consider expanded use of retired correctional officers; provide staff with limited, secure access to mobile phones during work hours; increase recruiting outreach to veteran's organizations; establish agreements for staff to earn college credits for pre- and in-service training; expedite the hiring process; provide opportunities for part-time staff; develop orientation training for newly hired staff prior to entering pre-service training; provide support for staff subject to mandatory overtime; facilitate staff access to childcare services; and evaluate alternative approaches to scheduling weekend and evening shifts. Wardens should also engage new employees within 90 days to identify and address issues that lead to separation.

Organizational Culture/Elevating Success. The organizational culture found at several MNDOC facilities was outstanding and should serve as models for staff/IP engagement and programming. Red Wing, St. Cloud, Oak Park Heights, Togo, and Willow River to varying degrees all exhibited positive engagement with IPs, with an emphasis on programs and treatment. These facilities notably had much lower tension levels, higher staff morale, and good communication between staff, administration, and the IP population. MNDOC should assess how to transfer their effective practices and culture to other facilities.

Recommendation: Develop a plan to apply the key elements of MCF-Red Wing's Elevating Success program to other facilities to facilitate improved organizational culture and staff morale.

By contrast, in other facilities staff and in some cases, managers indicated profound alienation and dissatisfaction with current operations. We heard phrases like "This place feels like it is about to erupt" and "This place is pure chaos" (from a captain). Many staff cited their desire to have some type of town hall meeting at least a couple of times per year. They want to hear from both local and central office management.

Nursing. Twenty-four-hour nursing coverage is a recognized standard of care for all but very small correctional facilities. The absence of nursing staff on night shift in large MNDOC facilities represents a significant staffing issue and risk for the Department. This lack of coverage is compounded by failure to provide relief for nurse positions.

Recommendation: Conduct a clinical review of facility nursing staff requirements. Such a review should also identify any opportunities to substitute lower-level providers for current registered nurse positions and address relief staffing requirements.

Food Service Relief. Food service staffing in MNDOC facilities faces chronic shortfalls due to the lack of relief provided for cook coordinators. These positions require staffing every day on every shift to assure the feeding of the IP population. Best practices in state correctional systems call for providing relief staffing for these positions, in recognition of the fact that these staff take leave and are not available for

the 2,080 hours of annual work required to staff an 8-hour shift. The lack of relief staff has forced reliance on overtime and hampered food service delivery in MNDOC facilities.

Recommendation: Apply a shift relief factor to cook coordinator positions to assure adequate staff coverage.

Programs. Program and custody staff generally appear to understand and support the Department's commitment to providing high quality program services to the IP population. MNDOC's person-centered approach to managing the system prioritizes strategies that hold individuals accountable for their offenses while providing them access to the tools they need to be productive citizens upon their release.

Currently most MNDOC facilities operate the majority of their programs between 8:00 a.m. and 4:00 p.m. Monday through Friday. For example, Faribault, the State's largest correctional facility provided schedules for education, industry, and spiritual programming, and identified the educational programming had a capacity of 595 IPs. Of that capacity, 86 percent of those slots were in classes/programs that operated between 8:10 am and 4:15 pm Monday – Friday. Only 14 percent (85 slots) were available in the evenings from 6:30 pm – 8:30 pm and none were available on weekends.

Industry programs, which have a capacity for 555 IPs at Faribault also operated between 8:00 am and 4:00 pm Monday through Friday. In addition, most of the scheduled clinics and other services run by medical and mental health are during this time frame. Religious services or support groups are the primary source of programming in the weekday evenings or weekends. Program service scheduling follows this same pattern in all of the Department's primary facilities.

The result is that during the 8:00 am to 4:00 pm, Monday through Friday timeframe, MNDOC's facilities are very active, with a variety of programming, work programs, meal service, medical service, and other activities.

However, program management staff to a large degree feel that their central focus is no longer program service delivery, but instead has shifted to supporting correctional officer duties due to the current level of staff vacancies. They question the capacity of the Department to significantly expand program services into non-traditional hours given the current lack of correctional officers to support basic facility operations. Security staff question prioritizing program innovation when there are issues with the current availability of basic security. Staff in several facilities felt that programming took priority over basic safety and security.

MNDOC would benefit from both expanding program activities into the weekday evenings and weekends. In some facilities, expansion of programming times is the only option as there is insufficient physical space available to accommodate a more intensive program schedule. There will be a cost to this however in terms of manpower. From a security perspective, additional staff would be needed to both supervise the areas where programming is occurring and escort IPs to and from these spaces.

For the purpose of this analysis, we developed 2 staffing scenarios:

- Scenario 1: Using Existing Shift Schedules
- Scenario 2: Using Power Shift Schedule

Both these scenarios assume expansion of educational, treatment, and other non-MINNCOR programming.

Scenario 1: Using Existing Shift Schedules:

This scenario assumes additional posts are added to the existing shifts at the facilities. We will use MCF-Faribault to develop the estimate of security staff needed for this expanded programming.

Existing security shift schedules at Faribault can vary, but generally are as follows:

- 1st Watch: 9:40 pm to 6:10 am
- 2nd Watch: 6:00 am to 2:00 pm
- 3rd Watch: 1:50 pm to 9:50 pm
- Administrative Shift: Certain posts are on an administrative shift working 5 days per week, Monday through Friday. These posts are generally filled between 8:00 am and 4:00 pm.

The following table represents the spread of 216 security posts at Faribault. Nearly half of the total security posts at Faribault are on the 2nd Watch (104 of 216 total posts).

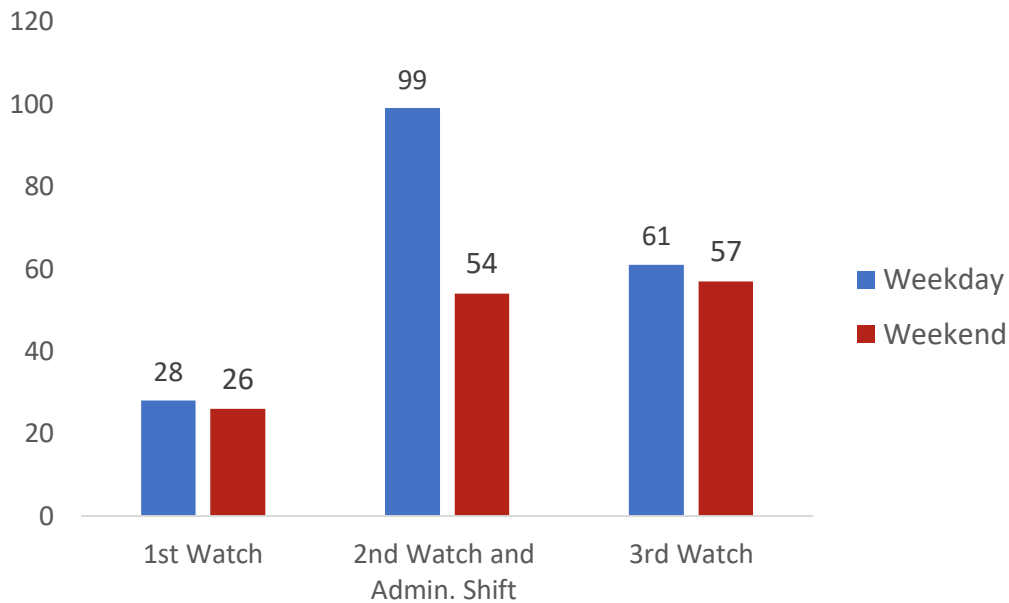
Table 1.3 Breakdown of Posts by Shift

Shift	Security Supervisors	Correctional Officers (I, II, III)	Total Posts	% of Total
1 st Watch	2	28	30	14%
2 nd Watch	5	99	104	48%
3 rd Watch	4	61	65	30%
Administrative Shift	15	2	17	8%
Total	26	190	216	100%

Consistent with the level of activities found at Faribault, the 2nd Watch has the most posts. Combining the 2nd Watch Posts (48 percent) and the Administrative Shift posts (8 percent) results in 56 percent of all posts being filled between 6:00 am and 4:00 pm.

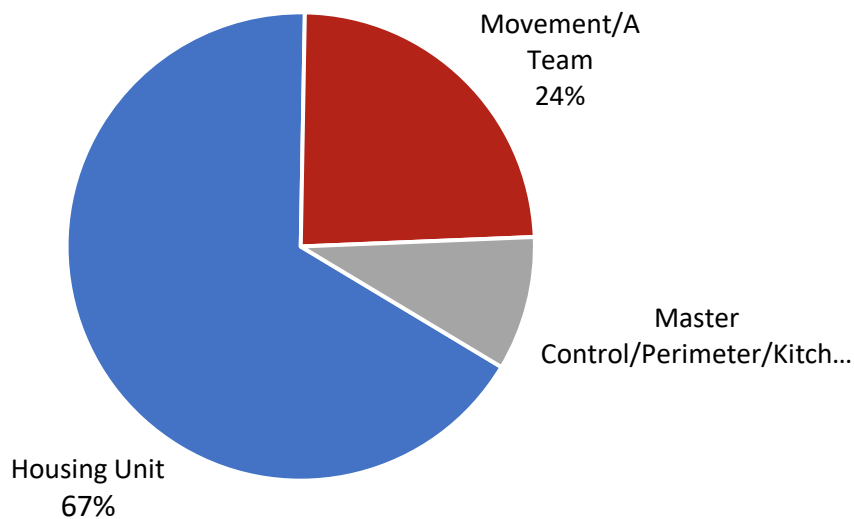
Weekend correctional officer coverage drops significantly, especially on the 2nd Watch. Figure 1.4 provides a comparison of weekday versus weekend correctional officer posts:

Figure 1.4 Weekday vs. Weekend CO Posts



The number of Correctional Officer I, II, and III posts present falls significantly on weekends, especially on the 2nd Watch, where weekday coverage (99 posts) decreases by 45 percent to 54 posts. The majority of these weekend CO posts (36 posts, 67 percent) are for housing unit coverage, the remaining are largely assigned to A Team (12 posts), with a few additional providing coverages for master control (2 posts), movement control (1 post), kitchen (2 posts) and perimeter security (1 Post).

Figure 1.5 Breakdown of Weekend CO Posts



The existing level of weekend staff coverage only provides the minimum necessary to ensure facility security. While A-Team staff can provide escort during this time, program posts such as those for the programs buildings, correctional industries, as well as additional movement/escort staff are not present on weekends.

To expand programs to evenings and weekends will require additional security staff. Using Faribault as an example, this analysis estimates the number of additional security posts and FTEs needed for expansion of educational, treatment, and other non-MINNCOR programming for this expansion. FTEs are developed separately for the weekday evening expansion and weekend expansion. There is also a serious absence of scheduled supervisory staff as well as leadership team presence on the weekends when increased productive time for IPs is desired.

Additional Weekday Posts Needed. Expanding programming to 8:00 p.m. on weekday evenings would require additional posts on the 3rd watch. Faribault's current post structure allows for 2 posts for Willow programming on the 3rd Watch, but zero posts for the Rogers programs building. Expanded programming requires an additional 2 posts on the 3rd watch – 5 days per week to cover the Rogers building. While there are ample A-Team posts on 3rd watch to support general facility movement (12), an additional movement/escort post to assist with program related escort needs will be required.

Table 1.4 Faribault Expanded Programming – Additional Weekday Post/FTEs Needs

Post Description	Additional Posts Needed	FTEs Needed* (1.40 SRF for 5-day posts)
Rogers Building	+2	2.80
Programs-Related Escort	+1	1.40
Total	+3	4.20

Note: Assumes SRF of 2.00 for 8-hour, 7-day post

An additional 4.20 FTEs are needed to staff expanded weekday evening programming at Faribault.

Additional Weekend Day Coverage. Expanding programming to an 8-hour period on both Saturday and Sunday necessitates additional coverage of program spaces and additional escort needs. Table 1.5 summarizes the additional posts needed on weekends to support expanded program activities:

Table 1.5 Faribault Expanded Programming – Additional Weekend Post Needs

Post Description	Additional Posts Needed	FTEs Needed* (0.57 SRF for 2-day posts)
Rogers Building	+2	1.14
Programs-Related Escort	+1	0.57
Total	+3	1.71

Note: Assumes SRF of 2.00 for 8-hour, 7-day post

We estimate Faribault would need an additional 1.71 FTEs to allow for 8 hours of additional programming on Saturday and Sunday. In total, 5.91 Correctional officer FTEs assigned to program building supervision and escort are needed to expand programming into weekday evenings and weekends at Faribault.

Scenario 1 – Needs at Other MNDOC Facilities. Given this baseline estimate for Faribault, it is possible to extrapolate correctional officer staffing needs to other facilities, adjusting for population size, population type, facility size, and facility design, as shown below.

Table 1.6 Scenario 1 - MNDOC Additional CO Posts/FTEs Needed for Evening and Weekend Programs

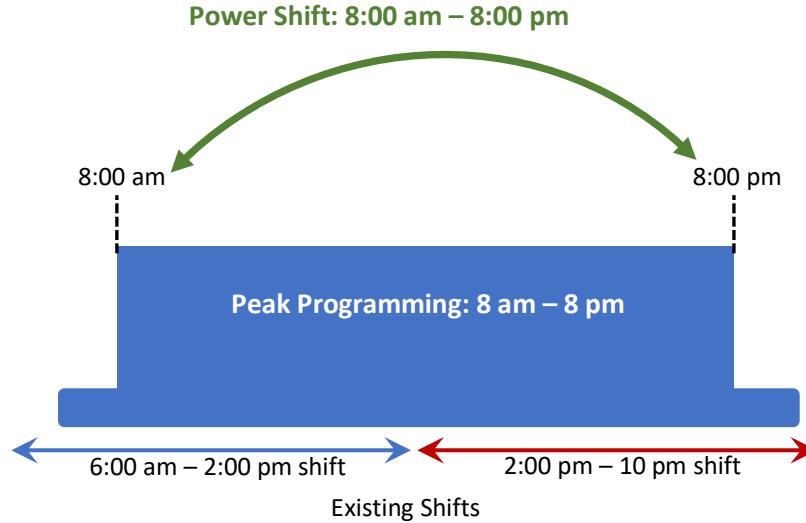
Facility	Weekday Posts	Weekend Posts	Total FTEs Needed
Faribault	3	3	5.91
Lino Lakes	3	3	5.91
Moose Lake	2	2	3.94
Oak Park Heights	3	3	5.91
Red Wing	1	1	1.97
Rush City	2	2	3.94
Shakopee	2	2	3.94
St. Cloud	3	3	5.91
Stillwater	3	3	5.91
Togo	1	1	1.97
Willow River	1	1	1.97
TOTAL			47.28

In total, MNDOC would require another 47 Correctional Officer FTEs to support expansion of programming to weekday evenings and weekends at all its facilities.

Scenario 2: Using Power Shift Schedule. Another option implements alternate shifts that would cover posts dedicated to current and expanded programming on weekday nights and weekends. These alternate shifts, often known as “Power Shifts,” are used as a means to better align security coverage with activities within a correctional facility and maximize security staff availability during peak activity time. Power shifts are in addition to existing shifts and in certain circumstances, an 8-hour, 10-hour or 12-hour power shift can be a more efficient method of staffing.

As an example, we can assume shift schedules at a facility with shifts that run from 6:00 am – 2:00 pm, 2:00 pm – 10:00 pm, and 10:00 pm - 6:00 am, and program activities at that facility which peak between 8:00 am and 8:00 pm. In an ideal situation, a 5-day, 12-hour shift running from 8:00 am to 8:00 pm, Monday through Friday would perfectly align with the program schedule.

Figure 1.6 12-Hour Power Shift Alignment with Program Activities



However, staff cannot be assigned to work a 60-hour work week and attempting to develop a 12-hour staff work schedule that is compliant with FLSA, limits built-in overtime, and at the same time aligns staff coverage with peak program activities, would be difficult and complex to manage.

Most facilities address this need to cover peak activities through the establishment of two new 8-hour power shifts, in conjunction with the base 12-hour shifts. In the example noted above, the first power shift would run from 8:00 am – 4:00 pm and the 2nd from noon - 8:00 pm. These shifts would be 5 days per week and result in a 40-hour work schedule. The detriment of this schedule is that these shifts overlap between noon and 4:00 pm, which may be inefficient if program activities are not higher during that time frame.

To assess the staffing needs for this Power Shift structure we again use Faribault as an example.

There are two steps to identifying the net change in security staffing needs if this power shift structure was implemented. First, we need to identify the number of programs-related posts (and resulting FTEs) that would be removed from the existing post structure. Then, we need to estimate the number of posts/FTEs needed on the power shifts to cover scheduled program activities.

Faribault currently has the following 8-hour posts dedicated to supporting program supervision:

Table 1.7 Existing Program Related Posts at Faribault

Post	1 st Watch	2 nd Watch	3 rd Watch	Total
Rogers Programming	0	2	0	2
Willow	0	2	2	4
Total	0	4	2	6

A total of six, 8-hour posts are dedicated to supervising programs at Faribault over the 2nd and 3rd Watches. With the new shift relief factor applied (1.40 for a 5-day post) these posts require 8.4 FTEs.

Additionally, Faribault uses some of their 12 A Team posts for escort. If we assume 4 of those posts (2 each on 2nd and 3rd Watch) are dedicated to escorting IPs to and from program areas, then an additional 5.60 FTEs are needed. In total we estimated 10 total posts (14 total FTEs) are dedicated to program supervision and escort.

Establishing the 2 Power Shifts will replace these existing program-related posts with the posts on the new shifts. Below is our recommended staffing for Faribault Power shifts:

Table 1.8 Power Shift Weekday Staffing Requirements for Expanded Programs

Post	"A" Power Shift 8:00 am – 4:00 pm	"B" Power Shift" Noon – 8:00 pm	Total
Program Supervision	4	4	8
Escort	2	2	4
Total	6	6	12

A total of twelve, 8-hour posts would be needed on the power shifts to accommodate program activities, resulting in the need for 16.8 FTEs to staff those shifts.

The net result is that expanding programming into weekday evenings with the use of power shifts would result in the need for 2.8 additional FTEs (14 FTEs removed from existing shifts and 16.8 FTEs added to power shifts).

Weekend program coverage would still require an additional 1.71 FTEs calculated earlier in this section. Therefore, with the use of power shifts, Faribault would need 4.51 additional CO FTEs (2.80 for weekday evenings, 1.71 for weekends) to cover expanded programming.

Table 1.9 Faribault Staffing Needs Comparison - Existing Shift Structure vs. Power Shifts

Post	Scenario 1: Existing Post Structure	Scenario 2: New Power Shifts	Difference
Additional FTEs Needed	5.91	4.51	(1.40)

At Faribault, the implementation of power shifts is a more efficient option than adding staff to the existing post structure, requiring 1.40 fewer FTEs at Faribault.

Scenarios 2 - Needs at Other MNDOC Facilities. Given this baseline estimate for Faribault, we can extrapolate these needs to other facilities and adjust for population size, population type, facility size, and facility design. The following provides our recommendations for each:

Table 1.10 Power Shift Additional CO FTEs Needed for Evening and Weekend Programs

Facility	Power Shift Additional FTEs Needed
Faribault	4.51
Lino Lakes	4.51
Moose Lake	3.94
Oak Park Heights	3.11
Red Wing*	1.97
Rush City	3.94
Shakopee	2.54
St. Cloud	5.91
Stillwater	4.51
Togo*	1.97
Willow River*	1.97
TOTAL	37.48

*Power shifts not recommended at small facilities. Assumes Scenario 1 FTE needs.

Using a power shift will require an additional 37.48 FTEs to accommodate weekday evenings and weekend programming.

Power shifts may be more difficult to implement than the staffing model proposed in Scenario 1. While the current AFSCME bargaining unit agreement does not specify the start and end times of current shifts, MDOC would essentially be establishing 2 new shifts, which may require negotiations with the union. Also, the larger issue of establishing 12-hour shifts would have to be negotiated.

Recommendation: Condition program expansion upon an adequate level of correctional officer staffing Successful program initiatives require a basic level of security supervision so that staff feel safe in the performance of their duties. Current staffing conditions in a number of facilities make potential expansion of programs problematic.

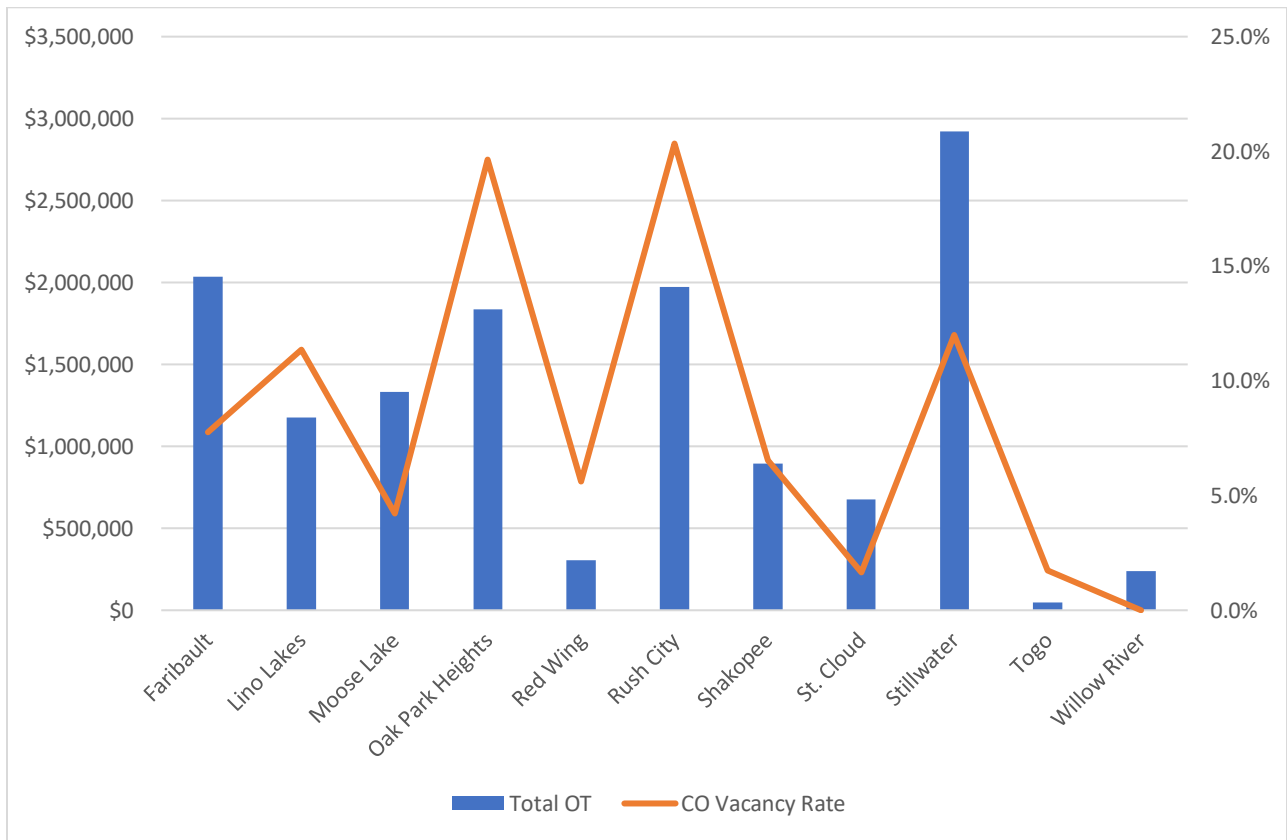
CHAPTER 2: CURRENT OPERATIONAL RISKS

This chapter highlights the primary areas of risk in current MNDOC operations, noted at most if not all facilities reviewed by the project team. Our review of actual staff duties and activities indicates that facilities, despite sometimes significant shortfalls in staffing, are making every effort to not shut down vital aspects of facility operations such as programs or recreation and are instead meeting operational requirements through increasingly heavy reliance on overtime. The development of adequate staffing plans for facilities, as described later in this report, is the most appropriate response to excessive overtime.

Overtime. MNDOC facilities incur substantial amounts of overtime. In FY 2022, correctional officer overtime totaled \$13.4 million. In certain circumstances, overtime is the most efficient and suitable option for covering a post position. For example, the use of overtime is appropriate when incurred in response to short-term vacancies, to fill posts that may have variable workloads, or to staff work functions that do not consistently require a full-time employee. Additionally, overtime can be incurred for off-site inmate medical or other appointments that are a significant distance from the facility, or that are delayed and result in the escorting officer needing to work past the end of their shift. For these occurrences, hiring full-time staff would be inefficient and result in more staff hours than required by the job assignment.

However, most typically, overtime is the result of the lack of staff to fill required posts. This can result from staff leave use or a structural imbalance between facility staffing requirements and available staff resources. On-site facility observations found this to be particularly true in MNDOC facilities. The pattern of MNDOC facility overtime spending roughly correlates with correctional officer vacancy rates, with the exceptions of Faribault, Moose Lake, and Stillwater showing higher levels of overtime than would be predicted by their vacancy rates.

Figure 2.1 Correctional Overtime Spending and Vacancy Rates by Facility



Looking at the amount of overtime hours worked, FY 2022 overtime hours were the equivalent of 176 correctional officers, with the two largest users of overtime, Faribault and Stillwater showing a close relationship between overtime utilization and the number of vacancies.

Table 2.1 Facility Overtime Hours Staff Equivalent and Vacancies

	Staff Equivalent – OT Hours Worked	Vacancies
Faribault	27.2	26.0
Lino Lakes	15.0	28.6
Moose Lake	17.6	9.0
Oak Park Heights	25.4	42.8
Red Wing	2.7	4.0
Rush City	26.3	41.7
Shakopee	12.1	9.0
St. Cloud	8.6	4.0
Stillwater	38.9	40.0
Togo	0.5	0.5
Willow River	1.9	-
Total	176.2	205.6

The consistent dependency on high levels of overtime to confront staffing shortfalls is detrimental to facility operations. While overtime is less expensive than the fully loaded cost of a staff position with benefits, there are also intangible costs associated with excessive overtime. Studies have shown that excessive overtime can lead to increased health risks/illnesses.² Increasing illnesses from excessive overtime can therefore increase absenteeism and use of leave time, thus creating a cycle where use of overtime creates the need for more overtime. Additionally, overtime has been shown to increase fatigue that can reduce an employee's productivity and attentiveness while at the same time increasing their risk for on-the-job injuries. Finally, staff retention can be negatively affected when they are faced with the regular requirement to work unscheduled overtime.

Heavy reliance on overtime to meet operational requirements is most apparent at Stillwater, Faribault, Rush City, and Oak Park Heights. A more specific issue is the use of mandated overtime assignments in the absence of volunteers to take on overtime. Mandated overtime assignments most typically affect staff with the least seniority and arguably are a major contributor to staff turnover. Data on the use of mandated overtime is generally not collected by institutions, so much of the information on its prevalence is anecdotal. The project team collected data on the use of mandatory overtime assignments for the week of June 26 – July 2, 2022. The reported data showed that the heaviest reliance on mandated overtime occurred on 3rd Watch, with Rush City and Oak Park Heights mandating 40 percent and 37 percent of overtime assignments respectively. Moose Lake showed by far the heaviest reliance on mandated overtime, followed by Rush City and Oak Park Heights. We recommend that the Department track the use of mandatory overtime by facilities to better document its prevalence and the conditions under which it is used. The Department should develop a list of common factors resulting in mandatory overtime and monitor the incidence of those conditions by site. The data collected can assist the Department in developing strategies for reducing this practice and can assist in determining when adding additional staff is cost effective.

Recommendation: Develop a system to track the use of mandatory overtime by facilities to better document its prevalence and the conditions under which it is used.

Command Staff Duty Coverage. We were generally impressed with the quality of facility managers and their relationships with staff. Staff in most facilities expressed appreciation for wardens and senior staff, emphasizing their willingness to engage with staff on issues.

Recommendation: Establish clear requirements and schedules for Officers of the Day duty that assure on-site weekend and evening supervisory coverage.

² Amendola, K. L., Weisburd, D., Hamilton, E., Jones, G., Slipka, M., Heitmann, A., ... & Tarkghen, E. (2011). *The shift length experiment: What we know about 8-, 10-, and 12-hour shifts in policing*. Washington, DC: Police Foundation; Senjo, S. R. (2011). Dangerous fatigue conditions: a study of police work and law enforcement administration. *Police Practice and Research: An International Journal*, 12(3), 235-252; Vila, Bryan, Gregory Morrison and Dennis Kenney. 2002. "Improving Shift Schedule and Work Hour Policies and Practices, to Increase Police Officer, Safety, Health and Performance." *Police Quarterly*, 5, 1: 4-24.

However, the Department should better define requirements for non-business hour tours by “Officers of the Day” or duty wardens. This should include requirements to be in the facility during evening hours and weekends. Wardens should be included in the Officer of the Day rotation and participate in weekend coverage.

Unit Lieutenant positions are spread thin, often with no coverage on weekends. As described earlier, weekend posts are often staffed by the least senior staff in the facility, making the availability of effective supervision critical.

Recommendation: Increase supervisory coverage. Current unit lieutenant positions are not sufficient to provide adequate supervision of facility operations. Ost facilities require additional Administrative/Support Lieutenant posts to provide support to existing unit lieutenants in their daily responsibilities as well as support to other areas as needed. These additional posts should be 5 days per week without relief and have different days off to ensure greater supervisory coverage on weekends.

The Assistant Warden of Administration has a very limited span of authority in correctional facilities, particularly with the implementation of shared services. It appears that this position would be more effective as the point person for programs and services, removing that responsibility from the Assistant Warden of Operations.

Recommendation: Vest the Assistant Warden of Administration position with responsibility as the facility point person for programs and services, coordinating with shared services managers.

A Team. “A” Team personnel appear to be highly respected and counted on by staff in all facilities. That said, the practice of establishing posts primarily dedicated to emergency response is unusual. While A Team officers do provide a number of other duties in support of facility security, the level of A Team staffing in some facilities appears high. This is an area where facility administrators must ensure that A Team post orders, and associated work duties make the best use of these resources.

CHAPTER 3: STAFFING FACTORS

Determining staffing needs in a correctional setting must consider a wide variety of factors. No two correctional facilities are the same and while all must perform the same type of tasks (housing offenders, providing access to programs and services, accommodating visitation, etc.), often the approach of how they accomplish these tasks can differ significantly. The number of staff needed must therefore be evaluated on a facility-by-facility basis. Factors taken into consideration in this analysis include:

- *Facility Mission:* The overall mission of a correctional facility plays a significant role in determining the number of staff needed. Some may offer more intensive inmate programs or off-grounds work crews that increase the staffing needs of the facility while others may have different staffing patterns based upon IP level.
- *Facility Layout.* The physical design/layout of a facility will greatly impact the minimum number of posts required to provide adequate supervision of the population. Those facilities that are efficiently designed and that provide clear lines of sight and reduce the need for IP movement can significantly reduce staffing needs.
- *Offender Classification.* The type of IPs housed and assigned to an area will have a large impact on the need for supervision and the potential risk level present. The standard classification system (maximum, medium, and minimum security) has a direct relationship to the staffing required. IPs who display the potential for aggressive behavior and have greater needs (mental health, protective custody, etc.) require more staff than lower custody inmates.
- *IP Movement Practices.* The degree of IP movement and the level of supervision of that movement relate directly to the degree of control exercised over IP behavior and the staffing required to enforce the desired level of control. Many modern correctional facilities provide access to recreation and programming activities near the housing units that reduce inmate movement.
- *Surveillance Technology.* Technology, which can be deployed to provide ongoing surveillance of inmate activity, can increase the efficiency of staff used to monitor multiple locations or blind spots in a facility.
- *Operating Procedures/Standards.* A correctional facility's operating procedures and standards provide a blueprint for staffing by outlining the duties required of staff in the conduct of their jobs.
- *Collective Bargaining Unit Agreements.* Collective bargaining unit agreements can play a major role in the staff needed to manage a correctional facility. Agreed upon shift schedules, post assignments and other factors may influence the number of staff needed.
- *Intensity and Access to Programs.* The intensity of programming in correctional facilities has increased in the past decade due to the research that supports the benefits of in-custody programming in reducing recidivism. But this additional programming has costs, both in the

professional staff needed to administer the programs and security staff required to escort and supervise areas where programming occurs.

- *National Mandates.* Mandates such as the Americans with Disabilities Act (ADA) and the Prison Rape Elimination Act (PREA) have increased staff workloads and altered security, housing, and program practices within correctional facilities.
- *Past History of Incidents.* After serious incidents, correctional facilities regularly conduct after-incident reviews and make changes to policies or practices. These changes can increase staff workloads in an effort to reduce the likelihood of future incidents.

The project team reviewed facility data, reports, and logs of officer activity through the day; conducted on-site interviews and focus groups with correctional officers and program staff; and observed operational activities to develop an understanding of how staffing needs and challenges to achieving program goals. Working with command staff in each facility, we developed activity logs which documented the amount of time required for activities supporting all correctional office job duties. A summary of correctional officer job functions tracked in these activity logs includes:

- Complete security log/update logs
- Organizing cleaning desk/sanitation
- Movement radio announcements
- Prepare daily call-out sheet
- Obtain movement updates from staff, I-share, e-mails
- Check out equipment from Master Control
- Cover 15 paid breaks
- Yard coverage
- Fence checks
- Medical escorts to Health Services
- Attend contractor meetings
- Confer with Maintenance Supervisors about construction projects
- Inform IPs of passes that were not entered into the controlled movement system
- Conduct controlled item inventory.
- Vehicle inspection
- Schedule transportation staff/fleet vehicle schedule
- Opening visiting ishare for scheduled visits
- COMS entry for visiting registration, metal detection, hand stamp
- Monitor Visiting from desk, public area,
- Monitor janitors
- Create KOP list
- Create LOP/UI/Lay in/Work suspension list and maintain
- Enter lay-ins into iShare
- Inform IPs of passes that were not entered into the controlled movement system, sick call.
- DX80 appointments
- Relaying messages from health services
- Organizing cleaning desk/sanitation
- Slider Door Operation, contraband search, hand stamp verification, I.D. verification
- Field Calls from living units
- Tool control check
- Exchange information and equipment with previous shift
- Roll call
- Report review
- Discipline summaries/NOV
- Discipline hearings
- Serving NOV/Negotiating Sanction
- Video archive
- COMS entry
- Evidence processing
- Unit/log documentation, movement

- Phone calls from program areas
- Kites/Communication 303.100
- Meal Supervision
- Meal Clean-up
- Pack-ups /non transfer
- Cell search
- Report writing
- Ticket writing
- Read communication log/previous day's incident reports
- Security rounds
- Cover movement post
- Cover 30 minutes unpaid beaks
- Lock checks
- Count 300.050
- Controlled items check
- Provide movement coverage
- Check I.P.'s for movement passes.
- Random area searches
- Open sallyport/truck gate
- Process truck/search vehicle
- Open/close sallyport gate/check vehicles
- Monitor cameras for all escorts coming in and out
- Search of visiting room for contraband, mirrors used
- Pat searches
- Unclothed body searches
- Security checks, doors and windows
- Transport IPs
- Process intakes
- Printing and preparing count sheets
- Pre-count/count
- Cell inspections - property list/I-Share/Inspection/filing
- Rooms assignment move processing
- Programming switches out/in
- SRD/Transfer
- Lock checks
- During initial round, check all IP cell doors to ensure they're secured
- Review JPAY visits
- Check and distribute mail
- Distribute passes/post pass list
- Conduct classroom attendance.
- Supervise IPs during pill distribution
- Restrained escorts/seg moves
- Outside fire checks
- Security rounds - perimeter
- Canteen distribution
- Property processing
- Property Search, transfers
- Complete IP property inventories
- Camera review while security rounds are being conducted
- Check all IP cell doors to ensure they're secured
- Review JPAY visits
- Distribute passes/post pass list
- Outdoor security rounds
- Respond to room duress activations
- Rooms Assignment Moves/processing
- Schedule haircuts, Ishare updates
- Medication pass/nurse escort
- Metal Detection / Search of returns
- Update Excel/COMS/Master roster for Segregation
- Lock checks
- Monitor recreation
- Pat search recreation group
- Escort I.P.s for discipline
- Tool audits
- Enter Tool information into database
- Receive and engrave tools

Each facility submitted activity logs that documented the amount of time spent on these activities and when the activities took place. In total the project team reviewed over 850 worksheets which documented correctional officer activity levels. The following table from Faribault is representative of the type of information available from these activity logs.

Table 3.1 Faribault - K4D Correctional Officer Activities/Minutes Required

Daily Schedule	0600	0700	0800	0900	1000	1100	1200	1300	1400	1500	1600	1700	1800	1900	2000	2100	2200	2300	2400
Administrative Activities																			
Exchange information and equipment with previous shift	15								15								15 mins		
<i>subtotal</i>	15								15								15		
Security Supervision																			
Security rounds					15								15			15	15	15	15
Outdoor Recreation													30	30					
Detention Recreation			60								30								
Conduct cell inspections- 2 staff required for Ips on detention status.																			
Supervise IP janitors, inspect the cleanliness				50	40			60							15				
Random area searches- paperwork						20			15					30	15				
<i>subtotal</i>			60	50	45	20		60	15		30		45	60	30	15	15	15	15
Healthcare																			
Nurse escort medication pass		45				30					30	20			30				
<i>subtotal</i>		45				30					30	20			30				
Dining																			
Meal Supervision	30						30					30							
Meal Clean-up	10						10					10							
<i>subtotal</i>	40						40					40							
Emergency/Non Routine																			
Packups / non transfer		20					20				20					25			
Cell Search					30										30				
Report Writing						20								30					
Ticket writing				15									15						

Upon developing this understanding of correctional officer activity levels, we then addressed correctional staffing requirements through a post assignment model. The post assignment model represents the primary method by which correctional facility staff deploy their security staff. The basics of a post model are:

- Duty stations (posts) are identified throughout the facility. Each post has specific defined responsibilities (post orders or post description) within the facility that governs their daily duties.
- Each post is identified as to the frequency with which it must be filled. The frequency is dependent upon how workload is spread throughout the day.
- Certain posts require constant coverage. For example, most housing units cannot be left vacant during hours when IPs are out of the cell. Even if the activities of a housing unit officer post don't keep them regularly engaged in active work, their very presence in the unit is required to be immediately responsive to help diffuse any potential incident and to provide oversight and supervision to IPs.
- Some posts may have a range of duties from escort, to providing break relief for other staff, to intermittently providing support or supervision to any functional area of the prison. These "Utility" or "Rover" posts have less defined duties but improve operational efficiency as they fulfill responsibilities that are critical but may not require full-time staff. In MNDoc, A-Team members often have "Utility" duties.
- Staff are then assigned to posts and remain on that post for a period of time.

The post model provides an organized structure for staffing that provides the following benefits:

- Efficient deployment of staff.
- Requires less staff planning/scheduling of staff. A shift roster can be developed that is consistently used. Daily scheduling requirements are then limited to filling post gaps due to unplanned staff absences.
- Provides consistency as staff remain on a single post all shift
- Provides consistency to IPs as they regularly interact with the same staff person on a post.
- Because staff are assigned to a post for a period of time, they can develop skills relative to that post and, in the case of posts related to IP supervision, can gain better knowledge of the individuals they supervise, and IPs will be provided consistency.

There are no real alternatives to the post model in use in modern prison systems. In very small jails security staff may be assigned to a pool and be deployed throughout the day to cover needed duties or responsibilities as they arise. But this will not work in a correctional facility due to the scale and complexity of security coverage requirements.

Summary. This review identified a need for 212.1 additional FTEs above current funded levels to support adequate staffing in Department facilities. Of this total need, 154.7 FTEs are correctional officers. Oak Park Heights and Moose Lake have the greatest staffing needs and the largest proposed increases in funded staffing.

Table 3.2 Funded and Recommended Staffing Levels

	Total Staff			Correctional Officers		
	Funded	Rec.	Change	Funded	Rec.	Change
Faribault	604.8	623.9	19.1	335.0	350.1	15.1
Lino Lakes	475.9	495.2	19.3	252.0	265.3	13.3
Moose Lake	353.0	390.7	37.7	214.0	243.6	29.6
Oak Park Heights	343.2	387.4	44.2	218.0	255.8	37.8
Red Wing	181.7	202.7	21.0	98.0	116.0	18.0
Rush City	345.6	355.2	9.6	205.0	209.6	4.6
Shakopee	265.8	280.4	14.6	138.0	146.6	8.6
St. Cloud	416.4	440.9	24.5	241.0	258.6	17.6
Stillwater	506.6	517.3	10.7	333.0	333.8	0.8
Togo	61.5	63.8	2.3	29.0	31.3	2.3
Willow River	66.0	75.0	9.0	31.0	38.0	7.0
Total	3,620.4	3,832.5	212.1	2,094.0	2,248.7	154.7

Recommendation: Implement recommended facility post rosters and seek funding to increase staffing to levels required to support these rosters. The recommendations call for an additional 212.1 FTEs.

The analysis also recognizes the significant challenge facilities face in filling vacancies, as well as the impact of these vacancies on operations. Recommended staffing levels in many cases represent substantial increases from current staffing levels. As shown below, most facilities have significant levels of staff vacancies, with Oak Park Heights, Faribault, Stillwater, and Rush City experiencing the most severe vacancy levels.

Table 3.3 Current and Recommended Staffing Levels

	Total Staff			Correctional Officers		
	Current	Rec.	Change	Current	Rec.	Change
Faribault	543.5	621.9	78.4	309.0	350.1	41.1
Lino Lakes	421.2	495.2	74.0	223.4	265.3	41.9
Moose Lake	334.9	390.7	55.8	205.0	243.6	38.6
Oak Park Heights	288.3	387.4	99.1	175.2	255.8	80.6
Red Wing	168.9	202.7	33.8	92.5	116.0	23.5
Rush City	290.2	355.2	65.0	163.3	209.6	46.3
Shakopee	243.9	280.4	36.5	129.0	146.6	17.6
St. Cloud	394.3	440.9	46.6	237.0	258.6	21.6
Stillwater	444.5	517.3	72.8	293.0	333.8	40.8

	Total Staff			Correctional Officers		
	Current	Rec.	Change	Current	Rec.	Change
Togo	60.0	63.8	3.8	28.5	31.3	2.8
Willow River	61.0	75.0	14.0	31.0	38.0	7.0
Total	3,250.7	3,830.5	579.8	1,886.9	2,248.7	361.8

Addressing MNDOC facility staffing needs will require additional staff, largely in response to the necessary increase in the SRF, as well as a concerted effort to improve recruitment retention, particularly at the facilities highlighted above.

Relief Factor. A correctional staffing analysis hinges on two important factors: a defined post plan and the development of an accurate shift relief factor. A shift relief factor (relief factor or SRF) is a measurement indicating the number of full-time equivalent positions (FTEs) needed to cover a single post. If a relief factor is 1.75, then it takes 1.75 FTEs to fill a post in the correctional facility.

Correctional facilities generally require 24-hour per day staff coverage of key posts responsible for supervision of incarcerated persons. A 24/7 post requires 8,760 hours per year of staff coverage (24 hours x 365 days). The shift relief factor calculates leave time and other time away for an assigned post to determine the average amount of time an officer is available for assignment to a post.

An accurate shift relief factor is therefore an important metric for several reasons. First, it precisely measures changes in staff leave usage and determines the impact of those changes on staffing needs. Second, it is vital for planning and budgeting purposes as it allows administrators to quickly identify the impact that adding or subtracting posts has on the number of funded positions needed.

In our experience shift relief factor levels are rising in correctional systems rising over time as a result of three factors:

- Increased use of leave time: Leave time usage including use of FMLA has increased significantly in the past decade. During the COVID-19 pandemic, sick leave usage soared.
- High turnover rates: Correctional staff turnover, especially in the correctional officer ranks has been very high across the country. Shift relief factors are impacted by high turnover rates as newly hired staff are not able to fill a post for a significant period of time while they are in pre-service training.
- Increasing training requirements: Litigation, legislation, and operational needs have increased the amount of annual training staff must attend off post.

Outdated shift relief factors understate the number of staff needed to complete a set amount of work. In many jurisdictions, the updated shift relief factor is more than 10 percent higher than the previous SRF, thus accounting for a need for 10 percent more staff just to get the same amount of work done.

The project team approached the task of developing a shift relief factor by applying the generally accepted methodology used by many justice system agencies throughout the United States. Detailed

descriptions of the methodology may be found in the *Staffing Analysis Workbook for Jails, 2nd edition* published in 2003 by the National Institute of Corrections³.

The relief factor calculation may be summarized as follows.

Figure 3.1 Shift Relief Factor Calculation – 8 Hour Shift

$$\text{Shift Relief Factor} = \frac{\text{Total Hours Post Must be Filled } = 2,922}{\text{Hours Employee Can Fill a Post}} \\ \text{(Assigned hours (2,087) minus leave, training, breaks)}$$

The shift relief factor is calculated by dividing the **hours per year a post must be filled**, by the **hours an average employee is available to fill a post** (Net Annual Work Hours). The Net Annual Work Hours is calculated by subtracting leave usage, training time away from post, and any break time from the total hours the employee is assigned to work in a year.

Therefore, two data elements must therefore be determined to arrive at an accurate relief factor:

- **Total Hours Post Must Be Filled in a Year:** The total hours a post must be filled is easily calculated. An 8-hour shift must be filled 2,922 hours. This is calculated by multiplying the number of days in a year (365.25 when leap year is considered) by the hours present on post during a shift (8 hours).
- **Total Hours Average Employee Can Fill a Post:** Known as the Net Annual Work Hours (NAWH) this element provides the hours per year an average employee is actually available to fill a post. It takes into account the following:
 - **Hours assigned to fill a post:** Employees working an 8-hour shift are assigned to work approximately 2,087 hours per year. (40 hours per week multiplied by 52.18 weeks per year with leap year considered).
 - **Hours away from assigned post coverage:** Even though an employee may be assigned to work 2,087 hours per year, they will not actually be able to fill a post to that level. This is due to three factors:
 - Use of leave time,
 - Training time that takes them away from post coverage, and
 - Break time during their shift.

Development of the NAWH is calculated by subtracting hours for these 3 factors from the hours assigned to fill a post (2,087).

³ Liebert, D. and Miller, R., *Staffing Analysis Workbook for Jails*, National Institute of Corrections, 2001.

Once an accurate relief factor is developed, it is applied to those posts that require relief. In correctional facilities security posts are defined as either “Relief Posts” or “Non-Relief Posts.”

- **Relief Posts:** Most security staff posts within a correctional facility must be filled 24 hours a day, 365 days a year. A common example includes housing unit posts that supervise in-custody individuals in the living units. Because these posts cannot be left vacant, they are designated as “relief posts” or “relievable”. In determining the number of FTEs needed, the calculated shift relief factor will be applied to all relief posts.
- **Non-Relief Posts:** There are also some posts that can be left vacant when staff aren’t available. For example, posts that have administrative duties and don’t directly supervise the incarcerated population can be closed when staff aren’t present. Because these posts are not relieved, the shift relief factor is not applied to them in the staffing analysis.

The three factors that reduce staff hours available for post coverage are use of leave time, training requirements and work rules mandating break and lunch time off. The following analysis summarizes the calculation of time away from post coverage required to address these factors.

Leave Data. MNDOC provided three fiscal years’ worth of comprehensive leave data (FY2020, FY2021, and FY2022) that identified the total hours of correctional officer leave usage. The following table summarizes the total hours of leave

Table 3.4 Total CO Leave Usage

Leave Type	FY2020	FY2021	FY2022
Comp Time Taken	39,874.89	40,840.36	61,077.99
COVID-19 Paid Leave	44,080.65	-	-
Leave Donation Used – Hourly	-	2,212.51	3,940.00
Leave W/O Pay-Sched Hrs Not Work	12,121.94	22,382.68	32,419.97
Floating Holiday	15,953.33	15,572.00	15,595.31
Fam Med Leave - LWO/Workers Comp	3,915.08	5,532.27	6,590.10
Fam Med Leave Comp Taken	3,706.34	3,592.19	6,384.72
FMLA-COVID19	872.00	-	-
Fam Med Leave Floating Holiday	316.00	360.00	538.83
Fam Med Leave Holiday	8.00	24.00	40.00
Fam Med Leave Injured On Duty	674.67	240.44	815.17
Fam Med Leave No Pay	20,519.58	23,347.09	34,036.50
Fam Med Miscellaneous Leave	-	-	3,138.25
Fam Med Leave Sick	38,367.53	31,173.85	41,081.92
Fam Med Leave Vacation	31,155.37	28,318.99	38,050.30
Unpaid COVID19 Expanded FMLA	-	138.35	-
Fam Med Paid Parental Leave	10,728.50	8,982.00	9,648.00
Holiday Pay	32.00	20.00	148.00
Injured On Duty Pay	687.05	639.51	597.51
Jury Duty Leave	238.75	108.42	322.50
Leave W/O Pay-Workers Comp Only	6,748.02	21,025.67	23,356.82

Leave Type	FY2020	FY2021	FY2022
Military Leave	8,762.00	6,389.25	6,301.75
Military Leave Unpaid-Accruals	24,092.06	33,545.50	15,085.00
Military Leave Unpaid-No Accruals	-	-	-
Miscellaneous Leave	2,758.50	3,813.50	8,442.31
Paid Parental Leave Taken	5,933.50	2,824.00	4,408.00
Sick Leave	136,072.84	145,846.37	165,027.29
Training	168.00	197.50	56.00
Union Leave W/O Pay-Leave Accrual	88.00	96.25	47.50
Union Leave - Unpaid No Accruals	21.50	2.00	-
Vacation Leave	457,345.43	458,158.61	441,746.37
Union Leave - Unpaid No Accruals	1,112.00	504.00	904.00
TOTAL LEAVE	866,353.53	855,877.31	919,800.01

The MNDoc also provided the average number of correctional officers for each of the three years, which provides a basis for calculating the amount of leave used on average by an officer.

Table 3.5 Average Correctional Officers per Year

Position	FY2020	FY2021	FY2022
Correctional Officer 1	195	197	192
Correctional Officer 2	1,346	1,371	1,331
Correctional Officer 3	386	386	388
Total – All COs	1,927	1,954	1,911

CO Average Leave Usage: Based on an analysis of data files, average leave usage by COs for each of leave category in FY2020, FY2021 and FY2022 is provided in the following table:

Table 3.6 Three-Year Correctional Officer Average Leave Usage

Leave Type	FY2020	FY2021	FY2022
Comp Time Taken	20.69	20.90	31.96
COVID-19 Paid Leave	22.88	-	-
Leave Donation Used – Hourly	-	1.13	2.06
Leave W/O Pay-Sched Hrs Not Work	6.29	11.45	16.96
Floating Holiday	8.28	7.97	8.16
Fam Med Leave - LWO/Workers Comp	2.03	2.83	3.45
Fam Med Leave Comp Taken	1.92	1.84	3.34
FMLA-COVID19	0.45	-	-
Fam Med Leave Floating Holiday	0.16	0.18	0.28
Fam Med Leave Holiday	0.00	0.01	0.02
Fam Med Leave Injured On Duty	0.35	0.12	0.43
Fam Med Leave No Pay	10.65	11.95	17.81
Fam Med Miscellaneous Leave	-	-	1.64

Leave Type	FY2020	FY2021	FY2022
Fam Med Leave Sick	19.91	15.95	21.50
Fam Med Leave Vacation	16.17	14.49	19.91
Unpaid COVID19 Expanded FMLA	-	0.07	-
Fam Med Paid Parental Leave	5.57	4.60	5.05
Holiday Pay	0.02	0.01	0.08
Injured On Duty Pay	0.36	0.33	0.31
Jury Duty Leave	0.12	0.06	0.17
Leave W/O Pay-Workers Comp Only	3.50	10.76	12.22
Military Leave	4.55	3.27	3.30
Military Leave Unpaid-Accruals	12.50	17.17	7.89
Military Leave Unpaid-No Accruals	-	-	-
Miscellaneous Leave	1.43	1.95	4.42
Paid Parental Leave Taken	3.08	1.45	2.31
Sick Leave	70.61	74.64	86.36
Training	0.09	0.10	0.03
Union Leave W/O Pay-Leave Accrual	0.05	0.05	0.02
Union Leave - Unpaid No Accruals	0.01	0.00	-
Vacation Leave	237.34	234.47	231.16
Union Leave - Unpaid No Accruals	0.58	0.26	0.47
TOTAL AVERAGE LEAVE	449.59	438.02	481.32

Average leave usage for CO's dropped by 11.57 hours or 3 percent from FY2020 to FY2021 before rising by 10 percent in FY2022. Over this three-year period average leave usage increased by 31.83 hours or 7.1 percent. This increase in leave usage is driven by increases in several leave categories shown below

Table 3.7 Leave Drivers

Leave Category	FY2020	FY2022	Hours Increase	% Increase
Sick Leave	70.61	86.36	15.75	22%
Leave W/O Pay-Sched Hours Not Work	6.29	16.96	10.67	170%
Fam Med Leave No Pay	10.65	17.81	7.16	67%
Leave W/O Pay-Workers Comp Only	3.50	12.22	8.72	249%

Consistent with what we have found in other correctional systems, this increase is fueled by virus-related absenteeism during the COVID-19 pandemic. During this time, it is likely that illness and the increased use of overtime have led staff to exhaust all means of paid leave usage and increasingly turned to unpaid leave to get a break from their work schedule.

What is clear is that MNDoc experiences high levels of leave usage. The FY2022 level of leave usage equates to staff taking an equivalent of nearly 1 leave day off out of every 4 assigned workdays. It also means staff are unable to fill 60 of the 260 assigned 8-hour shifts in a year.

Training Time: Two types of training must be considered in the shift relief factor calculation: annual training and new hire training.

- **Annual Training:** Per interviews, each correctional officer should participate in a minimum of 40 hours per year of annual training away from post. Therefore, the relief factor calculation for COs will assume 40 hours of annual training.
- **New Hire Training:** Newly hired COs must participate in 240 hours of pre-service training. To determine the hours an average CO is away from post for new hire training, MNDOC provided the following data regarding CO New hires in each year and the number that dropped out during training:

Table 3.8 New Hire CO Trainees and Dropouts

Year	CO Trainee Hires	Completers	Drop-Outs
FY2020	233	217	16
FY2021	256	234	22
FY2022	409	311	98

MNDOC recently simplified its interview and selection process for correctional officers. The data suggests that this has helped increase the number of new hires, but also may support a higher level of non-completers who drop out before pre-service training is completed. MNDOC should continue to review the benefits and costs of these recruitment changes.

To calculate the number of hours the average CO is in training, we multiply the total pre-service hours (240) by the number of completers. For dropouts we assumed each recruit completed 25 percent or 60 hours of training before they terminated. Based on that information, the total hours of academy training and the average hour per CO is shown in the following table:

Table 3.9 New Hire Pre-Service Training Hours

	FY2020	FY2021	FY2022
Total Pre-Service Training Hours	53,040	57,480	80,520
Average COs	1,927	1,954	1,911
Average Pre-Service Training Hours per CO	27.5	29.4	42.1

When combined with the annual training hours per employee (40 hours), Table 3.10 identifies the annual training hours away from post that will be used in the shift relief factor calculation.

Table 3.10 CO Estimated Average Training Hours Away from Post

	FY2020	FY2021	FY2022
Annual Training	40	40	40
Average Pre-Service Training Hours Per CO	27.5	29.4	42.1
Total – Average Training Hours per CO	67.5	69.4	82.1

Break Hours: Correctional officers in MNDOC are provided 30 minutes of paid break for every 8 hour shift. Consequently, the shift relief factor calculation will assume staff receive a 30-minute break on days when they fill a post.

Using the assumptions described above, Table 4.8 summarizes the shift relief factor calculation correctional officers.

Table 3.11 CO Relief Factor Calculation

	FY2020	FY2021	FY2022
Average Number of Employees	1,927	1,954	1,911
Annual Post Hours per Shift	2,922	2,922	2,922
Annual Hours Employees Assigned	2,087	2,087	2,087
Average Hours Away from Post			
Leave Usage	449.59	438.02	481.32
Training	67.52	69.42	82.14
Breaks	98.12	98.72	95.22
Total Hours Away from Post	615.23	606.16	658.68
Net Annual Work Hours (NAWH)	1,471.77	1,480.84	1,428.32
Shift Relief Factor: 8-hour, 7-day post with relief	1.99	1.97	2.05
Relief Factor: 24/7	5.96	5.92	6.14

The shift relief factor decreased slightly from 1.99 in FY2020, to 1.97 in FY2021 before increasing to 2.05 in FY2021. For the MNDOC staffing analysis we will use the average SRF over these three years of 2.00.

The MNDOC's current shift relief factor for correctional officers is 1.79. The calculated relief factor of 2.00 represents an increase of 12 percent over the current SRF. This means that given increased leave usage and higher staff turnover, it takes 12 percent more staff hours to complete the same amount of work as it did when the former relief factor was calculated.

Registered Nurse Shift Relief Factor

Different classes of employees have different leave use patterns and accordingly require unique shift relief factors. In discussions with agency medical administrators and facility health care staff, there are informal requirements for a minimum number of Registered Nurse positions to be on post throughout the day. Some facilities currently have 24-hour nursing coverage while others do not. Therefore, developing a shift relief factor for registered nurse positions is important to understanding the number of RN FTEs needed to assure adequate levels of staff coverage.

The development of an RN shift relief factor follows the same process as was completed for correctional officers.

RN Leave: MNDOC provided leave usage for four fiscal years for registered nurse positions as well as the average number of staff in those positions. Based on this information, the average leave usage per RN is shown in the following table:

Table 3.12 RN Leave Use

Leave Type	FY2019	FY2020	FY2021	FY2022
Comp Time Taken	30.24	26.89	33.50	35.98
COVID-19 Paid Leave	-	27.88	-	-
Leave W/O Pay-Sched Hours Not Work	2.13	1.68	11.78	9.79
FMLA and Paid ETS Leave	-	-	-	0.12
Floating Holiday	7.96	7.83	7.75	8.71
Fam Med Leave - LWO/Workers Comp	1.80	-	2.41	3.25
Fam Med Leave Comp Taken	4.99	3.10	4.51	5.70
FMLA-COVID19	-	3.96	-	-
Fam Med Leave Floating Holiday	0.23	0.39	0.16	0.42
Fam Med Leave Holiday	1.71	0.78	0.89	1.41
Fam Med Leave No Pay	21.91	13.31	15.96	15.53
Fam Med Miscellaneous Leave	-	-	-	1.55
Fam Med Leave Sick	28.54	24.30	18.65	25.00
Fam Med Leave Vacation	10.31	4.46	12.15	12.28
Fam Med Paid Parental Leave	6.83	2.14	5.88	8.17
Holiday Pay	34.48	38.94	34.87	38.27
Jury Duty Leave	0.27	0.16	-	0.22
Leave W/O Pay-Workers Comp Only	1.02	0.81	1.86	3.39
Military Leave	0.23	-	-	2.32
Miscellaneous Leave	1.94	2.38	4.62	9.81
Paid Parental Leave Taken	0.85	2.14	-	2.15
Sick Leave	65.93	61.14	64.88	82.22
Training	-	-	0.16	-
Vacation Leave	144.12	134.15	126.05	155.37
Total Average Leave Usage	365.48	356.42	346.06	421.65

Average leave usage per RN increased by 15 percent between FY2019 and FY2022 rising to 421.65. The main drivers of this increase were increased sick leave usage which increased by 16.29 hours (25 percent), Miscellaneous leave which increased by 7.87 hours (405 percent) and Leave Without Pay – Scheduled Hours Not Worked which increased by 7.66 hours (359 percent).

Break Time: The Minnesota Nurses Association Bargaining Unit contract, Article 4, Sections 2 and 3 all for a thirty-minute lunch break and 2, 15-minute rest periods per 8-hour shift. Based on this our shift relief factor calculation will assume staff get 1 hour in total break time for every 8-hour shift worked.

Training: Given discussions with agency staff, we assume RNs receive approximately 40 hours of annual training that takes them away from providing direct care services to the IPs.

Based on the leave data, and break and training assumptions, Table 3.13 provides the shift relief factor calculations for the past four fiscal years.

Table 3.13 RN Relief Factor Calculation

	FY2019	FY2020	FY2021	FY2022
Average Number of Employees*	113	118	122	116
Annual Post Hours per Shift	2,922	2,922	2,922	2,922
Annual Hours Employees Assigned	2,087	2,087	2,087	2,087
Average Hours Away from Post				
Leave Usage	365.48	356.42	346.06	421.65
Training	40.00	40.00	40.00	40.00
Breaks	210.19	211.32	212.62	203.17
Total Hours Away from Post	615.67	607.75	598.68	664.82
Net Annual Work Hours (NAWH)	<i>1,471.33</i>	<i>1,479.25</i>	<i>1,488.32</i>	<i>1,422.18</i>
Shift Relief Factor: 8-hour, 7-day post with relief	1.99	1.98	1.96	2.05
Relief Factor: 24/7	5.96	5.93	5.89	6.16

*Average number of Employees includes Registered Nurses, Registered Nurse Seniors and Registered Nurse Advanced Practice

Between FY2019 and FY2022, the shift relief factor ranged between 1.96 and 2.05. The average over this 4-year period is **1.99**, which is 17 percent higher than what is reportedly used by the agency for nursing staff (1.70). This means the agency would need 17 percent more FTEs just to get the same amount of work done.

Light Duty. Staff who are not physically or mentally able to conduct the normal duties associated with their assigned post may be placed on “light duty,” which typically entails a job assignment that does not have contact with inmates or that has minimal physical requirements. Examples could include working in a control room, screening mail, or conducting administrative duties. Many correctional systems have large numbers of officers in this status, which can make it difficult to efficiently cover normal facility operating functions.

The MNDOC does not maintain a central database on staff in light duty status. The project team surveyed each facility for a current snapshot of the number of staff in light duty status, the reason for the assignment and the length of time in that status. Table 3.14 summarizes this data.

Table 3.14 Officers in Light Duty Status

	# of Staff	Time in Status	Cause for Status
Faribault	2	2 months	medical
Lino Lakes	4	NA	medical
Moose Lake	4	NA	medical
Oak Park Heights	1	NA	medical
Red Wing	0	NA	NA
Rush City	0	NA	NA
Shakopee	0	NA	NA
St. Cloud	1	NA	medical

	# of Staff	Time in Status	Cause for Status
Stillwater	2	5 months	medical
Togo	0	NA	NA
Willow River	0	NA	NA
Total	14		

Facilities that did not provide a length of time in light duty status indicated the staff go on and off light duty quickly, and that the numbers of staff in this status are a moving target that changes continually. Frequently they will move from light duty to medical leave status and back. The consensus view of the larger facilities surveyed was that they experience 2-3 staff on light duty at any given time. These numbers are far below those experienced in other state correctional systems.

CHAPTER 4: POLICY AND PROCEDURES

In this section of the report, we review select MNDOC security policies in comparison to similar policies utilized by comparable correctional agencies. Where applicable, principles contained in standards of the American Correctional Association were used to provide some suggested inclusions, revisions, or deletions.

The policies reviewed were generally well written and clear, however varied in their level of specificity. Some, such as the policy on Case Management [203.010] were very detailed, while others were broad, and more general in nature. The different level of detail is not uncommon and often the result of a number of factors, including the importance of the policy relative to agency operations, and the fact that policies are authored by different subject matter experts.

There are direct impacts from the differing level of detail in policies. When policies are very detailed and staff duties are specifically described, it is important that an audit system is in place to ensure that all responsibilities outlined in policy are accurately performed. In policies that are more general and are dependent on other related protocols or directives, it is important that those guidelines are highlighted in the policy for easy referral. We found identification of those related MNDOC policies or protocols was present in many policies that were reviewed in this process.

The following represents our review of specific agency policies.

Policy Review

103.010 Job Classification and Review

- Definitions: Given the recent Shared Services initiative, to ensure clarity it would be beneficial to include definitions for the following terms:
 - HR Staffing
 - HR Staffing Supervisor
 - Regional HR
 - Financial Services Supervisor
- B.5 This section requires the Regional HR staff collaborate with the facility appointing authority to recommend the number of essential security staff needed for full coverage. We recommend that this section be re-written. In most correctional systems, HR is not deeply involved in, nor fully understands correctional facility staffing requirements and post deployment. As a result, HR likely cannot add value in determining the number of officers needed. Instead, MNDOC has an opportunity to establish a more standardized post deployment system for the agency relative to security staff. In this proposed system, a central office security authority, in collaboration with each facility warden will develop a post plan for each security shift and each day of the week. Then, this approved post deployment plan will serve as the driver for facility security staff funding. Enough flexibility can be created in this process to address emergency or intermittent needs. This allows for system consistency. The following proposed change in this policy is recommended: *“Annually the warden of each facility will recommend the necessary post assignments to safely manage the facility, and meet with the designated central office security*

administrator and the Associate Commissioner. Once agreement is achieved on the post allocation and deployment, the relief factor will be applied resulting in the number of security staff needed. That number would be confirmed in a funding letter through MNDOC's Chief of Finance. Each year this process would be repeated annually or more often when mission changes take place or when unit closures or expansions occur."

- B.6 This section requires HR and Financial Services meet every other month to review vacant positions to determine positions that may be abolished. We recommend others in the agency be involved in this process. For non-security positions the administrative head with responsibility over the vacant position should be included in the review process when the position has been vacant for more than 6 months. For security positions, the facility administrator should be involved in the process on an annual basis. Any changes including abolished positions should be reflected in a revised authorization letter by the Finance Chief.

103.400 Employee Training

- B.3.b We recommend adding the following two responsibilities to gain input into potential training improvements:
 - Evaluate the effectiveness of the FTO program based on voluntary and involuntary separations and new officer input.
 - Meet with representatives from new employees hired to determine how training could be improved to support their transition.

103.411 Field Training Officer Program

- Add "facility employee development supervisor" in the definitions section.
- The policy is detailed and provides a sound framework for the FTO Program. Potential additions to policy include:
 - Identify a recommended or maximum ratio of new officers to an FTO.
 - Clarify whether the FTO responsibilities are in addition to being assigned to a security post.
 - This program should require field site visits of FTO practices be conducted for quality assurance purposes. Site visits should include an assessment of the quality of FTO training at the facility and whether other factors are negatively impacting the training, including the collateral duties assigned to FTOs.

103.425 Mentor Program

- In the "Policy" statement of this policy, it indicates that the Mentor program is for new employees, transfers and newly promoted staff. The policy does not specify if the Mentor Program includes correction officers. If it does, it should detail the difference between this program and the FTO Program. If it does not include officers this should be clarified in the purpose.
- In definitions section add "facility employee development director." This title is referenced in the policy but not defined.

- B. Regarding designating mentor program advisors, under Shared services, the policy does not clarify whether the warden still appoints mentor program advisors?
- This is another very good program that could be supported by a developed audit program, that regularly evaluates its effectiveness.

106.114 IP Hearings

- Despite the title of this policy being IP Hearings, “offender” is used throughout the body of the policy. Recommend revise policy to reflect use of “incarcerated persons” instead of “offenders.”
- C.4.a.3 In a disciplinary hearing there is not an indication of the “standard of proof”. Other hearing types in this policy have this designation.
- D. The policy should require an IP receive a copy of the disposition regardless of the decision.

203.010 Case Management

This is a very detailed and comprehensive policy covering performance and training expectations for case managers and case management supervisors. Given the complexity and quantity of these expectations, this policy and expected practices would be ideal for internal audits. Part of the audit process may incorporate focus groups of case managers to ask what duties they feel are most critical and what duties outlined in this policy are a challenge to regularly complete.

- D.14 This section of the policy requires case managers: “Arrange delegations and legal calls/visits” In policy this appears to be a limited responsibility of case managers, but our on-site visits found that, in implementation, this requirement is very time consuming. First, case managers not only arranged these meetings/calls but also regularly supervised them, and they normally occur in an office setting. Additionally, there is a belief that there must be two staff in the room because of PREA reasons. (The project team is not aware of PREA having this requirement). Because of short staffing, the two people actually supervising these calls are often both case managers, who do not add to the quality of the call, but only provide a quasi-security function. These calls can be frequent and lengthy. It is recommended that an area that can be monitored virtually be identified where security personnel could observe the calls without the use of case managers, except to arrange the calls as specified in the policy.
- For the effective implementation of unit management, case managers should be assigned to housing units where their caseload lives. However, in most MNDoc facilities, IPs are housed by work location (e.g. industries IPs are all housed in the same unit) and case manager caseloads are spread across units. While there are some benefits to housing by work assignment, especially during the COVID-19 pandemic, having case manager caseloads in units separate from their office runs counter to good unit management. Assigning case managers offices in units where their caseload is housed enhances a “team” approach to managing units. It allows for increased and extemporaneous interaction between IPs and their case managers, something that cannot routinely occur with the current practice. It allows case managers to regularly walk around the unit and have impromptu discussions with IPs, getting better input

from housing unit security staff relative to IP behavior. This results in officers and case managers developing an enhanced working relationship that can anticipate unit concerns before they become serious incidents. From its origin, the mission of unit management has been *“to be responsive to the concerns of the staff and needs of the IPs in the unit”*. Good unit management has not only been shown to reduce negative incidents but can also support staff retention with staff feeling like part of a team with a common mission.

203.016 Classification and Assessment

This policy is detailed and effectively links the community to prison. No suggested changes.

203.120 Writs and Orders of Transportation

No suggested changes.

205.140 Adult Offender reentry Services and Programs

The policy focuses on reentry with an 18-hour pre-release curriculum as well as Transition Resource Centers. No changes recommended.

301.075 Crisis intervention Teams

The focus on CIT is positive and is impactful.

- 3.d.9 – We suggest the following addition to this policy: *“Ensure that all shifts and days of the week have staff regularly scheduled that have successfully completed CIT.”* This would more clearly require that CIT trained staff be available 24 hours per day.

301.085 Administrative Segregation

- C.1 This section of the policy indicates the “warden and other facility administrators must regularly review offenders in administrative segregation status.” However, there is no frequency defined for the term “regularly.” Its use is unclear and should be further defined.
- This policy does not indicate that wardens and/or officers of the day regularly tour the administrative segregation housing. We do note there is an “Officer of the Day” policy (300.200) that provides very general guidelines for facility tours. This policy allows the warden discretion to designate staff to serve as officer of the day, so there may be no consistent designation across facilities. The policy also lists very limited responsibilities for the role including “Visiting living and program areas of the facility.” However, it is a sound supervision practice, and as is found in other state correctional systems the policy should include more defined expectations for the frequency of rounds by wardens, associate wardens, and captains and any other individual designated as Officer of the Day. Some areas, such as housing, program spaces, and service areas (health care, food services, etc.) should require more frequent rounds, while non-IP areas (administrative spaces, warehouses, etc.) would be less frequent. In regard to facility wardens, It is recommended that the warden physically tour areas at least weekly. These tours should be documented.

- D.2 We recommend this section of the policy be modified to include that any restrictions of privileges must be documented and reviewed daily during the captain's rounds.

301.095 Central Transportation

- It is recommended that staffing levels for transportation trips be detailed in the policy or there be a clear reference to another policy or protocol. The number of transport staff required may vary by the type of IP being transported or by other conditions. There should be a statement in policy that a non-emergency trip will not to be taken unless minimum staffing is available.
- A.9.c. If it is determined that a pregnant IP is to be restrained for reasons outlined in the policy, those specific reasons should be documented.

500.010 Health Services

- With several MNDoc facilities not having 24-hour nursing coverage, it is recommended that guidelines be included that provide correctional staff with direction on handling medical events when healthcare staff are not present, (e.g. contact on-call medical authority etc.)

500.250 Sick Call

No suggested changes.

500.306 Suicide and Self Injury Prevention

- Continuing Observation Status states, "continuing and frequent". Based on the reading of the policy and observing this in the field, it does not appear to be "constant". A definition of "frequent" may be necessary for guidance to staff and in the anticipation of litigation.

103.238 Correction Officer Post Rotation

Good policy – no suggested changes. Given staffing challenges it may be important to audit this practice to determine if it is able to be achieved.

103.410 In-Service Training

- Minnesota has established substantial training for supervisors and managers that is to be completed within a year or 18 months of their appointment. We encourage "coaching" be added to the curriculum for both supervisors and managers. Further additional training requirements are in place for CO3's and A-Team members. An audit would be helpful to determine if these expectations are being met with the staffing challenges that exist currently.

103.420 Pre-Service and Orientation Training

- The policy states that a corrections officer must attend 160 hours of academy training during their **first year** of employment. It also states that non-correction officer staff must receive 80 hours of academy training [pre-service] during their **first year** of employment. This does not clarify whether an officer or non-correctional staff can assume full duties prior to completing pre-service requirements. The project team is aware of another state correctional system that

formerly had a practice of allowing new officers to hold a security post before they completed pre-service training requirements. This state experienced a major disturbance and the lack of training for new staff was found to have contributed to the loss of staff life. It is recommended that a statement in policy exist that states that correction officers cannot independently hold a security post and non-security staff may not have independent contact with IPs until all pre-service training requirements [including OJT for officers] have been successfully met.

106.113 Violation Response

No suggested changes.

202.100 Classification

No suggested changes.

203.015 Offender Risk Assessments

No suggested changes.

203.025 Transportation of Releases

- Policy should identify the required number of staff supervising transport or provide a reference to a policy that identifies staffing requirements.

204.005 Offender Programming – Facilities

- B. This policy states “There are three tiers of programming provided at facilities; evidence based, promising, and institutional management.” However, it provides no specific guidance as to which programs fit into each of these tiers. Policy should either list all specific programs that are determined to the evidenced-based programs or direct to a document that lists where these programs can be found.
- It is recommended that there be a statement that ensures that all individuals conducting these programs are certified to facilitate them.

205.150 Conditional Release – Non-Violent Controlled Substance Offenders

- 3.d.2. The policy states that a letter to the prosecutor and sentencing court is sent from the agency with 30 days to respond. However, it is unclear what happens if there is no response or even if one or more disapprove of the release. To maximize this program, it might be an opportunity to pursue a change that would provide as much discretion to the Commissioner as possible. This would include language that indicates if no response is received, , the ultimate decision is the Commissioners [which may be the case now]. Further the responses could be only advisory with the final decision left to the Commissioner. This probably would require a legislative change above the level of a policy, but this seems to open an opportunity to place appropriate IPs in a more suitable treatment environment.

301.083 Restrictive Housing

- The policy is not clear in addressing the definition of “Restrictive Housing.” ACA defines restrictive housing in terms of degree of confinement in a cell, (22 hours/day or more). Therefore, restrictive housing is a condition of confinement, not a physical location. In other words, areas that are designated to house IPs in restrictive housing may have a number of IPs not classified as being in Restrictive Housing because they are out their cell for more than 2 hours per day, whether it be for programming, recreation, watching TV, or reading even if secured to a table or chair. The number of individuals in Restrictive Housing (22 hours/day or more) is an initial indicator of the appropriateness of its use. Systems that have 2-3 percent of their population in restrictive housing are typically viewed as being in line with national standards. There have been a few systems that have eliminated use of RH by making sure the IPs are out of their cells more than 2 hours every day.
- A 9. This section should identify the expectations for mental health staff to make cell-to-cell rounds, similar to medical staff. At least a weekly round is recommended.
- H. This section on reporting requires an annual report to be completed and forwarded to central office. It is recommended that this report also include the length of time individual IPs have spent in restrictive housing.
- Areas containing those in restrictive housing provide the greatest risk to facilities for significant incidents including suicides and assaults. It is recommended that this policy, or the Officer of the Day policy require the warden to make weekly rounds in the restrictive housing area and daily rounds by the highest-ranking security supervisor.

301.088 Restrictive Housing Step Down Management Program

- B. Regarding criteria for referral, we recommend considering adding chronic restrictive housing placements in addition to those serious violations currently in place. Space may limit the agency’s ability to make this addition.
- It is generally common practice for agencies to utilize a step-down program for any IP that has spent 30 days or more in restrictive housing. This is also consistent with ACA standards.

301.096 Medical Transportation

- C.3.d. This policy allows for discretion to place restraints on pregnant females. This places the agency in a vulnerable position for litigation. While at times it may be necessary to use restraints, it should be an uncommon activity and must be documented for one or more of the reasons stated in the policy.

500.180 Medical Transfers

- This policy is well written. However, as noted in other transport policies reviewed, the policy should include the minimum staffing and gender requirements, or the policy should point to a document that includes these staffing requirements. It is also recommended that transports not take place unless minimum staffing requirements are achieved.

500.300 Mental Health Observation

- The policy doesn't appear to clearly identify that the conditions for mental health observation are prepared by a mental health practitioner including defining frequency of observation. This is critical not only for the welfare of the IP but also to protect the facility and those supervision actions should be clearly documented.
- B.2. This section provides for a watch commander to be able to place someone in mental health observation. While this is a necessary practice, the policy further states the conditions under these circumstances is to be the "most restrictive". Whatever the "most restrictive conditions" are those should be clearly written for the staff to be able to achieve. Does the watch commander prepare those conditions? Are there prepared most restrictive conditions that exist in the event this happens? Does a mental health professional provide directions to the watch commander? Given the sensitive nature of this placement, there should be clarification of the conditions when a watch commander takes this action.

This policy and others still most often refer to those incarcerated as "offenders". It is recommended that if the intent of the agency is to standardize the use of the term "Incarcerated Persons" (IPs), that the policies be made consistent with this terminology.

Security Audits. While the primary purpose of this review was not to conduct facility security audits, project team members did note inconsistencies in facility security practices that could pose threats to safety and security. Examples of the inconsistent practices include:

- Tool control at multiple sites did not follow accepted security practices. It should be noted that tool rooms generally had shadow boards to easily indicate the tools that were in use, which is a good practice. However, other concerning practices were found at facilities:
 - Having an IP solely in a tool room and responsible for issuing "class A" [high risk] tools. A supervisor periodically [hourly] came into the tool room.
 - Tools were not signed out to individuals; instead, were signed out to a team reducing accountability.
 - Tools were signed out for all day, not checked in at lunch, and while IPs stayed in the area for lunch, IPs often left the area for passes throughout the day.
 - In other areas including food service areas, chits that were used to identify who was responsible for the tool, were found lying around the floor and at the bottom of the cabinet that held secured tools. Several tools were not hanging on the designated and shadowed hook and no chits were on the hooks to indicate the responsible IP.
- Maintaining an accurate inventory of caustic chemicals is an important practice to avoid these chemicals being used as a poison or a substance that can be thrown in the face of staff or IPs. There were rooms that stored chemicals that did not have inventory lists. The team did not observe a chemical cart that had an accurate inventory of chemicals. When staff were asked about inventorying chemicals, they generally were not aware of expectations regarding maintaining and inventory.

MNDOC has recently developed an updated internal compliance monitoring process under the Director of Accountability and Enforcement that requires biennial external audits of each facility. This system replaces an older process that was reportedly discontinued. The new system has an audit instrument with 634 specific standards that are inspected in the following areas:

- Incident Command System
- Physical Plant Maintenance
- Facility Management
- Perimeter Management
- Operational Security Management
- Population Management
- Environment, Health, and Safety
- Administration and Management

The specific standards were reviewed and reflect the compliance priorities and goals of the agency to maintain a high level of security and professionalism while ensuring the quality of services provided.

Additionally, CGL was provided with a copy of the instrument used for the external audit of MCF-Faribault.

As this new compliance system is still in its early phases, there are some recommendations for its enhancement:

- **Policy Development:** The new central compliance unit should be merged with policy formation/revision in MNDOC. The unit's growing experience of policy implementation in the facilities would provide important input into any policy updates or additions, and they could also ensure changes reflect agency goals and initiatives.
- **Development of Compliance Policy:** MNDOC's publicly listed policies do not exhibit a policy relative to the compliance process. A comprehensive policy should be developed to inform leadership and line staff of compliance expectations.
- **Policy Communication:** Approved new policies or policy changes must be effectively communicated to the field, both to facility administrators and line staff. The policy/compliance unit could be responsible for developing communication strategies to ensure all staff in the agency understand the policy change and how the change should be implemented.
- **Internal Compliance Monitoring:** Each MNDOC facility should have in place a standardized internal compliance monitoring system led by the facility warden. Each

policy should establish the frequency by which each policy should be internally audited (monthly, quarterly, bi-annually, or annually) by facility staff. The warden should review each finding and, with the support of key staff, develop a corrective action plan that is monitored for completion. A facility compliance manager should direct the compliance process and be supported by a team of employees who will share the responsibilities for conducting the internal audits. They should be assigned audits of policies that are outside their area of responsibility.

- **Corrective Action Plans:** Corrective action plans must be developed for each internal and external audit finding. The implementation of these corrective action plans must be monitored by the facility (for internal audits) and by the agency compliance unit for external audits.
- **Re-evaluation:** Reassessments and targeted follow-up audits should be conducted to ensure corrective actions plans were implemented and assess their effectiveness. Outcomes of corrective action plans should be measured to demonstrate change and improvement.
- **Regular Review of Compliance Monitoring Instrument:** The priorities and needs of a correctional system will change over time, either through changing goals or through responses to incidents and issues. As a result, the compliance monitoring instrument should be considered a living document and regularly changed or updated to reflect agency needs.
- **Instrument Documentation:** The audit instruments should include spaces for the name of the inspector and the date(s) inspected. The instrument provided from the Faribault inspection did not have this information.

CHAPTER 5: STAFFING REQUIREMENTS

The following chapter provides detail on staffing issues and requirements in each MNDOC facility.

MCF – Faribault	
Security Level	Level 2 Minimum/ Level 3 Medium
Opened	1989
Capacity	2,000
Population at date of review	1,909
Housing	General Population =1,560 beds, Administrative and Disciplinary Segregation=48 beds, Maple= 132 beds, Linden/Medical=100 beds
Programs	New Dimensions Chemical Dependency Program, General Education, Career/Technical, Supplemental Educational Programming, Life Skills Education, Cognitive Skills, Higher Education Transitions Pre-Release Programming, Volunteer Programming, Behavioral Health Services
FY 2022 Custody OT	\$2.03 million
Inmate/CO Ratio	5.07:1
MINNCOR	Wood furniture manufacturing, laundry, cleaning products, sub-contracting

Table 5.1 Faribault Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	604.8	623.9	19.1
Correctional Officers	335.0	350.1	15.1

MCF-Faribault is a minimum/medium correctional facility and is the largest in the MNDOC system. The IP population is primarily general population, eligible for work assignments and programming opportunities. The facility dedicates significant space to the MINCORR industries program and also features dedicated geriatric and medical living units. With services spanning this very large facility, there is a large amount of daily movement with the IP population moving to programs, industries, education, and to meet with case managers. MINNCOR industries features a large woodshop and anagram space providing over 100 different available jobs. MCF Faribault is one of the few MNDOC facilities that provides around-the-clock medical coverage.

At the time of the review, the facility housed 1,909 incarcerated persons, with a majority of the population classified as general population, either level 2 or 3.

Current Staffing

Faribault has 604.8 budgeted FTEs, of which 335.0 are correctional officers. At the time of the review, the facility had 58.3 vacancies, for an overall vacancy rate of just under 10 percent. The facility had 26 correctional officer vacancies, resulting in a 7.8 percent vacancy rate.

Table 5.2 summarizes facility staffing by category of employee.

Table 5.2 Faribault Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	28.0	28.0	0
Correctional Officers	335.0	309.0	26.0
Programs	78.0	67.2	10.8
Health Care	48.1	44.0	4.1
Support Services	60.2	50.3	6.9
Administration	55.5	45.0	10.5
TOTAL	604.8	545.5	58.3

Security. Facility security staff are assigned to 213 posts through the facility. Officers work 8-hour shifts across three different watches. Assuming the current Department shift relief factor (SRF) of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 311.4 Correctional Officer 1, 2, and 3's. Command staff include 4 captains and 19 lieutenants. With the current relief factor applied to current operating posts, the facility post roster requires fewer staff than are budgeted for the facility.

However, this level of correctional officer staffing is predicated upon the MNDOC's current relief factor which, as described earlier in this report, far understates actual staff leave usage. As a result, the current roster does not provide staffing levels sufficient to meet operational security post requirements. The staffing impact of updating the relief factor is described in our staffing recommendations.

Table 5.3 summarizes Faribault post staffing requirements under current operations.

Table 5.3 Faribault Current Post Roster Staffing Requirements

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captains	4	-	-	-	5	8	No	4	1.00	4.00
Watch Command	-	2	-	4	4	10	No	6	1.00	6.00
Watch Command	-		5	-	5	8	No	5	1.00	5.00
Relief Watch Command	1	-	-	-	4	10	No	1	1.00	1.00
Scheduling Lieutenant	1	-	-	-	5	8	No	1	1.00	1.00
Living Unit Lieutenant	5	-	-	-	5	8	No	5	1.00	5.00
Due Process Lieutenant	1	-	-	-	5	8	No	1	1.00	1.00
Security Operations										
Due Process	1	-	1	-	5	8	No	2	1.00	2.00
Aspen	-	-	1	-	5	8	Yes	1	1.28	1.28
B-Control	-	-	1	-	5	8	Yes	1	1.28	1.28
Count	-	-	1	1	5	8	Yes	2	1.28	2.56
Dakota	-	2	2	2	7	8	Yes	6	1.79	10.74

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Industry	-	2	3	-	5	8	Yes	5	1.28	6.40
Intake	-	-	1	-	5	8	Yes	1	1.28	1.28
K1	-	3	6	6	7	8	Yes	15	1.79	26.85
K2	-	3	6	6	7	8	Yes	15	1.79	26.85
K3	-	3	6	6	7	8	Yes	15	1.79	26.85
K4	-	3	8	8	7	8	Yes	19	1.79	34.01
Kitchen	-	-	2	2	7	8	Yes	4	1.79	7.16
Linden	-	1	2	2	7	8	Yes	5	1.79	8.95
Maple	-	1	2	2	7	8	Yes	5	1.79	8.95
Master Ctrl	-	1	2	2	7	8	Yes	5	1.79	8.95
Movement Control	-	-	1	1	7	8	Yes	2	1.79	3.58
Perimeter	-	1	1	1	7	8	Yes	3	1.79	5.37
Segregation	-	1	4	3	7	8	Yes	8	1.79	14.32
A-Team (Squad)	-	6	12	12	7	8	Yes	30	1.79	53.70
Visitation	-	-	8	-	4	8	Yes	8	1.28	10.24
Rogers Programming	-	-	2	-	5	8	Yes	2	1.28	2.56
Fern - Recreation	-	-	-	2	7	8	Yes	2	1.79	3.58
Rogers Recreation	-	-	-	2	7	8	Yes	2	1.79	3.58
Dakota Runner	-	-	1	-	5	8	Yes	1	1.28	1.28
Transportation	-	-	6	-	5	8	Yes	6	1.28	7.68
Truck Gate	-	-	2	-	5	8	Yes	2	1.28	2.56
Maple/Linden Float	-	1	-	-	7	8	Yes	1	1.79	1.79
Maintenance	-	-	1	-	5	8	Yes	1	1.28	1.28
Health Service	-	-	1	1	5	8	Yes	2	1.28	2.56
Willow	-	-	2	-	5	8	Yes	2	1.28	2.56
Willow Programming	-	-	-	2	5	8	Yes	2	1.28	2.56
Property/Canteen	-	-	10	-	4	10	Yes	10	1.28	12.80
Property Sgt	1	-	-	-	5	8	Yes	1	1.28	1.28
K-9	-	-	4	-	5	8	Yes	4	1.00	4.00
TOTAL	14	30	104	65				213		334.4

Table 5.4 Faribault Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	4.0
Lieutenants	19.0
CO1/CO2/CO3	311.4
Total	334.4

The amount of overtime utilized at MCF Faribault is substantial and has more than doubled over the past four years. Evaluating the causes of overtime during FY2022, the facility experienced periods of overtime use created by situations outside of the normal facility staff deployment. For example, during the summer and winter periods, the facility engages in construction projects, one which required seven officers dedicated to security for the duration of the project. Other contributing factors included a high

volume of off-site hospital care. At one point, the facility experienced five overnight hospital stays requiring ten officers. In addition to these anomalies driving overtime, the facility has experienced the need to consistently increase its transportation staff levels multiple days each week to manage the volume of transportation. Aside from these factors, use appears fairly consistent with the staffing shortfall created by the current SRF. FY2022 use of 38,875 hours of overtime is the equivalent of 27 FTE when factored with current Net Annual Work Hours (NAWH).

Table 5.5 Faribault Overtime, FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	20,633.08	19,552.19	23,998.38	38,875.21
Overtime Spending	\$923,202	\$900,088	\$1,171,193	\$2,036,764

A detailed look at the week of June 26th through July 2nd shows that Faribault utilized overtime to cover a total of 125 shifts across all three watches. The heaviest user of overtime was 3rd watch at 64 percent, followed by 2nd watch at 26 percent, and finally 1st watch at 13 percent. A majority of the overtime utilized (96 percent) was voluntary.

Table 5.6 Faribault Overtime Assigned, June 26 – July 2, 2022

	1st Shift			2nd Shift			3rd Shift		
	# Correctional Officer Posts filled on shift	# Occurrences of Voluntary Overtime (Correctional Officers)	# Occurrences of Mandatory Overtime (Correctional Officers)	# Correctional Officer Posts filled on shift	# Occurrences of Voluntary Overtime (Correctional Officers)	# Occurrences of Mandatory Overtime (Correctional Officers)	# of Correctional Officer Posts filled on shift	# Occurrences of Voluntary Overtime (Correctional Officers)	# Occurrences of Mandatory Overtime (Correctional Officers)
Sunday	2	2 / 2 hrs.	0	9	9 / 71.66 hrs.	0	10	10 / 65.66 hrs.	0
Monday	1	1 / 7.83	0	9	9 / 70.98 hrs.	0	16	13 / 55.83 hrs.	3 / 20.67 hrs.
Tuesday	0	0	0	2	2 / 15.83	0	6	6 / 10.08	0
Wednesday	0	0	0	0	0	0	14	14 / 46.24 hrs.	0
Thursday	4	4 / 21.34 hrs.	0	1	1 / 1 hr.	0	15	15 / 56.24 hrs.	0
Friday	4	4 / 31.16 hrs.	0	8	6 / 46.91 hrs.	2 / 9.75	13	13 / 65.83 hrs.	0
Saturday	2	2 / 15.92	0	4	4 / 31.66	0	5	5 / 39.67 hrs.	0

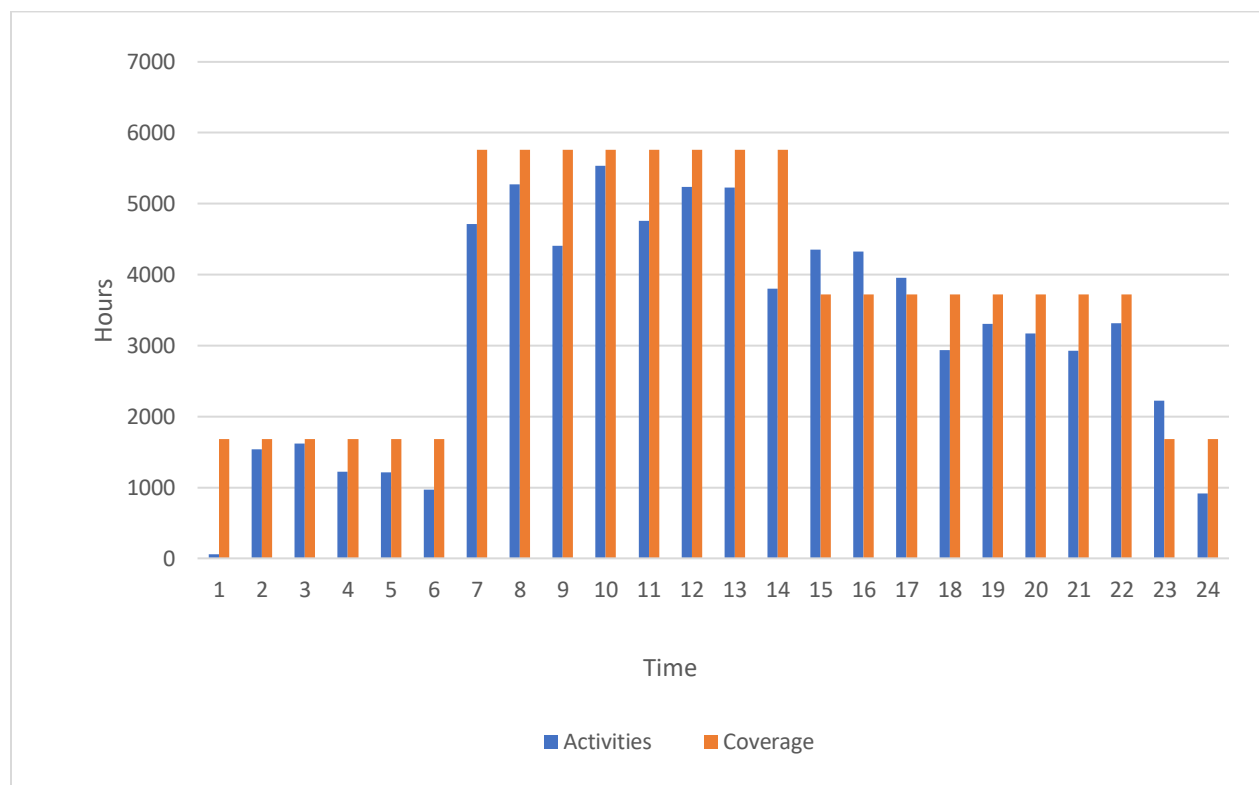
Table 5.7 Faribault Mandatory Overtime Assignment Rate, June 26 – July 2, 2022

	1st Shift	2nd Shift	3rd Shift
Total Overtime Assignments	13	34	79
% Mandatory	0%	6%	3%

Faribault staff provided data on correctional officer post activities by the hour by post on a daily basis. The instrument for tracking staff activity was developed for this project and reporting data is inconsistent across different facilities. However, the data does provide valuable information in understanding levels of activity during different coverage periods. The data show operational activity peaking at 10:00 am and remaining consistently high until 5:00 pm, then dropping significantly between 10:00 pm and 6:00 am. Other points of note are between 3:00 and 5:00 pm when activity levels exceed staff coverage. Overlaying typical officer coverage over the same time frame shows each shift having adequate coverage to cover the levels of activity with the exception of the 3:00 pm to 5:00 pm period.

This data suggests that the third shift is taking on more activity with less staff than the second shift.

Figure 5.1 Faribault Correctional Officer Daily Activity and Staff Coverage



Civilian. Civilian staffing is consistent with the size of the facility and also with the structure of staffing throughout the MNDoc system. Faribault is extremely well kept, and it was apparent that maintenance staff are doing their part to preserve and prolong the life of the physical assets associated with the facility.

Healthcare staffing was not raised as an issue at Faribault. As noted earlier, Faribault is one of the few facilities that offer medical coverage around the clock. This level of coverage is attributable to the fact that the facility has dedicated living units for IPs with medical conditions and also the geriatric and more vulnerable IP population. However, as noted earlier, nurse relief is an issue in all facilities, and we recommend a clinical review of nurse staffing coverage levels.

Food Service requires a minimum of seven cook coordinators per day to provide the required meals. With a budgeted staffing level of 12 cook coordinators, and application of a 2.00 relief factor, the facility requires two additional staff to provide a total complement of 14 cook coordinators.

Programs

Faribault has over 60,000 square ft of space dedicated to the delivery of programs and services. The daily schedule offers a very wide array of programs, job opportunities, and services. However, the level of caseload for case managers may be an issue in facilitating IP programs. Some case managers cited being assigned in excess of 90 IPs to their caseload while other facilities had as few as 20. This seems to be a chokepoint for offering effective services across such a large population. Assignment of specific types of cases to case managers that specialize in that type of case may provide more efficient use of case management staff.

The facility schedule for program activities is summarized below. Most education, religious, vocational, and behavioral programming is offered from 6:00 am to 8:30 pm, Monday through Friday. Religious and volunteer programs are available to incarcerated persons in the evening and on weekends.

Monday -Friday

0015	Count
0500	Count
0530	Anagram industries return to units
0615	Switch-in diabetics
0615	Breakfast service
0720	Kitchen workers switch out
0810	Programming switch out
0820-100	Canteen (Mon/Tues/Weds)
0825-0855	Call out from K Units/Maple for Industries
0830-2030	Religious services offered
1100-1200	Lunch
1250	Count
1250	Industries count
1320-2040	Unit Recreation
1410-1520	Gym availability
1520-1630	Gym availability
1550-1620-	Industries return to units
1550-1840	Evening meal service
1610	Industry switch in to units
1640	Count
1830-1930	Gym availability
1950	Pill line
2215	Anagram call out from Units
0530-	IP's return to units

Saturdays/Sundays

0845-1545	Visitation
0900-1000-	Religious services offered

0900-2025	Unit recreation
1250	Count
1640	Count

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- Staff Morale - Morale appeared to be moderately good compared to other facilities. The biggest issues concerning staff at all levels relate to recent changes in shared services and the fact that local responsibility for management has been reduced.
- Industries - The coordination and effort of the MNCOR program are impressive and contributes to a very engaged IP population. However, the project team did note concerns with processes and accountability of tool control in the woodshop.
- Property/Canteen Operations - The property operation at Faribault appears very staff intensive with ten correctional officers and one sergeant assigned. With the current relief factor, this requires 14 FTEs. Shifting some of the Property schedule into the weekend hours to reduce the pressure and movement that the facility experiences during the week may lessen pressure on this function.
- Facility Condition - The cleanliness of the facility and general upkeep of the facility was good.

Staffing Recommendations

The project team proposes the following changes to current Faribault staffing:

Relief factor update. As noted previously, the relief factor for correctional officer positions needs to be updated to 2.00 for an 8-hour post, based on staff leave utilization patterns over the past three years. This increases CO staffing requirements for post coverage from 335.0 funded positions to 347.2 FTEs, an increase of 12.2 officers over current staff deployment. The addition of these staff should have a major impact on providing better coverage during high activity levels and reduce overtime use.

In addition, cook coordinator positions should be relieved on the basis of their mandatory schedule of duty. Food service operations at Faribault require a minimum of 7 cook coordinators to provide three daily meals. Using the same 2.00 shift relief factor as used for correctional officers, the staffing requirement for cook coordinators at Faribault is 14 FTEs, an increase of 2 positions above the existing staff complement.

Senior Security Staff in Non-Inmate Contact Areas. Eleven posts in the facility are assigned to canteen and property functions that have a reduce contact with the IPs. Because these are 5-day per week posts, most with weekends off, they are preferred positions at the correctional facility and are often filled by its most senior staff. In many other systems, the canteen responsibilities are filled by civilian staff as they generally don't require security staff. MNDOC should consider converting these to less costly civilian positions.

Officers. One of the driving factors in the facility's use of overtime is the need to add unfunded officer positions to the transportation division. The facility has six current posts assigned to transport, however, is continuously adding two more posts three or more times each week to handle the volume of transportation activities. The facility has seen an increase in hospital and doctor trips, creating the need for an additional two-officer team to compensate. Adding two posts, five days each week will reduce overtime expenditures currently being used. This increases the CO staffing requirements for post coverage from 347.2 FTEs (calculated above) to 350.1 FTEs.

Lieutenants. The current staffing at Faribault requires 19 lieutenants. We found the Unit Lieutenant positions to be insufficiently staffed. There is a need for 2 additional Administrative/Support Lieutenant posts to primarily provide support to existing unit lieutenants in their daily responsibilities as well as support to other areas as needed. These additional posts should be 5 days per week without relief and have different days off to ensure greater supervisory coverage on weekends.

In total, these recommendations call for 17.1 additional staff for Faribault attributable to updating the relief factor to reflect actual leave usage. Table 5.8 shows the recommended correctional officer post roster with the changes described above. Table 5.9 summarizes recommended security staffing by rank. Table 5.10 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.8 Faribault Recommended Post Roster

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captains	4	-	-	-	5	8	No	4	1.00	4.0
Watch Command	-	2	-	4	4	10	No	6	1.00	6.0
Watch Command	-		5	-	5	8	No	5	1.00	5.0
Relief Watch Command	1	-	-	-	4	10	No	1	1.00	1.0
Scheduling Lieutenant	1	-	-	-	5	8	No	1	1.00	1.0
Living Unit Lieutenant	5	-	-	-	5	8	No	5	1.00	5.0
Administrative Lieutenant	2				5	8	No	2	1.00	2.0
Due Process Lieutenant	1	-	-	-	5	8	No	1	1.00	1.0
Due Process Sergeant	1	-	1	-	5	8	No	2	1.00	2.0
Security Operations										
Aspen	-	-	1	-	5	8	Yes	1	1.4	1.4
B-Control	-	-	1	-	5	8	Yes	1	1.4	1.4
Count	-	-	1	1	5	8	Yes	2	1.4	2.9
Dakota	-	2	2	2	7	8	Yes	6	2.0	12.0
Industry	-	2	3	-	5	8	Yes	5	1.4	7.2
Intake	-	-	1	-	5	8	Yes	1	1.4	1.4
K1	-	3	6	6	7	8	Yes	15	2.0	30.0
K2	-	3	6	6	7	8	Yes	15	2.0	30.0
K3	-	3	6	6	7	8	Yes	15	2.0	30.0
K4	-	3	8	8	7	8	Yes	19	2.0	38.0
Kitchen	-	-	2	2	7	8	Yes	4	2.0	8.0
Linden	-	1	2	2	7	8	Yes	5	2.0	10.0
Maple	-	1	2	2	7	8	Yes	5	2.0	10.0
Master Ctrl	-	1	2	2	7	8	Yes	5	2.0	10.0

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Movement Control	-	-	1	1	7	8	Yes	2	2.0	4.0
PRM	-	1	1	1	7	8	Yes	3	2.0	6.0
Segregation	-	1	4	3	7	8	Yes	8	2.0	16.0
A-Team (Squad)	-	6	12	12	7	8	Yes	30	2.0	60.0
Visitation	-	-	8	-	4	8	Yes	8	1.4	11.4
Rogers Programming	-	-	2	-	5	8	Yes	2	1.4	2.9
Fern – Recreation	-	-	-	2	7	8	Yes	2	2.0	4.0
Rogers Recreation	-	-	-	2	7	8	Yes	2	2.0	4.0
Dakota Runner	-	-	1	-	5	8	Yes	1	1.4	1.4
Transportation	-	-	8	-	5	8	Yes	8	1.4	11.4
Truck Gate	-	-	2	-	5	8	Yes	2	1.4	2.9
Maple/Linden Float	-	1	-	-	7	8	Yes	1	2.0	2.0
Maintenance	-	-	1	-	5	8	Yes	1	1.4	1.43
Health Service	-	-	1	1	5	8	Yes	2	1.4	2.9
Willow	-	-	2	-	5	8	Yes	2	1.4	2.9
Willow Programming	-	-	-	2	5	8	Yes	2	1.4	2.9
Property/Canteen	-	-	10	-	4	10	Yes	10	1.4	14.3
Property Sgt	1	-	-	-	5	8	Yes	1	1.4	1.4
K-9	-	-	4	-	5	8	Yes	4	1	4.0
Total	16	30	106	65				217		375.1

Table 5.9 Faribault Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded FTE	Recommended FTE	Change
Captains	4.0	4.0	-
Lieutenants	19.0	21.0	2.0
CO1/CO2/CO3	335.0	350.1	15.1
TOTAL	358.0	375.1	17.1

Table 5.10 Faribault Recommended Total Staffing

Position	Total Funded	Recommended	Change
Command Staff	28.0	30.0	2.0
Correctional Officers	335.0	350.1	15.1
Programs	78.0	78.0	-
Health Care	48.1	48.1	-
Support Services	60.2	62.2	2.0
Administration	55.5	55.5	-
TOTAL	604.8	623.9	19.1

MCF – Lino Lakes	
Security Level	Level 2 Minimum/ Level 3 Medium
Opened	1963 as a juvenile facility/1978 remodeled for use as adult facility
Capacity	1,352
Population at date of review	998
Housing	6% single/93% double/1% triple bunked
Programs	Iseek, Child Support Workshops, Offender Transitions, Offender Reentry Network, Computer Literacy Certification, Physical Education, Identification Documents, ICWC, Sex Offender Treatment Program, Supportive Living Services, Release Violator Relapse Prevention Program, Housing Network Resources, Minnesota Healthcare Programs Application, Medical Release Planning, Mental Health Release Planning, Religious Services, Prison Fellowship Academy, GED Testing, Reading in Fundamental, Library, Families in Focus, Special Education, Computer Learning Center, English Language Learners, Law Library, College Correspondence Courses, TRIAD, Computer Network Cabling, Work Readiness Program, Adult Basic Education, Offender Newspaper, Family Means, Affordable Homes Program, Change Your Thinking, Anger Management, Parenting With a Purpose, AA/NA, Transitions to Post Secondary Career, Sex Offender Release Planning, Work Release, Chemical Dependency Release Planning, Workplace and Human Relations, Minnesota Prison Writing Workshop, Foundations
FY 2022 Custody OT	\$1.2 million
Inmate/CO Ratio	3.92:1

5.11 Lino Lakes Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	475.9	495.2	19.3
Correctional Officers	252.0	265.3	13.3

MCF-Lino Lakes is a minimum/medium correctional facility with a high-level focus on programs and services. It was originally designed as a juvenile correctional facility and was remodeled in the late 70's to house adults. The facility is a combination of several different style housing unit layouts making its staffing model more complex than facilities with uniformly designed housing areas. The facility shows typical maintenance and wear issues that would be expected for a building of its age. It is reported that the facility is often at risk for power and water outages that create additional issues in its overall management.

The facility experiences a very high level of activity primarily due to its nature as the adult programs site for the MNDOC system. The rate of IP behavioral incidents is very low compared to other facilities because of the nature and the level of programming that exists. Most of the residents prefer to be at Lino Lakes making it an easier population for correctional security staff to manage.

At the time of the review, the facility housed 998 incarcerated persons, with a majority of the population classified as either level 1,2 or 3. The facility has a small number of beds dedicated to mental health treatment.

Current Staffing

Lino Lakes has 475.9 budgeted FTEs, of which 252.0 are correctional officers. At the time of the review, the facility had 54.7 vacancies, for an overall vacancy rate of 11.4 percent. The facility had 28.6 correctional officer vacancies, resulting in an 11.3 percent vacancy rate for officers. The facility also has four officers on light duty status, who may not staff a post that requires inmate contact.

Table 5.12 summarizes facility staffing by category of employee

Table 5.12 Lino Lakes Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	21.0	20.0	1.0
Correctional Officers	252.0	223.4	28.6
Programs	93.3	82.5	10.8
Health Care	33.1	31.3	1.8
Support Services	43.0	36.0	7.0
Administration	33.5	28.0	5.5
TOTAL	475.9	421.2	54.7

Security. Facility security staff are assigned to 159 posts through the facility. The post plan was developed based upon facility tours and the facility staff complement document, demonstrating the staff necessary for each shift, each day of the week. Officers work 8-hour shifts across three different watches. Assuming the current Department relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 230.9 Correctional Officer 1, 2, and 3's. Command staff include 3 captains and 15 lieutenants.

Current facility staffing is 7.6 FTEs below current operational requirements. However, this level of correctional officer staffing is predicated upon the DOC's current relief factor which, as described elsewhere in this report, far understates actual staff leave usage. As a result, the current roster does not appear to provide staffing levels sufficient to meet operational requirements. The staffing impact of updating the relief factor is described in our staffing recommendations.

Table 5.13 summarizes current Lino Lakes post staffing requirements.

Table 5.13 Lino Lakes Current Post Roster Staffing Requirements

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captain	3	-	-	-	5	8	No	3	1.00	3.0
Watch Command	-	2	2	2	5	8	No	6	1.00	6.0
Relief Watch Command	1	-			5	8	No	2	1.00	1.0

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Scheduling	1	-			5	8	No	1	1.00	1.0
Due Process	1	-			5	8	No	1	1.00	1.0
Living Units	5	-			5	8	No	5	1.00	5.0
Audit Process	1	-			5	8	No	1	1.00	1.0
Security Operations										
Buffer Gate	-	-	1	-	5	8	Yes	1	1.79	1.79
Canteen	-	-	1	-	5	8	Yes	1	1.28	1.28
CCA (5 Days)	-	-	1	-	5	8	Yes	1	1.28	1.28
CCA (7 Days)	-	1	1	1	7	8	Yes	3	1.79	5.37
CCB	-	1	1	1	7	8	Yes	3	1.79	5.37
Count	-	-	1	-	5	8	Yes	1	1.28	1.28
Construction	-	-	1	-	5	8	Yes	1	1.28	1.28
Discipline	-	-	1	-	5	8	No	1	1.00	1.00
Escort	-	-	1	-	5	8	Yes	1	1.28	1.28
Intake/ID	-	-	2	-	5	8	Yes	2	1.28	2.56
Intake/Property/Float	-	-	0	1	5	8	Yes	1	1.28	1.28
Health Services	-	-	1	-	5	8	Yes	1	1.28	1.28
Health Services/Education	-	-	0	1	5	8	Yes	1	1.28	1.28
K3	-	1	2	2	7	8	Yes	5	1.79	8.95
K3/4 Float	-	1	1	1	7	8	Yes	3	1.79	5.37
K4	-	1	2	2	7	8	Yes	5	1.79	8.95
Kitchen	-	-	2	2	7	8	Yes	4	1.79	7.16
L Float	-	-	0	1	7	8	Yes	1	1.79	1.79
L1	-	1	1	1	7	8	Yes	3	1.79	5.37
L2	-	1	1	1	7	8	Yes	3	1.79	5.37
Perimeter	-	1	1	1	7	8	Yes	3	1.79	5.37
Property	-	-	3	-	5	8	Yes	3	1.28	3.84
Q-Building	-	-	1	-	5	8	Yes	1	1.28	1.28
Recreation	-	-	2	2	7	8	Yes	4	1.79	7.16
Rel/Volunteer Sgt	-	-	0	1	5	8	Yes	1	1.28	1.28
Education	-	-	1	-	5	8	Yes	1	1.28	1.28
Segregation	-	1	4	2	7	8	Yes	7	1.79	12.53
South	-	2	5	5	7	8	Yes	12	1.79	21.48
J2/J3 Programs	-	-	2	-	5	8	Yes	2	1.28	2.56
A-Team	-	6	7	7	7	8	Yes	20	1.79	35.8
Transportation	-	-	2	-	5	8	Yes	2	1.28	2.56
Triad	-	2	5	5	7	8	Yes	12	1.79	21.48
J1 Programs	-	-	1	-	5	8	Yes	1	1.28	1.28
Truck Gate	-	-	1	-	5	8	Yes	1	1.28	1.28
Visiting	-	-	5	5	4	8	Yes	10	1.02	10.2
Warehouse	-	-	1	-	5	8	Yes	1	1.28	1.28
West	-	3	5	4	7	8	Yes	12	1.79	21.48
West Intake	-	-	1	-	5	8	Yes	1	1.28	1.28
Hospital (2 Inmates)	-	3	-	-	7	8	Yes	3	1.79	5.37
Relief/Float	-	1	-	-	7	8	Yes	1	1.79	1.79
TOTAL	1	28	70	48				158		247.9

Table 5.14 Lino Lakes – Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	3.0
Lieutenants	15.0
CO1/CO2/CO3	229.9
Total	247.9

In FY 2022, Lino Lakes utilized 21,420 hours of correctional officer overtime at a cost of \$1.1 million. Staff at Lino Lakes frequently assist other facilities in transporting IPS to hospital visits. Overtime hours in FY 2022 equate to 2,677 shifts of overtime or the 15 additional correctional officers.

Table 5.15 Lino Lakes Overtime, FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	10,877	20,995	16,267	21,420
Overtime Spending	\$529,534	\$1,045,643	\$864,514	\$1,175,294

A more detailed look at the assignment of overtime in a specific work week shows that overtime was used to cover 14 percent of post assignments across all three shifts. Approximately 13 percent of overtime assignments were mandated across all three shifts.

Table 5.16: Overtime Assigned, June 26 – July 2, 2022

	1st Shift			2nd Shift			3rd Shift		
	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned
	<i>On duty / complement</i>	<i>Number of staff / hours</i>	<i>Number of staff / hours</i>	<i>On duty / complement</i>	<i>Number of staff / hours</i>	<i>Number of staff / hours</i>	<i>On duty / complement</i>	<i>Number of staff / hours</i>	<i>Number of staff / hours</i>
26 th Sunday	24 / 26	5 / 38.35 hrs.	0 / 0 hrs.	42 / 47	2 / 15.34 hrs.	0 / 0 hrs.	34 / 36	9 / 61.69 hrs.	0 / 0 hrs.
27 th Monday	25 / 26	5 / 38.35 hrs.	2 / 15.34 hrs.	59 / 69	4 / 31.34 hrs.	0 / 0 hrs.	34 / 36	9 / 61.69 hrs.	0 / 0 hrs.
28 th Tuesday	26 / 26	1 / 7.67 hrs.	0 / 0 hrs.	64 / 65	3 / 23.67 hrs.	0 / 0 hrs.	40 / 43	0 / 0 hrs.	0 / 0 hrs.
29 th Wednesday	25 / 25	0 / 0 hrs.	0 / 0 hrs.	64 / 65	3 / 23.67 hrs.	0 / 0 hrs.	40 / 43	0 / 0 hrs.	0 / 0 hrs.
30 th Thursday	20 / 26	6 / 46.02 hrs.	1 / 7.67 hrs.	64 / 25	9 / 65.86 hrs.	0 / 0 hrs.	37 / 44	7 / 53.69 hrs.	0 / 0 hrs.
1 st Friday	22 / 26	4 / 30.68 hrs.	0 / 0 hrs.	55 / 65	6 / 46.02 hrs.	1 / 7.67 hrs.	37 / 44	9 / 52.85 hrs.	4 / 30.68 hrs.
2 nd Saturday	22 / 28	6 / 46.02 hrs.	1 / 7.67 hrs.	51 / 44	5 / 38.05 hrs.	1 / 7.67 hrs.	32 / 41	10 / 64.36 hrs.	4 / 30.68 hrs.

Table 5.17 Mandatory Overtime Assignment Rate, June 26 – July 2, 2022

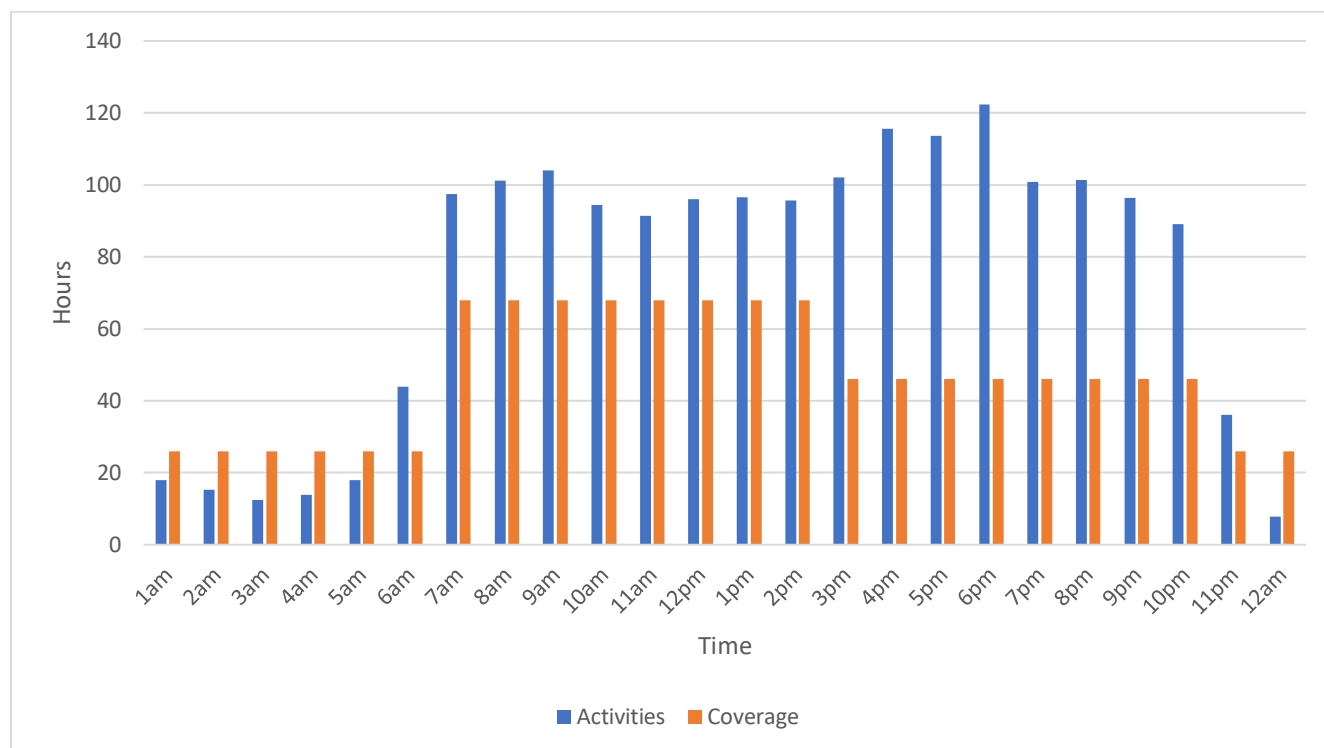
	1st Shift	2nd Shift	3rd Shift
Total Overtime Assignments	31	34	52
% Mandatory	14%	6%	18%

Lino Lakes staff did not seem to be facing morale issues attributed to overtime. In general, staff across the board appeared to feel fortunate for the staffing levels at their facility.

Lino Lakes staff provided data on correctional officer post activities hour by hour on a daily basis. The instrument for tracking staff activity was developed for this project and reporting data is inconsistent across different facilities. However, the chart does provide valuable information as to understanding higher levels of activity during different coverage periods. The data shows operational activity peaking at 6:00 pm and remaining consistently high until 10:00 pm, then dropping significantly between 10:00 pm and 6:00 am. Other high points of note are between 6:00 and 9:00 am, and then again at 4:00 pm. Overlaying typical officer coverage over the same time frame shows 1st watch staffing at minimal levels adequate to cover required work activity. However, the 2nd and 3rd watches reflect higher levels of activity, exceeding the level of staff coverage. Data provided for 2nd and 3rd watches for certain posts (Triad and J-Programming) were inconsistent with other posts in the facility,

This data suggests that the 3rd watch is taking on more activity with less staff than the second shift.

Figure 5.2 Lino Lakes Correctional Officer Daily Activity and Staff Coverage



Civilians. Lino Lakes civilian staffing levels are higher than other facilities and primarily focused on the facility's maintenance and upkeep. As stated earlier, there are many issues associated with multiple styles of housing unit layouts and issues with plumbing and power that warrant the number of maintenance and groundskeeper positions. The maintenance staff consists of 31 positions ranging from carpenters, plumbers, and electricians.

Healthcare staffing was not raised as an issue at Lino Lakes. Given the fact that the facility generally houses healthier IPs attending approved programs and services, the facility only offers daytime and evening medical coverage. This does not appear to be a concern with administration but given the size

of the facility it is unusual not to have onsite coverage of some level of medical staff around the clock. This level of healthcare coverage at a correctional facility presents a risk that would seem to be an easy target for lawsuits especially following a medical emergency event where serious injury or death were the outcome.

Food service staffing was not raised as a concern to the project team during the site visit. The facility is funded for one food services supervisor which is currently vacant, two chief cooks, and eight cook coordinator positions of which one is currently vacant. The minimum staff coverage for cook coordinators appears to be 6 FTEs. Applying a similar SRF to the cook coordinator position to allow for sufficient coverage to provide meals seven days a week would require 12 FTEs, an increase of 4 staff over current levels.

Programs

With over ninety civilian staff dedicated to the delivery of programs, Lino Lakes is considered the main adult programming correctional facility in the MNDOC system. Nearly all living units at the facility are focused on the delivery of programs ranging from drug and alcohol treatment, sex offender treatment, education, youthful offender education, life sentence step down, reentry preparation, and mental health services. A majority of the facility's activities and movement are related to the delivery of programs and services. The security staff rely on the fact that most of the IP's assigned to the facility are there because they have been selected or accepted into these highly specialized programs, giving them an incentive to abide by rules and regulations.

Program staff indicated that recent changes to the system's classification system may present challenges with the freedoms and incentives that are currently offered to program participants.

The majority of the facility's program activities are conducted between the hours of 0800 and 2130, Monday through Friday in dedicated centralized classrooms or in the living units. The facility schedule for program activities is summarized below.

MONDAY - FRIDAY 2nd watch	
Time	Movement/Activity
0650-0800	Breakfast delivery/distribution in units
700	Medical movement to H/S
800	WD/WB to the gym
810	K4 Edu workers to Education
830	medical movement complete
840	Program switch out to J1,J2,J3 PFA,EDU
	SA to Library Fri only
845	Gym to WD/WB
850	T400 to gym
850	SA W yard
	Even day K4 E yard SB W yard
930	Yards closed
935	Odd day K4 E yard SB W yard
	SA W yard
	Gym to T400
940	West Workers to gym
	Library to SA Fri only
950	J1 to T500
1000	T300 to J1
1010	SB to Library Fri only
1020	SOTP program switch out to/from SA/SB J2/J3
	Yards closed
1025	West D E yard /Odd Day T300 W yard
	Even day K4 E yard T200 W yard
1030	SD to gym

1050	Early kitchen workers switch out
1105	Program switch out back to the units/Yards closed
1200	Afternoon meal delivery/distribution in units
1250	Q. Worker/PFA switch out
1330	SOTP program switch out
	T300 to gym
1400	Early kitchen workers switch out
1410	K4 to Education
1415	Afternoon program switch out
	Gym to T300
	T400 to Library Fri only
1420	Odd day K4 yard E yard SC W yard
	Even day SD W yard
	T400 to J1
1425	T200 to the Gym

MONDAY - FRIDAY 3rd Watch	
Time	Movement/activity
1500	
1505	Yard is closed
1508	GYM to T200
1510	PFA to/from K4-Q bldg
1510	Odd day /SD W yard
	Even day K4 E yard /SC W yard
1515	
1520	T500 to Gym
	J1 to T400
1530	Q. Bldg. Worker switch out
1600	
1605	Yards closed
1608	GYM to T500
1610	Program switch out back to the units
1700-1730	Medical meal movement West,K4, SA, SB, T2, T3, T4, T5,SC, SD
1730	Odd day K4 E yard T500 W yard
	Even day T400 W yard
1745	
1815	SA to Gym
1820	Yards closed
1830	Odd day West workers E yard T200 W yard
	Even day West workers E yard T300 W yard
1845	Evening program switch out

	Unit to Library (Mon ?, Tues K4, Wed T200, Thur South C)
1900	Gym to SA
1905	SB to Gym
1915	Library to Units(Mon: ?, Tue: K4, Wed: T200, Thu: SC)
1920	Yards closed
1930	Odd day T400 W yard
	Even day K4 E yard T500 W yard
	Unit to Library (Mon WB, Tue K4, Wed T300, Thur South D)
1950	Gym to SB
2000	Pill window/West,K4, SA, SB, T2, T3, T4, T5,SC, SD
	South C to Gym
	Library to Units (Mon WB, Tue K4, Wed T300, Thur South D)
2045	Gym to South C
2100	K4 to GYM
2125	Gym to SoC(early switch out)
2145	Gym to K4

SATURDAY 2nd watch	
	Movement/activity
700	Pill window/medical meal movement
	Breakfast delivery/distribution to units
800	WD to Gym
830	SC W yard
845	Gym to WB
850	T400 to Gym
915	Yards closed
930	K4 E yard T300 W yard
935	Gym to T400
940	West B to Gym
1015	Yards closed
1020	K3 E yard West workers W yard
1025	Gym to WestB
1030	SD to Gym
1105	Yards closed
	Gym to SD
1200	Medical meal movement
1330	T300 to Gym
1400	SA E yard SD W yard
1415	Gym to T300
1425	T200 to Gym
1500	Yards closed

SATURDAY 3rd watch	
	Movement/activity
1500	Yard is closed
1510	SB E yard SD W yard
	Gym to T200
1520	T500 to Gym
1610	Yard is closed
	Gym to T500
1630	Meal delivery/distribution living units
1700	Med Meal/Pill window/ West,K4, SA, SB, T2, T3, T4, T5,SC, SD
1730	K4 E yard T500 W yard
1815	SA to Gym
1820	Yards closed
1830	West workers E yard T200 W yard
1900	Gym to SA
1905	SB to Gym
1920	Yards closed
1930	K4 E yard T400 W yard
1950	Gym to SB
2000	Pill window
	K4 to Gym
2045	Gym to K4
2100	Pill window complete
	SoC to Gym
2130	Gym to SoC(early switch out)
2145	Gym to SoC

SUNDAY 3rd watch	
1500	Yard is closed
1510	SA E yard SD W yard
	Gym to T200
1520	T500 to Gym
1610	Gym to T500
1630	Meal delivery/distribution living units
1700	Med Meal/Pill window/ West,K4, SA, SB, T2, T3, T4, T5,SC, SD
1730	West Workers E yard T400 W yard
1815	Pill window complete
	SA to Gym
1820	Yards closed
1830	K4 E yard T300 W yard
1900	Gym to SA
1905	SB to Gym
1920	Yards closed
1930	T500 W yard
1950	Gym to SB
2000	Pill window
	South C to Gym
2045	Gym to South C
2100	Pill window complete
	K4 to Gym
2130	Gym to K4(Early switch out)
2145	Gym to K4

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- **Morale** - Morale seems to be consistent with that of a correctional facility utilizing high levels of programming activity. The high level of programming with the IP population removes security and behavioral problems observed at other facilities. In general, staff across the board appeared to feel fortunate for the staffing levels at the facility.
- **Management** – Each level of management appears to feel they lack empowerment from their supervisors to carry out their duties. Staff reported that the addition of captain positions has created disruption in consistency and communication. There is a noted concern in the department’s ability to recruit and promote into the lieutenant position.
- **Programs staff** - Programs staff have concerns about upcoming changes to the IP classification system and what impact it will have on Lino Lakes. Many of the housing units and facilities are not designed for management of higher security level IP’s. The closing of recreation has had negative effects on the administration of programs and services.
- **Supervisor shakeups**- Corrections officers stated during the focus group that there is constant change with supervisors working out of class and supervisors being brought in from outside facilities that create inconsistencies in expectations.
- **Shared Services** – Lino Lakes staff do not like the fact that shared services removes local control from the Warden and compartmentalizes carrying out duties. The new model has the appearance of figuring things out along the way that seems to be a departure from the previous structure of the department. Command staff seem to understand the desire of the central office to increase programming but feel that the central office does not fully understand the daily challenges and uniqueness of each facility, making achievement of this goal difficult.
- **Facility Condition** - The physical condition of Lino Lakes is an issue that requires addressing. The variation in the physical design of each unit creates increased levels of maintenance and makes the facility difficult to staff. The command staff cited several concerns of power and water outages that have impact on the operation of the facility.

Staffing Recommendations

The project team proposes the following changes to current Lino Lakes staffing:

Relief factor update. As noted previously, the relief factor for correctional officer positions needs to be updated to 2.00 for an 8-hour post, based on staff leave utilization patterns over the past three years. This increases CO staffing requirements for post coverage from 230.9 to 257 FTEs, an increase of 26.1 officers over current funded staffing levels, due solely to the need to provide adequate relief staff in support of current posts. The addition of these staff should have a major impact on providing better coverage during high activity levels and reductions in overtime.

In addition, cook coordinator positions should be relieved on the basis of their mandatory schedule of duty. Food service operations at Lino Lakes require a minimum of 6 cook coordinators to provide three daily meals. Using the same 2.00 shift relief factor as used for correctional officers, the staffing requirement for cook coordinators at Lino Lakes is 12 FTEs, an increase of 4 positions above the existing staff complement.

Officers. With the facility having such a large footprint and housing units spread across the grounds, ample security staffing is necessary for officer and IP safety. The first watch staffing is minimal in providing security staff in housing units with most posts having only 1 officer. We recommend increasing the first shift staffing complement from 26 officers to 29.

- Add 1 additional float to the K3/K4 housing units to provide relief and support in managing these two separate buildings. The housing units are linear in construction with two levels. The additional float position would enable the unit officer to conduct safety observation rounds timely without having to wait for the existing float or an A-team member.
- Add a Float position to the L-Buildings to provide support and relief breaks to the two unit officers in this building to increase officer safety and reduce officer fatigue as only two officers are in this building during the first shift.
- Add one additional officer to the Segregation unit. This unit requires a higher level of safety, wellness, and security checks of all IPs. Having a second officer assigned will ensure these rounds are conducted timely and enable staff to respond quicker to emergency situations as two officers are required when opening segregation doors.

Nurses. Best practices in large correctional facilities call for 24-hour nursing coverage. Lino Lakes currently has no medical staff available on 1st shift. We recommend a clinical review of nurse staffing coverage levels to determine the minimally adequate nursing staff levels. Nurse positions should also be staffed with adequate relief to assure service availability.

Senior Security Staff in Non-Inmate Contact Areas. Five posts in the facility are assigned to canteen and property functions that have reduced contact with the IPs. Because these are 5-day per week posts, most with weekends off, they are preferred positions at the correctional facility and often filled by its most senior staff. In many other systems, the canteen responsibilities are filled by civilian staff as they generally don't require security staff. MNDOC should consider converting these to less costly civilian positions.

Lieutenants. The current staffing at Lino Lakes requires 15 lieutenants. We found the Unit Lieutenant positions to be insufficiently staffed. There is a need for 2 additional Administrative/Support Lieutenant posts to primarily provide support to existing unit lieutenants in their daily responsibilities as well as support to other areas as needed. These additional posts should be 5 days per week without relief and have different days off to ensure greater supervisory coverage on weekends.

In total, these recommendations call for 31 additional staff for Lino Lakes. Table 5.18 shows the recommended correctional officer post roster with the changes described above. Table 5.19 summarizes recommended security staffing by rank. Table 5.20 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.18. Lino Lakes Recommended Post Roster

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captain	3	-	-	-	5	8	No	3	1.00	3.0
Watch Command	-	2	2	2	5	8	No	6	1.00	6.0
Relief Watch Command	1	-			5	8	No	1	1.00	1.0
Scheduling	1	-			5	8	No	1	1.00	1.0
Due Process	1	-			5	8	No	1	1.00	1.0
Living Units	5	-			5	8	No	5	1.00	5.0
Administrative Lieutenant	2	-	-	-	5	8	No	2	1.0	2.0
Audit Process	1	-			5	8	No	1	1.00	1.0
Security Operations										
Due Process	1	-			5	8	No	1	1.00	1.0
Buffer Gate	-	-	1	-	5	8	Yes	1	2.00	2.00
Canteen	-	-	1	-	5	8	No	1	1.00	1.00
CCA (5 Days)	-	-	1	-	5	8	Yes	1	1.43	1.43
CCA (7 Days)	-	1	1	1	7	8	Yes	3	2.00	6.00
CCB	-	1	1	1	7	8	Yes	3	2.00	6.00
Count	-	-	1	-	5	8	Yes	1	1.43	1.43
Construction	-	-	1	-	5	8	No	1	1.00	1.00
Discipline	-	-	1	-	5	8	No	1	1.00	1.00
Escort	-	-	1	-	5	8	No	1	1.00	1.00
Intake/ID	-	-	2	-	5	8	Yes	2	1.43	2.86
Intake/Property/Float	-	-	0	1	5	8	Yes	1	1.43	1.43
Health Services	-	-	1	-	5	8	Yes	1	1.43	1.43
Health Services/Education	-	-	0	1	5	8	Yes	1	1.43	1.43
K3	-	1	2	2	7	8	Yes	5	2.00	10.00
K3/4 Float	-	2	1	1	7	8	Yes	4	2.00	8.00
K4	-	1	2	2	7	8	Yes	5	2.00	10.00
Kitchen	-	-	2	2	7	8	Yes	4	2.00	8.00
L Float	-	1	0	1	7	8	Yes	2	2.00	4.00
L1	-	1	1	1	7	8	Yes	3	2.00	6.00
L2	-	1	1	1	7	8	Yes	3	2.00	6.00
Perimeter	-	1	1	1	7	8	Yes	3	2.00	6.00
Property	-	-	3	-	5	8	No	3	1.00	3.00
Q-Building	-	-	1	-	5	8	No	1	1.00	1.00
Recreation	-	-	2	2	7	8	Yes	4	2.00	8.00
Rel/Volunteer Sgt	-	-	0	1	5	8	No	1	1.00	1.00
Education	-	-	1	-	5	8	No	1	1.00	1.00
Segregation	-	2	4	2	7	8	Yes	8	2.00	16.00
South	-	2	5	5	7	8	Yes	12	2.00	24.00
J2/J3 Programs	-	-	2	-	5	8	Yes	2	1.43	2.86
A-Team	-	6	7	7	7	8	Yes	20	2.00	40.00
Transportation	-	-	2	-	5	8	No	2	1.00	2.00
Triad	-	2	5	5	7	8	Yes	12	2.00	24.00
J1 Programs	-	-	1	-	5	8	No	1	1.00	1.00
Truck Gate	-	-	1	-	5	8	Yes	1	1.43	1.43
Visiting	-	-	5	5	4	10	Yes	10	1.14	11.40
Warehouse	-	-	1	-	5	8	No	1	1.00	1.00
West	-	3	5	4	7	8	Yes	12	2.00	24.00
West Intake	-	-	1	-	5	8	No	1	1.00	1.00
Hospital (2 Inmates)	-	3	-	-	7	8	Yes	3	2.00	6.00

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Relief/Float	-	1	-	-	7	8	Yes	1	2.00	2.00
TOTAL	14	31	70	48				163		285.3

Table 5.19. Lino Lakes Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded FTE	Recommended FTE	Change
Captains	3.0	3.0	-
Lieutenants	15.0	17.0	2.0
CO1/CO2/CO3	252.0	265.3	13.3
TOTAL	270.0	285.3	15.3

Table 5.20 Lino Lakes Recommended Total Staffing

Position	Total Funded	Recommended	Change
Command Staff	21.0	23.0	2.0
Correctional Officers	252.0	265.3	13.3
Programs	93.3	93.3	-
Health Care	33.11	33.1	-
Support Services	43.0	47.0	4.0
Administration	33.5	33.5	-
TOTAL	475.9	495.2	19.3

MCF – Moose Lake	
Security Level	Level 3
Opened	1937 as a state hospital/1989 as a correctional facility
Capacity	1,057
Population at date of review	977
Programs	SUD, Paradigm, Supportive Living Services, ABE, Career Tech, Higher Ed, MN Works, Offender Transitions – Pre-Release, Offender Reentry Network, Transition Circles, Thinking for a Change, Restorative Justice 101, Housing Network Resources, Minnesota Health Care Programs Application, Long-Term Offender Groups, Inside Out, and Child Support Network
MINNCOR	Upholstery/Warehouse, Printing, Anagram, Garments
FY 2022 Custody OT	\$1.3 million
Inmate/CO Ratio	4.57:1

Table 5.21 Moose Lake Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	353.0	390.7	37.7
Correctional Officers	214.0	243.6	29.6

MCF – Moose Lake is a medium custody facility for male offenders, modified from its original function as a state mental health facility. Facility housing consists of small dorm/multi-occupancy units and a limited number of single cells located on multiple floor buildings. All housing areas are “dry” with showers and toilets provided in shared common areas. The facility appears well-maintained, but consistent with a physical plant of this age, has a large amount of deferred maintenance, currently estimated at over \$200 million.

At the time of the review, the facility housed 977 incarcerated persons, with over 90 percent of the population classified as Level 3. The facility has a small number of beds dedicated to mental health treatment.

Current Staffing

Moose Lake has 353 budgeted FTEs, of which 214 are correctional officers. At the time of the review, the facility had 18.15 vacancies, for an overall vacancy rate of 5.1 percent. The facility had 9 correctional officer vacancies, resulting in a 4.2 percent vacancy rate. The facility also has four officers on light duty status, who may not staff a post that requires inmate contact.

Table 5.22 summarizes facility staffing by category of employee.

Table 5.22 Moose Lake Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	20.0	19.0	1.0
Correctional Officers	214.0	205.0	9.0

Position	Total	Filled	Vacant
Programs	32.9	30.2	2.7
Health Care	18.6	15.2	3.4
Support Services	41.0	41.0	-
Administration	26.5	24.5	2.00
TOTAL	353.0	334.9	18.1

Security. Facility security staff are assigned to 143 posts through the facility. Officers work 8-hour shifts across three different watches. A small cadre of unit lieutenants, escort, and visiting officers work 10-hour shifts, four days per week. Assuming the current Department relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 208 Correctional Officer 1, 2, and 3's. Command staff include 3 captains and 14 lieutenants. The facility post roster appears to be consistent with the number of positions budgeted for Moose Lake. However, this level of correctional officer staffing is predicated upon the DOC's current relief factor which, as described elsewhere in this report, far understates actual staff leave usage. As a result, the current roster does not appear to provide staffing levels sufficient to meet operational requirements. The staffing impact of updating the relief factor is described in our staffing recommendations.

Table 5.23 summarizes current Moose Lake post staffing requirements.

Table 5.23 Moose Lake Current Post Roster Staffing Requirements

Security Operations	Admin Shift	1st Watch	2nd Watch	3rd Watch	10 Hr.	Days per Week	Hours Per Shift	Relievable	Total Posts	SRF	Total FTE
Administration											
Captains			3			5	8	No	3	1.00	3.0
Watch Commander	2	2	2	2		5	8	No	8	1.00	8.0
Unit Lt - 8 hr.			2			5	8	No	2	1.00	2.0
Unit Lts - 10 hr.					4	4	10	No	4	1.00	4.0
Security Operations											
Disciplinary Sergeant	1					5	8	No	1	1.00	1.0
Duty Officer			1			5	8	No	1	1.00	1.0
A Team		8	8	8		7	8	Yes	24	1.79	43.0
Break Relief		1				7	8	Yes	1	1.79	1.8
T Control			1	1		7	8	Yes	2	1.79	3.6
Master Control		1	2	2		7	8	Yes	5	1.79	9.0
Unit 1		1	2	2		7	8	Yes	5	1.79	9.0
Unit 1/3 Float		1				7	8	Yes	1	1.79	1.8
Unit 3		1	2	2		7	8	Yes	5	1.79	9.0
Unit 4		2	4	3		7	8	Yes	9	1.79	16.1
Unit 8		1	2	2		7	8	Yes	5	1.79	9.0
Unit 8/10 Float		2				7	8	Yes	2	1.79	3.6
Unit 10		1	2	2		7	8	Yes	5	1.79	9.0
Unit 35		2	2	2		7	8	Yes	6	1.79	10.7
Unit 50 Float		2				7	8	Yes	2	1.79	3.6
Unit 52		1	2	2		7	8	Yes	5	1.79	9.0
Unit 53		1	2	2		7	8	Yes	5	1.79	9.0
Unit 54		1	2	2		7	8	Yes	5	1.79	9.0
Canteen/Property			7			5	8	No	7	1.00	7.0
Escort A/B					2	4	10	Yes	2	1.28	2.6

Security Operations	Admin Shift	1st Watch	2nd Watch	3rd Watch	10 Hr.	Days per Week	Hours Per Shift	Relievable	Total Posts	SRF	Total FTE
Education			2	1		5	8	Yes	3	1.28	3.8
Health Services			1	1		7	8	Yes	2	1.28	3.6
Industry			2			5	8	Yes	2	1.79	2.6
K9			1	1		5	8	No	2	1.00	2.0
Kitchen			2	2		7	8	Yes	4	1.79	7.2
Maintenance			2			5	8	Yes	2	1.28	2.6
Truck Gate			2			5	8	Yes	2	1.28	2.6
Transportation			2			5	8	Yes	2	1.28	2.6
Recreation			2	2		7	8	Yes	4	1.79	7.2
Visiting					5	4	10	Yes	5	1.28	6.4
TOTAL	3	28	63	42	11				143		224.7

Table 5.24 Moose Lake – Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	3.0
Lieutenants	14.0
CO1/CO2/CO3	207.7
TOTAL	224.7

The amount of overtime incurred at Moose Lake underscores the imbalance between available staffing levels and facility operational requirements at the facility. In FY 2022, Moose Lake utilized over 25,000 hours of correctional officer overtime at a cost of \$1.3 million. This level of use is consistent with facility experience in the two prior years. Overtime hours in FY 2022 equate to 3,140 shifts of overtime or the FTE of 17.6 additional correctional officers.

Table 5.25 Moose Lake Overtime, FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	21,540	25,828	26,578	25,118
Overtime Spending	\$1,014,577	\$1,224,724	\$1,432,738	\$1,331,082

A more detailed look at the assignment of overtime in a specific work week shows that overtime was used to cover 18 percent of post assignments on the 1st shift and 16 percent of posts assignments on 3rd shift. Approximately 80 percent of overtime assignments on 1st shift were mandated. Nearly 1/3 of overtime assignments on 2nd and 3rd shifts were mandated.

Table 5.26 Overtime Assigned, June 26 – July 2, 2022

	1st Shift			2nd Shift			3rd Shift		
	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned
Sunday	26	2	8	41	1	-	36	4	-
Monday	26	2	6	53	3	2	34	3	4
Tuesday	26	-	7	74	-	-	43	-	-
Wednesday	33	-	-	54	3	3	35	4	4
Thursday	27	-	1	54	1	1	39	6	-
Friday	27	-	-	60	7	2	38	6	4
Saturday	26	3	6	39	1	-	35	7	-

Table 5.27 Mandatory Overtime Assignment Rate, June 26 – July 2, 2022

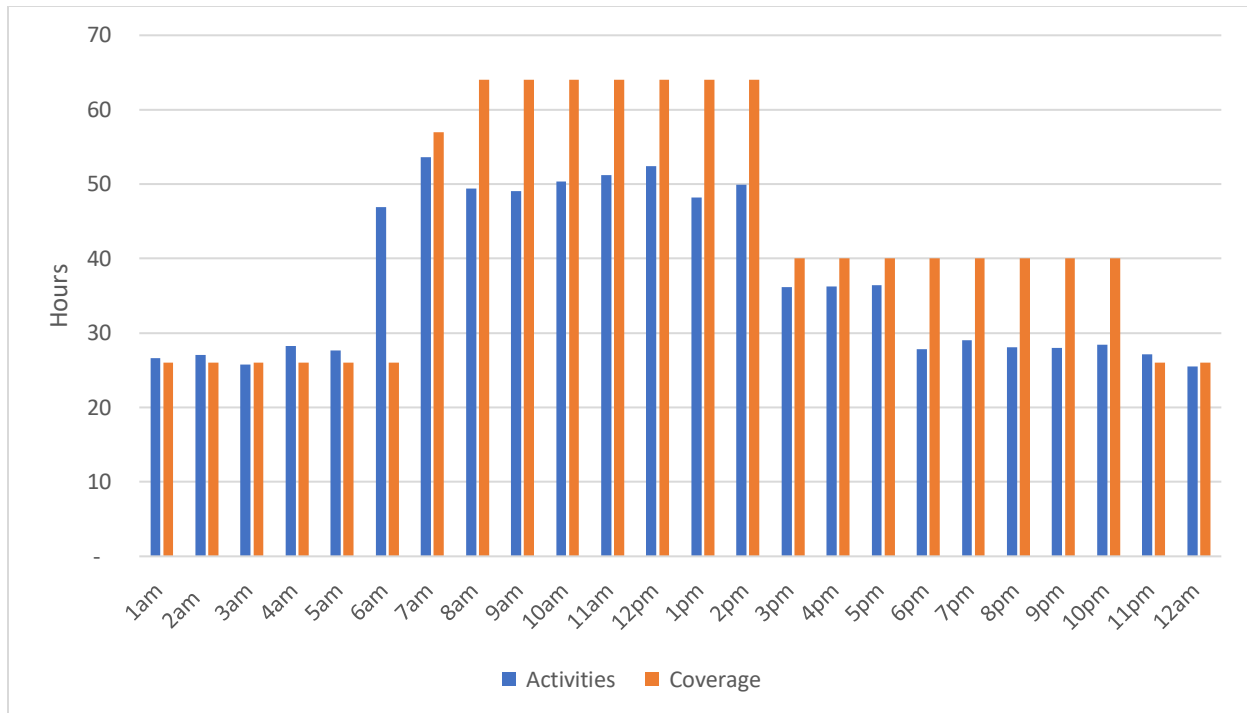
	1st Shift	2nd Shift	3rd Shift
Total Overtime Assignments	35	24	42
% Mandatory	80%	33%	29%

As discussed in the overtime section of this report, this level of overtime stresses existing staff, diminishes operational effectiveness, and is a significant contributor to low staff morale.

Moose Lake staff provided data on correctional officer activities by minute by post on a daily basis. The data show operational activity peaking at roughly 50 hours of specific correctional officer tasks/activities hours from 6:00 am through 2:00 pm, dropping to 36 hours of activities in the late afternoon, and then falling to 26 – 29 hours of activities from 6:00 pm to 6:00 am. Overlaying typical officer coverage over the same time frame shows 1st shift staffing at levels minimally adequate to cover required work activity, with a significant disparity between the volume of work responsibilities from 6:00 am – 7:00 am and available staff coverage. Staff coverage through the rest of the day is adequate to cover identified post activities, although work from 7:00 am -8:00 am, and from 3:00 pm – 6:00 pm, approaches staffing capacity.

The data suggest that staffing is not necessarily a constraint to expanding program services from 8:00 am – 2:00 pm, or in the evening from 6:00 pm – 10:00 pm.

Figure 5.3 Moose Lake Correctional Officer Daily Activity and Staff Coverage



Civilian. Moose Lake civilian staffing appears consistent with the basic facility organizational structure found throughout the Department. The facility does have a very large cadre of staff responsible for maintenance of the facility’s physical plant, with 31 positions assigned to repair and maintain building system infrastructure. Given the size, age, and condition of the facility, this level of staffing appears warranted. While all these maintenance positions were filled at the time of this review, management reports concerns that these positions will be increasingly difficult to fill in the future.

Nurse staffing appears minimal at best. In the project team’s experience, a facility of this size requires 24-hour nursing coverage, seven days per week. Moose Lake has historically provided nursing coverage only on 2nd and 3rd shifts only. In a facility of nearly 1,000 inmates, many with medical conditions, this staffing practice represents a significant risk factor. Nursing staff levels also appear inadequate to support current coverage levels. As in the case of officers, the current relief factor does not reflect actual leave usage, and as a result, understates that number of staff required to cover current health care responsibilities. Updating the relief factor, as recommended in this report, will require additional nursing staff.

Food service staffing represents another area of concern. Moose Lake has one Food Service Supervisor, one Chief Cook, and eight Cook Coordinators. This number of Cook Coordinators appears appropriate to staff ongoing kitchen activities, assuming all are available for duty. However, this staffing level includes no relief for staff on leave of absence from work, despite the fact that the kitchen operates every day of the year. As a result, the kitchen must rely on overtime or the use of correctional officers to perform food service duties. Adequate support of kitchen operations will require relief of current kitchen staff.

Programs

Moose Lake has a robust roster of program assignments available to incarcerated persons. The facility provides nearly 53,000 square feet of programming space on housing units, multi-purpose rooms, the Industries building, and other classrooms. These areas support adequately sized areas for academic and vocational education, substance abuse treatments, behavioral, and religious programs. The large MINNCOR Industries program operates a textile/garment plant, a state-of-the-art print shop, upholstery, and Anagram programs.

In total, the facility has 851 work and education assignments available to the incarcerated population (this includes 305 in Industries and 234 in education). At the time of this review, 753 incarcerated persons had an active work and/or program assignment at Moose Lake.

Table 5.28 summarizes the facility schedule for program activities. Most education, vocational, and behavioral programming is offered from 6:00 am to 4:00 pm, Monday through Friday. Religious and volunteer programs are available to incarcerated persons in the evening and on weekends. Facility reports show capacity or space for 817 work/program assignments on weekdays and 224 on weekends.

Table 5.28 Moose Lake Program Activity Schedule

Saturday/Sunday

Day/Time	Event	Place
8:25 am- 11:55 am	Gym/Main Yard Open	Gym/Main Yard
8:30am -4:30 pm	Visiting Open	Visiting Room
8:30 am – 10:00 am	Christian Worship Service	Multipurpose Room N&S
8:30 am – 10:00 am	Mindful Meditation	West Ed Classroom
8:30 am – 10:30 am	Wicca Outdoor Worship	Outdoor Worship Area
8:30 am-11:30 am	Library	Library
Saturday		
11:15 am – 11:55 am	Native American Smudge	Sweat Lodge Area
1:00 pm – 2:30 pm	Native American Drum Ceremony	Sweat Lodge Area
1:00 pm – 3:00 pm	Jehovah Witness Study	West Ed Classroom
1:00 pm – 2:30 pm	Lutheran Worship Service	Multipurpose Room N
1:10 pm- 3:55 pm	Gym/Main Yard open	Gym/Main Yard
1:15 pm -3:45 pm	Library	Library
Saturday		
2:30 pm – 4:00 pm	Asatru Study Group	Outdoor Worship Area
5:10 pm- 8:45 pm	Gym/ Main Yard open	Gym/Main Yard
7:05 pm – 8:45 pm	Moorish Science Temple Sunday School	Multipurpose Room S
7:05 pm – 8:45 pm	Islamic Prayer & Extended Study Time	West Ed Classroom

Monday - Friday

Day/Time	Event	Place
Education C-Tech 6:00 am	Education	Industry
Education Computer Support 6:00 am	Education	Industry
6:30 am- 1:30 pm	MINNCOR - Assembly, Garment, Print, Upholstery	Industry
Education College: LSC, Ashland, Pine Tech 8:00 am	Education	TV Broadcast
Education ABE: 8:00 am	Education	Unit 2
Education Carpentry 8:00 am	Education	Industry
Education IET 8:00 am	Education	Industry
8: 30 am- 10:00 am	Main Yard open	Main Yard
9:00 am- 11:00 am	Primary SUD Groups	U8
11:00 am – 11:30 am	Native American Prayer & Smudge	Unit 2 Pavilion
Education Dev Ed 1:00 pm	Education	Unit 2
1:30 pm- 3:30 pm	Intensive Outpatient Program- SUD	U8
2:10 pm- 3:55 pm	Main Yard open	Main Yard
2:25 pm- 3:55 pm	Gym open	Gym
3:30 pm- 4:00 pm	Intensive Outpatient Individuals SUD	U8
5:10 pm- 8:45 pm	Gym/Main Yard Open	Gym/Main Yard
5:30 pm – 8:45 pm	Religious Groups	Various

Other Scheduled Programs

Day/Time	Event	Place
8:30 am-11:30 am Tuesday	Library	Library
1:15pm-3:45 pm Tuesday	Library	Library
5:30 pm-8:20 pm Tuesday	Library	Library
5:30 pm – 7:30 pm Monday	Restorative Justice	Multipurpose Room N
6:00 pm – 7:00 pm Monday	AA	Multipurpose Room S
6:30 pm – 8:00 pm	Father Support Group	Multipurpose Room N

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- **Staff Morale** - Morale is suffering among all staff at the facility. Correctional officers expressed very negative attitudes towards work at Moose Lake, pointing toward the amount of overtime and specifically mandatory overtime, as a significant problem that is not being addressed. Facility managers appeared resigned and overwhelmed by the challenges they face. Staff in general see little evidence of potential improvements in current conditions and expressed doubts about central office knowledge or understanding of facility operational challenges.
- **Management** - Despite current issues, staff generally feel supported by supervisors. Staff report that command staff are visible throughout the facility and are readily accessible. Several staff pointed out that facility managers readily step in to fill posts and assist officers as needed. The management team shows a tangible bond in working together to address current issues and make the facility work. The primary management staffing challenge is the lack of qualified people willing to be promoted into supervisory positions. This seriously hampers succession planning.
- **IP Risk Assessment** - Staff question the validity of the classification system in assessing risk. There is a perception that the Level 3 IPs assigned the facility are higher risk than in the past, and that the increasing number of Level IV inmates at Moose Lake contributes to an increasingly unsafe environment, given that the facility lacks the ability to lock down cells.
- **New Staff Quality** – There appears to be a widespread perception that many newly hired staff are not qualified for correctional officer work and have received training of limited value. The Department's streamlined CO application process is seen as lowering the level of qualifications to potentially dangerous levels. The pre-service training these new staff receive was described as "death by PowerPoint" and deficient in providing adequate coping and job skills. Once on the job, in many cases new staff are directed by very junior staff with limited actual job experience. Due to their lack of seniority and the existing bargaining unit contract, new staff often must work weekends and/or 1st shift, with relatively minimal levels of senior management supervision. The result is very high rates of turnover of new officers who are ill-equipped or feel unprepared for correctional officer duties and a lack of trust among senior officers directed toward new staff. . It is in the best interests of the agency, the staff, and the bargaining unit that changes be considered to the bargaining unit contract that allows junior staff more options for occasional access to alternate shifts and weekends off.
- **Programs** – Staff expressed pride and appreciation for the amount and value of program services offered to IPs at Moose Lake. Staff understood program goals and their role in assuring access to programs. Staff however were unclear as to the meaning of "person-centered programs," and how that differs from current program offerings. They also expressed concerns

regarding expansion of program services without an increase in corresponding security resources.

- Shared Services - Staff indicated that with the exception of security, local managers have no decision-making authority. This leads to siloed operations and lack of communication among facility staff. Staff indicated that central office managers of shared services lines have limited knowledge or appreciation for day-to-day facility operational challenges.
- Facility Condition - The cleanliness of the facility was outstanding. The physical condition of Moose Lake is impressive considering its age. All areas appeared to be well maintained.

Staffing Recommendations

The project team proposes the following changes to current Moose Lake staffing:

Relief factor update. As noted previously, the relief factor for correctional officer positions needs to be updated to 2.00 for an 8-hour post, based on staff leave utilization patterns over the past three years. This increases CO staffing requirements by 26.7 officers over current funded staffing levels, due solely to the need to provide adequate relief staff in support of current posts. The addition of these staff should have a major impact on reducing overtime.

In addition, cook coordinator positions should be relieved on the basis of their mandatory schedule of duty. Food service operations at Moose Lake require a minimum of 7 cook coordinators to provide three daily meals. Using the same 2.00 shift relief factor as used for correctional officers, the staffing requirement for cook coordinators at Moose Lake is 14 FTEs, an increase of 6 positions above the existing staff complement.

Lieutenants. The limited number of command staff at Moose Lake does not at present allow for regular assignment of lieutenants to cover weekend facility operations. The additional of two lieutenant positions (one on 2nd watch and one on 3rd watch) will provide weekend watch command coverage and make the current practice of pulling the disciplinary lieutenant to provide watch commander and unit supervisor relief unnecessary.

Transportation. Transport of IPs for medical and court visits is major demand on staff time and a driver of overtime. Moose Lake reports over 500 IP escorts in FY 2022, primarily on weekdays, with trips ranging up to 498 miles in length. The two five-day transportation posts currently on the roster are insufficient to support this volume of work, necessitating the frequent pulling of staff from other posts or use of overtime to staff the transportation function. The addition of two five -day transportation posts, with relief, will address the current imbalance between workload and transport staffing, reducing the need for overtime or shutdown of other posts to support the transport function.

Nurses. Nurse positions should be staffed with adequate relief to assure service availability. The minimum nurse staffing is currently 2 nurses on day shift, going down to 1 on weekends, and 1 nurse on the evening shift, seven days per week. This unacceptably low nurse staffing for a facility of this size. Best practices in large correctional facilities call for 24-hour nursing coverage. Moose Lake currently has no medical staff available on 1st shift. A clinical review of nurse staffing should be conducted to establish minimum adequate nursing levels.

Senior Security Staff in Non-Inmate Contact Areas. Seven posts in the facility are assigned to canteen and property functions that have a reduce contact with the IPs. Because these are 5-day per week posts, most with weekends off, they are preferred positions at the correctional facility and are often filled by its most senior staff. In many other systems, the canteen responsibilities are filled by civilian staff as they generally don't require security staff. MNDoc should consider converting these to less costly civilian positions.

In total, these recommendations call for 31.6 additional staff for Moose Creek. Most of this increase is attributable to updating the relief factor for correctional officers to reflect actual leave usage and applying a relief factor cook coordinator positions. Table 5.29 shows the recommended correctional officer post roster with the changes described above. Table 5.30 summarizes recommended security staffing by rank. Table 5.31 shows total facility staffing with the recommended changes to the staffing complement

Table 5.29 Moose Lake Recommended Post Roster

Security Operations	Admin Shift	1st Watch	2nd Watch	3rd Watch	10 Hr.	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration											
Captains			3			5	8	No	3	1.00	3.0
Watch Commander	2	2	2	2		5	8	No	8	1.00	8.0
Unit Lieutenant - 8 hr.			2			5	8	No	2	1.00	2.0
Unit Lieutenants - 10 hr.			1	1	4	4	10	No	6	1.00	6.0
Security Operations											
Disciplinary Sergeant	1					5	8	No	1	1.00	1.0
Duty Officer			1			5	8	No	1	1.00	1.0
A Team		8	8	8		7	8	Yes	24	2.00	48.0
Break Relief		1				7	8	Yes	1	2.00	2.0
T Control			1	1		7	8	Yes	2	2.00	4.0
Master Control		1	2	2		7	8	Yes	5	2.00	10.0
Unit 1		1	2	2		7	8	Yes	5	2.00	10.0
Unit 1/3 Float		1				7	8	Yes	1	2.00	2.0
Unit 3		1	2	2		7	8	Yes	5	2.00	10.0
Unit 4		2	4	3		7	8	Yes	9	2.00	18.0
Unit 8		1	2	2		7	8	Yes	5	2.00	10.0
Unit 8/10 Float		2				7	8	Yes	2	2.00	4.0
Unit 10		1	2	2		7	8	Yes	5	2.00	10.0
Unit 35		2	2	2		7	8	Yes	6	2.00	12.0
Unit 50 Float		2				7	8	Yes	2	2.00	4.0
Unit 52		1	2	2		7	8	Yes	5	2.00	10.0
Unit 53		1	2	2		7	8	Yes	5	2.00	10.0
Unit 54		1	2	2		7	8	Yes	5	2.00	10.0
Canteen/Property			7			5	8	No	7	1.00	7.0
Escort A/B					2	4	10	Yes	2	1.43	2.9
Education			2	1		5	8	Yes	3	1.43	4.3
Health Services			1	1		7	8	Yes	2	2.00	4.0
Industry			2			5	8	Yes	2	1.43	2.9
K9			1	1		5	8	No	2	1.00	2.0
Kitchen			3	2		7	8	Yes	5	2.00	10.0
Maintenance			2			5	8	Yes	2	1.43	2.9
Truck Gate			2			5	8	Yes	2	1.43	2.9
Transportation			4			5	8	Yes	4	1.43	5.7
Recreation			3	5		7	8	Yes	8	2.00	16.0

Security Operations	Admin Shift	1st Watch	2nd Watch	3rd Watch	10 Hr.	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Visiting					5	4	10	Yes	5	1.43	7.2
TOTAL	3	28	67	43	11				152		262.6

Table 5.30. Moose Lake Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded FTE	Recommended FTE	Change
Captains	3.0	3.0	-
Lieutenants	14.0	16.0	2.0
CO1/CO2/CO3	214.0	243.6	29.6
TOTAL	231.0	262.6	31.6

Table 5.31 Moose Lake Recommended Total Staffing

Position	Total Funded	Recommended	Change
Command Staff	20.0	22.0	2.0
Correctional Officers	214.0	243.6	29.7
Programs	33.0	33.0	-
Health Care	18.6	18.6	-
Support Services	41.0	47.0	6.0
Administration	26.5	26.5	-
TOTAL	353.0	390.7	37.7

MCF – Oak Park Heights	
Security Level	Level 5
Opened	1982
Capacity	473
Population at date of review	313 Population Breakdown 08/16/2022 137 – Level 5, 175, Level 4, 20 Level 3, 2 Level 2, 1 Level 1
Housing	57% GP, 13% ACU, 11% RH, 10% MH, 9% Medical
Programs	GP - Education (ABE, Literacy, Digital Literacy, GED), Vocational (computer career programming, computer technology), variety of religious/spiritual programming Restrictive Housing – Step Down Management Program, Mental Health, Recreation, Religious Resources Variety of religious/spiritual programming.
MINNCOR	Canteen Fulfillment
FY 2022 Custody OT	\$1.8 million
Inmate/CO Ratio	1.44:1

Table 5.32 Oak Park Heights Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	343.2	387.4	44.2
Correctional Officers	218.0	255.8	37.8

MCF – Oak Park Heights is the highest security facility in MNDoc (Level 5) and houses male IPs. The facility design and layout is unique with housing, treatment, program, and support spaces situated around the perimeter of a central core/yard. The individual housing unit design is standardized throughout the facility and reflects a modern design and layout. The facility houses IPs in 9 living units known as “complexes.” These range from “honors” units to an Administrative Control Unit (restrictive housing), a Transitional Care Unit, and a Mental Health Unit for those male IPs with severe mental health needs. These units have program space, and other support space in the unit or immediately adjacent to limit the need for IP movement and increase operational efficiency.

In September 2018, Officer Joseph Parise was responding across the prison complex to an inmate assault on other staff. After the incident was resolved, Officer Parise returned to his post and collapsed and died a short time later.

Current Staffing

Oak Park Heights has 343.2 budgeted FTEs, of which 218.0 are correctional officers. At the time of the review, the facility had 54.9 vacancies, for an overall vacancy rate of 16 percent. Most of those vacancies (42.8) were in correctional officer positions resulting in a 20 percent vacancy rate for those positions. The facility also had only 1 officer on light duty status, who may not staff a post that requires inmate contact.

Table 5.23 summarizes facility staffing by category of employee.

Table 5.23 Oak Park Heights Funded and Filled Positions

Position	Total Funded	Filled	Vacant
Command Staff	16.0	16.0	0.0
Correctional Officers (1, 2, 3)	218.0	175.2	42.8
Programs	19.7	16.6	3.1
Health Care	36.0	29.5	6.5
Support Services	32.0	29.0	3.0
Administration	21.5	22.0	0.5
TOTAL	343.2	288.3	54.9

Security. Security staff are assigned to 169 posts throughout the facility. Officers generally work 8-hour shifts across three different watches. A small number of security staff working in transportation posts are assigned to 10-hour shifts, four days per week. Assuming the current department relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 237 Correctional Officer 1, 2, and 3's. This is 19 more than what is currently funded, and 62 FTEs more than current staffing levels, which indicates the facility is not even staffed to its outdated relief factor. Command staff needs include 2 captains and 14 lieutenants.

Table 5.24 summarizes current Oak Park Heights post staffing requirements assuming their existing post roster and 1.79 shift relief factor for an 8-hour, 7-day post.

Table 5.24 Oak Park Heights Current Post Roster Staffing Requirements

Posts	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captains	2				5	8	N	2	1.00	2.00
Scheduling/Recreation/Utility/Chapel/Control 2			1		5	8	Y	1	1.20	1.20
Watch Commander (LT)		1	1	1	7	8	Y	3	1.79	5.37
Unit Lieutenants	5				5	8	N	5	1.00	5.00
Intake/Master Control/Visiting/Transport	1				5	8	N	1	1.00	1.00
Due Process Lieutenant	1				5	8	N	1	1.00	1.00
Security Operations										
Due Process Sergeant			1		5	8	N	1	1.00	1.00
Transportation Sergeant			1		4	10	N	1	1.00	1.00
A Team		3	9	9	7	8	Y	21	1.79	37.59
Control 2 Bubble (level 2 bubble)			1	1	7	8	Y	2	1.79	3.58
Kitchen Control (bubble in Kitchen)			1	1	7	8	Y	2	1.79	3.58
Kitchen Floor			1		7	8	Y	1	1.79	1.79
Kitchen/Gym				1	7	8	Y	1	1.79	1.79
Hospital			6		7	8	Y	6	1.79	10.74
Intake			1		7	8	Y	1	1.79	1.79
Transportation			6		4	10	Y	6	1.79	10.74
Master Control		2	3	2	7	8	Y	7	1.79	12.53

Posts	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Complex 1 (SHU Unit)		1	3	1	7	8	Y	5	1.79	8.95
MINNCOR Canteen Bubble			2	0	5	8	Y	2	1.28	2.56
MINNCOR Canteen Floor			3	0	5	8	Y	3	1.28	3.84
Complex 2 (MINNCOR)		1	3	3	7	8	Y	7	1.79	12.53
Complex 3			2		7	8	Y	2	1.79	3.58
Complex 4 (MHU)		2	6	3	7	8	Y	11	1.79	19.69
Complex 8		2	6	3	7	8	Y	11	1.79	19.69
Dialysis Post (in Complex 8)			1		3	8	Y	1	0.77	0.77
Complex 6 Education			3		5	8	Y	3	1.28	3.84
Complex 6 Housing		1	2	3	7	8	Y	6	1.79	10.74
Complex 7 Honor Unit			3	3	7	8	Y	6	1.79	10.74
Complex 5 (RH)		1	4	4	7	8	Y	9	1.79	16.11
Due Process			2		5	8	Y	2	1.28	2.56
Administrative Control Unit (ACU) Weekdays		2	5	4	5	8	Y	11	1.28	14.08
ACU Weekends		2	4	4	2	8	Y	10	0.51	5.10
Visiting			6	6	3	8	Y	12	0.77	9.24
Property			2		5	8	N	2	1.00	2.00
Warehouse			1		5	8	Y	1	1.28	1.28
Loading Dock			2		5	8	N	2	1.00	2.00
Recreation			1		5	8	Y	1	1.28	1.28
TOTAL	9	18	93	49						252.3

Table 5.25 Oak Park Heights – Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	2.0
Lieutenants	13.6
CO1/CO2/CO3	236.7
TOTAL	252.3

Given the existing relief factor, Oak Park Heights needs 252.3 security staff to fill its current post plan.

Overtime across the agency is a significant issue. This was especially true in 2022 where overtime peaked at over \$1.8 million at Oak Park Heights. This is the equivalent to the number of hours 25.4 additional correctional officers could fill a post in a year.

Table 5.26 Oak Park Heights Overtime, FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	31,140	34,397	18,652	36,293
Overtime Spending	\$1,340,478	\$1,516,112	\$911,632	\$1,835,945

CGL asked each facility to provide a one-week sample of posts filled with overtime. For Oak Park Heights, during the sample week (Table 6) 18 percent of overtime assignments on 1st shift were mandated, and 13 percent of the overtime occurrences on 2nd shift were mandated. The most

occurrences of overtime and mandating occurred on the 3rd shift. During the sample week, 260 posts were filled with overtime on the 3rd shift, and 37 percent of this overtime was mandated. This may suggest an imbalance between the number of staff needed to meet workload demands, and the number assigned on that shift.

Table 5.27 Overtime Assigned, June 26 – July 2, 2022

	1st Shift			2nd Shift			3rd Shift		
	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned
Sunday	15	2	0	32	4	2	32	6	11
Monday	16	0	0	53	6	0	40	20	6
Tuesday	15	0	0	52	0	0	40	5	0
Wednesday	15	1	0	67	0	0	42	9	0
Thursday	15	1	0	60	0	0	37	5	0
Friday	15	2	0	57	0	0	38	7	3
Saturday	15	3	2	32	4	0	31	4	13

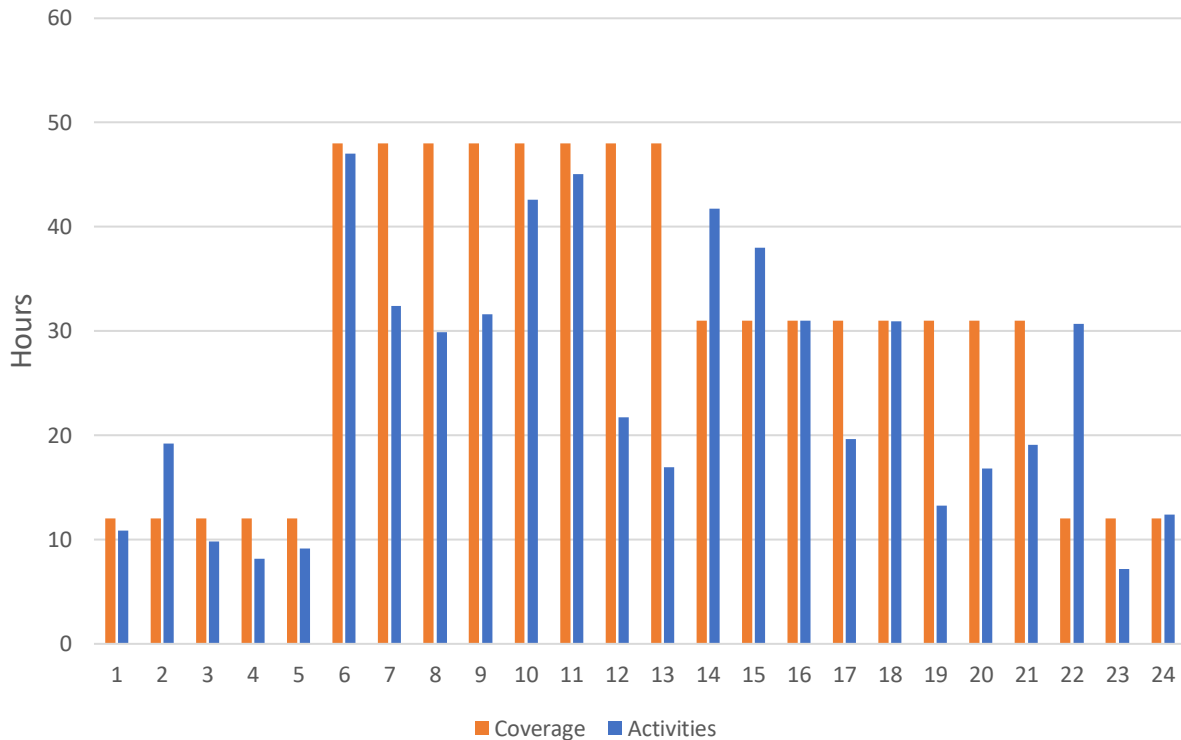
Table 5.28 Mandatory Overtime Assignment Rate, June 26 – July 2, 2022

	1st Shift	2nd Shift	3rd Shift
Total Overtime Assignments	11	16	89
% Mandatory	18%	13%	37%

Each facility provided data on correctional officer daily activities by hour by post. For Oak Park Heights this data covered the majority, but not all the posts in the facility. The data shows operational activity peaking at nearly 50 hours of specific correctional officer tasks/activities hours at 6:00 am then varying throughout the day. Overlaying typical officer coverage over the same time frame shows 1st shift staffing at levels generally adequate to cover required work activity. However, at the 2:00 am, 2:00 pm, 3:00 pm, and 10 pm hours activities are greater than available staff hours for the posts submitted by the facility. This is mainly due to three factors: staff taking breaks during those times, and required staff rounds, and shift overlap. The A Team posts can assist in covering staff breaks as needed so likely provide enough support during these times.

The data also suggests that staffing is not necessarily a constraint to expanding program services from 7:00 am – 3:00 pm, or in the evening from 7:00 pm – 9:00 pm.

Figure 5.4 Oak Park Heights Correctional Officer Daily Activity and Staff Coverage



Civilian. There is a large group of civilian staff at Oak Park Heights to support operations. The facility is extremely well maintained which is reflective of the number of facilities maintenance positions. A total of 27 FTEs are budgeted with 24 being filled at the time of our review.

Oak Park Heights has a higher level of nurse staffing than other facilities due to its Transitional Care Unit that provides medical services to those IPs who are convalescing after surgery, on dialysis, in hospice care, or in need of more intensive medical care than can be provided in other facilities. The facility is funded for a total of 25.8 Registered Nurse related positions (RN, RN Senior, RN Supervisor, etc.) and 6.2 LPNs. There were 1.8 LPN vacancies and 4.7 RN position vacancies at the time of our review. We recommend that to validate nurse staffing needs, the agency should conduct a review of nurse staffing by a correctional health care expert.

Staffing for food services is insufficient as there is 1 Corrections Chief Cook and 4 Cook Coordinators. No relief is provided thereby creating ongoing shortages in this important function. CGL was provided information from MNDOC’s central office that indicated the need for 4 Cook Coordinator posts to be regularly filled at Oak Park Heights. Applying the newly developed shift relief factor (2.00) results in the need for 8 Cook Coordinator FTEs, which is double the current level.

Programs

Facilities with a unique and diverse mission like Oak Park Heights can have a busy activity schedule, and a poorly designed correctional facility that has program spaces that are a significant physical distance from housing, will result in an increased need for IP movement and staff supervision. This is not the case at Oak Park Heights, as it is designed so each living area is nearly self-contained, with the space to

provide access to programs and services on, or adjacent to the unit (often on the floor immediately above the unit). Information provided indicates that during normal operations programming opportunities typically run between 7:30 am and 3:30 pm Monday through Friday. We note that during the pandemic, some of these programs were not operating or were only intermittently provided. Education classes and mental health unit programming typically begins at 7:30 am and runs until lunch at 10:00 am. Education has a capacity of 60 slots while mental health programming can accommodate 17. After lunch the 10:55 morning count is conducted after which afternoon classes runs from noon to 2:00 pm while mental health unit programming runs from noon to 2:30 pm. Afternoon count is at 2:50 pm, and additional mental health unit programming is provided from after count clears to 4:30 pm. Dinner meal service normally starts at approximately 4:50 pm.

Minnesota Correctional Industries (MINNCOR) operates a large canteen fulfillment at the facility. IPs working for MINNCOR are housed in complexes 2 and 3. Other programs for the incarcerated persons include Adult Basic Education, Literacy, and GED educational offerings. Vocational programs focus heavily on computer career training and technology. Additionally support and treatment programs include “Restorative Justice” and Transitional Life Skills. As expected, the mental health unit has a variety of treatment programs for the incarcerated population.

Religious programming can run throughout the day as scheduled. Special programming such as that provided in the Transitions Program is provided on a regular basis during the weekdays.

Programming is minimal on weekends other than Religious/Spiritual activities. We do note that visitation is available on Saturdays and Sundays from 7:00 am to 2:00 pm.

The facility has sufficient space for IP programs and activities. Each housing unit has multipurpose space on the units and there is additional programming space on the floor immediately adjacent and above the housing units. This unique layout provides improved ability to separate IPs and limit their interaction across units.

The ability to expand program activities at Oak Park Heights is not limited by the facility layout or design. What limits expansion is staffing. If additional staff were added on the evening shifts and weekends, then the program activities could be expanded. Even today, periods of staff shortages impact Oak Park Heights ability to offer programming on the floors above the unit as these spaces require custody staff to provide supervision.

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- Housing - The unique housing unit design is generally supportive of the type of population housed there. Their size is appropriate and there is an effective use of cameras and technology to support safe operations. While line of sight can be somewhat of an issue, requiring additional staff in the units, housing areas are otherwise well laid out, and have adjacent program and dayrooms spaces.
- Staff - Often facilities that manage high-risk, complex incarcerated population suffer from a negative culture and low staff morale. However, we did not find this to be the case at Oak Park

Heights. Staff we interviewed on post were not only supportive of the facility mission but could clearly describe daily activities and the mission of the units. We were impressed by their positive attitudes and commitment to the security and services they provide. Staff in the mental health unit were productively involved with the IPs.

- **Management** – The warden and associate warden were veterans with significant experience across the agency. They were extremely knowledgeable and well-respected by staff and IPs throughout the facility. As has been noted in other sections of this report, there are few incentives to promote to this level, and in fact, are significant disincentives, of which the most harmful is the existing bifurcated retirement system that creates a considerable impediment to move above the rank of Captain into the Associate Warden or Warden positions.
- **Shared Services** – The project team again heard concerns about shared services and the disconnect it creates for the day-to-day operation of the facility. One specific issue noted was that some shared services staff are still allowed to work from home, and their lack of presence in the facility creates operational issues and limits responsiveness to staff concerns. This establishes a dichotomy between staff and reduces the sense of “team”. One side is security staff who have had to regularly work additional shifts of overtime at the facility while some shared service areas that support facility operations are not present in the facility at all. While we understand work from home options during the height of the pandemic and staffing shortages, consideration should be given to requiring these staff return to work.
- **Facility Condition** – The facility did not look 40 years old. It has been very well maintained and clean in all areas visited.

Staffing Recommendations

It is expected that staffing levels at Oak Park Heights be assessed based on the facility mission, its layout, and operational practices. The population housed at the facility is more staff intensive than others in MNDoc. Oak Park Heights IP to correctional officer ratio is 1.44:1 compared to nearly double that at Stillwater (3.71:1)

Given its mission and design, Oak Park Heights is insufficiently staffed. Even under the outdated shift relief factor and current post structure the number of funded security staff (234) is well below what is needed (252). With the new shift relief factor applied and CGL’s recommended post changes, this disparity grows larger.

CGL proposes the following changes to current Oak Park Heights staffing:

Relief factor update. The current shift relief factor used by MNDoc is outdated and undercounts the number of staff needed. For correctional officers the newly calculated relief factor of 2.00 for an 8-hour post is based on staff leave utilization patterns over the past three years. This increases CO staffing requirements to 255.8 FTEs, an increase of nearly 38 FTEs over current funded levels (218).

As noted earlier in this section, cook coordinator positions should be relieved based on their mandatory schedule of duty. Current facility operations require 4 Cook Coordinator posts to be regularly filled. Applying the newly developed shift relief factor (2.00) results in the need for 8 Cook Coordinator FTEs, which is double the current level.

Nursing. We found nursing coverage at Oak Park Heights to be sufficient given the unique nature of the population it manages. However, we recommend that the Department commission a clinical review of nursing staff requirements to ensure they are adequate to meet the facility's mission.

Lieutenants. The current staffing plan requires 13.6 Lieutenants, and there are 14 currently funded. However, we found the Unit Lieutenant positions to be spread thin. There is a need for 2 additional Administrative/Support Lieutenant posts to primarily provide support to existing unit lieutenants in their daily responsibilities as well as support to other areas as needed. These additional posts should be 5 days per week without relief. We also recommend they have different days off to ensure greater supervisory coverage on weekends. This change, along with the new shift relief factor increases lieutenant staffing needs to 16.4, an increase of 2.4 FTEs above funded levels.

A-Team. The facility has a total of 21 8-hour posts assigned to A-Team responsibilities. This is high, even by MNDOC standards, and results in the need for 42 FTEs. We recommend that A-Team be reduced by 2 posts on the 2nd and 3rd watches.

Senior Security Staff in Non-Inmate Contact Areas. Six posts in the facility are assigned to canteen and property functions that have a reduce contact with the IPs. Because these are 5-day per week posts, most with weekends off, they are preferred positions at the correctional facility and are often filled by its most senior staff. In many other systems, the canteen responsibilities are filled by civilian staff as they generally don't require security staff. MNDOC should consider converting these to less costly civilian positions.

Given these changes, and the updated shift relief factor, a total of 274.2 security staff are needed at Oak Park Heights, an increase of 40.2 FTEs above funded levels. Overall, 44.2 additional FTEs are needed above the total funded level for the facility (343.2). Table 5.28 shows the recommended security post roster with the changes described above. Table 5.29 summarizes recommended security staffing by rank. Table 5.30 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.28 Oak Park Heights Recommended Post Roster

Posts	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captains	2				5	8	N	2	1.00	2.00
Scheduling/Rec/Chapel/Control 2			1		5	8	Y	1	1.43	1.43
Watch Commander (LT)		1	1	1	7	8	Y	3	2.00	6.00
Unit Lieutenants	5				5	8	N	5	1.00	5.00
Administrative/Support Lieutenant	2				5	8	N	8	1.00	2.00
Intake/Master Control/Visiting/Transport	1				5	8	N	1	1.00	1.00
Due Process Lieutenant	1				5	8	N	1	1.00	1.00
Security Operations										
Due Process Sergeant			1		5	8	N	1	1.00	1.00
Transportation Sergeant			1		4	10	N	1	1.00	1.00
A Team		3	7	7	7	8	Y	17	2.00	34.00
Control 2 Bubble (level 2 bubble)			1	1	7	8	Y	2	2.00	4.00
Kitchen Control (bubble in Kitchen)			1	1	7	8	Y	2	2.00	4.00
Kitchen Floor			1		7	8	Y	1	2.00	2.00

Posts	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Kitchen/Gym				1	7	8	Y	1	2.00	2.00
Hospital			6		7	8	Y	6	2.00	12.00
Intake			1		7	8	Y	1	2.00	2.00
Transportation			6		4	10	Y	6	2.00	12.00
Master Control		2	3	2	7	8	Y	7	2.00	14.00
Complex 1 (SHU Unit)		1	3	1	7	8	Y	5	2.00	10.00
MinCorr Canteen Bubble			2	0	5	8	Y	2	1.43	2.86
MinCorr Canteen Floor			3	0	5	8	Y	3	1.43	4.29
Complex 2 (Mincorr)		1	3	3	7	8	Y	7	2.00	14.00
Complex 3			2		7	8	Y	2	2.00	4.00
Complex 4 (MHU)		2	6	3	7	8	Y	11	2.00	22.00
Complex 8		2	6	3	7	8	Y	11	2.00	22.00
Dialysis Post (in Complex 8)			1		3	8	Y	1	0.86	0.86
Complex 6 Education			3		5	8	Y	3	1.43	4.29
Complex 6 Housing		1	2	3	7	8	Y	6	2.00	12.00
Complex 7 Honor Unit			3	3	7	8	Y	6	2.00	12.00
Complex 5 (RH)		1	4	4	7	8	Y	9	2.00	18.00
Due Process			2		5	8	Y	2	1.43	2.86
Administrative Control Unit (ACU) Weekdays		2	5	4	5	8	Y	11	1.43	15.73
ACU Weekends		2	4	4	2	8	Y	10	0.57	5.70
Visiting			6	6	3	8	Y	12	0.86	10.32
Property			2		5	8	N	2	1.00	2.00
Warehouse			1		5	8	Y	1	1.43	1.43
Loading Dock			2		5	8	N	2	1.00	2.00
Recreation			1		5	8	Y	1	1.43	1.43
TOTAL	11	18	91	47						274.2

Table 5.29 Oak Park Heights Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded FTE	Recommended FTE	Change
Captains	2.0	2.0	-
Lieutenants	14.0	16.4	+2.4
CO1/CO2/CO3	218.0	255.8	+37.8
TOTAL	234.0	274.2	+40.2

Table 5.30 Oak Park Heights Recommended Total Staffing

Position	Total Funded	Recommended	Change
Command Staff	16.0	18.4	2.4
Correctional Officers	218.0	255.8	37.8
Programs	19.7	19.7	-
Health Care	36.0	36.0	-

Position	Total Funded	Recommended	Change
Support Services	32.0	36.0	4.0
Administration	21.5	21.5	-
TOTAL	343.2	387.4	44.2

MCF – Red Wing	
Security Level	Juvenile – Multi-Custody
Opened	1889
Capacity	88 Juveniles, 45 Adults
Population at date of review	76 (46 Juveniles, 30 Minimum Custody Adults)
Housing	Juvenile – 100% Single, Adult: 33% single, 18% Double, 49% Dormitory
Programs	Education, Religious/Spiritual, Sex Offender Treatment, SUD,
MINNCOR	None
FY 2022 Custody OT	\$304,036
Juvenile & IPs/CO Ratio	0.77:1

Table 5.31 Red Wing Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	181.7	202.7	21.0
Correctional Officers	98.0	116.0	18.0

MCF – Red Wing is MNDOC’s only juvenile facility and was originally constructed in 1889 and has been extremely well-maintained. Overall, the project team found Red Wing to be the embodiment of a positive environment for youth, adults, and staff. To a certain degree, this may be due to the small size of the facility, but it is more a result of the culture that has been developed. At every level, staff were personally committed to improving the skills and outcomes of the individuals housed there. A culture of care has been established, and it provides positive benefits to both staff and the youth. MNDOC should assess how to elevate the successful culture and practices at Red Wing to other facilities in the system.

The juveniles at Red Wing are part of a therapeutic community model designed to productively engage youths to improve their strengths and outcomes. The adult section of the facility provides 45 beds for adult males transitioning back to the community. Trade-related skills are provided as well as work crews to support local community needs. At the time of the review, the facility housed 46 youths and 30 minimum custody adults.

Current Staffing

Staffing at youth facilities is generally much more intensive than at adult facilities. Red Wing is funded for 181.7 FTEs, of which 98 are correctional officers. It had few vacancies at the time of our review (12.8) resulting in a vacancy rate of just 7 percent. There were 5.5 correctional officer vacancies. It has a large cadre of programs staff (38.9) to support the broad programming and education needs of the juveniles.

Table 5.32 Red Wing Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	14.0	13.0	1.0
Correctional Officers	98.0	92.5	5.5
Programs	38.9	34.6	4.3

Position	Total	Filled	Vacant
Health Care	6.8	6.8	-
Support Services	15.0	14.0	1.0
Administration	9.0	8.0	1.0
TOTAL	181.7	168.9	12.8

Security. There are seventy 8-hour security posts through the facility. Officers work 8-hour shifts across three different watches. Assuming the current Department relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 101.1 correctional officer 1, 2, and 3's. Command staff deployment requires 1 captain and 10.4 lieutenants. During our review, one housing Unit (Harvard) was closed, however, our staffing analysis assumes this unit is open and staffed. We also note that given current staffing limitations, the facility is often not able to regularly place staff in certain posts such as Laundry, School, or Gate.

Table 5.33. Red Wing Current Post Roster Staffing Requirements

Posts	Admin Shift	1st Watch	2nd Watch	3rd Watch	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captain	1	-	-	-	5	8	N	1	1.00	1.00
Watch Lieutenants	-	1	1	1	5	8	Y	3	1.79	5.37
Unit Lieutenants	5				5	8	N	5	1.00	5.00
Security Operations										
Front Desk	-	0	1	1	7	8	Y	2	1.79	3.58
Visiting	-	0	1	1	4	8	Y	2	1.02	2.04
Brown	-	1	2	2	7	8	Y	5	1.79	8.95
Yale	-	1	2	2	7	8	Y	5	1.79	8.95
Princeton	-	1	2	2	7	8	Y	5	1.79	8.95
Knox	-	1	1	1	7	8	Y	3	1.79	5.37
Harvard (Closed)	-	1	2	2	7	8	Y	5	1.79	8.95
Stanford	-	1	3	3	7	8	Y	7	1.79	12.53
Dayton	-	3	5	5	7	8	Y	13	1.79	23.27
Patrol	-	1	2	2	7	8	Y	5	1.79	8.95
School	-	0	1	0	5	8	Y	1	1.28	1.28
Gate	-	0	1	0	5	8	Y	1	1.28	1.28
Laundry	-	0	1	0	5	8	N	1	1.00	1.00
Utility/Hospital	-	1	3	2	5	8	N	6	1.00	6.00
TOTAL	6	12	28	24						112.5

Table 5.34 Red Wing – Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	1.0
Lieutenants	10.4
CO1/CO2/CO3	101.1
TOTAL	112.5

The amount of overtime incurred at Red Wing is much less than what is found at other facilities. This is a result of its smaller size and its low vacancy rate. We do note, however, that FY2022 overtime increased substantially from previous years.

Table 5.35 Red Wing Overtime, FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	3,607	4,669	3,377	5,653
Overtime Spending	\$173,001	\$223,914	\$176,481	\$304,036

A deeper review of overtime looked at a sample work week and found that overtime and mandatory overtime are not major issues at Red Wing. During this week, the few occurrences of overtime on the 1st and 2nd watches were all voluntary. The 3rd watch had a higher frequency of overtime and 2 of the 12 occurrences were mandated overtime.

Table 5.36 Overtime Assigned, June 26 – July 2, 2022

	1st Shift			2nd Shift			3rd Shift		
	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned
Sunday	9	1	0	17	1	0	17	3	0
Monday	9	0	0	20	0	0	16	2	0
Tuesday	11	0	0	26	0	0	17	0	0
Wednesday	9	0	0	27	0	0	18	0	0
Thursday	10	0	0	24	0	0	18	0	0
Friday	9	1	0	21	0	0	18	3	0
Saturday	9	1	0	17	0	0	18	2	2

Table 5.37 Mandatory Overtime Assignment Rate, June 26 – July 2, 2022

	1st Shift	2nd Shift	3rd Shift
Total Overtime Assignments	3	1	12
% Mandatory	0%	0%	17%

Red Wing developed activity logs for several of the correctional officer posts. These posts have unique duties and responsibilities in the juvenile setting and are much more involved in every aspect of the population's supervision, education, and treatment. Those direct care staff supervising youth must meet the required 1:8 staffing ratio (during waking hours) and the 1:16 ratio (during sleeping hours), and provide constant supervision. Therefore, the usefulness of the activity log has limited value at Red Wing and is not analogous to what was found in the adult facilities.

Civilian. Civilian positions at Red Wing include 15 Support Services and 9 administrative support positions. Support Services has 12 funded facility maintenance FTEs, and it is clear that they have performed well in maintaining this 130-year-old structure. Staff noted the number of FTEs in facilities maintenance has decreased in the last several decades and they need a Building Maintenance Foreman position to direct the work of skilled and unskilled staff responsible for repairs, maintenance, and renovation of the facility. While the population of Red Wing is small, its age and footprint does increase the level of its ongoing physical plant needs. The agency should consider reviewing the need for additional maintenance staff at the facility to keep this aging facility in good condition.

Nurse staffing is minimal at Red Wing with a total of 3.75 funded Registered Nurse FTEs. With an updated relief factor (1.99) for RN's this will not fully staff a single full-time post on the 2nd and 3rd watches. We recommend that to validate nurse staffing needs, the agency conduct a review of nurse staffing by a correctional health care expert.

Red Wing is funded for 3 food service FTEs (1 Food Service Supervisor and 2 Cook Coordinators). The Cook Coordinator positions are not relieved, and with the updated relief factor, only one 8-hour post can be fully staffed. We recommend one additional FTE be added, bringing the Cook Coordinator position to a total of 3.

Programs

Programs provided at Red Wing are tailored to the needs of the juvenile population and the adult minimum-custody IPs. Red Wing is a licensed to operate a juvenile residential facility under Minnesota guidelines for Children's Residential Facilities. As a result, it must provide a wide range of programming and services that include case management, reentry, education, sex offender treatment (for those designated), substance use disorder education and treatment, family engagement, recreation, and spiritual care, as well as services such as medical and mental health care, appropriate access to food services and recreation. Youths are fully programmed throughout the day and on weekends. The youth at Red Wing are also supported by many volunteers who provide AA, spiritual, mentoring, and other activities.

Adults at Red Wing have the ability to earn trade licenses and certifications as well as OSHA certification. In total there are more than 30 assignments for adults.

Table 5.38 Red Wing Program Activity Schedule for Juveniles

Saturday/Sunday

Time	Event
7:30 am – 9:00 am	Wake at 7:30 Complete hygiene and housekeeping Tasks

Time	Event
	Prepare, eat, and clean up breakfast Strengths for Success skill demonstration
900 am – 12:00 pm	Special housekeeping tasks as assigned by unit staff. Strengths for Success skill demonstration
12:00 pm – 1:00 pm	Prepare, eat, and clean up lunch Strengths for Success skill demonstration
1:00 pm – 5:00 pm	Special housekeeping tasks as assigned by unit staff. Strengths for Success skill demonstration
5:00 pm – 6:30 pm	Prepare, eat, and clean up dinner Strengths for Success skill demonstration
6:30 pm – 9:30 pm	Showers, minor housekeeping, and general group living activities. Strengths for Success skill demonstration.
9:30 pm – 10:30 pm	Mandatory room assignment/personal time
10:30 pm	Lights out and Radios Off

Monday - Friday

Day/Time	Event
6:00 am – 7:30 am	Wake at 0600. Complete hygiene and housekeeping Tasks Prepare, eat, and clean up breakfast Strengths for Success skill demonstration
7:30 am – 10:25 am	School or Work Period 1 (7:30 am – 8:25 am) Period 2 (8:30 am – 9:25 am) Period 3 (9:30 am – 10:25 am)
10:30 am – 11:30 am	Varies by day: Monday-Friday: 1:1 Sessions; Reentry Planning Monday & Tuesday (10 AM-11 AM): Treatment Team Meetings Monday & Wednesday & Friday: Aggression Replacement Training® (ART®); Grief Group; Trauma & Grief Component Therapy for Adolescents (TGCTA); Substance Use Disorders (SUD); SOTP Small Treatment Group Tuesday & Thursday: Primary Groups; SOTP Individual Meetings; SOTP SUD
11:30 am – 12:30 pm	Prepare, eat, and clean up lunch. Strengths for Success skill demonstration. 1:1 Sessions. Reentry Planning.
12:35 pm – 3:30 pm	School or Work

Day/Time	Event
	Period 4 (12:35 PM-1:30 PM) Period 5 (1:35 PM-2:30 PM) Tuesday (1:30 PM-2:30 PM): Cottage Meetings (Yale, Grinnell, Stanford) Thursday (1:30 PM-2:30 PM): Cottage Meetings (Princeton, Harvard, Brown) Period 6 (2:35 PM-3:30 PM)
3:30 pm – 4:30 pm	Monday-Friday: 1:1 Sessions; Reentry Planning Monday & Wednesday & Friday: Phoenix Curriculum; Independent Living Skills Tuesday: SUD; Mock Interviews Tuesday & Thursday: Transition Phase Courses; SOTP Psycho Ed Group Wednesday: SOTP Large Community Group Friday: SOTP Good Lives Model
4:30 pm – 6:30 pm	Prepare, eat, and clean up dinner. Strengths for Success skill demonstration.
6:30 pm – 9:30 pm	Showers, minor housekeeping, and general group living activities. Strengths for Success skill demonstration. 1:1 Sessions.
9:30 pm – 10:30 pm	Mandatory room assignment/personal time
10:30 pm	Lights out and radios off. Friday: Staff may allow lights and radios on until 11:00 pm.

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions. Key observations include:

- **Positive Facility Culture-** Staff at all levels were positive and committed to supporting and mentoring the juveniles and adults housed at Red Wing. Each interview supported a treatment culture. The successful practices at Red Wing should be elevated and MNDOC should assess how to transfer their effectiveness to other facilities.
- **Shared Services –** As described by staff at Red Wing, shared services have limited reach into the activities of Red Wing, as compared to other facilities. As a result, concerns regarding the centralization of facility functions were not found at Red Wing.
- **Facility Conditions –** The conditions at this 130-year-old facility had been impressively maintained. Buildings, that in other correctional systems, may have been abandoned due to their age, have been restored and serve to support a positive environment for staff and the population.

Staffing Recommendations

CGL proposes the following changes to current Red Wing staffing:

Relief factor update. The updated relief factor (2.00 for an 8-hour post) should be used. In addition, an additional cook coordinator FTE should be added to provide needed relief and support of food preparation. This brings the total number of cook coordinators needed to 3.00.

Lieutenants. The current staffing plan requires 10.4 Lieutenants, and there are 10 currently funded. However, we found the Unit Lieutenant positions to be insufficiently staffed. There is a need for an additional Administrative/Support Lieutenant post to primarily provide support to existing unit lieutenants in their daily responsibilities as well as support to other areas as needed. This additional post should be 5 days per week without relief and have different days off to ensure greater supervisory coverage on weekends. This change, along with the new shift relief factor increases lieutenant staffing needs to 12.0 an increase of 2.0 FTEs above funded levels.

Utility/Hospital. As described by facility staff, the utility/hospital posts at Red Wing currently are only established for 5 days per week. Our analysis of post deployment needs for the utility function and outside hospital posts found an additional need for one post on all three shifts on weekends. With the updated relief factor, the utility/hospital posts require 4 additional FTEs.

In total, these recommendations call for 20 additional staff for Red Wing. The majority of this increase is a result of correctional officer positions not being staffed to the accurate relief factor. Table 5.39 shows the recommended correctional officer post roster with the changes described above. Table 5.40 summarizes recommended security staffing by rank. Table 5.41 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.39 Red Wing Recommended Post Roster

Post	Admin Shift	1st Watch	2nd Watch	3rd Watch	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captain	1	-	-	-	5	8	N	2	1.00	1.00
Watch	-	1	1	1	5	8	Y	3	2.00	6.00
Unit Lieutenants	5				5	8	N	5	1.00	5.00
Administrative/Support Lt.	1				5	8	N	1	1.00	1.00
Security Operations										
Front Desk	-		1	1	7	8	Y	2	2.00	4.00
Visiting	-		1	1	4	8	Y	2	1.14	2.28
Brown	-	1	2	2	7	8	Y	5	2.00	10.00
Yale	-	1	2	2	7	8	Y	5	2.00	10.00
Princeton	-	1	2	2	7	8	Y	5	2.00	10.00
Knox	-	1	1	1	7	8	Y	3	2.00	6.00
Harvard (Closed)	-	2	2	1	7	8	Y	5	2.00	10.00
Stanford	-	1	3	3	7	8	Y	7	2.00	14.00
Dayton	-	3	5	5	7	8	Y	13	2.00	26.00
Patrol	-	1	2	2	7	8	Y	5	2.00	10.00
School	-	0	1	0	5	8	Y	1	1.43	1.43
Gate	-	0	1	0	5	8	N	1	1.00	1.00

Post	Admin Shift	1st Watch	2nd Watch	3rd Watch	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Laundry	-	0	1	-	5	8	N	1	1.00	1.00
Utility/Hospital 5-days (M-F)	-	1	3	2	5	8	Y	6	1.43	8.58
Utility Hospital (Sat-Sun)		1	1	1	2	8	Y	3	0.57	1.71
Total	7	14	29	24						129.0

Table 5.40 Red Wing Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded FTE	Recommended FTE	Change
Captains	1.0	1.0	-
Lieutenants	10.0	12.0	+2.0
CO1/CO2/CO3	98.0	116.0	+18.0
TOTAL	109.0	129.0	+20.0

Table 5.41 Red Wing Recommended Total Staffing

Position	Total Funded	Recommended	Change
Command Staff	14.0	16.0	+2.0
Correctional Officers	98.0	116.0	+18.0
Programs	38.9	38.9	-
Health Care	6.8	6.8	-
Support Services	15.0	16.0	+1.0
Administration	9.0	9.0	-
TOTAL	181.7	202.7	+21.0

MCF – Rush City	
Security Level	Level 3, 4, 5
Opened	2000
Capacity	1,018
Population at date of review	977
Programs	SDMP, OASIS, Supportive Living Services Program, Education
MINNCOR	License plates, stickers, sub-contract labor
FY 2022 Custody OT	\$1.3 million
Inmate/CO Ratio	4.57:1

Table 5.42 Rush City Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	345.6	355.2	9.6
Correctional Officers	205.0	209.6	4.6

MCF-Rush City is a maximum-security custody facility for male offenders and also MNDOC's newest facility constructed in 2000. Housing consists of 88 single occupancy cells and 930 double occupancy cells. At the time of review the facility was populated at 939 IPs of which 12% were classified as level 3, 83% classified as level 4, and 5% classified as level 5.

Current Staffing

Rush City has a current authorized staffing of 346 FTEs, of which 205 are correctional officers. At the time of review the facility had 41.7 correctional officer vacancies representing 20% of total authorized positions. The overall employee vacancy rate for the facility is currently 16% with 55.4 total vacancies. Additionally, Rush City had nine officers unavailable for work due to a Leave of Absence.

Table 5.43 Rush City Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	19.0	19.0	-
Correctional Officers	205.0	163.3	41.7
Programs	41.0	32.0	9.00
Health Care	17.1	17.4	(0.3)
Support Services	41.0	36.0	5.00
Administration	22.5	22.5	-
TOTAL	345.6	290.2	55.4

Security. Facility security staff are assigned to 139 posts through the facility. Officers work 8-hour shifts across three different watches. A small cadre of visiting officers work 10-hour shifts, four days per week. Assuming the current Department relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 181.9 Correctional Officer 1, 2, and 3's. Command staff include 3 captains

and 14 lieutenants. The facility post roster appears to provide adequate staffing of the facility, however, the current number of vacancies and officers unavailable to work posts are alarming, given the security level and inmate classification of the facility. In addition to the current vacancy level, the department's Shift Relief Factor (SRF) does not adequately account for the amount of leave use and training time that keep staff from filling posts.

Table 5.44 Rush City Current Post Roster Staffing Requirements

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captain	3	-	-	-	5	8	No	3	1.00	3.0
Watch	-	1	2	2	5	8	No	5	1.00	5.0
Rotational Watch	1	-	-	-	5	8	No	1	1.00	1.0
Unit Lieutenants	6	-	-	-	5	8	No	6	1.00	6.0
Scheduling Lieutenant	1	-	-	-	5	8	No	1	1.00	1.0
Discipline Lieutenant	1	-	-	-	5	8	No	1	1.00	1.0
Security Operations										
Master Control	-	1	2	2	7	8	Yes	5	1.79	9.0
Perimeter	-	1	1	1	7	8	Yes	3	1.79	5.4
Kitchen	-	1	2	1	7	8	Yes	4	1.79	7.2
Health Services	-	-	1	1	5	8	Yes	2	1.28	2.6
MCO	-	-	1	-	5	8	Yes	1	1.28	1.3
Corridor Control	-	-	1	-	5	8	Yes	1	1.28	1.3
Industry	-	-	1	-	5	8	Yes	1	1.28	1.3
Security A-Team	-	5	6	6	7	8	Yes	17	1.79	30.4
R&O	-	-	1	-	5	8	No	1	1.00	1.0
Complex 1	-	1	6	6	7	8	Yes	13	1.79	23.3
Complex 2	-	1	6	6	7	8	Yes	13	1.79	23.3
Complex 3	-	1	6	6	7	8	Yes	13	1.79	23.3
Complex 4	-	1	6	7	7	8	Yes	14	1.79	25.1
Recreation	-	-	1	1	5	8	No	2	1.00	2.0
Property Sgt	-	-	1	-	5	8	Yes	1	1.28	1.3
Property 1	-	-	1	-	5	8	Yes	1	1.28	1.3
Property 2	-	-	1	-	5	8	Yes	1	1.28	1.3
Education	-	-	1	-	5	8	No	1	1.00	1.0
South Education/Count	-	-	1	-	5	8	No	1	1.00	1.0
Yard	-	-	1	1	5	8	No	2	1.00	2.0
Transportation	-	-	5	-	5	8	No	5	1.00	5.0
Canteen	-	-	1	-	5	8	Yes	1	1.28	1.3
Intake	-	-	1	-	5	8	No	1	1.00	1.0
Industry Corridor	-	-	2	-	5	8	Yes	2	1.28	2.6
Visitation	-	-	4	4	2	10	No	8	1.00	8.0
Total	12	13	62	44				131		198.86

Table 5.45 Rush City – Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	3.0
Lieutenants	14.0
CO1/CO2/CO3	181.9
Total	198.9

Overtime levels at MCF Rush City are very high and represent a direct contributor of the morale and culture of the staff. The facility utilized over 37,600 hours of overtime in FY2022 at a cost of \$1.97 million. This level of overtime usage seems to be increasing on an annual basis and is more than double the amount of overtime hours used in FY2019. FY2022 overtime is equivalent to over 4,700 shifts or 26 Full Time Equivalent employees (FTE). The amount of overtime utilized is similar to the amount of additional FTE's recommended after applying a new SRF of 2.0.

Table 5.46 Rush City Overtime, FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	16,521.67	27,119.57	28,961.17	37,626.77
Overtime Spending	\$ 753,468	\$ 1,266,530	\$ 1,491,05	\$ 1,972,825

A more detailed look at the assignment of overtime in a specific work week shows that overtime was used to cover 10 percent of post assignments on the 1st shift, 12 percent of posts assignments on 2nd shift and 26 percent of posts on 3rd shift. Approximately 7 percent of total shifts were covered utilizing overtime and 42 percent of overtime shifts were mandatory.

Table 5.47 Overtime Assigned, June 26 – July 2, 2022

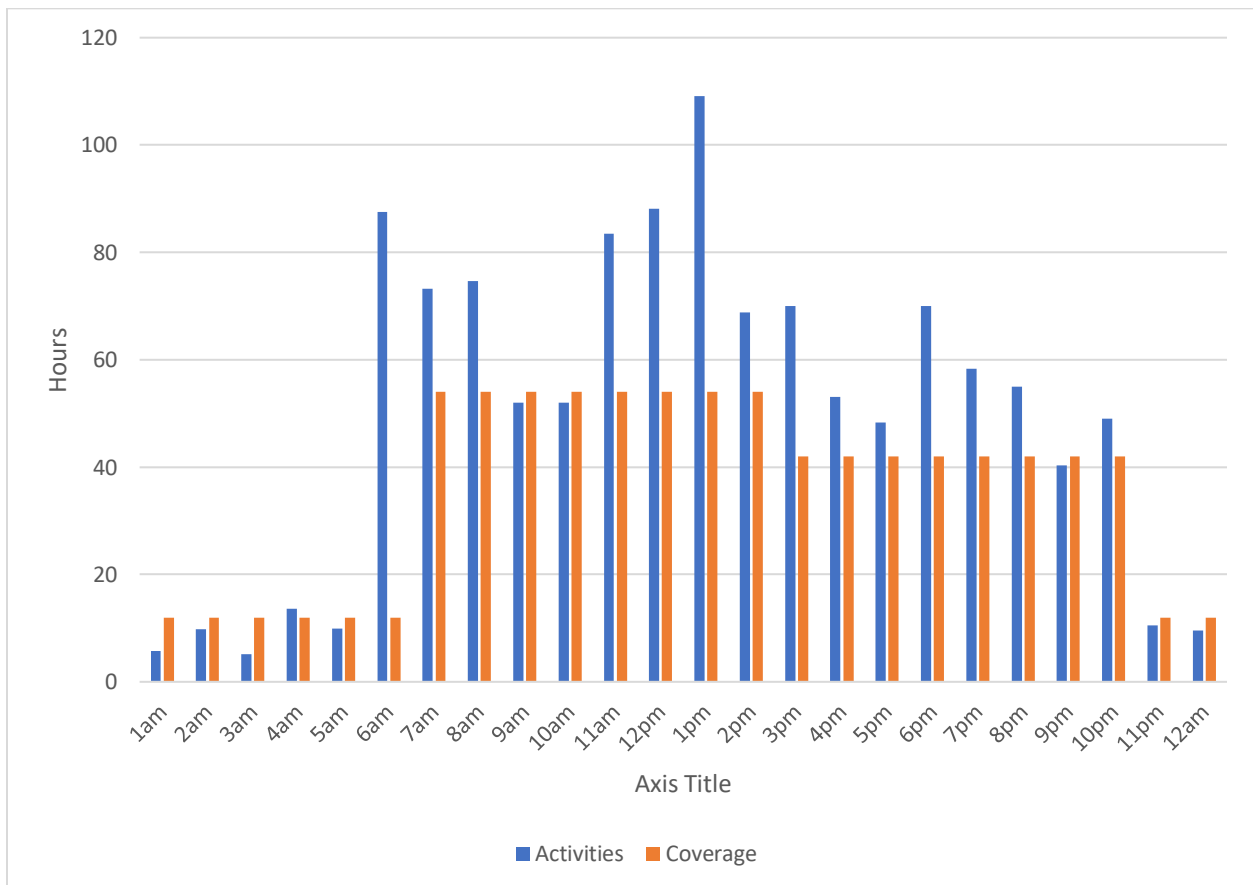
	1st Shift			2nd Shift			3rd Shift		
	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned
Sunday	13	2	1	34	4	2	35	3	5
Monday	13	3	0	49	4	3	38	5	6
Tuesday	14	2	0	47	2	1	38	8	4
Wednesday	13	1	1	54	2	2	38	7	4
Thursday	13	1	1	56	2	1	40	2	0
Friday	13	0	0	56	4	4	36	3	8
Saturday	13	3	0	34	7	1	35	5	8

Table 5.48 Mandatory Overtime Assignment Rate, June 26 – July 2, 2022

	1st Shift	2nd Shift	3rd Shift
Total Overtime Assignments	15	39	68
% Mandatory	20%	8%	40%

Rush City staff provided data at the request of the project team outlining daily levels of activity that occurs during the regular course of operations. The instrument used to capture the level of activity was developed for this project and in some cases, reporting was inconsistent amongst facilities. In some cases data was submitted for single posts while other submissions were for groups of posts like the A Team and Medical services. These inconsistencies make data analysis difficult compared to actual staffing coverages. However, manually adjusting the data where possible based on the team's understanding of function reduce activity level spikes but keep variations of activity intact making the information somewhat useful in understanding times of the day that coverage suffers. The data still provides valuable information about patterns of activity and how they change relative to the facilities available staffing coverage. Figure 5.6 demonstrates higher levels of activity between 6:00 am - 8:00 am, between eleven and 3:00 pm, and at 6:00 pm. Both the data and direct observation of staffing at Rush City indicate that the expansion of programs and services will be challenging considering current staffing levels and the level of security of the facility.

Figure 5.6 Rush City Correctional Officer Daily Activity and Staff Coverage



Civilian Staff: The authorized level of civilian staffing seems to be consistent with other MNDoc facilities and the department's structure. The Rush City facility is one of the department's newest suggesting that less maintenance staff are required. However, the consistency of maintenance staff across the department seems to be a contributing factor in the level of upkeep and cleanliness observed at each facility and Rush City is no different. Consistent with other facilities reviewed, we recommend that a relief factor be applied to both food services for cooks and nursing.

Programs

Rush City is not as program oriented as many of other MNDoc facilities based upon its security level and the classification of offenders. The facility does not seem to be designed for programs or out of cell time.

During the project team's site visit, many education and programs staff stated the level of programs has been reduced significantly due to the number of officer vacancies. Many stated that they are often requested to work on correctional officer duties throughout the day such as assisting with the serving of meals.

Rush City program activity schedules are summarized below. Not all complexes are included in the table as each is very similar in different orders. Programs are limited primarily to second watch during the week with industries operating between 0700 and 1600 during the week. The majority of yard, gym and recreation time is administered on the third watch and secured by 2100 on weekdays and weekends.

COMPLEX 2 EAST SCHEDULES

WEEKDAYS

2ND WATCH

0620 - BREAKFAST TRAYS
0700 - PILL WINDOW
0730 - 1020 WORKER FLAG
1030 - STAND UP ID VERIFICATION COUNT
1115 - LUNCH TRAYS
WORKER FLAG BEGINS ONCE ALL COMPLEX TRAYS
COLLECTED

1200 - AM KITCHEN WORKERS RETURN
1230 - PM KITCHEN WORKER SWITCH OUT
1340 - SWITCH IN FOR SHIFT CHANGE

3RD WATCH

1410 - 1535 WORKER FLAG
1545 - VERIFICATION COUNT
1610 - DINNER TRAY DISTRIBUTION
WORKER FLAG BEGINS ONCE DINNER TRAYS ARE
COLLECTED

WEEKENDS

2ND WATCH

0620 - BREAKFAST TRAYS
0700 - PILL WINDOW
0730 - 1020 WORKER FLAG
0750 - 0850 Yard (Saturday & Workers Only)
1030 - STAND UP ID VERIFICATION COUNT

1115 - LUNCH TRAYS
WORKER FLAG BEGINS ONCE ALL COMPLEX TRAYS
COLLECTED
1200 - AM KITCHEN WORKERS RETURN
1230 - EVENING KITCHEN WORKER SWITCH OUT
1340 - SWITCH IN FOR SHIFT CHANGE

3RD WATCH

1410 - 1535 WORKER FLAG
1545 - VERIFICATION COUNT
1610 - DINNER TRAY DISTRIBUTION
WORKER FLAG BEGINS ONCE DINNER TRAYS ARE
COLLECTED

1800 - KITCHEN WORKERS RETURN
1800 - THUR. ONLY CANTEEN / LINEN DISTRIBUTION
1850 - 1950 - GYM **
2010 - 2100 - YARD **
2015 - 2115 LOP / TU / UI Flag
2115 - SWITCH IN FOR COUNT
2120 - STAND UP ID VERIFICATION COUNT

1850 - 1950 YARD **
2010 - 2100 GYM **
2015 - 2115 LOP / TU / UI FLAG
2115 - SWITCH IN FOR COUNT
2120 - STAND UP ID VERIFICATION COUNT

** Includes TU / UI status Offenders

****UI status Offenders should be moved out of the unit ASAP
to a SHU unit

** Schedule subject to change with or without notice depending
on complex or facility needs.**

COMPLEX 2 WEST SCHEDULES

WEEKDAYS

2ND WATCH

0610 - BREAKFAST
0730 - OASIS SWITCH OUT TO PROGRAM
(B-WING)
0730 - PILL WINDOW

0745 - 0830 SLS FLAG

0835 - 0935 TU/UI FLAG. TU/UI LOP FLAG
0945 - 1015 KITCHEN WORKER FLAG
0945 - SWITCH IN FROM OASIS (B-WING)
1030 - STAND UP ID VERIFICATION COUNT
1100 - LUNCH TRAYS
1200 - OASIS SWITCH OUT TO PROGRAM
(TUE, THUR)
1200 - 1250 WORKER GYM (MON, WED, FRI)
1200 - 1250 SLS/KITCHEN WORKER GYM
(TUE ONLY)
1250 - 1330 B-WING SHOWERS
1330 - OASIS SWITCH OUT TO PROGRAM
(B-WING)
1340 - SWAMPERS SWITCH IN

3RD WATCH

1410 - 1535 KITCHEN WORKER FLAG

1510 - 1525 SLS SHOWERS
1545 - VERIFICATION COUNT
1610 - DINNER TRAYS

WEEKENDS

2ND WATCH

0610 - PILL WINDOW AND BREAKFAST
0730 - 0950 WORKER FLAG **ALTERNATING
COMMON AREA
0750 - 0850 Worker Yard only (Sunday only)
0900-0950 A-WING TO A GYM / B-WING TO B
GYM
0950-1015 WORKER FLAG **ALTERNATING
COMMON AREA
0950-1005 SHU 15 MINUTE SHOWERS
1030 - STAND UP ID VERIFICATION COUNT
1100 - LUNCH TRAYS
1200-1300 TU / UI FLAG. TU/UI LOP FLAG
1200 - 1340 WORKER FLAG
**ALTERNATING COMMON AREA
1340 - SWITCH IN FOR SHIFT CHANGE

3RD WATCH

1420 -1535 WORKER FLAG **ALTERNATING
COMMON AREA
1420 - 1520 WORKER YARD ONLY
1545 - VERIFICATION COUNT

1700 OR WHEN DINNER IS COMPLETE -
2115 WORKER FLAG

****ALTERNATING COMMON AREA**

2000-2050 YARD / Including Upper A-wing
* 15 min showers after return for upper A
SHU

2015 - 2115 LOP FLAG

2120 - STAND UP ID VERIFICATION COUNT

1610 - DINNER TRAYS

WHEN DINNER IS COMPLETE - 2115
WORKER FLAG

****ALTERNATING COMMON AREA**

2015 - 2115 LOP FLAG

2120 - STAND UP ID VERIFICATION COUNT

COMPLEX 3 NORTH **WORKER SCHEDULES**

WEEKDAYS

2ND WATCH:

0610 - HEALTH SERVICES
0610 - BREAKFAST TRAYS
DISTRIBUTED

≈0650 - INDUSTRY SWITCH OUT
1010 - OPEN INDUSTRY WORKER
FLAG

1025 - SWITCH IN FOR COUNT
**1030 - STAND UP ID VERIFICATION
COUNT**

≈1110 - WORKER FLAG OR WHEN
COUNT CLEARS

≈1110 - LUNCH TRAYS RETEIVED

1130 - INDUSTRY SWITCH OUT
1340 - SWITCH IN FOR SHIFT
CHANGE

3RD WATCH

1500 - 1535 OPEN FLAG OR WHEN
INDUSTRY RETURNS

1545 - VERIFICATION COUNT
≈1705 WORKER FLAG, OR WHEN
DINNER TRAYS

ARE RETRIEVED
(Thursdays only) - No evening gyms
or yards

OPEN FLAG OTHER THEN DURING
CANTEEN DISTRIBUTION

1745-1845 - **(Except Thursdays)**
GYM

1745-1845 - (Mon, Tues, Fri)
LIBRARY

WEEKENDS

2ND WATCH

0610 - HEALTH SERVICES
SWITCH OUT

0610 - BREAKFAST TRAYS DELIVERED
WORKER FLAG BEGINS WHEN
TRAYS ARE

RETRIEVED

0915-1015 - YARD **(SATURDAY ONLY)**

0950 - LUNCH TRAYS
DISTRIBUTED

1025 - COMPLEX SHUTDOWN

**1030 - STAND UP ID
VERIFICATION COUNT**

1105 - OPEN FLAG OR WHEN COUNT
CLEARS

≈1115 MANDATORY LINEN EXCHANGE
(SATURDAY)

1340 - SWITCH IN FOR SHIFT
CHANGE

3RD WATCH

1410 - 1535 - OPEN FLAG

1415-1515 - YARD

1545 - VERIFICATION COUNT

≈1620 - DINNER TRAYS DELIVERED
OPEN FLAG WHEN DINNER
TRAYS ARE RETREIVED

1900-1955 - UNIT GYM

2015-2115 - 1 HOUR LOP
EXERCISE

2115 - UNIT SHUT DOWN

1905-1955 - Yard (**Except Thursday**)
2015-2115 - 1 HOUR LOP EXERCISE
2115 - UNIT SHUT DOWN
2120 - STAND UP ID VERIFICATION COUNT

MONDAY, TUESDAY, WEDNESDAY

0610 - Health Service switch out
0610 - Breakfast trays delivered
0650 - Breakfast trays retrieved
0750 - 0850 SHU Yard (**Monday-Wednesday**)
0750 - 0850 - SHU LOP Flag
0900-1000 - (**Monday only**) - SHU Library
0950 - SHU Lunch trays distributed
1030 - STAND UP ID VERIFICATION COUNT
1150 - 1250 SHU Flag
1545 - VERIFICATION COUNT
1625 - Dinner Trays Distributed

2015-2115 - TU Flag
2120 - STAND UP ID VERIFICATION COUNT

THURSDAY - FRIDAY

0610 - Health service switch out
0610 - Breakfast trays delivered
0650 - Breakfast trays retrieved
0730-0930 SHU Flag
0730-0830 SHU LOP Flag
0735-1015 R&O for new intakes (**Thursday only**)
0950 - Lunch trays distributed
1030 - STAND UP ID VERIFICATION COUNT
1130 - Lunch trays retrieved
≈1400 - SHU Canteen Distribution (**Thursday**)
1545 - VERIFICATION COUNT

2120 - STAND UP COUNT

SATURDAY, SUNDAY

0610 - Health Service switch out
0610 - Breakfast trays delivered
0750-0850 - SHU LOP Flag
0950 - Lunch trays distributed
1030 - STAND UP ID VERIFICATION COUNT
1325-1420 - SHU Gym
1435-1535 - SHU Flag Group 1
1545 - VERIFICATION COUNT
1620 - Dinner trays delivered
1700-1800 - SHU Flag Group 2 or when dinner is complete
≈1700 - Mandatory Linen Exchange (**Saturday**)

2015-2115 - TU Flag
2120 - STAND UP ID VERIFICATION COUNT

Cell Doors:

1. Open for the 1st 15 minutes of the scheduled flag period only.
2. Accessed during the last 5 minutes of the scheduled flag period.
3. Accessed at any time you wish to complete your in unit exercise.
4. Cell doors will be secured at the start of evening TU flag.

Makeup Flags

When SHU yards are closed due to weather SHU will be scheduled flag.

When SHU yards/gyms are cancelled due to staffing, SHU will be

scheduled flag.

When SHU flag, gyms, yards are cancelled due to facility needs,

i.e.. lockdown, SHU flags will not be made up.

Pre-Release flag period: Conducted from 2015-2115 on those

days Pre-Release class is conducted.

1625 - Dinner trays distributed
1800-1900 - R&O Flag (**Thursday**)
2015-2115 - TU Flag
2120 - STAND UP ID
VERIFICATON COUNT

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- **Staff Morale-** During focus group interviews at Rush City, many staff members including civilian and security expressed concerns with facility security and staffing levels. Many correctional officers expressed desperation and felt that there simply was not enough time in the day to complete all required tasks of their positions and felt that basic safety is being compromised.
- **Management –** The management team at the facility is fairly new and seem to be well aware of morale and staffing issues. They were hopeful about recent recruiting events and the addition of newly hired trainees that were attending basic training at the time of our site visit. The management team is supportive of recent changes but is having difficulty understanding how programs and services can be expanded at Rush City given the staffing issues.
- **Programs –** Programs and case management staff at the facility seemed in line with concerns of security staff. Many stated that they are not truly fulfilling their role as staffing levels have required them to take on more of a security role to fulfill basic requirements of medication passes and meal service.
- **Facility Condition –** The facility was well maintained and clean. The management staff take pride in the fact that they manage the newest facility in the department and are taking great effort to ensure maintenance and cleanliness are a priority.

Staffing Recommendations

CGL proposes the following changes to current Rush City staffing:

Relief factor update. As noted previously, the relief factor for correctional officer positions needs to be updated to 2.00 for an 8-hour post, based on staff leave utilization patterns over the past three years. This increases CO staffing requirements to 229 FTEs, an increase of 24 officers over current funded staffing levels, due solely to the need to provide adequate relief staff in support of current posts. The addition of these staff should have a major impact on reducing overtime.

In addition, cook coordinator positions should be relieved on the basis of their mandatory schedule of duty. Food service operations at Rush City require a minimum of 6 cook coordinators to provide three daily meals. Using the same 2.00 shift relief factor as used for correctional officers, the staffing

requirement for cook coordinators at Rush City is 12 FTEs, an increase of 3 positions above the existing staff complement.

Officers. The facility staffing is minimal on the first shift with only 13 employees in the complex. The housing units are staffed with one officer in each control center and security observation rounds rely on members of the A-Team to respond periodically to tour the individual housing units. Emergency responses to IPs in distress could be delayed during these hours due to staff having to call for assistance and wait for responders. We recommend increasing the first shift staff with four relievable officer posts assigned to the housing units (one for each complex). In addition, the need for consistent programming would require the five-day relief factor to the two education staff.

With the change in the relief factor and the recommended addition of four posts on the first shift, the total officer complement changes from 181.9 officers to 209.6, an increase of 27.7 officer to fill the roster. When compared to the funded positions (205.0), this is an increase of 4.6 FTEs.

Senior Security Staff in Non-Inmate Contact Areas. Four posts in the facility are assigned to canteen and property functions that have reduced contact with the IPs. Because these are 5-day per week posts, most with weekends off, they are preferred positions at the correctional facility and often filled by its most senior staff. In many other systems, the canteen responsibilities are filled by civilian staff as they generally don't require security staff. MNDoc should consider converting these to less costly civilian positions.

Lieutenants. The current staffing at Rush City requires 14 lieutenants. We found the Unit Lieutenant positions to be insufficiently staffed. There is a need for two additional Administrative/Support Lieutenant posts to primarily provide support to existing unit lieutenants in their daily responsibilities as well as support to other areas as needed. These additional posts should be five days per week without relief and have different days off to ensure greater supervisory coverage on weekends.

Nursing. Nurse positions should be staffed with adequate relief to assure service availability. Minimum nurse staffing is currently 2 nurses on day shift, going down to one on weekends, and one nurse on the evening shift, seven days per week. *Nurses.* Nurse positions should be staffed with adequate relief to assure service availability. The minimum nurse staffing is currently two nurses on day shift, going down to one on weekends, and one nurse on the evening shift, seven days per week. This is quite low for a facility of this size. A clinical review of nurse staffing should be conducted to establish minimum adequate nursing levels.

In total, these recommendations call for 28.9 additional staff for Rush City above current funded levels. It is important to note though, that the overriding issue facing the facility is filling current vacancies. It is unclear how the facility could ever hire to the levels recommended here, given its inability to hire to current funding levels. Table 5.49 shows the recommended correctional officer post roster with the changes described above. Table 5.50 summarizes recommended security staffing by rank. Table 5.51 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.49 Rush City Recommended Post Roster

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captain	3	-	-	-	5	8	No	3	1.00	3.0
Watch	-	1	2	2	5	8	No	5	1.00	5.0
Rotational Watch	1	-	-	-	5	8	No	1	1.00	1.0
Unit Lieutenants	6	-	-	-	5	8	No	6	1.00	6.0
Scheduling Lieutenant	1	-	-	-	5	8	No	1	1.00	1.0
Discipline Lieutenant	1	-	-	-	5	8	No	1	1.00	1.0
Security Operations										
Master Control	-	1	2	2	7	8	Yes	5	2.00	10.0
Perimeter	-	1	1	1	7	8	Yes	3	2.00	6.0
Kitchen	-	1	2	1	7	8	Yes	4	2.00	8.0
Health Services	-	-	1	1	5	8	Yes	2	1.43	2.9
MCO	-	-	1	-	5	8	Yes	1	1.43	1.4
Corridor Control	-	-	1	-	5	8	Yes	1	1.43	1.4
Industry	-	-	1	-	5	8	Yes	1	1.43	1.4
Security A-Team	-	5	6	6	7	8	Yes	17	2.00	34.0
R&O	-	-	1	-	5	8	No	1	1.00	1.0
Complex 1	-	2	6	6	7	8	Yes	14	2.00	28.0
Complex 2	-	2	6	6	7	8	Yes	14	2.00	28.0
Complex 3	-	2	6	6	7	8	Yes	14	2.00	28.0
Complex 4	-	2	6	7	7	8	Yes	15	2.00	30.0
Recreation	-	-	1	1	5	8	No	2	1.00	2.0
Property Sgt	-	-	1	-	5	8	Yes	1	1.43	1.4
Property 1	-	-	1	-	5	8	Yes	1	1.43	1.4
Property 2	-	-	1	-	5	8	Yes	1	1.43	1.4
Education	-	-	1	-	5	8	Yes	1	1.43	1.4
South Education/Count	-	-	1	-	5	8	Yes	1	1.43	1.4
Yard	-	-	1	1	5	8	No	2	1.00	2.0
Transportation	-	-	5	-	5	8	No	5	1.00	5.0
Canteen	-	-	1	-	5	8	Yes	1	1.43	1.4
Intake	-	-	1	-	5	8	No	1	1.00	1.0
Industry Corridor	-	-	2	-	5	8	Yes	2	1.43	2.9
Visitation	-	-	4	4	2	10	No	8	1.00	8.0
Totals	12	17	62	44				135		226.59

Table 5.50 Rush City Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded FTE	Recommended FTE	Change
Captains	3.0	3.0	-
Lieutenants	14.0	16.0	2.0
CO1/CO2/CO3	205.0	209.6	4.6
TOTAL	222.0	228.6	6.6

Table 5.51 Rush City Recommended Total Staffing

Position	Total Funded	Recommended	Change
Command Staff	19.0	21.0	2.0
Correctional Officers	205.0	209.6	4.6
Programs	41.0	41.0	-
Health Care	17.1	17.1	-
Support Services	41.0	44.0	3.0
Administration	22.5	22.5	-
TOTAL	345.6	355.2	9.6

MCF – Shakopee	
Security Level	Multi-Custody
Opened	1987
Capacity	666*
Population at date of review	513
Housing	13% Single/66% double/21% multi-occupancy*
Programs	GP – Gender-responsive programs include Beyond Trauma, Beyond Violence, Surviving Violence, Moving On. Parenting programs including Parenting Piece by Piece, Parenting Support, Mothering Inside, Doula, Pregnancy and Beyond. ABE, GED/HSD, Prison Fellowship Academy Vocational – Cosmetology, Heavy Equipment Operator, Cisco
MINNCOR	Assembly, Textiles, Safety Products
FY 2022 Custody OT	\$893,090
Inmate/CO Ratio	3.72:1

*Capacity data reflects 8/22/2022 bed count provided by facility which takes into account recent bed reductions.

Table 5.52 Shakopee Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	265.8	280.4	14.6
Correctional Officers	138.0	146.6	8.6

MCF – Shakopee is the only female correctional facility in the MNDOC system. As a result, it serves multiple functions including housing all custody levels of female IPs, serving at the reception and classification facility for female commitments from Minnesota counties, hosting the CIP program for female IPs, and also managing females with serious mental health needs. The facility layout is a campus design and is more staff intensive to manage than the “K House” units found at Faribault and other facilities. There is a single perimeter metal fence that was added several years after construction.

Current Staffing

Shakopee is funded for 265.8 FTEs of which 138 are correctional officers. Given their population at the time of our review this results in an IP to correctional officer ratio of 3.72:1. Next to Oak Park Heights this is the lowest ratio of IPs to staff for Minnesota’s major facilities. It is expected that IP to staff ratios be lower in female facilities for a number of reasons. Women tend to access programming, medical and mental health services more frequently, and due to the relational nature of women, more time is needed for meals, visitation, and movement.

While female IPs are generally less violent than their male counterparts, this does not mean they need fewer security staff. The opposite is true as women’s facilities may need more security staff given the role they play. As an example, in a women’s facility security staff often engage more frequently with the population to deescalate relationship-driven issues. Additionally, they play a greater role in ensuring that women get referred to the programs and services they need.

At the time of the review, the facility had 21.9 vacancies, for an overall vacancy rate of 8.2 percent. Correctional officer positions were relatively well staffed, with 9 vacancies (which included 6 filled Correctional Officer Trainees).

Table 5.53 Shakopee Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	13.0	12.0	1.0
Correctional Officers (1, 2, 3 and Trainees)	138.0	129.0	9.0
Programs	46.0	43.4	2.6
Health Care	29.6	26.7	2.9
Support Services	25.0	21.0	4.0
Administration	14.3	11.8	2.5
TOTAL	265.8	243.9	21.9

Security. Facility security staff are assigned to 91 posts throughout the facility, and officers work 8-hour shifts across three different watches. There are several posts assigned to shifts outside of the 3 watches. Assuming the current department relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 131.65 Correctional Officer 1, 2, and 3's. This is less than what is currently funded (138). Command staff needs include 2 captains and 12.95 lieutenants.

Table 5.54 summarizes current Shakopee post staffing requirements assuming their existing post roster and 1.79 shift relief factor for an 8-hour, 7-day post.

Table 5.54 Shakopee Current Post Roster Staffing Requirements

Post	Admin Shift (0800-1600)	1st Watch (2200-0630)	2nd Watch (0620-1420)	3rd Watch (1410-2210)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captains	2				5	8	N	2	1.00	2.00
Scheduling Lt/A Team/Truck Gate/Canine			1		5	8	N	1	1.00	1.00
Watch Commander (LT)		2	1	2	7	8	Y	5	1.79	8.95
Unit Lieutenants	3				5	8	N	3	1.00	3.00
Security Operations										
Appointment Control Officer (ACO)			1		5	8	Y	1	1.28	1.28
Anthony Unit Officer		1	1	2	7	8	Y	4	1.79	7.16
Bethune Unit Officer		1	2	2	7	8	Y	5	1.79	8.95
Broker Unit Officer		1	2	2	7	8	Y	5	1.79	8.95
Canteen	1				5	8	Y	1	1.28	1.28
Property Officer	1				5	8	Y	1	1.28	1.28
Property Sergeant			1		5	8	Y	1	1.28	1.28
Challenge Incarceration Program Living Unit		1	2	2	7	8	Y	5	1.79	8.95
Count Sergeant	1				5	8	Y	1	1.28	1.28

Post	Admin Shift (0800-1600)	1st Watch (2200-0630)	2nd Watch (0620-1420)	3rd Watch (1410-2210)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Food Services			1	1	7	8	Y	2	1.79	3.58
Higbey (RH Unit)		1	2	2	7	8	Y	5	1.79	8.95
Intake Officer	1				7	8	Y	1	1.79	1.79
Maintenance Sergeant			1		5	8	Y	1	1.28	1.28
Master Control		1	1	1	7	8	Y	3	1.79	5.37
Monahan Living Unit		2	2	2	7	8	Y	6	1.79	10.74
Offender Control Sergeant (OCO)			1	1	7	8	Y	2	1.79	3.58
Parks (Industry Building)			1	1	5	8	Y	2	1.28	2.56
Restorative Justice Sergeant	1				5	8	N	1	1.00	1.00
Roosevelt Living Unit		1	1	2	7	8	Y	4	1.79	7.16
A Team Squad Sergeant		1	1	1	7	8	Y	3	1.79	5.37
A Team Squad Officers		3	4	4	7	8	Y	11	1.79	19.69
Early Transportation			2		5	8	Y	2	1.28	2.56
Late Transportation	2				5	8	Y	2	1.28	2.56
Truck Gate Sergeant	1				5	8	Y	1	1.28	1.28
Tubman Living Unit		1	1	2	7	8	Y	4	1.79	7.16
Field Training Officer	1				5	8	Y	1	1.28	1.28
Hospital Officer	1				7	8	Y	1	1.79	1.79
Visiting	2				3	8	Y	2	0.77	1.54
Due Process Sergeant			1		5	8	N	1	1.00	1.00
Warehouse Officer			1		5	8	N	1	1.00	1.00
TOTAL	17	16	31	27				91		146.6

Table 5.55 Shakopee Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	2.0
Lieutenants	12.9
CO1/CO2/CO3	131.7
TOTAL	146.6

Given the existing relief factor, Shakopee needs nearly 147 security staff to fill its current post plan.

Overtime has fluctuated at Shakopee over the last 4 years. The highest level was in 2019 which experienced 21,514 overtime hours at a cost of nearly \$950,000. Overtime fell in both 2020 and 2021 before rising significantly in 2022. Overtime levels in 2022 were the equivalent of 12 FTEs.

Table 5.56 Shakopee Overtime FY 2019 – FY 2022

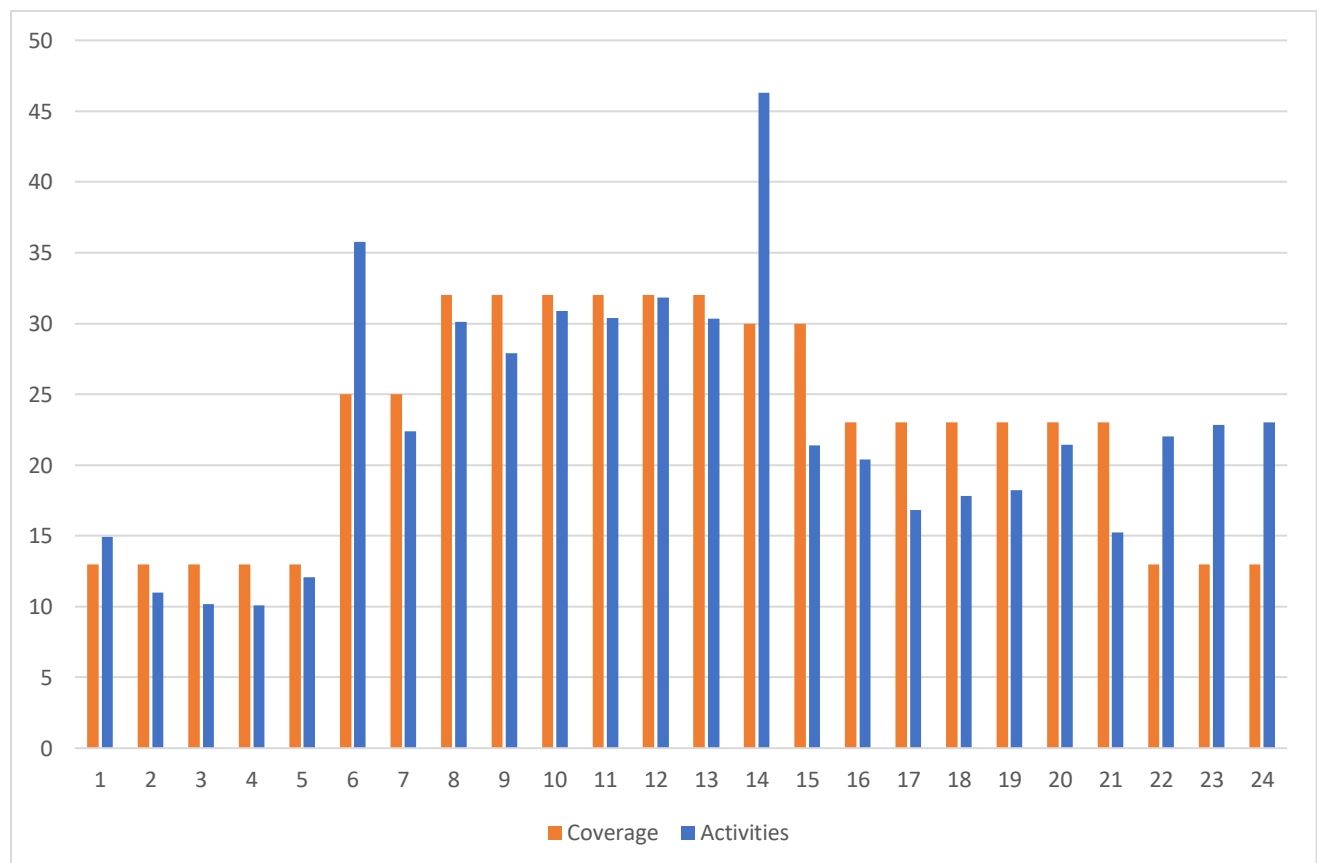
	2019	2020	2021	2022
Overtime Hours	21,514	13,105	10,872	17,272
Overtime Spending	\$941,320	\$597,297	\$551,427	\$893,090

Each facility provided data on correctional officer activities by hour by post on a daily basis. For Shakopee this data covered the majority, but not all posts in the facility. The data shows operational activity peaking at slightly more than 30 hours of specific correctional officer tasks/activities between 8:00 am and 1:00 pm. Overlaying typical officer coverage over the same time frame shows 1st shift staffing at levels generally adequate to cover required work activity except during two time frames:

- 10 pm to 12 pm. Activities exceeded staff on duty during the 10 pm, 11 pm, and 12 pm time slots. We note the imbalance at this time was due to 3 of the 4 A-Team posts on 1st watch each identifying they had significantly more than 60 minutes of required activities for each of these 1-hour time slots.
- 6:00 am and 2:00 pm time slots: At 6:00 am and 2:00 pm activities are greater than available staff hours for the posts submitted by the facility. This is mainly due to the shift overlap that occurs between shifts and the transition of duties to the oncoming officers. Given this overlap there appear to be sufficient staff on duty to cover this additional transition work.

The data also suggests that staffing is currently a constraint on expanding programming and activities into evenings.

Figure 5.7 Shakopee Correctional Officer Daily Activity and Staff Coverage



Civilian. There are 18 FTEs dedicated to facility maintenance at Shakopee. As was found across the MNDoc facilities, Shakopee’s physical plant appeared to be in very good condition, a result of adequate funding and the ongoing work of maintenance staff.

The facility has 11.8 funded Registered Nurse related positions, with 6 relieved RN posts across the three shifts. The facility is also funded for 5.4 LPNs. This represents an extremely low nurse staffing level for a facility housing female offenders.

Staffing for food services is insufficient as there are 2 Corrections Chief Cook and 4 Cook Coordinators. No relief is provided thereby creating ongoing shortages in this important function.

Programs

Shakopee offers a wide variety of programs tailored to the female population. These include gender responsive programming focusing on trauma and victimization such as Beyond Trauma and Beyond Violence. Additionally, several parenting programs are provided. Core programs include Adult Basic Education and Thinking for a Change. Vocational programming included Cosmetology, Heavy Equipment Operator and CISCO programs. MINNCOR offers 130 assignments in textiles, assembly, safety products and subcontracted labor. In total the facility identified 486 program slots for its population.

Table 5.57 Shakopee Assignment Summary

Assignment	Allocated Assignments
Education	108
Support Services (Job work assignments)	201
Programming	47
MinnCorr	130
Total	486

Most programming at Shakopee is offered during the 7:30 am to 4:30 pm time frames, Monday through Fridays. Recreation times for the main housing units is offered in the evenings from 6:30 to 9:00 pm. Religious/Spiritual programs were noted as being provided in the evenings from Monday through Thursday, as well as on Sunday afternoon and evening.

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- **Housing** - The campus-style layout of the facility creates a better environment for managing the female population. Its smaller housing units, separated by distance allows for better separation of females by classification and special needs. There is ample outdoor spaces for out-of-unit time. However, the existing housing unit design is poor and inefficient. The main units (Bethune, Broker, Anthony, Roosevelt, Tubman) are all of similar design. Roosevelt, Anthony and Tubman are identical housing units that were part of the original construction and have a rated capacity of 64 beds (in 32 cells). Bethune and Broker were added later and are larger in capacity but of nearly identical layout and design to the originals. These units have significant sight-line deficiencies. Staff in the foyer/central core of the units cannot see down the hallways. This creates the need for a second officer on 2 of the shifts.

As was found in most MNDOC facilities, Shakopee houses by program assignment. For example, all IPs in one housing unit will work in a single correctional industries shop. This provides some benefits regarding movement and did allow for improved separation during the COVID-19 pandemic. However, it does create some management issues and would be counter to what is beneficial in a true unit management environment.

- Staff - Staff frustrations were noted in the focus groups. Significant concern was identified regarding the ability to recruit and retain qualified staff and the level of forced overtime at Shakopee. Staff noted a disconnect between agency administration and line staff. However, Staff on post were found to be positive, and knowledgeable of their duties and responsibilities.
- Management – The warden was very experienced and knowledgeable of facility needs and practices. The struggle to find staff to be promoted to facility leadership positions was again addressed. There exist multiple disincentives to promote to this level, of which, the primary issue is the negative impact it has on an individual's retirement.
- Shared Services – There appeared to be a lack of full understanding of the relationship between shared services and facility administration. As was heard elsewhere, many shared services managers are not regularly present or represented at the facilities.

Staffing Recommendations

CGL proposes the following changes to Shakopee staffing:

Relief factor update. The current shift relief factor used by MNDOC is outdated and undercounts the number of staff needed. For correctional officers the newly calculated relief factor of 2.00 for an 8-hour post is based on staff leave utilization patterns over the past three years. This increases CO staffing requirements to 146.64 FTEs; an 8.6 FTE increase over the current funded level (138).

Food Services: As noted earlier in this section, staffing is insufficient in food services and cook coordinator positions should be relievable posts. CGL identified the need for 4 Cook Coordinator posts to be regularly filled at Shakopee. Applying the newly developed shift relief factor (2.00) results in the need for 8 Cook Coordinator FTEs, which is double the current level.

Nurses: Nursing coverage was reported to have 2 Registered Nurse posts on the 2nd and 3rd watches and 1 on the 1st Watch. The 2nd and 3rd watch also are generally assigned 2 LPNs, with the potential for 1 on the 1st watch. Registered Nurse coverage on the 2nd shift may be insufficient. As noted elsewhere in this report, we recommend the Department commission a review of health care staffing levels in all facilities and provide sufficient relief staffing for recommended nursing assignments. This assessment should apply the shift relief calculated as part of this study (1.99 for an 8-hour post).

Lieutenants: Shakopee is funded for 9 Lieutenants. As describe by the facility security scheduler, watch commanders include 2 posts on 1st and 3rd shift and one on 2nd. We find that there should be one watch commander with relief for 7 days per week on all three shifts. Additionally, we found the Unit Lieutenant positions to be insufficiently staffed. There is a need for an additional Administrative/Support Lieutenant post to primarily provide support to existing unit lieutenants in their daily responsibilities as well as support to other areas as needed. This additional post should be 5 days per week without relief,

and have different days off to ensure greater supervisory coverage on weekends. This change, along with the new shift relief factor changes lieutenant staffing needs to 11.0, an increase of 2.0 FTEs above funded levels.

Given these changes, and the updated shift relief factor, a total of 159.9 security staff are needed at Shakopee, an increase 10.6 FTEs. Table 5.58 shows the recommended security post roster with the changes described above. Table 5.59 summarizes recommended security staffing by rank. Table 5.60 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.58 Shakopee Recommended Post Roster

Post	Admin Shift (0800-1600)	1st Watch (2200-0630)	2nd Watch (0620-1420)	3rd Watch (1410-2210)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captains	2				5	8	N	2	1.00	2.00
Scheduling LT/A Team/Truck Gate/Canine			1		5	8	N	1	1.00	1.00
Watch Commander (LT)		1	1	1	7	8	Y	3	2.00	6.00
Unit Lieutenants	3				5	8	N	3	1.00	3.00
Administrative/Support Lieutenant	1				5	8	N	1	1.00	1.00
Security Operations										
Appointment Control Officer (ACO)			1		5	8	Y	1	1.43	1.43
Anthony Unit Officer		1	1	2	7	8	Y	4	2.00	8.00
Bethune Unit Officer		1	2	2	7	8	Y	5	2.00	10.00
Broker Unit Officer		1	2	2	7	8	Y	5	2.00	10.00
Canteen	1				5	8	Y	1	1.43	1.43
Property Officer	1				5	8	Y	1	1.43	1.43
Property Sergeant			1		5	8	Y	1	1.43	1.43
Challenge Incarceration Program Living Unit		1	2	2	7	8	Y	5	2.00	10.00
Count Sergeant	1				5	8	Y	1	1.43	1.43
Food Services			1	1	7	8	Y	2	2.00	4.00
Higbey (RH Unit)		1	2	2	7	8	Y	5	2.00	10.00
Intake Officer	1				7	8	Y	1	2.00	2.00
Maintenance Sergeant			1		5	8	Y	1	1.28	1.28
Master Control		1	1	1	7	8	Y	3	2.00	6.00
Monahan Living Unit		2	2	2	7	8	Y	6	2.00	12.00
Offender Control Sergeant (OCO)			1	1	7	8	Y	2	2.00	4.00
Parks (Industry Building)			1	1	5	8	Y	2	1.43	2.86
Restorative Justice Sergeant	1				5	8	N	1	1.00	1.00
Roosevelt Living Unit		1	1	2	7	8	Y	4	2.00	8.00
A Team Squad Sergeant		1	1	1	7	8	Y	3	2.00	6.00
A Team Squad Officers		3	4	4	7	8	Y	11	2.00	22.00
Early Transportation			2		5	8	Y	2	1.43	2.86
Late Transportation	2				5	8	Y	2	1.43	2.86
Truck Gate Sergeant	1				5	8	Y	1	1.43	1.43
Tubman Living Unit		1	1	2	7	8	Y	4	2.00	8.00
Field Training Officer	1				5	8	Y	1	1.43	1.43
Hospital Officer	1				7	8	Y	1	2.00	2.00
Visiting	2				3	8	Y	2	0.86	1.72
Due Process Sergeant			1		5	8	N	1	1.00	1.00

Post	Admin Shift (0800-1600)	1st Watch (2200-0630)	2nd Watch (0620-1420)	3rd Watch (1410-2210)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Warehouse Officer			1		5	8	N	1	1.00	1.00
TOTAL	18	15	31	26						159.59

Table 5.59 Shakopee Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded FTE	Recommended FTE	Change
Captains	2.0	2.0	-
Lieutenants	9.0	11.0	+2.0
CO1/CO2/CO3	138.0	146.6	8.6
TOTAL	149.0	159.6	+10.6

Table 5.60 Shakopee Recommended Total Staffing

Position	Total Funded	Recommended	Change
Command Staff	13	15.0	+2.0
Correctional Officers	138.0	146.6	+8.6
Programs	46.05	46.05	-
Health Care	29.5	29.5	-
Support Services	25.0	29.0	+4.0
Administration	14.25	14.25	-
TOTAL	265.8	280.4	+14.6

MCF – St. Cloud	
Security Level	All up to Level 4 Close
Opened	1889 as male reformatory/1998 as a correctional admitting facility
Capacity	1,088
Population at date of review	805
Programs	Rivers SUD Treatment, Whole Heart Quilting, Reshape SUD, Work Release, Transition Pre-release, ABE Literacy, CTE Barbering, CTE Masonry, Special Education, ELL Instruction, Post-Secondary Academics, Quest for Authentic Manhood, AA/NA, Mental Health Release Planning, Reentry Network, Art Education, Parenting, Digital Literacy, College and Career Readiness, GED Testing, Foundations
FY 2022 Custody OT	\$676,273
Inmate/CO Ratio	3.34:1

Table 5.63 St. Cloud Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	416.4	440.9	24.5
Correctional Officers	241.0	258.6	17.6

MCF-St. Cloud serves as the Minnesota Department of Correction’s admittance/intake facility. The facility was first opened in 1889 and served as a male reformatory until it was converted into its current function in 1998. The facility consists of roughly 50% double occupancy cells, 42% single occupancy cells and two multi occupancy units with approximately 78 beds. The facility is immaculately clean and extremely well-kept for being over 130 years old.

At the time of CGL’s site visit and review, the facility had a count of 805.

Current Staffing

St. Cloud has 416.4 budgeted FTEs, of which 241 are correctional officers. At the time of the review, the facility had 23.1 vacancies, for an overall vacancy rate of 5.3 percent. The facility had only four correctional officer vacancies, resulting in a 1.6 percent vacancy rate. The facility also has one officer on light duty status, who may not staff a post that requires inmate contact.

Table 5.64 St. Cloud Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	20.3	19.0	1.3
Correctional Officers	241.0	237.0	4.0
Programs	55.5	49.5	6.0
Health Care	25.7	24.9	0.8
Support Services	41.0	35.0	6.0

Position	Total	Filled	Vacant
Administration	32.9	28.9	4.0
TOTAL	416.4	394.1	23.1

Security. Facility security staff are assigned to 169 posts through the facility. Officers work 8-hour shifts across three different watches. Assuming the current facility relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 228.8 Correctional Officer 1, 2, and 3's. Command staff include 3 captains and 14 lieutenants. The facility post roster appears to require less staffing than the number of positions budgeted for St. Cloud. However, this level of correctional officer staffing is predicated upon the DOC's current relief factor which, as described elsewhere in this report, far understates actual staff leave usage. As a result, the current roster does not appear to provide staffing levels sufficient to meet operational requirements. The staffing impact of updating the relief factor is described in our staffing recommendations.

Table 5.65 St. Cloud Current Post Roster Staffing Requirements

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captain	3	-	-	-	5	8	No	3	1.00	3.0
Watch Command Lieutenant		2	2	2	5	8	No	6	1.00	6.0
Watch Command Relief	1	-	-	-	5	8	No	1	1.00	1.0
Unit Lieutenants	5	-	-	-	5	8	No	5	1.00	5.0
Due Process	1	-	-	-	5	8	No	1	1.00	1.0
Scheduler	1	-	-	-	5	8	No	1	1.00	1.0
Security Operations										
Master Control	-	1	1	1	7	8	Yes	3	1.79	5.4
Outside Patrol	-	1	1	1	7	8	Yes	3	1.79	5.4
Food Service Control	-	-	1	1	7	8	Yes	2	1.79	3.6
Dining Room	-	-	1	1	7	8	Yes	2	1.79	3.6
Food Service Corridor	-	-	1	1	7	8	Yes	2	1.79	3.6
Kitchen	-	2	1	1	7	8	Yes	4	1.79	7.2
A-Team	-	4	6	6	7	8	Yes	16	1.79	28.6
Control Center (OCC)	-	-	1	1	7	8	Yes	2	1.79	3.6
Cam Room	-	-	1	1	5	8	No	2	1.00	2.0
Unit A	-	1	3	4	7	8	Yes	8	1.79	14.3
Unit B and B Annex	-	3	4	6	7	8	Yes	13	1.79	23.3
Unit C	-	1	3	4	7	8	Yes	8	1.79	14.3
Unit D	-	1	2	3	7	8	Yes	6	1.79	10.7
Unit E	-	1	6	5	7	8	Yes	12	1.79	21.5
R Annex	-	1	1	1	7	8	Yes	3	1.79	5.4
Segregation	-	2	6	4	7	8	Yes	12	1.79	21.5
Visitation	-	-	4	4	2	8	Yes	8	0.71	5.7
Info Desk	-	-	1	1	2	8	Yes	2	0.71	1.4
Visit Control	-	-	1	1	2	8	Yes	2	0.71	1.4
Program	-	-	-	1	5	8	No	1	1.00	1.0
Yard	-	-	1	-	5	8	Yes	1	1.28	1.3
Arm Officer	-	-	1	-	5	8	Yes	1	1.28	1.3
Control 2	-	-	1	-	5	8	No	1	1.00	1.0
Trip Officer	-	-	2	-	5	8	No	2	1.00	2.0

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Infirmary	-	-	1	-	5	8	No	1	1.00	1.0
School Hall	-	-	4	-	5	8	No	4	1.00	4.0
Breakout	-	-	1	-	5	8	Yes	1	1.28	1.3
Truck Gate	-	-	1	-	5	8	Yes	1	1.28	1.3
Tower	-	-	3	-	5	8	Yes	3	1.28	3.8
Construction	-	-	2	-	5	8	Yes	2	1.28	2.6
Lower E ITV	-	-	1	-	5	8	No	1	1.00	1.0
Dr/Ut	-	-	4	-	5	8	Yes	4	1.28	5.1
Laundry	-	-	2	-	5	8	No	2	1.00	2.0
Property/Packup	-	-	2	-	5	8	Yes	2	1.28	2.6
Warehouse/Canteen/Utility	-	-	3	-	5	8	No	3	1.00	3.0
Intake/Count/Discipline	-	-	5	-	5	8	No	5	1.00	5.0
Canine	-	-	1	-	5	8	Yes	1	1.28	1.3
Vaccination	-	-	1	5	5	8	No	6	1.00	6.0
Totals	11	20	83	55				169		245.8

Table 5.66 St. Cloud Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	3.0
Lieutenants	14.0
CO1/CO2/CO3	228.8
Total	245.8

The amount of overtime being utilized at St. Cloud dropped steadily since 2019 before increasing in 2022. The facility used 12,340 hours of overtime in FY 2022 at a cost of \$676,000. The equivalent of 9 FTEs. The amount of overtime used seems to be in direct correlation with the current number of vacancies at the facility.

Table 5.67 St. Cloud Overtime, FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	23,572.87	17,619.60	9,086.00	12,340.
Overtime Spending	\$1,151,394	\$ 873,318	\$ 484,800	\$ 676,273

The table below provides a more detailed look into the use of overtime during the week of June 26th to July 2, 2022, at MCF St. Cloud. The first shift had a rate of 12% for overtime coverage of posts filled. Of the overtime used by first shift, 25% was mandatory, leaving 75% as voluntary. The second shift covered approximately 6% of its posts with overtime all of which was voluntary. Third shift only utilized one voluntary overtime shift to cover a post during the week out of 325 posts.

In total, less than 5% of the total posts were covered by overtime during this weekly snapshot at MCF St. Cloud. Of the overtime utilized, 91% was voluntary.

Table 5.68. Overtime Assigned, June 26 – July 2, 2022

	1st Shift			2nd Shift			3rd Shift		
	CO Posts filled on shift	Occurrences of Voluntary Overtime	Occurrences of Mandatory Overtime	CO Posts filled on shift	Occurrences of Voluntary Overtime	Occurrences of Mandatory Overtime	CO Posts filled on shift	Occurrences of Voluntary Overtime	Occurrences of Mandatory Overtime
Sunday	18	4	2	43	2	0	40	1	0
Monday	18	3	1	68	6	0	46	0	0
Tuesday	20	4	1	68	10	0	48	0	0
Wednesday	18	0	0	71	2	0	48	0	0
Thursday	18	0	0	68	1	0	52	0	0
Friday	18	1	0	69	4	0	51	0	0
Saturday	18	4	0	37	0	0	40	0	0

Table 5.69 Mandatory Overtime Assignment Rate, June 26 – July 2, 2022

	1st Shift	2nd Shift	3rd Shift
Total Overtime Assignments	20	25	1
% Mandatory	20%	0%	0%

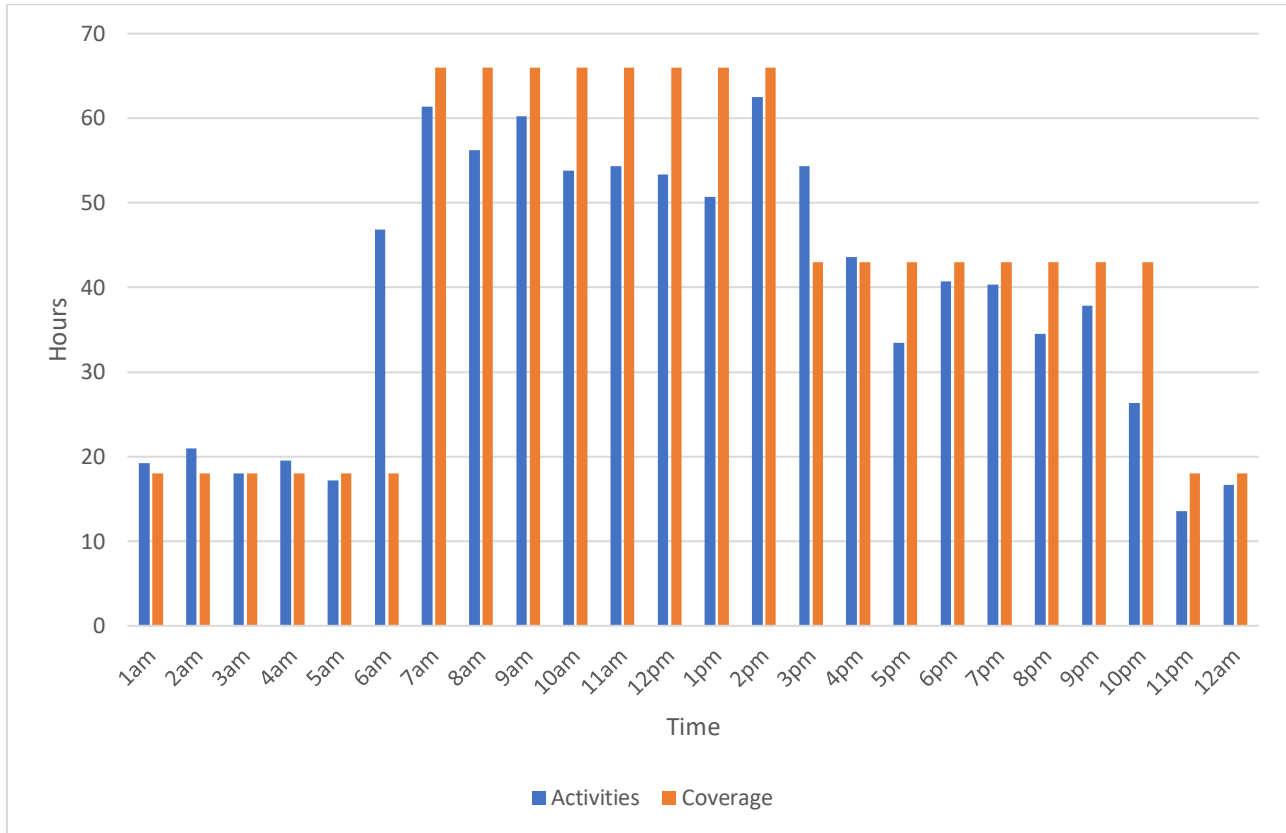
During the CGL site visit to St. Cloud, it was noted that the staff's morale seemed to be at a much healthier level than some other facilities visited. This observation seems to be consistent with the findings of much lower levels of mandatory overtime assigned and total levels of overtime in general.

St. Cloud staff provided data on correctional officer activities by minute by post on a daily basis. The data show operational activity peaking at roughly 62 hours of specific correctional officer tasks/activities hours from 7:00 am through 3:00 pm, dropping to 11 hours of activities in the middle of the night, and then remaining fairly consistent until 6:00 am.

Overlaying typical officer coverage over the same time frame shows 1st shift staffing at levels fairly equal to the amount of work activity, with a significant disparity between the volume of work responsibilities from 6:00 am – 7:00 am and available staff coverage, likely due to the shift overlap at this time and the additional transitional duties between oncoming and outgoing staff. Staff coverage through the rest of the day is adequate to cover identified post activities, although work from 3:00 PM- 4:00 PM activity ramps up almost equal with capacity.

The data suggest that staffing is not a constraint to expanding program services from 8:00 am – 2:00 pm, or in the evening from 6:00 pm – 10:00 pm.

Figure 6.8 St. Cloud Correctional Officer Daily Activity and Staff Coverage



Civilians. St. Cloud’s civilian staffing levels seem to be consistent with the structure observed at other MNDOC facilities. Although the facility has 32 funded positions for building maintenance, 4 of the positions are currently vacant and the physical condition and upkeep seem to justify the level of assigned staffing.

Nurse staffing is a concern at St. Cloud consistent with what has been reported for other facilities within the system. The prison is a large intake facility primarily populated with IP’s that have not been fully vetted for health care concerns. Additionally, intake facilities can present a higher level of risk than other longer-term facilities as they represent a key stage of transition of the IP’s path through the criminal justice system. This is often coupled with exposure to new routines, activities, and also different populations and classifications. For these reasons, consistent with best practices, 24-hpouir nursing coverage, with a relief factor established to provide adequate health care coverage should be a priority. Currently nursing staff are onsite at St. Cloud from 0600-2230 with medical providers available on call after hours.

The Food Services staffing at St. Cloud currently does not account for needed relief of the cook coordinator position, which results in understaffing. As a result, corrections officers are required to backfill these positions detracting from staffing levels in security. St. Cloud’s current authorized staffing allows for three Chief Cooks and five Cook Coordinators. Applying a similar SRF used for security staff (2.00) would result in five additional Cook Coordinators.

Programs

The St. Cloud male inmate intake facility dedicates over 63,000 square feet of facility space to provide a wide array of programs and services to its transitioning population of new intakes and releases. A majority of programs are provided during daytime hours Monday through Friday with very little inmate movement or out of cell time occurring over the weekend and holidays. As stated earlier in this report, the facility utilizes a very unique schedule allowing for larger numbers of staff to be off over the weekends, which is a big contributing factor to the higher level of morale.

In total, the facility had 215 incarcerated persons in an active work and/or program assignment at St. Cloud.

Most education, vocational, and behavioral programming is offered from 6:00 am to 4:00 pm, Monday through Friday. Religious and volunteer programs are available to incarcerated persons in the evening and on weekends. A summary of the facility's program schedule follows.

Daily Schedule – Meals, Work, Education, Count Times, Recreation, Phone Access, Chapel - See below:

Monday -Friday

0630-0800 breakfast meal

0800-1045 work and education hours

1100-1130 count time, no movement

1130-1445 work and education hours

1140-1320 lunch meal

1330-1445 work and education hours

1500-1530 count, no movement

1530-1715 dinner meal

1745-2140 in unit recreation/phone access, personal hygiene time

1735-2135 gym recreation (winter schedule)

1750-1930 ball diamond recreation (summer schedule)

Chapel Services:

0800 Quest for Manhood-Monday and Wednesday

1930 Catholic Mass-Mondays

1130- Jehovah Witness-Wednesdays

0800 Prison Fellowship Re-entry-Thursdays

1330-Jumah Prayer-Fridays

0800-Native Sweat prep-Fridays

1130-Native Sweat-Fridays

0900-MN Adventist Worship- Saturday

0900 Rock of Ages- rotating Saturday

1330-MN Adventist Bible- rotating Saturday

Dining Room hours:

0630-0800 daily breakfast

1130-1315 daily lunch

1530-1715 daily dinner

In unit recreation time

1745-2140 all units get phone time and hygiene time

Out of unit recreation time:

1745-2130 gym recreation (wintertime)

1750-1930 ball diamond recreation (summertime)

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- **Staff Morale** – As noted earlier in this report, the staff's morale level seemed to be significantly higher than what has been observed at other Department facilities. Although staff had very specific complaints about minor issues, the overall tone was a theme of adequate communication and no associated burnout from working overtime. The majority of frustration was from the staff's uncertainty of the mission of the facility as it relates to programming. Another factor cited for the higher levels of morale at St. Cloud was the use of an alternative schedule that maximizes weekend time off for the staff.
- **Management** – During focus group sessions, staff stated that they feel fortunate to work at the facility and for the management team in place. Several officers mentioned the fact that the Warden has an open-door policy, and they feel comfortable approaching him and discussing issues if needed. One issue brought forth was the lack of advanced notice of schedule changes in the daily activity. A staff member mentioned in some cases there are cancellations to the daily

activity and notice of the change is slow in getting around. The management team is fully aware of these concerns and appears to be making valid efforts to improve upon this issue. The management team prepares a document titled “The Daily Update” which is distributed to all staff Monday through Friday via email in an effort to keep open the lines of communication about what is happening at the facility.

- Kitchen - The Kitchen at the St. Cloud facility was down to three cooks at the time of the project team’s visit and corrections officers were being utilized to backfill. During focus group sessions, several staff discussed an incident that happened recently involving the serving of expired food. On the particular day mentioned, a majority of the IP’s became irritated and abruptly stood up in the dining hall and exited against orders from security staff. This incident was chalked up as a close call and made security staff uneasy. Proposed solutions include better collaboration with security staff and flagging potential issues with the daily meals.
- IP Intake - The average length of stay at the intake facility is four to five months depending on population pressures at other receiving facilities. Recent practices for mitigating the spread of COVID-19 have had an impact on the length of the intake and orientation process. This is an exceptionally long period of time which limits the individual’s placement in their parent facility where they can access beneficial programs and services. The management team feels that in many cases they are able to complete the intake and orientation process but do not feel that the quality is high due to staffing availability.
- Programs – A majority of staff and administration at St. Cloud understand the value of programs and services but stated concern over clarifying the facility’s mission. Staff feel that the quality of intake and orientation are already of minimal quality because of staffing issues and share concern that the implementation of more programming at the facility will further erode the quality of the intake and orientation processes.
- Facility Condition – the St. Cloud facility should be commended for the level of cleanliness and the upkeep of maintenance on a building that is well over 100 years old. It is apparent that staff take pride in the facility and its condition also feels to be a contributing factor to the higher levels of morale witnessed here.

Staffing Recommendations

CGL proposes the following changes to current St. Cloud staffing:

Relief factor update. The calculated relief factor developed for this report should be used and increases CO staffing requirements to 250.6 FTEs, an increase of 21.8 officers over current staff deployment. This equates to 9.6 officers overfunded staffing levels, due solely to the need to provide adequate relief staff in support of current posts. The creation of these staff should eliminate the majority of the need for overtime while providing better quality intake and orientation services.

Officers. With the facility having such a large footprint and housing units designed with multi-level, linear tiers, ample security staffing is necessary for officer and IP safety. The first watch staffing is minimal in providing security staff in housing units with most posts having only 1 officer. We recommend increasing the first shift staffing complement from 20 officer posts to 22. Similarly, the

second shift has a lower staffing level in housing than the third shift. We recommend increasing the second shift from 83 officer posts to 85.

- Add 1 additional housing unit officer with relief seven-days per week to the E Unit (initial housing and orientation) and Segregation Units on the first shift. These two units have a higher risk level of IPs, requiring an increase in the level of supervision and security rounds. These two additions will assist in completing the required security observations.
- Add 1 additional housing unit officer with relief to C and D Units to provide security support. Each of these units are multi-tiered requiring observing officers to climb stairs to each tier level to conduct observation rounds and provide ample security supervision to the unit.

In addition, cook coordinator positions should be relieved on the basis of their mandatory schedule of duty. Food service operations at St. Cloud require a minimum of 5 cook coordinators to provide three daily meals. Using the same 2.00 shift relief factor as used for correctional officers, the staffing requirement for cook coordinators at St. Cloud is 10 FTEs, an increase of 5 positions above the existing staff complement.

Nurses. Nurse positions should be staffed with adequate relief to assure service availability. The minimum nurse staffing is currently 2 nurses on day shift, going down to 1 on weekends, and 1 nurse on the evening shift, seven days per week. Best practices in large correctional facilities call for 24-hour nursing coverage. St. Cloud currently has no medical staff available on 1st shift. As noted elsewhere in this report, we recommend the Department commission a review of health care staffing levels in all facilities and provide sufficient relief staffing for recommended nursing assignments.

Senior Security Staff in Non-Inmate Contact Areas. Five posts in the facility are assigned to canteen and property functions that have reduced contact with the IPs. Because these are 5-day per week posts, most with weekends off, they are preferred positions at the correctional facility and often filled by its most senior staff. In many other systems, the canteen responsibilities are filled by civilian staff as they generally don't require security staff. MNDOC should consider converting these to less costly civilian positions.

Lieutenants. The current staffing at St. Cloud requires 14 lieutenants. We found the Unit Lieutenant positions to be insufficiently staffed. There is a need for 2 additional Administrative/Support Lieutenant posts to primarily provide support to existing unit lieutenants in their daily responsibilities as well as support to other areas as needed. These additional posts should be 5 days per week without relief and have different days off to ensure greater supervisory coverage on weekends.

In total, these recommendations call for 24.8 additional staff for St. Cloud. Table 5.70 shows the recommended correctional officer post roster with the changes described above. Table 5.71 summarizes recommended security staffing by rank. Table 5.72 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.70 St. Cloud Recommended Post Roster

Security Operations	Admin Shift (0800-1700)	1st Watch (2140-0610)	2nd Watch (0600-1400)	3rd Watch (1350-2150)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration										
Captain	3	-	-	-	5	8	No	3	1.00	3.0
Watch Command Lieutenant		2	2	2	5	8	No	6	1.00	6.0
Watch Command Relief	1	-	-	-	5	8	No	1	1.00	1.0
Unit Lieutenants	5	-	-	-	5	8	No	5	1.00	5.0
Administrative Lieutenants	2	-	-	-	5	8	No	2	1.00	2.0
Due Process	1	-	-	-	5	8	No	1	1.00	1.0
Scheduler	1	-	-	-	5	8	No	1	1.00	1.0
Security Operations										
Master Control	-	1	1	1	7	8	Yes	3	2.00	6.0
Outside Patrol	-	1	1	1	7	8	Yes	3	2.00	6.0
Food Service Control	-	-	1	1	7	8	Yes	2	2.00	4.0
Dining Room	-	-	1	1	7	8	Yes	2	2.00	4.0
Food Service Corridor	-	-	1	1	7	8	Yes	2	2.00	4.0
Kitchen	-	2	1	1	7	8	Yes	4	2.00	8.0
A-Team	-	4	6	6	7	8	Yes	16	2.00	32.0
Control Center (OCC)	-	-	1	1	7	8	Yes	2	2.00	4.0
Cam Room	-	-	1	1	5	8	No	2	1.43	2.9
Unit A	-	1	3	4	7	8	Yes	8	2.00	16.0
Unit B and B Annex	-	3	4	6	7	8	Yes	13	2.00	26.0
Unit C	-	1	4	4	7	8	Yes	9	2.00	18.0
Unit D	-	1	3	3	7	8	Yes	7	2.00	14.0
Unit E	-	2	6	5	7	8	Yes	13	2.00	26.0
R Annex	-	1	1	1	7	8	Yes	3	2.00	6.0
Segregation	-	3	6	4	7	8	Yes	13	2.00	26.0
Visitation	-	-	4	4	2	8	Yes	8	0.57	4.6
Info Desk	-	-	1	1	2	8	Yes	2	0.57	1.1
Visit Control	-	-	1	1	2	8	Yes	2	0.57	1.1
Program	-	-	-	1	5	8	No	1	1.00	1.0
Yard	-	-	1	-	5	8	Yes	1	1.43	1.4
Arm Officer	-	-	1	-	5	8	Yes	1	1.43	1.4
Control 2	-	-	1	-	5	8	No	1	1.00	1.0
Trip Officer	-	-	2	-	5	8	No	2	1.00	2.0
Infirmary	-	-	1	-	5	8	No	1	1.00	1.0
School Hall	-	-	4	-	5	8	No	4	1.00	4.0
Breakout	-	-	1	-	5	8	Yes	1	1.43	1.4
Truck Gate	-	-	1	-	5	8	Yes	1	1.43	1.4
Tower	-	-	3	-	5	8	Yes	3	1.43	4.3
Construction	-	-	2	-	5	8	Yes	2	1.43	2.9
Lower E ITV	-	-	1	-	5	8	No	1	1.00	1.0
Dr/Ut	-	-	4	-	5	8	Yes	4	1.43	5.7
Laundry	-	-	2	-	5	8	No	2	1.00	2.0
Property/Packup	-	-	2	-	5	8	Yes	2	1.43	2.9
Warehouse/Canteen/Utility	-	-	3	-	5	8	No	3	1.00	3.0
Intake/Count/Discipline	-	-	5	-	5	8	No	5	1.00	5.0
Canine	-	-	1	-	5	8	Yes	1	1.43	1.4
Vaccination	-	-	1	5	5	8	No	6	1.00	6.0
Total	13	22	85	55				175		277.58

Table 5.71 St. Cloud Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Total Funded	Recommended	Change
Captains	3.0	3.0	-
Lieutenants	14.0	16.0	2.0
CO1/CO2/CO3	241.0	258.6	17.6
TOTAL	258	277.8	19.6

Table 5.72 St. Cloud Recommended Total Staffing

Position	Total Funded	Recommended	Change
Command Staff	20.3	22.3	2.0
Correctional Officers	241.0	258.6	17.6
Programs	55.5	55.5	-
Health Care	25.7	25.7	-
Support Services	41.0	46.0	5.0
Administration	32.9	32.9	-
TOTAL	416.4	440.9	24.6

MCF – Stillwater	
Security Level	Level 4
Opened	1914
Capacity	1,626
Population at date of review	1,212
Programs	GP – Education (ABE, Literacy, GED), Vocational (carpentry, welding, machining, computer technology), Restorative Justice, Veterans Group, Transitional Life Skills, Thinking for a Change, Substance Use Disorder Therapeutic Community (Atlantis House) Restrictive Housing – Step Down Management Program, Self-Growth and Awareness, Education.
MINNCOR	Packaging, Canteen Fulfillment, Warehouse/Delivery Services
FY 2022 Custody OT	\$2.8 million
Inmate/CO Ratio	3.71:1

Table 5.73 Stillwater Staffing Summary

	Total Funded	Recommended	Change
Total FTE	506.6	517.3	10.7
Correctional Officers	333.0	333.8	0.8

MCF – Stillwater is a close custody (Level 4) facility for male incarcerated persons. Most of the housing is in Auburn-style, four-tiered housing units known as Cell Blocks A and B. These units are reflective of prison design and construction from the late 1800's. The primary correctional philosophy at the time of its construction was one of isolation, where inmates worked during the day, and returned to their cells in the evening. Housing units of this type typically are more staff intensive to manage, have no programming space and lack dayroom space for productive out-of-cell time. These units also create ADA and PREA issues, and no longer support the operational practices of contemporary correctional systems. There is a large modern restrictive housing unit more recently constructed as well as a substance use disorder (SUD) treatment unit (Atlantis Unit). For its age, the facility appears to be well maintained.

At the time of our on-site visit, the facility housed 1,212 incarcerated persons.

At the forefront of every consideration of Stillwater's operations, and every staff interview was the murder of Correctional Officer Joseph Gomm in 2018. On July 18th of that year, officer Gomm was attacked and bludgeoned to death by an inmate in the metal shop. This horrific event led to increased security at the facility, especially in the correctional industries area where the attack occurred, as well as operational changes.

Current Staffing

Stillwater has 506.55 budgeted FTEs, of which 333 are correctional officers. At the time of the review, the facility had 62.1 vacancies, for an overall vacancy rate of 12 percent. Most of those vacancies (40) were in correctional officer positions resulting in a 12 percent vacancy rate. The facility also has two officers on light duty status, who may not staff a post that requires inmate contact.

Table 5.74 Stillwater Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	25.0	23.0	2.0
Correctional Officers (1, 2, 3)	333.0	293.0	40.0
Programs	48.5	40.8	7.7
Health Care	30.3	28.9	1.4
Support Services	52.0	40.0	12.0
Administration	17.8	18.8	(1.0)
TOTAL	506.6	444.5	62.1

Security. Facility security staff are assigned to 216 posts throughout the facility. While most officer work 8-hour shifts on three different watches there is a small cadre of unit lieutenants, escort, and visiting officers who work 10-hour shifts, four days per week. Assuming the current Department relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 300.3 Correctional Officer 1, 2, and 3's. Command staff needs include 2 captains and 17.4 lieutenants. Given their existing post roster the number of funded security staff is consistent with Stillwater's needs. However, this level of correctional officer staffing is on MNDOC's existing relief factor which understates actual staff leave usage. The staffing impact of updating the relief factor is described in our staffing recommendations.

Table 5.75 Stillwater Current Post Roster Staffing Requirements

Security Operations	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Supervisors										
Captains	2				5	8	N	2	1.00	2.00
Scheduling/HS/Transport/Keys Lieutenant			1		5	8	N	1	1.00	1.00
Watch Commander (LT)		1	1		7	8	Y	2	1.79	3.58
Watch Commander (LT)				1	5	8	Y	1	1.28	1.28
Watch Commander (LT)				1	2	8	Y	1	0.51	0.51
A-EAST LT			1		5	8	N	1	1.00	1.00
B-East/Recreation LT			1		5	8	N	1	1.00	1.00
B-West LT			1		5	8	N	1	1.00	1.00
A-West LT			1		5	8	N	1	1.00	1.00
Cell house D/Atlantis LT			1		4	10	N	1	1.00	1.00
Programs/Laundry/Canteen/Property/Kitchen			1		5	8	N	1	1.00	1.00
Industries/Education LT			1		5	8	N	1	1.00	1.00
Control/2nd Watch A Team/Canine LT			1		5	8	N	1	1.00	1.00
MSU/Visiting Lt			1		5	8	N	1	1.00	1.00
Due Process/Discipline LT			1		5	8	N	1	1.00	1.00
Segregation Lt.			1		5	8	N	1	1.00	1.00
Security Operations										
Due Process Sergeant			1		5	8	N	1	1.00	1.00
Visitor Front Desk			1		2	10	Y	1	0.90	0.90
Visit Bubble			1		2	10	Y	1	0.90	0.90
Visit Shakedown			2		2	10	Y	2	0.90	1.80
Visit Room Desk Officer			2		2	10	Y	2	0.90	1.80

Security Operations	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
A-East Door Officer			1	1	7	8	Y	2	1.79	3.58
A-East Shower Officer			1	1	7	8	Y	2	1.79	3.58
A-East Bubble Officer/Desk		1	1	1	7	8	Y	3	1.79	5.37
A-East Round Officer			2	2	7	8	Y	4	1.79	7.16
A-West Door Officer			2	2	7	8	Y	4	1.79	7.16
A-West Shower Officer			1	1	7	8	Y	2	1.79	3.58
A-West Bubble Officer		1	1	1	7	8	Y	3	1.79	5.37
A-West Round Officer			2	2	7	8	Y	4	1.79	7.16
A-Hall Float		1			7	8	Y	1	1.79	1.79
B-East Door Officer			1	1	7	8	Y	2	1.79	3.58
B-East Shower Officer			1	1	7	8	Y	2	1.79	3.58
B-East Bubble Officer/Desk		1	1	1	7	8	Y	3	1.79	5.37
B-East Round Officer			2	2	7	8	Y	4	1.79	7.16
B-West Door Officer			1	1	7	8	Y	2	1.79	3.58
B-West Shower Officer			1	1	7	8	Y	2	1.79	3.58
B-West Bubble Officer		1	1	1	7	8	Y	3	1.79	5.37
B-West Round Officer			2	2	7	8	Y	4	1.79	7.16
B-West Round/Floor Officer			1	1	7	8	Y	2	1.79	3.58
B-HALL FLOAT		1			7	8	Y	1	1.79	1.79
ATLANTIS C UNIT		1	2	2	7	8	Y	5	1.79	8.95
CELL HOUSE D		2	5	5	7	8	Y	12	1.79	21.48
SEGREGATION/M-F			7		5	8	Y	7	1.28	8.96
SEGREGATION SAT -= SUN			6		2	8	Y	6	0.51	3.06
SEG 3D WATCH		3		6	7	8	Y	9	1.79	16.11
MSU		2	2	2	7	8	Y	6	1.79	10.74
Count Control			1	1	7	8	Y	2	1.79	3.58
Security Center		1	1	1	7	8	Y	3	1.79	5.37
Metal Detector			1	1	7	8	Y	2	1.79	3.58
Side Door			1		5	8	Y	1	1.28	1.28
Control			4	3	7	8	Y	7	1.79	12.53
Car Patrol		1	1	1	7	8	Y	3	1.79	5.37
Towers 2nd shift			3		5	8	Y	3	1.28	3.84
Towers 3rd shift				2	7	8	Y	2	1.79	3.58
Health Services			2		5	8	Y	2	1.28	2.56
A-Team		2	6	6	7	8	Y	14	1.79	25.06
Kitchen			3	3	7	8	Y	6	1.79	10.74
Kitchen 1st watch		2			7	2	Y	2	0.45	0.90
Transportation			2		5	8	Y	2	1.28	2.56
Construction			4		5	8	Y	4	1.28	5.12
Pill Officer			1	1	7	8	Y	2	1.79	3.58
Canteen Security			2		3	8	Y	2	0.77	1.54
Canteen Staff			2		4	10	N	2	1.00	2.00
Property			4		5	8	N	4	1.00	4.00
Laundry/Clothing			4		5	8	N	4	1.00	4.00
Outside Commissary			2		5	8	N	2	1.00	2.00
Education	4				5	8	Y	4	1.28	5.12
Psychology	1				5	8	Y	1	1.28	1.28
Hearings Officer			2		1	8	Y	2	0.25	0.50

Security Operations	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Industries										
Gate 3 Industries	1				5	8	Y	1	1.28	1.28
Video Room	1				5	8	Y	1	1.28	1.28
A Team OIC	1				5	8	Y	1	1.28	1.28
A Team	3				5	8	Y	3	1.28	3.84
W-Shop	1				5	8	Y	1	1.28	1.28
S-Shop	1				5	8	Y	1	1.28	1.28
Building 21	1				5	8	Y	1	1.28	1.28
T Shop	1				5	8	Y	1	1.28	1.28
V Shop	1				5	8	Y	1	1.28	1.28
VT Carpentry	1				5	8	Y	1	1.28	1.28
VT Machine	1				5	8	Y	1	1.28	1.28
VT Welding	1				5	8	Y	1	1.28	1.28
South/vehicle Gate	4				5	8	Y	4	1.28	5.12
Tool Control	1				5	8	N	1	1.00	1.00
Key Sergeant	1				5	8	N	1	1.00	1.00
TOTAL	27	21	110	58				216		319.7

Table 5.76 Stillwater Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	2.0
Lieutenants	17.4
CO1/CO2/CO3	300.3
TOTAL	319.7

Given the existing relief factor, Stillwater needs 319.7 security staff to fill its existing post plan.

As observed during our site visit, overtime has become a significant issue at Stillwater. This was especially true in 2022 where the facility spent nearly \$3 million in overtime dollars for over 55,000 hours of overtime, placing it as the facility with the highest level of overtime incurred. This equates to 6,875 overtime shifts in a year and nearly 19 full 8-hour shifts of overtime per day. This level is the equivalent to the number of hours 39 additional correctional officers could fill a post in a year.

Table 5.77 Stillwater Overtime FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	53,857	64,817	38,795	55,518
Overtime Spending	\$2,490,019	\$3,014,741	\$2,017,559	\$2,922,004

A more detailed look at the assignment of overtime in a specific work week shows that overtime was used to cover 18 percent of post assignments on the 1st shift and 16 percent of posts assignments on 3rd

shift. Approximately 80 percent of overtime assignments on 1st shift were mandated. Nearly 1/3 of overtime assignments on 2nd and 3rd shifts were mandated.

Table 5.78 Overtime Assigned, June 26 – July 2, 2022

	1st Shift			2nd Shift			3rd Shift		
	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned
Sunday	22	3	4	51	11	0	52	10	2
Monday	21	5	0	62	12	2	39	15	2
Tuesday	21	5	0	60	6	0	58	5	0
Wednesday	21	5	0	65	10	2	65	10	2
Thursday	21	6	0	63	13	0	59	7	0
Friday	21	4	0	67	9	5	67	13	4
Saturday	21	5	2	61	15	0	59	6	14

Table 5.79 Mandatory Overtime Assignment Rate, June 26 – July 2, 2022

	1st Shift	2nd Shift	3rd Shift
Total Overtime Assignments	35	24	42
% Mandatory	15%	11%	27%

A high level of overtime, whether voluntary or mandatory, can have several negative effects on staff, including:

- Physical and mental fatigue: Working long hours with limited time for rest can lead to physical and mental exhaustion, affecting job performance and personal well-being.
- Burnout: Chronic stress and fatigue can lead to feelings of burnout, causing staff to become disengaged from their work and potentially leading to high turnover rates.
- Increased stress levels: Correction work is already a high-stress occupation, and extended work hours can amplify these stress levels, potentially leading to physical and mental health problems.
- Decreased job satisfaction: Overworking can result in decreased job satisfaction, lower morale, and a negative impact on staff morale and workplace culture.
- Impaired decision-making: Lack of rest and sleep can affect cognitive function and decision-making abilities, potentially putting staff and inmates at risk.

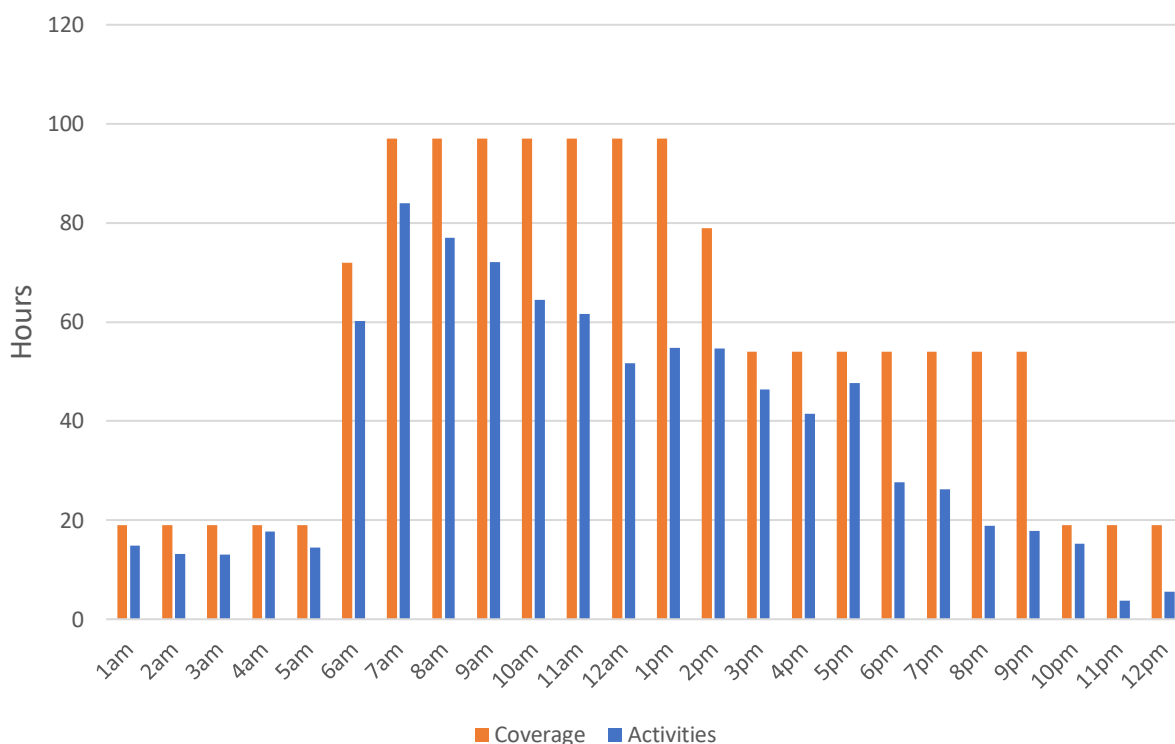
Stillwater provided data on correctional officer activities by hour by post on a daily basis. We note this data covered the majority, but not all the posts in the facility. The data show operational activity peaking at over 80 hours of specific correctional officer tasks/activities hours at 7:00 am, and slowly

receding throughout the 2nd watch. By the beginning of the 3rd watch, activity hours were below 50. On most of the 1st watch activity hours were approximately 20.

Overlaying typical officer coverage over the same time frame shows 1st shift staffing at levels minimally adequate to cover required work activity. Staff coverage throughout the rest of the day is adequate to cover identified post activities.

The data suggest that staffing is not necessarily a constraint to expanding program services from 8:00 am – 2:00 pm, or in the evening from 6:00 pm – 10:00 pm.

Figure 5.9 Stillwater Correctional Officer Daily Activity and Staff Coverage



Civilians. As was found in other facilities in the Department, civilian staffing is spread across several key areas. This is especially true for maintenance positions as the facility is funded for 40 positions. These positions range from skilled positions such as mason, electricians, plumbers, and carpenters, to general maintenance positions. Eight of these positions were vacant at the time of our review. Our observations of facility conditions found Stillwater well-maintained, a feat for a facility of this advanced age. Supervisors did report issues regarding their difficulty recruiting individuals to fill these positions, due to existing salary levels.

Nurse staffing at Stillwater is insufficient. The facility is funded for 12.80 Registered Nurse related positions (RN, RN Admin Supervisor, Senior RN, RN Supervisor), 9.10 Licensed Practical Nurses and 3.60 Emergency Medical Technicians. In the project team’s experience, a facility of this size requires more nursing coverage to keep up with the workload, especially considering the increasing standards of care correctional systems have experienced in the last 5-10 years. CGL developed a shift relief factor for RN positions in the agency. The calculated relief factor is 1.99 which results in the need for 1.99 FTEs for

every 8-hour, 7-day per week post. The current funded level of 12.8 FTEs only supports 6.6 posts across all shifts. This would likely only result in slightly more than 2 per shift, which is insufficient for this size facility.

By comparison, a similar facility in Illinois, Menard Correctional Center has significantly more nursing staff. Like Stillwater, Menard was constructed over a century ago, is similar in design, but manages a larger population of approximately 1,900. It is budgeted for 3 supervisory nursing staff, 29 RN's, 10 LPNs, and 20 Corrections Medical Technicians. These 62 positions significantly exceed what is provided at Stillwater (25.5), even when adjusting for the different population levels. As in the case of officers, the current relief factor does not reflect actual leave usage, and as a result, understates that number of staff required to cover current health care responsibilities. Updating the relief factor, as recommended in this report, will require additional nursing staff.

Food service staffing represents another area of concern. Stillwater has one Food Service Supervisor, two Chief Cooks, and nine Cook Coordinators. No relief is provided thereby creating ongoing shortages in this important function. Current operations require 9 Cook Coordinator posts to be regularly filled at Stillwater. Applying the newly developed shift relief factor (2.00) to the 9 Cook Coordinator positions results in the need for 18.00 Cook Coordinator FTEs, which is double the current level.

Programs

Stillwater's program activity schedule reflects the level of supervision and management needed for a Level 4 facility. The main concern is that program spaces are a significant physical distance from housing, resulting in an increased need for IP movement and staff supervision.

Minnesota Correctional Industries (MINNCOR) has 420,000 square feet of space at the back of facility where it operates programs such as packaging, canteen fulfillment, and warehouse services. Other programs such as the metal shop have terminated after the murder of officer Joseph Gomm in 2018.

Other programs for the incarcerated persons include Adult Basic Education, Literacy, and GED educational offerings. Vocational programs such as carpentry, welding, electrical and boiler operations are offered. Additionally support and treatment programs include "Restorative Justice", Transitional Life Skills, Thinking for a Change, and Veteran's support. One of the primary treatment programs is the residential substance use disorder program in the Atlantis housing Unit (C Unit). IPs interviewed in this unit volunteered how beneficial the program had been to change their behavior and improve their chance for success upon release.

Stillwater identified a total of 764 assignments available to incarcerated persons. The majority are in MINNCOR programs (35 percent) and work assignments (34 percent). There are 182 education-related assignments and 58 vocational assignments.

The majority of Stillwater's program activities Monday through Friday between 7:00 am and 4:00 pm. Stillwater's daily activity schedule varies by housing unit but generally begins at 6:30 am – 6:45 am and runs to around 8:00 pm – 8:50 pm. Medication dispensing begins first, followed by movement to breakfast. After that, MINNCOR, kitchen workers, and education participants generally leave their unit between 7:20 and 7:40 am. During this time, a significant portion of housing population is off the unit. MINNCOR and education participants return to their units around at 2:30 to 3:00 pm. Evenings involve

county, another pill call, and dinner. When evening education is offered, those programs can run until 8:30 pm.

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- **Impact of Officer Gomm Murder:** The brutal murder of Officer Joseph Gomm in 2018 weighs heavily on every facility leader and line staff interviewed. This murder resulted in an internal security review, that changed the culture, enhanced security practices, staffing, and tightened operational policies. Correctional Officers and security leadership were negative towards working at Stillwater and about the agency in total. They aggressively expressed their belief that security was being sacrificed in order to improve programming/services for the IPs.
- **Physical Plant:** As noted earlier, housing units A and B are antiquated, inefficient, and incompatible with modern correctional practices. MNDOC should consider closing or replacing these units with more contemporary housing facilities that provide improved security, access to dayroom spaces and multipurpose spaces.
- **Management** – In spite of the difficulty managing a facility of this type, with its complex history, the warden at the facility was well-respected and had taken a very active role in working to improve the operations of the facility. The most significant challenge that exists is finding individuals to promote into leadership. The existing bifurcated retirement system creates an enormous disincentive to move above the rank of Captain into the Associate Warden or Warden positions.
- **Programs** - the level of programming at Stillwater is consistent with facilities of this type, with most programming offered between the hours of 7:00 am and 4:00 pm. MINNCOR has a significant presence and a high level of IP assignments. Most programming spaces are centralized, adding to staffing needs and increasing inefficiency. We recommend changing case management caseload practices. As we saw elsewhere, Case Managers do not have caseloads in the housing units where their offices are located. This increases staffing needs as IPs must be escorted across the facility to meet with their case manager. It does not support unit management or issue/conflict resolution as IP's in their unit are not able to routinely access case manager's office to ask questions/seek help, etc.
- **Housing** - The facility houses by program assignment. For example, all IPs in one housing unit will work in a single correctional industries shop. This simplifies movement and allows for better separation of IPs, especially during the COVID-19 pandemic. However, it does create some management issues. Housing placement is often a tool a correctional facility managers can use manage facilities and housing by assignment places some limitations on management's ability to relocate IPs should it be needed. It is not uncommon for correctional facilities to move IPs based on needs for racial balance, keep separate needs, security threat group intelligence, and other factors. From an IP's perspective, their housing assignment is now tied to their program/work

assignment. Any desire to change work assignments has to take into consideration whether they want to take a risk of moving to a different unit.

- **Shared Services** – MNDOC has expanded its shared services which has impacts on correctional facility operations. Our observations found that facility staff were generally understanding of the goals of the shared services structure but lacked clarity regarding its implementation in day-to-day correctional operations. We recommend the structure and processes for shared services be better communicated to facilities.
- **Facility Condition** – Facilities of this age require constant repair and maintenance. It is clear that the Department has maintained this facility well. Not only was it's physical plant in good condition, but it was also clean and sanitary.

Staffing Recommendations

Staffing levels at the facility must be analyzed in the context of its history. While staff to IP ratios are not a good method to determine staffing needs, they do allow for comparison between facilities and systems. Stillwater's IP to correctional officer ratio is 3.71:1, which, for general population adult male facilities in MNDOC ranks only behind Oak Park Heights as having the fewest number of IPs per CO.

Overall, CGL found Stillwater's funded staffing to be consistent with its needs, even with the updated shift relief factor applied. However, vacancies, especially in the correctional officer positions, have resulted in a significant amount of overtime needed to cover required posts.

CGL proposes the following changes to current Stillwater staffing:

Relief factor update. The current shift relief factor used by MNDOC is outdated and undercounts the number of staff needed. For correctional officers the newly calculated relief factor of 2.00 for an 8-hour post, is based on staff leave utilization patterns over the past three years. This increases CO staffing requirements to 334 FTEs, a minor increase over current funded level (333) but a significant increase over the current filled level (293).

Food Services. Food service operations at Stillwater require a minimum of 9 cook coordinators to provide three daily meals. Using the same 2.00 shift relief factor as used for correctional officers, the staffing requirement for cook coordinators at Stillwater is 18 FTEs, an increase of 9 positions above the existing staff complement.

Nurses. There is insufficient nurse coverage at the facility. As noted elsewhere in this report, we recommend the Department commission a review of health care staffing levels in all facilities and provide sufficient relief staffing for recommended nursing assignments.

Lieutenants: The current staffing plan at Stillwater requires 17.37 Lieutenants, even though currently 21 are funded. We found the Unit Lieutenant positions to be insufficiently staffed. There is a need for 2 additional Administrative/Support Lieutenant posts to primarily provide support to existing unit lieutenants in their daily responsibilities as well as support to other areas as needed. These additional post should be 5 days per week without relief, and have different days off to ensure greater supervisory coverage on weekends. Additionally, the segregation lieutenant is currently a 5-day per week post without relief. Given the importance of properly managing those in restrictive housing status, this post

should be 7-days per week and require relief. Finally, the lieutenant post that oversees correctional industries and education is a 5-day per week post without relief. This post should require relief, 5-days per week. With these changes and the new shift relief factor applied, the number of lieutenant FTEs required is 21.86. This represents a 0.9 FTE above current funded levels (21).

A-Team: The facility has a significant number of posts and FTEs dedicated to A-Team responsibilities. A total of 18 posts were on the roster, with 14 of these posts in the main facility while 4 are assigned to correctional industries. This results in the need for 30 FTEs given the existing relief factor (1.79) or 34 with the new relief factor (2.00). A-Team posts at Stillwater have a variety of responsibilities including conducting security checks, controlling mass movement throughout the facility, providing escorts, responding to incidents, and in some cases providing relief to other staff for breaks. This is a high number compared to what is found at other similar type correctional facilities across the country. However, the reason for this elevated number of A-Team members is partially due to MNDOC's actions after the murder of officer Gomm, where procedures were tightened and security increased. Additionally, Stillwater's design and layout, especially its antiquated housing units, and lack of program/dayroom space on the unit, increase inmate movement and are not supportive of improved security practices. Should MNDOC replace these units, it is likely that the A-Team contingent could be substantially reduced.

Senior Security Staff in Non-Inmate Contact Areas. Six posts in the facility are assigned to canteen and property functions that have reduced contact with the IPs. Because these are 5-day per week posts, most with weekends off, they are preferred positions at the correctional facility and often filled by its most senior staff. In many other systems, the canteen responsibilities are filled by civilian staff as they generally don't require security staff. MNDOC should consider converting these to less costly civilian positions.

In total, these recommendations call for 10.8 additional funded staff for Stillwater. Table 5.80 shows the recommended security post roster with the changes described above. Table 5.81 summarizes recommended security staffing by rank. Table 5.82 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.80 Stillwater Recommended Post Roster

Security Operations	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Supervisors										
Captains	2				5	8	N	4	1.00	2.00
Scheduling/HS/Transport/Keys Lieutenant			1		5	8	Y	1	1.43	1.43
Watch Commander (LT)		1	1	1	7	8	Y	3	2.00	6.00
A-EAST LT			1		5	8	N	1	1.00	1.00
B-East/Recreation LT			1		5	8	N	1	1.00	1.00
B-West LT			1		5	8	N	1	1.00	1.00
A-West LT			1		5	8	N	1	1.00	1.00
Cell house D/Atlantis LT			1		5	8	N	1	1.00	1.00
Programs/Laundry/Canteen/Property/Kitchen			1		5	8	N	1	1.00	1.00
Industries/Education LT			1		5	8	Y	1	1.43	1.43
Control/2nd Watch A Team/Canine LT			1		5	8	N	1	1.00	1.00

Security Operations	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
MSU/Visiting Lt			1		5	8	N	1	1.00	1.00
Due Process/Discipline LT			1		5	8	N	1	1.00	1.00
Segregation Lt.			1		7	8	Y	1	2.00	2.00
Administrative/Support Lieutenant	1				5	8	N	1	1.00	1.00
Security Operations										
Due Process Sergeant			1		5	8	N	1	1.00	1.00
Visitor Front Desk			1		2	10	Y	1	1.00	1.00
Visit Bubble			1		2	10	Y	1	1.00	1.00
Visit Shakedown			2		2	10	Y	2	1.00	2.00
Visit Room Desk Officer			2		2	10	Y	2	1.00	2.00
A-East Door Officer			1	1	7	8	Y	2	2.00	4.00
A-East Shower Officer			1	1	7	8	Y	2	2.00	4.00
A-East Bubble Officer/Desk		1	1	1	7	8	Y	3	2.00	6.00
A-East Round Officer			2	2	7	8	Y	4	2.00	8.00
A-West Door Officer			2	2	7	8	Y	4	2.00	8.00
A-West Shower Officer			1	1	7	8	Y	2	2.00	4.00
A-West Bubble Officer		1	1	1	7	8	Y	3	2.00	6.00
A-West Round Officer			2	2	7	8	Y	4	2.00	8.00
A-Hall Float		1			7	8	Y	1	2.00	2.00
B-East Door Officer			1	1	7	8	Y	2	2.00	4.00
B-East Shower Officer			1	1	7	8	Y	2	2.00	4.00
B-East Bubble Officer/Desk		1	1	1	7	8	Y	3	2.00	6.00
B-East Round Officer			2	2	7	8	Y	4	2.00	8.00
B-West Door Officer			1	1	7	8	Y	2	2.00	4.00
B-West Shower Officer			1	1	7	8	Y	2	2.00	4.00
B-West Bubble Officer		1	1	1	7	8	Y	3	2.00	6.00
B-West Round Officer			2	2	7	8	Y	4	2.00	8.00
B-West Round/Floor Officer			1	1	7	8	Y	2	2.00	4.00
B-HALL FLOAT		1			7	8	Y	1	2.00	2.00
ATLANTIS C UNIT		1	2	2	7	8	Y	5	2.00	10.00
CELL HOUSE D		2	5	5	7	8	Y	12	2.00	24.00
SEGREGATION/M-F			7		5	8	Y	7	1.43	10.01
SEGREGATION SAT -- SUN			6		2	8	Y	6	0.57	3.42
SEG 3D WATCH		3		6	7	8	Y	9	2.00	18.00
MSU		2	2	2	7	8	Y	6	2.00	12.00
Count Control			1	1	7	8	Y	2	2.00	4.00
Security Center		1	1	1	7	8	Y	3	2.00	6.00
Metal Detector			1	1	7	8	Y	2	2.00	4.00
Side Door			1		5	8	Y	1	1.43	1.43
Control			4	3	7	8	Y	7	2.00	14.00
Car Patrol		1	1	1	7	8	Y	3	2.00	6.00
Towers 2nd shift			3		5	8	Y	3	1.43	4.29
Towers 3rd shift				2	7	8	Y	2	2.00	4.00
Health Services			2		5	8	Y	2	1.43	2.86
A-Team		2	6	6	7	8	Y	14	2.00	28.00
Kitchen			3	3	7	8	Y	6	2.00	12.00
Kitchen 1st watch		2			7	2	Y	2	0.50	1.00
Transportation			2		5	8	Y	2	1.43	2.86

Security Operations	Admin Shift (0800-1700)	1st Watch (2150-0620)	2nd Watch (0610-1410)	3rd Watch (1400-2200)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Construction			4		5	8	Y	4	1.43	5.72
Pill Officer			1	1	7	8	Y	2	2.00	4.00
Canteen Security			2		3	8	Y	2	0.86	1.72
Canteen Staff			2		4	10	N	2	1.00	2.00
Property			4		5	8	N	4	1.00	4.00
Laundry/Clothing			4		5	8	N	4	1.00	4.00
Outside Commissary			2		5	8	N	2	1.00	2.00
Education	4				5	8	Y	4	1.43	5.72
Psychology	1				5	8	Y	1	1.43	1.43
Hearings Officer			2		1	8	Y	2	0.29	0.58
Industries										
Gate 3 Industries	1				5	8	Y	1	1.43	1.43
Video Room	1				5	8	Y	1	1.43	1.43
A Team OIC	1				5	8	Y	1	1.43	1.43
A Team	3				5	8	Y	3	1.43	4.29
W-Shop	1				5	8	Y	1	1.43	1.43
S-Shop	1				5	8	Y	1	1.43	1.43
Building 21	1				5	8	Y	1	1.43	1.43
T Shop	1				5	8	Y	1	1.43	1.43
V Shop	1				5	8	Y	1	1.43	1.43
VT Carpentry	1				5	8	Y	1	1.43	1.43
VT Machine	1				5	8	Y	1	1.43	1.43
VT Welding	1				5	8	Y	1	1.43	1.43
South/vehicle Gate	4				5	8	Y	4	1.43	5.72
Tool Control	1				5	8	N	1	1.00	1.00
Key Sergeant	1				5	8	N	1	1.00	1.00
TOTAL	29	21	110	57				217		357.64

Table 5.81 Stillwater Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded	Recommended	Change
Captains	2.0	2.0	-
Lieutenants	21.0	21.9	0.9
CO1/CO2/CO3	333.0	333.8	0.8
TOTAL	356.0	357.6*	1.6*

Note: *Columns do not total due to rounding

Table 5.82 Stillwater Recommended Total Staffing

Position	Total Funded	Recommended	Change
Command Staff	25.0	25.9	0.9
Correctional Officers	333.0	333.8	0.8
Programs	48.5	48.5	-

Position	Total Funded	Recommended	Change
Health Care	30.3	30.3	-
Support Services	52.0	61.0	9.0
Administration	17.8	17.8	-
TOTAL	506.6	517.3	10.7

MCF – Togo	
Security Level	Minimum
Opened	1955 as a youth forestry camp; 1992 as a correctional facility
Capacity	90
Population at date of review	74
Programs	Challenge Incarceration Program, SUD, ABE, GED, COGS
MINNCOR	Firewood Bundling
FY 2022 Custody OT	\$49.3 thousand
Inmate/CO Ratio	2.24:1

Table 5.83 Togo Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	61.5	63.8	2.8
Correctional Officers	29.0	31.3	2.3

MCF – Togo is a minimum custody facility for male IPs, modified from its original function as a youth forestry camp. The facility operated as a female Challenge Incarceration Program (CIP) beginning in 2004, and was converted to its current mission, serving a male CIP population in 2015. Facility housing consists of small dorm/multi-occupancy units in three barracks-style buildings. The facility is well-maintained, but consistent with a physical plant of this age, requires significant ongoing repairs and rehabilitation projects.

At the time of the review, the facility housed 74 incarcerated persons, all assigned to the CIP.

Current Staffing

Togo has 61.5 budgeted FTEs, of which 29 are correctional officers. At the time of the review, the facility had 1.5 vacancies, for an overall vacancy rate of 2.4 percent.

Table 5.83 Togo Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	7.0	7.0	0.0
Correctional Officers	29.0	28.5	0.5
Programs	11.5	10.5	1.0
Health Care	2.0	2.0	0.0
Support Services	7.0	7.0	0.0
Administration	5.0	5.0	0.0
TOTAL	61.5	60.0	1.5

Security. Facility security staff are assigned to 23 posts throughout the facility. Officers work a combination of 8-hour and 10-hour shifts across three different watches. The limited number of 10-hour

shifts helps to assure adequate staffing coverage over the course of the program schedule without resort to overtime. Assuming the current Department relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 28.1 Correctional Officer 1, 2, and 3's. Command staff include 1 captain and 3 lieutenants. The facility post roster is consistent with the number of positions budgeted for Togo. However, this level of correctional officer staffing is predicated upon the DOC's current relief factor which, as described elsewhere in this report, far understates actual staff leave usage. As a result, the current roster does not align staffing levels with current post responsibilities. The staffing impact of updating the relief factor is described in our staffing recommendations.

Table 5.84 Togo Current Post Roster Staffing Requirements

Security Operations	1st Watch	2nd Watch (0600-1600)	2nd Watch (0800-1800)	2nd Watch (0800-1600)	3rd Watch (1410-0010)	3rd Watch (1100-2100)	3rd Watch (1600-0000)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total FTE
Administration													
Captains				1				5	8		1	1.00	1.0
Lieutenants	1			1			1	5	8		3	1.00	3.0
Security Operations													
Control Center	1			1			1	7	8	Yes	3	1.79	5.4
Barracks 1 - 10 hr.		1			1			4	10	Yes	2	1.28	2.6
Barracks 1 - 8 hr.	1							7	8	Yes	1	1.79	1.8
Barracks 2 - 10 hr.		1			1			4	10	Yes	2	1.28	2.6
Barracks 2 - 8 hr.	1							7	8	Yes	1	1.79	1.8
Security Float- 10 hr.					2			4	10	Yes	2	1.28	2.6
Security Float- 8 hr.	1							7	8	Yes	1	1.79	1.8
Property		1						4	10	Yes	1	1.28	1.3
Industries		1						4	10	Yes	1	1.28	1.3
RJWC				1				5	8	No	1	1.00	1.0
Utility - 10 hr.			1			1		4	10	Yes	2	1.28	2.6
Utility - 8 hr.	1						1	7	8	Yes	2	1.79	3.6
TOTAL	6	4	1	4	4	1	3				23		32.1

Table 5.85 Togo – Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	1.0
Lieutenants	3.0
CO1/CO2/CO3	28.1
TOTAL	32.1

The amount of overtime incurred at Togo is low, reflecting both the relatively small size of the facility and success in minimizing security vacancies. In FY 2022, Togo utilized over 969 hours of correctional officer overtime at a cost of \$49.3 thousand. This level of overtime represents a significant increase over the overtime trends experienced in the prior three years at the facility.

Table 5.86 Togo Overtime, FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	677	746	631	969
Overtime Spending	\$26,664	\$32,826	\$30,283	\$49,332

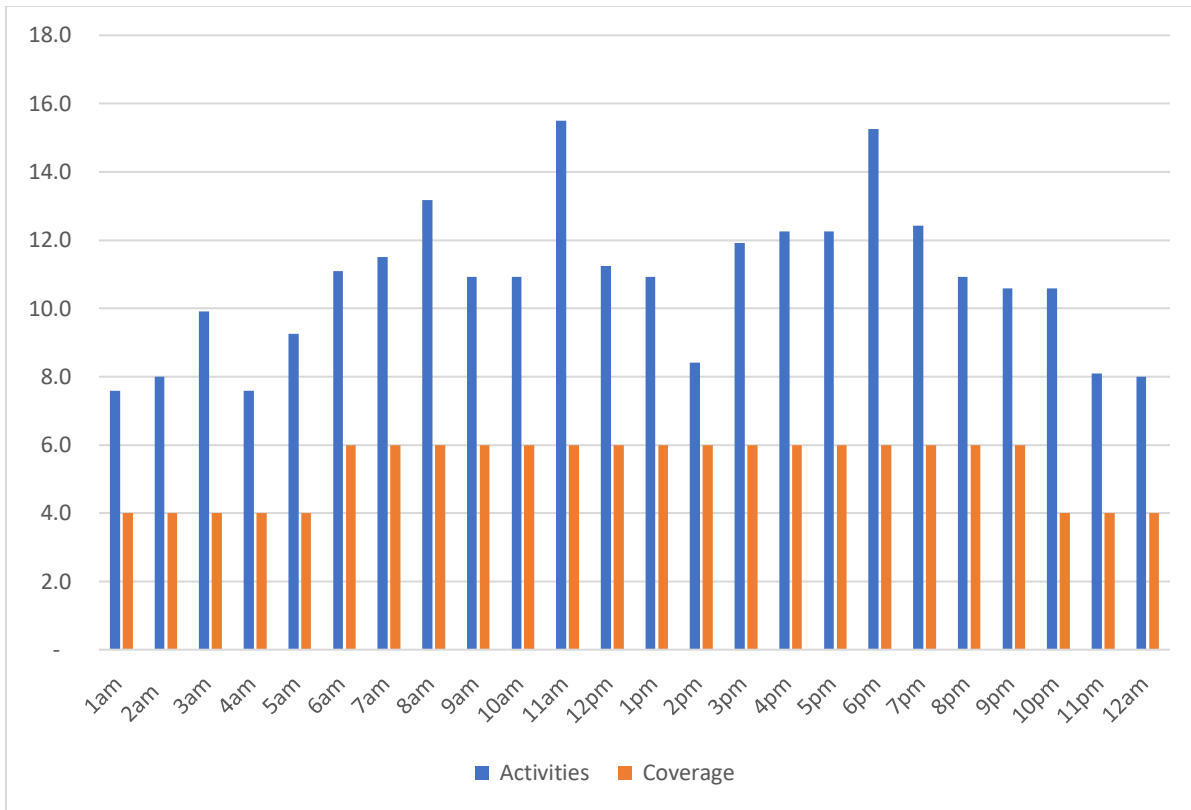
A more detailed look at the assignment of overtime in a specific work week shows the facility used no overtime post assignments on the 1st shift and 16 percent of posts assignments the week of June 26th, 2022.

Table 5.87 Overtime Assigned June 26 – July 2, 2022

	1st Shift			2nd Shift			3rd Shift		
	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned
Sunday	4	-	-	5	-	-	6	-	-
Monday	4	-	-	6	-	-	5	-	-
Tuesday	4	-	-	6	-	-	6	-	-
Wednesday	4	-	-	6	-	-	6	-	-
Thursday	4	-	-	6	-	-	7	-	-
Friday	4	-	-	7	-	-	4	-	-
Saturday	4	-	-	4	-	-	4	-	-

Togo staff provided data on correctional officer activities by minute by post on a daily basis. The data show operational activity peaking from 6:00 am through 11:00 am, and later in the day from 3:00 pm to 6:00 pm. Overlaying typical officer coverage over the same time frame shows work activity responsibilities consistently exceeding available staff hours throughout all shifts. This pattern is attributable to the CIP operating approach, which integrates correctional officer supervision into the program and necessitates a high operating tempo. Interviews with both officers and management indicate that staff are busy throughout the day but can typically manage all required operational duties.

Figure 5.10 Togo Correctional Officer Daily Activity and Staff Coverage



Civilians. Togo civilian staffing appears consistent with the basic facility organizational structure found throughout the Department. The facility does have a large cadre of program staff associated with the CIP program. Nurse staffing is minimal, but appropriate given the size of the population at Togo. Food service and maintenance staffing levels appear sufficient to address facility needs.

Programs

Togo has a robust roster of program assignments available to incarcerated persons. The facility provides nearly 8,945 square feet of programming space in five buildings dedicated to program services. These areas support adequately sized areas for ABE/GED, substance abuse treatments, COGS, MINNCOR Industries, and religious services. All IPs participate in programs as a condition of the CIP program.

Table 6 summarizes the facility schedule for program activities. Most classroom programming is offered from 8:00 am to 11:30 am and from 1:00 pm to 3:00 pm, Monday through Friday. Religious and volunteer programs are available to incarcerated persons in the evening and on weekends. Physical training, military drill, work crew activity, Industry work, and squad meetings take up much of the remaining time available out of the classroom.

Table 5.88 Togo Program Activity Schedule

Monday - Friday

Day/Time	Event	Place
8:30 am -11:30 am	SUD Groups	Classrooms #145, #127, #135, #136
8:30 am -11:30 am	Transitions	Classroom #144
8:30 am -11:30 am	Education	Library room #100, #102
8:30 am -11:30 am	COGS	Challenge Building
1:00 pm – 3:00 pm	SUD Groups	Classrooms #145, #127, #135, #136
1:00 pm – 3:00 pm	Transitions	Classroom #144
1:00 pm – 3:00 pm	Education	Library room #100, #102
1:00 pm – 3:00 pm	COGS	Challenge Building

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- Positive Staffing Environment – Togo has very few staff vacancies. Turnover is low. Interviews with line staff indicated high levels of job satisfaction. The management team was knowledgeable and well-respected by staff. Facility staff uniformly expressed a very positive attitude toward their job duties and the mission of the facility.
- Programs – IP interaction with staff appeared positive. Consistent with the CIP program mission, the predominant theme of staff-IP interaction centered on personal improvement. Staff were very supportive of the program environment and the value provided to the IPs.
- Intermittent staff – Togo uses two intermittent or part-time CO positions to address staff absences and escort duties that may entail overtime. The staff used are retired correctional officers. The approach is a cost-effective means to address exigent staffing needs without reliance on overtime. Union representatives expressed no issue with the practice at the current scale of intermittent staff use.
- Ten-hour shifts – Togo uses a mix of ten-hour and eight-hour shifts to provide needed staff coverage of the daily activity schedule. Property, Industries, and Float posts are staffed on a 10-hour shift schedule. Barracks and Utility posts are staffed with a mix of ten-hour and eight-hour posts. The added complexity of incorporating ten-hour shifts into the schedule is manageable in the context of small facility like Togo. The shifts allow for overlapping housing unit coverage at times of the day with the most operational activity. While this is not the most efficient approach from a cost standpoint, it does help the facility control overtime.
- Facility Condition - The cleanliness of the facility was outstanding. The physical condition of Togo is impressive considering its age and location. All areas appeared to be well maintained.

Staffing Recommendations

CGL proposes the following changes to current Togo staffing:

Relief factor update. As noted previously, the relief factor for correctional officer positions needs to be updated to 2.00 for an 8-hour post, based on staff leave utilization patterns over the past three years. This increases CO staffing requirements to 31.3 FTEs, an increase of 2 officers over current funded staffing levels, due solely to the need to provide adequate relief staff in support of current posts. The addition of these staff should further reduce overtime.

Table 5.89 shows the recommended correctional officer post roster with the change described above. Table 5.90 summarizes recommended security staffing by rank. Table 5.91 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.89 Togo Recommended Post Roster

Security Operations	1st Watch	2nd Watch (0600-1600)	2nd Watch (0800-1800)	2nd Watch (0800-1600)	3rd Watch (1410-0010)	3rd Watch (1100-2100)	3rd Watch (1600-0000)	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total FTE
Administration													
Captains				1				5	8		1	1.00	1.0
Lieutenants	1			1			1	5	8		3	1.00	3.0
Security Operations													
Control Center	1			1			1	7	8	Yes	3	2.00	6.0
Barracks 1 - 10 hr.		1			1			4	10	Yes	2	1.43	2.9
Barracks 1 - 8 hr.	1							7	8	Yes	1	2.00	2.0
Barracks 2 - 10 hr.		1			1			4	10	Yes	2	1.43	2.9
Barracks 2 - 8 hr.	1							7	8	Yes	1	2.00	2.0
Security Float- 10 hr.					2			4	10	Yes	2	1.43	2.9
Security Float- 8 hr.	1							7	8	Yes	1	2.00	2.0
Property		1						4	10	Yes	1	1.43	1.4
Industries		1						4	10	Yes	1	1.43	1.4
RJWC				1				5	8	No	1	1.00	1.0
Utility - 10 hr.			1			1		4	10	Yes	2	1.43	2.9
Utility - 8 hr.	1						1	7	8	Yes	2	2.00	4.0
TOTAL	6	4	1	4	4	1	3				23		35.3

Table 5.90 Togo Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded FTE	Recommended FTE	Change
Captains	1.0	1.0	-
Lieutenants	3.0	3.0	-
CO1/CO2/CO3	29.0	31.3	2.3
TOTAL	33.0	35.3	2.3

Table 5.91 Togo Recommended Total Staffing

Position	Total	Recommended	Change
Command Staff	7.0	7.0	-
Correctional Officers	29.0	31.3	2.3
Programs	11.5	11.5	-
Health Care	2.0	2.0	-
Support Services	7	7	-
Administration	8	8	-
TOTAL	61.5	63.8	2.3

MCF – Willow River	
Security Level	Minimum
Opened	1955 as a juvenile correctional vocational facility; 1992 as state's first CIP facility
Capacity	180
Population at date of review	136
Programs	Challenge Incarceration Program, SUD, ABE, GED
FY 2022 Custody OT	\$237.9 thousand
Inmate/CO Ratio	4.39:1

Table 5.92 Willow River Staffing Summary

	Current Funded FTE	Recommended FTE	Change
Total FTE	66.0	75.0	9.0
Correctional Officers	31.0	38.0	7.0

MCF – Willow River is minimum custody facility for male IPs, modified from its original function as a youth vocational camp. The facility operated as a coed Challenge Incarceration Program (CIP) beginning in 1992 and was converted to its current mission as a male CIP facility in 2004. Facility housing consists of small dorm/multi-occupancy units in three barracks-style buildings. The facility is well-maintained, but consistent with a physical plant of this age, requires significant ongoing repairs and rehabilitation projects.

At the time of the review, the facility housed 136 IPs, all assigned to the CIP.

Current Staffing

Willow River has 66.0 budgeted FTEs, of which 31 are correctional officers. At the time of the review, the facility had 5 clinical program therapist vacancies and one lieutenant vacancy, for an overall vacancy rate of 7.5 percent.

Table 5.93 Willow River Funded and Filled Positions

Position	Total	Filled	Vacant
Command Staff	3.0	2.0	1.0
Correctional Officers	31.0	31.0	-
Programs	18.0	14.0	4.0
Health Care	2.0	2.0	-
Support Services	5.0	5.0	-
Administration	7.0	7.0	-
TOTAL	66.0	61.0	5.0

Security. Facility security staff are assigned to 23 posts throughout the facility. Officers work 8-hour and 10-hour shifts across three different watches. Assuming the current Department relief factor of 1.79 for seven-day posts and 1.28 for five-day posts, this deployment plan requires 34.2 Correctional Officer 1, 2, and 3's. Command staff requirements include 1 program director and 3 lieutenants. This required staffing level is 4.2 FTEs above the current funded staffing level for correctional officers and command staff. Moreover, this level of correctional officer staffing is predicated upon the DOC's current relief factor which, as described elsewhere in this report, far understates actual staff leave usage. As a result, the current roster does not align funded staffing levels with current post responsibilities. The staffing impact of updating the relief factor is described in our staffing recommendations.

Table 5.94 Willow River Current Post Roster Staffing Requirements

Security Operations	1st Watch	2nd Watch	3rd Watch	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration									
Program Director/Captain		1			8	No	1	1.00	1.0
Lieutenants	1	1	1	7	8	No	3	1.00	3.0
Security Operations									
Barracks	3	5	5	7	8	Yes	13	1.79	23.3
Work Crew		2		5	8	No	2	1.00	2.0
Utility	1	2	2	7	8	Yes	5	1.79	9.0
TOTAL	5	10	8				23		38.2

Table 5.95 Willow River Current Post Roster Staffing Summary

Current Staffing Recap	
Captains	1.0
Lieutenants	3.0
CO1/CO2/CO3	34.2
TOTAL	38.2

The amount of overtime incurred at Willow River in FY 2022 totaled 3,956 hours at a cost of \$237.9 thousand. This level of overtime represents a significant increase over the overtime trends experienced in FY 2019 and FY 2021. FY 22 overtime presents the equivalent of 498 shifts of officer time, or 2.7 FTEs.

Table 5.96 Willow River Overtime FY 2019 – FY 2022

	2019	2020	2021	2022
Overtime Hours	2,779	3,859	2,712	3,986
Overtime Spending	\$142,285	\$217,252	\$169,269	\$237,919

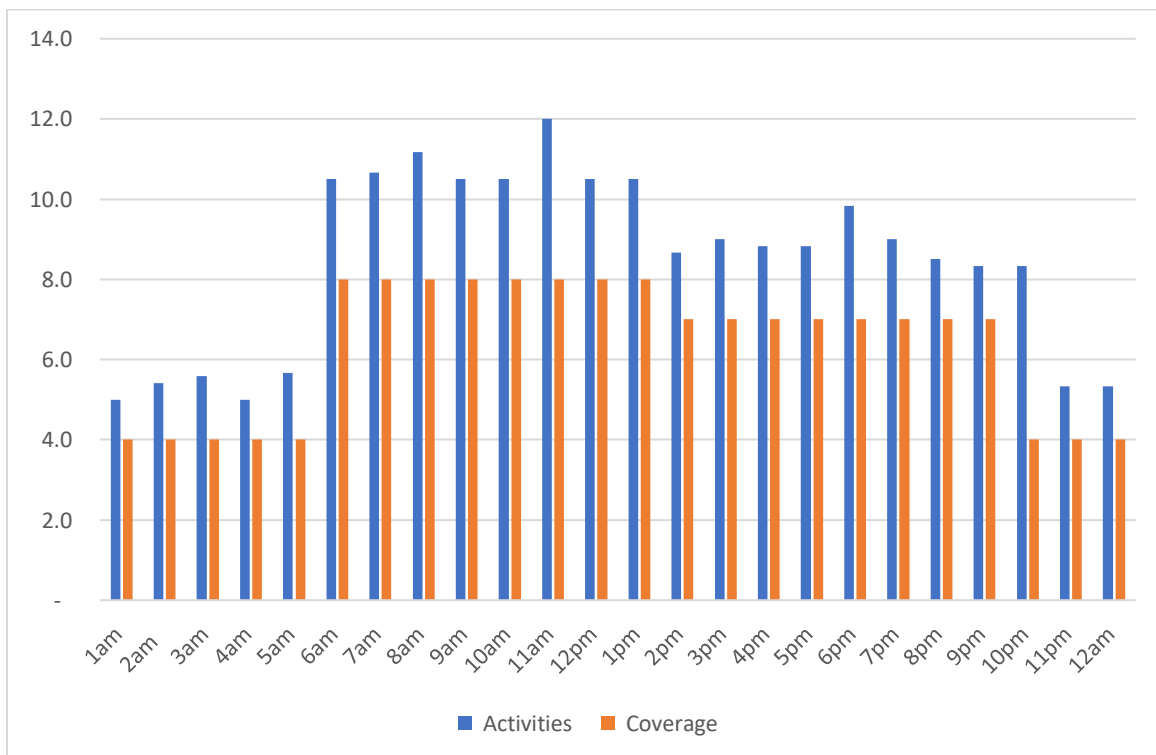
A more detailed look at the assignment of overtime during the week of June 26th, 2022, shows the facility filled 13 post assignments with overtime, with three assignments mandated. This represents approximately 12 percent of required posts.

Table 5.97 Overtime Assigned June 26 – July 2, 2022

	1st Shift			2nd Shift			3rd Shift		
	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned	CO Posts filled on shift	Voluntary Overtime Assigned	Mandatory Overtime Assigned
Sunday	3	-	-	5	1	-	6	1	-
Monday	3	-	-	5	-	-	7	2	1
Tuesday	3	-	-	7	-	-	9	-	-
Wednesday	4	-	-	6	-	-	6	-	-
Thursday	3	1	-	5	-	-	7	-	-
Friday	3	-	-	5	2	-	6	1	-
Saturday	5	1	1	5	2	-	6	1	-

Willow River staff provided data on correctional officer activities by minute by post on a daily basis. The data show operational activity peaking from 6:00 am through 2:00 pm, and later in the day at 6:00 pm. Overlaying typical officer coverage over the same time frame shows work activity responsibilities consistently exceeding available staff hours throughout all shifts. This pattern is attributable to the CIP operating approach, which integrates correctional officer supervision into the program and necessitates a high operating tempo. As was found at Togo, interviews with both officers and management indicate that staff are busy throughout the day but can typically manage all required operational duties.

Figure 5.98 Willow River Correctional Officer Daily Activity and Staff Coverage



Civilians. Willow River civilian staffing appears consistent with the mission of the facility. The facility does have a large cadre of program staff associated with the CIP program. Nurse staffing is minimal, but appropriate given the size of the population at Willow River and its proximity to Moose Lake.

Food service staffing represents an area of concern. Willow River has four Cook Coordinators and requires 3 Cook coordinators to support meal preparation on all shifts. The staffing level does not include adequate relief for staff absent from work. As a result, the kitchen must rely on overtime or the use of correctional officers to perform food service duties. Adequate support of kitchen operations will require relief of current kitchen staff.

Programs

Willow River has a roster of program assignments available to incarcerated persons, consistent with the design of the CIP program. The facility provides nearly 5,500 square feet of programming space in four buildings dedicated to program services. These areas support adequately sized areas for ABE/GED, substance abuse treatments, Transitions, and religious services. All IPs participate in programs as a condition of the CIP program.

The facility schedule for program activities follows. Most classroom programming is offered from 8:00 am to 11:30 am and from 1:00 pm to 3:00 pm, Monday through Friday. Religious and volunteer programs are available to incarcerated persons in the evening and on weekends. Physical training, military drill, work crew activity, Industry work, and squad meetings take up much of the remaining time available out of the classroom.

Monday - Friday

Day/Time	Event	Place
8:00 am -11:00 am	SUD	Classrooms #1, #2, #3, #4, #5, #6, #7
8:00 am -11:00 am	Transitions	Transitions Center
8:00 am -11:00 am	Education	Education classroom
1:00 pm – 5:00 pm	SUD	Classrooms #1, #2, #3, #4, #5, #6, #7
1:00 pm – 5:00 pm	Transitions	Transitions Center
1:00 pm – 5:00 pm	Education	Education classroom

Observations

Interviews with command and line staff, onsite observation of operations, and multiple focus group sessions with facility staff provided insight into current facility operations and staff perceptions of workplace issues. Key observations include:

- Program staff – The facility has 5 current program staff vacancies and faces ongoing difficulty in filling program staff assignments. This poses a significant challenge in maintaining the program integrity of the CIP program.

- Programs – IP interaction with staff appeared positive. Consistent with the CIP program mission, the predominant theme of staff-IP interaction centered on personal improvement. Staff were very supportive of the program environment and the value provided to the IPs.

Staffing Recommendations

CGL proposes the following changes to current Willow River staffing:

Relief factor update. As noted previously, the relief factor for correctional officer positions needs to be updated to 2.00 for an 8-hour post, based on staff leave utilization patterns over the past three years. This increases CO staffing requirements to 31.3 FTEs, an increase of 2 officers over current funded staffing levels, due solely to the need to provide adequate relief staff in support of current posts. The addition of these staff should further reduce overtime. Applying a relief factor to required cook coordinator positions results in a need for six cook coordinator positions, an increase of two FTE above current funded levels.

Table 5.99 shows the recommended correctional officer post roster with the change described above. Table 5.100 summarizes recommended security staffing by rank. Table 5.101 shows total facility staffing with the recommended changes to the staffing complement.

Table 5.99 Willow River Recommended Post Roster

Security Operations	1st Watch	2nd Watch	3rd Watch	Days per Week	Hours Per Shift	Relief	Total Posts	SRF	Total
Administration									
Program Director/Captain		1			8	No	1	1.00	1.0
Lieutenants	1	1	1	7	8	No	3	1.00	3.0
Security Operations									
Barracks	3	5	5	7	8	Yes	13	2.00	26.0
Work Crew		2		5	8	No	2	1.00	2.0
Utility	1	2	2	7	8	Yes	5	2.00	10.0
TOTAL	5	10	8				23		42.0

Table 5.100 Willow River Recommended Security Staff Roster Recap

Recommended Security Roster Recap	Current Funded FTE	Recommended FTE	Change
Captain/Program Director	1.0	1.0	-
Lieutenants	3.0	3.0	-
CO1/CO2/CO3	31.0	38.0	7.0
TOTAL	35.0	42.0	7.0

Table 5.101: Willow River Recommended Total Staffing

Position	Total	Recommended	Change
Command Staff	4.0	4.0	-
Correctional Officers	31.0	38.0	7.0

Position	Total	Recommended	Change
Programs	18.0	18.0	-
Health Care	2.0	2.0	-
Support Services	5.0	7.0	2.0
Administration	6.0	6.0	-
TOTAL	66.0	75.0	9.0

Summary

This review identified a need for 212.1 additional FTEs to support adequate staffing levels in Department facilities. Of this total need, 154.7 FTEs are correctional officers. Oak Park Heights and Moose Lake have the greatest staffing needs and the largest proposed increases in funded staffing.

Table 5.102 Funded and Recommended Staffing Levels

	Total Staff			Correctional Officers		
	Funded	Rec.	Change	Funded	Rec.	Change
Faribault	604.8	623.9	19.1	335.0	350.1	15.1
Lino Lakes	475.9	495.2	19.3	252.0	265.3	13.3
Moose Lake	353.0	390.7	37.7	214.0	243.6	29.6
Oak Park Heights	343.2	387.4	44.2	218.0	255.8	37.8
Red Wing	181.7	202.7	21.0	98.0	116.0	18.0
Rush City	345.6	355.2	9.6	205.0	209.6	4.6
Shakopee	265.8	280.4	14.6	138.0	146.6	8.6
St. Cloud	416.4	440.9	24.5	241.0	258.6	17.6
Stillwater	506.6	517.3	10.7	333.0	333.8	0.8
Togo	61.5	63.8	2.3	29.0	31.3	2.3
Willow River	66.0	75.0	9.0	31.0	38.0	7.0
Total	3,620.4	3,832.5	212.1	2,094.0	2,248.7	154.7

Recommendation: Implement recommended facility post rosters and seek funding to increase staffing to levels required to support these rosters. The recommendations call for an additional 212.1 FTEs.

The analysis also recognizes the significant challenge facilities face in filling vacancies, as well as the impact of these vacancies on operations. Recommended staffing levels in many cases represent substantial increases from current staffing levels. As shown below, most facilities have significant levels of staff vacancies, with Oak Park Heights, Faribault, Stillwater, and Rush City experiencing the most severe vacancy levels.

Table 5.103 Current and Recommended Staffing Levels

	Total Staff			Correctional Officers		
	Current	Rec.	Change	Current	Rec.	Change
Faribault	543.5	621.9	78.4	309.0	350.1	41.1
Lino Lakes	421.2	495.2	74.0	223.4	265.3	41.9
Moose Lake	334.9	390.7	55.8	205.0	243.6	38.6
Oak Park Heights	288.3	387.4	99.1	175.2	255.8	80.6
Red Wing	168.9	202.7	33.8	92.5	116.0	23.5
Rush City	290.2	355.2	65.0	163.3	209.6	46.3
Shakopee	243.9	280.4	36.5	129.0	146.6	17.6
St. Cloud	394.3	440.9	46.6	237.0	258.6	21.6
Stillwater	444.5	517.3	72.8	293.0	333.8	40.8
Togo	60.0	63.8	3.8	28.5	31.3	2.8
Willow River	61.0	75.0	14.0	31.0	38.0	7.0
Total	3,250.7	3,830.5	579.8	1,886.9	2,248.7	361.8

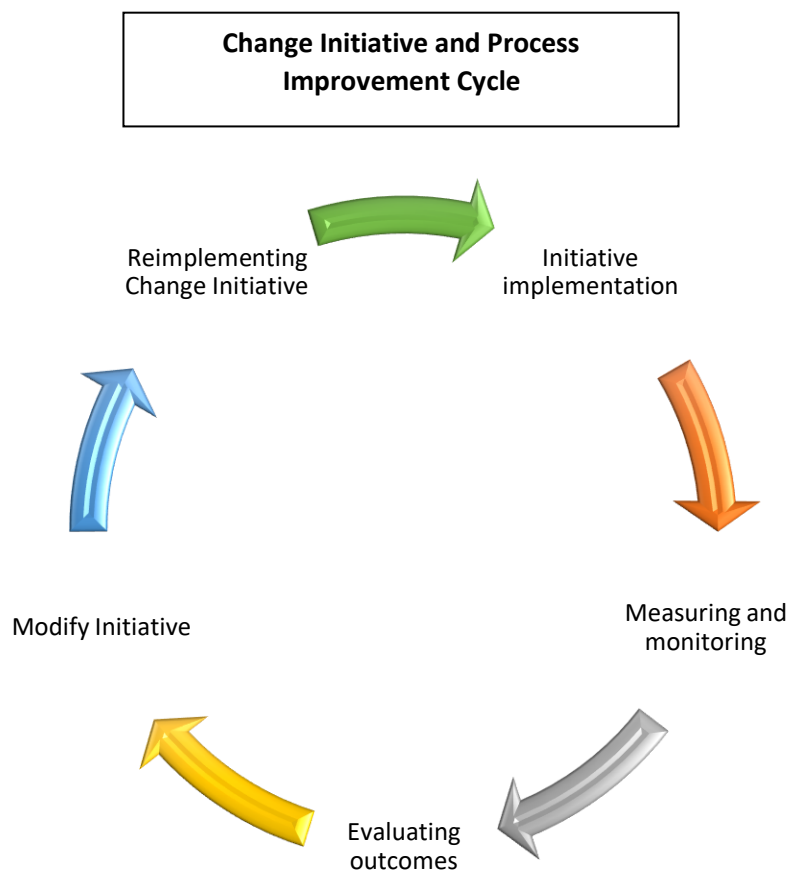
Addressing MNDOC facility staffing needs will require additional staff, largely in response to the necessary increase in the SRF, as well as a concerted effort to improve recruitment retention, particularly at the facilities highlighted above.

CHAPTER 6: PROCESS IMPROVEMENTS

Prisons are litigious environments that require constant refinement in operations due to changing governing standards, legislative mandates, and court decisions. Continuous process improvements are a vital part of a successful and accountable prison system, used to change facility cultures and assist in implementing change. Improvement processes aid organizations in identifying and resolving inefficient and ineffective processes through problem solving, goal setting, and testing of change strategies. Minnesota's system has a legislatively enacted compliance security auditing system which requires biennial inspections of all facilities and security practices.

Process improvements extend beyond compliance audits as compliance audits have an established standard which is evaluated to be in practice or not. Audits result in compliance or corrective action reports to ensure facilities have procedures and practice in place to achieve standard compliance, but do not evaluate the quality in which the standard is achieved. Process improvement strategies evaluate the quality of the outcomes to reach agency goals and improve upon services provided. Process improvement systems require consistency in implementation, evaluation, and adaptation. Figure 6.1 reflects the typical process improvement cycle:

Figure 6.1 Process Improvement Cycle



Suggestions for areas the MNDOC could explore for process improvement include:

Shared Services. Shared service typically refers to the consolidation of common business functions, such as HR, IT, or finance, into a central unit or organization that provides services to multiple internal clients within an organization. The goal of shared services is to better meet the mission of a person-centered system and ensure consistency in practices and prioritization of those programs and services that are evidence-based and further Department goals. A number of state correctional systems, including Florida, Illinois, and Virginia have experimented with different approaches to shared services.

Shared service is an excellent method of achieving system-wide consistency in operational practices. Further, it provides an opportunity for subject-matter-experts to develop best practices based on the most current research and provide competent leadership to professionals in the field for delivery of services. It also allows for the Commissioner to be in close proximity with subject-matter experts to ensure that the agency vision and mission is emphasized throughout the system. By consolidating processes and standardizing procedures, shared services can help organizations become more efficient, reducing costs, and improving overall performance. Finally, this management approach allows the wardens and facility security staff to focus on basic operations to promote safe and secure facilities.

One additional area that the Department may benefit from placement under shared services is management of facility vehicle fleets. Each facility is currently responsible for the purchase or leasing of their fleet, and it is difficult to move vehicles between facilities to address changing transportation needs as they arise.

Recommendations: Evaluate centralizing management and support of the facility vehicle fleets in support of systemwide transportation needs.

Intake Processing. Initial intake into the state prison system is conducted at St. Cloud. This is an antiquated facility with a relatively small intake area. Based on our observations, staff conduct the intake and assessment process in a very efficient manner, moving IPs rather quickly through initial intake processing before moving them directly into the three-tier intake housing unit. The intake area appears to have sufficient holding and evaluation space, as well as separate rooms for storage. Staff had no concerns about needing more space.

In terms of potential improvements, the facility would benefit from a modern orientation housing unit. The entire facility is antiquated, linear, multi-tiered housing. While the intake unit runs very well, the linear structure creates challenges for staffing to a safe level to ensure regular checks are being conducted. However, facility staff appear to respond well to the challenges posed by conducting intake in this environment.

Classification. A valid classification system is one of the most important tools a correctional system can have. Classification is the process of assessing and categorizing prisoners based on factors such as their criminal history, behavior, mental and physical health, and other relevant characteristics. A valid classification system is important for several reasons:

- **Safety and Security:** IP classification helps correctional system identify those IPs who may pose a threat to other inmates or staff members. By separating IPs based on their level of risk, systems can prevent violence and other security incidents.

- **Efficient Use of Resources:** Classification provides the foundation for assigning resources such as housing, medical care, and programming based on an IP's risk level and needs. This helps ensure that limited resources are used efficiently.
- **Rehabilitation:** Classification also assists in identifying those IPs who may benefit from certain types of programming or treatment. By providing tailored programming and treatment, IPs may be more likely to successfully reintegrate into society upon their release.
- **Legal Compliance:** In some cases, classification is required by law. For example, the Prison Rape Elimination Act (PREA) requires prisons to conduct a risk assessment on each inmate to determine their risk of sexual victimization.

MNDOC's "person-centered" approach seeks to hold individuals accountable while providing them access to the tools and programs they need to be successful upon release. The person-centered process begins at intake, where the classification system identifies their level of supervision and risk and needs assessment leads to the development of an individualized case plan.

Our review of the existing classification system and process finds it appropriate and consistent with recognized industry best practices. MNDOC uses a 4-level system, with the following distribution by facility:

- **Maximum Custody:** Oak Park Heights
- **Close Custody:** Stillwater, Rush City, St. Cloud
- **Medium Custody:** Moose Lake, Faribault, Lino Lakes
- **Minimum Custody:** Willow River, Stillwater, Faribault, Togo, Lino Lakes, Red Wing
- **Female Facility (All Custody Levels):** Shakopee

Stillwater, Faribault, and Lino Lakes all are multi-custody male facilities while Shakopee houses every custody level of female IPs. Our site reviews found the levels of restriction at each facility were consistent with their custody level.

Several agency policies outline the classification process. These include:

- **202.100 Classification System:** This policy is consistent with American Correctional Association Standards, including the need for an initial classification, the requirement that no IP should receive more surveillance or be placed in a more secure status than required, regular reviews of classification levels, and criteria for changing a classification level.
- **203.010: Case Management Process:** This policy outlines procedures for case managers, including the completion of the level of service/case management inventory (LS-CMI) risk needs assessment within 30 days of transfer from an intake facility for those serving more than 180 days in the system. The case manager requirements are very prescriptive and provide a comprehensive system to assess, motivate, and recommend programming for IPs.

IP Grouping. IPs in MNDOC facilities are primarily housed by their work or program assignment. As an example, all inmates assigned to a specific MINNCOR program will be housed in the same housing unit. This practice does have benefits as it simplifies the movement of IPs to and from their assignment and allows for the potential for co-workers with the same assignment to potentially build a better relationship with their co-workers during off-work hours. This practice was especially beneficial during the COVID-19 pandemic as it allowed for separation of IPs by work assignment and limited the mixing of IPs from different housing units. However, it does create some management issues. Housing placement is one tool a correctional facility administrators can use manage facilities, and housing by assignment places some constraints on management's ability to relocate IPs should it be needed. It is not uncommon for correctional facilities to relocate IPs housing based on racial balance needs, keep separate needs, security threat group intelligence, and other factors.

Additionally, from an IPs perspective, their assignment is now inexorably tied to their housing placement. Any desire for an IP to change work assignment has to take into consideration whether they want to take a risk being moved to a different unit.

Regarding assignment to institutions, the project team found that the type of inmates housed at each facility were appropriate for the security level(s) of those facilities, and the physical design and layout supports these security levels. Some of the online documentation indicates the following custody levels for each facility:

In terms of process, the primary weakness in the current system is not conducting the risk/needs assessment at intake, but rather at the facility to which the IPs are transferred. The issue this may cause is that if that facility may not have capacity for programming to meet the IPs needs from the risk/needs assessment, which could necessitate an additional transfer then to a more appropriate facility. For this reason, most state correctional systems conduct the initial risk/needs assessment during the intake process and use that information to guide initial placement decisions.

Staffing levels and post development. Within each facility, we identified inconsistencies between facilities with post assignments and minimal staffing requirements. The Department should require each facility to document their staffing needs annually for the upcoming year, along with justifications for increases/decreases in staffing levels, e.g., construction projects budgeted for the following year.

Staffing levels for programming, support services, and offender services should be consistent between sites based upon population levels and facility roles. New initiatives within these areas should be planned in advance and supported with staffing levels to achieve successes, e.g., expanding program hours into evening and weekend services to incorporate more attendees.

Staff training curriculum improvement. Part of staff recruitment and retention is a focus on providing staff with the tools required to perform to expectations. Our assessment identified a need to revisit the delivery of training to all staff. During lean budgetary periods, new hire and in-service training needs begin to suffer with initiatives to deliver training efficiently via remote or distance learning systems instead of in-person and practical classroom training. Staff support and acceptance of the department's training delivery was identified as an area that needs revision.

New employee identification and vetting. Lowering the standards for new employees was identified as a concern to many security staff interviewed over the course of this project. What was once a selective recruitment process to ensure the right type of new employee was attracted to the secure facility environment has been reduced to a limited process to attract more applicants in the door. As a result, the agency experiences a higher level of new employee washout.

Program effectiveness. Evaluate the effectiveness of programs and their intended outcomes. Current staffing challenges in some facilities prevent programs from occurring as scheduled, let alone expanding to off-hours and weekends. For those programs that are occurring, evaluate program attendance and outcomes to gauge the cost-effectiveness of each initiative.

Safety measures. Staffing levels on the overnight shifts in many facilities were observed at minimal levels. Some housing units were observed to staff one security staff workstation and conduct roving patrols by officers from other areas of the facility. Immediate and emergency responses to medical events during these times could create a liability with minimal staff available to readily respond to calls for assistance. The Department requires a process to evaluate the risk versus the cost savings for staffing deployment decisions.

Staffing software. Each facility's rosters were found to be maintained in either written or basic spreadsheet formats. Automating staff rosters through a centralized database (such as Microsoft Access) or other third-party staffing software will enable the agency to begin extracting real-time information regarding how facilities are being staff, the level of leave and overtime usage to hold administrators more accountable to staff management and spending controls.

CHAPTER 7: TRAINING

Staff training is critical to establishing a competent and confident workforce that is more likely to retain their employment with the agency. Investment in staff development including basic training, supervisory training and management and leadership training can achieve a return on investment. As agencies reform the way they operate, staff training is a critical component to lead that change. In order for staff training to be an instrument to support the reform, training leadership must be included in planning for reform and responsible for inserting tenets of the reform in every training program provided to staff.

New Employee Training Location. Minnesota is committed to reforming its system in a manner that will have profound impact on both the IPs as well as the employees. Given the significance of this moment in time, consideration should be given to whether new employees are to be trained at their home facilities or at a central academy. Considerations which need to be addressed in this issue include:

1. Do facilities in Minnesota have distinctively different staff cultures at different facilities despite one agency vision and mission? Is that a concern for leadership?
2. Is the agency attempting to make a profound change in vision, mission, and values in all facilities?
3. Does quality technology exist and is local training staff committed at a necessary level to support the agency vision, mission, and values at each facility?
4. Would a central academy that potentially requires staying away from home a week at a time have a negative impact on hiring staff? Would this pose a significant hardship on primary caretakers of children in the home?
5. Does a suitable facility exist and is available that could provide lodging and accommodate training for the necessary number of new statewide staff? Is that facility in close proximity to an operating prison that could serve to practice the content trained? Does this facility offer an opportunity to provide food service for staff?
6. Does the agency budget permit establishment of a central training academy?

Given the often-significant difference in staff culture from site-to-site many states choose to utilize a centralized training academy model to assure consistent training that is in line with the Department's vision, mission, and values. This centralized academy approach may not be desirable or possible for Minnesota, however it is important to have that discussion and consider how to come closer to achieving the benefits realized by centralized training.

Training Delivery to New Staff. Regardless of whether the decentralized training approach or a centralized academy is adopted, corrections is a people business in a foreign environment from the typical life of members of the public. This dictates that training has to have an intensity with human interaction. Staff throughout the Department refer to their new employee training being "death by power point". That suggests both the lack of effective human interaction and intensity in the training process. New hire training must effectively and positively prepare individuals for their jobs, and the extensive reliance on virtual training may not be conducive to this objective. Training for new personnel

is critical to support the retention of new staff in this very different environment from any other type of employment.

Whether in an academy setting or decentralized in a training room at each site, training new employees must have the following components.

- Clear content based on agency policy
- A description of how new staff should apply the content along with examples of acceptable and unacceptable practices
- A competent and caring instructor present with new employees that can respond to questions from the new staff and stimulate discussion
- All new staff have the opportunity to practice the content in a realistic setting with IPs and having to demonstrate competence in front of an experienced correctional practitioner.

As part of the evaluation of the current process for training new staff, the following steps are recommended:

- Develop a standardized set of questions in preparation for interviewing staff that have experienced new employee training within the past six months. Questions should focus on both what was the most helpful portion of their training and what situations they were not prepared for as a new employee. What are training topics where more time should be devoted and less time should be spent? Utilize staff not engaged in the training process and not from the same facility to execute these interviews. Compare the responses from site-to-site.
- Develop a standardized set of questions for correctional supervisors that describe areas in which they felt new staff were not prepared to handle after new employee training and the OJT process. Ask the supervisors what topics should be emphasized and what topics may not be additive to effective staff performance. Again, staff conducting the interviews should not be from the same facility and not engaged with the delivery of training.

On The Job Training [OJT]. Minnesota has identified OJT staff to support new officers after their new employee training. The role of OJT staff is very challenging and not easily executed, requiring a special kind of employee; more of a “coach than a referee”. For staff to be effective they must have a positive outlook on their employment and facility operation. If this is not the case, a toxic message can be disseminated throughout the workforce. Over the course of this review, the project team encountered a number of staff who had been OJT staff but who had either left these responsibilities or were contemplating leaving their duties. Issues identified were associated with lack of recognition and lack of pay for the assignment. As stated earlier, this is a people business and if the training message is being carried by a disinterested or unhappy employee cultural damage is likely to occur.

Opportunities for revitalizing the OJT program include:

- Have an independent staff member conduct focus group meetings with these OJT officers to identify actions that may improve this process

- Use the OJT staff to evaluate the new employee training based on what they observe with the new employees following their formal training
- Consider using the rank of sergeant exclusively to perform the OJT roles. This provides visible recognition and a pay incentive. It is imperative however that the characteristics of an effective OJT staff be used for selection not solely by seniority
- Consider offering the OJT role to recently retired staff that were competent and excellent communicators. Consider work schedules for retirees in these roles to work part-time during the shifts where new employees work. They would not hold another post, just supporting new officers.
- Consider developing written activities and questions for new staff to complete during each week of OJT. The OJT officer would monitor compliance with completion of these activities and responses to questions. The Pennsylvania prison system has had good experience with this approach.

Crisis Intervention Training (CIT). This training was developed to assist law enforcement effectively manage individuals that are experiencing mental health issues. This 40-hour training has proven very positive when provided to correctional staff that clearly are frequently faced with those on the mental health caseload in crisis. The training is intense and effective. Systems like Ohio have ensured that every shift in every facility has staff successfully trained in CIT. Staff achieve a sense of pride with completion of this program and serious results from incidents have been reduced as a result of CIT.

Executive Leadership Development. Developing future leaders is a primary responsibility of agency leadership. This challenge is particularly acute in Minnesota given the systemic factors that inhibit upward movement into executive level positions. The system has an unusually high number of management staff working in an “acting capacities.” In this environment, the question facing the Department becomes how can a leadership bench be built? The following are suggested considerations for a leadership development program:

- It is critical to identify future leaders early in their employment.
- Identification of these leaders should start with those attending, completing the correctional supervisory program mentioned above and those that demonstrate the values promoted in that program.
- Candidates for the Executive Leadership Development Program should be nominated through a structured application form where the nominator describes how the candidate demonstrates the stated values of the agency and supports the agency’s mission and vision.
- Content for this program should be developed by top agency leadership with consideration of the following topics:
 - Agency Vision, Mission, and Values [Presented by top agency leaders]

- Developing a Personal Development Plan [focusing on skills, competencies and experiences that require the personal development of each participant]
- Effective Staff Engagement and Motivation of the Workforce
- Ethical Behavior
- Strategic Planning and Project Management
- Correctional Research and its Implications for our Work
- An Executive Leadership Team Project

It is suggested that this program take place over a few months with the classroom portion being conducted in 2–3-day segments. The executive leadership team projects should be realistic and created by top agency leaders that plan to use the outcomes. The projects should be significant enough to require 2-3 months of work. The closing session for this cohort of leaders would focus on presentations from the leadership teams regarding their projects as well as individual presentations by participants on their Individual Personal Development Plan.

CHAPTER 8: DATA MANAGEMENT AND REPORTING

The management philosophy of correctional facilities has evolved from warehousing offenders to reformatory justice efforts to rehabilitate and reintegrate offenders back into our communities. The understanding that individuals respond better when given choices, normative environments, and productive activities has driven prison leadership to introduce more programming and initiatives in support of program reform. The success of these initiatives creates safer working and living environments, reduces recidivism, and produces meaningful impacts on facility culture. Yet, each new idea is met with barriers from decades-old correctional practices and staff inability to accept change.

Success is demonstrated through data-driven outcome measures. First introduced in August 2000, the American Correctional Association (ACA) developed a set of performance-based standards to monitor efforts of correctional managers and measure successes. These data-driven standards guided the creation of performance-based standards that inform current ACA standards for prisons and jail.

Using ACA's established performance-based standards to monitor and measure facility performance would make possible standardized assessment on codified operational standards that have been accepted throughout the correctional management profession. Moreover, participation in the ACA accreditation process in effect forces facilities to collect data and document key aspects of their operational performance. A decision by the MNDOC to participate once again in the ACA accreditation process would create powerful motivations to create systems for the collection of the operational performance data required for the accreditation.

Aside from the accreditation requirements, facilities collect a wealth of data daily. Extracting the data into meaningful sets for analysis and measuring successes requires an understanding of what needs to be measured versus the data being collected. For instance, understanding a facility's true shift relief factor (rather than simply relying on a systemwide average) would require that each facility collect the following data:

- Staffing rosters to determine the consistent daily staffing use each day of the week for each shift
- Staff leave usage (for each type of leave) each year (a three-to-five-year comparison provides better results)
- Staff break time
- Staff in-service training hours each year
- Specialty training each year
- New hire training hours
- FTO training hours
- The number of terminations/resignations each year
- The number of new hires each year

The Virginia Department of Corrections has found that calculating and establishing unique relief factors for each facility is highly effective in understanding the different dynamics associated with staffing facilities in different parts of the state, each characterized by very specific labor markets, organizational culture, and other factors that need to be taken into consideration in meeting the facility's precise staffing needs.

Trend Management and Geo-Mapping. Offender management systems collect datasets of information about incidents within the facility and offender specific information that can be easily extracted to develop a trend management system of monitoring activities within the facility. Analysis of this data identifies trends in which to focus more attention to mitigate risk. For example, in law enforcement, officials use geo-mapping technology to identify crime patterns and areas to increase patrols in an effort to deter crime. Similarly, prisons have the ability to use similar geo-mapping techniques to develop "hot spots" within the institution and identify where and when to focus attention and deploy additional resources. Some examples of incidents facility geo-mapping techniques can be used to identify and track:

- Where and when violence is occurring within the facility most often.
- Where and when most incidents of force occur, and those offenders and staff involved.
- The type of offender injuries and locations they occur most frequently.
- Where staff injuries occur and the type of injury.
- The areas of the facility that generate the most offender complaints and types of complaints.
- Where sexual assaults or PREA related allegations occur most frequently.
- Where and when suicide attempts occur.
- And any number of other significant events that drive concern or generate claims.

These datasets can be visually represented in facility pin-mapping, heat mapping areas of the facility, or graphically through charting, based upon the user's preference. Once established, administrators can quickly identify growing trends within the facility and respond accordingly to mitigate risk. For example, one South Florida facility used this technique to reduce the number of claims received for offender injuries. The facility mapping technique quickly identified two prime areas for offender injuries; workers in the kitchen and slip and fall incidents climbing in and out of upper bunks. This information allowed the facility management to develop solutions to mitigate both areas and reduce the number of claims generated monthly. Solutions to mitigating risk are endless once administrators can clearly identify the need for intervention.



Sample geo-mapping technique identifying incidents of inmate violence over a six month period of time.

Dashboards. Another example of data tracking most useful for facilities is through the development of a dashboard. Dashboards are a growing resource for prison managers to provide insight with decision-making. These reports use real-time information to monitor facility changes on a daily or weekly basis. Most often, dashboards provide population data, identifying who is in custody, length of time in custody, ages, and other demographics of importance to the administrator. Yet, with the amount and type of data collected within a facility, better monitoring abilities are capable.

Dashboards are often used by facility administrators to engage facility leadership, unit managers and watch commanders on the same issues at the same time. Many offender management systems can be customized to generate dashboards from within built-in reporting software. Where these are unavailable, database reporting software (such as Microsoft Access or Crystal Reporting) can be used to extract data in the form of charts and graphs to visually display relevant changes in the data.

Dashboards are not limited to population data and can be customized to meet MNDoc preferences and needs. We recommend the Department strategize a methodology to establish high-level indicators relevant to all facilities, such as:

- Staffing levels monitoring:
 - staff levels on a daily basis
 - each facility's vacancy rate
 - staff leave usage
- Overtime usage monitoring:
 - daily overtime expenditures
 - hospital utilization and overtime expenses

- transportation utilization and overtime expenses
- mandated overtime shifts
- special details and construction expenditures
- Program participation monitoring:
 - program participation within the facility
 - days programming is held/cancelled
- Facility violence monitoring:
 - offender/resident violence between offenders
 - staff involved force incidents
 - types of violence occurring within the facility

On an individual basis, facilities can establish sub-sets of each category to monitor and manage at the local level. Additional indicators relevant to each facility can be customized for daily management, such as:

- Special staffing details for construction, transport and other added functions
- Daily leave usage to monitor absences
- Maintenance request to monitor building conditions
- Visitors to the facility
- Different categories of incidents within the facility
- Population movement in and out of the facility

The department may collectively identify the primary issues to be measured and monitored, understanding what is important to measure and determining the outcomes desired and develop a comprehensive dashboard monitoring program.

CHAPTER 9: IMPLEMENTATION

The two primary recommendations derived from this report are the need to increase facility staffing levels by 212 FTEs and to restructure inmate management systems in facilities around a true unit management concept. Implemented in tandem, these actions will improve facility safety, upgrade current staff working conditions, and enable substantial improvements in the quality of inmate management. As such, these actions will provide a sound foundation for continued development of the Department's vision for person-centered programs.

Resource requirements. The resources required for the additional staff recommended in this report can partially be offset by overtime savings. If the Department can make progress on filling vacancies, while adding staff, reliance on overtime to meet basic operational needs should fall precipitously. FY 2022 overtime hours were the equivalent of 176 correctional officers, with spending totaling \$13.4 million. Assuming an estimated first year cost for new corrections officers of \$70 thousand per officer for salary and benefits, a 75 percent reduction in overtime (\$10.1 million) would fund 144 of the proposed new FTEs. In the absence of further overtime savings, funding for the remaining 78 FTEs recommended would require an estimated \$5.4 million to support first year's annualized costs.

Unit management implementation. Converting from a conventional hierarchical structure to a decentralized and accountable system supported by unit management is a significant undertaking. That transitional process should be supported by an agency steering committee led by an inspired leader with a point person at each site. The agency should be guided by supporting documents including examples of unit plans, training curriculum and supported by experienced guidance like the direction provided by Roy Gerard in the 80's in Ohio.

A physical assessment of each facility to be converted to unit management needs to be conducted to determine how the facility can be most effectively divided into units of approximately 250-300 depending on the configuration of the housing units. In the event the housing units are not conducive to this desired size, smaller housing units in proximity to each other can be combined to form one unit to be managed by a unit team. In the case where a single unit is significantly larger than the recommended 250-300, additional staff can be added to the team of a unit manager to compensate for the larger numbers. Each case manager should have a caseload of approximately 125-150. The same ratio should be in place for the correctional supervisor. Corrections officers are assigned based on the recognized posts. All staff on day and evening shifts report to the unit manager.

Given the significant responsibility of the unit manager, it is important to select leaders that are respected, experienced, people-focused and capable of leading a diverse staff. When a facility is in the process of implementing unit management, it has an opportunity to select a team of unit managers that have different experiences and strengths which allow unit managers to act as a team to support each other. It is recommended that staff that have been successful, communicative security supervisors, as well as other administrative, program staff and case managers comprise the team of unit managers.

Each unit is managed through the administrative support of the warden by the warden's approval of a unit plan for each unit. One of the initial assignments of unit managers following their appointment is

the writing of a unit plan. Examples of unit plans are available should the agency determine to pursue unit management. Components of the unit plan include:

- An operational schedule for the unit that is compatible with the facility master schedule to include counts, work calls, nurses and doctors sick call, commissary, recreation, programs both outside and inside the unit, visiting etc.
- Staff primary responsibilities for the unit manager, case managers, correctional supervisors, correction officers and other staff assigned to the unit such as a mental health practitioner, and with the expectation of staff supporting each other
- Staff schedules that reflect a presence of the unit manager, case managers and correctional supervisors collectively 7 days a week and to include evening hours. The weekend and evening hours are shared by unit team members. There are copies of unit staff schedules available should the agency determine unit management is a desired operational approach.
- Cooperation between the units and non-unit departments is articulated to ensure that the unit team members have the ability to resolve unresolved matters before they become incidents with all facility departments.
- A set of unit rules consistent with the facility and agency rules
- An orientation outline for IPs assigned to the unit
- An orientation outline for the staff assigned to the unit
- A listing of programs available to the IPs
- An outline of a grievance program consistent with the facility and agency policy but emphasizing the importance of resolving grievances inside the unit with unit staff
- Property limits
- A description of Townhall meetings between the unit team and the IPs in the unit and their frequency which is typically monthly

A comprehensive staff training program is essential. Unit management is a distinctively different facility operational approach and requires a distinctive and interactive training approach for staff assigned to the unit team. This training is typically one-week in length focusing on duties and responsibilities that promotes the principle of cross training. The unit plan provides the primary curriculum for training for all the staff assigned to the unit. Should the agency determine unit management is a desired operational approach for its facilities, there are examples of training outlines available for this purpose. Further, all facility staff attend a one-day training course to ensure all staff recognize the responsibilities and authority of the unit team to promote responsiveness.

Achieving the Department's programmatic objectives in the most efficient manner possible can be achieved through the following approach.

1. *Implement a true unit management system.*

- Divide large facilities into defined units based on housing units [single or multiple units] with approximately 250-300 incarcerated per unit
- Regularly assign officers to housing units
- Identify a Unit manager, perhaps a lieutenant that directs all staff (both security and non-security) as a team, assigned and located in the unit
- The unit team consists of correction officers, case managers, sergeants, and perhaps a mental health staff person (clinical mental health services under the direction of licensed partitioner) led by a unit manager
- Establish authority in the unit team to be responsible for significant functions and events for the incarcerated including initiating reentry planning, assignment to jobs and programs, managing visiting lists, and resolving informal grievances
- Security staff not assigned to the housing units and security staff that work night shift work under the supervision of the shift commander
- Shift supervision is divided into a zone supervision model where there is consistent supervision in areas of the facility.
- Equally position the Chief of Security and Chief of Unit Management in the facility TO

As a facility considers implementing unit management, it is important that key performance indicators [KPI's] are identified to measure the impact of unit management compared to current operations. The current data will need to be collected by housing units so it can be compared to the determined unit configuration to measure the impact of unit management. While these indicators are those determined to be important to the specific agency, some common metrics include:

- Fights between 2 IPs*
- Assaults IPs on IPs*
- Assaults IPs on staff*
- Use of force incidents*
- Incidents of violence involving 4 or more IPs*
- Number of IP grievances
- Number of program completions e.g. (GED, Vocational programs, substance-use programs, cognitive-based programs etc.)
- Number in restrictive housing

- Number of IPs assigned versus those on idle status

* Differentiate those incidents by requiring outside medical attention and those not

Facilities can establish graphic depictions of the above performance by units that can be visible in staff areas. Monthly recognitions for improvement in the above areas can also stimulate greater effort by the unit teams to improve results. Unit management is designed to improve performance in all of the areas and more, resulting in safer, more productive facilities.

SOURCES

AGREEMENT between the MINNESOTA LAW ENFORCEMENT ASSOCIATION and the STATE OF MINNESOTA, Dates: July 1, 2021 through June 30, 2023.

AGREEMENT between MINNESOTA STATE EMPLOYEES UNION AFSCME, COUNCIL NO. 5, AFL-CIO and the STATE OF MINNESOTA July 1, 2021 through June 30, 2023.

AGREEMENT between UNIT 208 and the STATE OF MINNESOTA July 1, 2021 through June 30, 2023

AGREEMENT between the STATE OF MINNESOTA and the MIDDLE MANAGEMENT ASSOCIATION July 1, 2021 through June 30, 2023.

AGREEMENT between the STATE OF MINNESOTA and the MINNESOTA NURSES ASSOCIATION July 1, 2021 through June 30, 2023.

Amendola, K. L., Weisburd, D., Hamilton, E., Jones, G., Slipka, M., Heitmann, A., ... & Tarkghen, E. (2011). *The shift length experiment: What we know about 8-, 10-, and 12-hour shifts in policing*. Washington, DC: Police Foundation.

American Correctional Association, *Performance-Based Standards and Expected Practices for Adult Correctional Institutions for Adult institutions*, 5th ed. 2021.

Commissioner's Plan, July 1, 2019, through June 30, 2021.

LABOR AGREEMENT between the STATE OF MINNESOTA and the STATE RESIDENTIAL SCHOOLS EDUCATION ASSOCIATION July 1, 2021 to June 30, 2023.

Levinson, R., *Unit Management in Prisons and Jails*, American correctional Association, 1999.

Liebert, D. and Miller, R., *Staffing Analysis Workbook for Jails*, National Institute of Corrections, 2001.

Minnesota Department of Corrections, Managerial Plan 1, July 1, 2021 through June 30, 2023 2

Minnesota Department of Corrections, COVID-19 Modified Operations Plan & Matrix.

Minnesota Department of Corrections, Food Services Division, Staffing Analysis, November 8, 2016.

Minnesota Department of Corrections, Performance Report 2022.

Minnesota Department of Corrections, Policy Manual.

Minnesota Department of Corrections, PREA Staffing Proposal, 8/22/2022.

Minnesota State Correctional Facilities Security Audit Group, Security Audit Standards Legislative Report.

Minnesota Department of Corrections, Security Staffing Analysis Project, Final Report, October 2015.

Office of the Legislative Auditor, Program Evaluation Division, *Safety in State Correctional Facilities*, 2020.

Security Audit Group, *Standards Legislative Report*, 2022.

Senjo, S. R. (2011). Dangerous fatigue conditions: a study of police work and law enforcement administration. *Police Practice and Research: An International Journal*, 12(3), 235-252.

UNIT 14: GENERAL PROFESSIONAL LABOR AGREEMENT BETWEEN THE STATE OF MINNESOTA AND THE MINNESOTA ASSOCIATION OF PROFESSIONAL EMPLOYEES July 1, 2021 - June 30, 2023.

Vila, Bryan, Gregory Morrison and Dennis Kenney. 2002. "Improving Shift Schedule and Work Hour Policies and Practices, to Increase Police Officer, Safety, Health and Performance." *Police Quarterly*, 5, 1: 4-24.