

REVISED
4/24/20

AGENDA _____ April 28, 2020



April 24, 2020

The Honorable Board of Supervisors
Administration Building
1221 Oak Street
Oakland, CA 94612

SUBJECT: APPROVE AND AUTHORIZE THE REQUIRED POSITIONS FOR THE ALAMEDA COUNTY SHERIFF'S OFFICE AND HEALTH CARE SERVICES AGENCY

Dear Board Members:

RECOMMENDATION:

In order to augment staffing and care coordination at the Santa Rita Jail, it is recommended that your Board:

- A. Approve and authorize 349 Full Time Equivalent (FTE) positions and other associated costs for the Alameda County Sheriff's Office; and
- B. Approve and authorize 107 Full Time Equivalent (FTE) positions and other associated costs for the Alameda County Health Care Services Agency (HCSA)/Behavioral Health Care Services (BHCS)

DISCUSSION/SUMMARY:

To ensure that inmates are provided with the highest level of supervision, care coordination, and behavioral health care and support, the Alameda County Sheriff's Office (ACSO) seeks to hire an additional 265 sworn positions and 84 non-sworn positions over the next three years; and Alameda County Health Care Services Agency (HCSA)/Behavioral Health Care

Services seeks to hire an additional 107 employees to meet both staffing and care coordination needs at the Santa Rita Jail facility.

It is well known that Alameda County has been under intense scrutiny from various community organizations regarding the sufficiency of programs, services and health care, including mental health care at the jail. The scrutiny includes ongoing litigation. Ongoing litigation resulted in the retention of mental health, classification, operations and corrections expert consultants, mutually agreed upon by the parties, to study and evaluate various aspects of jail operations. At the conclusion of their studies, all of these independent experts stated that Santa Rita Jail is severely understaffed in all custody and mental health areas. Furthermore, the experts recommended that a staffing study be conducted by experts in the field of corrections to determine the appropriate level of custodial staffing.

The Sabot Consulting firm (a nationally recognized corrections consulting firm) was mutually agreed upon by the parties to complete the Sheriff's Office staffing study. The study was recently completed. The expert recommended a significant increase in sworn and non-sworn personnel (see attachment A). The additional staffing will allow for the expansion of programs, more out-of-cell time for inmates, and increased observation of the suicide prevention cells on a twenty-four hours per day, seven days a week basis. Other changes recommended by the expert consultants will require the County to provide private areas for medical/mental health interviews, offer additional programming, reconfigure safety cells, modify indoor and outdoor recreation space, and implement comprehensive policy revisions within ACSO. The increased staffing will allow the ACSO to provide the heightened level of service, programming and care that the community and the litigants have claimed has been lacking, and to do so in an environment that maximizes the safety of the inmates, medical and mental health care staff, and custodial staff. Compliance with the expert's staffing recommendations is intended to improve the inmates' quality of life, and improve the outcomes for inmates while incarcerated, and carryover after release.

In addition to staffing shortages, your Board is well aware that there are significant recruitment/ retention challenges that are exacerbated by the incentives that other local law enforcement agencies are offering recruits. The reduced number of applications received and higher attrition rates are not unique to the Alameda County Sheriff's Office. Other large law enforcement agencies are also experiencing similar challenges. To address these issues, the Sheriff is proposing establishment of a new recruiting team with 14 of the new positions tasked with developing and implementing recruitment strategies, and to attract qualified candidates for the testing process. Further, adding a large contingent of sworn staff will impact other areas of the Sheriff's operations and result in additional costs for law enforcement supplies to adequately equip the new sworn positions with radios, body worn cameras, duty weapons, vests and utility belts.

HCSA/ACBH will also need to recruit positions for the Santa Rita Jail to provide clinical and supportive services, community discharge planning, and care coordination across the

system. In order to ensure that inmates receive timely support due to the increasing complex bio-psycho-social factors experienced by this population, ACBH has also concluded that an expansion of behavioral health positions is required in tandem with those of the ACSO. This expansion of ACBH staff will consist of the following new positions: (1) Forensic and Diversion Services Director, (2) Behavioral Health Clinical Managers, (7) Behavioral Health Clinical Supervisors, (14) Physicians, (2) Rehabilitation Counselor IIs, (50) Behavioral Clinician I/II, (14) Mental Health Specialist I/II, (2) Program Specialists, (1) Administrative Support Manager, (2) Administrative Assistants, (3) Supervising Clerk Is, and (9) Specialist Clerk IIs. This represents 107 additional positions for ACBH in order to support Adult Forensic Behavioral Health Services within Santa Rita Jail and coordination across the system (see Attachment B).

The goal of HSCA/ACBH's Adult Forensic Behavioral Health program is to assist inmates in achieving and/or maintaining stable behavioral health functioning during their incarceration and to provide crisis intervention services to prevent self-harm. The new ACBH positions will be assigned to the Santa Rita Jail to perform behavioral health services to jail inmates who have been identified with a mental health or substance use disorder; and to perform community care coordination activities to inmates while they are incarcerated or at the time of discharge/release. All services will be rendered in a manner that is both clinically appropriate and culturally relevant. Specifically, those services will include, but will not be limited to: conducting assessment and triage; providing medication management services, crisis intervention, and discharge planning; and providing ongoing behavioral health treatment and care coordination as needed. Behavioral health treatment services include short-term individual and/or group therapy follow-up, clinical monitoring of inmates in special housing areas and psychotropic medication management.

In addition to staffing, ACBH anticipates other costs associated with recruitment, such as new hire orientation and supervision of the new employee positions, providing information technology and systems infrastructure, and costs related to the planning and implementation of new clinical and procedural policies related to clinical services and community care coordination.

Your Board's approval of the proposed positions for both the Sheriff's Office and BHCS would mean that inmates at Santa Rita Jail would receive greater staff support, coordination, and supervision, and result in a better experience for inmates all around.

FINANCING:

The estimated annual cost of all requested positions, equipment and related expenses is approximately \$106 million -- \$ 84M for the Sheriff's Office and \$22M for Behavioral Health Care Services. With your Board's approval, the Sheriff and HCSA Director will develop a three-year implementation plan to phase-in and fund the additional positions and related costs for inclusion in the County's proposed budgets for fiscal years 2020-21, 2021-22, and 2022-23.

VISION 2026 GOAL:

The request to fund the required positions and other associated costs within the Sheriff's Office and Health Care Services Agency meets the **10X** goals of **Healthcare for All** and **Crime Free County** in support of our shared vision of a **Thriving and Resilient Population**.

Respectfully submitted,

DocuSigned by:

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Gregory J. Ahern
Sheriff-Coroner

DocuSigned by:

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Colleen Chawla
Health Care Services Agency Director

cc: Auditor-Controller
County Administrator
County Counsel
Undersheriff
BHCS Director

Attachment A
Babu v. Alameda - CURRENT STAFFING ANALYSIS (ALL)
Mutual Agreed Upon Expert

| ACSO | PHASE I | COST (Per Position) | TOTAL COST |
|--|----------------|----------------------------|-------------------------|
| Captain | 1 | \$ 392,255.90 | \$ 392,255.90 |
| Lieutenant | 1 | \$ 348,291.74 | 348,291.74 |
| Sergeant | 32 | \$ 272,986.16 | 8,735,557.25 |
| Deputy Sheriff | 225 | \$ 234,802.57 | 52,830,578.04 |
| S/Tec | 72 | \$ 114,452.07 | 8,240,549.06 |
| Health Care Access Deputies | | | |
| | 331 | | \$ 70,547,231.99 |
| Deputies - Backgrounds and Recruiting | 5 | 234,802.57 | 1,174,012.85 |
| Departmental Human Resources Officer (DHRO) | 1 | 171,166.00 | 171,166.00 |
| Sergeant | 1 | 272,986.16 | 272,986.16 |
| Human Resources Technician | 2 | 143,425.00 | 286,850.00 |
| Graphic Designer | 1 | 156,098.00 | 156,098.00 |
| Sheriff's Multimedia Producers | 2 | 134,236.00 | 268,472.00 |
| Public Information Specialist | 1 | 147,089.00 | 147,089.00 |
| Administrative Assistant | 1 | 138,380.00 | 138,380.00 |
| Payroll Records Clerk | 2 | 116,521.71 | 233,043.42 |
| Sheriff's Prog/Financial Specialist | 2 | 153,897.50 | 307,795.00 |
| | 18 | | \$ 3,155,892.43 |
| S&EB Total | 349 | | \$ 73,703,124.42 |
| Costs related to negotiated terms within the lawsuit | | | 5,005,000.00 |
| Cost for Incentive program, advertising, law enf equipment, etc. | | | 5,220,097.00 |
| TOTAL | | | \$ 83,928,221.42 |

* First section represents core additional positions in the jail, second section represents necessary support staff

** We anticipate that ACSO's staffing levels will increase further as a result of programmatic changes negotiated through the settlement process. For example, we anticipate the need of a larger health care access team.

**ACSO estimates it would take 24 month from funding positions to filling positions

Note: Until Proposed Budgeted Positions staffing levels are achieved, ACSO will spend approximately \$24M per year

Attachment B
Babu v. Alameda - CURRENT STAFFING ANALYSIS (ALL)
Alameda County Behavioral Health Care Services

| ACBH | FTE | COST (Per Position) | TOTAL COST |
|--|------------|----------------------------|-------------------------|
| Forensic and Diversion Services Director | 1 | \$ 240,738.00 | \$ 240,738.00 |
| Behavioral Health Clinical Manager* | 2 | \$ 181,645.50 | \$ 363,291.00 |
| Behavioral Health Clinical Supervisor* | 7 | \$ 173,004.00 | \$ 1,211,028.00 |
| Physicians | 14 | \$ 362,500.00 | \$ 5,075,000.00 |
| Rehabilitation Counselor* | 2 | \$ 143,529.00 | \$ 287,058.00 |
| Behavioral Health Clinician I/II* | 50 | \$ 143,529.75 | \$ 7,176,487.50 |
| Mental Health Specialist I/II* | 14 | \$ 90,411.75 | \$ 1,265,764.50 |
| Program Specialist | 2 | \$ 154,877.00 | \$ 309,754.00 |
| Administrative Support Manager | 1 | \$ 136,437.00 | \$ 136,437.00 |
| Administrative Assistant II | 2 | \$ 109,793.00 | \$ 219,586.00 |
| Supervising Clerk I | 3 | \$ 118,872.00 | \$ 356,616.00 |
| Specialist Clerk II | 9 | \$ 89,271.00 | \$ 803,439.00 |
| S&EB Total | 107 | | \$ 17,445,199.00 |
| Behavioral Health Operational Assessment & Program Redesign Consultant | | | 454,455.65 |
| HCSA Human Resources Recruitment and Infrastructure Support (Short-Term Staffing & Recruitment) | | | 200,000.00 |
| Additional Programming/ Miscellaneous Anticipated Costs (including Portable Trailers, Additional Contractual Costs for interim sole-source contractor(s), etc) | | | 2,076,579.58 |
| Information Technology/ Systems Infrastructure & Support (Short-Term Staffing & Hardware) | | | 350,000.00 |
| *15% increase in county jail staff salary footnote approved by County Human Resources | | | 1,545,544.35 |
| Other Costs Total | | | \$ 4,626,579.58 |
| TOTAL | | | \$ 22,071,778.58 |

Please note that all the figures in this chart are initial estimated costs that do not take all necessary reoccurring costs into account, which will be determined as negotiations progress.



Additional staffing and related costs at Santa Rita Jail

ALAMEDA COUNTY BOARD OF SUPERVISORS
MAY 12, 2020

Santa Rita Jail Custody Staffing – *History*

At one time, Santa Rita Jail was properly staffed for the inmate population for which it was designed.

During the economic challenges of the early 2000's, budget cuts necessitated a substantial reduction in staffing throughout the Sheriff's Office. The majority of those positions have not been restored.

Partially as a result of Proposition 47 and AB 109, the inmate population was reduced, however the jail became more of a prison than a jail, responsible for housing individuals charged with, or convicted of, much more serious crimes than Santa Rita was designed to house. Additionally, many of the inmates were much less physically healthy and mentally stable than the original jail population.

Santa Rita Jail Custody Staffing – *Current Situation*

As a result of recent litigation which, among other things, asserts that Santa Rita Jail does not provide adequate mental health, or appropriate programs, mutually agreed upon experts in the fields of mental health, classification, operations and corrections were hired to conduct studies.

All of the experts opined that Santa Rita Jail was severely understaffed in all custody and mental health areas.

The joint staffing experts agreed upon by both plaintiffs and defendants (Sabot Consulting) concluded that corrections staffing needed to be significantly increased (see Attachment A).

As a result of the initial studies, the Sheriff's Office immediately began a program of mandatory overtime to attempt to address some of the staffing concerns. This program has been in place since early January and has resulted in thousands of overtime hours being worked by deputies and sergeants.

The physical and emotional stress of being required to work as many as six twelve hour shifts weekly cannot be allowed to continue. It is particularly difficult in light of the impacts of COVID-19.

Attachment A

***Babu v. Alameda* - CURRENT STAFFING ANALYSIS (ALL)**

Mutual Agreed Upon Expert

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Mental Health Service Delivery in Santa Rita Jail – *Program Services*

Clients are seen in booking, intake area of the jail, on the housing units, in the clinic area(s), and via Tele-health (video) modalities by prescribers and social workers.

Intake and assessment, medication evaluation, on-going follow up and monitoring, crisis intervention, suicide prevention, discharge planning.

Currently: Services offered on-site 7 days per week, from 7:00am to 11:00pm. On-call staff members are available for consultation after hours (between 11:00pm and 7:00am).

Effective July 1, 2020: Services will be provided 24/hours per day, 7 days per week.

Mental Health Service Delivery in Santa Rita Jail – *Program Services*

(1.0 FTE) **AFBH Director** oversees all adult forensic services

(2) **Behavioral Health Clinic Managers** oversees day to day operations in Santa Rita jail

(4) **Clinical Supervisors** first line managers for line staff

(20) **Behavioral Health Clinicians (Licensed & Licensed-eligible)** direct clinical service to inmates

(7.7) **Psychiatrists** provide medication evaluation and prescriptions

(3) **Mental Health Specialists** ancillary support to clinicians

(1) **Pharmacist** prescribes psychiatric medications with limited formulary

Mental Health Service Delivery in Santa Rita Jail – *Data*

As of 5/7/2020, there were 1,744 inmates in Santa Rita Jail's general population.

As of 5/7/2020, there were 635 (36% of the general population) active ACBH cases assigned to AFBH inmate clients requiring ongoing clinical treatment.

National data suggests that jail inmates with mental health disorders, require psychiatric medications, and/or those who meet criteria for serious psychological distress on average may range between 20% - 30%, and is on the rise.

References

https://calhps.com/reports/PolicyBrief_PsychotropicMedications_CalHPS.pdf

<https://www-cdn.law.stanford.edu/wp-content/uploads/2017/05/Stanford-Report-FINAL.pdf>

<https://www.npr.org/sections/health-shots/2018/05/04/608271211/big-jump-in-number-of-inmates-prescribed-psychiatric-drugs-in-california>

Attachment B

***Babu v. Alameda* - CURRENT STAFFING ANALYSIS (ALL)**

Alameda County Behavioral Health Care Services

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| Other Costs Total | | | \$ 4,626,579.58 |
| TOTAL | | | \$ 22,071,778.58 |

Summary

| Agency | Full-time Equivalent (FTE) staff | Total Cost |
|-------------------|----------------------------------|---------------|
| Sheriff's Office | 349* | \$84M |
| Behavioral Health | 107 | \$22M |
| TOTAL | 456 | \$106M |

*includes 72 sheriff's technicians represented by SEIU

Questions
