

Massachusetts Executive Office of Administration and Finance

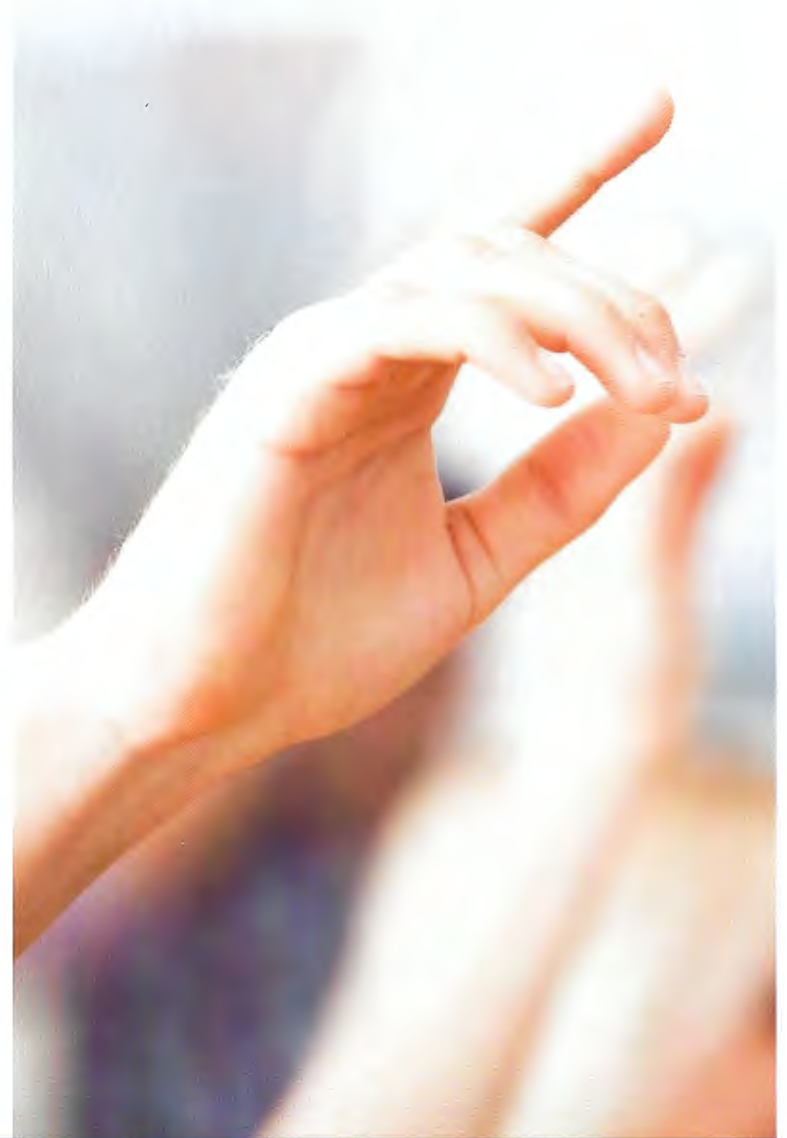
Sheriffs' Funding Formula

March 14, 2016



Agenda

- Review of Methodology
- Findings
- Formula & Projections



Methodology

- Collected FY2015 Cost Report data
 - Care and Custody accounts
 - Inmate counts
 - Operational costs
 - Salary/benefit costs
 - Staffing FTEs

- FY2013 and FY2014 cost reports shared by ANF

- Interviews with facility staff
 - Barnstable
 - Essex
 - Hampden
 - Middlesex
 - Suffolk
 - Worcester

Findings

Operational costs in line with national averages

- FY15 Cost Report data shows on average 77% of counties' total budgets are spent on staffing
- Various studies show staffing costs account for 70-80% of total expenses
 - Vera Institute of Justice: The Price of Jails: Measuring the Taxpayer Cost of Local Incarceration (2015)

“The entire survey sample spent about 75 percent of total jail expenses on staff costs, including salaries and benefits.”
 - National Institute of Corrections: Staffing Analysis for Jails

“Staff are the most costly and important resource in operating a jail. In many jails, staffing costs make up 70 to 80 percent of the annual budget.”
- Healthcare costs are a significant driver of non-personnel costs, constituting 33% or more of operational costs for many Sheriffs.

Variance in costs across Counties

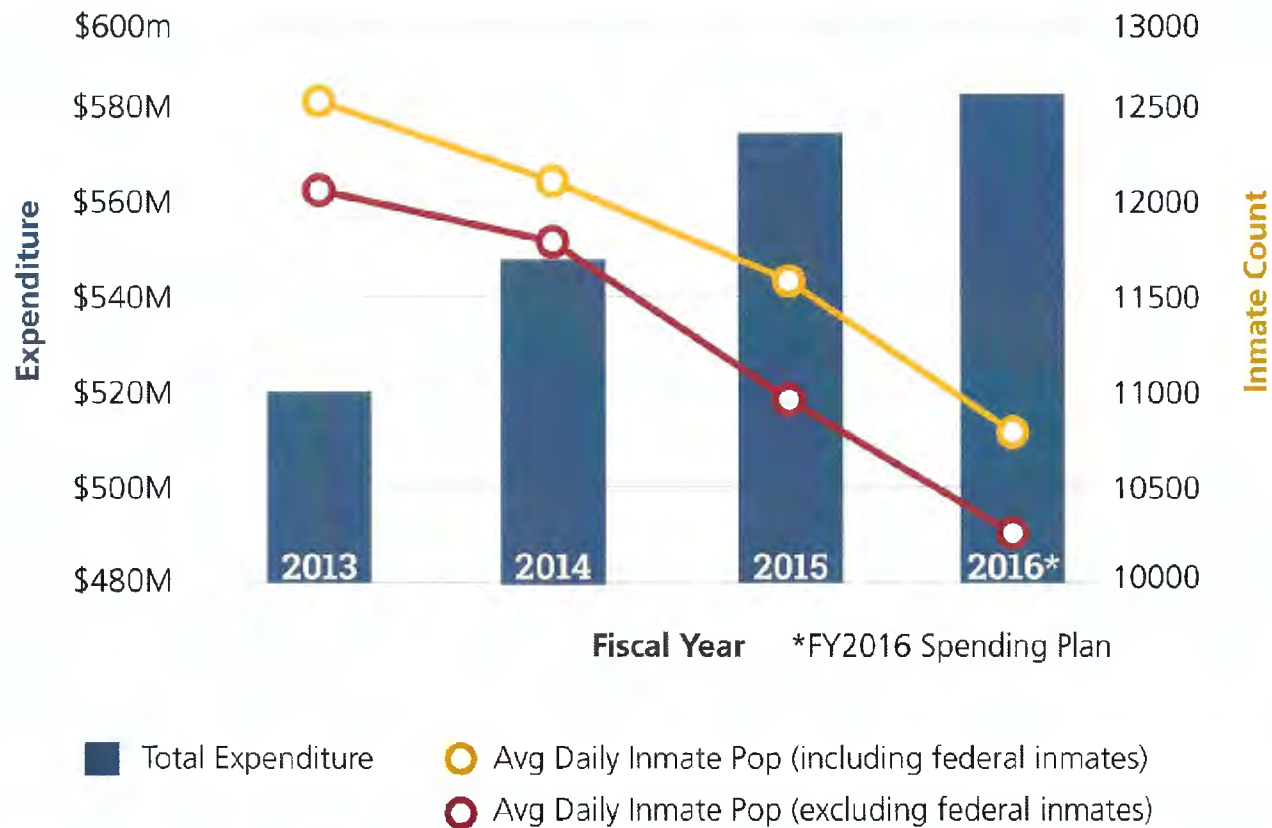
There is a wide variance in costs amongst the Sheriffs, even within counties of similar size.

<i>County</i>	<i>Total Expenditures</i>	<i>Total Staff</i>	<i>Avg Daily Inmate (FY16)</i>	<i>Inmate to Staff Ratio (FY15)</i>	<i>Total Costs per Inmate</i>	<i>Staffing Cost per Inmate</i>
Dukes	\$ 2,932,824	49	19	0.35	\$ 154,359.15	\$ 123,570
Berkshire	\$ 17,806,767	203	247	1.21	\$ 72,092	\$ 57,798
Franklin	\$ 15,359,321	170	257	1.47	\$ 59,764	\$ 45,612
Hampshire	\$ 14,046,246	168	240	1.64	\$ 58,526	\$ 48,164
Barnstable	\$ 28,442,932	298	397	1.36	\$ 71,645	\$ 59,806
Norfolk	\$ 32,539,568	308	481	1.80	\$ 67,650	\$ 50,667
Plymouth	\$ 58,226,245	587	1146	1.83	\$ 50,808	\$ 38,614
Worcester	\$ 45,924,369	534	1086	2.04	\$ 42,288	\$ 29,468
Middlesex	\$ 68,262,033	643	1003	1.80	\$ 68,058	\$ 53,561
Bristol	\$ 47,805,896	556	1044	2.15	\$ 45,791	\$ 31,636
Suffolk	\$ 104,049,929	1046	1592	1.48	\$ 65,358	\$ 49,999
Hampden	\$ 77,760,125	851	1481	1.83	\$ 52,505	\$ 42,640
Essex	\$ 59,581,297	570	1735	2.86	\$ 34,341	\$ 26,443
Total	\$ 572,737,550	5983	10728	1.84	\$ 53,387	\$ 40,982

Declining inmate counts

Decrease in statewide average daily population over last three years

Fiscal Year 2013 - 2016 | Total Expenditure and Inmate Count



Massachusetts has lower inmate to staff ratios

- Staffing ratios across Massachusetts Sheriffs average 1.84:1.
- Bureau of Justice Statistics (BJS) indicates national average of around 3 inmates per staff:

*“As the number of confined jail inmates increased faster than the number of jail staff, the number of confined inmates per employee rose from **2.9** in 1999 to **3.3** in 2006.” Census of Jail Facilities (2011)”*

- *Note: there is no supported or defined national ‘standard’ for inmate to staff ratios*
- Other studies and surveys support average ratios of approximately 3:1.
 - BJS Census of Jail Facilities, 2006 (2011)
 - BJS Census of Jails: Population Changes, 1999-2013 (2015)

COs to Inmate Ratios: Comparable States

- Bureau of Justice Statistics Census of Jails: Population Changes, 2013 (December 2015 Report)

State	*Inmate Count	*Correctional Officers	CO to Inmate Ratio
Massachusetts	10,350	4,170	1: 2.48
New York	26,950	10,670	1: 2.53
New Jersey	15,235	4,060	1: 3.75
Pennsylvania	36,720	8,180	1: 4.49
Maine	1,750	740	1: 2.36
New Hampshire	1,837	607	1: 3.02
North Carolina	18,520	5,720	1: 3.24
Arizona	15,309	3,510	1: 4.36

*Estimated based upon facility response rate

Massachusetts has low Staff to Supervisor Ratios

- Various reports and surveys show staff to supervisor ratios around 7:1 (7 staff for every 1 direct supervisor)
- National Institute of Corrections
 - The Importance of a Low Span of Control in Effective Implementation of Evidence Based Probation and Parole Practices (2010)
 - *“While recognizing ongoing fiscal demands, the current 7 probation officers to 1 supervisor ratio (7:1 span of control) should not be increased to a higher ratio, as it would be in contrast to suggested principles of organization and management, as well as challenge the continued implementation and sustainability of effective, evidence based practices within the System.”*
- National Institute of Corrections: Large Jail Network Proceedings: Supervisor/Manager Span of Control/Organizational Rank Structure (2014)
 - “In the military, officers supervise up to seven subordinates, and five is considered optimal.”
 - “Supervisor span of control should be driven by specific expectations. For example, supervisors should visit each housing unit on each shift.”
 - “Sergeants in Pasco County, Florida, supervise no more than 12 officers, and most supervise 8 to 10 officers.”

Staff to Supervisor Ratio

<i>County</i>	<i># of COs</i>	<i># of Sgts</i>	<i>Sgt:CO</i>	<i># of Lts</i>	<i>Lt:Sgt</i>	<i># of Cpts</i>	<i>Cpt:Lt.</i>
Dukes County	12	6	2.00	3	2.00	N/A	N/A
Berkshire County	102	12	8.50	8	1.50	19	0.42
Franklin County	87	10	8.70	9	1.11	6	1.50
Hampshire County	68	19	3.58	17	1.12	5	3.40
Barnstable County	183	15	12.20	18	0.83	8	2.25
Norfolk County	184	29	4.62	13	2.23	3	4.33
Plymouth County	284	15	18.93	32	0.47	14	2.29
Worcester County	305	51	5.98	21	2.43	15	1.40
Middlesex County	339	36	9.42	17	2.12	16	1.06
Bristol County	297	18	16.50	26	0.69	8	3.25
Suffolk County	596	106	5.62	60	1.77	24	2.50
Hampden County	404	34	11.88	24	1.42	16	1.50
Essex County	328	76	4.32	23	3.30	11	2.09

Ratios **7.35** **1.58** **1.87**

Example: Funding at 3:1 Inmate to Staff Ratio

FY15 Inmate to Staff Ratio is 1.84:1

County	Current		Adjusted Inmate to Staff Ratio		% Change
	Total Staff Expenditures	Inmate:Staff	Total Staff Budget	Inmate:Staff	
Dukes	49	0.35	16	3.0	-66.67%
Berkshire	203	1.21	82	3.0	-59.52%
Franklin	170	1.47	83	3.0	-50.98%
Hampshire	168	1.64	92	3.0	-45.44%
	541	1.43	257	3.0	-52.46%
Barnstable	298	1.36	135	3.0	-54.75%
Norfolk	308	1.80	185	3.0	-39.94%
	606	1.58	320	3.0	-47.22%
Plymouth	587	1.83	358	3.0	-39.01%
Worcester	534	2.04	364	3.0	-31.84%
Middlesex	643	1.80	386	3.0	-40.02%
Bristol	556	2.15	399	3.0	-28.24%
	2,320	1.95	1507	3.0	-35.06%
Suffolk	1,046	1.48	516	3.0	-50.64%
Hampden	851	1.83	519	3.0	-39.01%
Essex	570	2.86	544	3.0	-4.50%
	2,467	1.92	1580	3.0	-35.97%
Total	5983	1.84	3669	3.0	-38.68%

- A nearly 40% decrease in staffing will have a negative impact on sheriffs

Example: Funding at 3:1 Inmate to Staff Ratio

Funding for staff would decline by nearly 40% statewide

County	Current		Adjusted Inmate to Staff Ratio		Difference
	Total Staff Expenditures	Inmate:Staff	Total Staff Budget	Inmate:Staff	
Dukes	\$ 2,347,825	0.35	\$ 782,608	3.0	\$ (1,565,216)
Berkshire	\$ 14,276,226	1.21	\$ 5,778,472	3.0	\$ (8,497,753.47)
Franklin	\$ 11,722,179	1.47	\$ 5,746,166	3.0	\$ (5,976,012.60)
Hampshire	\$ 11,559,299	1.64	\$ 6,307,157	3.0	\$ (5,252,141.86)
	\$ 37,557,704	1.43	\$ 17,831,796	3.0	\$ (19,725,907.93)
Barnstable	\$ 23,742,947	1.36	\$ 10,742,754	3.0	\$ (13,000,193.19)
Norfolk	\$ 24,370,993	1.80	\$ 14,638,421	3.0	\$ (9,732,572.05)
	\$ 48,113,941	1.58	\$ 25,381,176	3.0	\$ (22,732,765.24)
Plymouth	\$ 44,251,743	1.83	\$ 26,988,286	3.0	\$ (17,263,456.82)
Worcester	\$ 32,002,435	2.04	\$ 21,814,394	3.0	\$ (10,188,041.08)
Middlesex	\$ 53,722,060	1.80	\$ 32,222,096	3.0	\$ (21,499,963.74)
Bristol	\$ 33,027,597	2.15	\$ 23,701,459	3.0	\$ (9,326,137.97)
	\$ 163,003,835	1.95	\$ 104,726,235	3.0	\$ (58,277,599.61)
Suffolk	\$ 79,597,824	1.48	\$ 39,291,596	3.0	\$ (40,306,227.42)
Hampden	\$ 63,149,655	1.83	\$ 38,513,127	3.0	\$ (24,636,528.27)
Essex	\$ 45,879,245	2.86	\$ 43,813,338	3.0	\$ (2,065,907.55)
	\$ 188,626,724	1.92	\$ 121,618,061	3.0	\$ (67,008,663.24)
Total	\$ 439,650,028	1.84	\$ 270,339,875	3.0	\$ (169,310,152.41)

Example: Funding at 3:1 Inmate to Staff Ratio

- Safety and Liability Risks to Inmates and Staff
 - Stress among inmates and staff
 - Increased risk for violence to both other inmates, staff, and themselves
 - Reduced opportunity for self-improvement and rehabilitative programs
 - Increased vandalism of correctional facility infrastructure
- Massachusetts Sentencing
 - Massachusetts is the only state that houses inmates in county correctional facilities for 2.5 years as opposed to 1 year.

Formula & Projections

Formula Overview

Methodology

- #1 – Staffing Costs Calculations
 - Inmate to Staff ratios calculated per tier
 - Tiered Inmate to Staff ratio applied to each Sheriff
- #2 – Fixed Costs Calculations
 - 77/23% Staff to Fixed costs applied baseline year
 - Derived an 'expected' Fixed cost for each Sheriff

Flexible factors can be applied for out year projections:

- Hold-harmless (no major cuts to counties who are overfunded)
- State budget conditions (opportunity to project an increase/decrease in available funding)
- Cost per FTE (opportunity to adjust FTE costs per Sheriff based on changes to collective bargaining, etc.)
- Baseline year data (can adjust baseline year data on inmates, etc. as needed)

Basic Methodology with no Adjustments

- Recommend more rational funding model that aligns average inmate to staff ratios, within the tiers
- Below are the FY2015 estimated expenditures using updated FY2016 inmate counts

<i>County</i>	<i>Total FY15 Expenditures</i>	<i>Staff to Inmate Ratio</i>	<i>Total FY15 Budget Methodology Applied</i>	<i>Staff to Inmate Ratio</i>	<i>Difference</i>
Dukes	\$ 2,932,824	0.35	\$ 2,824,984	0.35	\$ (107,840)
Berkshire	\$ 17,806,767	1.21	\$ 15,094,496	1.43	\$ (2,712,271)
Franklin	\$ 15,359,321	1.47	\$ 15,381,715	1.43	\$ 22,395
Hampshire	\$ 14,046,246	1.64	\$ 14,830,211	1.43	\$ 783,965
	\$ 47,212,334	1.43	\$ 45,306,422	1.43	\$ (1,905,911)
Barnstable	\$ 28,442,932	1.36	\$ 24,758,592	1.58	\$ (3,684,340)
Norfolk	\$ 32,539,568	1.80	\$ 30,598,086	1.58	\$ (1,941,481)
	\$ 60,982,500	1.58	\$ 55,356,679	1.58	\$ (5,625,821)
Plymouth	\$ 58,226,245	1.83	\$ 57,038,126	1.95	\$ (1,188,119)
Worcester	\$ 45,924,369	2.04	\$ 46,313,494	1.95	\$ 389,125
Middlesex	\$ 68,262,033	1.80	\$ 56,688,319	1.95	\$ (11,573,714)
Bristol	\$ 47,805,896	2.15	\$ 45,980,023	1.95	\$ (1,825,873)
	\$ 220,218,542	1.95	\$ 206,019,962	1.95	\$ (14,198,580)
Suffolk	\$ 104,049,929	1.48	\$ 81,375,580	1.92	\$ (22,674,349)
Hampden	\$ 77,760,125	1.83	\$ 75,615,101	1.92	\$ (2,145,023)
Essex	\$ 59,581,297	2.86	\$ 92,000,669	1.92	\$ 32,419,372
	\$ 241,391,351	1.92	\$ 248,991,351	1.92	\$ 7,600,000
Total	\$ 572,737,550		\$ 558,499,398		\$ (14,238,153)

Projections

- 3.5% increase to Sheriffs, as a class, apportioned according to the formula

Total Dollars for all Counties -->		\$ 572,737,550	\$ 592,783,365	
Baseline Year Actual Expenditures		Is the County Over or Under Funded based on the Formula?	PROJECTED YEAR 1 2016	
County	Actual FY15 expenditures		TOTAL BUDGET	% Change
Dukes	\$ 2,932,824	Over	\$ 2,932,824	0.00%
Berkshire	\$ 17,806,767	Over	\$ 17,806,767	0.00%
Franklin	\$ 15,359,321	Under	\$ 17,641,489	14.86%
Hampshire	\$ 14,046,246	Under	\$ 16,133,310	14.86%
	\$ 47,212,334		\$ 51,581,566	9.25%
Barnstable	\$ 28,442,932	Over	\$ 28,442,932	0.00%
Norfolk	\$ 32,539,568	Over	\$ 32,539,568	0.00%
	\$ 60,982,500		\$ 60,982,500	0.00%
Plymouth	\$ 58,226,245	Over	\$ 58,226,245	0.00%
Worcester	\$ 45,924,369	Under	\$ 52,748,051	14.86%
Middlesex	\$ 68,262,033	Over	\$ 68,262,033	0.00%
Bristol	\$ 47,805,896	Over	\$ 47,805,896	0.00%
	\$ 220,218,542		\$ 227,042,224	3.10%
Suffolk	\$ 104,049,929	Over	\$ 104,049,929	0.00%
Hampden	\$ 77,760,125	Over	\$ 77,760,125	0.00%
Essex	\$ 59,581,297	Under	\$ 68,434,197	14.86%
	\$ 241,391,351		\$ 250,244,251	3.67%
Total	\$ 572,737,550		\$ 592,783,365	3.50%

Projections

- 3.5% overall budget increase
- 2% cut to each sheriff with that money being apportioned to underfunded Sheriffs,

Total Dollars for all Counties -->		\$ 572,737,550	\$ 592,783,365	
Baseline Year Actual Expenditures		Is the County Over or Under Funded based on the Formula?	PROJECTED YEAR 1 2016	
County	Actual FY15 expenditures		TOTAL BUDGET	% Change
Dukes	\$ 2,932,824	Over	\$ 2,976,816	1.50%
Berkshire	\$ 17,806,767	Over	\$ 18,073,869	1.50%
Franklin	\$ 15,359,321	Under	\$ 16,893,807	9.99%
Hampshire	\$ 14,046,246	Under	\$ 15,449,548	9.99%
	\$ 47,212,334		\$ 50,417,223	6.79%
Barnstable	\$ 28,442,932	Over	\$ 28,869,576	1.50%
Norfolk	\$ 32,539,568	Over	\$ 33,027,661	1.50%
	\$ 60,982,500		\$ 61,897,237	1.50%
Plymouth	\$ 58,226,245	Over	\$ 59,099,638	1.50%
Worcester	\$ 45,924,369	Under	\$ 50,512,481	9.99%
Middlesex	\$ 68,262,033	Over	\$ 69,285,964	1.50%
Bristol	\$ 47,805,896	Over	\$ 48,522,984	1.50%
	\$ 220,218,542		\$ 227,421,067	3.27%
Suffolk	\$ 104,049,929	Over	\$ 105,610,678	1.50%
Hampden	\$ 77,760,125	Over	\$ 78,926,526	1.50%
Essex	\$ 59,581,297	Under	\$ 65,533,817	9.99%
	\$ 241,391,351		\$ 250,071,021	3.60%
Total	\$ 572,737,550		\$ 592,783,365	3.50%

Projections

- 2% overall budget cut coming from the overfunded counties only

Total Dollars for all Counties -->		\$ 572,737,550	\$ 561,282,799	
Baseline Year Actual Expenditures		Is the County Over or Under Funded based on the Formula?	PROJECTED YEAR 1 2016	
County	Actual FY15 expenditures		TOTAL BUDGET	% Change
Dukes	\$ 2,932,824	Over	\$ 2,856,093	-2.62%
Berkshire	\$ 17,806,767	Over	\$ 17,340,893	-2.62%
Franklin	\$ 15,359,321	Under	\$ 15,359,321	0.00%
Hampshire	\$ 14,046,246	Under	\$ 14,046,246	0.00%
	\$ 47,212,334		\$ 46,746,459	-0.99%
Barnstable	\$ 28,442,932	Over	\$ 27,698,786	-2.62%
Norfolk	\$ 32,539,568	Over	\$ 31,688,242	-2.62%
	\$ 60,982,500		\$ 59,387,029	-2.62%
Plymouth	\$ 58,226,245	Over	\$ 56,702,885	-2.62%
Worcester	\$ 45,924,369	Under	\$ 45,924,369	0.00%
Middlesex	\$ 68,262,033	Over	\$ 66,476,109	-2.62%
Bristol	\$ 47,805,896	Over	\$ 46,555,161	-2.62%
	\$ 220,218,542		\$ 215,658,523	-2.07%
Suffolk	\$ 104,049,929	Over	\$ 101,327,695	-2.62%
Hampden	\$ 77,760,125	Over	\$ 75,725,704	-2.62%
Essex	\$ 59,581,297	Under	\$ 59,581,297	0.00%
	\$ 241,391,351		\$ 236,634,696	-1.97%
Total	\$ 572,737,550		\$ 561,282,799	-2.00%

Projections

- FY17: 0% overall budget increase, 1% cut to overfunded Sheriffs redistributed to underfunded Sheriffs

Total Dollars for all Counties -->		Is the County Over or Under Funded based on the Formula?	\$ 587,294,262	
Baseline Year Actual Expenditures			PROJECTED YEAR 1 2017	
County	FY16 Approved Spending		TOTAL BUDGET	% Change
Dukes	\$ 2,985,965	Over	\$ 2,956,106	-1.00%
Berkshire	\$ 18,293,308	Over	\$ 18,110,375	-1.00%
Franklin	\$ 15,402,525	Under	\$ 15,893,446	3.19%
Hampshire	\$ 14,232,703	Under	\$ 14,686,339	3.19%
	\$ 47,928,536		\$ 48,690,161	1.59%
Barnstable	\$ 28,442,715	Over	\$ 28,158,288	-1.00%
Norfolk	\$ 33,945,930	Over	\$ 33,606,470	-1.00%
	\$ 62,388,645		\$ 61,764,758	-1.00%
Plymouth	\$ 59,563,191	Over	\$ 58,967,559	-1.00%
Worcester	\$ 45,981,890	Under	\$ 47,447,462	3.19%
Middlesex	\$ 68,910,585	Over	\$ 68,221,480	-1.00%
Bristol	\$ 49,387,573	Over	\$ 48,893,697	-1.00%
	\$ 223,843,239		\$ 223,530,197	-0.14%
Suffolk	\$ 105,264,899	Over	\$ 104,212,250	-1.00%
Hampden	\$ 80,243,358	Over	\$ 79,440,924	-1.00%
Essex	\$ 64,639,621	Under	\$ 66,699,867	3.19%
	\$ 250,147,878		\$ 250,353,041	0.08%
Total	\$ 587,294,262		\$ 587,294,262	0.00%



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