



REPORT – JAIL STAFFING AND OPERATIONS ANALYSIS

JANUARY 9, 2026

HENNEPIN COUNTY, MINNESOTA

MATRIX
CONSULTING GROUP

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1. STUDY OVERVIEW AND SUMMARY

Hennepin County, in cooperation with the Hennepin County Sheriff's Office (HCSO), retained Matrix Consulting Group to conduct a comprehensive staffing and operations assessment of the HCSO Adult Detention Division (ADD). This report provides the analysis and findings of that effort.

1. BACKGROUND AND SCOPE OF THE STUDY

This study was launched in June 2025 to provide an independent and objective assessment of the ADD operations and staffing requirements at the two jail facilities located at City Hall and the Public Safety Facility (PSF). The project team reviewed current operational and staffing methods to identify the staffing needs necessary for efficient and effective detention operations. Additionally, various operational protocols were examined to determine if adjustments to practices would be advantageous.

The scope of the study encompassed the following:

- An assessment of current detention operations, including workload and service level objectives based on internal policies and procedures, American Correctional Association (ACA) guidelines, and Minnesota Department of Corrections (MNDOC) directives.
- A comparison of current service levels to prevailing or emergent best practices to identify areas of unmet needs and opportunities to create greater efficiencies.
- A review of the fixed post staffing plan and identification of opportunities for improvement.
- An analysis of current staffing needs by incorporating net annual work hours (otherwise known as relief factor) into the fixed post staffing plan. This was completed for a variety of applicable positions (e.g., Detention Deputy).

In summary, this study, through its various steps, is designed to provide a comprehensive staffing assessment of the Hennepin County Sheriff's Office Adult Detention Division.

2. METHODOLOGY USED TO CONDUCT THE STUDY

The project team utilized several approaches to fully understand the service environment and issues relevant to the study, including the following:

- Interviews with Sheriff's Office leadership, supervisors, and line-level staff throughout the ADD. Interviews were conducted primarily on-site during two independent site visits.
- Observations of the operations at the Jail. The project team was on-site in two separate weeks over the summer, observing operations and shadowing staff at various duty stations.
- Data Collection across various functional areas to enable objective analyses.

- Iterative and interactive processes in which the project team first developed an understanding of the current organization and service delivery system, identified various issues, and assessed staffing, operational, and scheduling needs.

Throughout the process, various findings and interim deliverables (e.g., current state profile) were reviewed with County Administration and Sheriff’s Office leadership.

3. KEY FINDINGS

As part of the analysis, several key findings emerged that impact the current and future operations of the Adult Detention Division. Key findings and observations include:

- The two-location operation of the Adult Detention Division, situated at the Public Safety Facility and City Hall, particularly with differing jail design principles, significantly impacts overall operations and results in a notable increase in staff requirements compared to a single-facility direct supervision jail.
- Based on jail design, minimum staffing requirements per Minnesota Department of Corrections (MNDOC) directives stipulate there are 28 duty stations in Housing operations that must be staffed. This is the bare minimum staffing and does not meet the study’s recommended minimum staffing or optimal staffing requirements.

JAIL HOUSING MNDOC MINIMUM STAFFING

Housing Floor	Floor Quads	Beds on Floor	MNDOC Ratio	Min. Deputies Needed
Public Safety Facility (PSF)				
Floor 3	8-10	90	1:40	3
Floor 4/5	11-12	120	1:60	2
Floor 6/7	13-14	120	1:60	2
City Hall				
Floor 4	1-4	274	1:25	11
Floor 5	5-7	235	1:25	10
Total Deputy Minimum per Shift				28

- A fixed post staffing plan assigns each duty post (station or position) within the jail and outlines the hours each post operates daily. Most posts operate around the clock. Currently, the fixed posts for the ADD include 42 duty stations at the Public Safety Facility (PSF) and City Hall. These duty stations include fixed posts such as housing, floor control, and intake, among others.
- In addition to fixed posts, there are currently 23 non-operational Detention Deputy assignments, which include: Classification, Facility Maintenance, Standards and Compliance, Programs, K9, Release Unit, Jail Intel, and Administrative Deputy.
- Incorporating a relief factor that considers the impact of leave and training on the Adult Detention Division's operations requires a Net Annual Work Hour (NAWH) calculation for the fixed post

positions. Although this calculation has been done internally at HCSO for several years, it was not adopted during annual budget planning. This report strongly recommends using NAWH calculations for fixed posts (it is not necessary for non-operations Detention Deputies, as discussed in Chapter three).

- The table below summarizes the Detention Deputy staffing needs based on the existing fixed posts and optimal plans, with and without an applicable relief factor calculated by NAWH. Details about these changes are provided in the body of this report.

DETENTION DEPUTY REQUIREMENTS – CURRENT VS. OPTIMAL PLAN

Housing Floor	Without Relief Factor	With Applicable Relief Factor
Fixed Post Current Staffing Plan	229	280
Non-Operations Current Staffing Plan	23	23
TOTAL	252	303
<i>Fixed Post Optimal Staffing Plan</i>	<i>244</i>	<i>298</i>
<i>Non-Operations Optimal Staffing Plan</i>	<i>20</i>	<i>20</i>
TOTAL	264	318

- If the Adult Detention Division needs to operate at suboptimal staffing levels, a minimum staffing level has been established based on facility design and operational requirements. This ADD model is above the MNDOC requirements and is as follows:

RECOMMENDED JAIL HOUSING MINIMUM STAFFING

Housing Floor	Floor Quads	MNDOC Min. Deputies Needed	Current Staffing Plan Day	Current Staffing Plan Night	Recommended Min. Deputies Needed - Day	Recommended Min. Deputies Needed - Night
Public Safety Facility (PSF)						
Floor 3	8-10	3	6	4	6	4
Floor 4/5	11-12	2	3	2	5	3
Floor 6/7	13-14	2	3	2	5	3
City Hall						
Floor 4	1-4	11	11	11	12	12
Floor 5	5-7	10	10	10	10	10
Total Deputy Minimum		28	33	29	38	32

- Another practical method for managing absentee relief needs is called the Relief or Flex Pool. This different philosophical approach, detailed in this report, uses dedicated personnel on each shift to provide leave coverage and fill other assignments as needed. The Flex Pool concept can be adapted by shrinking or expanding in size based on budgetary and staffing realities. Per the analysis, the Adult

Detention Division can fluctuate from a minimum of 264 Detention Deputies in the optimal plan (which would require significant overtime) up to the 318 positions. By example, if 284 staff were available, 20 Detention Deputies would be assigned the Flex Pool (284 - 264=20).

- Looking ahead in the medium to longer term, consideration could be given to reinstating the Detention Technician position which was used by HCSO several years ago. Although this would reduce the flexibility associated with a Detention Deputy role, it would be offset by the specialized skills of a Detention Technician at a much lower annual salary and benefits cost. Based on the analysis, 28 Detention Technicians could replace 28 Detention Deputies, resulting in an estimated yearly savings of \$604,500¹.
- Currently, 23 sergeant positions are authorized in the ADD. After reducing two Specialty sergeants through consolidation and adding eight Operations sergeants, the net requirement for additional sergeant positions is six. There are no suggested changes in Captain or Lieutenant positions.
- The HCSO is in the process of reallocating some positions from the ADD to other Sheriff divisions. The resources needed for these functions have been assessed. Weapons Screening requires nine licensed deputies, including a relief factor. Hennepin Healthcare Guard Duty averages four licensed deputies around the clock (which can vary significantly), roughly equating to about 20 licensed positions for this duty. This guard effort will need additional support through various means, such as overtime, as explained in this report. Medical transportation services are managed mainly by the recently approved transfer of four licensed deputies to the Courts. However, some unpredictable and essential workloads—like ambulance runs—may need to be handled by ADD rovers, overtime, the Flex Pool, or other licensed HCSO personnel.
- For most civilian operations in the ADD, current staffing levels are appropriate. The Central Records operation could benefit from the addition of more line personnel to accommodate leave, unfunded mandates, and other key operational business practices.

These are just a few of the key findings and themes that will be analyzed in more detail later in this report.

4. PHASED IMPLEMENTATION

Considering significant budget constraints for the upcoming fiscal year and possibly the near future, recommended staffing increases can be phased. The Adult Detention Division received approval from County Administration to hire over complement to increase the Detention Deputy staff. In Q3 2025, HCSO in partnership with County Human Resources Department, launched an aggressive recruitment effort, and by October, 288 Deputy positions are filled. A majority of these personnel are Detention Deputies (versus licensed Sheriff Deputies assigned to the Jail). This number exceeds staffs' authorized level of

¹ Average salary and benefit difference is \$21,586 based on Detention Deputy annual of \$111,540 versus Detention Technician of \$89,954.

260 in FY 2025 by 28 positions. Soon, the ADD will transfer 4 of these deputies to the Courts Division to assist with medical runs, bringing the total to 284 positions by year end. This includes 45 licensed personnel.²

The current fixed-post staffing plan, which includes a relief factor, requires 303 personnel, while the optimal staffing plan, as devised by the Matrix Consulting Group, requires **318** detention deputy personnel, as noted above. A staged three-year plan to transition from existing to optimal operations may look as follows:

THREE-YEAR PHASE-IN TO REACH OPTIMUM JAIL STAFFING

Fiscal Year	Detention Deputy	Sergeant	Central Records Clerical
2025 (12/25)	284	23	56.1
2026	290-300	23	60
2027	300-310	26	62
2028	318	29	65.4

The following observations should be considered with respect to a phased approach from 2025 to 2028:

- The table summarizes major revisions to core Adult Detention Division staffing needs for the Jail:
 - Fixed post-detention deputies in Operations (e.g., Housing) and Non-Operations (e.g., Classifications) are currently at 284 positions and should increase incrementally to 318 positions over the three-year period.
 - Sergeant positions should increase gradually from 23 to 29 over the three-year period.
 - Central Records Clerical positions should increase incrementally from 56.1 to 65.4 over the three-year period.

The table excludes other civilian staff (such as cooks), who remain unchanged. Additionally, supplemental licensed deputy roles—such as hospital guard duty and weapons screening—are being transferred from the Adult Detention Division to other HCSO Divisions; therefore, they are not shown in the Jail table above. Details on these HCSO licensed deputy staffing needs are provided in Chapter 4.

- In fiscal year 2026, the HCSO committed to a staffing level of 883 Board-authorized FTEs. By year-end, the HCSO will likely have closer to 920-930 FTEs based on current data. This will necessitate a reduction in staff across the agency during 2026, which may include the ADD. Consequently, unexpected decreases in the Adult Detention Division may remain unfilled, potentially reducing the ADD to 290 Detention Deputy personnel over 2026.

² In 2025 there were 381 budgeted positions for the ADD. These are civilian, supervisor, manager and other staff beyond the Deputy compliment such as in Central Records.

- Fiscal year 2027 provides a sufficient planning horizon to work toward the ADD optimal staffing plan. A Detention Deputy staffing contingent of 300-310 should be expected.
- In fiscal year 2028, the achievement of the optimal staffing plan of 318 Detention Deputies should be projected.
- While no sergeants are added in the first year of the phase-in, years two and three each add three sergeant positions to reach the recommended total of 29 personnel.
- This phased approach does not address any reduction in licensed deputy personnel, which must be retained in the Adult Detention Division until vacancies elsewhere in the HCSO permit such transfers. This will delay the goal of assigning only unlicensed Detention Deputies to the jail operation.
- Notably, failing to fill positions to the optimal staffing level can lead to several issues, including additional overtime, minimal staffing on some days, reduced supervision, and delays in implementing best practices that improve jail operations.

There are several other multi-year plans that can be devised, in lieu of the above, to gradually implement hiring and reach optimal staffing levels. These plans can be developed internally. However, any delays in deploying personnel will result in operational disadvantages, as noted in this report.

5. SUMMARY OF RECOMMENDATIONS

This report represents the culmination of the study, presenting the results of our analysis and recommendations. The following table provides a comprehensive list of all the recommendations made, presented in the order they appear in the report.

#	Recommendation
Fixed Post Jail Operations and Staffing Analysis	
1	Develop all future Adult Detention Division staffing plans with an appropriately calculated relief factor based on Net Annual Work Hours.
2	Implement the described changes in the existing fixed post staffing plan, including adjustments to some duty station assignments, expanded use of rovers, and the full transfer of responsibilities such as Weapons Screening to Courts.
3	As soon as practical, establish the optimal fixed post staffing plan requiring 298 licensed or unlicensed Detention Deputies.
4	Adopt, as soon as practical, an internal minimum staffing plan that exceeds Minnesota Department of Corrections directives of 28 personnel 24/7, with at least 38 Detention Deputies on Day Shift and 32 on Night Shift.
5	Deploy the Flex Pool as outlined in this report to account for the relief factor and support other essential daily tasks.

#

Recommendation

-
- 6 Over the next two years, consider re-establishing the Detention Technician position, which could replace 28 Detention Deputy roles, resulting in an estimated annual savings of \$604,500.
-

Jail Non-Operations Staffing Analysis

- 7 Eliminate the Release Unit consisting of two Detention Deputies and one Sergeant. Transfer all personnel to other assignments.
 - 8 Reduce the number in Classification from nine Detention Deputies to eight by reassigning the vacant position. Implementing recommendations #7 and #8 would decrease the number of specialty Detention Deputies from 23 to 20.
 - 9 Merge the Administrative Sergeant and the Standards & Compliance Sergeant into one role, such as a "Specialized Services" Sergeant.
 - 10 Create a Rover Sergeant duty post responsible for overseeing all rover positions.
 - 11 Assign the Command Center Sergeant to manage the Flex Pool.
 - 12 Establish a relief factor for Operations Sergeants based on Net Annual Work Hours.
 - 13 When practical and based on recommended changes, approve 29 Sergeant positions, an increase of six above the current 23 authorized.
-

Jail Supplemental Staffing Analysis

- 14 Assign nine licensed deputies to Courts' Weapons Screening to accommodate shift coverage and a relief factor.
 - 15 Manage Hospital staffing requirements through a variety of approaches including deputies currently contracted at the hospital, overtime, a dedicated fixed post team, Flex Pool usage, and temporary assignment of rovers.
 - 16 Use rovers and Flex Pool assigned staff, with periodic support from other divisions, to address unscheduled medical runs such as ambulance or jail van transports.
 - 17 As Adult Detention Division needs evolve, revisit annually the staffing requirements for minimum staffing, optimal staffing, and ADD-defined ideal staffing levels.
-

Civilian Staffing Analysis

- 18 Excluding Central Records, when practical, fill all civilian non-Detention Deputy-authorized staffing levels (e.g., Senior Cook).
 - 19 Based on current and expected workloads in Central Records due to changing mandates, hire 9 additional line personnel beyond existing authorized staffing levels. Add these personnel over the next three-year planning horizon.
-

#	Recommendation
20	Evaluate the jail medical unit business practices, now operated by Hennepin Healthcare, and identify areas where revised approaches can better accommodate Adult Detention Division operations.

2. FIXED POST JAIL OPERATIONS ANALYSIS

This chapter will analyze the fixed post staffing plan for the Adult Detention Division (ADD). This analysis focuses on Detention Deputies assigned to various duty posts, mainly in the jail's core detainee service areas. Post assignments could include the Intake Process, represented by Intake Control, Sally-port deputies (Admissions), Processing, Fingerprinting, and Post-booking (housing). This plan excludes non-operation (or non-fixed post) deputy assignments, such as Classification. It also excludes ADD support services performed by licensed deputies, such as detainee guard duty at Hennepin Healthcare's Hennepin County Medical Center (HCMC). Finally, staffing for other civilian staff (i.e., Records) are discussed separately. The chapter will include an analysis of the Detention Deputy fixed post staffing plan, identify changes to the current staff deployment, and determine the total staff needed based on net annual work hours (NAWH).

1. JAIL FACILITY DESIGN OVERVIEW

The HCSO Adult Detention Division operates two facilities: the Public Safety Facility (PSF), which has more modern jail architecture, and the older City Hall. The PSF has a capacity of 330 beds, while the City Hall holds 509 beds, totaling 839 beds for detainees. These two facilities are situated across the street from each other, with staff and escorted detainees able to move between them via underground tunnels.

There are three central jail architectural models: Direct Supervision, Indirect Supervision (also known as remote surveillance), and Linear. The PSF exhibits both direct and indirect supervision features, while City Hall is a linear facility. The following explains the three models:

(1.1) DIRECT SUPERVISION

Direct supervision jail design reflects a modern correctional philosophy that prioritizes safety, accountability, and human interaction over traditional "linear" or "remote surveillance" models of incarceration. In this design, housing units revolve around an open dayroom, with cells lining the perimeter and usually no physical barriers between detainees and staff inside the unit. The main idea is the constant presence of detention personnel within the living area, where they directly supervise detainees instead of observing them from secure corridors or control booths.

This design highlights proactive management through direct communication and observation. By staying close to detainees, staff can quickly spot and resolve potential conflicts, prevent negative behavior, and build positive relationships with those housed. Research shows that facilities using direct supervision have lower rates of violence, vandalism, and disciplinary issues. The environment promotes a sense of normalcy, encouraging detainees to take more responsibility for their actions while fostering mutual respect between staff and incarcerated individuals.

Architecturally, direct supervision jails incorporate features that enhance visibility and minimize blind spots, allowing personnel to maintain a full awareness of the unit. Generally, this design requires fewer

fixed posts because the safety of detention staff is supported by better sightlines, layout, and situational awareness, which enable personnel to arrive quickly if needed. The Minnesota Department of Corrections (MNDOC) states that a direct supervision facility must maintain a minimum staffing ratio of 1 detention staff to 60 detainees (1:60) always on every floor.

(1.2) INDIRECT SUPERVISION

Indirect supervision jail design is a traditional correctional model in which detention personnel monitor detainees primarily from secure, enclosed stations, rather than through constant direct contact. In this setup, housing units are generally arranged in corridors or pods with rows of cells facing a central vestibule. Officers observe activity through bars, doors, or windows and depend on security cameras, intercoms, observation platforms, and scheduled rounds to keep order. The design establishes a clear physical and psychological separation between staff and detainees, focusing on housing population control through barriers rather than constant presence.

This type of facility generally features long corridors, multiple tiers, and centralized control rooms. Movement within the jail is highly structured, with detainees escorted in groups or individually to designated areas such as dining halls, recreation yards, or program rooms. Because detention staff are not embedded within the core housing/dayroom, communication is often more formal and limited, thereby maintaining a sense of authority and distance.

Indirect supervision has advantages in terms of staff safety, as physical barriers reduce the likelihood of spontaneous assaults. It can allow fewer staff to oversee larger populations from a secure vantage point. Still, given typical indirect supervision jail layouts, it regularly requires more detention staff upon direct detainee engagement. Moreover, since continual observation is required through direct line-of-sight or visual technologies, sufficient staff are needed to maintain “eyes-on.” MNDOC, therefore, requires indirect supervision jail facilities to have a 1:40 detention deputy-to-detainee ratio. Indirect facilities have been increasingly criticized for their potential to contribute to higher rates of violence, vandalism, and contraband trafficking compared to direct supervision models. Despite these challenges, many older facilities still operate under the indirect supervision philosophy.

(1.3) LINEAR JAIL FACILITY

A linear jail facility is a correctional design characterized by long corridors with rows of cells, usually arranged in a straight or slightly angled line. This traditional style, known as the “corridor model,” appeared in the mid-20th century. In a linear jail, detainees are housed in single-or multiple-occupancy cells facing a central hallway. Staff typically patrol these hallways on foot, performing regular checks through small windows or bars in the cell doors.

The main characteristic of this facility type is its dependence on indirect supervision. Staff are only present during scheduled patrols rather than continuously monitoring, which can pose challenges for maintaining safety and order. Since detainees are not under constant watch, opportunities for misconduct, contraband exchange, or violence may increase. Control mainly relies on physical barriers, such as locked doors and restricted movement.

Common areas, such as dayrooms, showers, or recreational spaces, are often separate from the housing units and accessed through controlled gates. This segmented design can limit flexibility and reduce program opportunities for detainees, as movement requires extensive coordination and allocation of staff resources.

While linear jails were once widely used for their simplicity and cost-effectiveness, they have significant drawbacks compared to more modern facilities. High staff-to-detainee ratios, limited visibility, and reliance on physical separation rather than interaction contribute to operational inefficiencies.

MNDOC indicates that a linear jail facility must always have a minimum staffing ratio of 1 detention deputy to 25 detainees (1:25) on every floor of the facility.

(1.4) SUMMARY OF ADULT DETENTION DIVISION JAIL FACILITIES

Total capacity of the HCSO Adult Detention Division jails is 839³ beds.

- The Public Safety Facility (PSF) is composed of Quads 8-14, each with housing mods. The PSF also houses a four-bed infirmary. Quad Eight has the most “mods” with three, ranging in bed space from 4 to 24 (one mod with four, one mod with 24, and one mod with 12). Quad Nine has two mods, each with a capacity of 13. Quad Ten has two “mods,” each with a capacity of 12. Quads 11-14 are individual direct supervision mod with a capacity of 60 beds. It has 330 beds in total.
- City Hall has seven Quads, largely with very different designs given the linear nature of the architecture and the housing layouts. Quad 5, for example, has eight separate housing sections, ranging from three to 22 beds. It has 509 beds in total.
- Each Quad and/or mod houses different detainee populations based on various risk factors or other differentiation requirements (e.g., male versus female).

³ This excludes 4 beds in Infirmary in the PSF.

JAIL HOUSING OVERVIEW

Housing Unit	Bed Capacity	Bed Range per Mod	Facility Type
Public Safety Facility (PSF)			
Infirmary	4	4	Linear
Quad 8	40	4-24	Indirect Supv.
Quad 9	26	13	Indirect Supv.
Quad 10	24	12	Indirect Supv.
Quad 11	60	60	Direct Supv.
Quad 12	60	60	Direct Supv.
Quad 13	60	60	Direct Supv.
Quad 14	60	60	Direct Supv.
City Hall			
Quad 1	80	2-17	Linear
Quad 2	50	1-18	Linear
Quad 3	74	2-22	Linear
Quad 4	70	8-24	Linear
Quad 5	104	3-22	Linear
Quad 6	59	2-20	Linear
Quad 7	72	5-21	Linear

In summary, City Hall’s linear jail design, with several separate, smaller cell areas, in conjunction with the actual architectural and cell layout, creates challenges. These issues, in conjunction with MNDOC’s minimum staffing requirements, have a notable impact on jail fixed-post staff requirements.

(1.5) MINIMUM STAFFING HOUSING REQUIREMENTS

Minimum staffing requirements based on MNDOC staff-to-detainee ratios should be considered the bare minimum of Detention Deputies required to operate a facility. Based on these requirements, the following table shows the minimum staffing necessary, by jail facility floor, that must always be deployed (irrespective of detainee lockdown, off-hours, etc.).

JAIL HOUSING MND OC MINIMUM STAFFING

Housing Floor	Floor Quads	Beds on Floor	MND OC Ratio	Min. Deputies Needed
Public Safety Facility (PSF)				
Floor 3	8-10	90	1:40	3
Floor 4/5	11-12	120 ⁴	1:60	2
Floor 6/7	13-14	120	1:60	2
City Hall				
Floor 4	1-4	274	1:25	11
Floor 5	5-7	235	1:25	10
Total Deputy Minimum				28

An effective illustration of how these are minimum staffing levels is recognizing that the ADD would meet the MND OC minimum standards by operating only seven deputies in the PSF for 330 detainees housed on multiple floors. This would essentially result in a near-full lockdown per day to help ensure deputy and detainee safety.

2. HOUSING CLASSIFICATION

Housing classification is essential for determining how a detention facility assigns and manages fixed posts. It involves evaluating detainees based on factors such as security risk, criminal history, behavioral tendencies, medical or mental health needs, and gang affiliations. These evaluations influence housing placements and supervision requirements, which in turn affect staffing needs.

For example, detainees classified as maximum security require more detention personnel presence because of higher risks of violence, escape attempts, or disruptive behavior. In such housing units, fixed posts might include deputies stationed inside dayrooms, control centers, or sally ports to ensure constant surveillance and quick response. In contrast, minimum security populations, often made up of nonviolent or low-risk offenders, may need fewer fixed posts, with personnel taking on broader oversight roles like supervising dormitories or managing movement.

Detainee classifications also affect specialized posts. Mental health or medical units may need more frequent or 24/7 detention personnel presence, while segregation units require close monitoring to ensure safety and enforce restricted movement. Additionally, classification influences post flexibility: a high number of gang-affiliated detainees necessitates special housing considerations.

⁴ Excludes the four beds in the Infirmary in the event detainee(s) is transferred from City Hall for medical purposes.

By aligning staffing patterns with detainee risk profiles, facilities balance safety, security, and resource efficiency. Detainee classification in housing units, therefore, influences fixed posts and ultimately Detention Deputy staffing needs.

3. CURRENT STAFFING PLAN (DETENTION DEPUTY)

The current ADD staffing plan for Detention Deputies covers those assigned to duty or fixed posts plus non-operational posts, as outlined in the following sub-sections.

(3.1) CURRENT FIXED POST STAFFING PLAN (DETENTION DEPUTY)

A fixed post staffing plan assigns each duty post (station or position) within the jail and specifies the hours each post operates daily. Most posts operate around the clock. Currently, the fixed posts for the ADD include 42 duty stations at the Public Safety Facility (PSF) and City Hall. An example is the Intake Process, which involves duty posts such as Intake Control, Sally-port deputies (Admissions), Processing, Fingerprinting, and Post-booking (housing).

CURRENT NON-OPERATIONS STAFFING PLAN (DETENTION DEPUTY)

There are **23** non-operations Detention Deputy assignments, which include classification, facility maintenance, standards and compliance, programs, K9, release unit, jail intel, and administrative deputy. These deputy positions are assigned to duties and roles as follows:

NON-OPERATIONS DEPUTY ASSIGNMENTS

Non-operations Deputy Assignment	Actual
Classification	9
Facilities Maintenance Unit (FMU)	2
Standards and Compliance Unit (SCU)	2
Programs	4
K9	2
Administrative Deputy	1
Release Unit	2
Jail Intel	1
TOTAL	23

(3.2) SUMMARY OF THE CURRENT DETENTION DEPUTY STAFFING PLAN

The current ADD Detention Deputy staffing strategy developed by HCSO is a suitable approach for managing the two jail facilities. However, it has limitations that will be discussed later. Essentially, if the existing fixed-post staff plan is filled with trained personnel, it would meet MNDOC staffing requirements. Filling these positions without a relief factor requires **252** (229+23) Detention Deputy personnel. This is compared to the **260** positions authorized by the Hennepin County Board in fiscal year 2025.

As discussed in detail later, best practices recommend including a relief factor in a staffing plan based on Net Annual Work Hours (NAWH), especially for fixed post assignments that must always be staffed.

The relief factor is a crucial calculation that results in needing more staff than the baseline 252 positions mentioned above.

4. FUTURE FIXED POST STAFFING PLAN (DETENTION DEPUTY)

This section provides an overview of the recommended fixed post staffing plan for the PSF and City Hall. It reviews each of the 42 duty stations identified by the ADD as operational fixed posts. Notably, the HCSO removed one of these duty stations during this study. The PSF Med Room staff were transferred to the Transportation Unit within the Court and Field Services Bureau. This transfer, involving four licensed deputy personnel, is reflected in this future staffing plan.

This future fixed post staffing plan should be considered the optimal staffing plan for the ADD to implement as annual budgetary realities allow. This staffing plan assumes no changes to MNDOC directives or other legislative actions. It incorporates additional Detention Deputy positions beyond the current fixed post staffing plan.

The following table summarizes the duty stations or fixed posts; the risk (High, Medium, Low) associated with the position based on personal interactions with detainees, safety risks, and other factors, and current and recommended staffing changes. The table includes descriptive notes where appropriate.

FUTURE FIXED POST STAFFING PLAN (OPTIMAL)

Fixed Post	Risk (High, Med, Low)	Current M-F Day shift	Current M-F Night shift	Current Wkend (Day or Night Shift)	New M-F Day shift	New M-F Night shift	New Wkend (Day or Night Shift)	+/- Change Day	+/- Change Night	+/- Change Wkend	Notes/Recommendations
PSF Weapons Screen	L	0	1	1	0	0	0	0	-1	-1	ADD staff this post on nights and weekends, court security during days. Requires licensed deputy. Fully transfer fixed post to Courts.
PSF Professional Visitation	L	1	0	0	0	0	0	-1	0	0	Position most often filled by Principal Office Specialist with Detention Officer relief. Relieve with future Detention Technician or other Records staff.

DETAINEE MANAGEMENT SERVICES (FIXED POSTS)

Intake Control	L	1	1	1	1	1	1	0	0	0	See later discussion of alternative staffing RE: Detention Technician.
Admissions	H	2	3	2D/3N	2	3	2D/3N	0	0	0	Handled, when needed, with additional Intake Rover positions.
Processing	M	2	2	2	2	2	2	0	0	0	
Fingerprinting	M	2	2	2	1	1	1	-1	-1	-1	Handled, when needed, with additional Intake Rover positions.
Post Booking	L	2	2	2	2	2	2	0	0	0	
Intake Rover	M	1	1	1	3	3	3	+2	+2	+2	See Rover section discussed later.
Court Staging	M	2	0	0	2	0	0	0	0	0	Court Staging assists, as available,
Release	L	1	1	1	1	1	1	0	0	0	
Transfer Release	L	1	0	0	1	0	0	0	0	0	
Kitchen/Laundry	L	1	0	1D/0N	1	0	1D/0N	0	0	0	
Cobra	L	1	1	1	1	1	1	0	0	0	See later discussion of alternative staffing RE: Detention Technician.

Fixed Post	Risk (High, Med, Low)	Current M-F Day shift	Current M-F Night shift	Current Wkend (Day or Night) Shift	New M-F Day shift	New M-F Night shift	New Wkend (Day or Night) Shift	+/- Change Day	+/- Change Night	+/- Change Wkend	Notes/Recommendations
Release	L	1	1	1	1	1	1	0	0	0	
Property Change	L	1	0	0	0	0	0	-1	0	0	Court Staging assists beginning 1600 hrs., Intake Rovers/Release to assist, as necessary.

DETAINEE HOUSING – PUBLIC SAFETY FACILITY (PSF FIXED POSTS)

Master Control	L	2	1	1	2	1	1	0	0	0	See later discussion of alternative staffing RE: Detention Technician
Housing Rovers	M	2	1	2D/1N	5	3	5D/3N	+3	+2	+2	See Rover section discussed later.
3rd Floor Control	M	1	0	1D/0N	1	0	1D/0N	0	0	0	Handled from 1830-2230 with additional Rover positions. 3rd Floor control is typically no longer staffed and assigned elsewhere on the floor.
3rd Floor Rover	M	1	0	1D/0N	0	0	0D/0N	-1	0	-5	Substituted with additional Housing Rovers.
Quad 8	M	1	1	1	1	1	1	0	0	0	
Quad 9	M	1	1	1	1	1	1	0	0	0	
Quad 9 (15min)	H	1	1	1	1	1	1	0	0	0	
Quad 10	M	1	1	1	1	1	1	0	0	0	
4th Floor Clinic	L	1	1	1	1	1	1	0	0	0	
Med Room	L	2	2	2	0	0	0	-2	-2	-2	Function and associated personnel transferred to Courts.
Quad 11	L	2	2	2	1	1	1	-1	-1	-1	Quad 11-14, each with 60 beds, can operate at same 1:60 ratio with the additional Housing Rover support.
Quad 12	L	1	1	1	1	1	1	0	0	0	

Fixed Post	Risk (H)igh, (M)ed, (L)ow	Current M-F Day shift	Current M-F Night shift	Current Wkend (D)ay or (N)ight Shift	New M-F Day shift	New M-F Night shift	New Wkend (D)ay or (N)ight Shift	+/- Change Day	+/- Change Night	+/- Change Wkend	Notes/Recommendations
Quad 13	L	2	2	2	1	1	1	-1	-1	-1	
Quad 14	L	1	1	1	1	1	1	0	0	0	

DETAINEE HOUSING – CITY HALL (FIXED POSTS)

CH Wpn. Screen	L	1	0	0	0	0	0	-1	0	0	ADD staff this post on days. Requires licensed deputy. Fully transfer fixed post to Courts.
4th Floor Control	L	1	1	1	1	1	1	0	0	0	See later discussion of alternative staffing RE: Detention Technician.
4th Floor Rover	H	0	0	0	3	2	3D/2N	+3	+2	+2.5	See Rover section discussed later. Utilize any at PSF, if critical situation there.
Quad 1	L	3	3	3	3	3	3	0	0	0	
Quad 2	H	2	2	2	2	2	2	0	0	0	
Quad 3	L	3	3	3	3	3	3	0	0	0	
Quad 4	M	3	3	3	3	3	3	0	0	0	
5th Floor Control	L	1	1	1	1	1	1	0	0	0	See later discussion of alternative staffing RE: Detention Technician.
5th Floor Rover	H	0	0	0	3	2	3D/2N	+3	+2	+2.5	See Rover section discussed later. Utilize any at PSF, if critical situation there.
Quad 5	M	4	4	4	4	4	4	0	0	0	
Quad 6	H	3	3	3	3	3	3	0	0	0	
Quad 7	H	2	2	2	2	2	2	0	0	0	
Quad 7 (15 min)	H	1	1	1	0	0	0	-1	-1	-1	Handled, when needed, with additional 4th or 5th Floor Rover positions. Female suicide watch population not as frequent as males.

(4.1) OPTIMAL FIXED POST STAFFING PLAN (DETENTION DEPUTY)

The fixed post staffing plan, as shown in the table above, includes 14 different staffing changes at the noted duty stations, resulting in **a need for 244** Detention Deputy positions, excluding any relief factor. This represents an increase of **15** Detention Deputies compared to the current fixed post staffing plan model, which was based on staffing requirements in 4-hour time blocks. The following subsections expand on key themes identified in the Notes column of the fixed post table.

(4.2) WEAPONS SCREENING

In the optimal fixed post staffing plan, the duty stations labeled as PSF Weapons Screen and City Hall Weapons Screen are entirely removed from ADD oversight because they require licensed deputy positions with arrest authority. Currently, Court Services staff the PSF Weapons Screen from 6:30 AM to 10:30 PM on weekdays, while ADD staffs the position from 10:30 PM to 6:30 AM on weekdays and all hours on weekends. Additionally, ADD staffs City Hall Weapons Screen 6:30 AM to 6:30 PM Monday-Friday. These weapons stations should be fully centralized in Court Services, not partially, since they need licensed deputies. ADD is working to transition licensed deputies out of the jails in the long term. The additional staffing required for Court Services to fully assume responsibility for Weapons Screening from ADD is discussed in another section.

(4.3) PSF PROFESSIONAL VISITATION

The previous fixed post model assigned this position to a Detention Deputy, although a Principal Office Specialist typically holds it. The reason for this was that a Detention Deputy provides coverage during leave or absenteeism. In conclusion, this position should be eliminated from the Detention Deputy fixed post plan. Moreover, during Specialist absenteeism a light duty Detention Deputy can fill this position.

(4.4) PSF MED ROOM

The PSF Med Room included licensed Detention Deputies transporting detainees to off-site medical appointments. As noted earlier, during this study, this task and the associated personnel have been transferred to the Transportation Unit.

(4.5) EXPANSION OF THE ROVER POSITION

In detention facilities, staffing strategies are carefully designed to strike a balance between safety, security, and efficiency. A common staffing role in detention operations is the rover position, which assigns a staff member to move between different areas of a facility rather than staying at a single post. Rover detention personnel perform various duties, including conducting rounds, assisting fixed post deputies, escorting detainees, responding to incidents, and filling temporary coverage gaps. While rover positions are very helpful to daily operations, they can also pose some challenges.

One of the primary advantages of rover positions is the increased flexibility they offer. Unlike fixed post personnel who remain in a single housing unit or security station, rovers are mobile and can adapt to the jail's changing needs. If an emergency occurs, rovers can quickly shift their focus to support areas under

stress, such as assisting with an altercation in a housing unit or backing up staff during a cell extraction. This adaptability strengthens the overall responsiveness of a facility.

Rovers also enhance safety and supervision. Their movement throughout the jail allows for frequent, unpredictable security checks, which deter detainee misconduct. Inmates are less likely to attempt contraband exchanges, fights, or escape attempts when they know rovers could appear at any time. This “floating presence” complements the fixed coverage of posts and contributes to a layered security system.

Another benefit is the support rovers provide to fixed posts. Deputies assigned to a housing unit or control station may be limited in their ability to move around or address unexpected issues. Rovers can provide break relief, assist with headcounts, escort detainees to medical or court appointments, and deliver supplies.

Rovers also contribute to facility coverage during periods of shortage. In times of limited staffing, rovers can temporarily monitor multiple areas, preventing lapses in supervision. Their broad training and familiarity with different parts of the facility make them valuable during shifts with unexpected absences or high detainee movement.

Despite their benefits, rover positions present certain challenges. One issue is divided attention. Since rovers oversee multiple areas, they might not gain as much familiarity with detainees or routines as fixed post deputies do. This can lessen their ability to spot subtle behavioral changes that could indicate conflicts or mental health issues. Conversely, rovers who lack initiative or are not closely supervised can become ineffective, “disappearing” for long periods because they don’t have a fixed post. These potential problems underscore the importance of Detention Deputies assigned to rover positions being highly diligent, experienced, and accountable.

Another disadvantage is the risk of delayed response times for larger or complex facility layouts. If a rover is covering a wide area, it may take longer to arrive at the scene of an incident compared to a fixed post position who is already stationed nearby. A slight delay can have significant consequences for staff and detainee safety.

Finally, the demanding nature of the role can contribute to mental and physical fatigue. Rovers often walk long distances, respond to frequent calls, and handle physically demanding tasks such as detainee escorts and emergency responses. Over time, this workload may lead to stress or burnout if not managed accordingly.

In summary, rover positions play a vital role in balancing flexibility, security, and operational efficiency. They enhance safety through unpredictable supervision, support fixed post staff, and ensure comprehensive coverage of the facility. By carefully managing rover assignments and integrating them with fixed posts, facilities can maximize their benefits while minimizing drawbacks. For these reasons, most additional detention deputy staffing positions are allocated to rover roles in the ADD housing and intake areas. Although the Adult Detention Division has reduced its reliance on rovers in recent years, the project team’s analysis suggests it is essential to reintroduce these rover roles in the two jail facilities.

These rovers enable modest reductions in other fixed posts but are primarily necessary to provide staffing and flexibility that enhance operational effectiveness and safety. In conclusion, regarding the added rover positions:

- Three Intake Rovers are recommended for the Intake and Release area to assist with cell checks, break relief, duty station support during busy times (e.g., Fingerprint, Property, etc.), and other related activities. One of these rovers can be primarily designated as a Post Booking rover, transporting detainees from Post Booking and Court Staging to the appropriate housing units in PSF and City Hall.
- PSF Housing Rovers include a recommended five positions on the Day shift and three positions on the Night shift. Rover positions will perform the various duties typically carried out by rovers and previously discussed, including supporting detainee movement between intake, housing, and courts when necessary. Regular and generally unpredictable security support to Quad 8-14 should be provided consistently to assist housing Detention Deputies. Such rover duties would include detainee count support, escort of specialized personnel (e.g. medical staff), break/meal relief, meal and pill pass observation, etc.
- City Hall Rovers include a recommended six positions on the Day shift and four on the Night shift. Unlike PSF, they are assigned by floor to ensure compliance with the MNDOC's 1:25 staff-to-detainee ratio. Floor assignments are also necessary to provide faster security coverage in the less-than-ideal linear architectural design of the jail and to enhance the safety of detainees and employees in an environment with a higher risk profile compared to the PSF. These housing rovers would perform similar duties to the PSF rovers, including tasks such as ensuring recreation time for detainees, among others.

(4.6) FIXED POST STAFFING REDUCTIONS

The noted fixed-post staffing reductions at various duty stations are primarily due to the increase in rover positions. For example, housing staff were reduced from two positions to one in PSF's Quads 11 and 13. These Quads are similar to Quads 12 and 14, which have operated with a single fixed post. With expanded rover coverage, these direct-supervision housing facilities provide sufficient Detention Deputy coverage and personal safety at the MNDOC staffing-to-detainee ratio of 1:60.

It should be reiterated that nearly all fixed post staffing reductions will be consequence of an increase in rover positions. Unless noted, staff reductions cannot occur without the corresponding increase in rover positions.

(4.7) MINIMUM STAFFING FOR OPTIMAL FIXED POST PLAN (DETENTION DEPUTY)

The optimal fixed post staffing plan aims to provide a safe and effective work environment for both staff and detainees. However, there will be times when, due to unforeseen circumstances like high absenteeism, the jail facilities must operate with minimal staffing. The MNDOC has issued statewide minimum staffing directives for housing that do not account for the unique needs and risk factors of each jail facility. Because minimum housing staffing requirements can vary significantly due to risk factors associated with facility design (such as the PSF and City Hall facilities), Matrix Consulting Group

proposes adjustments to minimum staffing requirements. The proposed minimum staffing levels are outlined in the table below, comparing jail facility day and night housing operations with MNDOC's minimum requirements and what presently exists for ADD.

JAIL HOUSING MINIMUM STAFFIN

Housing Floor	Floor Quads	MNDOC Min. Deputies Needed	Current Minimum Plan Day	Current Minimum Plan Night	Recommended Min. Deputies Needed - Day	Recommended Min. Deputies Needed - Night
Public Safety Facility (PSF)						
Floor 3	8-10	3 ⁵	6	4 ⁶	6	4
Floor 4/5	11-12	2	3	2	5	3
Floor 6/7	13-14	2	3	2 ⁷	5	3
City Hall						
Floor 4	1-4	11	11	11	12	12
Floor 5	5-7	10	10	10	10	10
Total Deputy Minimum		28	33	29	38	32

Notably, the table shows that the current staffing plan for the ADD, while exceeding MNDOC minimums for housing units, falls short of the recommended minimum staffing standards Matrix Consulting Group presents for the Day shift (38 vs. 33). This recommended minimum staffing level of 38 and 32 staff on the Day and Night shifts, respectively, requires 172 Detention Deputies (includes relief) assigned to Housing.

It is essential to understand that operating jail facilities with minimal staffing levels jeopardize safety, security, and overall facility operations. Working at minimal levels creates an unstable environment where a single unexpected incident—such as a fight, medical emergency, or attempted escape—can overwhelm the limited staff available. Detention personnel are tasked with supervising unpredictable populations; when staffing levels are consistently kept at the lowest, jail staff cannot effectively monitor housing units, respond quickly to emergencies, or maintain control over daily activities. This not only endangers deputy safety but also threatens detainees and other staff members, including medical personnel.

Consistently operating with the lowest staffing levels signals to both staff and detainees that safety is not the top priority. Detainees quickly notice when staff presence is weak, which can lead to disruptive

⁵ By example, MNDOC minimum of three deputies means there is not relief for any type of movement (to med room, to court, for lunch, etc.). The third floor has many problematic detainees, and consequently where the most liability likely resides. An increase in the minimum is warranted as shown by the Recommended Minimum column.

⁶ (6) until 2230: (4) 2230-0630, resulting in an “average” of 4 for Quads 8-10.

⁷Only (2) from 2230-0630 resulting in an “average” of 2 for Quads 11-14.

behavior, gang activity, and contraband trafficking. Without enough personnel to uphold authority, discipline declines, and the facility becomes reactive instead of proactive. Therefore, staffing at minimum levels should be the exception, not the norm.

(4.8) FIXED POST ALTERNATIVES TO DETENTION DEPUTIES – DETENTION TECHNICIANS

Like the reduction in rovers, over the years, HCSO has ceased using the Detention Technician job classification⁸. The last Detention Technician assigned to the ADD at the Master Control duty station in the Public Safety Facility retired in September 2025 during this project’s timeline. A Detention Deputy is now assigned. The reasoning behind the historical reduction is understandable. As vacancies for the Detention Deputy position increased and recruitment became more difficult nationwide, maintaining a “specialized” role, such as a technician, became less practical, even with the cost savings. Detention Deputies can take on many more responsibilities than Detention Technicians, providing greater operational flexibility. As a result, the technician position was mainly phased out. The use of detention personnel instead of technicians has become more common across the country due to ongoing recruitment and retention challenges in public safety staffing.

Despite the ongoing recruitment and retention crisis in many states, Hennepin County and HCSO have recently been successful in hiring Detention Deputies. As a result, they have recruited enough staff to bring their ADD staffing levels to numbers not seen in years. Moving forward, consideration could be given to reinstating the Detention Technician position. However, this would decrease the flexibility that comes with a Detention Deputy, though it would be balanced by the specialized skills of a Detention Technician at a much lower annual salary and benefits expense. The average pay for a Detention Deputy is \$111,540, while for a Detention Technician, it is \$89,954, resulting in \$21,586 annual savings per position.

The fixed posts that are practical for staffing by Detention Technician positions include:

- PSF Master Control.
- PSF 3rd Floor Control.
- City Hall 4th Floor Control.
- City Hall 5th Floor Control.
- PSF Professional Visitation (currently staffed by the Principal Office Specialist).

⁸ Under general supervision, this job classification maintains control of detainees by operating the computerized electronic security systems in Sheriff’s Office Adult Detention Division performing the following core duties: 1) Provide passage through electronically operated gates via computer terminal to staff, law enforcement, legal and court personnel, detainees and the public in accordance with PSF policies and procedures. 2) Observe detainee, staff and visitor movements via multiple closed-circuit cameras 3) Operate telephone, radio intercom and public address systems to receive and transmit information 4) Monitor, detect and respond to requests/needs for emergency assistance; provide or dispatch assistance as required.

- Property Trust Fund (COBRA – property room).
- Intake Control.

These fixed posts, excluding PSF Professional Visitation, which is currently staffed by a Principal Office Specialist, represent **23** Detention Deputy positions (excluding relief factor, discussed later). Consequently, 23 Detention Technicians could replace this Detention Deputy contingent.

(4.9) TWO VERSUS ONE DEPUTY HOUSING UNITS

Matrix Consulting Group recognizes that HCSO leadership has concerns about staffing a housing unit with one versus two detention deputies on a permanent basis. This concern is heightened by recent feedback from other national jail administrators who believe the evolving profile of detainees requires more staffing resources in housing units. In a direct supervision environment, staffing decisions must be based on measurable indicators, including safety, operational workload, detainee behavior, and adopted national correctional standards. Direct supervision models depend heavily on continuous interaction with detainees, mutual respect, immediate intervention, and proactive management; therefore, the decision to assign two deputies to a housing unit instead of one must be backed by thorough data collection and analysis, along with a future status report that communicates the objective results. The following areas are suggested for data collection.

1. Officer Injury, Assault, and “Near-Miss” Rates.

Direct supervision requires officers to be stationed inside the unit, physically engaging with detainees. Data should be monitored related to officer injuries, detainee-on-officer assaults, and documented near-miss events, along with staffing levels at the time. The National Institute of Corrections (NIC) and the National Institute of Justice (NIJ) highlight that environments with direct contact carry higher risks without sufficient backup, making this data essential.

2. Detainee Fights, Group Disturbances, and Behavioral Escalations

Daily logs and incident reports should record detainee-on-detainee assaults, spontaneous fights, planned disturbances, gang-related conflicts, and weapon recoveries. Direct supervision depends on early intervention; therefore, comparing incident rates between units staffed with one versus two deputies helps determine whether a single staff member can effectively maintain order while being physically present on the floor.

3. Detainee Complaints, Grievances, and PREA-Related Reports

Direct supervision environments rely on prompt responses. Data should record grievances concerning safety issues, detainee complaints, delayed responses, officer unavailability, and perceived lack of supervision. The Prison Rape Elimination Act of 2003 (PREA) standards require “sufficient staffing to ensure inmate safety,” and tracking grievance trends to ensure compliance.

4. Response Time and Ability to Control the Unit

Because direct supervision officers are responsible for immediate engagement, data to be tracked

includes rover and overall response times to alarms, medical emergencies, fights, cell extractions, and high-risk behaviors. Data should also reflect times when a lone deputy was unable to control or stabilize the environment without external assistance from rovers, etc.

5. Housing Unit Composition and Risk Factors

Classification scores, behavioral history, special management needs, and population turnover rates must be collected to determine whether a unit's composition warrants two-deputy staffing.

6. Staff Fatigue, Overtime, and Operational Sustainability

Direct supervision posts are demanding. Facilities should track sick leave, mandatory overtime hours, burnout indicators, turnover rates, and staff self-reported stress, and juxtapose the results for two versus one housing deputy units. Research cited by NIC links fatigue to impaired decision-making and increased safety incidents, supporting the need for adequate staffing.

In conclusion, capturing and reporting upon comparative data for one versus two deputy housing units can help justify future staffing changes in fixed-post housing assignments.

5. TOTAL FIXED POST DETENTION DEPUTY STAFFING NEEDS

The following sections will outline the total detention deputy fixed post staffing needs to operate the PSF and City Hall jail facilities.

(5.1) CALCULATING THE NET ANNUAL WORK HOURS (NAWH)

When analyzing staffing needs for detention operations, it is essential to calculate staff availability throughout the year. One person cannot provide coverage for the total scheduled hours annually, which is 2,085.6 hours. Staff must complete training to maintain certifications and will take scheduled and unscheduled leave during the year. Therefore, it is essential to determine the Net Annual Work Hours (NAWH), which accounts for staff's net availability, considering time off due to vacation, illness, training, and other leaves when personnel are unavailable. In summary, NAWH ensures there is sufficient staff to account for what is commonly referred to as a relief factor.

Various calculation models and philosophies exist regarding when to use NAWH. The main issue is the fundamental application of NAWH in many staffing calculations, which most experts agree should be the standard practice for many job types. For example, using NAWH for fixed positions is almost universally accepted, though implementation may vary. Conversely, using NAWH for smaller, non-operational roles, such as Classification or a K9 Unit, is usually avoided, as these specialized units typically adjust their workload during absenteeism.

The ADD has historically calculated NAWH for detention deputy positions. Nevertheless, this staffing approach was not used to develop an authorized personnel staffing plan or budget approved by the Board of Commissioners. A recent NAWH model used by the ADD resulted in an average of 1,730 annual hours available for detention deputies and 1,725 annual hours for sergeants. Research into this model revealed that, although it appeared conceptually logical, it was mathematically flawed due to its use of "an average of averages" in its calculation—a common error.

Based on the available leave data, our Matrix Consulting Group NAWH calculation was initially derived from ADD personnel leave data spanning two years, from July 1, 2023, to June 30, 2025. Our model calculated the average leave for personnel who fell within one standard deviation of the two-year annual average, thereby excluding outliers such as those with limited time or excessive time off. The results of our leave calculation were as follows: Deputies, 1,848 annual hours; Sergeants, 1,834 annual hours.

Secondly, in-service and internet training consume staff time and divert attention from their duty assignments. MNDOC and the American Correctional Association (ACA), which certifies the ADD, require or recommend 24 and 40 hours of annual training, respectively. Consequently, 40 hours were also deducted, leading to a NAWH calculation of 1,808 annual hours for deputies and 1,794 hours for sergeants. This was a mathematically sound model approach but lacked some accuracy because it eliminated, through standard deviation, some personnel's leave from the calculation.

Based on discussions with ADD management, time and effort were invested into improving the NAWH calculation. To that end, they reviewed the leave of every detention deputy and sergeant employee for the period from 7/23 to 6/25 and based on how many pay periods each staff member worked during those two years, developed a full-time equivalent calculation as a divisor for total leave hours taken in that period. The resulting NAWH calculation (validated by Matrix) was: 1,749 annual hours for deputies; 1,736 hours for sergeants.

When subtracting the same 40 hours of yearly training, the outcome was an average of **1,709 annual hours** available for each detention deputy and **1,696 annual hours** for each sergeant.

The staffing outcome of this Net Annual Work Hour calculation or relief factor implementation strategy for the current and the optimal fixed post staffing plan is:

- To accommodate a relief factor based on NAWH for the current fixed post staffing plan, the number of Detention Deputies must increase from 229 to **280 positions**.
- To accommodate a relief factor based on NAWH for the optimal fixed post staffing plan, the number of Detention Deputies must increase from 244 positions to **298 positions**.

The above summarizes the Detention Deputy staffing needs for the existing and optimal staff deployment plan. In the following chapter, the analysis will show the non-operation Detention Deputy staffing requirements, as well as the needs for Sergeant rank and above.

(5.2) USE OF A DEDICATED DETENTION DEPUTY RELIEF OR FLEX POOL

As shown in the bullets above, the current or optimal fixed post implementation with a relief factor requires approximately 50 additional Detention Deputy personnel. Usually, these additional staff are proportionally distributed between Day and Night shifts, depending on the number of fixed posts assigned. The team on each shift will then be deployed according to fixed post assignments. If there are staff overages (due to occasional, limited absenteeism), additional posts or duties, such as more rovers or increased housing deputy presence, can be arranged.

There is a less common but still practical method for managing absentee relief needs called the Relief or Flex Pool, with the latter bearing additional duties and responsibilities. The Relief Pool addresses absenteeism coverage as described earlier, using a different philosophical approach, with dedicated personnel explicitly assigned to the Relief Pool.

A relief pool of personnel offers significant advantages for managing absenteeism in a jail setting, where staffing levels have a direct impact on safety, security, and operational continuity. By maintaining a trained pool of relief staff, managers can ensure that staffing gaps are filled quickly without overloading the regular workforce. One key benefit is operational stability. Relief staff are cross trained in various areas of jail operations, allowing them to step into different roles with minimal disruption. This flexibility helps ensure that vital tasks, such as detainee supervision, transport, intake, and control room functions, continue efficiently even when primary staff are unavailable. It also helps reduce the need for costly overtime, which can strain budgets and cause staff fatigue. From a security perspective, a relief pool helps maintain consistency in supervision and enforcement of jail policies. Trained relief personnel, often assigned to senior staff, understand facility procedures, detainee management strategies, and emergency protocols.

Overall, implementing a Relief Pool is an effective and proactive staffing strategy that improves safety, cost efficiency, staff well-being, and institutional stability, making it a vital resource for any jail aiming to operate effectively despite ongoing absenteeism issues. Additionally, the Relief Pool concept can be expanded and renamed the Flex Pool, which better describes its intended purpose. The Flex Pool performs the same relief duties but also handles specialized assignments. These may include Hennepin Healthcare Hospital guard duty, unscheduled housing unit searches/ inspections of cells, unexpected transports, support for Standards & Compliance through random checks, and more. The Flex Pool functions as a team each shift, potentially taking on various supplemental or ancillary tasks based on prioritized needs, and it would be overseen by the Command Center sergeant through daily discussions with the Watch Commander and sergeants from the two jail facilities.

Implementing the Flex Pool is an expeditious way to resolve various ADD operational issues. The number of Detention Deputy staff needed to reach optimal fixed post staffing will likely need to be phased in. A Flex Pool concept can help manage this staging by expanding (ideally) or contracting as staff resources evolve.

For example, the optimal fixed post staffing plan requires 244 detention deputies to staff existing fixed posts, excluding any relief factor. If the ADD were able to deploy 284 detention deputies in these fixed post operations, this would leave 40 deputies to be allocated to the Flex Pool. Based on proportional allocation, 18 deputies would be assigned to the Night Shift (9 on each shift), and 22 would be assigned to the Day Shift (11 on each shift). This Flex Pool would perform the following “flex assignments” daily, following a priority order such as the one outlined below:

- Leave relief to meet MNDOC minimum staffing standards.
- Hennepin Healthcare (hospital) detainee guard duty.
- Leave relief to meet the minimum staffing standards outlined in this report.

- Leave relief to meet optimum staffing levels.
- Additional rover personnel.
- Special assignments (spot-check housing shake-down).
- Additional housing personnel.

It should be noted that if the Flex Pool is not large enough (e.g., to cover all absentee relief) on any given day to staff the fixed post plan, then alternatives must be used, such as increased overtime or temporarily relocating ADD Detention Deputies from other specialized assignments (e.g., Programs).

(5.3) NAWH FOR DETENTION TECHNICIANS

In the previous section of this chapter, it was noted that Detention Technicians could potentially replace Detention Deputies. This was estimated at 23 positions, not including the relief factor. When including NAWH, this total increases to 28 positions. Therefore, 28 Detention Technicians could substitute for the same number of Detention Deputies in ADD. The estimated savings from this operational change amount to approximately \$604,500 annually.

(5.4) INCORPORATING STAFF TURNOVER INTO THE STAFFING NEEDS

The previous staffing calculations do not consider staff turnover. An agency is rarely fully staffed because vacancies often happen due to retirement, termination, promotion, reassignment, and other reasons. When these events occur, it takes a significant amount of time to recruit, complete the hiring process, and train the new hire through the academy and Field Training Officer (FTO) program before they can work independently. Therefore, agencies should authorize hires above the baseline staffing level to account for these vacancies. This over hire aligns with best practices and is viewed as progressive because it enables continuous hiring and helps prevent issues related to short staffing.

The issue pertains to whether an over-hire contingency should be established, determining the appropriate amount of over-hire, and identifying its funding source. At HCSO, turnover from 2021 to 2023 was approximately 15%. Some of this turnover could be applied to the baseline Detention Deputy staffing once staff numbers near the authorized levels. However, given recent successes in exceeding approved staffing levels, implementing a turnover contingency now may be impractical. Nonetheless, this should be revisited if staffing levels decline significantly in the future.

6. CHAPTER RECOMMENDATIONS

The following represent the recommendations presented in this chapter.

#1 – Develop all future Adult Detention Division staffing plans with an appropriately calculated relief factor based on Net Annual Work Hours.

#2 – Implement the described changes in the existing fixed post staffing plan, including adjustments to some duty station assignments, expanded use of rovers, and the full transfer of responsibilities such as Weapons Screening to Courts.

#3 – As soon as practical, establish the optimal fixed post staffing plan requiring 298 licensed or unlicensed Detention Deputies.

#4 – Adopt, as soon as practical, an internal minimum staffing plan that exceeds Minnesota Department of Corrections directives of 28 personnel 24/7, with at least 38 Detention Deputies on Day Shift and 32 on Night Shift.

#5 – Deploy the Flex Pool as outlined in this report to account for the relief factor and support other essential daily tasks.

#6 – Over the next two years, consider re-establishing the Detention Technician position, which could replace 28 Detention Deputy roles, resulting in an estimated annual savings of \$604,500.

3. JAIL NON-OPERATIONS STAFFING ANALYSIS

The following chapter discusses personnel who are not on a fixed post plan. The current deployment is compared to the optimal deployment based on the analysis discussed in these sections.

1. CURRENT NON-OPERATIONS DETENTION DEPUTY STAFFING PLAN

As noted in the prior chapter, there are 23 non-operations Detention Deputy assignments. These deputy positions are allocated to duties/positions as follows:

NON-OPERATIONS DEPUTY ASSIGNMENTS

Non-operations Deputy Assignment	Actual
Classification	9
Facilities Maintenance Unit (FMU)	2
Standards and Compliance Unit (SCU)	2
Programs	4
K9	2
Administrative Deputy	1
Release Unit	2
Jail Intel	1

With respect to the non-operations assignments, the ADD has applied a NAWH calculation to these positions in their planning documents; however, Matrix Consulting Group generally does not apply a NAWH calculation for these position types. In most instances, very small units (e.g., K9, Programs, etc.) do not benefit from such calculations as it does not influence (raise) their staffing contingent. Moreover, most analytical efforts to help determine the staff contingent of units below “double digits” in size incorporate approaches that essentially recognize leave will be part of day-to-day operations.

The current non-operations staffing listed in the table above reflects what the ADD has assigned to complete the work. Our interviews indicated limited need for changes, excluding Programs. Therefore, our review of the ideal staffing levels for these roles will not include NAWH, aligning with our usual analytical approach for these position types.

2. FUTURE NON-OPERATIONS DETENTION DEPUTY STAFFING PLAN

The following sections discuss the analysis and modifications for the non-operations Detention Deputy positions as shown in the prior table.

(2.1) CLASSIFICATION PERSONNEL

Post-booking intake process handles initial housing assignments, and Classification performs this duty 24/7 after the first court appearance and every 7 days. The purpose of Classification is to conduct a risk assessment, determine the risk posed by each detainee, identify their special needs, and provide suitable housing to ensure the safety of jail staff and the detainee population. Classification personnel are also

responsible for conducting disciplinary hearings and issuing consequences. Currently, nine positions are assigned to Classification, with one Classification Detention Deputy temporarily focusing on the annex program and managing detainee movement to other jurisdictions. One of these nine deputies provides secondary support for all incident reviews and incident closings that need to be reported to the MNDOC. This unit reports to a sergeant.

In 2024, the average adult daily population (ADP) managed by the ADD was 888. The typical range for classification staff is to handle between 100 to 175 detainees per staff member. This range results from the variety of duties Classification staff perform, the complexity of classification, the frequency of tasks, and other factors. Based on the ADP, the needed number of classification specialists ranges from 5.1 to 8.9 personnel.

ADD Classification, handles secondary duties such as detainee discipline administration; meanwhile, the Unit has been able to operate effectively despite temporarily assigning two personnel to annex duties. Consequently, the Classification Unit should be reduced by one Detention Deputy, from nine to eight positions, with this position reassigned to another area. This change results in one dedicated incident review, closing, and statistics Classification Deputy, plus seven Classification staff members, two of whom will continue supporting annexing activities as needed to move detainees to other facilities.⁹

(2.2) PROGRAMS PERSONNEL

Programs is currently staffed by four (4) Detention Deputies and overseen by a sergeant. They cover a wide range of educational, physical, and rehabilitative activities provided to detainees, including gymnasium use at City Hall, Alcoholics Anonymous meetings, GED training, religious studies, arts, and more. The ability to offer these programs depends on the availability of facilities, space, and whether there are enough fixed post deputies to facilitate movement.

Programs for detainees is a priority for Sheriff Witt, and offering a variety of programs to detainees aligns with best practices. The ability to expand these programs mainly depends on staff resources. As jail facilities increase their staffing through recruitment efforts, ongoing jail operations should help support expanded programming, since detainees will be less restricted in their movement. According to the Programs Sergeant, some plans could benefit from 8 Detention Deputies, called Coaches, to carry out more comprehensive program functions. However, given fiscal challenges, these plans might be difficult to implement. The main issue is what resource level HCSO, and the County are willing to fund for these programs. Essentially, staffing for Programs is mainly a policy decision, which must consider other staffing trade-offs. Until a different policy and fiscal decision is made, Programs should keep their

⁹ By example, the ADD while under the MNDOC Conditional License Order (CLO) was required to reduce its detainee population from the 839-bed capacity. In August of 2025 MNDCO lifted its previous capacity restrictions to the original approved capacity. This should reduce annexing workload.

current staffing levels. In conclusion, any significant increase in Programs staffing levels should be preceded by a detailed plan showing how all Coaches will be used.

(2.3) RELEASE UNIT

The Release Unit serves as the quality assurance/quality control (QA/QC) operation for the ADD, ensuring detainee release documentation is accurately prepared and reflects the correct terms and conditions of the detainees' release. It is currently staffed by two Detention Deputies and overseen by a Sergeant. These staff members work on an 8-hour split shift schedule from 0700 to 1830 hours, Monday through Friday. During absences, these two positions are periodically backed up by another staff member.

While the quality control benefits of such an operation appear evident, especially given the precision required to ensure detainee release information is correct, there are some core issues that need attention. First, if this task is so important, why isn't it handled by a work unit with broader coverage, including longer operational hours and staffed on Saturdays and Sundays? Essentially, these QA/QC functions are then carried out by Records personnel or Sergeants during off-hours. Second, there seems to be no strong reason for this unit's work to be performed by a Detention Deputy job classification. Lastly, the supervision of this unit by a Sergeant with no other oversight duties needs to be addressed.

There is insufficient data to justify maintaining this QA/QC Release Unit function under current 58-hour weekly operations. Most detention operations Matrix Consulting has worked with do not have such functions, and if these efforts were to continue, alternatives exist to include assigning Records job classifications, such as Custody Records Coordinators, to perform these release QA/QC duties¹⁰.

In conclusion, it is recommended that the two Detention Deputies in the Release Unit be reassigned and the Sergeant transferred as discussed in a following section.

(2.4) OTHER NON-OPERATIONS DETENTION DEPUTY POSITIONS

Beyond the summaries of the non-operation units mentioned above, there are other functions carried out by 1-2 Detention Deputies. These include a two-person K9 unit, a two-person Standards and Compliance Unit (SCU), a two-person Facility Maintenance Unit (FMU), one Administrative Detention Deputy, and one Intelligence Detention Deputy. The project team's assessment is that there are no significant reasons to alter the size or role of these teams. Therefore, no staffing changes are recommended.

(2.5) NON-OPERATIONS DETENTION DEPUTY STAFFING CONCLUSIONS

Based on the Non-Operations Detention Deputy evaluation, staff should be reduced from 23 to 20 positions, including 1 deputy assigned to Classification and 2 assigned to the Release Unit. These

¹⁰ Minnesota's Priority Admissions Law requires the Department of Human Services (DHS) to place individuals civilly committed for mental health treatment into state facilities within 48 hours of a court order. This is currently tracked by this unit and must be re-allocated to Central Records.

positions should be reassigned elsewhere in the ADD. Note that these changes do not account for any potential increase in the Programs function, as previously described. This is a policy-level decision based on the available HCSO funding to accommodate such staffing increases.

3. SERGEANT STAFFING NEEDS

Adult Detention Division Sergeants provide first-line supervision over most functional units within the Adult Detention Division. Many of the sergeant positions oversee housing/processing operations with a minimum staffing of 4 sergeants Monday - Friday and 3 sergeants Saturday and Sunday. Desired staffing is 5 sergeants on Day shift and 4 sergeants on Night shift. The shift sergeant assignments include:

- 1 Command Center sergeant who performs briefings, answers public phone inquiries, inter-agency communication, and focuses on developing and maintaining the schedule and related daily needs such as facilitating detainee movement. This sergeant is also a Relief sergeant during absenteeism and serves as the PSF Housing sergeant during minimum staffing.
- 1 Intake sergeant responsible for the Intake area through the Post Booking area.
- 1 PSF Housing sergeant responsible for the Detention Deputies assigned housing in the Public Safety Facility.
- 1 City Hall Housing sergeant responsible for the Detention Deputies assigned housing in this facility.
- 1 Relief sergeant in the event staff are available.

Currently, there are 23 sergeant positions, of which 18 are assigned to Operations.

In addition to the Operations sergeants, there are five Specialty sergeants, including the following positions. If there is no Relief sergeant in Operations, these Specialty sergeants will be assigned to provide operations coverage to meet minimum levels.

- 1 Classification sergeant overseeing this function, as well as the 2 K9 deputies and the Jail Intelligence deputy.
- 1 Standards & Compliance sergeant overseeing 2 deputies.
- 1 Programs sergeant overseeing 4 deputies.
- 1 Administrative sergeant who is the custodian of records, video manager/reviewer and system administrator for several software applications. The Administrative Deputy reports to this position.
- 1 Release sergeant overseeing the 2 deputies assigned to the QA/QC function of Release.

(3.1) SERGEANT SPAN OF CONTROL

There are very few positions as challenging, demanding, and crucial as first-line supervision. The supervisor-to-staff ratio in public safety, especially for first-line sergeants overseeing detention or law enforcement officers, is a key factor in maintaining efficiency, safety, and accountability. While the exact numbers vary by jurisdiction and agency size, a generally accepted lower-end ratio is one sergeant for every 6–8 line/field staff. This ensures that each supervisor can provide direct oversight, guidance, and

evaluation without becoming overwhelmed. The ideal effective ratio is often considered to be one sergeant for every 10–12 staff members. Ratios exceeding this can start to compromise supervision quality, communication, operational control, and staff accountability. Maintaining these ratios is regarded as best practice, although some operations may not yet follow these standards due to budget or other requirements and constraints.

Maintaining the recommended ratio delivers varied benefits. A balanced ratio ensures that line staff receive adequate supervision, training, and mentorship, which directly improves professionalism and consistency in operations. With manageable spans of control, sergeants are better able to monitor performance, address issues quickly, and intervene before small problems escalate. From an administrative perspective, proper ratios ensure accurate reporting, fair discipline, and adherence to policies—all of which reduce liability.

Falling outside these ratios creates disadvantages. When the ratio is too high (too many staff per sergeant), supervisors become overextended, communication breaks down, and oversight becomes reactive rather than proactive. Line personnel may feel unsupported, policies may be inconsistently enforced, and safety risks multiply. Conversely, a ratio that is too low (too many sergeants for too few staff) results in inefficiency and wasted resources. Over-supervision can foster micromanagement, stifle initiative, and inflate payroll costs without improving performance outcomes. Moreover, these sergeant positions often transition into higher-paid line personnel, regularly assisting in the key assignments of specialized units as opposed to consistently performing supervisory responsibilities.

The current sergeant-to-staff ratio for the ADD is quite varied based on the present assignment strategy. As shown in the table below, except for the Classification Sergeant, all remaining sergeant personnel fall outside the desirable sergeant-to-staff ratios identified in this section.

SERGEANT-TO-STAFF RATIOS BY CURRENT FUNCTION

Sergeant Position	Staff Supervised	Ratio
Classification Sergeant	12	1:12
Standards and Compliance Sergeant	2	1:2
Programs Sergeant	4	1:4
Administrative Sergeant	1	1:1
Release Sergeant	2	1:2
City Hall Housing Sergeant	23-24	1:23.5
PSF Housing Sergeant	16-19	1:17.5
Intake Sergeant	15-18	1:16.5
Relief Sergeant	Handles role above	
Command Center Sergeant	Operates CC	

The following subsections address these issues related to spans of control.

(3.2) ADEQUATE SERGEANT SPAN OF CONTROL

The Classification Sergeant position reflects an appropriate supervisory organizational philosophy, whereby the span of control is adequate, and the sergeant has a suitable number of essential responsibilities for which the position is accountable. This includes the Classification function, the K9 function, and the Intelligence function.

(3.3) TOO BROAD SERGEANT SPAN OF CONTROL

The current deployment of the Intake Sergeant and Housing Sergeants results in an overly broad span of control, especially for this crucial function. Where practical, this span should be reduced. One housing sergeant per jail facility carries risk, particularly since the sergeant is primarily responsible for the safety and operations of Housing. These housing units involve regular staff beyond Detention Deputies, such as medical staff. When non-detention staff's supervisors are not on duty, then they are responsible for oversight, which will increase the supervisor-to-staff ratios mentioned.

(3.4) TOO NARROW SERGEANT SPAN OF CONTROL

Conversely, apart from the previously noted Classification Sergeant, all specialized sergeant positions have overly narrow spans of control. ADD typically assigns one sergeant to oversee a single specialized function, including Programs, Release, Standards & Compliance, and Administrative. This level of supervision for each specialized function is unnecessary and should be expanded, as is the case with Classification.

Additionally, the Facility Maintenance Unit (FMU), which has a Detention Deputy assigned to each facility, could benefit from sergeant supervision. These deputies handle vendors, contractors, and facility maintenance staff for building issues. They also provide security when escorting vendors and contractors working within the jail's secure perimeter. Currently, these two staff members report directly to a Lieutenant. There is capacity for a Specialty sergeant to oversee this work.

(3.5) SPECIALTY SERGEANT POSITION REQUIREMENTS

Based on the operational framework presented regarding optimal staffing requirements, staff-to-supervisor ratios, and other data, the following revisions to specialized sergeant positions are noted.

- Eliminate and reassign the Release Sergeant, as this function is eliminated/transferred to Records.
- Consolidate the Administrative Sergeant and the Standards & Compliance Sergeant into a single role, such as a "Specialized Services" Sergeant. Transfer the Intelligence Deputy to report to this position. The various tasks performed by deputies in these roles often have important connections (e.g., video review for compliance), which a broader deputy team under one sergeant could effectively manage and be cross-trained. Additionally, this sergeant could oversee the two deputies assigned to the FMU. The new sergeant-to-staff ratio is 1:7. As a result of consolidating two sergeant positions, reassign one sergeant elsewhere in ADD.
- Maintain the 1 Classification Sergeant. Reassign Intelligence to the Specialized Services Sergeant. The new sergeant to staff ratio will be 1:10 with the reduction of 1 Classification Detention Deputy position.

- Maintain the 1 Programs Sergeant. Whereas the position now only supervises four Detention Deputy positions, this function is planned for expansion in the future.

Based on these revisions, the net supervisor change for specialized functions has two fewer Sergeant positions, which can be reassigned elsewhere in the ADD.

(3.6) OPERATIONS SERGEANT POSITION REQUIREMENTS – SHORT AND LONG TERM

The optimal staffing plan results in even more Detention Deputies requiring appropriate supervision beyond the existing deployment plan referenced in the Sergeant-to-staff ratio table above. As such, operational supervision should be a priority given its vital function.

To enhance ADD first-line supervision requires two shorter-term philosophical shifts:

- Elimination of the Sergeant position who provides relief to others in this rank; this will be accommodated by applying a relief factor to Operations Sergeants.
- Adoption of a function-specific supervision model for part of Operations.

Regarding the first point, this is discussed in the next subsection concerning Net Annual Work Hours (NAWH) for sergeants. As for the second, function-specific issue: with the significant increase in the Detention Deputy rover position across Housing and Intake, it is recommended that an Operations Sergeant be assigned directly to oversee Housing and Intake rover functions. The purpose of this functional approach is to:

- Provide direct oversight and supervision of a critical function that should now be integrated into operations to a significant degree. The management of rover positions, which have notable flexibility in the duties and responsibilities they can accomplish on a day-to-day basis, requires close supervision to ensure the value of these positions.
- Help ensure the best use of these positions on a shift-by-shift basis. The Housing Rovers and Intake Rovers will likely have different demands on them daily, dependent on the ever-changing circumstances in the ADD based on detainee requirements. As such, this will require close supervision and direct involvement to include such actions as reallocating rovers based on emergent housing or intake needs (while maintaining MNDOC minimum requirements) and relocating rovers to special assignments in the event of unexpected shortages (e.g., need for Hospital Guard support).
- Mitigate concerns that Detention Deputy staff who are not “self-starters” are effectively and continuously utilized throughout the shift period.

The Rover Sergeant position should be one of the seasoned staff, as the complexities of managing staff in an ever-changing environment can be challenging.

Longer term, with respect to ideal staffing levels, an additional sergeant should be added to the City Hall facility. Given the larger detainee population with higher risk offenders (compared to the PSF facility) in conjunction with Detention Deputy staffing needs, one housing sergeant should be assigned to each City Hall housing floor. (4th and 5th floor, respectively).

The resulting adjustments to Operations Sergeants, as discussed above, result in the following Sergeant-to-staff ratios for the optimal staffing level:

OPERATIONS SERGEANT-TO-STAFF RATIOS OPTIMAL PLAN

Sergeant Position	Day Staff Supervised	Ratio	Night Staff Supervised	Ratio
Rover Sergeant	14	1:14	10	1:10
City Hall Housing Sergeant	22 ¹¹	1:22	1:22	1:22
PSF Housing Sergeant	11	11	1:11	1:11
Intake Sergeant	15	12	1:15	1:12
Relief Sergeant	Not Applicable			
Command Center Sergeant	Operates CC			

These sergeant positions reflect an improved approach to supervising Adult Detention Division operations with respect to appropriate first-line supervisory staff. This is particularly the case longer term when a fiscal situation allows expansion of the City Hall jail from one housing sergeant to a housing sergeant on each floor.

(3.7) OPERATIONS SERGEANT REQUIREMENTS BASED ON NAWH

The original intention of the Relief Sergeant position, when staffing allowed, was to provide leave support during absenteeism, meal breaks, and other first-line supervisor support, as needed. This does not need to be a 24/7 dedicated fixed post; however, relief for Operations sergeants is appropriate.

As with Detention Deputies, developing an operations sergeant relief factor is appropriate. Based on previously described NAWH calculations, sergeants have **1,696 available hours** annually. Consequently, to cover the staffing needs for the Command Center, Housing, Intake and Rover sergeants results in:

$$5 \text{ Fixed Posts } \times (8,760 \text{ annual hrs} / 1,696) = 26 \text{ sergeant positions}$$

In sum, based on relief factor requirements, 26 sergeants are needed for operations to cover the optimal fixed post plan.

- Sergeants should be allocated with 7 on each of the two Day shifts and 6 on each of the two Night shifts (14+12 = 26). This should provide appropriate relief during absenteeism.
- In the event multiple sergeants are off on scheduled leave during Night shift, Day shift should usually have a sufficient sergeant contingent to “flex” one position temporarily to Nights.
- In the instances in which all operations sergeants are scheduled and on-site, these sergeants can provide direct supervision to one of the City Hall housing floors (thereby having two Housing Sergeants at that location) or alternatively other assignments such as Intake support.

¹¹ Two housing sergeants—one per floor at City Hall—would be ideal to maintain best-practice supervisor to staff ratios. This deployment strategy would require more sergeants than those recommended in the optimal plan.

Currently, 23 sergeant positions are authorized in the ADD. With the reduction of two Specialty and the addition of eight Operations sergeants (23-2+8=29), the net requirement for additional sergeant positions is six (6).

4. LIEUTENANT STAFFING NEEDS

Four (4) Lieutenants serve as the ADD Watch Commanders on Day and Night shifts and operate on an 8-hour shift. Lieutenants supervise sergeants and oversee jail operations, response to resistance reviews; disciplinary actions; detainee grievance final authority; and annual evaluations. All watch commander lieutenants oversee several ancillary responsibilities through their sergeants such as K9, annex program, classification unit, kitchen/laundry services, etc.

There are two “specialty” Lieutenants. One lieutenant acts as the Operation Support lieutenant overseeing standards and compliance, Facility Maintenance Unit, EDU liaison and FTO program oversight, and video review oversight. The other lieutenant acts as an administrative lieutenant overseeing programs, medical liaison, facility maintenance and annual evaluations.

All lieutenants work the Jail Duty Lieutenant (JDL) rotation and oversee staff from 4pm to Midnight and on-call weekends.

The deployment of six Lieutenants at the ADD is satisfactory with no staffing changes recommended. At issue is the current method for deployment of Lieutenants. Currently:

- All Lieutenants, unless on JDL assignments, are deployed on Day shift Monday through Friday. This allows them to more easily coordinate work and collaborate with their respective specialty sergeants. It does, however, create some level of confusion as to who is in charge during Day shift operations as Watch Commander.
- The most effective supervision and management practice is to assign the Watch Commander consistently to an entire operational shift. Currently, under the JDL deployment approach, Lieutenant oversight is inconsistent due to a six-week rotation and does not cover the entire work period, as on-site management ends at midnight. As such, deploying the four Operations Lieutenants to a specific 12-hour shift should be strongly considered.

5. CAPTAIN STAFFING NEEDS

There are two Captains in the ADD—Operations and Administration. This is an adequate level of upper management in the ADD and reflects a suitable organizational structure. Our assessment, however, suggests that the duties and responsibilities assigned to these two positions could be revised. Based on the number of functions overseen, the complexity of those functions, and the total number of staff performing them (e.g., Housing), re-allocating duties and responsibilities among the captains may lead to a more balanced distribution. The Jail Administrator should carry out this task in consultation with the two Captains.

6. CHAPTER RECOMMENDATIONS

The following represent the recommendations presented in this chapter.

#7 – Eliminate the Release Unit consisting of two Detention Deputies and one Sergeant. Transfer all personnel to other assignments.

#8 – Reduce the number in Classification from nine Detention Deputies to eight by reassigning the vacant position. Implementing recommendations #7 and #8 would decrease the number of specialty Detention Deputies from 23 to 20.

#9 – Merge the Administrative Sergeant and the Standards & Compliance Sergeant into one role, such as a “Specialized Services” Sergeant.

#10 – Create a Rover Sergeant duty post responsible for overseeing all rover positions.

#11 – Assign the Command Center Sergeant to manage the Flex Pool.

#12 – Establish a relief factor for operations sergeants based on Net Annual Work Hours.

#13 – When practical and based on recommended changes, approve 29 Sergeant positions, an increase of six above the current 23 authorized.

4. JAIL SUPPLEMENTAL STAFFING ANALYSIS

The optimal staffing level discussed in the previous two chapters does not account for the specific duties outlined here. These are tasks that the ADD performs either fully or partially, to eventually transfer these responsibilities to other divisions within the HCSO. These duties require licensed personnel, and the long-term goal for the jail is to reduce dependence on licensed staff. Regardless of when or if this operational shift occurs, staffing support is necessary for these tasks, no matter who is responsible. Without sufficient staffing, these duties would need to be handled as overtime or by reallocating staff from other HCSO operations, such as jail rovers.

This chapter discusses the staffing needs for these efforts, as well as providing feedback on the Adult Detention Division’s ideal staffing model for the future.

1. HCMC HOSPITAL GUARD DUTY

Hennepin Healthcare Hospital Guard Duty is responsible for supervising detainees admitted to Hennepin County Medical Center (HCMC). These detainees must be monitored continuously, 24/7, by either one or two deputies, depending on the risk level associated with each detainee. Detainees are observed by an armed, licensed deputy. Past practice indicates that if a second deputy is needed, they are also licensed.

The HCMC Hospital Guard Duty requirements cannot be precisely forecasted due to the unpredictable medical needs of one or more detainees at any given time. Data provided for this guard duty from August 1, 2024, through the third week of August 2025, illustrates the scale of this responsibility. The average number of daily detainees at Hennepin Healthcare during that period was 2.86, with an average of 4.11 deputies assigned to monitor these patients. The overall ratio of deputies to detainees was 1.44 during this period, indicating that more than half the time, only one deputy guard was assigned to each detainee.

While just over 4 deputies, on average, are assigned daily to Hennepin Healthcare on a 24/7 basis, if these were fixed post positions, it would require 20.5 deputy positions, including a relief factor. Moreover, this does not account for the frequency in which more detainees require guarding (or less). The following table shows the frequency in which guards are needed at the Hospital, based on percentile.

PERCENT OF TIME # OF HOSPITAL GUARDS NEEDED

Percent of Time	Guards Needed
100%	10 or less
80%	6 or less
60%	5 or less
40%	4 or less
20%	3 or less

During the period analyzed, there was a maximum of 10 guards needed at the Hospital. In over that year's timeframe, only three days occurred in which no Detention Deputy guard was required. Moreover, as shown by the table, 5 or fewer guards are needed 60% of time. Rarely (only 20% of the time) are 3 or fewer guards required on any day.

The key issue is how these positions are staffed in the future. There are only some reasonable options available to manage these Hospital staffing requirements.

- **Overtime.** Overtime has been frequently used to staff the hospital guard function. In 2023 over 18,000 hours of overtime was accumulated for this duty.¹²
- **Temporary Assignment of Staff from ADD or Other HCSO Assignment.** While data was not accumulated with respect to how often an internal transfer occurred from one assignment (e.g., ADD Intake area) to perform Hospital guard duty, the qualitative outcome is “frequently.” Such temporary transfers obviously impact the operations from which they come—whether from ADD or otherwise, and can create various risks such as minimum staffing level issues, etc.
- **Dedicated HCMC Hospital Unit.** As discussed in the referenced HCSO Overtime Report, the following recommendation was made: “HCSO should consider developing a dedicated unit of deputies specifically assigned to detainee medical-related services (e.g., guarding, appointment transport), and explore alternative options for performing the role of “second deputy” for the supervision of Hennepin Healthcare high-risk detainees instead of the current assignment of two deputy personnel.”¹³ Based on data collected for this study, and shown above, a Hospital Unit with 4 Deputies 24/7 would require approximately 20 personnel assigned (to accommodate a relief factor), some or all of whom would be licensed and armed. This would be a sufficient staffing contingent to cover guarded detainees about half the time.
- **Use of ADD Flex Pool.** The use of a Flex Pool as described in Chapter 2 can be one approach to deploying Hospital guards. Using Flex Pool assigned Detention Deputies for Hospital guard duty would be a strategy that must be counterbalanced against alternative uses (such as vacation relief).
- **Use of Contracted Hennepin Healthcare Deputies.** The HCMC hospital currently has an independent contract with the Sheriff's Office to operate a unit that provides law enforcement presence at the hospital. This unit currently consists of one sergeant and 14 assigned licensed deputies with the equivalent of 8 licensed deputy FTEs dedicated to hospital security as per the contract. While the main role of this unit is to maintain an enforcement presence at the hospital, they have been periodically tasked with providing detainee guard duty, with the goal of increasing this detainee guard responsibility without interfering with their hospital contractual obligations.

¹² Matrix Consulting Group HCSO Overtime Study, 2/2025, page 18.

¹³ Ibid, page 23.

- **Combination of Approaches.** Practically, to conduct Hospital guard duty, a combination of approaches—overtime, dedicated unit, Flex Pool, and temporary assignment of HCSO staff—will be required.

There is no simple solution to what can be described as a Hennepin Healthcare dilemma; this is irrespective of whether hospital guard duties are assigned to ADD or elsewhere in the HCSO. All approaches carry costs, whether financial, increased risk, and/or lost opportunity (e.g. reduced service in some HCSO areas). With the frequency of detainee medical needs increasing nationally, this is a problem that will not be resolved in the foreseeable future. As such, it can only be best managed through a multifaceted approach.

2. WEAPONS SCREENING

In the optimal fixed post staffing plan, the duty stations labeled as PSF Weapons Screen and City Hall Weapons Screen are entirely removed from ADD oversight because they require licensed deputy positions with arrest authority. Since the ADD plans to phase out licensed deputies from the jails long-term, these weapons stations should be fully integrated into Court Services. The following outlines the staffing needed to manage these weapons positions along with the related relief factor. Failing to assign enough staff will result in overtime or the need for temporary HCSO transfers from other assignment areas to provide coverage.

- PSF Weapons Screen 24/7 operation. With a relief factor, five licensed deputies are required to staff the fixed post.
- City Hall Weapons Screen is operational Monday-Friday from 0630 – 1830 and is not staffed on weekends. With a relief factor, four licensed deputies are required to staff the fixed post.

In summary, nine licensed deputy positions are required for weapons screening assignments at the PSF and City Hall irrespective of what HCSO Division these staff are assigned.

3. TRANSPORT SERVICES

Transport services involve the movement of detainees outside the jail facilities. These involve various transport duties.

- The ADD previously managed medical appointments for detainees but now Transport Unit deputies oversee them. In 2024, the ADD Med Deputies completed 625 medical appointments. Due to workload demands, four licensed deputies will be transferred from the ADD in October 2025 to assist the Transport Unit with this duty. As a result, Med Deputies have been removed from the ADD's optimal staffing plan. However, some work will likely be shared between the Transport Unit and the ADD because certain medically related issues affecting ADD detainees can be unpredictable. These include:
 - In 2024, there were 126 ambulance runs that required a licensed deputy. This will likely be shared between Transport Unit and ADD, with the latter handling most of the workload.

- In 2024, ADD performed 435 pharmacy and laboratory runs. Most of these are now likely to be handled by Transport Unit.
- In 2024, there were 384 emergent transports of detainees to the hospital via the Jail Van that did not require an ambulance response. This will likely be divided between Transport Unit and ADD, with the latter handling most of the workload.

In summary, it's likely that ADD will continue to have at least 400-500 transport events without dedicated Med Deputy staff. This will necessitate using the (expanded) rovers, overtime when transport can be scheduled in advance or assigning tasks to a member of the recommended Flex Pool.

- The workload for MNDOC transport to their facilities and annex locations fluctuates, so this responsibility was usually handled through overtime. This practice can either continue or be delegated to a member of the recommended Flex Pool.

In summary, transportation services will need careful management to prevent negative effects on ADD and Court operations.

4. ASSESSMENT OF IDEAL STAFFING MODEL

During the study, the Jail Administrator, in consultation with ADD staff and HCSO leadership, developed an "ideal" Detention Deputy staffing model that outlined operational assignments without considering any fiscal limitations. This included transferring some duties to other HCSO Divisions and adding duties based on perceived needs. This Ideal Model is compared with the developed Optimal staffing described in this report. The assessment below does not include removing duty posts listed in the ideal model; instead, it identifies new Detention Deputy staff positions and additions, with comments accordingly. The introduction to each subsection, titled "Ideal Staffing Request Summary," outlines the needs described by ADD management.

(4.1) ADMISSIONS HEALTH AND WELFARE CHECK

Ideal Staffing Request Summary: An additional deputy is needed to perform health and welfare checks in the sallyport, Admissions Special Management (ASM) processing, and Transfer/Release areas.

Response: The optimal fixed post staffing plan adds a total of 3 Intake-area rovers 24/7—this is 2 positions beyond current deployment. One of these positions can regularly perform the duties of the above rover request.

(4.2) TRANSFER/ADMISSIONS

Ideal Staffing Request Summary: 2 additional staff are needed from 0630-2230 which will allow the ADD to open a second point of entry when accepting detainees, particularly those previously processed and returning to the facility because of medical appointment, annex return, and others.

Response: The optimal fixed post staffing plan adds a total of 3 Intake-area rovers 24/7—this is 2 positions beyond current deployment. Rover positions can assist in this periodic effort at this secondary

entryway. Accepting and processing “return” detainees typically does not require a dedicated duty post, as workload is sporadic. If rovers are assigned elsewhere based on priorities, this can be accomplished as-is through the primary Intake entrance. One of the intended benefits of this operation is to accelerate the overall Intake processing and avoid delays to the public safety agencies being serviced. This goal is noteworthy and could likely benefit significantly with the addition of another body scanner at this secondary point of entry location.

(4.3) SECOND DEPUTY PSF QUAD 12 AND 14

Ideal Staffing Request Summary: Second-deputy duty stations were removed from the schedule and repurposed to allow additional staff to be assigned to the City Hall quads to ensure compliance with MNDOC rules regarding staff/detainee ratios. Two deputies assist with welfare checks and management of the housing area due to increased medical rounds, prescription passes, and other activities requiring closer supervision.

Response: The optimal fixed post staffing plan adds two extra housing rovers to the PSF, operating 24/7 beyond the current rover deployment, bringing the total to five housing rovers on the Day shift and three on the Night shift. For the general population direct supervision PSF housing units, the MNDOC 1:60 minimum staffing ratio is an appropriate guideline for Quads 11-14, meaning only one Detention Deputy duty post is needed for each of these housing units. This practice has been used by the ADD and, although the Adult Detention Division does not see it as ideal, it is certainly workable for the direct supervision design of these jail facilities with lower-risk detainees. This staff-to-detainee ratio for direct supervision facilities is regarded as adequate in many jails across the country. All housing rover positions can assist these four housing units as needed. Effective scheduling of medical visits, prescription rounds, and meal service can help mitigate staffing challenges posed by having one deputy permanently assigned to a direct supervision duty station.

(4.4) WEEKEND CITY HALL GYM DEPUTY

Ideal Staffing Request Summary: One additional duty station from 1030-1830 on Saturday and Sunday is needed to supplement the Programs staff in escorting groups of detainees from the City Hall housing areas to the City Hall gym and recreation area.

Response: This 8-hour weekend requirement does not need an assigned duty post and can be accommodated by assigned Program staff in conjunction with the expanded housing rovers and/or overtime for this weekend assignment.

(4.5) CITY HALL MEDICAL CLINIC

Ideal Staffing Request Summary: 1 additional duty post is needed from 0630-2230 to staff the new City Hall Medical Clinic. The new City Hall Medical Clinic space will allow for increased capacity to treat detainees housed in that building by providing a centralized location for detainees to be escorted to and secured, while awaiting visits with nurses/and or providers.

Response: The new City Hall Medical Clinic will likely not be operational until late 2026. This post should mirror the PSF medical clinic and operate Monday-Friday, for twelve hours. This should be a single 24/7 post that could assist with weekend City Hall gym duty when the clinic is closed. This fixed post would require five total deputies.

(4.6) CITY HALL MEDICAL ROUNDS ROVER

Ideal Staffing Request Summary: This additional duty station is needed from 0630-2230 to allow a dedicated staff member to assist with prescription medication rounds and other provider/nurse visits when they occur in the City Hall housing areas. This will help prevent suspension of nurse visits due to potential conflicts with other housing-related workloads such as health and welfare checks and detainee meal service.

Response: The responsibilities of this additional duty station can be managed by the expanded housing rover team assigned according to the optimal staffing plan. Additionally, this presents a chance to better coordinate meal service and nurse prescription rounds to prevent these daily events from overlapping and causing unnecessary conflicts.

(4.7) CLASSIFICATION (STATISTICS)

Ideal Staffing Request Summary: One additional Classification Officer is needed from 10:30 AM to 6:30 PM to assist with statistical tracking, complete detainee disciplinary hearings, and serve as shift relief or backup for general classification needs. Additionally, two Classification staff were transitioned to jail K9 handler positions, with only one position filled.

Response: As noted earlier in this report, data show that Classification needs one "statistics" deputy and seven Classification staff based on benchmarks. Two of these will help with the annex workload, and despite the time required to manage this annex function, the more detainees that are annexed, the less classification work is needed (due to a smaller on-site population). The recommended staffing contingent for the optimal plan should be satisfactory.

(4.8) ANNEX DEPUTIES

Ideal Staffing Request Summary: Two additional duty posts from 0630 to 1430 have been staffed for nearly a year without an authorized FTE increase. These deputies are responsible for managing the annex function (administration and movement of detainees to other locations) and maintaining regular communication with annexing partners to coordinate transfers and releases.

Response: The current Classification operation has successfully handled this additional duty and responsibility. This should be considered another duty assignment and role for the recommended Classification contingent.

(4.9) ADDITIONAL PROGRAMS DEPUTIES

Ideal Staffing Request Summary: These deputies are needed to help facilitate recreation for detainees at City Hall as per MNDOC requirements. Additionally, more deputies are desired to expand Programs' functions.

Response: This recreation duty can be managed by assigned Program staff in collaboration with the expanded housing rovers. Additionally, personnel from the Flex Pool could be utilized in these situations. As a reminder, staffing of Programs is primarily a policy decision rather than based solely on metrics. Therefore, the size of Programs can vary depending on perceived needs.

(4.10) IDEAL STAFFING SUMMARY

In conclusion, the nine duties discussed above can be managed with the personnel outlined in the optimal staffing plan, with one exception—City Hall Medical Clinic. This single 24/7 fixed post should be addressed when it comes online in late 2026.

5. CHAPTER RECOMMENDATIONS

The following represent the recommendations presented in this chapter.

#14 – Assign nine licensed deputies to Courts' Weapons Screening to accommodate shift coverage and a relief factor.

#15 – Manage Hospital staffing requirements through a variety of approaches including deputies currently contracted at the hospital, overtime, a dedicated fixed post team, Flex Pool usage, and temporary assignment of rovers.

#16 – Use rovers and Flex Pool assigned staff, with periodic support from other divisions, to address unscheduled medical runs such as ambulance or jail van transports.

#17 – As Adult Detention Division needs evolve, revisit annually the staffing requirements for minimum staffing, optimal staffing, and ADD-defined ideal staffing levels.

5. CIVILIAN STAFFING ANALYSIS

This chapter will evaluate the staffing needs of the civilian staff assigned to the Adult Detention Division.

1. SMALL TEAM ASSIGNMENTS OF CIVILIAN PERSONNEL

The following table reflects civilian positions that provide direct support to the Adult Detention Division jail operations. These positions, with little exception, are smaller teams of staff performing varied roles.

CIVILIAN PERSONNEL LISTING

	Auth.	Actual
Administrative Supervisor	1	1
Adult Education Instructor	1	1
Food Service Supervisor	2	2
Cook, Senior	7	8
Food Service Worker, Sr	5	5
Laundry Services Operator	2	2
Office Specialist, Principal	2	3
Planning Analyst	1	1
Records Clerk ¹⁴	1	0

The largest team-based staffing group is Food Services, which is staffed internally rather than through third-party contracts. This includes supervisors, food service workers, and cooks. Based on our tour of the kitchen and food storage area and discussions with the manager of kitchen and laundry services, the staffing levels are adequate but should not be considered robust. Importantly, most laundry and kitchen staff are cross-trained, and personnel receive support from detainee workers. The remaining 1 to 2-person civilian operations are adequate and should continue.

2. CENTRAL RECORDS

Central Records personnel are the largest civilian staffing contingent in the ADD. This operation is discussed in the following section.

(2.1) CENTRAL RECORDS STAFF OVERVIEW

The following table summarizes the staff positions dedicated to ADD Central Records:

¹⁴ Records clerk position was promoted to Office Specialist, Principal. The Office Specialist, Principal is now +1 compared to authorized. This should be rectified in a future budget.

CENTRAL RECORDS PERSONNEL LISTING¹⁵

	Auth.	Actual
Administrative Manager	1	1
Administrative Supervisor	2	2
Custody Records Supervisor	8	8
Custody Records Coordinator	16	15
Records Clerk	35	34
Office Specialist, Principal	2	3
Office Specialist III	1	1
Office Specialist I ¹⁶	2.1	2.1

In sum, 67.1 full-time equivalent staff (FTEs) are authorized to be assigned to Central Records.

(2.2) CENTRAL RECORDS WORKFLOW

Central Records manages various workloads, many of which involve multiple steps. An example of this work is illustrated in the following flowcharts for the detainee intake process. This includes:

- The first graphic illustrates the full flow process for Intake sequencing across different workstations, including the Intake Window, Intake Clerk, Photo Desk, Booking Desk, and Records Desk. Due to the number of steps, this graphic is hard to read and is therefore split into two images on the following pages.
- The second graphic shows the steps from the Intake Window through the Photo Desk.
- The third graphic shows the steps from the Booking Desk and Records Desk.

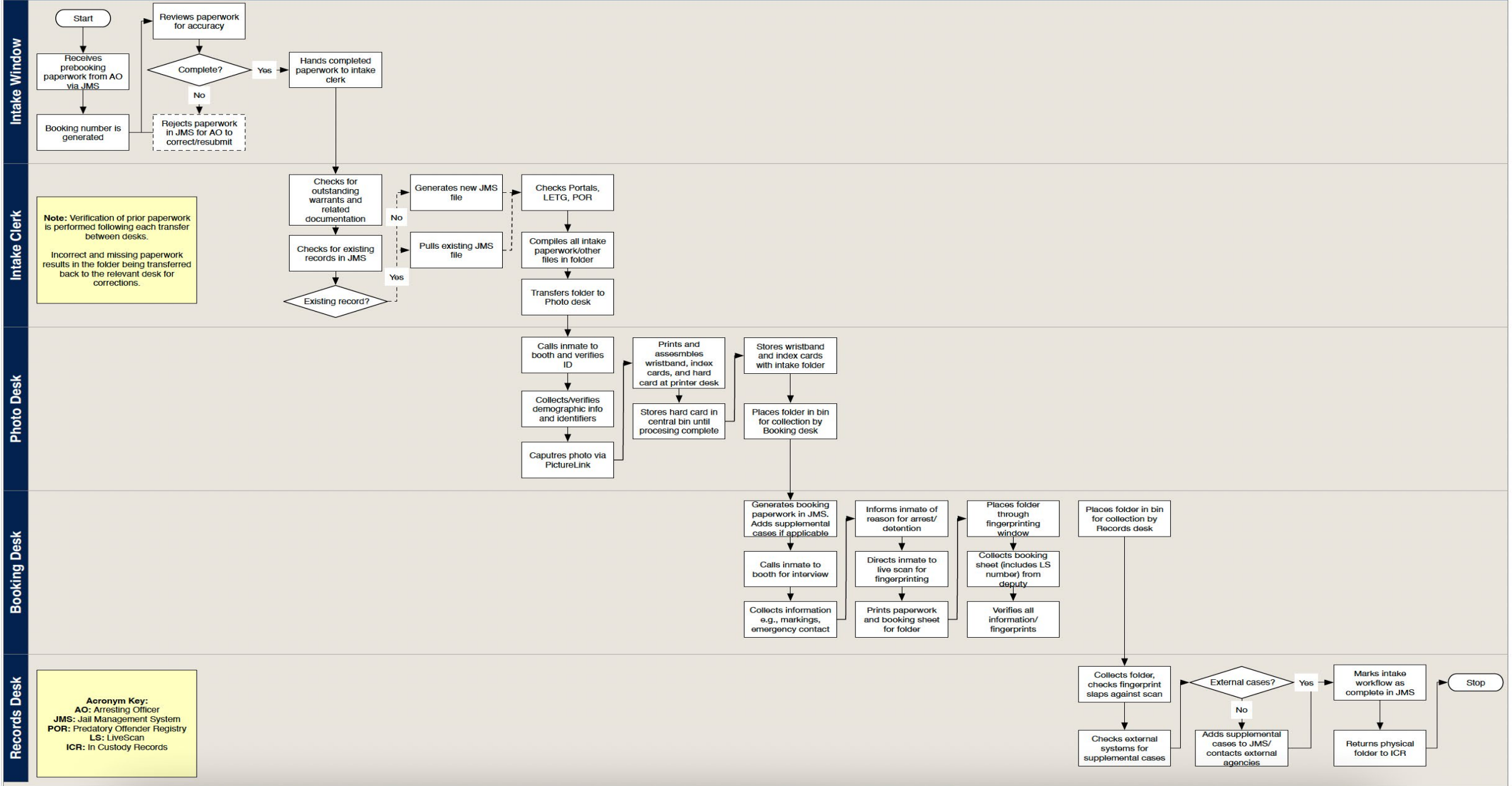
These graphics demonstrate the complexity of the workload performed and only represent one of several key operations that must be carried out. Other activities include detainee releases, warrants, and additional tasks.

¹⁵ As with many of the staffing numbers in this report, the actual staffing numbers constantly evolve. By example the Custody Records Supervise moved from 7 to 8 positions (one acting) over the course of the study.

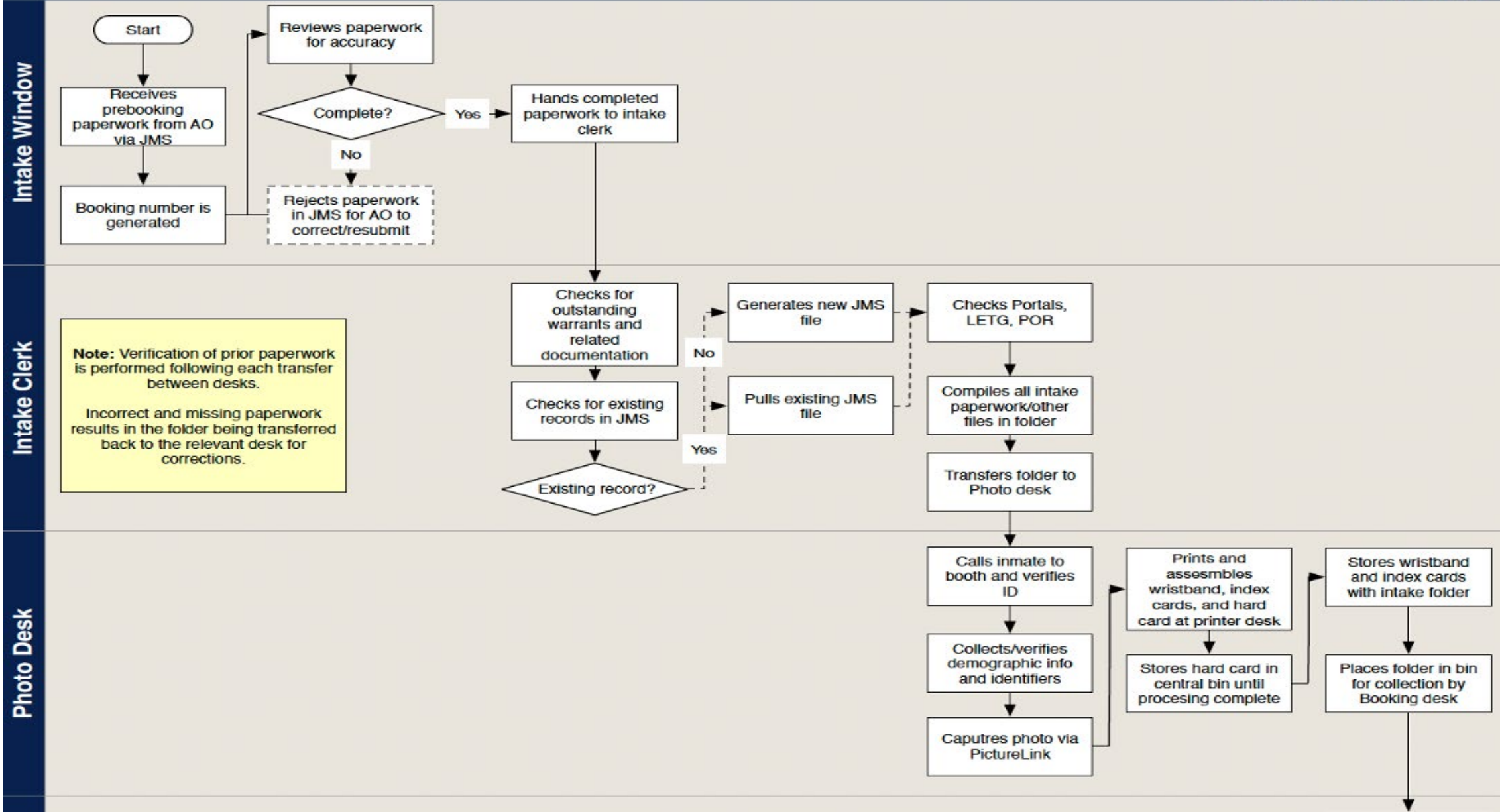
¹⁶ Presently have 8 personnel working that are part-time, non-benefit earning positions that are equivalent to 2.1 FTEs.

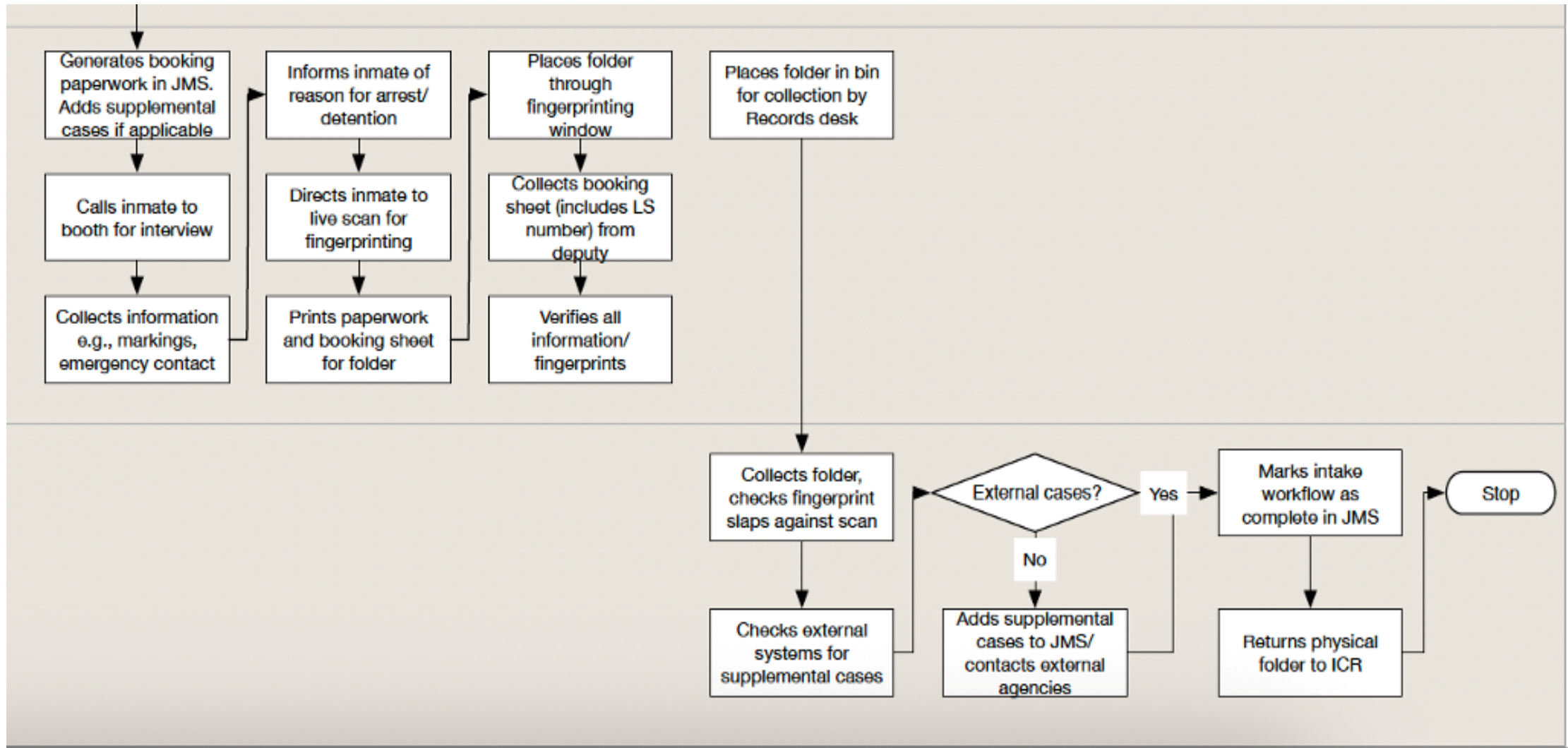
Hennepin County Sheriff's Office

Intake Process (Records)



Hennepin County Sheriff's Office
Intake Process (Records)





(2.3) CENTRAL RECORDS WORKLOAD DATA

One of the main drivers of workload for Central Records is managing and tracking detainee information related to intake, movement, and final release from jail. Key workload metrics include the number of bookings (arrests) and detainee releases each year. The following table displays these metrics for the past five years, noting that earlier years reflect workload affected by the circumstances of the COVID-19 pandemic.

WORKLOAD DRIVERS – BOOKING AND RELEASE

Year	Booking Total	Release Total
2020	21,169	21,322
2021	18,210	18,073
2022	22,012	21,940
2023	25,115	25,068
2024	25,596	25,271

The data reflects a 21% increase in Bookings and Releases from 2020 to 2024. Nevertheless, in comparison to workloads from 2014, when the Matrix Consulting Group performed an HCSO study of all divisions, these metrics are notably lower¹⁷. Data from that report is abstracted and compared with metrics provided for this study. The following table shows comparative information:

CENTRAL RECORDS CORE TASKS COMPARISON (2014 VS 2024)

Task	2014	2024	Est Hrs./Task ¹⁸	Annual Hrs. Estimated (2024)
Bookings	34,117	25,596	0.80	20,477
Releases	34,208	25,271	0.75	18,953
Victim Notification	4,273	4,808	0.50	2,404
Warrants Entered	35,376	32,231	1.00	32,231
Warrants Satisfied	34,436	37,357	0.20	7,471
Telephone Calls	89,842	57,285	0.07	4,010
Bond Paperwork (CRC)	3,621	2,624	0.50	1,312
Bail Paperwork (CRC)	4,719	1,609	0.50	805
Public Fingerprinting	3,005	1,885	0.40	754
Expungements	600	1,834	1.25	2,293
TOTAL:	244,197	190,500	-	90,709

The data in the table above illustrates tasks performed in 2024 as well as in 2014 during the initial staffing study. There are several important revisions that must be considered, however, because new

¹⁷ Matrix HCSO staffing study report (2015), page 77.

¹⁸ Time estimates were based on interviews/discussions in 2014 and replicated here, with only minimal edits to include a few modest time revisions upward and a major revision for telephone downwards as described in this report.

information, new protocols, etc., have all transpired over the last decade. These include, but are not limited to:

- The data above does not reflect all workload that Central Records personnel conduct as various responsibilities have increased, decreased, or shifted. It does represent the large majority of work now conducted by the Public Safety Records Clerks.
- There are other workload considerations, however. For example, victim notifications are no longer formally tracked (and special data had to be pulled, annualized, and incorporated in the above table), whereas warrants to be validated (an unfunded mandate per BCA requirements) are performed. Despite these changes over the course of the decade, the above tasks reflect most of work conducted.
- During development of the report, additional data was captured for work performed by In-Custody Records (ICR) personnel. The majority of this work is reflected in the following table.

ICR-RELATED WORKLOAD (2024)

Task	2024	Est Hrs./Task	Annual Hrs. Estimated (2024)
Count Reviews	47,838	0.05	2391.9
Formal Charges	5,274	0.17	896.58
Tab Charges	43	0.10	4.3
e-Tab Reviewed	29,869	0.05	1493.45
TOTAL:	83,024	-	4,786.2

- The HCSO and County made available various telephone data metrics from different systems and different telephone numbers. In sum, telephone call length generally ranged from 1-1/2 to 2-1/2 minutes per call. The Matrix Consulting Group recognizes that “interruption” and “administrative” time is often associated with such calls and consequently credited each phone call lasting an average of approximately 4 minutes (0.07 hours). This, however, is well below the average estimated utilization of 15 minutes (0.25 hours) in the Matrix Consulting Group 2015 study.¹⁹
- Over the last ten years, numerous unfunded mandates and other requirements have or will impact Central Records workloads to include such activities as Clean Slate Act expungements, Cannabis expungements, Pack Reviews, BCA Warrant Validations, and other records checks. This workload must be accommodated in some fashion.
- In 2014, due to the lack of detailed NAWH data, a 75% availability factor was used to determine staffing needs. To better model current staffing requirements—considering leave, breaks,

¹⁹ Despite various reports, telephone data remains somewhat convoluted as to the overall total of calls responded to exclusively by Central Records personnel. While time stamps appear accurate, grand totals for Central Records appears less accurate. Addressing this issue will help resolve staffing requirements.

untracked workloads, and other factors that reduce time available for core tasks/workloads as listed in the tables, Matrix Consulting Group considered a range of 65% to 75% availability to accommodate the capacity to work.

The various factors above are considered in estimating Central Records line staff requirements.

(2.4) CENTRAL RECORDS NAWH AND STAFF REQUIREMENTS

Records Clerks and Custody Records Coordinators have 1,728 and 1,786 Net Annual Work Hours (NAWH), respectively. This represents 83% and 86% of yearly time available to work. This was calculated in the same accurate manner as the previously described Detention Deputy NAWH. It includes 4 hours of annual training per person.

Based on the evidence presented, Matrix Consulting Group believes that 70% availability is appropriate to account for leave, breaks/meals and additional duties as assigned. This is equivalent to 12 hours per staff member per week to accommodate these areas.

The following table shows estimated line staffing needs based on the 70% availability factor discussed previously. Availability includes the absenteeism noted above from the NAWH calculation, break time, and provides additional capacity for work (e.g. unfunded mandates) that can be performed beyond those related to the listed in the Core Tasks table above.

CENTRAL RECORDS FULL-TIME EQUIVALENT OUTCOME

	Variable	Auth.
A)	Core Workload Total (Hrs)	90,709
B)	ICR-Related Workload (Hrs)	4,786
C)	Paid Hours per Year	2,085.6
D)	FTEs Needed for Core Work (A+B/C)	45.8
E)	70% Availability for All Tasks	0.70
F)	Line Staff Required (D/E)	65.4
G)	Current Authorized Line FTEs	56.1
	Net Difference (F-G)	+9.3

The outcome of the analysis suggests that Central Records needs an additional 9.3 line personnel to perform all necessary functions at a 70% availability factor.²⁰

(2.5) CENTRAL RECORDS OPERATIONAL OBSERVATIONS

²⁰ As another best-practice comparison, public sector fleet mechanics are recommended to have 60% fully loaded wrench time on vehicles. This is expected annual work performance after absenteeism, parts-chasing, meetings, etc.

During our tour, discussions, and analytical review, the following observations were made with respect to potential efficiency gains.

- As shown in the previous intake flowchart under the Photo Desk, the task “Print and Assemble Wrist Band” is a rather archaic approach given RFID technology capabilities. This task, while not overly time-consuming, can be replaced through some effective re-engineering.
- While the medical intake unit was outside the scope of this report, given that it reports to Hennepin Healthcare, a subsidiary corporation of Hennepin County, its operations are nevertheless impactful concerning ADD and, as a result, Central Records. Central Records cannot complete the Intake workflow previously shown until Medical Intake staff have screened the detainee. This can result in significant overall wait times to complete necessary records tasks and ultimately house the detainee. Based on our initial observations, an assessment of the medical intake process in the ADD is warranted.
- Central Records has a 10-year physical retention schedule for detainee historical records. If the individual is not detained in the County within that time, or are deceased, they then digitize the files. It was noted that the system used for this purpose is not functioning, and staff are approximately three years behind in digitizing records.

In summary, our observations do not note any significant areas in which there are obvious inefficiencies other than the interface with Medical Intake staff from Hennepin Healthcare.

3. CHAPTER RECOMMENDATIONS

The following represent the recommendations presented in this chapter.

#18 – Excluding Central Records, when practical, fill all civilian non-Detention Deputy-authorized staffing levels (e.g., Senior Cook).

#19 – Based on current and expected workloads in Central Records due to changing mandates, hire 9 additional line personnel beyond existing authorized staffing levels. Add these personnel over the next three-year planning horizon.

#20 – Evaluate the jail medical unit business practices, now operated by Hennepin Healthcare, and identify areas where revised approaches can better accommodate Adult Detention Division operations.

APPENDIX CHAPTER 1 - INTRODUCTION

The following profile outlines the organization, structure, staffing, and schedule approaches of the Hennepin County Sheriff's Office (HCSO) Adult Detention Division (ADD). The profile has been developed through staff interviews, data collection efforts, and observing operations at the jail facilities.

The primary objective of this profile is to review and confirm current understanding of the staffing and operations of the ADD. Analysis or findings are not contained in this document.

The structure of the profile is as follows:

- The organizational structure of the two facilities.
- High-level descriptions of each functional group.
- The number of authorized (budgeted) positions by rank or classification assigned to each functional area, including the identification of vacancies (which changes frequently).
- The core roles and responsibilities of each functional area.
- Current fixed post and/or area assigned staffing plans based on the kind of data provided.

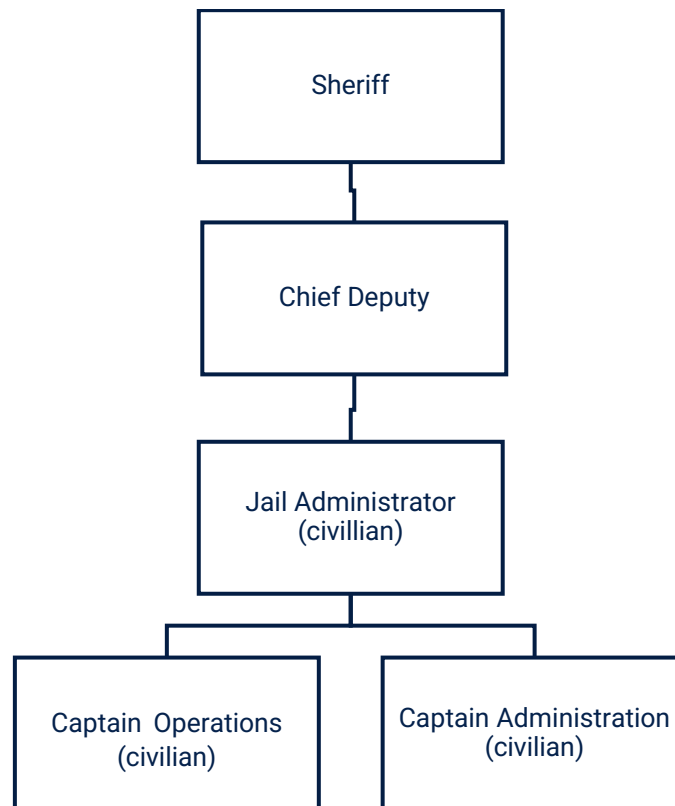
The profile is a preliminary deliverable of the HCSO Implementation project and may be refined as the project progresses. The profile will establish assumptions on staffing and organizational structure and serve as the basis for future analysis for operations and staffing.

APPENDIX CHAPTER 2 – ORGANIZATION AND FUNCTION

The Hennepin County Adult Detention Division, operated by the Sheriff's Office, is in two facilities, including several floors of City Hall and the Public Safety Facility (PSF) across the street. The Adult Detention Division is a key part of the HCSO. The facilities are used for pre-trial detainees within Hennepin County. Convicted adults sentenced to a short-term (up to 365 days) commitment are housed in a different facility operated by Department of Community Corrections and Rehabilitation. The ADD is presently annexing detainees at partner agencies (e.g. other Sheriff Offices) due to MNDOC directive.

ORGANIZATIONAL STRUCTURE

The chart below shows the basic organizational structure of the Adult Detention Division's leadership team.



1. SECURITY STAFFING AND FUNCTIONAL DESCRIPTIONS

The following table provides an overview of key security personnel assigned to the ADD. This data is presented as a point in time based on data collected in second quarter 2025.

Classification	Authorized	Vacancies	General Responsibilities
Jail Administrator - Detentions	1	0	<ul style="list-style-type: none"> • Top executive position overseeing the Adult Detention Division and is responsible for broad management and oversight of the ADD operations and facilities. The position, reporting to the Chief Deputy and part of the Sheriff’s executive team, performs key executive and administrative duties and responsibilities for the facilities, and interfaces regularly with staff and the Sheriff’s direct reports. The Jail Administrator has 2 direct reports: Operations and Administration Captains.
Captain	2	0	<ul style="list-style-type: none"> • Two (2) captains oversee areas generally falling under operations and administration categories. Captains report directly to the Jail Administrator. • The operations Captain oversees intake, housing, release, food services and records as well as other ancillary responsibilities. • The administration Captain oversees personnel, medical, standards and compliance, programs, maintenance and other ancillary responsibilities.
Lieutenant	6	0	<ul style="list-style-type: none"> • Four (4) Lieutenants serve as ADD Watch Commanders on Day and Night Shifts and operate on an 8-hour shift. Lieutenants supervise sergeants and oversee jail operations, use of force investigations; disciplinary actions; detainee grievance final authority; and annual evaluations. All watch commander lieutenants oversee several ancillary responsibilities such as K9, annex program, classification unit, kitchen/laundry services, etc. All lieutenants work the Jail Duty Lt. (JDL) rotation and oversee staff from 4pm to Midnight and on-call weekends. • One lieutenant acts as the Operation Support lieutenant overseeing standards and compliance, Facility Maintenance Unit, recruitment program and video review. • One lieutenant acts as an administrative lieutenant overseeing programs, medical liaison, facility maintenance and annual evaluations.

Classification	Authorized	Vacancies	General Responsibilities
Sergeant	23 ²¹	0	<ul style="list-style-type: none"> Sergeants provide first-line supervision over many functional units within the Adult Detention Division. Most sergeants oversee housing/processing operations with minimum staffing of 4 sergeants Mon - Fri and 3 sergeants Sat and Sun. Desired staffing is 5 sergeants on Day shift and 4 sergeants on Night shift. The shift assignments include Command Center Sgt; PSF (housing) Sgt; City Hall (housing) Sgt; Intake Sgt; and relief Sgt (when maximum staffing). Specialty sergeants include positions dedicated to discreet functions/programs. These include 1) Standards & Compliance, 2) Programs, 3) Classification, 4) Release, 5) Administrative.
Detention Deputies	195 (actual count 219) ²²	See footnote	<ul style="list-style-type: none"> Detention Deputies are the first line personnel responsible for health, safety and welfare of detainees and Detentions staff. Deputies are deployed throughout the facilities/division in various roles, including housing, intake, release, classification, compliance and other detainee support services. Some deputies are currently licensed (65 authorized), allowing them to perform other duties in the HCSO, while remaining Detention Deputies are civilian.
Licensed Deputies		11	
Sheriff's Detention Technician	65 1	0	

2. ASSIGNMENTS OF DEPUTY PERSONNEL

The following table shows duty post assignments of deputy personnel based on historical fixed post staffing for City Hall and PSF. Posts with decimal places are reduced during certain four-hour operational blocks based on need. Some fixed posts have also been discontinued.

DUTY POST	DAYS	NIGHTS	WKEND
Weapons Screening 1870	0	.67	1

²¹ There is a 24th detention sergeant position authorized, but not in the ADD; it is assigned to the Employee Development Unit in the HCSO.

²² HCSO is authorized to have 195 detention deputies. As of 8/8/2025, there are 219 non-licensed detention deputies and several limited duration detention deputies in training who will be added to the permanent detention deputy complement. HCSO received permission to hire over the authorized position allocation. On 9/14/2025, HCSO anticipates an additional graduating class of detention deputies from the training academy which will bring the total unlicensed detention deputy count to 224 FTEs.

PSF Public Visitation	.67	0	0
2nd Floor Social Visit	0	0	0
Intake Control	1	1	1
Admissions	2	2.67	2-3
Processing	2	2	2
Fingerprinting	2	2	2
Post Booking	2	2	2
Court Staging	1.67	0	0
Intake Escort Rover	1.67	1	1
Release	1	1	1
Transfer/Release	1	0	0
Kitchen/Laundry Security	1	0	1
Cobra	1	1	1
Release Window	1	1	1
Property Change Out	.67	0	0
Master Control	2	1	1
Facility Rovers	2	1.33	1-2
3rd Control	1	.33	.33-1
3rd Floor Escort Rover	1	.33	.33-1
Quad 8	1	1	1
Quad 9	1	1	1
Quad 9 15 Min Logs	1	1	1
Quad 10	1	1	1
4th Floor Clinic Security	1	1	1
PSF Health Assessments	n/a	n/a	n/a
Med Room	2	0	0
DOC Security/Escort	.13	0	0
Quad 11	2	1.33	1-2
Quad 12	1	1	1
Quad 13	2	1.33	1-2
Quad 14	1	1	1
Ground Control	0	0	0
City Hall Weapons Screening	1	0	0-1
4th Control	1	1	1
C/H 4th Floor Security Rover	0	0	0
C/H Health Assessments	0	0	0

Quad 1	3	3	3
Quad 2	2	2	2
Quad 3	3	3	3
Quad 4	3	3	3
5th Control	1	1	1
C/H 5th Floor Security Rover	0	0	0
Quad 5	4	4	4
Quad 6	3	3	3
Quad 7	2	2	2
Quad 7 15 Min Logs	1	1	1

Fixed posts currently include the above 47 duty stations in the Public Safety Facility (PSF) and City Hall. An example includes the Intake Process, incorporating Intake Control, Sally-port deputies (Admissions), Processing, Fingerprinting, and Post-booking (housing). There are 23 non-operations deputy assignments, which include: Classification, Facility Maintenance, Standards and Compliance, Programs, K9, Release Unit, Jail Intel, Administrative Deputy. ADD has assigned staff to these positions in 4-hour work blocks compared to 12-hour shifts for most housing deputies. These deputy positions are allocated as follows:

	Actual
Classification	9
Facilities Maintenance Unit (FMU)	2
Standards and Compliance Unit (SCU)	2
Programs	4
K9	2
Administrative Deputy	1
Release Unit	2
Jail Intel	1

3. ASSIGNMENTS OF CIVILIAN PERSONNEL TO DETENTIONS

The following reflects civilian support positions that provide direct supervision to the Adult Detention Division jail operations. Records personnel are excluded from this profile. While brief job descriptions are not included here, titles of positions are mostly self-explanatory.

	Auth.	Actual
Administrative Supervisor	1	1
Adult Education Instructor	1	-
Cook, Senior	7	8
Food Service Supervisor	2	2
Food Service Worker, Sr	5	5
Laundry Services Operator	2	2

Office Specialist, Principal	2	3
Planning Analyst	1	1
Records Clerk ²³	1	0

4. ASSIGNMENTS OF CIVILIAN RECORDS PERSONNEL

Detention operations are supported by a variety of civilian personnel dedicated to the records operation. The table below summarizes the allocation of civilian staff by job classification and provides an overview of core responsibilities.

Classification	Authorized	Vacancies	General Responsibilities
Administrative Manager	1	0	<ul style="list-style-type: none"> The Administrative Manager is the highest civilian non-detention position in the ADD. This role oversees all civilian functions within Records, including staff and operations. This position reports to the operations Captain.
Administrative Supervisor	2	0	<ul style="list-style-type: none"> There are two administrative supervisors providing mid-level manager support to the Records operation. These supervisors provide direct oversight to the Custody Records Supervisors and are available to all staff. These supervisors are responsible for the day-to-day operations of the ADD Records functions.
Custody Records Supervisor	8	0	<ul style="list-style-type: none"> Custody Records Supervisors provide first-line supervision in Records on a 24/7 basis. Custody Records Supervisors direct office operations of Records, staff oversight, respond to inquiries, coach, mentor and discipline, and provide back-up when necessary.
Custody Records Coordinator	16	1	<ul style="list-style-type: none"> Custody Records Coordinators are senior records personnel performing more complex records-related tasks for the ADD.

²³ Records clerk position was promoted to Office Specialist, Principal. The Office Specialist, Principal is now +1 compared to authorized.

Classification	Authorized	Vacancies	General Responsibilities
Custody Records Coordinator (LTD)	1	0	These staff can cover all workstations, but generally complete tasks related to tracking and comprehensive records-keeping related to the detainee population.
Records Clerk	35	1	<ul style="list-style-type: none"> Records Clerks are responsible for the baseline responsibilities of ADD Records including the intake process (detainee intake documentation, photograph, etc.) detainee records filing and tracking. This is the first line position operating on a 24/7 basis. Records Clerk staff are also responsible for the Warrants-related Detail of the Records operation.
Principal Office Specialist	2	0	<ul style="list-style-type: none"> Specialists provide supporting functions to Records personnel including filing of Records, destruction, telephone answering, and other related duties and responsibilities.
Office Specialist III	1	0	
Office Specialist I (LTD)	2.1 FTE ²⁴	0	

Key tasks associated with the Records operation, with potential re-engineering opportunities, will be provided in the Draft Report.

²⁴ Presently have 8 personnel working that are part-time, non-benefit earning positions.

APPENDIX CHAPTER 3 – OTHER DATA ELEMENTS

1. HOUSING UNIT OVERVIEW

The HCSO Adult Detention Division has two facilities as previously noted, the Public Safety Facility (PSF) with more modern jail-based architecture and the older City Hall. Bed space for the former is listed at 330 beds, the latter at 509 beds for a total detainee capacity of 839²⁵ beds. Housing, by functional area (quads and related sub-sections or “mods”), is described in the subsequent table, with follow up descriptions for the noted housing unit.

- The PSF is composed of a 4-bed Infirmary with Quads 8-14. Quad 8 has the most “mods” with three (3), ranging in bed space from 4 to 24 (one mod with 4, one mod with 24, and one mod with 12). Quad 9 has two (2) “mods,” each with a capacity of 13. Quad 10 has two (2) “mods,” each with a capacity of 12. Quads 11-14 is one large direct supervision mod with a capacity of 60 beds.
- City Hall has 7 Quads largely with very different designs given the linear nature of the architecture and the housing layouts. Quad 5, for example, has eight separate housing sections ranging from 3-22 beds.
- Each Quad and/or mod houses different detainee populations based on various risk factors or other differentiation requirements (e.g. male versus female). These will be evaluated in the Draft Report.

Housing Unit	Bed Capacity	Bed Range/“Mod”
Public Safety Facility (PSF)		
Infirmary	4	4
Quad 8	40	4-12
Quad 9	26	13
Quad 10	24	12
Quad 11	60	60
Quad 12	60	60
Quad 13	60	60
Quad 14	60	60
City Hall		
Quad 1	80	2-17
Quad 2	50	1-18
Quad 3	74	2-22

²⁵ This excludes 4 beds in the Infirmary in the PSF.

Quad 4	70	8-24
Quad 5	104	3-22
Quad 6	59	2-20
Quad 7	72	5-21

2. NET ANNUAL WORK HOURS

Net Annual Work Hours (NAWH) are the annual hours available for staff members to perform work after the exclusion of scheduled and unscheduled annual leave.

Different calculation models and varied philosophies on when to use NAWH exist. These methodologies have differences; at issue is the fundamental use of NAWH in many staffing calculations, to which most experts agree should be the prevailing practice. The Matrix Consulting Group NAWH calculation shown in this profile is based on ADD personnel leave data for 2 years from 7/1/23 – 6/30/25. The model looks at the average of leaves of personnel who fall within one standard deviation of the two-year annual average (therefore eliminating “outliers” such as those with limited time, or excessive time off). The outcome of the leave calculation is: Deputies, 1,848 hours; Sergeants, 1,834 hours.

Secondly, in-service and internet training occupies staff and takes them away from their duty assignments. MNDOC and the American Correctional Association (ACA), which certifies the ADD, requires/ 24 and 40 hours of annual training, respectively. Consequently, 40 hours is also subtracted, resulting in a NAWH calculation of: **1,808 hours for deputies; 1,794 hours for sergeants.**

These NAWH, combined with an adjusted duty (fixed) post staffing plan, in conjunction with a review of housing units’ design in PSF and City Hall, is used to arrive at a new housing unit’s staffing plan requirement. Other staffing models—more and less accurate—are available as well and will be explored in the report.