



**JIM PETRO**  
**AUDITOR OF STATE**

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STATE OF OHIO

# MAHONING COUNTY PERFORMANCE AUDIT

JANUARY 9, 2002



STATE OF OHIO  
OFFICE OF THE AUDITOR

JIM PETRO, AUDITOR OF STATE

To the Citizens of the Mahoning County:

In response to a request from the County Commissioners and County Administrator of Mahoning County (the County), the Auditor of State's Office is pleased to provide the completed performance audit report for those departments and areas selected for this engagement. The County requested that the performance audit be conducted to provide a resource in the County's ongoing effort to improve the efficiency of operations, establish internal accountability over the use of tax dollars, maintain an appropriate level of public safety, improve the quality of life and responsiveness of County government to its constituents and to help address the financial difficulties the County is experiencing.

This report assesses several key County departments, including Personnel and Benefits, Board of Elections, County Courts, Juvenile Court and Sheriff's Office. These departments were selected because they represent the majority of the County's general fund expenditures and provide important services to the citizens of Mahoning County. The Auditor of State's Office conducted an independent assessment of these departments with the objective of providing recommendations to the County in areas where it can recognize financial benefits, achieve efficiency improvements in operations and service delivery and/or improve program results. In addition, the Auditor of State's Office provided compensation and salary information to help the County identify differences in compensation packages by comparing compensation rates for similar departments and job classifications at the County and the peer counties, and to examine the salaries of similar job functions within the County to identify internal salary differences.

An executive summary has been prepared which includes the project history, County overview, purpose and objective of the performance audit and a summary of findings, commendations, recommendations and financial implications. This report has been provided to Mahoning County and its contents discussed with appropriate County officials and management. The County has been encouraged to utilize the results of the performance audit as a resource in improving its overall operations, service delivery and financial stability. Additional copies of this report can be requested by calling the Clerk of the Bureau's office at (614) 466-2310 or the toll free number in Columbus, (800) 282-0370. In addition, this performance audit can be accessed on-line through the Auditor of State's website at <http://www.auditor.state.oh.us/> by choosing the "On-Line Audit Search" option.

Sincerely,

JIM PETRO  
Auditor of State

January 9, 2002

# **Executive Summary**

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## **Project History**

In an attempt to improve service delivery to its citizens and optimize operational efficiencies, the County Commissioners and County Administrator of Mahoning County (the County) engaged the State Auditor's Office in December 2000 to conduct a performance audit. Since the County has experienced financial difficulties in the past caused by repeals of its largest source of General Fund revenues, the sales tax, the County officials were concerned with the overall effectiveness and efficiency of operations. The County officials felt that a performance audit would be one appropriate mechanism of ensuring and improving county operations.

Due to the significant number of departments and operations within the County, a prioritization approach was selected whereby certain departments and functions having a significant impact on the General Fund revenues, expenditures and operational efficiency would be the first departments to be assessed. Based on discussions with the County Administrator and Commissioners, and input from the general public, the following areas of county operations were selected for assessment:

- Compensation and Salary Analysis
- Personnel and Benefits
- Board of Elections
- County Courts
- Juvenile Court
- Sheriff's Office

The overall objectives of this project are to present findings based on data related to the selected county operations and to develop commendations and recommendations concerning these areas of operations. Additionally, the audit report provides an independent assessment of operations at the County to identify potential areas for cost reductions and revenue enhancements.

## **Objectives and Scope**

A performance audit is defined as a systematic and objective assessment of the performance of an organization, program, function or activity to develop findings, recommendations and conclusions. Performance audits are usually classified as either economy and efficiency audits or program audits.

Economy and efficiency audits consider whether an entity is using its resources efficiently and effectively. They attempt to determine if management is maximizing output for a given amount of

input. If the entity is efficient, it is assumed that it will accomplish its goals with a minimum amount of resources and with the fewest negative consequences. Program audits, on the other hand, are normally designed to determine if the entity's activities or programs are effective, if they are reaching their goals and if the goals are proper, suitable or relevant. These audits attempt to determine if the actual outputs match, exceed or fall short of the intended outputs. The performance audit conducted on Mahoning County contains elements of both an economy and efficiency audit, and a program audit.

## **Methodology**

To complete this report, the auditors gathered and assessed a significant amount of data pertaining to the various areas, conducted interviews with various individuals associated with the County, and assessed available information from selected peer counties. In addition to reviewing this information, the auditors spent a significant amount of time gathering and reviewing other pertinent documents and information, such as Ohio Secretary of State reports, Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) standards, American Correction Association benchmarks and performance measures identified by the National Center of State Courts. Numerous interviews and discussions were held at many levels and with groups of individuals involved internally and externally with the County. In addition, three peer counties, Lorain County, Stark County and Trumbull County, were selected to provide benchmark comparisons with Mahoning County. Furthermore, Butler and Columbiana Counties were selected to provide benchmark comparisons with the Mahoning County Courts' operations considering that Lorain and Stark Counties do not have county courts.

The performance audit process involved significant sharing of information with staff members from the County including preliminary drafts of findings and recommendations as they were being developed. Further, periodic status meetings were held throughout the engagement to inform the County Administrator and other appropriate County officials of key issues impacting the selected areas, and proposed recommendations to improve and enhance these areas. Sharing information and conducting periodic status meetings gave the County numerous opportunities to provide their comments about key issues and proposed recommendations. This feedback provided by the County was very important because it helped to finalize the findings and recommendations in each of the sections.

## **Overview of Mahoning County**

Mahoning County was created in 1846. It is located in northeastern Ohio on the eastern border of the State, the southern border of Trumbull County and the eastern border of Portage and Stark Counties. The County seat is the City of Youngstown, which is the largest municipality in the County. Campbell, Canfield and Struthers are the other cities located in the County. Eight villages

and 14 townships are entirely or partially within the County's boundaries. In addition, the County comprises 12 local commercial banks and savings and loan associations, Youngstown State University and other public and private universities, three acute care hospitals, the Butler Institute of American Art (nationally-known), an extensive public library system, and various recreational facilities.

A total of eleven legislative and administrative County officials are elected by voters. The Board of County Commissioners comprises three elected members and serves as the legislative and executive body of the County. In addition, the Board's general responsibilities are financial management, management of County facilities and administration. The County Auditor is the chief fiscal officer and tax assessor, and the County Treasurer serves as the custodian of all County funds and as tax collector. The six remaining elected officials include the Clerk of Courts, Recorder, Coroner, Engineer, Prosecuting Attorney and Sheriff. The judicial branch consists of five Common Pleas Court Judges, four County Court Judges, one Domestic Relations Judge, one Juvenile Court Judge and one Probate Judge. In addition, five county officials are appointed and include the County Administrator, Clerk of the Board of Commissioners, Sanitary Engineer, Job and Family Services Director and County Purchasing Director.

The County has approximately 1,800 full-time and 115 permanent part-time employees as of September 1, 2000. In addition, the County employs a number of temporary part-time employees, which ranges from 0 to 51 depending on the season. The County has a total of 18 collective bargaining agreements with various unions including AFSCME Locals, Communication Workers, FOP/OLC and Teamsters. As of January 1, 2001, a total of 1,205 employees were represented by bargaining units.

The sales tax is the County's largest source of General Fund revenues. The County currently levies a 1.0 percent total sales tax comprising two separate five year sales tax levies of 0.5 percent each. The levies expire in December 31, 2002 and December 31, 2004, respectively. Numerous defeats and repeals of the sales tax has had a significant impact on the County's operations. The 0.5 percent portion of the sales tax was defeated in 1996 and reduced the sales tax rate to 0.5 percent effective January 1, 1997. Another five year extension of the original sales tax was placed on the May 1997 ballot, which passed and increased the sales tax rate to 1.0 percent effective July 1, 1997. However, the voters repealed the original sales tax through a referendum petition filed in the November 1997 general election. This repeal reduced the sales tax rate to 0.5 percent effective January 1, 1998. Due to this repeal, the County had to layoff employees, including numerous sheriff deputies that could have adversely impacted the public safety of the citizens of Mahoning County. Finally, an additional five year 0.5 percent sales tax was approved by the voters in the November 1999 ballot and increased the sales tax rate to 1.0 percent effective January 1, 2000.

The leadership at the County has acknowledged the need to address operational issues to improve overall performance and has been proactive in approaching the Auditor of State for assistance

through the performance audit process. The recommendations resulting from the performance audit will provide a framework for change which can result in cost savings, revenue enhancements, operational improvements and increased quality of service. The high level of support for the audit process exhibited by the County is an indication of the positive environment for change which currently exists with respect to county operations.

## **Purpose of Performance Audit**

By engaging the Auditor of State's Office to conduct an independent assessment of its operations, Mahoning County has taken a proactive approach to improve the overall effectiveness of its services and to optimize operational efficiencies. Mahoning County's overall goal and purpose of this performance audit is to ensure that its citizens are provided with quality services and taxpayer dollars are spent in the most appropriate manner.

Mahoning County has taken measures to improve customer service and internal processes, which are indicated by the 62 commendations identified in the performance audit. Mahoning County has streamlined the human resources function and has made strides in dealing with rising workers' compensation costs. The Mahoning County Board of Elections (MBOE) appears to be meeting its overall mission of promoting voter registration and voter turnout. The Mahoning County Courts (MCC) are able to adequately operate a large caseload with the appropriate level of resources. The Mahoning County Juvenile Court (MCJC) has attempted to develop a stronger partnership with the surrounding communities to improve services provided to juveniles. In addition, the Sheriff's Office has ensured that its jail is operating with an appropriate number of correctional staff.

During the course of this performance audit, the Auditor of State's Office and the County participated in numerous status meetings to share and exchange information. In addition, draft reports were provided to the appropriate county officials during the engagement in an effort to further share information and for the County to provide additional feedback. As a result, Mahoning County has implemented or is in the process of implementing recommendations contained in this performance audit before its official release. The County has developed additional strategies to further improve its workers' compensation program and subsequently reduce premium costs. MBOE has streamlined its workforce while maintaining appropriate levels of services. MCC has taken steps to improve its overall case management system. During the time period of this engagement, a new juvenile court judge was appointed at MCJC; and the new juvenile court judge has been proactive in developing strategies to improve operations at MCJC. For example, in an effort to reduce its backlog of cases, MCJC has developed organization goals and will measure its progress in meeting these goals. Further, the Sheriff's Office has instituted measures to minimize costs and ensure public safety.

Many ongoing improvements within the County require various officials to work together and develop partnerships to ensure that these improvements are effectively implemented. In addition,

the implementation of recommendations contained in this performance audit is the responsibility of the elected officials who oversee these departments and areas. Cooperation of the elected officials within the County is necessary to establish internal equity within the County's salary and compensation structure. Active participation of all of the departments within the County's Personnel Council could provide an effective means of establishing an equitable compensation structure as well as improving other human resource practices throughout the County. Furthermore, certain recommendations will require an appropriate collaboration between the County and various collective bargaining units. Finally, the County and Court of Common Pleas will need to work together to address the staffing levels in courthouse security in an effort to subsequently provide additional resources to expand patrol operations and improve overall public safety.

Mahoning County depends heavily on sales tax revenue to fund county operations. The County has two separate five year sales tax levies of 0.5 percent each, expiring December 31, 2002 and December 31, 2004, respectively. The performance audit found Mahoning County is operating effectively within the current tax base. A disruption in the current tax base will have a significant negative impact on services provided by Mahoning County.

## **Summary of Compensation & Salary Review**

In addition to conducting comprehensive performance audits on the selected areas, a compensation and salary analysis was performed and incorporated into this project. The objectives are to help the County identify differences in compensation packages by comparing compensation rates for similar departments and job classifications at the County and the peer counties, and to examine the salaries of similar job functions within the County to identify internal salary inequities. The compensation and salary analysis section of this report was conducted in the following manner:

- Applying certain factors to calculate and determine compensation rates for job classifications at Mahoning County and peer counties including average base salaries, employee PERS contribution, employee healthcare contribution, actual time worked during the year and the cost of doing business factor.
- Comparing compensation packages of similar departments and positions comprising a majority of the departments' staffing levels at Mahoning County to peer counties.
- Identifying the most common job functions throughout the County's departments. Receptionist, secretary, office manager, administrative assistant, data entry, clerk, cashier, food service and bookkeeper/ accounting clerk were identified as the most common job functions.
- Conducting interviews to identify staff responsible for performing the common job functions used to compare salary ranges for each department.
- Comparing salary rates for the nine common job functions at Mahoning County to Trumbull County.
- Comparing salary rates for the nine common job functions within Mahoning County.

Results of the compensation and salary analysis revealed the following:

- The composition of employee compensation packages and the methods for establishing base salaries are not consistent throughout the County. They are either created by union agreements or management of non-bargaining unit employees. As of January 1, 2001, a total of 1,205 employees were represented by a total of 18 collective bargaining unit agreements. Therefore, various agencies and departments receive different compensation packages and starting salaries, which has resulted in unequal compensation among County employees.
- According to interviews and the compensation information obtained from various departments, differences exist in which human resource policies are followed such as certain departments paying its employees' PERS contribution on behalf of the employee and other departments not paying any portion of its employees' PERS contribution.
- Approximately 26.6 percent of the compensation rates for the positions compared in this report are at least 10.0 percent lower than either one of the peer counties' or peer average compensation rates.
- Approximately 25.7 percent of the compensation rates for the positions compared in this report are at least 10.0 percent higher than either one of the peer counties' or peer average compensation rates.
- Mahoning County's adjusted base salary for the data entry job function is approximately 7.7 percent higher than Trumbull County's adjusted base salary.
- Mahoning County's average base salary and adjusted average base salary for the cashier job function are higher than Trumbull County's average base salary and adjusted average base salary.
- Mahoning County's adjusted average base salary for the food service position is approximately 21.1 percent lower than Trumbull County's adjusted average base salary.
- Educational requirements did not appear to impact salary ranges for the nine common job functions since the majority of departments only required a high school education for employment in these job functions. However, union affiliations appeared to have a significant impact in some departments determining salaries for common job functions.
- **Table 1-1** summarizes the salary comparisons of the nine common job functions within Mahoning County by indicating the departments that either have higher average base salaries and lower average years of service or lower average base salaries and higher average years of service as compared to the County average.

**Table 1-1: Summary of Internal Salary Comparisons**

<b>JOB FUNCTION</b>	<b>HIGHER BASE SALARIES LOWER YEARS OF SERVICE</b>	<b>LOWER BASE SALARIES HIGHER YEARS OF SERVICE</b>
<b>Receptionist</b>	Auditor’s Office MRDD	Detention Center
<b>Secretary</b>	CSEA County Engineer	Coroner’s Office
<b>Office Manager</b>	County Engineer <sup>1</sup>	Juvenile Court
<b>Administrative Assistant</b>	Treasurer’s Office	Recorder’s Office
<b>Data Entry</b>	CSEA	Data Processing
<b>Clerk</b>	Auditor’s Office CSEA Treasurer’s Office	Board of Health Juvenile Court Detention Center Recorder’s Office
<b>Cashier <sup>2</sup></b>	Treasurer’s Office <sup>2</sup>	CSEA <sup>2</sup>
<b>Food Service <sup>2</sup></b>	Juvenile Court <sup>2</sup>	MRDD <sup>2</sup>
<b>Bookkeeper/Accounting Clerk</b>	Auditor’s Office Human Services <sup>3</sup> Juvenile Court <sup>3</sup> Mental Health <sup>3</sup> Office of Budget and Management <sup>3</sup>	Children Services Board

<sup>1</sup> Years of Service are similar to the County average; however, the average base salary is significantly higher.

<sup>2</sup> Only two departments had these common job functions.

<sup>3</sup> Average base salaries are comparable to the County average; however, the average years of service are lower.

## **Key Findings/Recommendations**

The performance audit report and executive summary contain a number of findings and recommendations pertaining to the selected areas assessed in Mahoning County. The following are the key findings and related recommendations:

### *Personnel and Benefits*

- The County appears to be under capacity in the central HR Department in relation to total county employees. All of the central HR Department employees have countywide responsibilities such as benefits administration, risk management and labor relations.

The Mahoning County Board of County Commissioners (MBOCC) should increase its personnel staffing by two additional employees. In addition to performing general HR tasks, these additional employees should be used to maintain a classification and compensation plan and fully utilize the HR module of the PeopleSoft system, as well as oversee county-wide training. The addition of two employees with the title of HR technician would total approximately \$84,000 per year, including benefits.

- MBOCC has not adequately developed a classification plan according to ORC and OAC requirements. Certain factors at Mahoning County have made it difficult to effectively develop and implement a uniform classification plan throughout the County. Certain position control categories do not correspond with the numbers set forth in OAC. Positions have not been audited in a manner that would allow uniform classification of positions. In addition, Mahoning County has not undergone a comprehensive process that links job audits to position descriptions to classification assignments. Furthermore, Mahoning County has a significant number of job codes and a large number of single position classifications. For example, 25 different job codes exist for the secretary job function at Mahoning County.

MBOCC should enact the steps to develop a classification plan that will be determined by ODAS to comply with the ORC and OAC. Due to the complexity and scope of implementing a classification plan, MBOCC should consider selecting a consultant to perform the work. Once the classification plan is complete, one of the proposed HR employees should then internally conduct job audits, create position descriptions, maintain tables of organization and assign classifications on an as needed basis. The central HR Department should also encourage other appointing authorities to undergo a classification study, as well as include the goal of a countywide classification and compensation plan as a negotiating strategy with collective bargaining units. The cost of a classification plan should total approximately \$150,000.

- The County has indicated that active participation from all of the departments in the Personnel Council is lacking. This can cause difficulties in standardizing and streamlining human resources activities, and in developing a uniform compensation and classification plan.

The County should strongly encourage active participation from all of the Counties' departments and should consider expanding the role of the Personnel Council. Active participation of all of the departments within the County's Personnel Council should provide an effective means of improving and standardizing human resource practices, such as adequately establishing an equitable compensation structure within the County.

- Although employee healthcare contributions of \$6.00 were approved by the commissioners and negotiated into union contracts for eight departments, the employee healthcare contributions for these departments are not being deducted from employee paychecks. In addition, according to State Employee Relations Board (SERB), the average employee premium contributions are 10.8 percent and 12.1 percent for single and family coverage statewide, respectively. A six dollar employee healthcare contribution represents less than three percent of the single coverage premium and approximately one percent of the family coverage premium.

Mahoning County should begin deducting the six dollar healthcare contribution as negotiated in each of the union contracts. As the County looks for additional dollars to fund financial obligations and expand services, it should consider increasing the employee healthcare contributions. Based upon SERB data and conversations with Medical Mutual and private sector employers, a standard level of employee contributions is approximately 10 percent. The County could save \$103,800 annually by negotiating and deducting a \$6.00 employee healthcare contribution in all of its collective bargaining agreements. By increasing the employee healthcare contribution from \$6.00 to a 10 percent employee healthcare contribution, the County could save about \$707,800 in additional healthcare costs annually. However, this recommendation should be considered in conjunction with the **compensation analysis** conducted in this performance audit to identify the impact it would have on County departments' overall compensation packages in comparison to peers. In addition to exploring the option of increasing the employee healthcare contribution, the County should consider pursuing other available options to address rising healthcare costs such as increasing deductibles, reducing prescription costs and implementing or increasing the amount of the employee co-pays. The County has indicated that it is pursuing these other options to address rising healthcare costs.

- Mahoning County has historically been ineffectively managing workers' compensation. According to the County, the poor management of its workers' compensation program has been primarily due to the use of external consultants. Mahoning County has been substantially penalty rated since 1996 when its experience modifier was 1.94 and has steadily increased over the years to 2.48 in 2000, to the current level of 3.17 as of August 2001. In contrast, the peer average experience modifier in 2000 was 0.99.

The County should continue to aggressively pursue options available to improve the management of its workers' compensation program and reduce costs. Additional steps that the County should take include providing visible, active management and leadership from the County Administrator and County Commissioners, obtaining employee involvement and providing employee recognition, developing a written safety and health training plan that documents specific training objectives, providing written and communicated safe working practices, and establishing a return-to-work program. As indicated in the performance audit,

the County has already implemented strategies to improve its workers' compensation program, such as using the prosecuting attorney to replace the use of outside legal counsel and instituting a retrospective rating program. As a result, Mahoning County should begin to realize cost savings in its workers' compensation program in 2001.

### *Mahoning County Board of Elections (MBOE)*

- Although disadvantages exist with optical scanners (e.g., susceptible to human error and do not warn the voters of possible over/under votes), the assessment conducted in this report indicates that the optical scanners currently in use at Mahoning County appear to be effective for conducting elections. However, according to MBOE, its current rental agreement for its optical scanners will expire after the November 2001 election. As a result, MBOE will have to make a decision either to purchase or lease optical scanners, or purchase an electronic touch screen voting system. In addition, according to MBOE, the Secretary of State's Office (SOS) is considering decertifying the central count process for elections in Ohio. Furthermore, the National Commission on Federal Election Reform recommends that the federal government provide funding to states and counties; and it appears that a decision regarding federal funding for election systems will be made soon by the United States House of Representatives.

MBOE should conduct a thorough and comprehensive assessment of the costs, advantages and disadvantages associated with optical scanners and electronic touch screen systems. As analyzed and discussed in this report, advantages and disadvantages exist with both optical scanners and touch screen systems. MBOE should further evaluate these advantages and disadvantages to determine the most appropriate voting system for Mahoning County. MBOE has indicated that it has performed an assessment of the functionality advantages and disadvantages of touch screen systems as compared to optical scanning technology. Based upon this assessment, MBOE has concluded that a touch screen system is functionally more effective than optical scanning technology. However, at the time of this engagement, MBOE was working with the County Auditor's Office to fully assess all of the financial costs, such as maintenance and financing costs, involved with implementing and operating a touch screen system and optical scanning technology. Therefore, considering Mahoning County's financial condition, MBOE should fully complete the financial assessment of the two systems prior to either implementing a new touch screen system or optical scanning equipment. Further, MBOE should take into consideration in its decision-making process the possibility of funding from both the state and federal government, as well as a number of possible changes in election rules on the horizon.

- While MBOE has established a goal of a one-day turnaround for processing new registrations/changes and absentee requests during peak periods (i.e., 30 days before an election), it does not have additional internal measures to determine performance, or a

process for soliciting customer satisfaction, in order to assess and improve operations. MBOE also has not undergone a strategic planning process or set goals to develop and monitor any type of performance measures. Furthermore, MBOE has not formalized a process for assessing customer satisfaction.

MBOE should establish additional benchmarks and goals to enhance customer service and to examine, assess and improve its overall operations. MBOE should develop goals and monitor performance measures to ensure quality customer service. Another manner in which MBOE could improve its performance and enhance customer service is by developing a customer satisfaction survey which could be used for internal performance improvement.

### *Mahoning County Courts (MCC)*

- Standard and uniform time frames for the purpose of processing and scheduling cases in a typical day do not exist at MCC. In addition, staff potentially have varying perceptions on how far in advance cases should be scheduled (e.g., preliminary hearings should be scheduled one, two, or four weeks/months after the arraignment date). Furthermore, MCC does not have uniform and standard rules to minimize the number of continuances granted during a case.

Standard and uniform time frames for the purpose of processing and scheduling cases should be established within MCC. MCC should monitor and track these time frames to ensure that they are being adhered to. In addition, MCC should develop standard and uniform rules for granting continuances. By developing and adhering to standard and uniform time frames, and by developing standard and uniform rules for granting continuances, MCC could potentially reduce the number of pending cases and improve the case management system.

- Collection methods and procedures are not uniform throughout MCC. In addition, a financial affidavit is not used at MCC and it is up to the judges' discretion to determine whether or not an individual should be given more time to pay court costs and fines.

MCC should utilize a financial affidavit to assess a defendant's ability to pay and should develop a uniform collection process at each County Court. Furthermore, MCC should consider reassigning a current bookkeeper clerk the task of handling the entire collection process, including uncollected fines. MCC could increase its collections by approximately \$170,000 annually by implementing this recommendation.

- Although MCC has the authority under ORC § 1907.24(B)(1) to establish a special project fund, it does not charge any portion of court costs and fines to a special project fund. However, all three peer county courts do charge court costs and fines to a special project fund.

MCC should implement a special project fund and allocate a fee to provide revenue for this fund, such as \$10.00 of court costs per case. MCC could use revenues from the special project fund to pay for employees' salaries and benefits, fund renovations to the existing court buildings or fund a new court building, and fund any needed capital projects. If MCC allocated \$10.00 of court costs per case, it could increase court costs and revenue collected by approximately \$286,000 annually.

- The financial costs associated with operating multiple and part-time county courts are potentially greater as opposed to operating one full-time county/municipal court. In addition, attempting to operate county courts uniformly and as one entity is potentially more difficult with a larger number of county courts. The lower amount of square miles per county and municipal court, and the lower population served per county and municipal court as compared to the peers supports the potential for consolidation of county courts in Mahoning County. Furthermore, as discussed in the report, the benefits of reducing the number of county courts outweigh the potential costs.

Based upon the analysis and assessment in the report, MCC should consider consolidating the number of County Courts by abolishing the part-time County Court system and replacing it with a full-time county-operated municipal court system. This will allow MCC to implement consolidation immediately. MCC should either eliminate the Sebring location (Option 1) or consolidate all four County Court locations into one County-operated municipal court (Option 2). If the County pursued Option 2, MCC could save approximately \$256,800 annually in rent expenses assuming that it can generate the additional revenue identified throughout this report to cover the costs of building a new courthouse. In addition, MCC, local justice and corrections groups within Mahoning County, and the County should work with the appropriate representatives in the Ohio General Assembly to create and enact the required legislation authorizing the change in the County Court structure in Mahoning County.

*Mahoning County Juvenile Court (MCJC)*

- MCJC does not ensure the accuracy of case information reported to the Ohio Supreme Court (OSC). Failing to ensure the accuracy of the information limits MCJC's ability to evaluate its overall performance. In addition, MCJC does not consistently utilize performance measurements to determine the effectiveness of its case management system.

MCJC should ensure the accuracy of case data reported to the OSC to have the ability to assess overall court performance. In addition, the performance measurements identified in this report should be used to ensure MCJC complies with OSC's time guidelines for timely case processing, while at the same time keeping current with its incoming caseload.

- Based on a comparison to the peers, MCJC is not processing and managing cases as effectively as peer courts. MCJC is disposing a significantly lower amount of official cases and has the highest percent of cases pending beyond the OSC's time guidelines. However, since MCJC does not ensure the accuracy of case data, the percentage of cases disposed and pending beyond the time guidelines may not be entirely accurate at MCJC.

MCJC should develop strategies, which are indicated throughout this report, to improve case management with the purpose of increasing the number of cases disposed and reducing the number of cases pending while providing effective services to juveniles.

- MCJC processes a significantly higher number of unofficial cases as compared to the peers. However, MCJC does not monitor and track the decisions made by intake staff, recidivism rates of juveniles processed unofficially, and the outcomes of its community diversion programs. Consequently, MCJC is unable to determine if its unofficial case processing system is effective in diverting juveniles from the court system and reducing juveniles' potential to recidivate.

MCJC should monitor and track decisions made by intake staff, recidivism rates and outcomes of its community diversion programs to ensure that its unofficial case processing system is effectively diverting juveniles and reducing juveniles' potential to recidivate.

- Although MCJC's policy requires that probation officers have specific amount of contacts and interaction with juveniles, MCJC does not monitor and oversee the requirements to ensure that probation officers are in practice spending enough time interacting with juveniles.

Monitoring and overseeing probation officers' interaction with juveniles, in addition to other essential monitoring functions, could be accomplished by the chief probation officer if MCJC reallocates 1.25 FTEs from the judicial staffing levels to the probation division to relieve the chief probation officer's caseload. By adding 1.25 FTEs, MCJC would have to spend

approximately \$31,250 annually in additional salary and benefits. However, MCJC should be able to offset this cost by transferring 1.25 FTE from judicial staffing to the probation division.

- While MCJC has developed and implemented a risk assessment tool based upon factors which contribute to recidivism, it does not formally track or monitor recidivism or success rates for juveniles placed on probation.

MCJC should monitor and track recidivism and success rates of juveniles placed on probation to ensure that the probation division is operating effectively, and to ensure that services provided are adequate and contribute to rehabilitating juveniles.

- MCJC has not been able to effectively manage the average daily population in its detention center. Peer detention centers have developed various strategies to adequately manage their average daily populations. In addition, the current youth leader staffing levels at MCJC are comparable to the peers.

MCJC should better manage its average daily population in the detention center by increasing the use of other forms of juvenile monitoring, creating a review team/committee responsible for monitoring the average daily population and length of stay in the detention center on a frequent basis, establishing and developing standard time frames for transferring juveniles out of the detention center, and developing a risk assessment tool to adequately determine the most appropriate form of monitoring juveniles. Furthermore, since the current youth leader staffing levels are comparable to the peers and strategies exist to better manage the average daily population in the detention center, MCJC should not consider filling the ten vacant youth leader positions. By not filling the ten vacant positions, the juvenile supervision division could save approximately \$211,000 annually in salary and benefits costs. Furthermore, MCJC could save approximately \$186,000 annually in detention center operating costs by better managing the average daily population in its detention center and subsequently reducing its average daily population from 61 juveniles to 55 juveniles to be more comparable to Trumbull County. Moreover, MCJC could realize additional cost savings if it is able to reduce its average daily population to be more comparable to Lorain and Stark Counties, which had average daily populations in 2000 of 53 and 38 juveniles, respectively.

*Mahoning County Sheriff's Office (MCSO)*

- MCSO does not have written procedures specifying how billing for housing federal and City of Youngstown (the City) prisoners is to take place. As indicated in the report, the procedures currently being used are not effective in producing accurate and timely billing statements. Factors impacting MCSO's billing process include the following: duplicity of billing responsibilities, over and undercounting prisoner days, lack of quality control, and lack of a reconciliation process. Furthermore, the process being used in both forms of billing lack internal and external controls.

MCSO should begin developing and implementing explicit written policies and procedures detailing how billing for housing prisoners from other jurisdictions should be completed. In conjunction with developing written policies and procedures, MCSO should also restructure the process so that only one sworn sheriff's employee undertakes all prisoner housing billing responsibilities. A formal reconciliation process should be outlined and followed so that MCSO bills and collects the correct amount from each governmental entity that contracts for prisoner housing. In addition, MCSO should require that a supervisor review billing statements prior to mailing.

- MCSO does not have a pay-to-stay program. Under ORC §341.06, county sheriffs can assess fees upon prisoners for room and board, medical and dental treatment costs, administrative processing costs, and property damage costs as a result of the prisoner's confinement. According to the Buckeye State Sheriff's Association, the Preble County Sheriff's Office has instituted a model prisoner pay-to-stay program. In addition, Allen, Licking and Wood Counties' Sheriff's Offices have established and implemented pay-to-stay programs.

MCSO should develop and implement a prisoner pay-to-stay program according to ORC §341.06 and §341.02. Having a streamlined, detailed and sanctioned program could help MCSO and Mahoning County to collect money from prisoners to offset costs for imprisonment. MCSO should consult with county sheriff offices having a formal pay-to-stay program for information and assistance. Prior to establishment, MCSO should ensure that it will not become ineligible to receive grant funds of any kind by having a pay-to-stay program. Assuming that MCSO implements a prisoner pay-to-stay program, charges a minimum per diem rate of \$12 per day and initially has a collection rate of four percent similar to the Allen County Sheriff's Office, MCSO could collect \$87,000 yearly in per diem fees.

- MCSO, under judicial orders from the Mahoning County Court of Common Pleas, has detailed 21 deputy sheriffs (21.0 FTEs) to the County courthouse as a standing security force. Based upon the amount of square footage per deputy sheriff (FTE), the number of cases per deputy sheriff (FTE) and the number of courthouse entrants per deputy sheriff (FTE),

MCSO's courthouse security staffing levels are significantly higher as compared to the peers. In addition, the Nyce Company performed a staffing study indicating that a force of approximately 13 deputy sheriffs is what is needed to carry out courthouse security duties at Mahoning County, which is significantly less than the current staffing levels at MCSO's courthouse security unit. Furthermore, the duties associated with courthouse security are performed in a similar fashion at MCSO and peers.

MCSO should begin cultivating discussions with the Court of Common Pleas to reduce courthouse security staffing by at least 8.0 FTE deputy sheriffs. In addition, MCSO, the Court of Common Pleas and the County should reassess staffing levels in the future. Further analysis reveals that MCSO could potentially reduce and/or transfer additional staff assigned to courthouse security. MCSO could realize an annual cost savings of \$361,800 in salaries and benefits by reducing 8.0 FTEs within its courthouse security unit.

- Although it appears that MCSO's patrol operations unit is under-staffed as compared to the peers, MCSO has not developed, implemented and monitored key performance measures to more adequately assess staffing levels in patrol operations. Key performance measures related to patrol operations could include the total number of calls dispatched during a given period of time, length of time it takes to dispatch personnel after a call has been placed, and length of time it takes for personnel to respond after being dispatched. In addition, Stark and Trumbull Counties' prisoner conveyance function is performed by patrol operations. However, this job function is performed by the records and warrants division at MCSO. Further, Stark County's Sheriff Office uses deputies assigned to prisoner conveyance exclusively to assist in patrol operations when they are not transporting prisoners.

MCSO should develop, implement and track the use of key management statistics and performance measures in the patrol operations unit. After the performance measures have been developed, implemented and consistently monitored, MCSO should make the appropriate adjustments to its patrol unit to ensure it is meeting the objectives and needs of Mahoning County. In addition, MCSO should evaluate the benefits of transferring the prisoner conveyance job function (7.0 FTEs) from the records and warrants division to the patrol operations unit. By transferring the prisoner conveyance function to patrol operations, MCSO could have additional staff available to assist in performing appropriate patrol functions. Therefore, MCSO could have additional resources available to deter crime, ensure public safety and subsequently help reduce the crime rate in Mahoning County.

- Currently, MCSO does not spend a significant amount of time researching grants which it could be eligible for obtaining. Stark County has received the following grants that MCSO has not received: Cops in Schools (\$208,333), Cops Universal Hire (\$64,286), Cops More (\$228,798) and Enhanced Investigation Violence Against Women (\$71,031). MCSO submitted an application for Cops More on May 2, 2001.

MCSO should try to obtain additional grants to enhance and expand services provided to the citizens of Mahoning County. MCSO should coordinate with the three full-time County employees who will be responsible for writing grants at Mahoning County to ensure that grants written for MCSO match the goals of the Sheriff. If MCSO were to receive grant funding similar to the Stark County Sheriff's Office, MCSO could receive an additional \$429,000 per year for law enforcement staff and equipment.

- MCSO and the City of Youngstown are involved in a pilot project to operate a video arraignment system. The plan for the system is to expand and include cases from the Mahoning County Court of Common Pleas and the Mahoning County Courts (MCC).

MCSO should follow through on its plans to expand video arraignment to the Mahoning County Court of Common Pleas and MCC. MCSO already has the equipment to run two video arraignment proceedings concurrently, and it would have the capability to expand video arraignment to the Court of Common Pleas and MCC. Video arraignments could improve public safety and allow for more efficient utilization of resources. During the course of this audit, video arraignments have been installed and are fully operational in Youngstown and Boardman. In addition, video arraignments have been installed in Austintown, Canfield and the Court of Common Pleas; however, the video arraignments are not yet fully operational.

### **Additional Findings, Recommendations and Commendations**

The remainder of this executive summary is organized by report sections in order to highlight additional findings and recommendations, as well as commendations from those areas of the audit report:

#### *Personnel and Benefits*

**Background:** Prior to 1996, Mahoning County did not have a centralized county personnel department. Departments and agencies were responsible for all human resource functions, which led to countywide duplications of effort in the personnel area. The County established a central Human Resources (HR) Department in 1997. The establishment of a central HR department was completed in accordance to ORC §124.14(G) and Ohio Department of Administrative Services (ODAS) rules and standards. The central HR Department is comprised of four staff members: a human resources director, a benefits coordinator, a risk manager and an executive secretary. The County also has a Personnel Council comprised of representatives from various County departments and agencies that review and recommend personnel policies and procedures.

The benefits administration and workers' compensation functions are primarily handled by staff in the central HR Department. However, each agency and department throughout the County has a staff

person or persons responsible for distributing and collecting paperwork related to healthcare and benefits, and who acts as a liaison between the department and the central HR Department.

**Findings:** A summary of additional findings in the Personnel and Benefits sections includes the following:

- Overall, Mahoning County has higher full-time staffing levels based upon population when compared to its peers. In addition, the full-time staffing comparison performed in this report indicates that nine County departments are potentially overstaffed and four County departments are potentially understaffed when compared to peer counties.
- Although the Manual of Personnel Policies of Mahoning County (the Manual) impacts to some extent approximately 60 to 70 percent of County employees, there still is a lack of adopted personnel policies that impact all County employees. The Hamilton County central HR Department uses several methods to encourage departments to adopt the personnel policy manual and to file their intent with ODAS.
- The 15 County departments and agencies surveyed in this report do not use electronic methods for the storage and management of personnel information of their employees. The only employee information that departments tend to track on computer spreadsheets are leave accruals.
- The central HR Department does not formally conduct exit interviews for employees leaving MBOCC departments. Due to the estimated cost of replacing employees, as noted in the William F. Mercer survey, it is important for HR departments to conduct exit interviews and track reasons for departure in the event corrective measures need to be taken.
- There have been difficulties reconciling the leave balances on the old payroll system with the records kept by County departments and agencies, as a result of the conversion to PeopleSoft.
- The County Central Human Resource manual indicates that employees must work a minimum of 30 hours to receive healthcare benefits. Individuals who work less than 30 hours per week do not receive healthcare benefits. However, four of the 25 departments have policies higher than the central human resource policy.
- Mahoning County's total health care benefits costs are approximately 28.8 percent higher than the peer average. The County's annual cost per employee is approximately 15.1 percent higher than the peer average. Although Mahoning County and Lorain County have similar healthcare costs, Lorain County's cost per employee is significantly lower than Mahoning County's, which may be attributed to the differences in the key benefits offered by Mahoning County and Lorain County.
- Currently, Mahoning County has not implemented a cafeteria plan. If the County chooses to select one cafeteria plan allotment for employees selecting single and family coverage, an allotment of \$488 would result in the County's total healthcare costs remaining at its current levels. However, if the County chooses to provide a cafeteria plan allotment that is based upon whether the employee selects single or family coverage, an allotment of \$228 for single and \$579 for family coverage would result in the County's costs remaining constant.

**Recommendations:** A summary of additional recommendations in the Personnel and Benefits sections includes the following:

- MBOCC should closely monitor the County’s full-time employee staffing levels, and should monitor full and part-time staffing levels by using various performance output measures to adequately assess staffing levels according to workload and productivity.
- The Mahoning County central HR Department should strive to encourage other appointing authorities to adopt the Manual, as well as to use the HR services that the department provides.
- The central HR Director and the Mahoning County Auditor should continue to allow all County departments and agencies read-only, query access to the HR module of the PeopleSoft system, in addition to payroll processing access. Furthermore, the central HR Director and the Mahoning County Auditor should oversee that training is provided for the personnel contacts of County departments and agencies on conducting effective queries on PeopleSoft to manage the HR functions of their staff.
- The central HR Department should develop a standard form and procedure for conducting exit interviews for employees leaving MBOCC and other County departments.
- Mahoning County should ensure and make it a priority that all of the County departments’ leave balances are reconciled and accurate. Once the leave accrual reconciliation process is complete and County departments agree with the leave balances on PeopleSoft, the central HR Department and the Auditor’s Office should concentrate on training departmental payroll contacts on using PeopleSoft to its fullest capacity.
- Mahoning County should adopt a standard policy across the County, such as 30, 35 or 40 hours, as the minimum number of hours employees are required to work per week to receive healthcare benefits. The County Commissioners should encourage the participation of the local boards and agencies in this policy.
- Mahoning County should assess the level of benefits that it desires to provide in relation to the cost it wants to pay. In doing so, it should consider the fact that its healthcare premiums have increased by 50 percent and according to SERB, the average increase in medical premiums during 2000 was 10.7 percent. Implementing a new PPO plan with premiums comparable to Stark County’s PPO plan could save the County approximately \$733,700 in annual healthcare premiums.
- If the County decides to consider offering a cafeteria plan, a thorough analysis should be performed by a benefits consultant. As discussed in the report, advantages and disadvantages exist with a cafeteria plan. A benefits consultant could fully assess and analyze all of the advantages and disadvantages of the cafeteria plan as they relate specifically to the County’s situation.

**Commendations:** A summary of additional commendations in the Personnel and Benefits sections includes the following:

- MBOCC has instituted a county personnel department in accordance to ORC §124.14(G). The central HR Department benefits the County, especially the 15 departments and agencies under MBOCC, by providing a single department to oversee personnel and labor relations.
- The County has instituted formal policies and procedures for soliciting suggestions, recommending changes and disseminating any changes or new policies. The Personnel Council creates a forum for County departments and appointing authorities to participate in personnel policy development.
- Centralization of the hiring process ensures that MBOCC departments are compliant with State and Federal Fair Labor Laws, such as ADA, EEO, and Affirmative Action.
- Implementing the PeopleSoft automated payroll system for all County departments increases the accuracy of the time capturing process, as well as providing a method for capturing time and attendance consistent throughout the County.
- Establishing a minimum number of hours employees are required to work prior to receiving any County paid healthcare benefits helps the County to minimize its exposure to rising healthcare costs.
- By implementing an opt out incentive, the County was able to save approximately \$154,000 (single coverage) to \$642,000 (family coverage) in healthcare premium costs in 2000 depending on the type of coverage these employees would have selected.
- To improve the management of workers' compensation, the County hired an individual with over seven years of experience in workers' compensation and risk management, implemented the retrospective rating program, replaced the use of outside legal counsel with the prosecuting attorney. In addition, the County continues to prioritize improving its workers' compensation program.
- By charging the departments for their respective portions of the workers' compensation claims cost, Mahoning County is making department managers accountable for workers' compensation management.

### *Mahoning County Board of Elections (MBOE)*

**Background:** Boards of elections in the State of Ohio are governed by Title 35 of the Ohio Revised Code (ORC). The operations of MBOE are overseen by a four member board appointed by the Secretary of State (SOS). Currently, the staff is comprised of the director, deputy director and 10 election clerks. MBOE's main responsibilities are centered on the administration of all elections in Mahoning County, including maintaining voter registrations, certifying candidates and issues to the ballot, and conducting the elections process. MBOE is also responsible for providing information to the public regarding voter registration, elected officials, candidate qualifications, campaign finance reports and election results.

**Findings:** A summary of the additional findings in the Board of Elections section includes the following:

- MBOE has an efficient staffing level of full-time employees, which is indicated by MBOE serving the second highest number of registered voters per full-time employee as compared to the peers. However, in analyzing part-time staffing levels, it appears that MBOE has the ability to reduce staffing levels.
- MBOE Board members are considering hiring an administrative secretary to answer phones in an attempt to improve customer service and professionalism throughout the office. Currently, all of these functions are addressed by any MBOE clerk who answers the phone or first notices a customer waiting at the desk. The boards of elections of Trumbull and Lorain Counties also have large open offices without a receptionist to direct calls or visitors.
- Youngstown State University and the University of Akron have had discussions with MBOE regarding the use of student interns as seasonal employees. However, to date, MBOE has not used college interns to assist with MBOE operations.
- Although MBOE performs activities to encourage its younger population to register and vote, it has the fewest percentage of registered voters in the 18 to 24 age group and the fewest percentage of the 18 to 24 year-old population registered to vote as compared to the peers. The Hamilton County Board of Elections performs additional activities to encourage voter turnout through its voter outreach program.
- MBOE is in the process of computerizing its records and plans to store more information on computers.
- MBOE is currently implementing a new campaign finance software system called ElecTrack made by IDEAS International. The system, however, has only been partially implemented and is not yet fully operational.

**Recommendations:** A summary of the additional recommendations in the Board of Elections section includes the following:

- MBOE should better manage the use of its part-time and seasonal employees to ensure that services are provided in a more efficient manner. To better manage part-time and seasonal employees, MBOE should take into consideration the number of precincts currently maintained and the current number of registered voters; and should conduct forecasts of potential voter turnout. Based on the analysis conducted in this report, MBOE should consider reducing three or four part-time positions (1.0 FTE), which could save MBOE approximately \$15,600 in salary costs annually. During the course of this performance audit, MBOE indicated that this recommendation has been implemented.
- MBOE should take alternative steps, such as implementing a rotational system of answering phones and responding to incoming customers, to address customer service issues without hiring an additional staff person. MBOE could avoid incurring costs of approximately \$29,000 annually in salaries and benefits by not employing an administrative secretary. During the course of this performance audit, MBOE indicated that an administrative secretary will not be hired.

- MBOE should pursue the use of both graduate and undergraduate students from the University of Akron and Youngstown State University as interns.
- MBOE should consider developing more targeted approaches to supplement the existing sources for registering voters. In addition, MBOE should contact other boards of elections, such as Hamilton County, to consider developing and implementing additional programs to encourage voter turnout.
- MBOE should continue the process of computerizing and archiving its records electronically. Since MBOE is in the process of implementing a campaign finance software system, it should use the new campaign finance software to store some of the old records that pertain to campaign finance.
- MBOE should take the steps necessary to fully implement the ElecTrack system for campaign finance processes and procedures.

**Commendations:** A summary of the additional commendations in the Board of Elections section includes the following:

- MBOE is commended for reducing its number of precincts to more comparable levels of voters served per precinct as that of its peers, which will result in a cost savings to MBOE in rent, supplies and poll workers fees.
- MBOE, as it reduced its precincts, carried out its responsibilities of informing the public and registered voters about the changes in precincts and polling station locations.
- MBOE is commended for registering the highest percentage of citizens to vote.
- MBOE, by employing local high school students, has taken a positive step to involve the community in its operations.
- MBOE is commended for welcoming League of Women Voters of Greater Youngstown's (LWVGY) oversight of the elections process.
- MBOE took proactive steps by testing touch screen systems in November 2000 and May 2001 primary.
- MBOE is commended for being the first board of elections to post election results online.

### *Mahoning County Courts (MCC)*

**Background:** There are a total of 47 county courts in the State of Ohio. The County Courts in Mahoning County (MCC) are located in Austintown, Sebring, Canfield and Boardman. The Mahoning County Clerk of Courts Office and four part-time judges are responsible for operating the County Courts. MCC comprises a total of 39.5 full time equivalents (FTEs) and 1.5 vacancies as of January 1, 2001 (excluding Clerk of Courts, Clerk of Courts Chief Deputy and Clerk of Courts Administrator). The various positions at MCC include administrative clerks, deputy clerks, clerk bookkeeper, custodians, bailiffs and probation officers.

**Findings:** A summary of additional findings in MCC section includes the following:

- MCC does not consistently utilize performance measurements to determine the effectiveness of its case management system. In addition, MCC has not ensured the accuracy of case data, such as the number of cases disposed, entered into the computer system in the past.
- By adjusting the case data to more accurately indicate the effectiveness of MCC's case management processes, MCC had the highest disposition rate of the peers. However, MCC had the highest percentage of cases pending beyond the Supreme Court of Ohio's time guidelines. This indicates that MCC is not effectively managing its backlog of cases.
- MCC's hearing schedules at each County Court do not comprise a full work day (with the exception of Austintown on Monday), indicating a potential to consolidate the number of days the courts are hearing cases. By consolidating/reducing the number of hearing days, the burden placed on the Sheriff's Office and the potential for attorney scheduling conflicts could be reduced.
- Currently, MCC allocates the lowest computerization fee for criminal/traffic cases as compared to the peers. In addition, during the time frame of this engagement, MCC experienced a computer systems crash that lasted for several days.
- MCC is processing a greater amount of cases per judicial staff member as compared to the peers in every position except bailiff. MCC is the only peer County Court that employs full-time bailiffs.
- In terms of overall Clerk of Court operations, MCC processes the highest number of cases per staff member. However, internal staffing comparisons within MCC indicate potential staffing inequities between the County Courts.

**Recommendations:** A summary of additional recommendations in MCC section includes the following:

- The performance measurements identified in this report and by the National Center for State Courts should be utilized to ensure that MCC complies with the Supreme Court of Ohio time guidelines for timely case processing, while at the same time keeping current with its incoming caseload. In addition, MCC should ensure that case data measuring its operations is accurate and reliable.
- MCC should consider implementing and developing strategies, such as establishing standard time frames to hear/schedule cases and uniform rules for granting continuances, to improve the overall case management process and reduce the backlog of cases.
- Although MCC processes a high number of cases per hour, it should consider consolidating the number of days each court is in session. During the course of this performance audit, MCC indicated that it has consolidated the number of days court is in session at Austintown and Boardman.
- MCC should increase the computerization fee for criminal/traffic cases from \$4.00 to \$10.00, which could increase court costs and revenue collected by approximately \$158,000 annually.

In addition, MCC should work with the County's Data Processing Department to improve the technological assistance provided to the County Courts.

- MCC should consider reallocating the job functions of the bailiff. The task of scheduling all cases should be transferred to the clerk position, which should not adversely affect Clerk of Court operations. In addition, MCC should consider assigning 1.0 FTE bailiff position to a judicial aid position.
- MCC should consider reallocating resources to ensure adequate and equitable staffing levels at each County Court.

**Commendations:** A summary of commendations in MCC section includes the following:

- The judge, magistrate and probation officer positions at MCC are processing the highest number of cases as compared to the peers.
- The overall Clerk of Court operations at MCC are adequately staffed.
- MCC is commended for processing the highest number of cases per hour as compared to the peers.
- MCC has taken the necessary steps to improve the security system at each of the courts.
- The judges have instituted a mechanism to address and resolve MCC issues by conducting regular meetings.
- The Clerk of Courts office has developed thorough job descriptions that serve as a valuable tool for staff employees and management.
- MCC has established a standard and benchmark by maximizing on the number of cases processed per judge/magistrate that other county and municipal courts should strive to attain.

### *Mahoning County Juvenile Court (MCJC)*

**Background:** MCJC is comprised of six functional areas including case management, intake, clerk's office, probation services, detention center and administration. The juvenile court judge is responsible for all of these areas and appoints an administrative director to oversee and manage all of MCJC's functional areas. MCJC had 89 FTEs and 13 vacant positions as of May 1, 2001. MCJC processes various types of juvenile cases including delinquency, unruly, traffic, paternity, custody and visitation, child support enforcement, and abused, neglected and dependent cases.

**Findings:** A summary of additional findings in the General Juvenile Court Operations section includes the following:

- MCJC judicial staff process a lower number of cases per FTE than the peer average. In addition, the judge and magistrates at MCJC process 28 percent fewer cases than the peer average. Furthermore, MCJC also has the second highest number of secretarial staff which process the second lowest number of cases per secretary as compared to peer courts.
- Cases at MCJC are assigned to magistrates according to case type unlike Stark and Trumbull

County Juvenile Courts. Although this method of case assignment provides MCJC with convenient scheduling and specialized hearing officers for the various case types, it may limit the ability of the magistrates to adequately hear other types of cases when necessary. Due to this, the case management system at MCJC could be adversely impacted and result in a high number of cases pending.

- MCJC has exceeded its annual RECLAIM Ohio allocation since 1997 because it commits juveniles to the Ohio Department of Youth Services (ODYS) at a significantly higher rate than peer courts. Consequently, MCJC does not have RECLAIM Ohio funding available that could be used to fund programs to prevent additional juvenile incarcerations. In contrast, the peer courts use RECLAIM Ohio and as a result, have funded and implemented numerous rehabilitative programs.
- MCJC's case scheduling process is decentralized and is completed by the judge's or magistrates' secretary. Hamilton and Trumbull County Juvenile Courts, which process cases more effectively than MCJC, have their scheduling process centralized in the clerk's office.
- MCJC has established the Comprehensive Optimum Probation Services (COPS) program to provide a structure to service juveniles based upon their specific needs. However, MCJC has not consistently analyzed and reviewed the program to ensure that it continues to adequately meet the needs of juveniles placed on probation.
- Turnover has been a significant issue within the probation department. In the last two years, the department has lost eight probation officers. Low wages, lack of performance evaluations, lack of training and high caseloads as compared to peers and other probation officers may be contributing factors to the high turnover rate.
- In comparison to peer food service operations, MCJC has the second highest cost per meal and is serving the lowest number of meals per staff member. Several strategies could be implemented to enhance MCJC's food service operations.
- MCJC's custodians maintain the lowest square footage per custodial staff as compared to peers. Peer detention centers use juveniles and youth leaders to perform a majority of custodial job functions. However, MCJC does not use juveniles or youth leaders to perform custodial job functions as frequently as Trumbull County.
- Maintenance workers inspect all of the Heating, Ventilation and Air Conditioning (HVAC) equipment twice every eight hours. However, a written preventive maintenance plan stating all procedures which need to be completed at certain times does not exist at the detention center.
- The use of part-time youth leaders has caused the detention center to work more overtime hours as compared to the peers; consequently adversely impacting the juvenile supervision division's ability to provide an effective level of supervision.

**Recommendations:** A summary of additional recommendations in the MCJC section includes the following:

- MCJC should consider reallocating 0.75 FTE magistrate positions and 1.5 FTE secretary positions, a total of 2.25 FTEs, to other areas in need of staffing resources. Specifically, MCJC should transfer 1.0 FTE to the intake division and 1.25 FTEs to the probation division. Reducing 0.75 magistrate positions and 1.5 secretarial positions would provide a total annual cost savings of \$86,700. The cost of adding 1.0 FTEs to the intake division would be approximately \$35,900 annually in salary and benefits. By adding 1.25 FTEs to the probation division, MCJC would have to spend approximately \$31,250 annually in additional salary and benefits.
- MCJC should consider pooling the magistrates and providing cross-training so that magistrates have the ability to effectively process all types of cases. Based upon peer information and comparisons, this pooling of magistrates could result in a more effective and efficient case processing system.
- MCJC should consider working with the prosecutor's office to use RECLAIM Ohio more effectively in an effort to have additional funding to be used on programs that are specifically tailored to rehabilitating juveniles, which could potentially reduce the number of future juvenile incarcerations. In addition, RECLAIM Ohio programs would allow MCJC to provide appropriate services to juveniles in a local setting. Stark, Lorain and Trumbull Counties have been able to annually save an average of \$290,000, \$1,298,000 and \$480,000, respectively, the last two years by using RECLAIM Ohio. Assuming that MCJC can use RECLAIM Ohio more effectively, similarly to Stark County's use of RECLAIM Ohio, it can save about \$290,000 annually in commitment costs and use these savings to fund juvenile rehabilitative and intervention programs.
- MCJC should centralize the case scheduling process to more effectively manage the case flow process within the court.
- MCJC should review and analyze the COPS program periodically to ensure that the program is functioning effectively.
- MCJC should take the necessary steps to minimize employee turnover within the probation department. The probation department should ensure that caseloads between officers are equitable and that employees receive the necessary training to effectively perform job duties. In addition, the County and MCJC should take the appropriate measures to ensure that probation officers are compensated fairly and in accordance with professional and peer standards.
- MCJC should consider either using juveniles more in food service duties or consider consolidating food service operations with the Sheriff's Office (MCSO) to become more cost-effective and increase its level of efficiency. If MCJC used juveniles under its current food service operations, it could reduce 2.8 FTEs cook positions and therefore save approximately \$51,000 annually in salary and benefits costs. Based upon the potential cost savings of \$1.18 cents per meal and the number of meals served by MCJC in 2000 of 66,417, it could save approximately \$78,000 annually by consolidating food services with MCSO.
- To become more cost effective and efficient in providing custodial services, MCJC should consider using juveniles and youth leaders to perform custodial job functions. By using

juveniles and youth leaders and based upon the square footage maintained by Trumbull County, MCJC could reduce 1.9 FTE custodial positions; and therefore, save approximately \$38,000 annually in salary and benefit costs.

- The custodial and maintenance division should develop a written preventive maintenance plan for each piece of equipment.
- MCJC should implement its current plan to make youth leader positions full-time. The County would incur additional annual benefit costs of about \$34,000 by reallocating 16 part-time positions to six full-time positions. However, MCJC could save approximately \$84,000 annually in overtime costs by making all youth leader positions full-time to reduce the instances of employee absences and decrease the number of overtime hours used by youth leaders from MCJC's use of 318 overtime hours per pay period to the peer average of 83.5 overtime hours per pay period.

**Commendations:** A summary of additional commendations in the MCJC section includes the following:

- MCJC has established a committee to address the need for a risk and needs assessment tool for the intake division.
- MCJC has developed a Comprehensive Strategy Plan for Mahoning County to begin developing a stronger partnership with its community diversion programs.
- MCJC and the County have worked together to implement a CASA program, which uses volunteers as opposed to private attorneys to represent child abuse and neglect victims.
- MCJC is commended for establishing a policy requiring probation and surveillance officers to have a specific amount of contact and interaction with juveniles placed on probation.
- A risk assessment tool serves as an effective mechanism for identifying at-risk juveniles and assigning them to the proper level of probation.
- MCJC's Cluster involvement provides a cost-effective means to place juveniles in the most appropriate residential placement facilities.
- MCJC's maintenance staff is maintaining the highest number of square feet per FTE as compared to Stark County and International Facilities Management Association benchmark.
- MCJC's point system seems to be an adequate juvenile behavior management tool.

### *Mahoning County Sheriff's Office (MCSO)*

**Background:** The sheriff is an elected official whose four-year term expires January 1, 2005 and is responsible for overseeing the day-to-day operations of MCSO. MCSO employs a total of 247.5 FTEs and is comprised of two divisions: support services and field operations. The primary units within support services are the criminal justice center and minimum security jail which are staffed by deputy sheriffs and supervisory staff. Over 65 percent of MCSO's staffing levels are allocated to jail operations. Within the field operations division, the primary units are the patrol unit and the courthouse security unit. Furthermore, in June 2000, MCSO began the process of working with the

Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) to receive accreditation.

**Findings:** A summary of additional findings in the MCSO section includes the following:

- MCSO's deputy's compensation package is 18.1 percent below the peer average.
- Based upon the analysis conducted in this report, MSCO's staffing levels within jail operations are adequate and comparable to peers and the statewide average. Additionally, staffing levels at MCSO's jail operations are in compliance with a federal consent decree issued by the United States District Court, Northern District of Ohio.
- An important factor having an influence upon MCSO's and the City of Youngstown's prisoner day counts is the outcome of court proceedings. The City's prisoner day count will be less than what MCSO annotates in its billing statement because the City bases its prisoner day count upon court disposition rather than the listed charge at the time of booking into MCSO's facility.
- Currently, the City of Youngstown (the City) and the Federal Government reimburse MCSO \$75 and \$67, respectively, per "prisoner day." However, based upon the dollar amounts budgeted for MCSO in 2001, the actual costs to house City and Federal Government prisoners are about \$89 and \$83, respectively, per "prisoner day."
- MCSO charges inmates a user fee of \$5.00 to see a medical/dental practitioner and a user fee of \$3.00 to see a nurse. However, Preble County charges \$25.00 and \$5.00 for a medical practitioner and nurse, respectfully. The assessment of a user fee is a means by which the County can defray medical program costs.
- Currently, MCSO provides security to Canfield, Boardman and Sebring County Courts. However, Boardman and Beaver townships receive service fees, with some portion of the service fee being allocated to courthouse security, from Boardman and Canfield County Courts. In addition, MCSO is not currently providing security for the Austintown County Court, but future plans entail MCSO taking over security services for that court as well.
- MCSO provides prisoner transport services to three of the four County Courts: Canfield, Boardman and Sebring. However, a prisoner transport fee is not included as a part of court costs to reimburse MCSO costs to transport prisoners to Canfield and Sebring County Courts. Austintown and Boardman County Courts assess a \$10 prisoner transport fee as a part of court costs upon persons who are transported from the county jail to court. The court then remits the fee to the governmental unit transporting prisoners to the court.
- The director of Mahoning County 911 stated that it purchased the Computer Aided Dispatch (CAD) system approximately one year ago, but it has not been installed or implemented into operations.
- The FBI's voluntary Uniform Crime Reports (UCR) obtained from MCSO did not appear to be completed with the same level of detail as those obtained by the Stark County Sheriff's Office. More detailed reports would assist MCSO management in making decisions

regarding staffing levels of the patrol operations as well as monitoring the crime statistics of the jurisdictions directly serviced by MCSO.

- ORC §505.511(B) states that a county sheriff's office can assess a \$25 dollar fee for responding to a false alarm resulting from a security alarm malfunction. MCSO currently does not bill for responding to false alarms. However, the Stark County Sheriff's Office does bill for responding to false alarms in accordance with ORC §505.511.
- A formal written technology plan indicating long-term objectives and strategies is lacking at MCSO. A consulting company produced a report in June 2000 on the County-wide project for the utilization of Courtview software for County agencies, but the report dealt only with the implementation of Courtview and not other technology projects.
- MCSO and the County courts have record-keeping systems that do not link or interface.
- MCSO does not have a formal written strategic or capital improvement plan. The lack of a strategic or capital plan causes accountability to be diminished as a result of no documented objectives, activities and performance measures for the organization.
- MCSO does not have a formal vehicle replacement plan.
- The Sanitary Engineers Office does not have a software package to track maintenance data on vehicles. The Sanitary Engineers Office staff track maintenance data manually using worksheets.

**Recommendations:** A summary of additional recommendations in the MCSO section includes the following:

- When negotiating future collective bargaining agreements, MCSO and the County should take into consideration the compensation rates for MCSO's employees.
- MCSO should continue to work with federal monitors to remove the federal court requirements regarding jail staffing. In addition, MCSO should analyze staffing levels on a periodic basis to support MCSO's budget requests. Effective November 27, 2001, the federal court dismissed the consent decree binding MCSO's operations.
- MCSO should meet with the special coordination / review committee established in the "Agreement for the Boarding of Prisoners" it has with the City of Youngstown to develop mutually agreeable criteria pertaining to billable prisoner days. The Agreement should clearly enumerate when housing costs can be assessed regardless of court disposition.
- MCSO should undertake an annual review of its jail operation and assess the daily cost of incarcerating a prisoner. Collecting a fair and appropriate dollar amount from entities that MCSO has a prisoner housing agreement with will offset the actual cost incurred for housing prisoners from those jurisdictions. The County could receive a total of \$126,600 annually to offset costs of housing City and federal prisoners by increasing the reimbursement fee per "prisoner day" to \$89 and \$83 to the City and Federal Government, respectively.
- To offset the cost for PHS medical services contract, MCSO should obtain formal approval from the common pleas court for the implementation and necessary adjustments of these user fees as outlined in ORC §341.02. To support this endeavor, MCSO should develop an

applicable fee schedule based upon PHS costs. If MCSO implemented a user fee schedule similar to the Preble County Sheriff's Office, maintained a similar fee collection rate of four percent, and assuming inmate request for medical services remain comparable to the requests in 2000, the County could collect additional revenues of approximately \$5,600 per year.

- Considering that MCSO is currently providing security coverage for Boardman, Canfield and Sebring County Courts while Boardman and Beaver townships continue to receive service fees related to courthouse security from MCC, MCSO should work in conjunction with the MCC presiding judge and with the other three county court judges to have MCSO assume all court security details. The benefits for MCC is that court security would be provided in a standardized manner. Further, the County, MCC, and MCSO should work together to determine if MCSO should receive reimbursements for providing security to all four courts.
- MCSO should work with MCC to establish MCSO as the sole provider of prisoner transports to County Courts. MCSO should also confer with MCC on reimbursement for transportation costs. The County could realize \$6,440 in additional revenue annually by implementing and collecting a \$10 prisoner transport fee.
- MCSO, MBOCC and the Mahoning County 911 should make it a priority to install and implement the CAD system, which has several features that will increase the monitoring capabilities of services provided by MCSO.
- While MCSO is currently participating in the voluntary reporting program, it should identify the procedures necessary to allow full participation in the FBI's annual UCR crime reporting statistical effort.
- MCSO should develop a system which can track the number of false alarms responded to which are a result of a malfunction of a security alarm. In addition, it should develop and implement a system of billing for responding to these false alarms in accordance with ORC §505.511(B) to offset the costs incurred, and collect the fines. MCSO could receive approximately \$11,800 per year in revenues to offset expenses incurred while responding to false alarms related to security alarm malfunctions.
- MCSO should work together with the data processing board to develop a written long-term strategic technology plan that incorporates all technology that MCSO uses. The plan should describe MCSO's long-term objectives and how technical staff, funding and resources will help MCSO achieve its long-term objectives. The long-term strategic technology plan should be tied to the operations within MCSO, all County courts and the City of Youngstown to ensure effective and efficient operations between the related entities.
- MSCO should follow through on its plans to allow for the sharing of jail management and county court data on the MGIS server.
- MCSO should develop a formal strategic and capital improvement plan. Development of a strategic and capital improvement plan will assist MCSO in prioritizing major maintenance requirements, scheduling preventive maintenance, establishing an equipment replacement program and budgeting for the facility.
- MCSO should work with MBOCC and the Sanitary Engineers Office to develop a vehicle replacement plan. In addition, the Sanitary Engineer's Office should make maintaining

MCSO vehicles a priority. It is important for the Sanitary Engineers's Office to track vehicle information to ensure that MCSO's vehicles are being maintained at a high standard.

- MCSO should work together with the Sanitation Engineers Office to determine what fleet management software to purchase to track maintenance and repair data on vehicles. The software needs to have the capability to interface with the Automated Fuel Management system and track data elements such as oil changes, wiper blade replacement, who worked on the car, amount of labor, and what time the employee started and finished on the car.

**Commendations:** A summary of additional commendations in the MCSO section includes the following:

- It appears that MCSO is utilizing the available space for housing prisoners in the criminal justice center to its maximum capacity.
- MCSO's inmate medical service program strives to provide quality health care, psychiatric/psychological services and behavioral counseling in a manner consistent with accreditation standards.
- It appears that the County is saving significant resources by outsourcing MCSO's food service's operations.
- The development of financial goals and objectives for MCSO gives MCSO financial direction and places an emphasis on improved fiscal responsibility and accountability.
- The language in the majority of the MCSO contracts adheres with standards developed by CALEA for contractual agreements for law enforcement agencies.
- The two-phased multi-jurisdictional technology plan will improve the law enforcement technological resources for the County.
- A comprehensive disaster recovery plan ensures that the provision of essential services following a disaster are minimized.
- MCSO's current electronic fingerprinting will improve the efficiency for researching suspects and verifying the identity of individuals. In addition, MCSO's MIJ2000 system has streamlined the procedures involved with compiling photo line-ups.
- MCSO's plan to purchase police cruisers and retire aging vehicles should be recognized as a needed first step in improving the MCSO's vehicle fleet.

## **Summary of Financial Implications**

The following tables summarize the performance audit recommendations which contain financial implications. These recommendations provide a series of ideas or suggestions which Mahoning County should consider when making the important decisions necessary to improve the effectiveness and efficiency of its operations while continuing to meet the needs of its citizens. Certain recommendations are dependent on labor negotiations or community approval. Approximately \$1.2 million in cost savings identified in the performance audit are subject to labor negotiations. Detailed information concerning the financial implications, including assumptions, is contained within the individual sections of the performance audit.

Based upon the structure of County government, the financial implications identified in this report affect either the General Fund or other funds (e.g., Special Revenue) within Mahoning County. Therefore, the impact of the financial implications on the County's General Fund as compared to other funds has been estimated according to information provided by the County. **Table 1-2a** (pgs 1-33 to 1-36) presents the financial implications corresponding to the recommendations within each area. **Table 1-2b** (pgs 1-37) estimates the impact of the financial implications on the County's General Fund, Special Revenue Funds and other funds.

**Table 1-2a: Financial Implications Corresponding to Recommendations <sup>1</sup>**

Recommendation	Revenue Enhancements (Annual)	Estimated Cost Savings (Annual)	Estimated Implementation Cost (One-time)	Estimated Implementation Cost (Annual)
<b>Personnel and Benefits</b>				
R3.2 Hire two HR Technicians				\$84,000
R3.11 Estimated cost for a comprehensive classification and compensation study			\$150,000	
R3.18 Implement the \$6 employee contribution <sup>2</sup>		\$103,800		
R3.19 Implement a 10.0% employee contribution <sup>2</sup>		\$707,800		
R3.20 Reduce costs of the PPO plan <sup>2</sup>		\$733,700		
R3.23 Reduce MRDD healthcare costs <sup>2</sup>		\$217,700		
R3.24 Improve the workers' compensation management		(A)		
R3.25 Join worker's compensation group rating plan when eligible		(A)		
<b>Sub-Total Personnel &amp; Benefit</b>		<b>\$1,763,000</b>	<b>\$150,000</b>	<b>\$84,000</b>

(A) Based upon 2000 data, the County is paying \$2.0 million more in workers' compensation claims as compared to BWC's expectations. Based upon the workers' compensation program, the ability to realize cost savings is affected by the County's historically high premium costs and the County's ability to implement processes to improve the management of its workers' compensation program. In addition, Mahoning County can not currently participate in a group rating plan because it has implemented a retrospective rated program. Joining a group rating plan should be a long-term goal of the County. Further, realizing these costs savings under a group rating plan could take a long period of time for the County to achieve. Based upon BWC's current expectations, the County could save up to an additional \$660,000 annually by joining a group rating plan in the future.

Recommendation	Revenue Enhancements (Annual)	Estimated Cost Savings (Annual)	Estimated Implementation Cost (One-time)	Estimated Implementation Cost (Annual)
<b>Board of Elections</b>				
R4.1 Reduce three or four part-time staffing positions		\$15,600		
R4.2 Take alternative steps to address customer service issues without hiring an additional staff person		(Cost Avoidance) \$29,000		

<b>Sub-Total Board of Elections</b>			<b>\$44,600</b>		
<b>Recommendation</b>	<b>Revenue Enhancements (Annual)</b>	<b>Estimated Cost Savings (Annual)</b>	<b>Estimated Implementation Cost (One-time)</b>	<b>Estimated Implementation Cost (Annual)</b>	
<b>County Courts</b>					
R5.16	Increase the criminal computerization fee per case from \$4.00 to \$10.00	\$158,000			
R5.21	Implement enhanced and standardized collection methods	\$170,000			
R5.26	Charge \$10.00 per case to a special projects fund	\$286,000			
R5.30	Option 2: Consolidate the four County Court locations into one full-time Municipal Court <sup>3</sup>		\$256,800		
<b>Sub-Total County Courts</b>		<b>\$614,000</b>	<b>\$256,800</b>		
<b>Juvenile Court</b>					
R6.2	Provide additional training to staff				\$63,000
R6.8	Reduce 0.75 magistrate FTEs and 1.5 secretary FTEs		\$86,700		
R6.17	Add 1.0 FTE position to the intake division				\$35,900
R6.27	Increase amount of court costs and fines collected	\$53,400			
R6.28	Increase the legal research and computerization fees	\$30,000			
R6.29	Use RECLAIM Ohio more effectively	\$290,000			
R6.31	Increase the number of cases assigned to CASA program		\$34,000		
R6.32	Obtain additional grants similar to Stark and Trumbull Counties <sup>4</sup>	\$120,000			
R6.37	Add 1.25 FTEs probation officer positions				\$31,250
R6.55	Consolidate food service operations with MCSO		\$78,000		

Recommendation		Revenue Enhancements (Annual)	Estimated Cost Savings (Annual)	Estimated Implementation Cost (One-time)	Estimated Implementation Cost (Annual)
<b>Juvenile Court, continued</b>					
R6.64	Reduce the amount of employees who receive meals at no cost		\$16,900 (Cost Avoidance)		
R6.67	Ensure all appropriate costs under the National School Breakfast and Lunch program are reimbursed		\$1,700 (Cost Avoidance)		
R6.69	Reduce 1.9 custodian FTEs		\$38,000		
R6.75	Do not fill the vacant chief supervisor and program director positions		\$65,000		
R6.76	Do not fill the 10.0 FTE vacant youth leader positions		\$211,000		
R6.76	Additional benefit costs of reallocating 16 part-time youth leader positions to six full-time positions				\$34,000
R6.77	Implement plan to reallocate 16 part-time youth leader positions to six full-time positions to reduce overtime costs		\$84,000		
R6.78	Obtain JDAI grant <sup>4</sup>	\$75,000			
R6.78	Reduce the average daily population in the detention center		\$186,000		
<b>Sub-Total Juvenile Court</b>		<b>\$568,400</b>	<b>\$801,300</b>		<b>\$164,150</b>
<b>Sheriff's Office</b>					
R7.11	Implementation of quartermaster system <sup>2</sup>		\$95,000		
R7.17	Increasing the City and federal reimbursement rates for housing City and federal prisoners	\$126,600			
R7.18	Implementation of "pay-to-stay" program to offset costs of imprisonment	\$87,000			
R7.20	Implement a user fee schedule for medical services	\$5,600			
R7.21	Reduction in staffing within courthouse security <sup>5</sup>		\$361,800		

Recommendation		Revenue Enhancements (Annual)	Estimated Cost Savings (Annual)	Estimated Implementation Cost (One-time)	Estimated Implementation Cost (Annual)
<b>Sheriff's Office, continued</b>					
R7.24	Upgrading the court-security technology			\$3,000	
R7.26	Implementation of transport fee into court costs for county courts	\$6,440			
R7.30	Implementation of fee for response to false alarms resulting from security alarms	\$11,800			
R7.38	Re-negotiation of phone contract	\$29,000			
R7.39	Obtain additional grant funding <sup>4</sup>	\$429,000			
R7.40	Purchase of software to track FOJ expenditures			\$150	
R7.48	Reducing transportation costs by expanding the video arraignment system to the Court of Common Pleas		\$2,400		
R7.50	Purchase equipment and software for equipment inventory			\$3,000	
R7.54	Installation of new tamper-resistant sprinkler system in MCSO facilities		\$27,000	\$11,000	
R7.57	Purchase fleet management software			\$500	
<b>Sub-Total Sheriff's Office</b>		<b>\$695,440</b>	<b>\$486,200</b>	<b>\$17,650</b>	
<b>Totals</b>		<b>\$1,877,840</b>	<b>\$3,351,900</b>	<b>\$167,650</b>	<b>\$248,150</b>

<sup>1</sup> Implementation of recommendations contained in this performance audit is the responsibility of the elected officials who oversee these departments and areas.

<sup>2</sup> Subject to labor negotiations. About \$1.2 million in cost savings identified in the performance audit are subject to labor negotiations.

<sup>3</sup> Costs to construct a new county courthouse could not be estimated.

<sup>4</sup> Grants should be assessed on a case-by-case basis to determine important aspects of the grants including local match requirements, duration of grants, and any overhead associated with grants.

<sup>5</sup> Requires the authorization of the Court of Common Pleas.

**Table 1-2b: Financial Implications According to Fund Type**

Department	Revenue Enhancements (Annual)	Estimated Cost Savings (Annual)	Estimated Implementation Cost (One-time)	Estimated Implementation Cost (Annual)
<b>Personnel and Benefits</b>				
General Fund		\$596,500	\$57,900	\$32,400
Special Revenue Fund		\$1,070,700	\$82,800	\$46,400
Other Funds		\$95,800	\$9,300	\$5,200
<b>Sub-Total Personnel &amp; Benefits</b>		<b>\$1,763,000</b>	<b>\$150,000</b>	<b>\$84,000</b>
<b>Board of Elections</b>				
General Fund		\$44,600		
Special Revenue Fund				
Other Funds				
<b>Sub-Total Board of Elections</b>		<b>\$44,600</b>		
<b>County Courts</b>				
General Fund	\$170,000	\$256,800		
Special Revenue Fund	\$444,000			
Other Funds				
<b>Sub-Total County Courts</b>	<b>\$614,000</b>	<b>\$256,800</b>		
<b>Juvenile Court</b>				
General Fund	\$53,400	\$801,300		\$164,150
Special Revenue Fund	\$515,000			
Other Funds				
<b>Sub-Total Juvenile Court</b>	<b>\$568,400</b>	<b>\$801,300</b>		<b>\$164,150</b>
<b>Sheriff's Office</b>				
General Fund	\$266,440	\$486,200	\$17,650	
Special Revenue Fund	\$429,000			
Other Funds				
<b>Sub-Total Sheriff's Office</b>	<b>\$695,440</b>	<b>\$486,200</b>	<b>\$17,650</b>	
<b>County Total</b>				
General Fund	\$489,840	\$2,185,400	\$75,550	\$196,550
Special Revenue Fund	\$1,388,000	\$1,070,700	\$82,800	\$46,400
Other Funds		\$95,800	\$9,300	\$5,200
<b>Total</b>	<b>\$1,877,840</b>	<b>\$3,351,900</b>	<b>\$167,650</b>	<b>\$248,150</b>

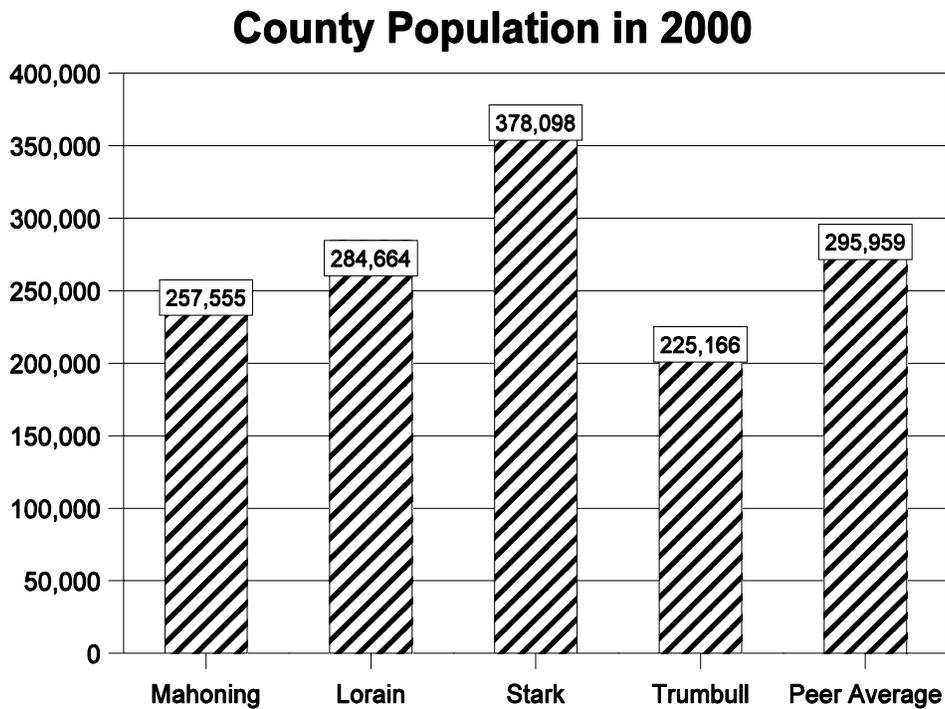
## **Comparative Counties**

One important component of a performance audit is the selection of peer counties. The peer groups provide an ability to compare information and statistics while providing benchmarking data. The peer group selected for this audit included the Counties of Lorain, Stark and Trumbull. In addition, the Counties of Butler and Columbiana were selected for the Mahoning County Courts section of this performance audit.

Mahoning County’s population in 2000 was estimated to be 257,555, which was the second lowest population among the peer counties. All of the counties experienced a slight increase in its population over the three year period, except for Trumbull County which experienced a slight decrease in its population.

County Population				
	1998	1999	2000	% Change 1998 - 2000
<b>Mahoning</b>	255,292	252,597	257,555	0.9%
<b>Lorain</b>	281,716	282,100	284,664	1.0%
<b>Stark</b>	373,024	373,174	378,098	1.4%
<b>Trumbull</b>	226,355	225,339	225,116	(0.5%)
<b>Peer Average</b>	293,698	293,538	295,959	0.8%

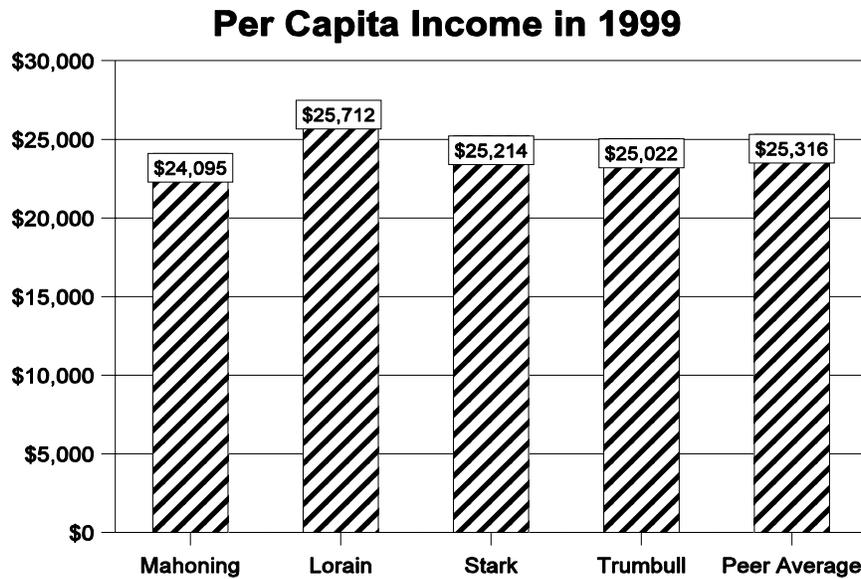
Source: Ohio Department of Development



Mahoning County’s per capita income of \$24,095 in 1999 was the lowest as compared to the peer counties. In addition, Mahoning County’s increase in per capita income over the three year period was the second lowest of the peers.

County Per Capita Income				
	1997	1998	1999	% Change 1997 - 1999
<b>Mahoning</b>	\$22,379	\$23,246	\$24,095	7.7%
<b>Lorain</b>	\$23,422	\$24,684	\$25,712	9.8%
<b>Stark</b>	\$23,295	\$24,636	\$25,214	8.2%
<b>Trumbull</b>	\$23,487	\$24,205	\$25,022	6.5%
<b>Peer Average</b>	\$23,401	\$24,508	\$25,316	8.2%

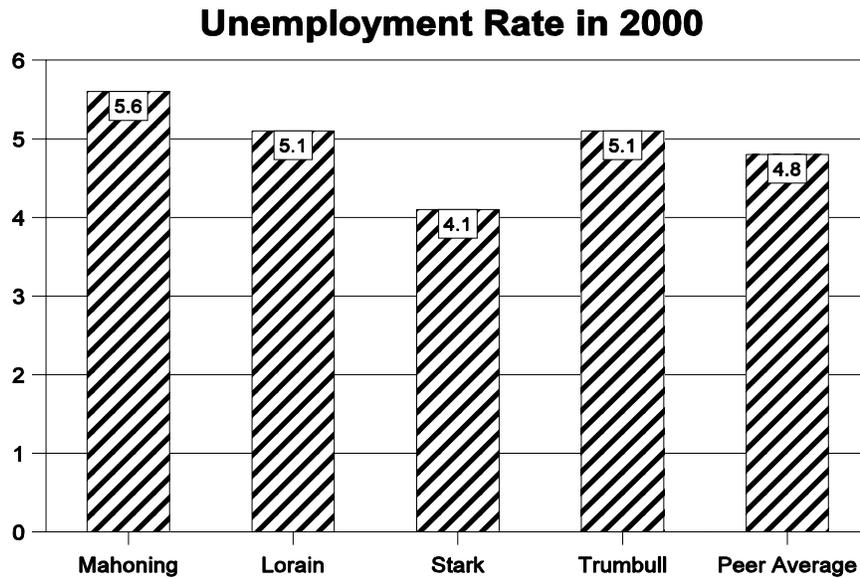
Source: Ohio Department of Development



Mahoning County’s unemployment rate in 2000 was 5.6 percent. This was the highest among the peer counties. Mahoning County’s unemployment rate has decreased over the past three years, which was the second largest decrease among the peers.

County Unemployment Rate				
	1998	1999	2000	% Change 1998 - 2000
<b>Mahoning</b>	6.2%	5.6%	5.6%	(9.7%)
<b>Lorain</b>	5.0%	4.8%	5.1%	2.0%
<b>Stark</b>	4.1%	4.5%	4.1%	0.0%
<b>Trumbull</b>	5.9%	5.3%	5.1%	(13.6%)
<b>Peer Average</b>	5.0%	4.9%	4.8%	(4.7%)

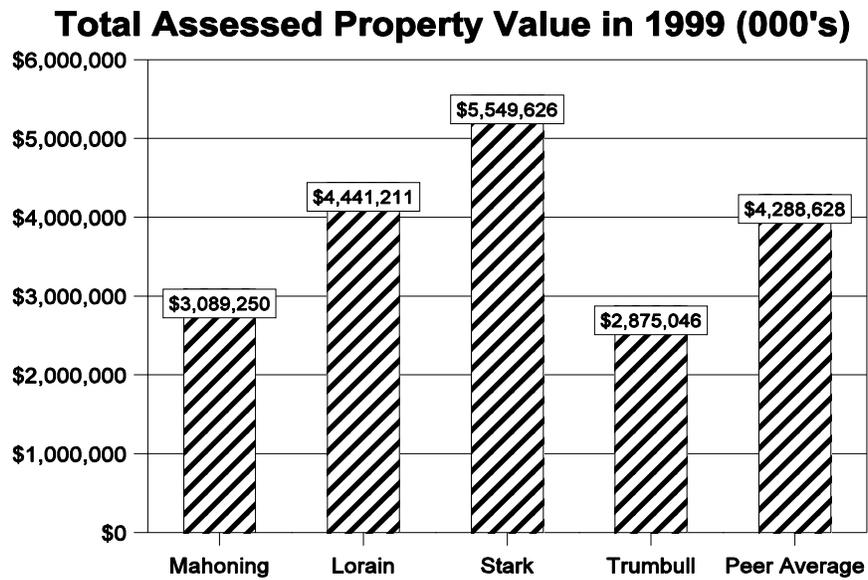
Source: Ohio Department of Development



Mahoning County’s total assessed property value in 1999 was the second lowest among the peer counties, and significantly lower than the peer average. In addition, Mahoning County’s total assessed property values increased at a slower rate over the three year period as compared to the peer average.

Total Assessed Property Value (in 000's)				
	1997	1998	1999	% Change 1997 - 1999
<b>Mahoning</b>	\$2,941,079	\$3,019,443	\$3,089,250	5.0%
<b>Lorain</b>	\$3,773,502	\$4,322,999	\$4,441,211	17.7%
<b>Stark</b>	\$4,717,436	\$5,393,081	\$5,549,626	17.6%
<b>Trumbull</b>	\$2,741,234	\$2,815,955	\$2,875,046	4.9%
<b>Peer Average</b>	\$3,744,057	\$4,177,345	\$4,288,628	14.5%

Source: Mahoning County Auditor’s Office & Ohio Department of Taxation



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# Compensation and Salary Analysis

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## Introduction

This section of the performance audit focuses on the compensation packages and base salaries of employees within Mahoning County (the County). The objectives are to help the County identify differences in compensation packages by comparing compensation rates for similar departments and job classifications at the County and the peer counties, and to examine the salaries of similar job functions within the County to identify internal salary inequities. From the compensation and salary comparisons, findings have been developed to illustrate variances between the County's employee compensation packages and peer averages, and to highlight inequities in base salaries for similar job functions within the County. Based upon the County's requested and defined scope of analysis, the Auditor of State's Office was not engaged to provide specific recommendations and conclusions regarding the compensation and salary analysis. However, the compensation and salary analysis conducted in this report can be used to assist the County in establishing reasonable compensation packages and salary schedules.

To supplement this section, an appendix including all detailed compensation and salary range analyses is provided. Summary tables are included with the findings for each analysis.

## Background

Mahoning County has approximately 1,800 full-time and 115 part-time employees within 33 departments as of September 1, 2000. As of December 31, 2000, Mahoning County had 1,781 full-time employees. The composition of employee compensation packages and the methods for establishing base salaries are not consistent throughout the County. They are either created by union agreements or management of non-bargaining unit employees. As of January 1, 2001, a total of 1,205 employees were represented by a total of 18 collective bargaining unit agreements. Therefore, various agencies and departments receive different compensation packages and higher starting salaries, which has resulted in unequal compensation among County employees.

According to the Central HR Director, employees' base salaries and fringe benefits accounted for approximately 75 percent of the fiscal year 2000 General Fund expenditures. The largest source of revenue for the General Fund is the County's sales tax. Numerous repeals and defeats of the sales tax caused many non-bargaining unit County employees to receive no raises or cost of living adjustments in 1997 and 1998. In contrast, bargaining unit employees continued to receive wage increases. As a result of this inequity, employees in certain departments that had historically been non-bargaining are in the process of unionizing and are negotiating contracts.

*Summary of Operations*

The union agreements dictate salaries for all bargaining unit employees throughout the County and the salaries of all remaining employees are determined by the management of each area. For example, the County auditor determines salaries for employees in the Auditor's office and County judges determine the salaries for their employees. The County has not adopted statutory salary ranges for the non-bargaining unit positions. Typically, the bargaining unit agreements indicate a starting wage for each position and the amount of annual increases. However, salary ranges for each position are not defined in the agreement. The combination of the tax levy issue and the fact that salaries are not determined centrally has caused disparities in the salary ranges of common job classifications among County departments.

Since 1991, the County has been paying the employees' portion of the Public Employees Retirement System (PERS) contribution for the majority of employees. Under normal circumstances, the employer would pay 13.5 percent and the employee would pay 8.5 percent of the employees salary into PERS.

While the majority of the County employees work an eight hour day exclusive of lunch breaks, there are some departments where employees work seven or seven and a half hours per work day. To obtain an accurate comparison, the employee base wages of the County and the peers have been adjusted for the length of the workday and the employee PERS contribution picked up by the County and peers.

## Findings

### *Compensation*

- F2.1 In 1996, Mahoning County established a personnel department based on a recommendation from KPMG to centralize the human resource function. Currently, only the departments under the Mahoning County Board of Commissioners (the Commissioners) have their human resource functions managed by the county personnel department. A comprehensive plan is currently being developed to consolidate human resource functions throughout the County. However, until the comprehensive plan is completed, most County departments rely on a staff person or persons to assume responsibility for human resource functions. As a result, several inconsistencies related to human resource issues can be found throughout the County. See the **Personnel** section of this report for more information on the central human resource function.
- F2.2 This section of the report focuses on the compensation packages for County employees based on the employees' average base salaries, PERS contribution, employee healthcare contribution, actual time worked during the year and the cost of doing business factor. These factors are used in a formula to determine each department's adjusted average hourly employee compensation package by job classification. Once each department's adjusted average hourly employee compensation package is determined, it is compared to similar departments from the peer counties.
- F2.3 In order to get an accurate comparison of each department's compensation package, interviews were conducted to determine policies each department follows regarding employee compensation. According to interviews and the compensation information obtained from various departments, differences exist in which human resource policies are followed. For example, some departments pay its employees' PERS contribution on behalf of the employee whereas other departments do not pay any portion of its employees' PERS contribution. In addition, some departments compensate employees during their lunch period whereas other departments do not. Therefore, these differences were noted and used to calculate each department's compensation packages. The following factors were used to calculate each department's employee compensation package to make adequate comparisons to the peer departments:
- Average 2000 base salary for job classifications that make up a majority of the department employees;
  - Value of the PERS contribution paid by the department on behalf of the employee;
  - Employee healthcare contribution;
  - Actual time worked during the work day; and
  - Cost of doing business factor.

The above factors best depict the total value of each department's employee compensation package. Only the average 2000 base salaries for job classifications that make up a majority of a department were included in this analysis. However, the department average includes all employees in all job classifications who worked full-time during 2000. In addition to base salaries, the value of the PERS contribution paid by the department on behalf of the employee was added to the base salary. Except where noted in **Table 2-1** through **Table 2-24**, Mahoning County pays 8.5 percent, Trumbull County pays six percent, Lorain County pays zero percent and Stark County pays 4.25 percent of their employees' PERS contribution. If a department pays a portion of the employees' required 8.5 percent PERS contribution, this represents an addition to the employees' salaries and must be included to calculate the total compensation package. Employee healthcare contributions were deducted from the average base salary to arrive at the employees' total average compensation package.

Additionally, to make an accurate comparison, compensation must also be adjusted by the actual time worked during the day. For example, some departments require employees to work 40 hours per week excluding lunch (2,080 hours per year) while other departments allow employees to work 40 hours per week including lunch (1,950 hours per year). Therefore, the average employees' compensation package is divided by the total number of hours worked per year to arrive at the adjusted compensation package for hourly rate based on actual time worked. The cost of doing business factor (CODBF) reflects the difference in the cost of living in Mahoning County compared to the peer counties. The December 2000 CODBFs used for Mahoning County, Lorain County, Stark County and Trumbull County were 1.0784, 1.0984, 1.0576, and 1.0782, respectively, and were obtained from the Ohio Department of Education. **Table 2-1** through **Table 2-24** highlight positions where there is a 10 percent variance between Mahoning County and the peer average. Please refer to the **Appendix** section of this report for additional analyses of positions.

- F2.4 **Table 2-1** summarizes the Mahoning County Prosecutor's Office employees' compensation package by position compared to the peers.

**Table 2-1: Prosecutor’s Office Compensation Analysis (Appendix Table 2-1A)**

	Assistant Prosecutor	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$20.74 per hour	\$17.27 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$26.30 per hour	\$18.98 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package <sup>1</sup>	N/A	\$19.18 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$19.53 per hour	\$16.77 per hour
Peer Average	\$22.92 per hour	\$18.31 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Stark County job classifications were not provided.

According to **Table 2-1**, the Mahoning County Prosecutor’s Office assistant prosecutor’s compensation package is 10.5 percent below the peer average.

F2.5 **Table 2-2** presents the Mahoning County Sheriff’s Office (MCSO) employees’ compensation package by position compared to the peers.

**Table 2-2: Sheriff’s Office Compensation Analysis (Appendix Table 2-1A)**

	Deputy <sup>1</sup>	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$11.69 per hour	\$14.29 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$14.92 per hour <sup>2</sup>	\$16.20 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	\$15.52 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$13.28 per hour <sup>2</sup>	\$14.78 per hour
Peer Average	\$14.28 per hour	\$15.50 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Mahoning County does not pay any portion of the MCSO’s PERS contribution, Trumbull County pays 6%, Lorain County pays 0% and Stark County pays 4.25%.

<sup>2</sup> Lorain and Trumbull Counties’ correctional officers are classified as Deputy and patrol officers are classified as Deputy 3.

According to **Table 2-2**, MCSO’s deputy’s compensation package is 18.1 percent below the peer average. Based on interviews and information obtained from MCSO, employees opted to take wage increases instead of having the County pick up the employees’ PERS contribution. Although MCSO and Lorain County’s Sheriff’s Office do not receive any portion of their PERS contribution paid by the county, Lorain County Sheriff Office’s department compensation package is higher than MCSO. According to the County, MSCO’s aggressive step schedule was implemented to address lower salary levels, which is effective in 2001. In January 2001, all tier 1 deputies will move one step to the right on the pay scale, which will result in an annual base salary of either \$27,000 or \$28,500 depending on the deputies’ date of hire.

F2.6 **Table 2-3** presents the Mahoning County Common Pleas Court’s (the Court) employees’ compensation package by position compared to the peers.

**Table 2-3: Common Pleas Court Compensation Analysis (Appendix Table 2-2A)**

	Court Reporter	Bailiff	Secretary	Administration	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$18.58 per hour	\$13.77 per hour	\$12.07 per hour	\$18.03 per hour	\$15.58 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$22.99 per hour	\$24.11 per hour	\$15.68 per hour	N/A	\$18.51 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	N/A	\$17.89 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$19.91 per hour	\$16.62 per hour	\$13.37 per hour	\$28.02 per hour	\$18.14 per hour
Peer Average	\$21.45 per hour	\$20.37 per hour	\$14.53 per hour	N/A	\$18.18 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

As shown in **Table 2-3**, the Mahoning County department average compensation package is 14.3 percent below the peer department’s average compensation package. According to Mahoning County’s court administrator, a salary analysis was conducted in 2000 in which the salaries of the Court’s employees were compared to other courts throughout Ohio. Based on this analysis, the Court was compensated below the peers, and salaries for the Court’s employees were raised in June 2000 to reflect the middle range of the peer analysis. This was the only wage increase the Court employees have received since 1997. However, as shown in **Table 2-3**, the Court remains below the peer average for all positions presented. More specifically, the Court’s compensation package for the positions of court reporter, bailiff and secretary is below the peer average by approximately 13.4 percent, 32.4 percent, and 16.9 percent, respectively. In addition, the Court’s administration compensation package is approximately 35.6 percent below Trumbull County’s administration compensation package.

F2.7 **Table 2-4** summarizes the Mahoning County Domestic Relations Court’s compensation package by position compared to the peer courts.

**Table 2-4: Domestic Relations Court Compensation Analysis  
(Appendix Table 2-2A)**

	Bailiff	Secretary	Administration	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$14.57 per hour	\$9.26 per hour	\$24.7 per hour	\$15.63 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$23.88 per hour	\$19.44 per hour	\$29.10 per hour	\$19.38 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	\$20.85 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$14.65 per hour	\$13.78 per hour	\$27.11 per hour	\$19.37 per hour
Peer Average	\$19.27 per hour	\$16.61 per hour	\$28.11 per hour	\$19.87 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

Table 2-4 shows that Mahoning County Domestic Relations’ department average compensation package is 21.3 percent below the peer average. Mahoning County’s adjusted average hourly employee compensation package is significantly below the peer average for all positions. More specifically, the compensation packages for the positions of bailiff, secretary and administration are below the peer average by approximately 24.4 percent, 44.2 percent, and 12.1 percent, respectively.

F2.8 The compensation packages for employees at the Mahoning County Clerk of Courts appear to be similar to the peer counties. Therefore, no additional analysis regarding compensation packages was presented in this section of the report. Please refer to **Table 2-3A** of the **Appendix** for further information regarding the Mahoning County Clerk of Courts and peer counties’ compensation packages.

F2.9 **Table 2-5** presents the Mahoning County Juvenile Court (MCJC) and the Detention Center employees’ compensation package by position compared to the peers.

**Table 2-5: Juvenile Court and Detention Center Compensation Analysis  
(Appendix Table 2-3A and Table 2-4A)**

	Juvenile Court				Detention Center	
	Probation Officer	Secretary	Bailiff	Department Average	Youth Leader 1	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$11.57 per hour	\$10.59 per hour	\$20.99 per hour	\$13.87 per hour	\$9.48 per hour	\$9.96 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$15.05 per hour	N/A	N/A	\$13.99 per hour	\$11.14 per hour	\$12.82 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	\$15.35 per hour	N/A	N/A
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$16.79 per hour	\$12.45 per hour	\$13.37 per hour	\$14.48 per hour	\$12.11 per hour	\$12.61 per hour
Peer Average	\$15.92 per hour	N/A	N/A	\$14.61 per hour	\$11.63 per hour	\$12.72 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

Based on comparisons in **Table 2-5**, MCJC and Detention Center’s department average compensation package are below the peer averages by 5.1 percent and 21.7 percent, respectively. However, MCJC’s bailiffs compensation package is approximately 57.0 percent higher than Trumbull County Juvenile Court (TCJC). In contrast, MCJC’s probation officer compensation package is approximately 27.3 percent below the peer average. MCJC’s secretary compensation package is approximately 14.9 percent lower than the secretary’s compensation package at TCJC. The Mahoning County Detention Center Youth Leader compensation package is 18.5 percent below the peer average. However, according to the County, the new Juvenile Court Judge is currently addressing compensation packages within the Court and Detention Center. **Table 2-5** only highlights the major differences among common positions at Mahoning County Juvenile Court compared to the peers. Please refer to the **Appendix** section of this report for additional information regarding compensation analyses for other positions within MCJC and the Detention Center.

F2.10 **Table 2-6** summarizes the Mahoning County Recorder’s Office employees’ compensation package by position compared to the peers.

**Table 2-6: Recorder’s Office Compensation Analysis (Appendix Table 2-5A)**

	Deputy Recorder	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$8.30 per hour	\$9.16 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$8.88 per hour	\$10.37 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	\$12.15 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$11.52 per hour	\$12.16 per hour
Peer Average	\$10.20 per hour	\$11.56 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

Based on **Table 2-6**, the Mahoning County Recorders’ Office department average compensation package is approximately 20.8 percent below the peer average. More specifically, the Mahoning County deputy recorder compensation package is approximately 18.6 percent below the peer average. However, a new Recorder took office in January 2001 and subsequently raised employees’ salaries. The Recorder was able to give employees raises by reorganizing the office’s organizational structure to eliminate the chief deputy recorder position. The responsibilities of the chief deputy recorder position were delegated between the two administrative assistants. Since the Recorder’s Office is not part of a bargaining unit, the Recorder is responsible for determining salaries and wages. See the **Appendix** section for additional position comparisons.

F2.11 **Table 2-7** summarizes the Mahoning County Board of Elections employee compensation packages compared to the peers.

**Table 2-7: Board of Elections Compensation Analysis (Appendix Table 2-5A)**

	Deputy Director	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$21.77 per hour	\$17.13 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$27.23 per hour	\$17.35 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	\$18.06 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$23.56 per hour	\$16.63 per hour
Peer Average	\$25.40 per hour	\$17.35 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

According to **Table 2-7**, the Mahoning County Board of Elections department average compensation package appears to be similar to the peer counties. However, Mahoning County is below the peer average hourly employee compensation packages by 14.3 percent for the position of deputy director.

F2.12 **Table 2-8** presents the Mahoning County Sanitary Engineer’s compensation package by position compared to the peers.

**Table 2-8: Sanitary Engineer Compensation Analysis (Appendix Table 2-6A)**

	Lab Technician	Sewer Jet	Treatment Operator	Treatment Supervisor	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$16.59 per hour	\$15.68 per hour	\$16.58 per hour	\$16.97 per hour	\$16.29 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	\$12.50 per hour	\$20.33 per hour	\$15.53 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	N/A	\$16.63 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$10.34 per hour	\$12.12 per hour	\$16.86 per hour	\$20.08 per hour	\$15.09 per hour
Peer Average	N/A	N/A	\$14.68 per hour	\$20.21 per hour	\$15.88 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

According to **Table 2-8**, Mahoning County Sanitary Engineer’s department average compensation package appears to be in line with the peer counties. However, Mahoning County’s compensation packages for the positions of lab technician and sewer jet are approximately 60.4 percent and 29.4 percent, respectively, higher than Trumbull County. In addition, Mahoning County’s treatment operator compensation package is 12.9 percent above the peer average. Although Mahoning County is well above the peer average hourly compensation package rate for the position of treatment operator, Mahoning County’s compensation package rate for treatment operators is comparable to Trumbull County’s compensation package rate. In contrast, Mahoning County’s treatment supervisor compensation package is approximately 16.0 percent lower than the peer average.

F2.13 **Table 2-9** summarizes the Mahoning County Engineer’s compensation packages by position compared to the peers.

**Table 2-9: County Engineer Compensation Analysis (Appendix Table 2-7A)**

	Engineer <sup>1</sup>	Engineer Aide	Engineer Technician	Equipment Operator	Laborer	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$25.22 per hour	\$15.36 per hour	\$16.02 per hour	\$15.12 per hour	\$14.55 per hour	\$16.01 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$30.37 per hour	\$13.08 per hour	\$14.86 per hour	\$12.41 per hour	\$9.93 per hour	\$15.64 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	N/A	N/A	\$16.75 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$24.01 per hour	N/A	\$13.85 per hour	\$14.83 per hour	\$13.05 per hour	\$14.94 per hour
Peer Average	\$27.19 per hour	N/A	\$14.36 per hour	\$13.62 per hour	\$11.49 per hour	\$15.78 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Engineer positions include bridge engineer, traffic engineer, construction design engineer, chief deputy engineer and assistant deputy engineers.

As shown in **Table 2-9**, the Mahoning County Engineer’s department average compensation package appears to be in line with the peer average department compensation package. In addition, Mahoning County’s engineer compensation is close to the peer average. However, Mahoning County’s engineer aide compensation package is 17.4 percent above Lorain County’s engineer aide compensation package. In addition, Mahoning County’s compensation packages for the positions of engineer technician, equipment operator and laborer are above the peer averages by approximately 11.6 percent, 11.0 percent and 26.6 percent, respectively.

F2.14 **Table 2-10** summarizes the Mahoning County Facilities Management Department’s employees’ compensation packages compared to the peers.

**Table 2-10: Facilities Management Compensation Analysis  
(Appendix Table 2-7A)**

	Administrative Secretary	Artisan	Custodian	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$11.17 per hour	\$17.51 per hour	\$12.35 per hour	\$15.22 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	N/A	\$13.38 per hour	\$9.97 per hour	\$12.17 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	N/A
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$12.52 per hour	\$16.94 per hour	\$8.45 per hour	\$13.38 per hour
Peer Average	N/A	\$15.16 per hour	\$9.21 per hour	\$12.78 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

Based on **Table 2-10**, the Mahoning County department average compensation package is approximately 19.1 percent higher than the peer department average compensation package. More specifically, Mahoning County’s compensation packages for the positions of artisan and custodian are approximately 15.5 percent and 34.1 percent, respectively, above the peer averages. In contrast, the Mahoning County administrative secretary’s compensation package is approximately 10.8 percent below the administrative secretary’s compensation package reported by Trumbull County.

F2.15 **Table 2-11** summarizes the Mahoning County Emergency 9-1-1 Department’s employees’ compensation packages compared to the peers.

**Table 2-11: Emergency 9-1-1 Compensation Analysis (Appendix Table 2-8A)**

	Administrative Assistant	Telecommunications Operator	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$11.00 per hour	\$10.14 per hour	\$11.42 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$13.08 per hour	\$14.92 per hour	\$15.09 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	\$9.92 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	N/A	\$13.01 per hour	\$14.11 per hour
Peer Average	N/A	\$13.97 per hour	\$13.04 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

As shown in **Table 2-11**, Mahoning County’s department average compensation package is 12.4 percent below the peer department’s average compensation package. More specifically, Mahoning County’s compensation package for the position of administrative assistant is 15.9 percent below the administrative assistant compensation package at Lorain County. In addition, Mahoning County’s telecommunication operator compensation package is approximately 27.4 percent lower than the peer average.

F2.16 **Table 2-12** presents the Mahoning County Dog Warden employees’ compensation packages by position compared to the peers.

**Table 2-12: Dog Warden Compensation Analysis (Appendix Table 2-8A)**

	Deputy Dog Warden	Dog Warden	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package <sup>1</sup>	\$14.54 per hour	\$23.23 per hour	\$15.20 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$13.50 per hour	\$11.45 per hour	\$12.46 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	\$14.53 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$11.95 per hour	\$17.15 per hour	\$13.44 per hour
Peer Average	\$12.73 per hour	\$14.30 per hour	\$13.48 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Mahoning County’s Dog Warden is responsible to service the entire County whereas some of the peers’ municipalities provide these services. In addition, Mahoning County’s employees have an average years of service of approximately 20 years.

Based on **Table 2-12**, Mahoning County is approximately 12.8 percent above the peer average for the department average hourly employees’ compensation package. More specifically, Mahoning County’s deputy dog warden and dog warden positions are 14.2 percent and 62.4 percent, respectively, above the peer average.

F2.17 The compensation packages for employees at the Mahoning County Solid Waste District appear to be similar to the peer counties. Therefore, no additional analysis regarding compensation packages was presented in this section of the report. Please refer to **Table 2-9A** of the **Appendix** for further information regarding the Mahoning County Solid Waste District and peer counties’ compensation packages.

F2.18 **Table 2-13** summarizes the Mahoning County Coroner’s Office employees’ compensation packages compared to the peers.

**Table 2-13: Coroner’s Office Compensation Analysis (Appendix Table 2-10A)**

	Forensic Pathologist	Investigator	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package <sup>1</sup>	\$55.99 per hour	\$12.84 per hour	\$19.17 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	N/A	\$25.15 per hour	\$17.27 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	\$28.17 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$47.27 per hour	\$14.46 per hour	\$21.02 per hour
Peer Average	N/A	\$19.81 per hour	\$22.15 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Mahoning County’s Coroner’s Office pays 4.25 percent of employees PERS contribution

According to **Table 2-13**, Mahoning County’s department average compensation package is approximately 13.5 percent below the peer average. Mahoning County’s forensic pathologist’s compensation package is 18.4 percent above Trumbull County’s forensic pathologist compensation package. In contrast, Mahoning County’s investigator compensation package is approximately 35.2 percent below the peer average.

F2.19 **Table 2-14** presents the Mahoning County Data Processing Board’s compensation package by position compared to the peers.

**Table 2-14: Data Processing Board Compensation Analysis (Appendix Table 2-10A)**

	Computer Operator	Director	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$11.13 per hour	\$27.47 per hour	\$19.80 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	\$21.41 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$15.31 per hour	\$30.90 per hour	\$19.09 per hour
Peer Average	N/A	N/A	\$20.25 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

Based on **Table 2-14**, Mahoning County’s Data Processing Board’s department average compensation package appears to be in line with the peers. However, Mahoning County’s employee compensation package for the positions of computer operator and director is 27.3 percent and 11.1 percent, respectively, below the computer operator and director’s compensation packages at Trumbull County.

F2.20 **Table 2-15** summarizes the Mahoning County Children Services Board’s compensation packages compared to the peers.

**Table 2-15: Children Services Board Compensation Analysis  
(Appendix Table 2-11A)**

	Supervisor	Youth Leader	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$21.05 per hour	\$9.83 per hour	\$13.93 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$21.35 per hour	N/A	\$15.46 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package <sup>1</sup>	N/A	N/A	N/A
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$24.76 per hour	\$11.65 per hour	\$14.97 per hour
Peer Average	\$23.06 per hour	N/A	\$15.22 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Stark County Children Services information is not available.

As shown in **Table 2-15**, Mahoning County’s Children Services Board’s department average compensation package is approximately 8.5 percent below the peer average. More specifically, Mahoning County’s youth leader compensation package is approximately 15.6 percent below Trumbull County’s youth leader compensation package.

F2.21 **Table 2-16** summarizes the Mahoning County Child Support Enforcement Agency compensation package by position to the peers. The Mahoning County Child Support Enforcement Agency in conjunction with the Human Services Department recently combined to make up the County’s Job & Family Services Department.

**Table 2-16: Child Support Enforcement Agency Compensation Analysis  
(Appendix Table 2-11A)**

	Case <sup>1</sup> Manager	Clerical Specialist	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$13.08 per hour	\$10.14 per hour	\$14.20 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$11.26 per hour <sup>2</sup>	N/A	\$12.53 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	\$14.45 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$12.96 per hour	\$11.39 per hour	\$13.74 per hour
Peer Average	\$12.11 per hour	N/A	\$13.57 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Mahoning County’s case managers include eligibility specialists. Lorain County and Trumbull County’s case managers are classified as income maintenance workers.

Mahoning County is above the peer average for the adjusted employee compensation package for the position of case manager by 8.0 percent. In contrast, Mahoning County’s clerical specialist compensation package is approximately 11.0 percent below Trumbull County’s clerical specialist compensation package.

F2.22 **Table 2-17** summarizes the Mahoning County Human Services Department’s employee compensation package by position compared to the peers.

**Table 2-17: Human Services Compensation Analysis (Appendix Table 2-12A)**

	Income Maintenance Aide <sup>1</sup>	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$10.96 per hour	\$13.46 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$9.36 per hour	\$13.20 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	\$15.75 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$10.42 per hour	\$13.61 per hour
Peer Average	\$9.89 per hour	\$14.19 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Income maintenance aides provide assistance to customers and other department employees

According to **Table 2-17**, Mahoning County appears to be in line with the peer average department compensation package. However, Mahoning County’s compensation package for the position of income maintenance aide is approximately 10.8 percent above the peer average. In addition, as shown in **Table 2-12A** of the appendix, Mahoning County exceeds the peer averages for four of the seven positions presented.

F2.23 **Table 2-18** compares the Mahoning County Alcohol, Drug & Addiction Services (ADAS) hourly compensation to the peer counties.

**Table 2-18: Alcohol, Drug & Addiction Services Compensation Analysis (Appendix Table 2-13A)**

	Executive Director	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$25.59 per our	\$14.17 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$22.76 per hour	\$15.20 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	\$19.85 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	N/A <sup>1</sup>	N/A <sup>1</sup>
Peer Average	N/A	\$17.53 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Trumbull County does not have a separate Alcohol, Drug & Addiction Services Department. These services are provided through the Mental Health Board.

According to **Table 2-18**, the executive director position’s compensation at Mahoning County ADAS is 12 percent higher than Lorain County. However, the department average at Mahoning County is 19 percent lower than the peer average. Drug coordinators, which comprises two of the seven positions in the department at Mahoning County, are funded through grants which impacts the compensation for those positions.

F2.24 **Table 2-19** depicts the Mahoning County Mental Health Department employees’ compensation package by position compared to the peers.

**Table 2-19: Mental Health Compensation Analysis (Appendix Table 2-13A)**

	Administrative Assistant	Director/ Administrator	Clerical Specialist	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$17.04 per hour	\$32.47 per hour	\$17.53 per hour	\$24.96 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$13.66 per hour	\$24.99 per hour	N/A	\$22.38 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	\$28.13 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	N/A	\$26.47 per hour	\$12.17 per hour	\$20.40 per hour
Peer Average	N/A	\$25.73 per hour	N/A	\$23.64 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

As shown in **Table 2-19**, the Mahoning County Mental Health department’s average employee compensation package is 6 percent higher than the peer average. More specifically, the adjusted compensation for Mahoning County’s director/administrator position is 26 percent higher than the peer average. The clerical specialist position at Mahoning County is compensated 44 percent more than Trumbull County.

F2.25 **Table 2-20** summarizes the Mahoning County Board of Health (BOH) employees’ compensation package by position compared to the peers.

**Table 2-20: Board of Health Compensation Analysis (Appendix Table 2-14A)**

	Secretary	Plumbing Inspector	Public Health Nurse	Director/Administrator	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$10.64 per hour	\$15.13 per hour	\$15.57 per hour	\$21.58 per hour	\$15.93 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	\$21.19 per hour	\$27.59 per hour	\$17.33 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	N/A	\$16.41 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$15.29 per hour	\$12.17 per hour	\$16.52 per hour	\$20.17 per hour	\$17.52 per hour
Peer Average	N/A	N/A	\$18.86 per hour	\$23.88 per hour	\$17.09 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

Based on **Table 2-20**, Mahoning County’s BOH department average is approximately seven percent below the peer department average. More specifically, the adjusted compensations for Mahoning County’s public health nurse and director/administrator positions are 17 percent and 10 percent, respectively, below the peer averages. The adjusted compensation for the position of secretary at Mahoning County is approximately 30 percent lower than Trumbull County. In contrast, the adjusted compensation for Mahoning County’s plumbing inspector is approximately 24.3 percent higher than Trumbull County. The Mahoning County BOH union agreement, in conjunction with administrators, determines salaries for employees.

F2.26 **Table 2-21** summarizes the Mahoning County Treasurer’s Office employee compensation package by position compared to the peers.

**Table 2-21: Treasurer’s Office Compensation Analysis (Appendix Table 2-15A)**

	Administrative Assistant	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$17.09 per hour	\$16.00 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$11.81 per hour	\$12.29 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	\$15.29 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	N/A	\$13.21 per hour
Peer Average	N/A	\$13.60 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

According to **Table 2-21**, the Mahoning County Treasurer’s Office’s department average compensation package is approximately 18 percent higher than the peer average. In comparison to Lorain County, Mahoning County’s administrative assistant is compensated approximately 45 percent higher.

F2.27 **Table 2-22** depicts the compensation packages for the Mahoning County Veterans Services Board (MCVSB) employees’ compensation package per position compared to the peers.

**Table 2-22: Veteran Services Compensation Analysis (Appendix Table 2-15A)**

	Admin. Assistant	Clerk	Investigator	Department Average
<b>Mahoning County Adjusted Avg. Hourly Employee Compensation Package</b>	\$17.03 per hour	\$9.51 per hour	\$12.15 per hour	\$16.49 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$14.94 per hour	\$12.16 per hour	\$15.88 per hour	\$16.44 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	\$17.97 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$17.51 per hour	\$16.58 per hour	\$17.42 per hour
<b>Peer Average</b>	N/A	\$16.04 per hour	\$16.23 per hour	\$17.28 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

According to **Table 2-22**, MCVSB’s department average compensation is five percent below the peer average. More specifically, for the position of clerk and investigator, MCVSB’s hourly compensation is approximately 41 percent and 25 percent below the peer average, respectively. The Mahoning County’s administrative assistant compensation package is approximately 14.0 percent higher than Lorain County. According to interviews with the MCVSB, employees have not regularly received wage increases due to the defeat of the sales tax levy in Mahoning County. Employee salaries at MCVSB are determined internally by the board.

F2.28 **Table 2-23** summarizes the Mahoning County Auditor’s Office (MCAO) employees’ compensation package by position compared to the peers.

**Table 2-23: Auditor’s Office Compensation Analysis (Appendix Table 2-16A)**

	Clerks	Staff Accountant	Accounting Clerk	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package <sup>1</sup>	\$12.86 per hour	\$22.27 per hour	\$12.80 per hour	\$17.79 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	\$10.27 per hour	\$13.52 per hour	\$9.40 per hour	\$14.40 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	\$14.80 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package <sup>2</sup>	N/A	N/A	N/A	\$17.38 per hour
Peer Average	N/A	N/A	N/A	\$15.53 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> According to Mahoning County, the Auditor conducted and adopted a salary plan in 2000 which subsequently increased salaries.

<sup>2</sup> Trumbull County Auditor employees are primarily classified as Deputy; therefore position comparisons would be inaccurate.

As shown in **Table 2-23**, MCAO department average compensation package is approximately 15 percent above the peer average. Clerks and accounting clerks at MCAO are compensated approximately 25 percent and 36 percent higher than Lorain County, respectively.

F2.29 **Table 2-24** summarizes the Mahoning County Board of Mental Retardation and Developmental Disabilities (MRDD) employee compensation packages by position compared to the peers.

**Table 2-24: Mental Retardation and Developmental Disabilities (Appendix Table 2-17A)**

	Case Managers	Instructors	Habilitation Specialist	Workshop Specialist	Department Average
Mahoning Adjusted Avg. Hourly Employee Compensation Package	\$28.39 per hour	\$24.36 per hour	\$28.85 per hour	\$16.76 per hour	\$19.22 per hour
Lorain Adjusted Avg. Hourly Employee Compensation Package	N/A	\$15.62 per hour	\$16.52 per hour	\$10.93 per hour	\$12.80 per hour
Stark Adjusted Avg. Hourly Employee Compensation Package	N/A	N/A	N/A	N/A	\$17.54 per hour
Trumbull Adjusted Avg. Hourly Employee Compensation Package	\$25.28 per hour	N/A	N/A	\$15.01 per hour	\$16.76 per hour
Peer Average	N/A	N/A	N/A	\$12.97 per hour	\$15.70 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

**Table 2-24** shows that Mahoning County MRDD department average compensation package is approximately 22.4 percent higher than the peer average. The County workshop specialist position's adjusted compensation package is approximately 29.6 percent higher than the peer average. The County's instructors and habilitation specialists are compensated 56.0 percent and 74.6 percent higher than Lorain County, respectively. Case managers at the County are compensated approximately 12.3 percent higher than Trumbull County.

### *Salary Analysis*

F2.30 This section of the report focuses on the minimum, maximum and actual average salaries for common job functions throughout the County. The following list of job functions was used to compare salary ranges for each agency or department:

- Receptionist
- Secretary
- Office Manager
- Administrative Assistant
- Data Entry
- Clerk
- Cashier
- Food Service
- Bookkeeper/Accounting Clerk

These nine job functions were chosen as the most common job functions throughout the County's departments. The purpose of this analysis is to determine if the County's departments use similar salary ranges for the most common job functions. To determine this, classifications within the common job functions were examined in conjunction with educational requirements and union affiliations to determine potential reasons why salary inequities exist for common job functions throughout the County. As a result, educational requirements did not appear to impact salary ranges for common job functions since the majority of departments only required a high school education for employment in these job functions. However, union affiliations appeared to have a significant impact in some departments in determining salaries for common job functions. In addition, the salary analysis presented in this report can be used to assist the County in developing a job classification plan. For further information regarding union affiliations and job classifications, please refer to the **Personnel** section of this performance audit.

F2.31 In order to get an accurate comparison of how each department determines salary ranges for positions, interviews were conducted to determine how minimum and maximum salary ranges are established in each department. According to interviews and information obtained from various departments' human resource staff members, two different methods exist for determining salaries. Union agreements determine salaries for bargaining unit employees and County management determines salaries for non-bargaining unit employees. Regardless of which method is used to determine salaries, several agencies and departments do not have established salary ranges for job classifications. If a department did not have an established salary range for job classifications, the lowest paid full-time employee's salary was used as the minimum salary for positions and the highest paid full-time employee's salary was used as the maximum salary for positions. The average salary for positions was calculated by adding all the salaries and dividing it by the applicable number of full-time employees.

F2.32 During interviews, department personnel identified the individuals whose primary responsibility includes performing the job functions presented in **Table 2-25** through **Table 2-34**. **Table 2-25** is a comprehensive salary analysis of the nine common functions employed within Mahoning County compared to Trumbull County. Since Trumbull County has several departments that provide similar services and resemble the organizational structure of departments within Mahoning County, Trumbull County was selected to compare average base salaries, adjusted average base salaries and years of service to Mahoning County. Average base salaries for the common job functions were calculated by adding all the salaries and dividing it by the applicable number of full-time employees. The adjusted base salary was then adjusted for Mahoning County and Trumbull County's employee PERS contribution and CODBF. Mahoning County pays 8.5 percent of the majority of employees' PERS contribution and Trumbull County pays 6.0 percent. The PERS contribution paid by the counties on behalf of employees represents additional compensation the employees received and is adjusted for in **Table 2-25** in order to present an accurate comparison between Mahoning County and Trumbull County. Although the CODBF for Mahoning County (1.0784) and Trumbull County (1.0782) was very similar, it was used to adjust the average base salary for each common job function in order to reflect the cost of living in each county. In addition, employee healthcare contributions are not required in Mahoning and Trumbull Counties and the majority of departments at both Counties work a standard eight hour work day. Therefore, employee healthcare contributions and workday do not have to be used to further adjust base salaries. The work day was used to adjust base salaries where noted.

**Table 2-26** through **Table 2-34** presents internal salary analyses for only the Mahoning County departments where these job functions existed. These tables provide the average base salary, average years of service and number of employees for each job function. Employees who work in departments that granted wage increases in lieu of paying a portion of the employee's PERS contribution were adjusted in order to obtain accurate average base salary comparisons among County employees. Educational requirements were also considered but were consistent throughout the County and no adjustment in base salaries was required.

**Table 2-25: Mahoning County and Trumbull County Salary Analysis**

		Mahoning County Average	Trumbull County Average
Receptionist	Average Base	\$20,974	\$23,222
	Adjusted Average Base <sup>1</sup>	\$21,102	\$22,830
	Average Yrs of Service	6.1	9.2
Secretary <sup>2</sup>	Average Base	\$24,480	\$26,999
	Adjusted Average Base <sup>1</sup>	\$24,630	\$26,543
	Average Yrs of Service	10.1	10.4
Office Manager	Average Base	\$32,316	\$33,720
	Adjusted Average Base <sup>1</sup>	\$32,514	\$33,151
	Average Yrs of Service	12.0	10.7
Administrative Assistant	Average Base	\$30,180	\$35,795
	Adjusted Average Base <sup>1</sup>	\$30,365	\$35,191
	Average Yrs of Service	11.7	15.1
Data Entry	Average Base	\$24,417	\$23,212
	Adjusted Average Base <sup>1</sup>	\$24,566	\$22,820
	Average Yrs of Service	11.0	6.8
Clerk <sup>2</sup>	Average Base	\$23,974	\$24,939
	Adjusted Average Base <sup>1</sup>	\$24,121	\$24,518
	Average Yrs of Service	8.0	10.3
Cashier	Average Base	\$30,303	\$27,450
	Adjusted Average Base <sup>1</sup>	\$30,488	\$26,987
	Average Yrs of Service	5.6	11.0
Food Service	Average Base	\$15,248	\$19,788
	Adjusted Average Base <sup>1</sup>	\$15,341	\$19,454
	Average Yrs of Service	12.5	7.1
Bookkeeper/ Accounting Clerk	Average Base	\$21,753	\$26,337
	Adjusted Average Base <sup>1</sup>	\$21,886	\$25,892
	Average Yrs of Service	8.1	14.3

Source: Mahoning County and Trumbull County

<sup>1</sup> Average base was adjusted by employee PERS contribution, CODBF and differences in workday.

<sup>2</sup> The workday for the Veteran’s Services Board, Board of Health and Mental Health Board at Trumbull County is 8 hours. At Mahoning County, the Veteran’s Services Board and Board of Health workday is 7.5 hours and the Mental Health Board is 7 hours. Trumbull County has secretaries in each of these departments and a clerk in the Mental Health Board. Therefore, the workday was used to adjust Trumbull County’s average base salary for these positions.

As shown in **Table 2-25**, Mahoning County is below Trumbull County's average base salary for all common job functions except for the functions of data entry and cashier. The following list highlights the significant differences between Mahoning and Trumbull Counties' average base salaries and averages years of service for the nine common job functions:

- *Data Entry*: Mahoning County's average base salary is approximately 5.2 percent higher than Trumbull County's average base salary. In addition, Mahoning County's adjusted base salary is approximately 7.7 percent higher than Trumbull County's average base salary. However, Mahoning County's average years of service (11.0 years) are approximately 4.2 years (or 61.8 percent) higher than Trumbull County's average years of service (6.8 years).
- *Cashier*: Mahoning County's average base salary is approximately 10.4 percent above Trumbull County's average base salary. In addition, Mahoning County's adjusted average base salary is approximately 13.0 percent higher than Trumbull County's adjusted average base salary. Although Mahoning County's average base salary and adjusted average base salary are higher than Trumbull County's average base salary and adjusted average base salary, Mahoning County's average years of service (5.6 years) are 5.4 years (or 49.1 percent) lower than Trumbull County's average years of service (11.0 years).
- *Food Service*: Mahoning County's average base salary is approximately 22.9 percent lower than Trumbull County's average base salary. In addition, Mahoning County's adjusted average base salary is approximately 21.1 percent lower than Trumbull County's adjusted average base salary. However, Mahoning County's average years of service (12.5 years) are 5.4 years (or 76.1 percent) higher than Trumbull County's average years of service (7.1 years).

F2.33 **Table 2-26** presents the average base salary, average years of service and the number of employees in the job function of receptionist for individual departments within Mahoning County.

**Table 2-26: Mahoning County’s Receptionist Salary Analysis**

Department	Average Base Salary	Average Years of Service	Number in Job Function
<b>Mahoning County Average</b>	<b>\$20,974</b>	<b>6.1</b>	<b>9</b>
Auditor’s Office	\$22,651	1.7	1
Children Services Board	\$16,363	4.0	1
County Engineer	\$27,934	12.0	1
Detention Center	\$19,115	16.5	1
Human Services	\$21,965	8.6	1
Juvenile Court	\$18,371	0.2	1
MRDD	\$22,752	5.0	1
Prosecutor’s Office	\$22,978	6.5	1
Sanitary Engineer	\$16,640	0.5	1

Source: Mahoning County

According to **Table 2-26**, there are nine employees performing the receptionist function within Mahoning County with an average base salary of \$20,974 and approximately 6.1 average years of service. The following list highlights the significant differences between the department’s average base salaries and years of service for the receptionist function shown in **Table 2-26** compared to the Mahoning County average:

- *Auditor’s Office:* The receptionist’s average base salary (\$22,651) is approximately 8.0 percent higher than the Mahoning County’s average base salary for the receptionist function (\$20,974). However, the receptionist’s average years of service (1.7 years) are significantly lower than the County average (6.1 years).
- *Children Services Board:* The receptionist’s average base salary (\$16,363) is approximately 22.0 percent below the Mahoning County average. In addition, the receptionist’s average years of service (4.0 years) are approximately 34.4 percent below the County average.
- *Detention Center:* The receptionist’s average base salary (\$19,115) is approximately 8.9 percent below the Mahoning County’s average. However, the Detention Center’s receptionist average years of service (16.5 years) are more than twice the County average.
- *MRDD:* The receptionist’s average base salary (\$22,752) is approximately 8.5 percent above the County average. However, the receptionist’s average years of service (5.0 years) are approximately 18.0 percent below the County average.

F2.34 **Table 2-27** presents the average base salary, average years of service and the number of employees for the job function of secretary for individual departments within Mahoning County.

**Table 2-27: Mahoning County's Secretary Salary Analysis**

Department	Average Base Salary	Average Years of Service	Number in Job Function
<b>Mahoning County Average</b>	<b>\$24,480</b>	<b>10.1</b>	<b>71</b>
Alcohol & Drug Addiction	\$18,375	1.7	1
Auditor's Office	\$31,886	13.8	1
Board of Health	\$20,319	8.4	6
Child Support Enforcement	\$28,558	4.9	1
Children Services Board	\$28,566	22.4	2
Clerk of Courts	\$28,018	17.0	1
Common Pleas Court	\$24,958	7.0	5
Coroner's Office	\$20,688	11.9	1
County Engineer	\$33,571	7.6	2
Detention Center	\$26,546	28.0	1
Dog Warden	\$22,834	4.6	1
Domestic Relations Court	\$19,145	8.3	4
Facilities Management	\$23,088	8.7	1
Human Services	\$24,730	14.1	12
Juvenile Court	\$21,892	5.8	4
MRDD	\$25,049	10.1	12
Prosecutor's Office	\$25,281	9.9	9
Sheriff's Office	\$23,698 <sup>1</sup>	9.1	6
Solid Waste Management	\$22,684	2.3	1

Source: Mahoning County

<sup>1</sup> Adjusted to reflect the Sheriff's Office electing to have higher salaries in lieu of receiving the 8.5 percent PERS benefit.

According to **Table 2-27**, there are 71 employees performing the secretary function within Mahoning County with an average base salary of \$24,480 and approximately 10.1 average years of service. The following list highlights the significant differences between the department's average base salaries and years of service for the secretary function shown in **Table 2-27** compared to the Mahoning County average:

- *Child Support Enforcement Agency:* The secretary's average base salary (\$28,558) is approximately 16.7 percent higher than the County average (\$24,480). However, the secretary's average years of service (4.9 years) are approximately 51.5 percent below the County average (10.1 years).
- *Coroner's Office:* The secretary's average base salary (\$20,688) is approximately 15.5 percent below the County average. However, the secretary's average years of service (11.9 years) are approximately 17.8 percent higher than the County average.
- *County Engineer:* The secretary's base salary (\$33,571) is approximately 37.1 percent higher than the County average. However, the secretary's average years of service (7.6 years) are approximately 24.8 percent below the County average.
- *Detention Center:* The secretary's average base salary (\$26,546) is approximately 8.4 percent higher than the County's average base salary for the secretary function. However, the secretary's average years of service (28.0 years) are more than twice the County average.
- *Human Services:* The secretary's average base salary (\$24,730) is close to Mahoning County's average. However, the average years of service (14.1) are approximately 39.6 percent higher than the County average.

F2.35 **Table 2-28** presents the average base salary, average years of service and the number of employees for the job function of office manager for individual departments within Mahoning County.

**Table 2-28: Mahoning County Office Manager Salary Analysis**

Department	Average Base Salary	Average Years of Service	Number in Job Function
<b>Mahoning County Average</b>	<b>\$31,707</b>	<b>12.0</b>	<b>8</b>
Board of Health	\$33,072	16.8	1
Coroner’s Office	\$20,688	7.5	1
County Engineer	\$50,149	12.0	1
Domestic Relations Court	\$27,675	4.0	1
Human Services	\$33,260	15.7	2
Juvenile Court	\$27,289	21.2	1
Lead Program	\$28,267	3.4	1

Source: Mahoning County

According to **Table 2-28**, there are nine employees performing the office manager function within Mahoning County with an average base salary of \$35,099 and approximately 13.6 average years of service. The following list highlights the significant differences between the department’s average base salaries and years of service for the office manager function shown in **Table 2-29** compared to the Mahoning County average:

- *County Engineer:* The office manager’s base salary (\$50,149) is approximately 42.9 percent higher than the County average. However, the office manager’s average years of service (12.0 years) are approximately 11.8 percent below the County average.
- *Human Services:* The office manager’s average base salary (\$33,260) is approximately 5.2 percent lower than the County’s average base salary. However, the average years of service (15.7 years) are approximately 15.4 percent higher than the County average.
- *Juvenile Court:* The office manager’s average base salary (\$27,289) is approximately 28.6 percent lower than the County’s average base salary. However, the office manager’s year of service (21.2 years) is approximately 55.9 percent higher than the County’s average years of service.

F2.36 **Table 2-29** presents the average base salary, average years of service and the number of employees for the job function of administrative assistant for individual departments within Mahoning County.

**Table 2-29: Mahoning County Administrative Assistant Salary Analysis**

Department	Average Base Salary	Average Years of Service	Number in Job Function
<b>Mahoning County Average</b>	<b>\$30,180</b>	<b>11.7</b>	<b>23</b>
Auditor’s Office	\$31,886	8.0	1
Child Support Enforcement	\$28,683	10.5	3
Disaster Services	\$17,036	3.3	1
Emergency 9-1-1	\$22,755	4.6	1
Human Services	\$31,321	15.2	5
Mental Health	\$33,447	11.8	1
MRDD	\$32,986	10.7	6
Recorder’s Office	\$20,996	28.7	2
Treasurer’s Office	\$35,329	0.5	2
Veterans Service Board	\$35,802	10.8	1

Source: Mahoning County

According to **Table 2-29**, there are nine employees performing the administrative assistant function within Mahoning County with an average base salary of \$30,180 and approximately 11.7 average years of service. The following list highlights the significant differences between the department’s average base salaries and years of service for the administrative assistant function shown in **Table 2-29** compared to the Mahoning County average:

- *Auditor’s Office:* The administrative assistant’s average base salary (\$31,886) is approximately 5.6 percent higher than the County average. However, the average years of service (8.0 years) are approximately 31.6 percent below the County average.
- *Recorder’s Office:* The administrative assistant’s average base salary (\$20,996) is approximately 30.4 percent below the County’s average base salary for the administrative assistant function (\$30,180). However, the administrative assistant average years of service (28.7 years) are more than twice the County average.
- *Treasurer’s Office:* The administrative assistant’s average base salary (\$35,329) is approximately 17 percent higher than the County average. However, the administrative assistant’s average years of service are significantly lower than the County average.
- *Veterans’ Services:* The administrative assistant’s base salary (\$35,802) is approximately 18.6 percent higher than the County average. However, the administrative assistant’s average years of service (10.8 years) are approximately 7.7 percent below the County average.

F2.37 **Table 2-30** presents the average base salary, average years of service and the number of employees for the job function of data entry for individual departments within Mahoning County.

**Table 2-30: Mahoning County Data Entry Salary Analysis**

Department	Average Base Salary	Average Years of Service	Number in Job Function
Mahoning County Average	\$24,417	11.0	62
Alcohol & Drug Addiction	\$20,800	1.0	1
Child Support Enforcement	\$25,335	4.9	4
Children Services Board	\$20,096	9.9	7
Clerk of Courts	\$24,909	11.4	47
Data Processing	\$22,962	15.3	2
Mental Health	\$34,402	26.0	1

Source: Mahoning County

According to **Table 2-30**, there are 62 employees performing the data entry function within Mahoning County with an average base salary of \$24,417 and approximately 11.0 average years of service. The following list highlights the significant differences between the department’s average base salaries and years of service for the data entry function shown in **Table 2-30** compared to the Mahoning County average:

- *Alcohol & Drug Addiction Services:* The data entry’s average base salary (\$20,800) is approximately 14.8 percent below the County average (\$24,417). However, the data entry’s average years of service (1.0 years) are significantly below the County’s average years of service (11.0 years).
- *Child Support Enforcement Agency:* The data entry’s average salary (\$25,335) is 3.8 percent higher than the County average. However, the average years of service (4.9 years) are 5.5 percent lower than the County average.
- *Data Processing Board:* The data entry function’s base salary (\$22,962) is approximately 6.0 percent below the County average. However, the data entry function’s average years of service (15.3 years) are approximately 39.1 percent above the County average.

F2.38 **Table 2-31** presents the average base salary, average years of service and the number of employees for the job function of clerk for individual departments within Mahoning County.

**Table 2-31: Mahoning County Clerk Salary Analysis**

Department	Average Base Salary	Average Years of Service	Number in Job Function
<b>Mahoning County Average</b>	<b>\$23,974</b>	<b>8.0</b>	<b>72</b>
Auditor's Office	\$26,589	1.6	6
Board of Elections	\$32,505	10.0	10
Board of Health	\$21,197	11.4	1
Child Support Enforcement	\$25,855	6.0	6
Children Services Board	\$15,381	6.6	2
Clerk of Courts	\$21,190	6.9	8
County Engineer	\$29,418	15.7	3
Detention Center	\$17,316	21.0	1
Domestic Relations Court	\$27,000	30.5	1
Human Services	\$21,810	8.2	14
Juvenile Court	\$21,965	4.3	5
Prosecutor's Office	\$19,760	1.8	1
Recorder's Office	\$17,169	10.4	7
Sanitary Engineer	\$25,667	8.3	4
Treasurer's Office	\$27,300	1.0	2
Veterans Service Board	\$20,007	7.0	1

Source: Mahoning County

According to **Table 2-31**, there are 72 employees performing the clerk function within Mahoning County with an average base salary of \$23,974 and approximately 8.0 average years of service. The following list highlights the significant differences between the department's average base salaries and years of service for the clerk function shown in **Table 2-31** compared to the Mahoning County average:

- *Auditor's Office:* The clerk's average base salary (\$26,589) is approximately 10.9 percent higher than the County average. However, the average years of service (1.6 years) are approximately 80 percent lower than the County average.
- *Board of Elections:* The average base salary for the clerk function within the Board of Elections (\$32,505) is approximately 35.6 percent higher than the County average. In addition, the clerks' average years of service (10.0 years) are approximately 23.5 percent higher than the County average.

- *Board of Health:* The clerk's average base salary (\$21,197) is approximately 11.6 percent below the County average (\$23,974). However, the clerk's average years of service (11.4 years) are approximately 42.5 percent higher than the County average.
- *Child Support Enforcement Agency:* The clerk's average base salary (\$25,855) is approximately 7.8 percent higher than the County average. However, the clerk's average years of service (6.0 years) are approximately 25.0 percent below the County average.
- *Children Services Board:* The clerk's average base salary (\$15,381) is approximately 35.8 percent below the County average. Furthermore, the clerk's average years of service (6.6 years) are approximately 17.5 percent below the County average.
- *Detention Center:* The clerk's average base salary (\$17,316) is approximately 28.4 percent below the County's average base salary (\$23,974). However, the clerk's average years of service (21.0 years) are more than twice the County average.
- *Domestic Relations:* The clerk's average base salary (\$27,000) is approximately 12.6 percent higher than the County average. In addition, the average years of service (30.5 years) are significantly higher (281.2 percent) than the County average.
- *Human Services:* The clerk's average base salary (\$21,810) is approximately 9.0 percent below the County average. However, the clerk's average years of service (8.2 years) are comparable to the County average.
- *Recorder's Office:* The clerks' average base salary (\$17,169) is approximately 27.8 percent below the County's average base salary (\$23,974). However, the clerks' average years of service (10.4 years) are approximately 30 percent higher than the County average.
- *Treasurer's Office:* The clerk's base salary (\$27,300) is approximately 13.9 percent higher than the County average. However, the clerk's average years of service (1.0 years) are significantly below the County's average.

F2.39 **Table 2-32** presents the average base salary, average years of service and the number of employees for the job function of cashier for individual departments within Mahoning County.

**Table 2-32: Mahoning County Cashier Salary Analysis**

Department	Average Base Salary	Average Years of Service	Number in Job Function
Mahoning County Average	\$30,303	5.6	7
Child Support Enforcement	\$27,992	7.6	4
Treasurer's Office	\$33,384	1.3	3

Source: Mahoning County

According to **Table 2-32**, there are seven employees performing the cashier function within the Child Support Enforcement Agency (CSEA) and the Treasurer's Office with an average base salary of \$30,303 and approximately 5.6 average years of service. The Treasurer's Office cashier's average base salary (\$33,384) is approximately 19.3 percent above CSEA's average base salary (\$27,992). However, the cashier's average years of service (1.3 years) in the Treasurer's Office are significantly below CSEA's average (7.6 years).

F2.40 **Table 2-33** presents the average base salary, average years of service and the number of employees for the job function of food service for individual departments within Mahoning County.

**Table 2-33: Mahoning County Food Service Salary Analysis**

Department	Average Base Salary	Average Years of Service	Number in Job Function
Mahoning County Average	\$15,248	12.5	4
Detention Center	\$17,425	5.8	2
Mental Retardation and Developmental Disabilities	\$13,431	19.3	2

Source: Mahoning County

According to **Table 2-33**, there are four employees performing the food service function within the Detention Center and the Mental Retardation and Developmental Disabilities (MRDD) with an average base salary of \$15,248 and approximately 12.5 average years of service. The Detention Center food service function's base salary (\$17,425) is approximately 29.7 percent above MRDD's. However, the food service function's average years of service (5.8 years) are significantly below MRDD's average years of service (19.3 years).

F2.41 **Table 2-34** presents the average base salary, average years of service and the number of employees for the job function of bookkeeper/accounting clerk for individual departments within Mahoning County.

**Table 2-34: Mahoning County Bookkeeper/Accounting Clerk Salary Analysis**

Department	Average Base Salary	Average Years of Service	Number in Job Function
Mahoning County Average	\$21,753	8.1	22
Auditor’s Office	\$26,458	4.1	3
Children Services Board	\$21,477	10.0	2
Clerk of Courts	\$27,854	18.5	7
Human Services	\$20,836	1.9	4
Juvenile Court	\$21,630	0.2	1
Mental Health	\$20,157	1.0	1
Office of Budget & Management	\$21,786	1.2	2
Sanitary Engineer	\$37,544	14.6	1
Treasurer’s Office	\$33,384	9.7	1

Source: Mahoning County

According to **Table 2-34**, there are 22 employees performing the clerk function within Mahoning County with an average base salary of \$21,753 and approximately 8.1 average years of service. The following list highlights the significant differences between the department’s average base salaries and years of service for the bookkeeper/accounting clerk function shown in **Table 2-34** compared to the Mahoning County average:

- *Auditor’s Office:* The bookkeeper/accounting clerk’s base salary (\$26,458) is approximately 21.6 percent higher than the County average. However, the average years of service (4.1 years) are approximately 49.3 percent lower than the County average.
- *Children Services Board:* The bookkeeper/accounting clerk’s base salary (\$21,477) is comparable to the County average (\$21,753). However, the bookkeeper/accounting clerk’s average years of service (10.0 years) are approximately 23.5 percent higher than the County average (8.1 years).
- *Human Services, Juvenile Court, Mental Health, Office of Budget and Management:* The bookkeeper/accounting clerk’s average base salary for each of these departments is comparable to the County average. However, the average years of service in these departments are significantly lower than the County average.
- *Treasurer’s Office:* The bookkeeper/accounting clerk’s base salary (\$33,384) is approximately 53.5 percent above the County average. However, the bookkeeper/accounting clerk’s average years of service (9.7 years) are approximately 19.8 percent above the County average.

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## Appendix

The appendix provides detailed compensation and salary calculations for positions within Mahoning County. The compensation tables (**Table 2-1A** through **Table 2-17A**; pages 1 through 17) focus on the compensation packages for County employees based on the employees' average base salaries, PERS contribution, employee healthcare contribution, actual time worked during the year and the cost of doing business factor. These factors are used in a formula to determine each department's adjusted average hourly employee compensation package by job classification. Once each department's adjusted average hourly employee compensation package is determined, it is compared to similar departments from the peer counties.

In addition to the compensation tables, the appendix includes salary analysis tables focusing on the minimum, maximum and actual average salaries for common job functions throughout the County. The following list of job functions was used to compare salary ranges for each agency or department:

- Receptionist
- Secretary
- Office Manager
- Administrative Assistant
- Data Entry
- Clerk
- Cashier
- Food Service
- Bookkeeper/Accounting Clerk

The salary analysis tables (**Table 2-1B** through **Table 2-7B**; pages 18 through 38) provide the nine common job functions' minimum, maximum and actual average salaries, average years of service and the number of employees in each common job function. In addition, union affiliations and education requirements are included for each common job function by department.

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**Table 2-1A: Prosecutor's Office and Sheriff's Department Compensation Analysis**

	Prosecutor's Office				Sheriff's Department			
	Assistant Prosecutor	Word Processor 3	Personal Secretary	Department Average	Deputy	Deputy 3	Secretary	Department Average
<b>Mahoning:</b>								
<b>Avg. Base Wages</b>	\$42,871	\$24,960	\$27,850	\$35,711	\$26,226	\$34,793	\$25,899	\$32,055
<b>Value of Pers Pickup by the County <sup>1</sup></b>	\$3,644	\$2,122	\$2,367	\$3,035	\$0 <sup>3</sup>	\$0 <sup>3</sup>	\$0 <sup>3</sup>	\$0 <sup>3</sup>
<b>Employee Healthcare Contributions <sup>2</sup></b>	N/A							
<b>Total Avg Employee Compensation Package</b>	\$46,515	\$27,082	\$30,217	\$38,746	\$26,226	\$34,793	\$25,899	\$32,055
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$22.36 per hour	\$13.02 per hour	\$14.53 per hour	\$18.63 per hour	\$12.61 per hour	\$16.73 per hour	\$12.45 per hour	\$15.41 per hour
<b>Cost of Doing Business Factor <sup>4</sup></b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$20.74 per hour	\$12.07 per hour	\$13.47 per hour	\$17.27 per hour	\$11.69 per hour	\$15.51 per hour	\$11.55 per hour	\$14.29 per hour
<b>Lorain Adjusted Avg. Hourly Employee <sup>6</sup> Compensation Package</b>	\$26.30 per hour	\$10.92 per hour	\$14.98 per hour	\$18.98 per hour	\$14.92 per <sup>5</sup> hour	\$16.90 per <sup>5</sup> hour	N/A	\$16.20 per hour
<b>Stark Adjusted Avg. Hourly Employee <sup>6</sup> Compensation Package <sup>7</sup></b>	N/A	N/A	N/A	\$19.18 per hour	N/A	N/A	N/A	\$15.52 per hour
<b>Trumbull Adjusted Avg. Hourly Employee <sup>6</sup> Compensation Package</b>	\$19.53 per hour	\$11.57 per hour	N/A	\$16.77 per hour	\$13.28 per <sup>5</sup> hour	\$15.75 per <sup>5</sup> hour	\$11.64 per hour	\$14.78 per hour
<b>Peer Average</b>	\$22.92 per hour	\$11.25 per hour	N/A	\$18.31 per hour	\$14.10 per hour	\$16.33 per hour	N/A	\$15.50 per hour

<sup>1</sup> Mahoning County pays 8.5% of the employee's PERS contribution, Trumbull County pays 6%, Lorain County pays 0% and Stark County pays 4.25%, unless noted otherwise.

<sup>2</sup> Except where noted, there are no employee healthcare contributions at any of the counties.

<sup>3</sup> Mahoning County does not pay any portion of Sheriff employees' PERS contribution

<sup>4</sup> The Cost of Doing Business Factors for Mahoning County, Lorain County, Stark County and Trumbull County are 1.0784, 1.0984, 1.0576 and 1.0782, respectively.

<sup>5</sup> Lorain County and Trumbull County's correctional officers are classified as Deputy and patrol officers are classified as Deputy 3.

<sup>6</sup> Lorain County's workday is 7 1/2 hours per day, Stark County's workday is 7 hours per day, and Trumbull County's workday is 8 hours per day, unless noted otherwise.

<sup>7</sup> Stark County job classifications were not made available.

**Table 2-2A: Common Pleas Court and Domestic Relations Court Compensation Analysis**

	Common Pleas Court					Domestic Relations Court				
	Court Reporter	Bailiff	Secretary	Administration	Dept. Average	Office Manager	Bailiff	Secretary	Administration	Department Average
<b>Mahoning:</b>										
<b>Avg. Base Wages</b>	\$38,418	\$28,465	\$24,958	\$37,283	\$32,208	\$27,675	\$30,126	\$19,145	\$51,091	\$33,220
<b>Value of Pers Pickup by the County</b>	\$3,266	\$2,420	\$2,121	\$3,169	\$2,738	\$2,352	\$2,561	\$1,627	\$4,343	\$2,747
<b>Employee Healthcare Contributions</b>	N/A									
<b>Total Avg Employee Compensation Package</b>	\$41,684	\$30,885	\$27,079	\$40,452	\$34,946	\$30,027	\$32,687	\$20,772	\$55,434	\$35,067
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$20.04 per hour	\$14.85 per hour	\$13.02 per hour	\$19.45 per hour	\$16.80 per hour	\$14.44 per hour	\$15.71 per hour	\$9.99 per hour	\$26.65 per hour	\$16.86 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$18.58 per hour	\$13.77 per hour	\$12.07 per hour	\$18.03 per hour	\$15.58 per hour	\$13.39 per hour	\$14.57 per hour	\$9.26 per hour	\$24.71 per hour	\$15.63 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$22.99 per hour	\$24.11 per hour	\$15.68 per hour	N/A	\$18.51 per hour	N/A	\$23.88 per hour	\$19.44 per hour	\$29.10 per hour	\$19.38 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	\$17.89 per hour	N/A	N/A	N/A	N/A	\$20.85 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$19.91 per hour	\$16.62 per hour	\$13.37 per hour	\$28.02 per hour	\$18.14 per hour	N/A	\$14.65 per hour	\$13.78 per hour	\$27.11 per hour	\$19.37 per hour
<b>Peer Average</b>	\$21.45 per hour	\$20.37 per hour	\$14.53 per hour	N/A	\$18.18 per hour	N/A	\$19.27 per hour	\$16.61 per hour	\$28.11 per hour	\$19.87 per hour

**Table 2-3A : Clerk of Courts and Juvenile Detention Center Compensation Analysis**

	Clerk of Courts				Juvenile Detention Center		
	Deputy Clerk 1	Deputy Clerk 2	Clerk Bookkeepers	Department Average	Youth Leader 1	Youth Leader 2	Department Average
<b>Mahoning:</b>							
<b>Avg. Base Wages</b>	\$21,190	\$24,909	\$27, 854	\$25,661	\$19,605	\$19,247	\$20,599
<b>Value of Pers Pickup by the County</b>	\$1,801	\$2,117	\$2,368	\$2,181	\$1,666	\$1,636	\$1,751
<b>Employee Healthcare Contributions</b>	N/A						
<b>Total Avg Employee Compensation Package</b>	\$22,991	\$27,026	\$30,222	\$27,842	\$21,271	\$20,883	\$22,350
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)						
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$11.05 per hour	\$12.99 per hour	\$14.53 per hour	\$13.39 per hour	\$10.23 per hour	\$10.04 per hour	\$10.75 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$10.25 per hour	\$12.05 per hour	\$13.47 per hour	\$12.41 per hour	\$9.48 per hour	\$9.31 per hour	\$9.96 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$11.13 per hour	\$14.48 per hour	\$13.50 per hour	\$11.14 per hour	N/A	\$12.82 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	\$13.45 per hour	N/A	N/A	N/A
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$11.14 per hour	\$11.98 per hour	\$12.52 per hour	\$12.28 per hour	\$12.11 per hour	N/A	\$12.61 per hour
<b>Peer Average</b>	N/A	\$11.56 per hour	\$13.50 per hour	\$13.08 per hour	\$11.63 per hour	N/A	\$12.72 per hour

**Table 2-4A : Juvenile Court Compensation Analysis**

	Juvenile Court						
	Clerk	Probation Officer	Magistrate (part-time) <sup>1</sup>	Magistrate (full-time)	Secretary	Bailiff	Department Average
<b>Mahoning:</b>							
<b>Avg. Base Wages</b>	\$21,965	\$23,922	\$31,654	\$42,475	\$21,892	\$43,300	\$27,803
<b>Value of Pers Pickup by the County</b>	\$1,867	\$2,033	\$2,691	\$3,610	\$1,861	\$3,689	\$2,363
<b>Employee Healthcare Contributions</b>	N/A						
<b>Total Avg Employee Compensation Package</b>	\$23,832	\$25,955	\$34,345	\$46,085	\$23,753	\$47,089	\$30,166
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	6.0 hours per day (1,560 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per <sup>2</sup> day (2,017 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$11.46 per hour	\$12.48 per hour	\$22.02 per hour	\$22.16 per hour	\$11.42 per hour	\$22.64 per hour	\$14.96 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$10.62 per hour	\$11.57 per hour	\$20.42 per hour	\$20.55 per hour	\$10.59 per hour	\$20.99 per hour	\$13.87 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$10.97 per hour	\$15.05 per hour	N/A	\$18.76 per hour	N/A	N/A	\$13.99 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	N/A	N/A	\$15.35 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$10.01 per hour	\$16.79 per hour	N/A	\$26.26 per hour	\$12.45 per hour	\$13.37 per hour	\$14.48 per hour
<b>Peer Average</b>	\$10.49 per hour	\$15.92 per hour	N/A	\$22.51 per hour	N/A	N/A	\$14.61 per hour

<sup>1</sup> Juvenile Court classifies 5 magistrates as part-time. However, these employees receive benefits and are therefore included in the department table.

<sup>2</sup> The actual time worked during the day reflects five magistrates who work 30 hours per week

**Table 2-5A: Recorder's Office and Board of Elections' Compensation Analysis**

	Recorder's Office			Board of Elections			
	Administrative Assistant	Deputy Recorder	Department Average	Clerk	Deputy Director	Director	Department Average
<b>Mahoning:</b>							
<b>Avg. Base Wages</b>	\$20,996	\$17,169	\$18,947	\$32,505	\$45,000	\$55,000	\$35,421
<b>Value of Pers Pickup by the County</b>	\$1,785	\$1,459	\$1,610	\$2,763	\$3,825	\$4,675	\$3,011
<b>Employee Healthcare Contributions</b>	N/A						
<b>Total Avg Employee Compensation Package</b>	\$22,781	\$18,628	\$20,557	\$35,268	\$48,825	\$59,675	\$38,432
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)						
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$10.95 per hour	\$8.96 per hour	\$9.38 per hour	\$16.96 per hour	\$23.47 per hour	\$28.69 per hour	\$18.48 per hour
<b>Cost of Doing Business Factor</b>	1.0782	1.0782	1.0782	1.0782	1.0782	1.0782	1.0782
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$10.16 per hour	\$8.30 per hour	\$9.16 per hour	\$15.72 per hour	\$21.77 per hour	\$26.60 per hour	\$17.13 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$8.88 per hour	\$10.37 per hour	\$16.29 per hour	\$27.23 per hour	\$27.46 per hour	\$17.35 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	\$12.15 per hour	N/A	N/A	N/A	\$18.06 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$11.52 per hour	\$12.16 per hour	\$15.40 per hour	\$23.56 per hour	\$23.56 per hour	\$16.63 per hour
<b>Peer Average</b>	N/A	\$10.20 per hour	\$11.56 per hour	\$15.85 per hour	\$25.40 per hour	\$25.51 per hour	\$17.35 per hour

**Table 2-6A: Sanitary Engineer Compensation Analysis**

	Sanitary Engineer							
	Account Clerk 1	General Maintenance	Lab Technician	Sewer Jet	Treatment Aide	Treatment Operator	Treatment Supervisor	Department Average
<b>Mahoning:</b>								
<b>Avg. Base Wages</b>	\$25,667	\$31,806	\$34,299	\$32,407	\$30,802	\$34,278	\$35,081	\$33,668
<b>Value of Pers Pickup by the County</b>	\$2,182	\$2,704	\$2,915	\$2,755	\$2,618	\$2,914	\$2,982	\$2,862
<b>Employee Healthcare Contributions</b>	N/A							
<b>Total Avg Employee Compensation Package</b>	\$27,849	\$34,510	\$37,214	\$35,162	\$33,420	\$37,192	\$38,063	\$36,530
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$13.39 per hour	\$16.59 per hour	\$17.89 per hour	\$16.90 per hour	\$16.07 per hour	\$17.88 per hour	\$18.30 per hour	\$17.56 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$12.42 per hour	\$15.38 per hour	\$16.59 per hour	\$15.68 per hour	\$14.90 per hour	\$16.58 per hour	\$16.97 per hour	\$16.29 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	N/A	\$12.50 per hour	\$20.33 per hour	\$15.53 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$16.63 per hour						
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$12.50 per hour	\$14.43 per hour	\$10.34 per hour	\$12.12 per hour	N/A	\$16.86 per hour	\$20.08 per hour	\$15.09 per hour
<b>Peer Average</b>	N/A	N/A	N/A	N/A	N/A	\$14.68 per hour	\$20.21 per hour	\$15.75 per hour

**Table 2-7A: County Engineer and Facilities Management Compensation Analysis**

	County Engineer					Facilities Management			
	Engineer Aide	Engineer Technician	Equipment Operator	Laborer	Department Average	Administrative Secretary	Artisan	Custodian	Department Average
<b>Mahoning:</b>									
<b>Avg. Base Wages</b>	\$31,907	\$33,280	\$31,395	\$30,213	\$33,254	\$23,088	\$33,946	\$23,941	\$29,508
<b>Value of Pers Pickup by the County</b>	\$2,553	\$2,662	\$2,512	\$2,417	\$2,660	\$1,962	\$2,885	\$2,035	\$2,508
<b>Employee Healthcare Contributions</b>	N/A								
<b>Total Avg Employee Compensation Package</b>	\$34,460	\$35,942	\$33,907	\$32,630	\$35,914	\$25,050	\$36,831	\$25,976	\$32,016
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$16.57 per hour	\$17.28 per hour	\$16.30 per hour	\$15.69 per hour	\$17.27 per hour	\$12.04 per hour	\$18.89 per hour	\$13.32 per hour	\$16.42 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$15.36 per hour	\$16.02 per hour	\$15.12 per hour	\$14.55 per hour	\$16.01 per hour	\$11.17 per hour	\$17.51 per hour	\$12.35 per hour	\$15.22 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$13.08 per hour	\$14.86 per hour	\$12.41 per hour	\$9.93 per hour	\$15.64 per hour	N/A	\$13.38 per hour	\$9.97 per hour	\$12.17 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	\$16.75 per hour	N/A	N/A	N/A	N/A
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$13.85 per hour	\$14.83 per hour	\$13.05 per hour	\$14.94 per hour	\$12.52 per hour	\$16.94 per hour	\$8.45 per hour	\$13.38 per hour
<b>Peer Average</b>	N/A	\$14.36 per hour	\$13.62 per hour	\$11.49 per hour	\$15.78 per hour	N/A	\$15.16 per hour	\$9.21 per hour	\$12.78 per hour

**Table 2-8A: Emergency 9-1-1 and Dog Warden Compensation Analysis**

	Emergency 9-1-1			Dog Warden <sup>1</sup>		
	Administrative Assistant	Telecommunications Operator	Department Average	Deputy Dog Warden	Dog Warden	Department Average
<b>Mahoning:</b>						
<b>Avg. Base Wages</b>	\$22,755	\$19,652	\$22,129	\$30,069	\$48,127	\$31,422
<b>Value of Pers Pickup by the County</b>	\$1,934	\$1,670	\$1,881	\$2,556	\$4,091	\$2,671
<b>Employee Healthcare Contributions</b>	N/A	N/A	N/A	N/A	N/A	N/A
<b>Total Avg Employee Compensation Package</b>	\$24,689	\$21,322	\$24,010	\$32,625	\$52,218	\$34,093
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$11.86 per hour	\$10.93 per hour	\$12.31 per hour	\$15.69 per hour	\$25.10 per hour	\$16.39 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$11.00 per hour	\$10.14 per hour	\$11.42 per hour	\$14.54 per hour	\$23.28 per hour	\$15.20 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$13.08 per hour	\$14.92 per hour	\$15.09 per hour	\$13.50 per hour	\$11.45 per hour	\$12.46 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	\$9.92 per hour	N/A	N/A	\$14.53 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$13.01 per hour	\$14.11 per hour	\$11.95 per hour	\$17.15 per hour	\$13.44 per hour
<b>Peer Average</b>	N/A	\$13.97 per hour	\$13.04 per hour	\$12.73 per hour	\$14.30 per hour	\$13.48 per hour

<sup>1</sup> Mahoning County's Dog Warden is responsible to service the entire County whereas some of the peers' municipalities provide these services.

**Table 2-9A: Disaster Services and Solid Waste District Compensation Analysis**

	Disaster Services				Solid Waste District				
	Administrative Assistant	Director	Planning & Operations Coordinator	Department Average	Assistant Director	Waste Minimization Specialist	Operations Secretary	Environmental Educator	Department Average
<b>Mahoning:</b>									
<b>Avg. Base Wages</b>	\$17,036	\$49,516	\$37,500	\$34,684	\$46,606	\$31,392	\$22,684	\$27,473	\$36,508
<b>Value of Pers Pickup by the County</b>	\$1,448	\$4,206	\$3,188	\$2,948	\$3,962	\$2,668	\$1,928	\$2,335	\$3,103
<b>Employee Healthcare Contributions</b>	N/A	N/A	N/A	N/A	\$0	\$0	\$0	\$0	\$0
<b>Total Avg Employee Compensation Package</b>	\$18,484	\$53,725	\$40,688	\$37,632	\$50,568	\$34,060	\$24,612	\$29,808	\$39,611
<b>Actual Time Worked During Workday</b>	8.0 hours (2,080 hours per year)	8.0 hours (2,080 hours per year)	8.0 hours (2,080 hours per year)	8.0 hours (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$8.89 per hour	\$25.83 per hour	\$19.56 per hour	\$18.09 per hour	\$24.31 per hour	\$16.38 per hour	\$11.83 per hour	\$14.33 per hour	\$19.04 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$8.24 per hour	\$23.95 per hour	\$18.14 per hour	\$16.78 per hour	\$22.54 per hour	\$15.18 per hour	\$10.97 per hour	\$13.29 per hour	\$17.66 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$21.32 per hour	\$17.32 per hour	\$16.51 per hour	N/A	N/A	N/A	N/A	\$17.41 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	N/A	N/A	10.01 per hour	N/A	\$20.07 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$9.22 per <sup>1</sup> hour	\$13.62 per hour	N/A	\$11.42 per hour	N/A	N/A	\$10.27 per hour	12.70 per hour	16.62 per hour
<b>Peer Average</b>	N/A	\$17.47 per <sup>2</sup> hour	N/A	\$13.97 per <sup>2</sup> hour	N/A	N/A	\$10.14 per hour	N/A	\$18.03 per hour

<sup>1</sup> Trumbull County's administrative assistant in Disaster Services is classified as a data input operator.

<sup>2</sup> The peer average for Disaster Services only includes Lorain County and Trumbull County.

**Table 2-10A: Coroner's Office and Data Processing Board Compensation Analysis**

	Coroner's Office				Data Processing Board			
	Forensic Pathologist	Investigator	Secretary	Department Average	Computer Operator	Director	Personal Computer Coordinator 2	Department Average
<b>Mahoning:</b>								
<b>Avg. Base Wages</b>	\$112,942	\$25,901	\$20,688	\$38,670	\$23,007	\$56,790	\$42,600	\$40,929
<b>Value of Pers Pickup by the County <sup>1</sup></b>	\$4,800	\$1,101	\$879	\$1,643	\$1,956	\$4,827	\$3,621	\$3,479
<b>Employee Healthcare Contributions</b>	N/A							
<b>Total Avg Employee Compensation Package</b>	\$117,742	\$27,002	\$21,567	\$40,313	\$24,963	\$61,617	\$46,221	\$44,408
<b>Actual Time Worked During Workday</b>	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$60.38 per hour	\$13.85 per hour	\$11.06 per hour	\$20.67 per hour	\$12.00 per hour	\$29.62 per hour	\$22.22 per hour	\$21.35 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$55.99 per hour	\$12.84 per hour	\$10.26 per hour	\$19.17 per hour	\$11.13 per hour	\$27.47 per hour	\$20.61 per hour	\$19.80 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$25.15 per hour	N/A	\$17.27 per hour	N/A	N/A	N/A	N/A
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	\$28.17 per hour	N/A	N/A	N/A	\$21.41 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$47.27 per hour	\$14.46 per hour	N/A	\$21.02 per hour	\$15.31 per hour	\$30.90 per hour	\$21.68 per hour	\$19.09 per hour
<b>Peer Average</b>	N/A	\$19.81 per hour	N/A	\$22.15 per hour	N/A	N/A	N/A	\$20.25 per hour

<sup>1</sup> Mahoning County's Coroner's Office pays 4.25 percent of employees PERS contribution

**Table 2-11A: Children Services Board and Child Support Enforcement Agency Compensation Analysis**

	Children Services Board					Child Support Enforcement Agency (Job & Family Services)				
	Caseworker	Supervisor	Technical Typist	Youth Leader	Department Average	Account Clerk	Case <sup>1</sup> manager	Clerical Specialist	Intake Specialist	Department Average
<b>Mahoning:</b>										
<b>Avg. Base Wages</b>	\$29,528	\$43,508	\$20,096	\$20,321	\$28,802	\$25,855	\$27,048	\$20,968	\$27,528	\$29,355
<b>Value of PERS Pickup by the County</b>	\$2,510	\$3,698	\$1,708	\$1,727	\$2,448	\$2,198	\$2,299	\$1,782	\$2,340	\$2,495
<b>Employee Healthcare Contributions</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Total Avg Employee Compensation Package</b>	\$32,038	\$47,206	\$21,804	\$22,048	\$31,250	\$28,053	\$29,347	\$22,750	\$29,868	\$31,850
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$15.40 per hour	\$22.70 per hour	\$10.48 per hour	\$10.60 per hour	\$15.02 per hour	\$13.49 per hour	\$14.11 per hour	\$10.94 per hour	\$14.36 per hour	\$15.31 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$14.28 per hour	\$21.05 per hour	\$9.72 per hour	\$9.83 per hour	\$13.93 per hour	\$12.51 per hour	\$13.08 per hour	\$10.14 per hour	\$13.32 per hour	\$14.20 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$15.28 per hour	\$21.35 per hour	\$10.03 per hour	N/A	\$15.46 per hour	\$10.94 per hour	\$11.26 <sup>2</sup> per hour	N/A	N/A	\$12.53 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	\$14.45 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$14.04 per hour	\$24.76 per hour	\$10.79 per hour	\$11.65 per hour	\$14.97 per hour	\$12.96 per hour	\$11.39 per hour	\$11.39 per hour	N/A	\$13.74 per hour
<b>Peer Average</b>	\$14.66 per hour	\$33.73 per hour	\$10.41 per hour	N/A	\$15.22 per hour	\$11.95 per hour	\$11.33 per hour	N/A	N/A	\$13.57 per hour

<sup>1</sup> Case managers in the Mahoning County Child Support Enforcement Agency include employees classified as case managers and support specialist.

<sup>2</sup> Case manager in the Lorain County Child Support Enforcement Agency include employees classified as investigators.

**Table 2-12A: Department of Human Services Compensation Analysis**

	Human Services (Job & Family Services)							
	Case Manager	Clerk	Income Maintenance Aide	Income Maintenance Supervisor	Investigator	Social Service Aide	Social Service Worker	Department Average
<b>Mahoning:</b>								
<b>Avg. Base Wages</b>	\$27,901	\$20,348	\$22,662	\$40,948	\$25,756	\$23,492	\$24,755	\$27,826
<b>Value of PERS Pickup by the County</b>	\$2,372	\$20,348	\$1,926	\$3,481	\$2,189	\$1,997	\$2,104	\$2,365
<b>Employee Healthcare Contributions</b>	N/A							
<b>Total Avg Employee Compensation Package</b>	\$30,273	\$22,078	\$24,588	\$44,429	\$27,945	\$25,489	\$26,859	\$30,191
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$14.55 per hour	\$10.61 per hour	\$11.82 per hour	\$21.36 per hour	\$13.44 per hour	\$12.25 per hour	\$12.91 per hour	\$14.52 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$13.50 per <sup>1</sup> hour	\$9.84 per hour	\$10.96 per hour	\$19.81 per hour	\$12.46 per hour	\$11.36 per hour	\$11.97 per hour	\$13.46 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$12.62 per <sup>1</sup> hour	\$8.88 per hour	\$9.36 per hour	N/A	\$12.01 per hour	\$10.09 per hour	\$11.96 per hour	\$13.20 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	15.75 per hour						
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$12.62 per <sup>1</sup> hour	\$9.91 per hour	\$10.42 per hour	\$19.94 per hour	\$13.94 per hour	\$10.94 per hour	\$12.30 per hour	\$13.61 per hour
<b>Peer Average</b>	\$12.62 per hour	\$9.40 per hour	\$9.89 per hour	N/A	\$12.98 per hour	\$10.52 per hour	\$12.13 per hour	\$14.19 per hour

<sup>1</sup> Mahoning County's case managers include eligibility specialists. Lorain County and Trumbull County's case managers are classified as income maintenance workers.

**Table 2-13A: Alcohol, Drug and Addiction Services & Mental Health Compensation Analysis**

	Alcohol Drug and Addiction Services					Mental Health				
	Claims Specialist	Secretary	Drug Coordinator	Executive Director	Dept Avg.	Administrative Assistant	Account Clerk	Director/Administrator	Clerical Specialist	Dept Avg.
<b>Mahoning:</b>										
<b>Avg. Base Wages</b>	\$20,800	\$18,375	\$27,750	\$52,910	\$29,300	\$33,447	\$20,157	\$63,729	\$34,402	\$48,989
<b>Value of Pers Pickup by the County</b>	\$1,768	\$1,562	\$2,359	\$4,497	\$2,491	\$0	\$0	\$0	\$0	\$0
<b>Employee Healthcare Contributions</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total Avg Employee Compensation Package</b>	\$22,568	\$19,937	\$30,109	\$57,407	\$31,791	\$33,447	\$20,157	\$63,729	\$34,402	\$48,989
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	7 hours per day (1,820 hours per year)	7 hours per day (1,820 hours per year)	7 hours per day (1,820 hours per year)	7 hours per day (1,820 hours per year)	7 hours per day (1,820 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$10.85 per hour	\$9.59 per hour	\$14.48 per hour	\$27.60 per hour	\$15.28 per hour	\$18.38 per hour	\$11.08 per hour	\$35.02 per hour	\$18.90 per hour	\$26.92 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$10.06 per hour	\$8.89 per hour	\$13.42 per hour	\$25.59 per hour	\$14.17 per hour	\$17.04 per hour	\$10.27 per hour	\$32.47 per hour	\$17.53 per hour	\$24.96 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$10.26 per hour	N/A	N/A	\$22.76 per hour	\$15.20 per hour	\$13.66 per hour	N/A	\$24.99 per hour	N/A	\$22.38 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	\$19.85 per hour	N/A	N/A	N/A	N/A	\$28.13 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	\$26.47 per hour	\$12.17 per hour	\$20.40 per hour
<b>Peer Average</b>	N/A	N/A	N/A	N/A	\$17.53 per hour	N/A	N/A	\$25.73	N/A	\$23.64 per hour

**Table 2-14A: Board of Health Compensation Analysis**

	Board of Health							
	Sanitarian	Secretary	Public Health Nurse	Plumbing Inspector	Directors/ Administrators	Clerk	Office Manager	Dept Avg.
<b>Mahoning:</b>								
<b>Avg. Base Wages</b>	\$32,303	\$20,615	\$30,186	\$29,322	\$44,616	\$21,197	\$37,939	\$31,433
<b>Value of Pers Pickup by the County</b>	\$2,746	\$1,752	\$2,566	\$2,492	\$3,792	\$1,802	\$3,225	2,672
<b>Employee Healthcare Contributions</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total Avg Employee Compensation Package</b>	\$35,049	\$22,367	\$32,752	\$31,814	\$48,408	\$22,998	\$41,164	\$34,105
<b>Actual Time Worked During Workday</b>	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	8.0 hours per day (2,080 hours per year)	7.5 hours per day (1,950 hours per year)	8.0 hours per day (2,080 hours per year)	38.17 hours per week (1,985 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$17.97 per hour	\$11.47 per hour	\$16.80 per hour	\$16.32 per hour	\$23.27 per hour	\$11.79 per hour	\$19.79 per hour	\$17.18 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$16.67 per hour	\$10.64 per hour	\$15.57 per hour	\$15.13 per hour	\$21.58 per hour	\$10.94 per hour	\$18.35 per hour	\$15.93 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$18.11 per hour	N/A	\$21.19 per hour	N/A	\$27.59 per hour	\$11.13 per hour	N/A	\$17.33 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$16.41 per hour						
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$16.52 per hour	\$15.29 per hour	\$16.52 per hour	\$12.17 per hour	\$20.17 per hour	N/A	N/A	\$17.52 per hour
<b>Peer Average</b>	\$17.32 per hour	N/A	\$18.86 per hour	N/A	\$23.88 per hour	N/A	N/A	\$17.09 per hour

**Table 2-15A : Treasurer’s Office & Veterans Service Board Compensation Analysis**

	Treasurer’s Office					Veterans Service Board				
	Admin. Assistant	Cashier	Delinquent Tax Collector	Bookkeeper	Dept. Average	Admin. Assistant	Clerk	Service Officer	Investigator	Department Average
<b>Mahoning:</b>										
<b>Avg. Base Wages</b>	\$35,329	\$33,384	\$31,658	\$33,384	\$33,087	\$35,802	\$20,007	\$40,677	\$25,545	\$34,671
<b>Value of Pers Pickup by the County</b>	\$3,003	\$2,838	\$2,691	\$2,838	\$2,812	\$0	\$0	\$0	\$0	\$0
<b>Employee Healthcare Contributions</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total Avg Employee Compensation Package</b>	\$38,332	\$36,222	\$34,349	\$36,222	\$35,899	\$35,802	\$20,007	\$40,677	\$25,545	\$34,671
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	8.0 hours per day (2,080 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)	7.5 hours per day (1,950 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$18.43 per hour	\$17.41 per hour	\$16.51 per hour	\$17.41 per hour	\$17.26 per hour	\$18.36 per hour	\$10.26 per hour	\$20.86 per hour	\$13.10 per hour	\$17.78 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$17.09 per hour	\$16.15 per hour	\$15.31 per hour	\$16.15 per hour	\$16.00 per hour	\$17.03 per hour	\$9.51 per hour	\$19.34 per hour	\$12.15 per hour	\$16.49 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$11.81 per hour	N/A	\$15.53 per hour	\$21.02 per hour	\$12.29 per hour	\$14.94 per hour	\$12.16 per hour	\$17.74 per hour	\$15.88 per hour	\$16.44 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	\$15.29 per hour	N/A	N/A	N/A	N/A	\$17.97 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$15.08 per hour	\$14.51 per hour	\$12.52 per hour	\$13.21 per hour	N/A	\$17.51 per hour	\$19.91 per hour	\$16.58 per hour	\$17.42 per hour
<b>Peer Average</b>	N/A	N/A	\$15.02 per hour	\$16.77 per hour	\$13.60 per hour	N/A	\$14.84 per hour	\$18.83 per hour	\$16.23 per hour	\$17.28 per hour

**Table 2-16A : Auditor's Office Compensation Analysis**

	Auditor's Office						
	Clerks	Staff Accountant	Accounting Clerk	Managers	Cadastral Attribute Specialist	Property Estate/ Tax Specialist	Department Average
<b>Mahoning:</b>							
<b>Avg. Base Wages</b>	\$26,589	\$46,030	\$26,457	\$45,079	\$31,886	\$27,810	\$36,786
<b>Value of Pers Pickup by the County</b>	\$2,260	\$3,913	\$2,249	\$3,832	\$2,710	\$2,364	\$3,127
<b>Employee Healthcare Contributions</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total Avg Employee Compensation Package</b>	\$28,849	\$49,943	\$28,706	\$48,911	\$34,596	\$30,174	\$39,913
<b>Actual Time Worked During Workday</b>	8.0 hours per day (2,080 hours per year)						
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$13.87 per hour	\$24.01 per hour	\$13.80 per hour	\$23.51 per hour	\$16.63 per hour	\$14.51 per hour	\$19.19
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$12.86 per hour	\$22.27 per hour	\$12.80 per hour	\$21.81 per hour	\$15.42 per hour	\$13.45 per hour	\$17.79 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$10.27 per hour	\$13.52 per hour	\$9.40 per hour	\$23.59 per hour	N/A	\$13.78 per hour	\$14.40 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	N/A	N/A	\$14.80 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	N/A	N/A	\$17.38 per hour
<b>Peer Average</b>	N/A	N/A	N/A	N/A	N/A	N/A	\$15.53 per hour

**Table 2-17A: Mental Retardation & Developmental Disabilities**

	Mental Retardation & Developmental Disabilities					
	Case Manager	Instructor	Habilitation Specialist	Secretary	Workshop Specialist	Department Average
<b>Mahoning:</b>						
<b>Avg. Base Wages</b>	\$55,723	\$47,812	\$56,633	\$25,049	\$32,889	\$37,898
<b>Value of Pers Pickup by the County</b>	\$0	\$0	\$0	\$0	\$0	\$0
<b>Employee Healthcare Contributions</b>	N/A	N/A	N/A	N/A	N/A	N/A
<b>Total Avg Employee Compensation Package</b>	\$55,723	\$47,812	\$56,633	\$25,049	\$32,889	\$37,898
<b>Actual Time Worked During Workday</b>	7.0 hours (1,820 hours per year)	7.0 hours (1,820 hours per year)	7.0 hours (1,820 hours per year)	7.0 hours (1,820 hours per year)	7.0 hours (1,820 hours per year)	7.0 hours (1,820 hours per year)
<b>Adjusted Compensation Package for Hourly Rate based on the Actual Time Worked</b>	\$30.62 per hour	\$26.27 per hour	\$31.12 per hour	\$13.76 per hour	\$18.07 per hour	\$20.82 per hour
<b>Cost of Doing Business Factor</b>	1.0784	1.0784	1.0784	1.0784	1.0784	1.0784
<b>Adjusted Avg. Hourly Employee Compensation Package</b>	\$28.39 per hour	\$24.36 per hour	\$28.85 per hour	\$12.76 per hour	\$16.76 per hour	\$19.32 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$15.62 per hour	\$16.52 per hour	\$9.02 per hour	\$10.93 per hour	\$12.80 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	N/A	N/A	N/A	N/A	\$17.54 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$25.28 per hour	N/A	N/A	\$14.13 per hour	\$15.01 per hour	\$16.76 per hour
<b>Peer Average</b>	N/A	N/A	N/A	\$11.58 per hour	\$12.97 per hour	\$15.70 per hour

**Table 2-1B: Salary Analysis (Clerk of Courts, Common Pleas Court, Domestic Relations Court,  
Prosecutor's Office and Sheriff's Office)**

		Clerk of Courts		Common Pleas		Domestic Relations		Prosecutor's Office		Sheriff	
<b>Mahoning:</b>											
<b>Receptionist</b>	<b>Union Affiliation</b>	AFSCME #3956		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		N/A		High School Diploma		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		N/A		N/A		N/A		\$22,978		N/A
	<b>Max</b>		N/A		N/A		N/A		\$22,978		N/A
	<b>Number of Employees</b>	0		0		0		1		0	
	<b>Avg Yrs of Service</b>	0		0		0		6.5		0	
	<b>Actual Avg</b>	N/A		N/A		N/A		\$22,978		N/A	
<b>Secretary</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		FOP	
	<b>Education Requirement</b>	High School Diploma									
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		\$28,018		\$24,430		\$19,145		\$22,978		\$25,899
	<b>Max</b>		\$28,018		\$27,071		\$19,145		\$27,850		\$25,899
	<b>Number of Employees</b>	1		5		4		9		6	
	<b>Avg. Yrs of Service</b>	17.0		3.9		8.3		9.9		9.1	
	<b>Actual Avg</b>	\$28,018		\$24,958		\$19,145		\$25,281		\$25,899	
<b>Office Manager</b>	<b>Union Affiliation</b>	AFSCME #3956		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		High School Diploma		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		N/A		N/A		\$27,675		N/A		N/A
	<b>Max</b>		N/A		N/A		\$27,675		N/A		N/A
	<b>Number of Employees</b>	0		0		1		0		0	
	<b>Avg. Yrs of Service</b>	0		0		4.0		0		0	
	<b>Actual Avg</b>	N/A		N/A		\$27,675		N/A		N/A	

		Clerk of Courts		Common Pleas		Domestic Relations		Prosecutor's Office		Sheriff	
<b>Mahoning:</b>											
<b>Administrative Assistant</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	N/A									
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		N/A								
	<b>Max</b>		N/A								
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A									
<b>Data Entry</b>	<b>Union Affiliation</b>	AFSCME #3956		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		\$23,629		N/A		N/A		N/A		N/A
	<b>Max</b>		\$26,749		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	47		0		0		0		0	
	<b>Avg Yrs of Service</b>	11.4		0		0		0		0	
	<b>Actual Avg</b>	\$24,909		N/A		N/A		N/A		N/A	
<b>Clerk</b>	<b>Union Affiliation</b>	AFSCME #3956		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		N/A		High School Diploma		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		\$20,426		N/A		\$27,000		\$19,760		N/A
	<b>Max</b>		\$22,152		N/A		\$27,000		\$19,760		N/A
	<b>Number of Employees</b>	8		0		1		1		0	
	<b>Avg Yrs of Service</b>	6.9		0		30.5		1.8		0	
	<b>Actual Avg</b>	\$21,190		N/A		\$27,000		\$19,760		N/A	

		Clerk of Courts		Common Pleas		Domestic Relations		Prosecutor's Office		Sheriff	
<b>Mahoning:</b>											
<b>Cashier</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	N/A									
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		N/A								
	<b>Max</b>		N/A								
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A									
<b>Food Service</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	N/A									
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		N/A								
	<b>Max</b>		N/A								
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A									
<b>Bookkeeper/Accounting Clerk</b>	<b>Union Affiliation</b>	AFSCME #3956		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	Associate Degree		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		\$26,208		N/A		N/A		N/A		N/A
	<b>Max</b>		\$29,661		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	7		0		0		0		0	
	<b>Avg Yrs of Service</b>	18.5		0		0		0		0	
	<b>Actual Avg</b>	\$27,854		N/A		N/A		N/A		N/A	

<sup>1</sup> There are not statutory ranges for these job functions.

**Table 2-2B: Salary Analysis (Juvenile Court, Detention Center, Recorder, Board of Elections and Sanitary Engineer)**

		Juvenile Court		Detention Center		Recorder's Office		Board of Elections		Sanitary Engineer	
<b>Mahoning:</b>											
<b>Receptionist</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	High School Degree		High School Degree		N/A		N/A		High School Degree	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		\$18,371		\$19,115		N/A		N/A		\$16,640
	<b>Max</b>		\$18,371		\$19,115		N/A		N/A		\$16,640
	<b>Number of Employees</b>	1		1		0		0		1	
	<b>Avg Yrs of Service</b>	0.2		16.5		0		0		0.5	
	<b>Actual Avg</b>	\$18,371		\$19,115		N/A		N/A		\$16,640	
<b>Secretary</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	High School Degree		High School Degree		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		\$19,416		\$26,546		N/A		N/A		N/A
	<b>Max</b>		\$24,048		\$26,546		N/A		N/A		N/A
	<b>Number of Employees</b>	4		1		0		0		0	
	<b>Avg. Yrs of Service</b>	5.8		28.0		0		0		0	
	<b>Actual Avg</b>	\$21,892		\$26,546		N/A		N/A		N/A	
<b>Office Manager</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	High School Diploma		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		\$27,289		N/A		N/A		N/A		N/A
	<b>Max</b>		\$27,289		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	1		0		0		0		0	
	<b>Avg. Yrs of Service</b>	21.2		0		0		0		0	
	<b>Actual Avg</b>	\$27,289		N/A		N/A		N/A		N/A	

Mahoning:		Juvenile Court		Detention Center		Recorder's Office		Board of Elections		Sanitary Engineer	
Administrative Assistant	Union Affiliation	N/A									
	Education Requirement	N/A		N/A		High School Diploma		N/A		N/A	
		Statutory <sup>1</sup>	Actual								
	Min		N/A		N/A		\$20,996		N/A		N/A
	Max		N/A		N/A		\$20,996		N/A		N/A
	Number of Employees	0		0		2		0		0	
	Avg. Yrs of Service	0		0		28.7		0		0	
	Actual Avg	N/A		N/A		\$20,996		N/A		N/A	
Data Entry	Union Affiliation	N/A									
	Education Requirement	N/A									
		Statutory <sup>1</sup>	Actual	Statutory <sup>1</sup>	Actual	Statutory	Actual	Statutory	Actual	Statutory	Actual
	Min		N/A								
	Max		N/A								
	Number of Employees	0		0		0		0		0	
	Avg Yrs of Service	0		0		0		0		0	
	Actual Avg	N/A									
Clerk	Union Affiliation	N/A									
	Education Requirement	High School Diploma									
		Statutory <sup>1</sup>	Actual	Statutory <sup>1</sup>	Actual	Statutory	Actual	Statutory	Actual	Statutory	Actual
	Min		\$19,951		\$17,316		\$16,494		\$32,305		\$23,400
	Max		\$27,289		\$17,316		\$18,597		\$34,305		\$32,469
	Number of Employees	5		1		7		10		4	
	Avg Yrs of Service	4.3		21.0		10.4		10.0		8.3	
	Actual Avg	\$21,965		\$17,316		\$17,169		\$32,505		\$25,667	

		Juvenile Court		Detention Center		Recorder's Office		Board of Elections		Sanitary Engineer	
<b>Mahoning:</b>											
<b>Cashier</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	N/A									
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A								
	<b>Max</b>		N/A								
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A									
<b>Food Service</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	N/A		High School Diploma		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		\$17,316		N/A		N/A		N/A
	<b>Max</b>		N/A		\$17,534		N/A		N/A		N/A
	<b>Number of Employees</b>	0		2		0		0		0	
	<b>Avg Yrs of Service</b>	0		5.8		0		0		0	
	<b>Actual Avg</b>	N/A		\$17,425		N/A		N/A		N/A	
<b>Bookkeeper/Accounting Clerk</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	High School Diploma		N/Aq		N/A		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		\$21,630		N/A		N/A		N/A		\$37,544
	<b>Max</b>		\$21,630		N/A		N/A		N/A		\$37,544
	<b>Number of Employees</b>	1		0		0		0		1	
	<b>Avg Yrs of Service</b>	0.2		0		0		0		14.6	
	<b>Actual Avg</b>	\$21,630		N/A		N/A		N/A		\$37,544	

<sup>1</sup> There are not statutory ranges for these job functions

**Table 2-3B: Salary Analysis (Facilities Management, County Engineer, Emergency 9-1-1, ADAS Board, and Board of Health)**

		Facilities Management		County Engineer		Emergency 9-1-1		Alcohol & Drug Addiction Board		Board of Health	
<b>Mahoning:</b>											
<b>Receptionist</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		High School Diploma		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		N/A		\$27,934		N/A		N/A		N/A
	<b>Max</b>		N/A		\$27,934		N/A		N/A		N/A
	<b>Number of Employees</b>	0		1		0		0		0	
	<b>Avg Yrs of Service</b>	0		12.0		0		0		0	
	<b>Actual Avg</b>	N/A		\$27,934		N/A		N/A		N/A	
<b>Secretary</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		AFSCME # 3579	
	<b>Education Requirement</b>	High School Diploma		High School Diploma		N/A		High School Diploma		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		\$23,088		\$32,864		N/A		\$18,375	\$17,745	\$18,291
	<b>Max</b>		\$23,088		\$34,278		N/A		\$18,375	\$21,197	\$21,197
	<b>Number of Employees</b>	1		2		0		1		6	
	<b>Avg. Yrs of Service</b>	8.7		7.6		0		1.7		8.4	
	<b>Actual Avg</b>	\$23,088		\$33,571		N/A		\$18,375		\$20,319	
<b>Office Manager</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		AFSCME # 3579	
	<b>Education Requirement</b>	N/A		High School Diploma		N/A		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		\$50,149		N/A		N/A	\$33,072	\$33,072
	<b>Max</b>		N/A		\$50,149		N/A		N/A	\$33,072	\$33,072
	<b>Number of Employees</b>	0		1		0		0		1	
	<b>Avg. Yrs of Service</b>	0		12.0		0		0		16.8	
	<b>Actual Avg</b>	N/A		\$50,149		N/A		N/A		\$33,072	

		Facilities Management		County Engineer		Emergency 9-1-1		Alcohol & Drug Addiction Board		Board of Health	
<b>Mahoning:</b>											
<b>Administrative Assistant</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		High School Diploma		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		\$22,755		N/A		N/A
	<b>Max</b>		N/A		N/A		\$22,755		N/A		N/A
	<b>Number of Employees</b>	0		0		1		0		0	
	<b>Avg. Yrs of Service</b>	0		0		4.6		0		0	
	<b>Actual Avg</b>	N/A		N/A		\$22,755		N/A		N/A	
<b>Data Entry</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		N/A		High School Diploma		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		N/A		\$20,800		N/A
	<b>Max</b>		N/A		N/A		N/A		\$20,800		N/A
	<b>Number of Employees</b>	0		0		0		1		0	
	<b>Avg Yrs of Service</b>	0		0		0		1.0		0	
	<b>Actual Avg</b>	N/A		N/A		N/A		\$20,800		N/A	
<b>Clerk</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		AFSCME # 3579	
	<b>Education Requirement</b>	N/A		High School Diploma		N/A		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		\$27,934		N/A		N/A	\$17,745	\$21,197
	<b>Max</b>		N/A		\$32,386		N/A		N/A	\$17,745	\$21,197
	<b>Number of Employees</b>	0		3		0		0		1	
	<b>Avg Yrs of Service</b>	0		15.7		0		0		11.4	
	<b>Actual Avg</b>	N/A		\$29,418		N/A		N/A		\$21,197	

		Facilities Management		County Engineer		Emergency 9-1-1		Alcohol & Drug Addiction Board		Board of Health	
<b>Mahoning:</b>											
<b>Cashier</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		N/A		N/A		N/A
	<b>Max</b>		N/A		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A		N/A		N/A		N/A		N/A	
<b>Food Service</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		N/A		N/A		N/A
	<b>Max</b>		N/A		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A		N/A		N/A		N/A		N/A	
<b>Bookkeeper/Accounting Clerk</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		N/A		N/A		N/A
	<b>Max</b>		N/A		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A		N/A		N/A		N/A		N/A	

<sup>1</sup> There are not statutory ranges for these job functions

**Table 2-4B: Salary Analysis ( Mental Health, Solid Waste Management, Treasurer’s Office, Veteran’s Service Board and Dog Warden)**

		Mental Health		Solid Waste Management		Treasurer’s Office		Veteran Service Board		Dog Warden	
<b>Mahoning:</b>											
<b>Receptionist</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		N/A		High School Diploma		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		N/A		N/A		N/A
	<b>Max</b>		N/A		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg. Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A		N/A		N/A		N/A		N/A	
<b>Secretary</b>	<b>Union Affiliation</b>	N/A		Communications Workers of America		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		High School Diploma		N/A		NA		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		N/A		\$22,684		N/A		N/A		\$22,834
	<b>Max</b>		N/A		\$22,684		N/A		N/A		\$22,834
	<b>Number of Employees</b>	0		1		0		0		1	
	<b>Avg. Yrs of Service</b>	0		2.3		0		0		4.6	
	<b>Actual Avg</b>	N/A		\$22,684		N/A		N/A		\$22,834	
<b>Office Manager</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		N/A		N/A		N/A
	<b>Max</b>		N/A		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg. Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A		N/A		N/A		N/A		N/A	

		Mental Health		Solid Waste Management		Treasurer's Office		Veterans Service Board		Dog Warden	
<b>Mahoning:</b>											
<b>Administrative Assistant</b>	<b>Union Affiliation</b>	N/A		N/A		Teamsters #377		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		High School Diploma		High School Diploma		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		\$33,447		N/A		\$31,658		\$35,802		N/A
	<b>Max</b>		\$33,447		N/A		\$39,000		\$35,802		N/A
	<b>Number of Employees</b>	1		0		2		1		0	
	<b>Avg. Yrs of Service</b>	11.8		0		0.5		10.8		0	
	<b>Actual Avg</b>	\$33,447		N/A		\$35,329		\$35,802		N/A	
<b>Data Entry</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		\$34,402		N/A		N/A		N/A		N/A
	<b>Max</b>		\$34,402		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	1		0		0		0		0	
	<b>Avg Yrs of Service</b>	26		0		0		0		0	
	<b>Actual Avg</b>	\$34,402		N/A		N/A		N/A		N/A	
<b>Clerk</b>	<b>Union Affiliation</b>	N/A		N/A		Teamsters #377		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		High School Diploma		High School Diploma		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		\$22,942		\$20,007		N/A
	<b>Max</b>		N/A		N/A		\$31,658		\$20,007		N/A
	<b>Number of Employees</b>	0		0		2		1		0	
	<b>Avg Yrs of Service</b>	0		0		1.0		7.0		0	
	<b>Actual Avg</b>	N/A		N/A		\$27,300		\$20,007		N/A	

		Mental Health		Solid Waste Management		Treasurer's Office		Veterans Service Board		Dog Warden	
<b>Mahoning:</b>											
<b>Cashier</b>	<b>Union Affiliation</b>	N/A		N/A		Teamsters #377		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		High School Diploma		High School Diploma		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		\$33,384		N/A		\$33,384		N/A		N/A
	<b>Max</b>		\$33,384		N/A		\$33,384		N/A		N/A
	<b>Number of Employees</b>	3		0		3		0		0	
	<b>Avg Yrs of Service</b>	1.3		0		1.3		0		0	
	<b>Actual Avg</b>	\$33,384		N/A		\$33,384		N/A		N/A	
<b>Food Service</b>	<b>Union Affiliation</b>	N/A									
	<b>Education Requirement</b>	N/A									
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A								
	<b>Max</b>		N/A								
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A									
<b>Bookkeeper/Accounting Clerk</b>	<b>Union Affiliation</b>	N/A		N/A		Teamsters#377		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		High School Diploma		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>								
	<b>Min</b>		\$20,157		N/A		\$33,384		N/A		N/A
	<b>Max</b>		\$20,157		N/A		\$33,384		N/A		N/A
	<b>Number of Employees</b>	1		0		1		0		0	
	<b>Avg Yrs of Service</b>	1.0		0		9.7		0		0	
	<b>Actual Avg</b>	\$20,157		N/A		\$33,384		N/A		N/A	

<sup>1</sup> There are not statutory ranges for these job functions

**Table 2-5B: Salary Analysis (Disaster Services, Office of Budget & Management, Coroner’s Office, Data Processing Board and Children Services Board)**

		Disaster Services		Office of Budget & Management		Coroner’s Office		Data Processing Board		Children Services Board	
<b>Mahoning:</b>											
<b>Receptionist</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		Communications Workers of America	
	<b>Education Requirements</b>	N/A		N/A		N/A		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>						
	<b>Min</b>		N/A		N/A		N/A		N/A	\$14,693	\$16,363
	<b>Max</b>		N/A		N/A		N/A		N/A	\$18,902	\$16,363
	<b>Number of Employees</b>	0		0		0		0		1	
	<b>Avg Yrs of Service</b>	0		0		0		0		4.0	
	<b>Actual Avg</b>	N/A		N/A		N/A		N/A		\$16,363	
<b>Secretary</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		Communications Workers of America	
	<b>Education Requirement</b>	N/A		N/A		High School Diploma		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>						
	<b>Min</b>		N/A		N/A		\$20,688		N/A	\$17,108	\$27,804
	<b>Max</b>		N/A		N/A		\$20,688		N/A	\$31,114	\$29,328
	<b>Number of Employees</b>	0		0		1		0		2	
	<b>Avg. Yrs of Service</b>	0		0		11.9		0		22.4	
	<b>Actual Avg</b>	N/A		N/A		\$20,688		N/A		\$28,566	
<b>Office Manager</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		High School Diploma		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		N/A		N/A		\$20,688		N/A		N/A
	<b>Max</b>		N/A		N/A		\$20,688		N/A		N/A
	<b>Number of Employees</b>	0		0		1		0		0	
	<b>Avg. Yrs of Service</b>	0		0		7.5		0		0	
	<b>Actual Avg</b>	N/A		N/A		\$20,688		N/A		N/A	

		Disaster Services		Office of Budget & Management		Coroner's Office		Data Processing Board		Children Services Board	
<b>Mahoning:</b>											
<b>Administrative Assistant</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		\$17,036		N/A		N/A		N/A		N/A
	<b>Max</b>		\$17,036		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	1		0		0		0		0	
	<b>Avg. Yrs of Service</b>	3.3		0		0		0		0	
	<b>Actual Avg</b>	\$17,036		N/A		N/A		N/A		N/A	
<b>Data Entry</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		Communications Workers of America	
	<b>Education Requirement</b>	N/A		N/A		N/A		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		N/A		\$22,848	\$15,184	\$17,110
	<b>Max</b>		N/A		N/A		N/A		\$23,076	\$28,575	\$23,920
	<b>Number of Employees</b>	0		0		0		2		7	
	<b>Avg Yrs of Service</b>	0		0		0		15.3		9.9	
	<b>Actual Avg</b>	N/A		N/A		N/A		\$22,962		\$20,096	
<b>Clerk</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		N/A		Communications Workers of America	
	<b>Education Requirement</b>	N/A		N/A		N/A		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>
	<b>Min</b>		N/A		N/A		N/A		N/A	\$14,009	\$14,862
	<b>Max</b>		N/A		N/A		N/A		N/A	\$26,427	\$15,900
	<b>Number of Employees</b>	0		0		0		0		2	
	<b>Avg Yrs of Service</b>	0		0		0		0		6.6	
	<b>Actual Avg</b>	N/A		N/A		N/A		N/A		\$15,381	

		Disaster Services		Office of Budget & Management		Coroner's Office		Data Processing Board		Children Services Board	
<b>Mahoning:</b>											
<b>Cashier</b>	<b>Union Affiliations</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		N/A		N/A		N/A		N/A		N/A
	<b>Max</b>		N/A		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A		N/A		N/A		N/A		N/A	
<b>Food Service</b>	<b>Union Affiliations</b>	N/A		N/A		N/A		N/A		N/A	
	<b>Education Requirement</b>	N/A		N/A		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		N/A		N/A		N/A		N/A		N/A
	<b>Max</b>		N/A		N/A		N/A		N/A		N/A
	<b>Number of Employees</b>	0		0		0		0		0	
	<b>Avg Yrs of Service</b>	0		0		0		0		0	
	<b>Actual Avg</b>	N/A		N/A		N/A		N/A		N/A	
<b>Bookkeeper/Accounting Clerk</b>	<b>Union Affiliations</b>	N/A		N/A		N/A		N/A		Communications Workers of America	
	<b>Education Requirement</b>	N/A		High School Diploma		N/A		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>	<b>Statutory</b>	<b>Actual</b>						
	<b>Min</b>		N/A		\$21,786		N/A		N/A	\$14,893	\$17,817
	<b>Max</b>		N/A		\$21,786		N/A		N/A	\$29,870	\$25,077
	<b>Number of Employees</b>	0		2		0		0		2	
	<b>Avg Yrs of Service</b>	0		1.2		0		0		10.0	
	<b>Actual Avg</b>	N/A		\$21,786		N/A		N/A		\$21,477	

<sup>1</sup> There are not statutory ranges for these job functions

**Table 2-6B: Salary Analysis (Child Support Enforcement, Human Services, Lead Program and MRDD)**

		Child Support		Human Services		Lead Program		MRDD	
<b>Mahoning:</b>									
<b>Receptionist</b>	<b>Union Affiliation</b>	N/A		AFSCME		N/A		OEA	
	<b>Education Requirements</b>	N/A		High School Diploma		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		N/A		\$21,965		N/A		\$22,752
	<b>Max</b>		N/A		\$21,965		N/A		\$22,752
	<b>Number of Employees</b>	0		1		0		1	
	<b>Avg Yrs of Service</b>	0		8.6		0		5.0	
	<b>Actual Avg</b>	N/A		\$21,965		N/A		22752	
<b>Secretary</b>	<b>Union Affiliation</b>	AFSCME # 3577		AFSCME		N/A		OEA	
	<b>Education Requirement</b>	High School Diploma		High School Diploma		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		\$28,558		\$23,046		N/A		\$21,312
	<b>Max</b>		\$28,558		\$32,802		N/A		\$27,884
	<b>Number of Employees</b>	1		12		0		12	
	<b>Avg. Yrs of Service</b>	4.9		14.1		0		10.1	
	<b>Actual Avg</b>	\$28,558		\$24,730		\$0		\$25,049	
<b>Office Manager</b>	<b>Union Affiliation</b>	N/A		AFSCME		N/A		N/A	
	<b>Education Requirement</b>	N/A		High School Diploma		High School Diploma		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		N/A		\$31,117		\$28,267		N/A
	<b>Max</b>		N/A		\$35,402		\$28,267		N/A
	<b>Number of Employees</b>	0		2		1		0	
	<b>Avg. Yrs of Service</b>	0		15.7		3.4		0	
	<b>Actual Avg</b>	N/A		\$33,260		\$28,267		N/A	

		Child Support		Human Services		Lead Program		MRDD	
<b>Mahoning:</b>									
<b>Administrative Assistant</b>	<b>Union Affiliation</b>	AFSCME # 3577		AFSCME		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		High School Diploma		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		\$26,978		\$26,666		N/A		\$26,950
	<b>Max</b>		\$29,827		\$32,802		N/A		\$39,089
	<b>Number of Employees</b>	3		5		0		\$32,986	
	<b>Avg. Yrs of Service</b>	10.5		15.2		0		10.7	
	<b>Actual Avg</b>	\$28,683		\$31,321		N/A		\$32,986	
<b>Data Entry</b>	<b>Union Affiliation</b>	AFSCME # 3577		AFSCME		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		\$25,106		N/A		N/A		N/A
	<b>Max</b>		\$26,021		N/A		N/A		N/A
	<b>Number of Employees</b>	4		0		0		0	
	<b>Avg Yrs of Service</b>	4.9		0		0		0	
	<b>Actual Avg</b>	\$25,335		N/A		N/A		N/A	
<b>Clerk</b>	<b>Union Affiliation</b>	AFSCME # 3577		AFSCME		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		High School Diploma		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		\$24,253		\$18,762		N/A		N/A
	<b>Max</b>		\$29,536		\$26,936		N/A		N/A
	<b>Number of Employees</b>	6		14		0		0	
	<b>Avg Yrs of Service</b>	6.0		8.2		0		0	
	<b>Actual Avg</b>	\$25,855		\$21,810		N/A		N/A	

		Child Support		Human Services		Lead Program		MRDD	
<b>Mahoning:</b>									
<b>Cashier</b>	<b>Union Affiliation</b>	AFSCME # 3577		N/A		N/A		N/A	
	<b>Education Requirement</b>	High School Diploma		N/A		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		\$26,915		N/A		N/A		N/A
	<b>Max</b>		\$29,806		N/A		N/A		N/A
	<b>Number of Employees</b>	4		0		0		0	
	<b>Avg Yrs of Service</b>	7.6		0		0		0	
	<b>Actual Avg</b>	\$27,992		N/A		N/A		N/A	
<b>Food Service</b>	<b>Union Affiliation</b>	N/A		N/A		N/A		AFSCME #1143	
	<b>Education Requirement</b>	N/A		N/A		N/A		High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		N/A		N/A		N/A		\$13,431
	<b>Max</b>		N/A		N/A		N/A		\$13,431
	<b>Number of Employees</b>	0		0		0		2	
	<b>Avg Yrs of Service</b>	0		0		0		19.3	
	<b>Actual Avg</b>	N/A		N/A		N/A		\$13,431	
<b>Bookkeeper/Accounting Clerk</b>	<b>Union Affiliation</b>	N/A		AFSCME		N/A		N/A	
	<b>Education Requirement</b>	N/A		High School Diploma		N/A		N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>						
	<b>Min</b>		N/A		\$20,467		N/A		N/A
	<b>Max</b>		N/A		\$20,966		N/A		N/A
	<b>Number of Employees</b>	0		4		0		0	
	<b>Avg Yrs of Service</b>	0		1.9		0		0	
	<b>Actual Avg</b>	N/A		\$20,836		N/A		N/A	

<sup>1</sup> There are not statutory ranges for these job functions

**Table 2-7B: Salary Analysis (Auditor's Office)**

		Auditor	
<b>Mahoning:</b>			
<b>Receptionist</b>	<b>Union Affiliation</b>	AFSCME	
	<b>Education Requirements</b>	High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		\$22,651
	<b>Max</b>		\$22,651
	<b>Number of Employees</b>	1	
	<b>Avg Yrs of Service</b>	1.7	
	<b>Actual Avg</b>	\$22,651	
<b>Secretary</b>	<b>Union Affiliation</b>	AFSCME	
	<b>Education Requirement</b>	High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		\$31,886
	<b>Max</b>		\$31,886
	<b>Number of Employees</b>	1	
	<b>Avg. Yrs of Service</b>	13.8	
	<b>Actual Avg</b>	\$31,886	
<b>Office Manager</b>	<b>Union Affiliation</b>	N/A	
	<b>Education Requirement</b>	N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		N/A
	<b>Max</b>		N/A
	<b>Number of Employees</b>	0	
	<b>Avg. Yrs of Service</b>	0	
	<b>Actual Avg</b>	N/A	

		<b>Auditor</b>	
<b>Mahoning:</b>			
<b>Administrative Assistant</b>	<b>Union Affiliation</b>	AFSCME	
	<b>Education Requirement</b>	High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		\$31,886
	<b>Max</b>		\$31,886
	<b>Number of Employees</b>	1	
	<b>Avg. Yrs of Service</b>	8.0	
	<b>Actual Avg</b>	\$31,886	
<b>Data Entry</b>	<b>Union Affiliation</b>	N/A	
	<b>Education Requirement</b>	N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		N/A
	<b>Max</b>		N/A
	<b>Number of Employees</b>	0	
	<b>Avg Yrs of Service</b>	0	
	<b>Actual Avg</b>	N/A	
<b>Clerk</b>	<b>Union Affiliation</b>	AFSCME	
	<b>Education Requirement</b>	High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		\$22,651
	<b>Max</b>		\$31,886
	<b>Number of Employees</b>	6	
	<b>Avg Yrs of Service</b>	1.6	
	<b>Actual Avg</b>	\$26,589	

		<b>Auditor</b>	
<b>Mahoning:</b>			
<b>Cashier</b>	<b>Union Affiliation</b>	N/A	
	<b>Education Requirement</b>	N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		N/A
	<b>Max</b>		N/A
	<b>Number of Employees</b>	0	
	<b>Avg Yrs of Service</b>	0	
	<b>Actual Avg</b>	N/A	
<b>Food Service</b>	<b>Union Affiliation</b>	N/A	
	<b>Education Requirement</b>	N/A	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		N/A
	<b>Max</b>		N/A
	<b>Number of Employees</b>	0	
	<b>Avg Yrs of Service</b>	0	
	<b>Actual Avg</b>	N/A	
<b>Bookkeeper/Accounting Clerk</b>	<b>Union Affiliation</b>	AFSCME	
	<b>Education Requirement</b>	High School Diploma	
		<b>Statutory <sup>1</sup></b>	<b>Actual</b>
	<b>Min</b>		\$23,754
	<b>Max</b>		\$27,810
	<b>Number of Employees</b>	3	
	<b>Avg Yrs of Service</b>	4.1	
	<b>Actual Avg</b>	\$26,458	

# Personnel and Benefits

## Introduction

This section focuses on the staffing, personnel and benefits issues of employees within Mahoning County (the County). The objectives are to compare staffing totals, personnel issues and benefits administration within the County and make comparisons to peer counties. The three peer counties examined in this section are Lorain, Stark and Trumbull. Furthermore, five counties with county personnel departments (Cuyahoga, Franklin, Greene, Hamilton and Montgomery) will also be included. From these comparisons, findings and recommendations have been developed to assist the County in improving personnel and human resource operations.

## Background

### *Organizational Structure*

Mahoning County is comprised of 23 appointing authorities. Appointing authorities are the elected officials, boards and commissions authorized by the Ohio Revised Code (ORC) to appoint, terminate and determine compensation of employees who serve that appointing authority. Appointing authorities within Mahoning County are presented in **Table 3-1**.

**Table 3-1: Mahoning County Appointing Authorities**

● Auditor	● Engineer
● Board of County Commissioners	● Juvenile Court Judge
● Board of Elections	● Mental Retardation & Developmental Disabilities Board (MRDD)
● Board of Health	● Planning Commission
● Board of Mental Health	● Probate Court Judge
● Children Services Board	● Prosecutor
● Clerk of Courts	● Recorder
● Common Pleas Court Judge(s)	● Sheriff
● Coroner	● Soil and Water Conservation
● County Court Judges	● Treasurer
● Domestic Relations Court Judge(s)	● Veterans Services Commission
● Adult Drug and Addiction Services Board	

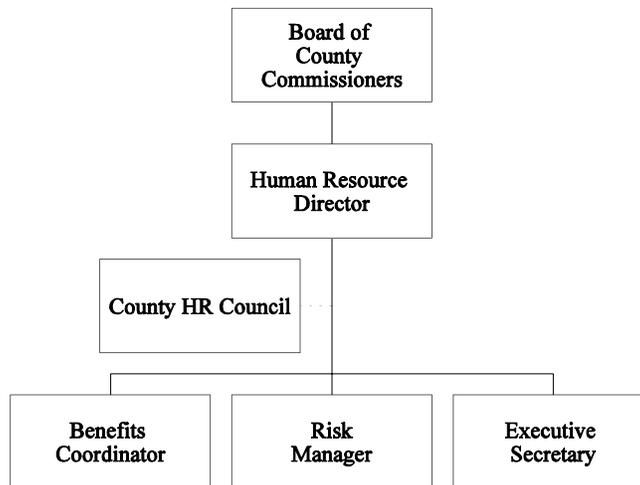
The Mahoning County Board of Commissioners (MBOCC) oversee several departments as an appointing authority. The departments are indicated in **Table 3-2**.

**Table 3-2: Mahoning County Board of Commissioner’s Departments**

● 911 Operations/Dispatch	● Job and Family Services
● Building and Regulations	● Lead Based Paint Hazard
● Central Human Resources	● Management and Budget
● Child Support Enforcement Agency	● Microfilm
● Council on Aging	● Purchasing Department
● Disaster Services	● Recycling/Solid Waste
● Dog and Kennel Warden	● Sanitary Sewer
● Facilities Management	

Prior to 1996, the County did not have a centralized county personnel department. Departments and agencies were responsible for all human resource functions, which led to countywide duplications of effort in the personnel area. The County established a central Human Resources (HR) Department in 1997 in response to recommendations from the KPMG Peat Marwick report for the Mahoning County Citizens’ Advisory Commission. The establishment of a central HR department was completed in accordance to ORC §124.14(G) and the Ohio Department of Administrative Services (ODAS) rules and standards. The central HR Department is comprised of four staff members: a human resources director, a benefits coordinator, a risk manager and an executive secretary. The County also has a Personnel Council comprised of representatives from various County departments and agencies that review and recommend personnel policies and procedures. **Chart 3-1** indicates the organizational structure of the central HR Department.

**Chart 3-1: Central HR Department Organizational Chart**



### *Summary of Operations*

The departments under MBOCC have their human resource functions managed by the central HR Department according to ORC §124.14(G). Appointing authorities may elect to use the central HR Department. For the departments and agencies not overseen by the commissioners, the central HR Department is used as a personnel and labor relations resource. In July 1999, PeopleSoft software was included in an upgrade to the County computer system which allowed for the centralization of certain human resource functions such as benefits administration.

Agencies and departments throughout the County usually have a staff person or persons responsible for human resources functions. For example, the Sheriff's Office has a personnel coordinator who handles payroll, medical insurance, workers' compensation issues, collection of new hire paperwork, and acts as the liaison between the Office and the central HR Department. Another example is the administrator for the Clerk of Courts who handles all personnel, grievance and payroll issues for the Clerk's Office and County Courts. However, it is common for the departmental human resources contacts to have other responsibilities besides personnel functions. The agency and department personnel contacts are usually the representatives on the Personnel Council, a permanent personnel advisory board chaired by the central HR Director.

There is a countywide Manual of Personnel Policies of Mahoning County (the Manual) that is updated every two years. The last update of the Manual occurred during 2000. In addition to the departments under MBOCC, the Clerk of Courts, the Common Pleas Court, the County Recorder, the Board of Elections and the County Auditor are the appointing authorities that have adopted and use the Manual.

Historically, the County has not had position job descriptions, or position descriptions updated in a timely basis. However, since 1996, the central HR Department has been creating or updating job descriptions for departments and agencies under MBOCC, and upon the request of other appointing authorities. The job descriptions for MBOCC departments are also updated when a position becomes vacant and is posted. The majority of departments and agencies throughout the County send central HR their vacant position postings. The central HR department sends postings to the departments and agencies throughout the county, and to designated external agencies. The postings follow the County's Equal Employment Opportunity/Affirmative Action plans, and are usually posted for 10 days.

According to ORC §124.14(G), the central HR Department is a representative of the Ohio Department of Administrative Services (ODAS). Therefore, the central HR Department has the same civil service responsibilities as ODAS. For example, all just-cause termination appeals are forwarded to the State Personnel Board of Review by the central HR Department for civil service review of the case. The only civil service testing that occurs within the County is within the Sheriff's

Office. ODAS developed the test, and provides and monitors the test for the County and the Sheriff's Department.

Training and continuing education throughout the County is encouraged, but is not formally or uniformly promoted countywide. Some departments have training requirements such as the Sheriff's Office requiring employees to participate in annual training. For example, deputies assigned to the county jail are required to receive 120 hours of corrections training each year. Sanitation engineers are also required to participate in annual training, and county attorneys must take continuing education courses for their professional accreditation.

### *Benefits Administration*

The benefits administration and workers' compensation functions are primarily handled by staff in the Central Human Resources Department. However, each agency/department throughout the County has a staff person or persons responsible for distributing and collecting paperwork related to healthcare and benefits and who acts as a liaison between the department and the county personnel department.

The County medical benefits are competitively bid every two years and are currently provided by Medical Mutual of Ohio. The employees have the option of electing either a point of service (POS) or a preferred provider organization (PPO) plan with or without vision benefits. The POS functions similarly to a health maintenance organization (HMO) in that the members select a primary care physician. The County is currently under a two-year contract through February 28, 2002. All departments or agencies within the County participate in the County medical plan with the exception of the Board of Mental Retardation and Developmental Disabilities (MRDD) and the Board of Mental Health. All 1,840 full-time employees are eligible for medical coverage. However, no health benefits are provided to part-time staff. Currently, County employees do not contribute toward the cost of healthcare benefits. However, the County is planning to implement a \$6.00 employee healthcare contribution during FY 2001.

The County also offers other benefits to full-time employees which are typically negotiated in the union agreements including: life insurance paid by the County at the rate of \$1.60 per month for every \$10,000 in coverage, optional supplemental life insurance paid by the employee, short term disability, 100% of the Public Employees Retirement System (PERS) contribution paid by the County with no contributions from the employees and leave benefits (determined by the union agreements, the Ohio Revised Code and indicated in the Policies Manual). The Sheriff's Office has negotiated higher wages and does not receive the County paid PERS benefit. The non-bargaining unit employees typically receive the benefits that are negotiated by the union. See the **Compensation and Analysis** section for compensation package comparisons.

The Bureau of Workers' Compensation (BWC) is the administrative branch of Ohio's workers' compensation system which provides medical and wage-loss compensation for injured workers or their families for work-related injuries, diseases or death. The county is responsible for making premium payments to subsidize the workers' compensation system in return for the BWC's management of claims, payment of compensation and underwriting of all workers' compensation coverage.

## **Performance Measures**

The following is a list of performance measures that was used to analyze the staffing, benefits administration and personnel operations of Mahoning County:

- Compare the staffing levels of each department within the County.
- Assess the personnel policies throughout the County.
- Assess the number and adequacy of job classifications and job descriptions throughout the County.
- Assess the hiring practices of the County.
- Assess the turnover rate for the past two years.
- Assess the effectiveness and efficiency of the method(s) used to capture work hours and track leave balances.
- Review the training and continuing education provided to County employees.
- Assess employee healthcare benefits costs;
- Assess employee benefits packages as compared to peer counties;
- Assess workers' compensation administration;
- Assess workers' compensation costs;
- Assess workers' compensation practices; and
- Assess workers' compensation cost containment programs.

## A. Personnel

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### Findings/Recommendations/Commendations

#### *Staffing*

F3.1 The County's staffing levels are greatly impacted by General Fund revenues. The sales tax is the County's largest source of General Fund revenue. In FY 1999, the County collected approximately \$12.5 million in sales taxes, which comprised 38 percent of all General Fund revenue collected for that year. Mahoning County sales tax revenue has fluctuated since 1996 due to defeats and reinstatements at the polls. The County currently levies a 1.0 percent total sales tax comprised of two separate five-year sales tax levies of 0.5 percent each (Levy One and Levy Two). Levy One expires on December 31, 2002 and Levy Two expires on December 31, 2004. Levy One was originally levied in 1981, and an additional 0.5 percent, Levy Two, was levied for the period July 1, 1991 through December 31, 1996. Levy One has been successfully passed each time it has been up for renewal since 1981. However, MBOCC placed a five year extension on Levy Two on the November 1996 ballot, which was defeated and reduced the County's sales tax rate to 0.5 percent effective January 1, 1997. Another five year extension of Levy Two was placed on the May 1997 ballot, which passed and increased the sales tax rate back to 1.0 percent effective July 1, 1997. The voters repealed Levy Two through a referendum petition filed in the November 1997 general election. This repeal reduced the sales tax rate to 0.5 percent effective January 1, 1998. Levy Two, a 0.5 percent sales tax, was again approved by the voters in the November 1999 ballot and increased the sales tax rate to 1.0 percent effective January 1, 2000. The fluctuation in sales tax rate has either reduced or increased General Fund revenues, which had a direct impact on the County's overall staffing levels.

In FY 1999, 67 percent of General Fund expenditures were related to the salary and benefits (Personal Services) of County employees. Personal Services is the largest General Fund expenditure category. Therefore, any reduction in sales tax revenue would in turn reduce General Fund revenues, thus impacting the capacity for Personal Services expenditures. **Table 3-3** presents Mahoning County full-time staffing totals for 1998 through 2000. Note that in 1998 and in 1999 the sales tax rate was 0.5 percent, and in 2000 it was increased to 1.0 percent.

**Table 3-3: Mahoning County Staffing Totals 1998 - 2000**

	MBOCC Departmental Total	Appointing Authority Total	Mahoning County Total
<b>1998</b>	592	1,259	<b>1,851</b>
<b>1999</b>	492	1,087	<b>1,579</b>
<b>2000</b>	563	1,218	<b>1,781</b>
<b>% Change 1998 to 1999</b>	(17%)	(14%)	<b>(15%)</b>
<b>% Change 1999 to 2000</b>	14%	12%	<b>13%</b>
<b>% Change 1998 to 2000</b>	(5%)	(3%)	<b>(4%)</b>

Source: PeopleSoft Report from Mahoning County Payroll Department

**Table 3-3** illustrates the fluctuation in staffing totals, between December 31, 1998 to December 31, 2000, as a result of fluctuations in sales tax rates. When the 0.5 sales tax levy (Levy Two) was repealed by voters effective January 1, 1998, the County experienced a 15 percent decrease in full-time employees from December 31, 1998 to December 31, 1999. However, when voters reenacted Levy Two effective January 1, 2000, the County's sales tax rate increased to 1.0 percent, which in turn increased General Fund revenues. Therefore, the number of full-time County employees increased by 13 percent during the course of that year over the previous year. Nevertheless, Mahoning County has experienced a four percent decrease in full-time employees from December 31, 1998 to December 31, 2000.

All staffing reductions between 1997 to 1999, occurred through layoffs, attrition and retirement buyouts. According to the central HR Director, in 1997 the central HR Department made recommendations on reductions to departments that had staffing levels which could not meet available funding. In 1998, the Sheriff's Department had a payroll deficit by mid-year due to the reduction in General Fund revenues through the sales tax repeal, and a formal layoff process occurred. By 2000, the central HR Department made General Fund projections and determined a cost-per-slot for each employee. In departments that had payrolls higher than the cost-per-slot for the number of staff employed, reductions took place. In 2000, MBOCC Departments funded primarily through the General Fund, such as the Mahoning County Juvenile Court (MCJC) and the Sheriff's Office, experienced the highest number of layoffs (**F3.32**)

F3.2 **Table 3-4** presents the full-time staffing totals per 100,000 population for the departments under the Boards of County Commissions of Mahoning County and its peers as of December 31, 2000.

**Table 3-4: BOCC Departments Staffing as of December 31, 2000**

	Mahoning		Lorain	Stark <sup>1</sup>	Trumbull	Peer Average
	Total FT Employees	Employees per 100,000 population <sup>2</sup>				
<b>BOCC and Administrative Offices <sup>3</sup></b>	23.0	8.9	10.5	4.2	4.0	6.2
<b>911 Operators / Dispatch</b>	21.0	8.2	6.0	6.3	17.8	9.1
<b>Building &amp; Regulations</b>	9.0	3.5	N/A <sup>4</sup>	1.1	4.0	2.6
<b>Child Support Enforcement Agency</b>	113.0	43.9	24.9	N/A <sup>5</sup>	33.8	29.4
<b>Dog &amp; Kennel Warden</b>	8.0	3.1	1.4	2.9	1.8	2.1
<b>Facilities Management</b>	28.0	11	12.2	N/A <sup>4</sup>	13.8	13.0
<b>Jobs &amp; Family Services (DJFS)</b>	247.0	95.9	87.8	157.1	89.7	88.8 <sup>6</sup>
<b>Lead Based Paint Hazard</b>	7.0	2.7	N/A <sup>4</sup>	N/A <sup>4</sup>	N/A <sup>4</sup>	N/A <sup>4</sup>
<b>Other <sup>7</sup></b>	7.0	2.7	1.4	1.6	1.3	1.5
<b>Recycling/Solid Waste (Green Team)</b>	11.0	4.3	1.1	0.8	2.7	1.3
<b>Sanitary Sewer</b>	89.0	34.6	1.8	20.4	5.3	10.6
<b>TOTAL</b>	<b>563.0</b>	<b>218.6</b>	<b>147.1</b>	<b>194.4</b>	<b>174.1</b>	<b>171.9</b>

Source: PeopleSoft Report from Mahoning County Payroll Department and Peer County Payroll Listings

<sup>1</sup> Stark County information is estimated since the payroll listing provided did not include job titles and status.

<sup>2</sup> 2000 Census Data: Mahoning Co. = 257,555 (2.58); Lorain Co.=284,664 (2.85); Stark Co.=378,098 (3.78); Trumbull Co.=225,116 (2.25)

<sup>3</sup> Administrative Offices include OMB, Purchasing and the central HR Departments

<sup>4</sup> County does not have this department.

<sup>5</sup> Stark Co. CSEA totals are most likely included in the DJFS total.

<sup>6</sup> Stark Co. total is not included in the average due to the probable inclusion of CSEA totals.

<sup>7</sup> Other Departments include Microfilm, Council on Aging, Jail Medical and Disaster Services

**Table 3-4** illustrates that the total number of full-time employees in departments and agencies under the MBOCC is 21 percent higher, or approximately 41 more employees, when compared to the peer average. MBOCC departments and agencies that are higher than the peer average by more than two employees include:

- MBOCC and its administrative offices (OMB, Purchasing and central HR)
- Child Support Enforcement Agency
- Department of Jobs & Family Services
- Recycling / Solid Waste (Green Team)
- Sanitary Sewer

The Mahoning County Sanitary Sewer Department's full-time employee total is most likely higher than the peer average due to the municipal composition of Mahoning County. Mahoning County has several large, populated townships, such as Boardman, Austintown and Campbell, which require sewer service, but are unable to provide due to their government structure. Therefore, the County provides this service. Mahoning County's peers do not have as many large townships, and therefore, do not have the need for large, County-run sewer departments.

F3.3 **Table 3-5** presents the full-time staffing totals of the Appointing Authorities of Mahoning County and its peers per 100,000 population as of December 31, 2000.

**Table 3-5: Appointing Authority Staffing as of December 31, 2000**

	Mahoning		Lorain	Stark <sup>1</sup>	Trumbull	Peer Average
	Total FT Employees <sup>2</sup>	Employees per 100,000 population <sup>3</sup>				
Auditor	35.0	13.6	19.0	8.2	12.9	12.8
Auditor - Data Processing Board	10.0	3.9	2.5	6.6	6.7	5.3
Board of Elections	16.0	6.2	8.8	4.2	7.1	6.4
Board of Health	52.0	20.2	18.3	19.0	10.7	16.7
Board of Mental Health	7.0	2.7	3.5	4.5	3.6	3.9
Children Services Board	109.0	42.3	46.0	N/A <sup>4</sup>	79.1	62.6
Clerk of Courts	43.0	16.7	23.2	7.7	18.2	15.3
Common Pleas Court	34.0	13.2	15.8	18.8	15.1	16.9
Coroners Office	7.0	2.7	2.8	2.4	3.1	2.7
County Courts	41.0	15.9	N/A <sup>5</sup>	N/A <sup>5</sup>	14.7	14.7
Domestic Relations Court	15.0	5.8	17.2	3.2	6.7	8.6
Drug & Alcohol Board	7.0	2.7	2.1	2.1	N/A <sup>5</sup>	2.1
Engineer	115.0	44.7	27.7	41.3	19.5	31.4
Juvenile Court & Justice Center	83.0	32.2	38.3	16.1	23.1	25.0
MRDD	270.0	104.8	139.8	183.0	60.9	138.2
Planning Commission	3.0	1.2	1.8	N/A <sup>5</sup>	5.3	3.6
Probate Court	17.0	6.6	4.2	4.0	10.2	5.6
Prosecutor	51.0	19.8	26.0	13.5	17.3	18.5
Recorder	12.0	4.7	7.4	4.0	8.0	6.1
Sheriff's Office	259.0	100.6	78.3	65.3	62.2	68.7
Soil & Water Conservation	5.0	1.9	2.1	1.3	2.2	1.8
Treasurer	16.0	6.2	6.7	4.0	7.6	5.7
Veterans Services	11.0	4.3	1.8	4.2	2.7	3.0
<b>TOTAL</b>	<b>1,218.0</b>	<b>472.9</b>	<b>493.2</b>	<b>413.3</b>	<b>396.7</b>	<b>434.7</b>
<b>COUNTY TOTALS <sup>6</sup></b>	<b>1,781.0</b>	<b>691.5</b>	<b>640.3</b>	<b>607.7</b>	<b>570.8</b>	<b>608.8</b>

Source: PeopleSoft Report from Mahoning County Payroll Department and Peer County Payroll Listings

<sup>1</sup> Stark County information is estimated since the payroll listing provided did not include job titles and status.

<sup>2</sup> Totals include elected and appointed officials.

<sup>3</sup> 2000 Census Data: Mahoning Co. = 257,555 (2.58); Lorain Co.=284,664 (2.85); Stark Co.=378,098 (3.78); Trumbull Co.=225,116 (2.25)

<sup>4</sup> Total is most likely included in the DJFS Total (See **Table 3-4**)

<sup>5</sup> County does not have this department.

<sup>6</sup> County totals include BOCC departments.

Mahoning County's Appointing Authorities combined full-time staffing totals are higher than the peer average by 8.0 percent, or approximately 38 employees, when comparing employees per 100,000 population, as shown in **Table 3-5**. Appointing authorities that are higher than the peer average by more than two employees include:

- Board of Health
- Engineer's Office
- Juvenile Court and Justice Center (MCJC)
- Sheriff's Office

Please refer to the **MCJC** and **Sheriff's Office** sections of this report for a detailed discussion on staffing within these two departments. Although four County Appointing Authorities have higher full-time employee totals when compared to the peers, four other appointing authorities are lower than the peer average by less than two employees. These include:

- Children's Services Board
- Common Pleas Court
- Domestic Relations Court
- MRDD

Despite a four percent reduction in total full-time employees countywide since 1998 (**F3.1**), Mahoning County's full-time staffing totals are 12 percent higher when compared to the peer average of employees per 100,000 population. In other words, although the number of County employees decreased from 1,851 in 1998 to 1,781 in 2000, Mahoning County's estimated average of 692 employees per 100,000 population was higher than the peer average of 609. Therefore, Mahoning County had approximately 83 more full-time employees than the peer average as of December 31, 2000. As illustrated in **Table 3-5**, the County also has the highest number of full-time employees per 100,000 population when compared to each of its peers.

**R3.1** MBOCC, with the assistance of the central HR Department and County Appointing Authorities, should closely monitor the County's full-time employee staffing levels. The nine departments and agencies identified in **F3.2** and **F3.3** should be further investigated to understand why their full-time employee totals are higher than the peer average. Similarly, departments and agencies found to have full-time staffing totals below the peer average should also be examined to understand the cause. In addition, the County should monitor full and part-time staffing levels by using various performance output measures to adequately assess staffing levels according to workload and productivity.

The Auditor of State's Office (AOS) was engaged by the County to develop tables comparing staffing levels at Mahoning County to the peer counties, which provides the County with key management information to begin to examine staffing levels at all of the County's agencies. In addition, the AOS was engaged by the County to conduct detailed performance audits on the **Board of Elections, County Courts, Juvenile Court, and Sheriff's Office**. These performance audits further assesses staffing levels and contain staffing recommendations to enhance the operational efficiency at these County agencies. See the **Board of Elections, County Courts, Juvenile Court, and Sheriff's Office** sections of this performance audit for detailed staffing analyses using various performance output measures.

Furthermore, the investigation of staffing levels should take place during the job audit stage of the classification and compensation study (see **R3.11**). This should allow management to analyze the exact job functions and responsibilities of full-time employees in order to identify any redundancy or overlap between employees. The examination of job functions and responsibilities during the job audits should assist in determining if workload is low or high, and if positions need to be phased out or added. Furthermore, the staff of the central HR Department should work with County departments and agencies to assess when a vacancy has remained opened and unfilled for at least a year to determine if that position should be eliminated altogether.

### *Central Personnel Department*

F3.4 Sub. HB 298 was the legislation in 1991 that enabled counties to centralize personnel functions into a county personnel department. The 1995 study prepared for the Citizens' Advisory Commission on Reinventing Mahoning County Government by KPMG Peat Marwick LLP (KPMG Study) found that "the lack of professional personnel guidance places the County at substantial financial risk due to potential employment discrimination, poorly focused union and labor relations, and inadequate benefits management." The KPMG Study found that Mahoning County provided no central human resource expertise to assist departments with challenging personnel or labor issues. The lack of a centralized personnel resource allowed the County to be vulnerable to costly litigation, and forced departments administering their own personnel functions to contact the Ohio Department of Administrative Services for guidance.

In response to the KPMG Study, MBOCC applied for a central personnel department certification through the Ohio Department of Administrative Services (ODAS) in 1997, and the central human resources (HR) department was established. The County is one of seven counties in the state that have a central personnel department certified by the Ohio Department of Administrative Services in accordance to ORC §124.14(G). The other counties are Cuyahoga, Franklin, Hamilton, Montgomery, Lucas and Greene.

According to ORC §124.14(G), county personnel departments are designated to exercise the powers, duties and functions of the ODAS and the director of ODAS with respect to the employees under the board of county commissioners' appointing authority. After a county personnel department has assumed the powers, functions and duties of ODAS, any elected official, board, agency or other appointing authority of that county may elect to use the services and facilities of the department. In other words, the central HR Department has personnel authority over the departments under MBOCC as a representative of ODAS, and any other County department, agency or board (appointing authorities) may elect to use the central HR Department. However, ORC §124.14(G) states that appointing authorities can only elect to adopt the authority of the central HR Department in odd-numbered years. However, County appointing authorities are able to access the services and expertise of the central HR Department at any time without having to formally adopt the central HR Department according to ORC §124.14(G). The ODAS is still the appointing authorities' mandated authority regarding personnel issues as outlined in the ORC until they formally adopt the central HR Department in an odd-numbered year.

F3.5 The KPMG Study found duplication in effort due to a lack of a countywide job posting structure. The County's central HR Department has since created such a system. The KPMG Study also found that no single authority within the County ensured that the County appointing authorities complied with State and Federal employment laws. One of the major responsibilities of the central HR Department is countywide compliance with Equal Employment Opportunity (EEO) and Affirmative Action law.

**C3.1** MBOCC is commended for instituting a county personnel department in accordance to ORC §124.14(G). The central HR Department benefits the County, especially the 15 departments and agencies under MBOCC, by providing a single department to oversee personnel and labor relations. This action has reduced duplication in job functions by creating a countywide job posting structure, as well as create a single authority to ensure compliance with State and Federal employment laws.

F3.6 The County central HR Department is responsible for carrying out the following functions for the departments and agencies overseen by MBOCC:

- Creating organizational charts,
- Conducting job audits,
- Developing position classifications and compensation determinations,
- Processing personnel action requests (PARs),
- Posting job openings,
- Conducting interviews,
- Testing potential job candidates,
- Overseeing pre-employment physicals and drug tests,

- Hearing discipline grievances, and
- Conducting disciplinary hearings.

Furthermore, the central HR Department performs many other personnel functions on a countywide basis. In response to the KPMG Study and the creation of a centralized personnel department, the County has centralized benefits (with the exception of MRDD and the Board of Mental Health), centralized labor negotiations, created a structure for posting positions, and standardized forms. The central HR Department also submits all mandatory reports to State and Federal agencies. Before centralization, each appointing authority was responsible for these functions. The creation of a central HR Department has shifted the liability for benefits administering, job posting, labor negotiating, and State and Federal reporting from each appointing authority to the central HR Department.

- F3.7 The KPMG Study also recommended that the County consolidate its use of labor relations consultants and attorneys to achieve a central union negotiating strategy. In response, the central HR Department has been successful in creating a consistent strategy in its negotiations with collective bargaining units. Before the creation of the central HR Department, three external attorneys performed these functions at a cost of approximately \$200,000 a year.

Since 1997, the central negotiating strategy of the County has been to develop consistency in contract language (see **F3.12**) as well as consistency in countywide benefits (see **Benefits** section). Before any negotiations, the central HR director develops the strategy beforehand with MBOCC, the county administrator and the department director.

Labor relations and legal responsibilities are one of the core functions of the central HR Department. MBOCC is the legislative authority for all union bargaining and contracts. The director of the central HR Department is a representative for the commissioners on all bargaining unit negotiations. He is the first chair, or lead negotiator, on behalf of MBOCC for 15 of the 18 bargaining units that have contracts with Mahoning County. The exceptions are MRDD (AFSCME Local 1143 and the Mahoning Education Association of Developmental Disabilities) and the Children Services Board (Communication Workers of America). These appointing authorities have chosen to continue using an external or on-staff attorney, or a consultant, as the primary labor relations contact on their behalf (see **R3.3**), and these representatives have other legal or consulting duties besides labor relations. However, the Director of the central HR Department is on the negotiating team as a representative of MBOCC. Labor relations responsibilities of the central HR Department include fact-finding, arbitration, mediation, unfair labor practice investigation, negotiation and contract language creation.

F3.8 The KPMG Study also recommended that the County establish a permanent personnel advisory board to facilitate the development of rational human resource policies. In response, the County central HR Department has since formed the Personnel Council consisting of human resources and personnel contacts from County agencies and departments. About 24 representatives meet monthly to review policies, procedures and forms, and to recommend the adoption of changes or additions to policy and procedure. At these meetings, changes in rules and regulations on the State and Federal level are discussed as well as labor issues and other legislation. However, the County has indicated that active participation from all of the departments in the Personnel Council is lacking (see **R3.3**). This can cause difficulties in standardizing and streamlining human resources activities, and in developing an uniform compensation and classification plan.

**C3.2** The County is commended for implementing the personnel recommendations of the KPMG Study, such as the centralization of benefits, consolidation of labor relations and the creation of the Personnel Council. By implementing these recommendations, the County has been able to implement a more efficient and effective HR function by streamlining processes and reducing duplication of personnel functions on a countywide basis.

F3.9 Mahoning County has four full-time employees in its central HR Department: a director, a risk manager, a benefits coordinator and an executive secretary. The risk manager is responsible for workers' compensation and other insurance-related issues. The benefits coordinator oversees benefits administration for all County employees. All compensation and classification functions, job descriptions, labor relations, personnel action requests, federal and state reporting, as well as HR consulting, is the responsibility of the director, who is assisted by the executive secretary (**F3.10**).

The responsibilities of other central HR Departments throughout the State are similar since they are defined by the Ohio Administrative Code (OAC) and governed by ODAS. **Table 3-6** shows the number of employees in six of the seven counties with certified central HR Departments, including Mahoning:

**Table 3-6: Central HR Departments’ Staffing Analysis**

	Mahoning	Cuyahoga	Franklin	Greene	Hamilton	Montgomery
Approximate No. of central HR FTEs	4.0	93.0	17.0	7.0	15.5	13.0
Approximate No. of County Employees (FT & PT)	2,000	10,000	7,000	1,400	5,800	5,000
Approximate No. of Employees in BOCC Departments	600 <sup>1</sup>	4,500	1,300	450	1,900	1,100
No. of central HR FTEs per 100 Employees	0.2	0.9	0.2	0.5	0.3	0.3
No. of central HR FTEs per 100 Employees in BOCC Departments	1.5	2.1	1.3	1.6	0.8	1.2

Source: Central HR Department Directors

<sup>1</sup>This is an approximate number of all employees in BOCC departments. The actual number of full-time employees in BOCC departments as of December 31, 2000 was 566.

Franklin County is the only county that does not include benefits administration within its central HR Department’s functions. Franklin and Hamilton Counties’ central HR Departments each have staff devoted solely to training and development (**F3.40**).

According to a Bureau of National Affairs-Society for Human Resource Management (BNA-SHRM) Survey entitled “1999-2000 Human Resource Activities, Budgets & Staffs,” the median HR staff per 100 employees is 0.8 for the education/government industry sector. **Table 3-6** shows that all of the counties with county personnel departments, with the exception of Cuyahoga County, fall below this industry standard. Mahoning County has just 0.2 county personnel department staff per 100 employees. If the Central HR Department only conducted personnel functions for MBOCC department’s, then it would be more than sufficiently staffed to handle the HR responsibilities for those 600 or so employees. However, the central HR Department handles benefits administration, risk management, State and Federal reporting, labor negotiations, and acts as a personnel resource for all County appointing authorities. Therefore, Mahoning County appears to be under capacity in HR staff in relation to total county employees according to the 2000 BNA-SHRM education/government sector median. However, it is important to assess the number of staff conducting personnel functions in other county departments in order to make a fair determination of HR staffing capacity (see **F3.10**).

F3.10 County agencies and departments do not have their own HR divisions. The only exception is the Department of Jobs and Family Services (DJFS), due to its size (approximately 264 employees, full and part-time), has a five person HR division who also handle personnel functions for the approximately 121 employees (full and part-time) in the Child Support Enforcement Agency (CSEA) (see **F3.2**).

Other County appointing authorities have individual employees with personnel responsibilities on either a full or part-time basis. These HR contacts may or may not be also responsible for payroll. The Engineer's Department has a full-time human resources employee who does not have payroll responsibilities. This individual oversees labor relations, such as grievances and union issues, and personnel actions of the 113 employees in the Engineer's Department. The Sheriff's Office and the Children Services Board have personnel coordinators who also have payroll responsibilities. In addition to overseeing payroll, these personnel coordinators also administer and collect personnel action request (PAR) forms and field benefits and personnel questions from the department's employees. The directors of county departments and agencies use the central HR Department as a personnel and labor relations consultant for the various personnel issues their departments confront.

The 2000 BNA-SHRM Survey states that the 2000 market average of personnel staff per 100 employees for the education/government sector is 0.8 HR staff persons. **Table 3-7** represents County departments with over 100 employees, and compares the number of employees with full or part-time HR responsibilities with the market average.

**Table 3-7: HR Staffing Analysis of Mahoning Co. Appointing Authorities**

	Central HR Department <sup>1</sup> / MBOCC Departments	DJFS & CSEA	Sheriff's Office	MRDD	Engineer	CSB <sup>2</sup>	Other Appointing Authorities	Total
Number of Full-time Employees	206 <sup>3</sup>	360 <sup>3</sup>	259	270	115	109	465	1,781
No. of HR FTE's	4.0	5.0	1.0	0.5	1.0	0.5	N/A <sup>4</sup>	12.0
No. of HR Staff to 100 FTEs	2.0	1.4	0.4	0.2	0.9	0.5	0.0	0.7
No. Dedicated HR FTEs over/(under) 2000 BNA-SHRM Median	1.2 <sup>5</sup>	0.6	(0.4)	(0.6)	0.1	0.3	(0.8)	(0.1)

Source: December, 2000 Mahoning Staff Listing from the PeopleSoft System

<sup>1</sup> Central HR represents all BOCC employees with the exception of DJFS & CSEA.

<sup>2</sup> Children's Services Board

<sup>3</sup> DJFS & CSEA are MBOCC Departments, therefore the MBOCC total is 566.

<sup>4</sup> Cannot estimate since HR is only a fraction of their responsibilities for these appointing authorities.

<sup>5</sup> These FTEs coordinate personnel functions for the entire County, not just the employees under the MBOCC.

**Table 3-7** shows that there are approximately 12 FTEs whose positions are strictly related to HR functions. Countywide, there are approximately 0.7 HR FTEs per 100 FTEs. This is below the BNA-SHRM 2000 median of 0.8 of HR staff per 100 employees in the educational/government sector. If Mahoning County were to be equivalent to the median, they would need to increase their countywide HR FTEs by at least two more employees with full-time personnel-related functions.

The four employees in the central HR Department who oversee the HR functions for the approximately 200 FTEs in MBOCC departments (not including DJFS and CSEA) seem to make the number of dedicated HR staff to 100 FTEs' higher than the industry median. However, all of the central HR Department employees have countywide responsibilities as well, such as benefits administration, risk management and labor relations, and need to be considered as part of the total column and not just representing the MBOCC departments (**F3.9**).

In contrast, the number of dedicated HR staff in DJFS and CSEA is a 0.6 FTE higher than the 2000 BNA-SHRM median. These FTEs only have responsibility for DJFS and CSEA personnel functions. It appears that the DJFS HR Division may have more employees responsible for HR functions than possibly required when compared to other County departments and the 2000 BNA-SHRM industry median. However, according to the central HR Director, the HR staff in DJFS and CSEA responsible for personnel functions had their workload increased with the introduction of PeopleSoft. Their job functions became more payroll intensive, which is an explanation for the higher HR staffing numbers in these departments.

**R3.2** Based upon the analysis in **Table 3-6** and **Table 3-7**, MBOCC should increase its personnel staffing by two additional employees. In addition to performing general HR tasks, these additional employees should be used to maintain a classification and compensation plan (**R3.11**), and fully utilize the PeopleSoft system (**R3.15**). This Performance Audit will show that the County is lacking staffing resources to conduct a much needed classification and compensation study (**F3.22** through **F3.27**) in order to be compliant with ODAS county personnel department requirements (**F3.21**). Furthermore, the County needs to fully utilize the capacity of the HR module of PeopleSoft (see **F3.39**), and this can be accomplished through an additional central HR Department staff person.

*Financial Implication:* The addition of two employees with the title of HR technician would total approximately \$84,000 per year, including benefits.

### *Personnel Policies and Procedure Manuals*

F3.11 During the course of this audit, AOS examined the KPMG Study to provide a context for personnel issues prior to 1995, and any improvements that have been instituted since. The KPMG Study found that the County had inconsistent personnel policies within its agencies and departments. The study noted that “the absence of personnel policy manuals, and in some instances the absence of a County policy, requires that the agency or department policy ‘default’ to other sources such as the Ohio Department of Human Services Manual or the Ohio Revised Code.”

When the KPMG study was completed in 1995, the County did have a personnel policy manual that was first developed in 1992. However, it was not written in accordance to ORC and OAC, and few MBOCC departments used it. Until the 1998 revision of the Manual of Personnel Policies of Mahoning County (the Manual), County departments and agencies either had their own personnel policy manual, used collective bargaining agreements or used the OAC with the cooperation of ODAS.

The central HR Department is a representative of ODAS since it filed to become a county personnel department in 1997. Therefore, MBOCC departments must use (see **Table 3-2**), and County appointing authorities (see **Table 3-1**) may opt to use, the central HR Department as a personnel resource instead of the ODAS and State Personnel Board of Review as required by ORC §124. As a representative of ODAS, under the authority of ORC §124.14(G), the central HR Department must comply with all ORC and OAC statutes pertaining to county personnel administration. Any time MBOCC and the central HR Department want to deviate from the ORC and OAC regarding personnel administration, it must seek approval from ODAS.

- F3.12 The central HR Department created a document of Administrative Rules in 1999 as a condition of becoming an ODAS-certified county personnel department. The Administrative Rules are based on State and Federal laws from the ORC, OAC, Americans with Disabilities Act (ADA) and Families and Medical Leave Act (FMLA). The County's Administrative Rules are reflective of the OAC, except for some modifications that were approved by ODAS. These exceptions involve the length of probations (see **F3.15**) and disability separations.

The County first adopted the Manual in 1992. The Manual is updated every two years, with the last update occurring in 2000. The 2000 update of the Manual is based upon the Administrative Rules, which are essentially the requirements set by State and Federal personnel laws and regulations. The Manual goes beyond ORC, OAC, ADA and FMLA compliance to include personnel policies and procedures that were developed and recommended by the Personnel Council with MBOCC's approval. These personnel policies and procedures govern HR practices for all MBOCC departments, and any departments that have chosen to adopt its use.

The Manual can be amended at any time as voted on at the Personnel Council, and then approved through a resolution by MBOCC. All departments under MBOCC use the central HR Department for personnel matters and follow the Manual. Appointing authorities may choose to adopt the Manual during odd numbered years. To date, the Board of Elections, Clerk of Courts, Recorder, Treasurer, Common Pleas Court, and Domestic Relations Court have elected to use the Manual. The Sheriff's Office has adopted certain portions of the document, and the Engineer's Department is planning to adopt the Manual during 2001. Once the Engineer's Department has adopted the document, 60 to 70 percent of county employees will be covered, to some extent, by the Manual.

In interviews with the Personnel Council contacts for 15 Mahoning County agencies and departments, it was found that three departments have their own personnel policy manuals: the Sheriff's Office, DJFS/CSEA and the Board of Health. The Sheriff's manual is more like an operations manual, with two personnel-related sections: discipline and hiring (see

**Sheriff's Office** section). DJFS/CSEA's personnel manual has never been adopted by MBOCC, and therefore is not officially recognized. The remaining 12 agencies either use the Manual, collective bargaining agreements or a combination of the two. Although DJFS/CSEA are MBOCC departments, they use a personnel manual that is based on the Manual, but is very specific to the human services-related work completed by those departments and personnel policies outlined in their three collective bargaining agreements (AFSCME Locals 3577 and 2001 and Teamsters Local 377). Although the Manual impacts to some extent approximately 60 to 70 percent of County employees, there still is a lack of adopted personnel policies that impact all County employees. This is due to the large number of collective bargaining agreements, which have exceptions to the Manual, and the three large departments with their own personnel policy manuals.

- F3.13 The six other counties with central HR Departments surveyed for this report each have personnel policy manuals, or are in the process of updating one. These HR manuals, or employee handbooks, are used by the departments under the respective Boards of County Commissioners (BOCC). Only Hamilton and Mahoning Counties have had their personnel policy manuals adopted by other appointing authorities within their respective counties.

In Hamilton County, all appointing authorities and boards, with the exception of Veteran's Services, Sheriff's Office, Auditor's Office and Engineer's Office, have adopted the central HR Department's personnel and policy manual. These four appointing authorities have their own human resource departments and HR manuals. These departments have stated they do not want to be under the BOCC's county personnel department, for it is perceived as a transfer of appointing authority control. Hamilton County's Adult Drug and Alcohol Services Department (ADAS) and Board of Elections (BOE) adopted the manual in July, 2001. In order to formerly adopt the central HR Department, appointing authorities must file with ODAS.

- F3.14 The Hamilton County central HR Department uses several methods to encourage departments to adopt the personnel policy manual and to file their intent with ODAS. During every "add," or odd-numbered, year, the central HR Department sends out letters to non-participating departments that outlines its central personnel services. In addition, a list is provided of departments already using central personnel services, and stresses that departments do have the option of getting out during an "add" year. The Hamilton County central HR Department also conducts open-houses and meetings to explain the benefits of adopting their services. Appointing authorities and boards have until March 31 to decide if they want to formally adopt the central HR Departments's manual. To date, the Mahoning central HR Department has only sent out letters during odd-numbered years to County departments and agencies to inform them that they could adopt the use of the central HR Department since it was an add year. The use of the central HR Department by County

appointing authorities has primarily occurred through labor union negotiations and through Personnel Council meetings.

The Hamilton County appointing authorities that choose to adopt the manual and the county personnel department's services benefit by having personnel policies and procedures that are compliant with State and Federal law. These appointing authorities also have a county HR resource for issues regarding labor relations and personnel actions, without having to use staff time or hire an outside contractor for those functions. Consequently, Hamilton County has been able to reduce duplication of HR job functions by having more county departments use and rely upon the county personnel department.

**R3.3** The Mahoning County central HR Department should strive to encourage other appointing authorities to adopt the Manual (**F3.12**), as well as to use the HR services that the department provides. The director of the central HR Department, with support of MBOCC, should attempt to recruit other appointing authorities to use the department's services and to adopt the Manual, since to date no appointing authorities have formally elected to use the central HR Department and filed their intention with ODAS. The central HR Department should conduct county personnel department open-houses and actively solicit County departments and agencies during "add" years to formerly file with ODAS their intent to participate with the central HR Department. In addition, the central HR Department should actively stress the benefits of its service, such as reducing duplication of personnel functions between the appointing authority and the central HR Department, and thus efficiently providing HR job functions on a countywide basis. This would further create consistency throughout the County by applying personnel policy equally among departments.

The central HR Department and MBOCC should continue to work with MRDD and the Children Services Board (CSB) to have the director of the central HR Department participate in the bargaining unit negotiations with AFSCME Local 1143 (MRDD), Mahoning Education Association of Developmental Disabilities (MRDD), and the Communications Workers of America (CSB) unions (see **F3.7**). These departments have used staff attorneys, external attorneys or consultants for this role. Ensuring that the director of the central HR Department is involved in all bargaining unit negotiations, should lead to further consistency in contract language of union agreements.

The central HR Director, in cooperation with the MBOCC, should also target the appointing authorities that are not using the central HR Department to find out why they choose not to use it's personnel services. This can be accomplished through a survey or through face-to-face meetings. By doing this, the central HR Department can identify reasons they are not used, and develop strategies to better serve those departments. The central HR Department should also issue periodic customer surveys to all County agencies and departments to assess overall personnel services and identify any areas to improve.

Furthermore, as discussed in **F3.8**, the County has indicated that active participation from all of the departments in the Personnel Council is lacking. The County should strongly encourage active participation from all of the Counties' departments and should consider expanding the role of the Personnel Council. Active participation of all of the departments within the County's Personnel Council should provide an effective means of improving and standardizing human resource practices throughout the County, such as adequately establishing an equitable compensation structure throughout the County.

- F3.15 The Manual states in Section 1.1 that "if a policy contained in the Manual conflicts with the terms or conditions of a collective bargaining agreement between the County and a recognized collective bargaining group the terms of the negotiated agreement will be followed." Approximately 1,200 employees of the County are represented by 18 separate collective bargaining units. Therefore, the language in these 18 agreements takes precedence over the County personnel policy manual if a conflict arises. **Table 3-8** presents the collective bargaining units, the departments involved and the number of employees that are members as of January 1, 2001.

**Table 3-8: Union Representation of Mahoning County Employees**

Union	Department	Employees	No. of Members
AFSCME Local 1156	Commissioners - Facilities	Skilled: Artisans / Unskilled: Custodians	18
AFSCME Local 3577	Commissioners - CSEA	All employees excluding management level, professional and supervisors	83
AFSCME Local 2001	Commissioners - DJFS	All employees in the classified service.	211
AFSCME Local 3579	Board of Health	All full-time and regular part-time professional and non-professional employees, excluding management and supervisory level employees.	41
AFSCME Local 3956	Clerk of Courts	All clerical employees including clerks, excluding all management level and supervisory employees.	61
AFSCME Local 1143	MRDD	Custodians, cafeteria, transportation and truck driver, excluding supervisory personnel.	78
AFSCME	Auditor	All employees including supervisors.	30
Communications Workers of America, Local 4300	Commissioners - Building and Regulations, Solid Waste/Recycling,	Non-supervisory employees.	14
Communications Workers of America	Children Services Board	Primarily caseworkers, account clerks, maintenance and custodial.	105
FOP/OLC	Commissioners - 911 Operators/Dispatch	All full-time employees in the classifications of telecommunications, operator, 911 operator and communications technician.	21
FOP/OLC	Sheriff's Office	Non-law enforcement, non-supervisory employees.	9
FOP/OLC	Sheriff's Office	Blue Unit: Full-time deputy sheriff's	181
FOP/OLC	Sheriff's Office	Gold Unit: Full-time corporals, sergeants, lieutenants and captains	35
Mahoning County Sanitary Engineer Employee Union	Commissioners - Sanitary Engineer	Permanent full and part-time non-supervisory employees.	68
Mahoning Education Assoc. of Developmental Disabilities	MRDD	Primarily teachers, caseworkers and nurses	126
Teamsters Local Union #377	Commissioners - CSEA	Supervisors Unit and Attorney's Unit.	29
Teamsters Local Union #377	Engineer	Non-supervisory employees.	83
Teamsters Local Union #377	Treasurer	Clerk, coordinator, collector, cashier, bookkeeper	12
<b>Total Employees Represented by Collective Bargaining Agreements as of January 1, 2001 =</b>			<b>1,205</b>

**Source:** Central HR Department and Collective Bargaining Contracts

Of the 566 full-time County employees in MBOCC departments that the central HR Department oversees, 444 employees are covered by a collective bargaining agreement. Therefore, approximately 78 percent of the employees under MBOCC are represented by a union. **Table 3-9** presents the total number of employees and number of collective bargaining units for each county.

**Table 3-9: Collective Bargaining Unit Peer Comparison**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
No. of Employees as of December 31, 2001	1,781	1,823	2,298	1,285	1,802
Total Employees Represented by a Union	1,205	1,127	1,522	1,216	1,288
Approximate Percentage of Employees Represented by a Union	68%	62%	66%	95%	71%
Total Number of Collective Bargaining Agreements	18	19	13	14	15

Source: HR Department Directors and the State Employee Relations Board

**Table 3-9** shows that Mahoning has a similar percentage of employees represented by collective bargaining units as compared to Lorain and Stark Counties. However, the County has a greater number of bargaining agreements than the peer average. The greater number of collective bargaining agreements creates an increased workload for HR Departments since each agreement has variations in benefits, policies and procedures.

F3.16 Variation exists in personnel policies within collective bargaining agreements and within the Manual. A comprehensive document that details personnel policy differences between the Manual, departmental Manuals (Sheriff’s Office, DJFS/CSEA, and Board of Health), and collective bargaining agreements does not exist at Mahoning County. An employee represented by a union must carefully read both the Manual and their collective bargaining agreement to fully understand which personnel policies and procedures impact them. One example is the variation in probationary periods. **Table 3-10** shows the difference between the personnel manual language and the language in the various collective bargaining agreements on this topic.

**Table 3-10: Probationary Periods**

Source	Department Impacted	Probationary Period
Mahoning County Personnel Manual	All Commissioners' departments and departments that elect to use it	120 calendar days for newly appointed full-time classified employees (ORC Section 124.27)
AFSCME Local 1156	Commissioners - Facilities	No more than 90 days.
AFSCME Local 3577	Commissioners - CSEA	Shall not exceed six months.
AFSCME Local 2001	Commissioners - Job & Family Services	Four separate time periods from 120 to 180 days depending on classification.
AFSCME Local 3579	Board of Health	120 days.
AFSCME Local 3956	Clerk of Courts	90 days.
AFSCME Local 1143	MRDD	120 days.
AFSCME	Auditor	90 days, and an additional 90 days may be instituted at the Employer's discretion.
Communications Workers of America, Local 4300	Commissioners - Building and Regulations, Solid Waste/Recycling, Purchasing and Microfilm	Shall not exceed 120 days.
Communications Workers of America	Children Services Board	120 days.
FOP/OLC	Commissioners - 911 Operators/Dispatch	One year.
FOP/OLC	Sheriff's Office: Civilian employees	One year.
FOP/OLC	Sheriff's Office: Deputy sheriffs	One year. The employer shall have the sole discretion to discipline or discharge an employee after 6 months.
FOP/OLC	Sheriff's Office: Captains, lieutenants, sergeants and corporals.	One year. The employer shall have the sole discretion to discipline or discharge an employee after 6 months.
Mahoning County Sanitary Engineer Employee Union	Commissioners - Sanitary Engineer	120 days.
Mahoning Education Association of Developmental Disabilities	MRDD- Teachers	One year.
Teamsters Local Union #377	Commissioners - CSEA	120 days.
Teamsters Local Union #377	Engineer	30 days.
Teamsters Local Union #377	Treasurer	120 days.

Source: Mahoning County Personnel Manual and Various Collective Bargaining Agreements

**Table 3-10** shows that in the Manual, in accordance with ORC §124.27, probationary periods for new hires are 120 days. However, the 18 separate collective bargaining agreements have probationary periods ranging from 30 days to one year.

If a County employee was to look up his or her probationary period, the 120 days listed in Section 2.5 in the Manual may not apply if that person worked for the Clerk of Courts (AFSCME Local 3956) where there is a 90-day probationary period. Having employees read two separate documents, the Manual and the collective bargaining agreement, to determine what personnel policies apply can lead to confusion and inconsistencies.

**R3.4** The director of the central HR Department and his staff should include any exceptions to the Manual's policies and procedures due to variations within collective bargaining unit agreements. This will create a comprehensive resource for all countywide personnel policies, whether they are in the Manual or in a particular bargaining agreement. For example, under each policy in the Manual, there should be a table explaining variations from different union contracts. This should be done on an annual basis to reflect changes due to contract renegotiations. If the Manual was posted on the central HR Departments website (see **F3.18**), there always could be an up-to-date Manual reflective of recent collective bargaining agreements.

Furthermore, if the variations between collective bargaining units are presented in a single document, MBOCC can also use this as leverage during its labor negotiations in attempt to achieve consistency throughout labor contracts. If two departments with similar workforces, like the Sanitary Engineer and the Engineer, have different probationary periods, then MBOCC can use the Manual to show the difference and present their case during negotiations.

F3.17 Section 1.6 of the Manual details the processes for personnel policy changes, dissemination and suggestions. The Manual states that departments under MBOCC and each appointing authority adopting the Manual will keep a copy of the complete manual available for review by employees, and that each employee will receive a copy and sign a receipt that it was received. The Manual encourages that any questions about policy or issues not covered in the document should be directed to the employee's supervisor or the human resource manager of the employee's department. The Manual also encourages employees to consider or recommend policy changes, and that supervisors should review the Manual and propose changes, if necessary, at least every two years. Furthermore, each appointing authority should review all personnel policies and propose to MBOCC any suggestions or revisions as a result of changes in law or current practice. This process is further facilitated by the monthly meetings of the Personnel Council. The Personnel Council reviews any potential policy changes and makes recommendations to MBOCC.

Department directors and elected officials are sent any changes or updates regarding personnel policy and procedures. The directors and officials sign that they have received the memo, and it is their responsibility to distribute them to staff. The central HR Department distributes personnel policy and procedure memos at Personnel Council meetings, and has

the representatives sign that they have received them. If a representative was absent when a memo was distributed, it will be sent to them by fax.

**C3.3** The County is commended for instituting formal policies and procedures for soliciting suggestions, recommending changes and disseminating any changes or new policies. The Personnel Council creates a forum for County departments and appointing authorities to participate in personnel policy development. Since the central HR Department solicits input from other appointing authorities, it provides a dialogue on the positive and negative impacts that current and potential policies may have on various types of employees throughout the County (social services versus blue collar).

F3.18 Standard forms, such as personnel action requests (PARs), have been developed by the central HR Department, and are used countywide. Forms are either e-mailed or sent through interoffice mail by the central HR Department to other departments as requested. The central HR Department is considering developing a website to provide easier access to HR forms and the Manual. None of the peer counties (Lorain, Stark and Trumbull) have websites for their personnel departments. The five counties with central HR Departments surveyed for this report each have websites. However, the amount and scope of information provided on these websites greatly varies. **Table 3-11** compares the information provided on the websites of the five counties with central HR Departments.

**Table 3-11: Comparison of Central HR Departments’ Websites as of 6/8/01**

	Cuyahoga	Franklin	Greene	Hamilton	Montgomery
Department Mission Statement	Yes	No	No	No	Yes
Department Responsibilities and Functions	Yes	Yes	Yes	Yes	Yes
General Address and Phone Number	Yes	Yes	Yes	Yes	Yes
Office Hours	No	No	Yes	No	Yes
Divisional Contact Names and Numbers	Yes	No	No	No	Yes
Job Postings	Yes	Yes	Yes	Yes	Yes
Application Form in Adobe Acrobat	Yes	Yes	Yes	Yes	Yes
FAQs about applying for a job	No	No	No	Yes	No
Listing of Benefits Available to FT Employees	No	No	Yes	No	Yes
Health Care Coverage Information	No	No	No	No	Yes
Downloadable Forms	No	No	No	No	Yes
Other Benefits Information w/ links to Provider Websites and Forms	No	No	No	No	Yes
Tuition Reimbursement Information	No	No	No	No	Yes
Directly E-mail Questions	No	No	No	No	Yes
HR Policy and Procedure Manual	No	No	No	No	No

Source: County websites

All of the county personnel departments use their websites for job postings and downloading applications. Montgomery County has the most comprehensive website for its central HR Department. Not only does their website have jobs postings and employment applications, Montgomery County’s Personnel Department has extensive information on benefits available to employees as well as downloadable forms. In addition, the counties’ websites provide a means for potential employees to view open positions and to download forms without having the HR Department mail an application or hand them out in person. This benefits the HR Departments by relieving staff of this customer service function. Montgomery County’s Personnel Department further relieves their staff from redundant customer service functions by answering basic benefits questions on the website, as well as providing downloadable insurance forms.

None of the county websites reviewed contained the counties’ personnel policy manual. A comprehensive HR website should also include the most recent version of the Manual in

Adobe Acrobat so that it cannot be altered, only downloaded, or the County could provide access only to county employees with a user id and password. The Cleveland State University's (CSU) Human Resource and Labor Development Department is an example of a comprehensive HR website ([www.csuohio.edu/HRD/](http://www.csuohio.edu/HRD/)). It has all of the components outlined in **Table 3-11**, as well as staff personnel policies, salary plans and internal CSU forms. A more comprehensive HR website reduces the time and tasks associated with responding to routine human resource questions and requests. This enables HR department staff to concentrate on other personnel functions that are less customer service intensive.

**R3.5** The director of the central HR Department should coordinate and collaborate on the development of a comprehensive personnel website in cooperation with the Data Processing Board. The Data Processing Board would be responsible for the creation and maintenance of the website, since it has the technical capabilities to create websites. The website should include all of the components listed in **Table 3-11**, especially the most recent version of the Manual. A comprehensive HR website will allow current and potential County employees to access necessary information and forms, which will alleviate the central HR Department's customer service responsibilities via walk-ins, phone calls and mailings. This will allow the central HR Department staff to concentrate on other personnel functions such as the classification and compensation plan (**F3.27**) or training (**F3.40**).

F3.19 Section 3.2 of the Manual states that each appointing authority is responsible for maintaining the official personnel files of its employees and the auditor's office will maintain all payroll-related information for all County employees, such as appointment letters, personnel action request (PAR) forms, I-9s, W-4s, federal and state withholding information, and Public Employees Retirement System (PERS). The 15 largest County departments and agencies all do, in practice, maintain their own personnel files for their employees. However, there is not a uniform, countywide manner in which departments and agencies maintain employee files (see **R3.6**). Some departments have very organized personnel files with one individual staff person responsible for their maintenance. Other departments are lax on their maintenance and the information contained within the files. The majority of departments and agencies maintain paper files with sensitive information such as medical and personal information stored in one location, usually the director's office, and general personnel information stored in another area. For example, the Treasurer keeps files with personal information such as applications, performance evaluations and medical information in a locked drawer in his office. The Deputy Treasurer who oversees payroll maintains employee files with payroll, copies of PARs, and requests for leave in her office.

F3.20 The 15 County departments and agencies surveyed in this report do not use electronic methods for the storage and management of personnel information of their employees. The only employee information that departments tend to track on computer spreadsheets are leave accruals. See **F3.39** for further discussion on tracking work hours and leave balances.

Employee information is maintained within the PeopleSoft system, but County departments and agencies do not have access to information other than pay period specific payroll information. According to the Central HR Director, County departments have been given access to more payroll information, such as job codes and leave balances, during the time period of this performance audit.

County departments have “front end” access to the PeopleSoft system. In other words, departments and agencies are able to enter just payroll information for each pay period. Therefore, the majority of departments and agencies currently do not have the capabilities to run queries and use the employee information contained in PeopleSoft HR module to manage personnel. The PeopleSoft HR module is separate from the financial modules of PeopleSoft, which include a general ledger, accounts payable and receivable functions. If a department wants a query run of personnel information, the department would have to contact the central HR Department or the Auditor’s Office. Departments and agencies currently rely primarily on the data contained in the paper personnel files to manage their employees.

County departments and agencies are at a disadvantage to manage personnel information due to their restricted access to information contained within PeopleSoft. For instance, they are not able to evaluate trends in overtime and leave taken to evaluate productivity. Furthermore, without access to the PeopleSoft system, it is difficult for County departments to evaluate seniority and salary levels of their employees. However, a few larger departments, such as the Sheriff’s Office and DJFS, have been given read-only, query access to PeopleSoft, but the majority of departments have not. In order for departments and agencies to best use the personnel data contained in PeopleSoft to effectively manage their employees, they would have to all be granted read-only, query access and be trained on its use (**F3.40**).

**R3.6** The central HR Director and the Mahoning County Auditor should continue to allow all County departments and agencies read-only, query access to the HR module of the PeopleSoft system, in addition to payroll processing access. Furthermore, the central HR Director and the Mahoning County Auditor should oversee that training is provided for the personnel contacts of County departments and agencies on conducting effective queries on PeopleSoft to manage the HR functions of their staff. See **F3.40** for further discussion on PeopleSoft training. County departments and agencies could greatly benefit by having access to the PeopleSoft HR module, and ensuring that employee information has been entered correctly by the central HR Department and the Auditor’s Office. Information to make staffing decisions such as promotions based on staffing histories, salary information and seniority would be easier to generate since all of this data is contained within PeopleSoft.

In addition, as shown in **F3.19**, there is not a uniform, countywide manner in which departments and agencies maintain employee files. The Personnel Council and the staff of the central HR Department should develop a policy and procedure for maintaining personnel files. A uniform, countywide policy for personnel file maintenance will provide guidance to departments and agencies to effectively manage staff information in such a manner that should compliment the employee data available and accessible on PeopleSoft.

### *Position Descriptions and Job Classifications*

F3.21 County personnel departments created under ORC § 124.14(G) are assigned the powers, duties and functions of ODAS and its director. County personnel departments are also subject to periodic audits and reviews to ensure the uniform application of powers, duties and functions granted by this section of law. The central HR Department had its first compliance review by ODAS on May 25, 1999. The compliance review made recommendations in the following areas for the central HR Department:

- Authority and responsibility of the department
- Administrative regulations / personnel policies and procedures manual
- Personnel materials and maintenance of personnel records
- Performance evaluations
- Classifications, position descriptions, job audits and tables of organization
- Applications / civil service examinations
- Certification
- Layoff and job abolishments
- FMLA, ADA and Affirmative Action

Since the May 25, 1999 compliance review, the central HR Department has striven to comply with county personnel department requirements according to ORC § 124. However, one outstanding compliance issue that has not been satisfactorily addressed is the creation of position descriptions and the assignment of classification titles in accordance with Section 123:1-7-17 and 123:1-8-02 of OAC for departments under MBOCC, and Sections 123:1-7-19 and 123-1-7-27 of the OAC for DJFS and CSEA.

F3.22 In regards to creating position descriptions and assignment of job classifications, the central HR Department must undergo at least five separate, distinct steps to become compliant under ORC and OAC. The steps include the creation of tables of organization, job audits, position descriptions and classifications for the non-bargaining unit staff under MBOCC departments, as well as collective bargaining positions for DJFS and CSEA. The steps are as follows:

- Position control numbers must be assigned to each position according to classification.
- A table of organization should be developed for all MBOCC departments with the corresponding position control numbers.
- Job audits need to be conducted for each position within MBOCC departments.
- Position descriptions should be written for each position.
- Classification of positions need to be assigned in accordance with OAC Sections 123:1-7-7 and 123:1-08-02 (all non-bargaining MBOCC positions), and 123:1-7-19 and 123:1-7-27 (collective bargaining classifications for DJFS and CSEA).

Once classifications are in place and are approved by ODAS as being ORC and OAS compliant, then a compensation plan can be established under the authority of the MBOCC. See **Compensation and Salary** section for comparisons of compensation plans.

**R3.7** The County should develop a classification plan as required by ORC and OAC. A county personnel department compliant with ORC § 124.14(G) must develop and implement a classification plan. A classification plan will create uniformity across departments and agencies for similar positions. It will also streamline position control efforts, and could create the basis for a horizontal structure for promotion. See **R3.11** for further discussion on the development and implementation of a classification plan.

F3.23 The central HR Department has taken some strides to enact the five steps toward a classification plan for MBOCC departments. Position control categories were developed for positions in DJFS and CSEA. However, the County's DJFS and CSEA position control categories do not correspond with the numbers set forth in OAC § 123:1-7-19 and § 123:1-7-27. **Table 3-12** demonstrates the difference between OAC assigned position control categories and the County's.

**Table 3-12: Position Control Category Comparison**

OAC § 123:1-7-27: Position Control Category for County DJFS	Mahoning County: Position Control Category for DJFS & CSEA
10000 Clerical and Administrative Support	10000 Administration
20000 Enforcement and Protection	20000 Business Office
30000 Client Services	30000 Legal
40000 Service and Maintenance	40000 Employment Services
50000 Skilled Crafts and Trades	50000 Pre-Employment Services
60000 Technical Division	60000 Quality Control
70000 Specialty	70000 Adult Services
80000 Administrative	80000 Support Establishment and Enforcement
90000 None	90000 MIS / Shared Services

**Source:** OAC § 123:1-7-27 and central HR Department

It appears that the County has designated its classification categories according to divisions within DJFS and CSEA, rather than position classification. For example, instead of having all secretarial positions within a Clerical classification as listed in the OAC (10000), there are different secretarial positions throughout DJFS and CSEAs’ nine position classifications that correspond to divisions. Furthermore, the central HR Department has not developed a table of organization for the departments overseen by MBOCC.

**R3.8** The County should develop and designate classification categories that comply with ORC and OAC for all positions throughout the County, not just DJFS and CSEA. Position control categories should correspond to classifications, not departmental divisions since there are similar classifications throughout departments, i.e. secretarial classifications (see **F3.24**). Countywide position control categories will create the framework for assigning uniform position control numbers. The central HR Department should also create tables of organization for these departments with corresponding position control numbers. Tables of organization will create a visual representation of how employees are allocated through County departments. In addition, organization charts should assist in making staffing decisions. See **R3.11** for further discussion on the development and implementation of a classification plan.

F3.24 The central HR Department has made significant progress regarding the creation of position descriptions. In 1999, all position descriptions were updated for the positions in MBOCC’s departments. Each position description is typically one page in length. These departments’

position descriptions are typically completed every two to three years, and are currently due for a review. The central HR director is a certified assessor and classification specialist, and is currently the only employee in the County able to conduct job audits and to create position descriptions. Position descriptions are determined using a position description questionnaire that was created by the U.S. Civil Service Commission. The questionnaire examines a position's span of control, control over money, responsibilities and duties. A position description is created only if it is a new position, an audited position or the job responsibilities have changed by 20 percent. A new position description can also be created for any department that asks the central HR Department for assistance. For example, in 2000, the Mahoning County Board of Elections (MBOE) asked the central HR Department to audit the department's positions and to create position descriptions. See the **Board of Elections** section for a discussion on position descriptions.

Position descriptions are assigned position control numbers based on the classification the job is assigned. However, the position control numbers do not often fall under the appropriate position control category, especially for positions not within DJFS and CSEA. Furthermore, the position control numbers on job descriptions do not correspond with the job code numbers within the PeopleSoft System assigned to each position. Assigned job code numbers may indicate the benefits package an employee receives based on the different collective bargaining agreements.

Although job descriptions have been updated for MBOCC departments and some departments including MBOE, it seems that positions have not been audited in a manner that would allow uniform classification of positions. For example, during the **Compensation and Salary** analysis that was completed for this performance audit, it was found that positions with similar functions had different job titles and were assigned different job code numbers. **Table 3-13** demonstrates that throughout the County there are a variety of job codes for similar job functions.

**Table 3-13: Job Code Numbers for Selected Job Functions**

	Central HR Department/ MBOCC	DJFS & CSEA	Sheriff's Office	MRDD	Engineer	CSB	Other Appointing Authorities	Total No. of Different Job Codes
<b>Receptionist Job Codes</b>	000003 000016	AF4040	FO2003	N/A <sup>1</sup>	000003	CSB017	000003 000186 000412	<b>7</b>
<b>Secretary Job Codes</b>	000005 000115 000150 CAB016 CAB017	000079 000358 AF4012 AF4031 AF4036 AF4042 AF4043	FO2002	000005 000150 001003 MR1041 MR1023	000005 000150	CSB028 000165	000005 000070 000072 000073 000077 000110 000115 000150 000211 AF5022	<b>25</b>
<b>Office Manager Job Codes</b>	00019L 000628	000131 000322	N/A <sup>1</sup>	000019	000685 000688	N/A <sup>1</sup>	000131	<b>8</b>
<b>Admin. Assistant Job Codes</b>	000002 000006 000012	000002 000012 AF1022	N/A <sup>1</sup>	N/A <sup>1</sup>	000700	N/A <sup>1</sup>	000012 000411 000540	<b>7</b>
<b>Data Entry Job Codes</b>	N/A <sup>1</sup>	000374 AF1004 AF1016 TM1001	N/A <sup>1</sup>	N/A <sup>1</sup>	N/A <sup>1</sup>	CSB018	AF5098	<b>6</b>
<b>Clerk Job Codes</b>	000629 CAB019	AF4029 AF4035 AF4038 AF4041	N/A <sup>1</sup>	N/A <sup>1</sup>	000544 000679	CSB002	000038 000153 000134 000188 000190 000209 000452 AF2001 AF2002 AF5021 S00038	<b>20</b>
<b>Cashier Job Codes</b>	N/A <sup>1</sup>	AF1023	N/A <sup>1</sup>	N/A <sup>1</sup>	N/A <sup>1</sup>	N/A <sup>1</sup>	TM3001 TM3008	<b>3</b>
<b>Bookkeeper / Account Clerk Job Codes</b>	N/A <sup>1</sup>	000020 AF1021 AF4007 AF4046 AF5023	N/A <sup>1</sup>	N/A <sup>1</sup>	000683	CSB014 CSB020	AF2012 AF2014 AF5024 TM3003	<b>13</b>

Source: February, 2001 employee listing from Mahoning Co. PeopleSoft System

<sup>1</sup> N/A indicates that there are no positions in these departments with these job functions.

According to the Central HR Director, the County’s number of job codes reflect the benefits packages for each collective bargaining agreement. These codes are assigned to employees within the PeopleSoft system to identify which benefit package an employee is eligible for. Therefore, an employee within DJFS/CSEA with the job code AF4012 is receiving the benefits package negotiated for AFSCME Local 2001. The County does not distinguish countywide classifications with its job codes for employees. Instead, job codes represent what benefits package an employee receives. According to the Central HR Director, the PeopleSoft system was programmed in this manner by the vendor.

**Table 3-13** demonstrates that the County has a large number of job classifications, performing similar job functions, such as 25 different job codes for positions that have primarily secretarial functions. There are only three secretary job codes that are consistent throughout County departments and agencies: 000005 is an Executive Secretary, 000115 is a Secretary, and 000150 is an Administrative Secretary. Furthermore, OAC § 123:1-7-17 has a Typing, Stenographic and Secretarial Group Classification (12500), with seven classifications, as opposed to the 25 classifications throughout the County. The OAC classifications include:

- 12511 Typist 1
- 12512 Typist 2
- 12513 Technical Typist
- 12531 Stenographer 1
- 12532 Stenographer 2
- 12551 Secretary 1
- 12552 Secretary 2

Although there are only two classifications with secretary titles, the other five have secretarial-like functions as well, which would be detailed in a position description.

The County has also assigned different job code numbers to similar functional positions due to union affiliation or agency. For example, several County departments and agencies have secretaries with the 000115, or the secretary, job code. However, the following appointing authorities have these different job codes for the secretary position.

- CAB017 MBOCC (CWA represented)
- AF5022 Board of Health (AFSCME represented)
- 000079 CSEA
- FO2002 Sheriff’s Office (FOP represented)
- MR1041 MRDD
- CSB028 Children Services Board (CWA represented)
- 000165 Children Services Board

Other counties with classification plans do not have multiple job code numbers for essentially the same position. For example, Hamilton County has the following job codes for the secretarial positions throughout the County.

- 11631 Typist 1 (a position title in one department)
- 11632 Typist 2 (a position title in two departments)
- 11641 Technical Typist 1 (a position title in two departments)
- 11642 Technical Typist 2 (a position title in one department)
- 11611 Secretary 1 (a position title in 10 departments)
- 11612 Secretary 2 (a position title in six departments)

If a position title is part of a collective bargaining unit in Hamilton County, then the letter B is placed before the job code. Hamilton County’s classification plan is similar in structure to the OAC, and the same job codes apply to similar positions across County departments.

**R3.9** The County should develop and designate job codes for like positions across all County departments, beginning with the MBOCC departments and agencies. The job codes should comply with ORC and OAC classification categories (**R3.8**) for all positions throughout the County. Furthermore, the County should add a field to the PeopleSoft System for job codes according to classification categories instead of what benefits package an employee receives. Job codes should function as position control numbers, and vice versa. The job code and position control numbers should not be two separate numbers. By aligning job code numbers with position control numbers on job descriptions, the County will become ORC and OAC compliant, as well as have uniform job code numbers that correspond to the respective position classification categories. See **R3.11** for further discussion on the development and implementation of a classification plan.

F3.25 Mahoning County has not undergone a comprehensive process that links job audits to position descriptions to classification assignments. In 1999, position descriptions were updated for MBOCC departments using a position questionnaire (**F3.24**) However, positions were not formally audited to identify similar functions and responsibilities in order to assign job titles to appropriate position control classifications and job code numbers. Position descriptions were updated in the County, but not for the purpose of grouping several different job titles into one position description for one job code and title with similar functions and responsibilities like a Secretary 1 (**F3.24**).

Cuyahoga County is currently undergoing an update of its classification plan which includes job audits, position descriptions and assignment of classifications by its consultant, DMG-Maximus. In response to an ODAS audit finding, Cuyahoga County must prepare a position description for each unique non-bargaining position (i.e., single position classifications). Cuyahoga County currently has a classification plan, but job audits have not been done to

ensure that employees' job functions accurately represent the correct job code, title and position description. DMG-Maximus is assisting Cuyahoga County by collecting comprehensive job documentation and preparing position descriptions. The process involves the majority of non-bargaining employees completing a revised Comprehensive Position Questionnaire (CPQ). Information in the CPQ's will be supplemented and validated through targeted interviews with employees, supervisors and managers by DMG-Maximus staff. The CPQ's of multiple employees performing the same job functions in a department will be grouped together to formulate one position description for that job. Therefore, if several employees have similar job functions, but different titles, they will be grouped under one position description under one job code and title.

DMG-Maximus will review and analyze the CPQ's and use them as a basis for the position descriptions. Each position description will outline the essential functions of the job, the work requirements and aptitude requirements of the classification. The work requirements and the aptitude requirements form the basis of each classification's job evaluation and pay grade assignment. Once the position descriptions are completed, they will serve as the basis for updating Cuyahoga County's classification specifications.

**R3.10** The County should conduct job audits for all positions within MBOCC departments. Other appointing authorities would have to volunteer to be included in job audit process, since MBOCC cannot mandate participation by other appointing authorities. The purpose of the job audits will be to group several different job titles of positions with similar functions and responsibilities into one position description with one job code and title. This will eliminate the large number of single position classifications currently within the County (**F3.26**). Once the job audits are complete, the position descriptions should be given job codes and corresponding titles (**R3.9**), and placed into the appropriate classification category (**R3.8**) to comply with ORC and OAC. See **R3.11** for further discussion on the development and implementation of a classification plan.

F3.26 The Mahoning central HR Department has not been successful with creating a classification plan for the MBOCC departments and agencies. The Mahoning County Administrative Rules, in accordance to ORC §124.14 and the OAC Chapter 123, states that the central HR Department must establish a job classification plan for all positions and offices of appointing authorities using the services of the central HR Department. To date, the County has not begun the implementation of a job classification plan for MBOCC departments with the exception of a salary plan for the non-bargaining employees of DJFS that was first done in 1996 and updated in 1999.

One obstacle to implementing a job classification plan at Mahoning County are the numerous single position classifications. For example, there are many different job titles and job code numbers for individuals who perform essentially the same secretarial functions as shown in

**Table 3-13.** Instead of having a single countywide secretary classifications, there are a number of job titles and job code numbers that perform common secretarial functions (F3.25).

Another obstacle involves the labor unions. A number of collective bargaining units have the job classifications of their members outlined in the contract. In order to have a centralized job classification plan, the County would have to work with the bargaining units through labor negotiations to make any changes in the contracts in order to implement a countywide job classification plan.

**Table 3-14** lists the large County departments and agencies (over 100 employees). The table presents the department headcounts as of February, 2001, the amount of job code numbers by department, the number of single position classifications, and the extent of union representation.

**Table 3-14: Single Position Classification & Union Representation Analysis**

	Central HR Department/ MBOCC	DJFS & CSEA	Sheriff's Office	MRDD	Engineer	CSB	Other Appointing Authorities	Total
Headcount of Employees as of February, 2001 (FT & PT)	209	387	302	358	118	136	547	2,057
No. of Job Code Numbers	100	105	17	64	45	29	169	529 <sup>1</sup>
No. of Single Position Classifications	69	59	8	28	35	14	104	317 <sup>1</sup>
% of Single Position Classifications	69%	56%	47%	44%	78%	48%	62%	60%
No. of Unions Represented	4	3	3	2	1	1	4	18
No. of Union Members as of January, 2001	121	323	225	204	83	105	144	1,205
% Union Membership in Relation to Headcount	58%	83%	75%	57%	70%	77%	26%	59%

Source: February, 2001 employee listing from Mahoning Co. PeopleSoft System and central HR Department

<sup>1</sup> These totals only included filled positions as of February, 2001 and do not account for vacancies. Therefore, the actual number of County Job Codes is greater than 529.

**Table 3-14** illustrates the extent of job codes and the large number of single position classifications. According to the central HR Director, the County has approximately 650 total job codes in the PeopleSoft System for approximately 2,057 full-time and part-time employees. In contrast, Trumbull County has 150 total job codes for approximately 1,700 positions countywide. Mahoning County has approximately one job code for every three positions, while Trumbull County has nearly one job code for every 11 positions. Therefore, Trumbull County has fewer single position classifications and more employees classified according to similar functions than Mahoning.

Having more job codes and single position classifications results in a greater workload for the central HR Department and Payroll Office. The current County job codes reflect each collective bargaining units' specific benefit package, rather than reflecting job

responsibilities and functions (see **F3.24**). Therefore, the central HR Department and Payroll Office must continually assign and update job codes based on benefits packages rather than job functions. The greater number of job codes and single position classifications could also lead to possible inequities in salaries for similar job functions throughout the County (see **Compensation and Salary Analysis**) and makes it more difficult to develop a county-wide uniform and comprehensive classification and compensation plan (see **R3.11**).

F3.27 All of the County’s peers that were interviewed have classification and compensation plans. **Table 3-15** illustrates when a county started the classification and compensation process, the consultant involved, the initial cost, who is responsible for revisions, and the cost of revisions.

**Table 3-15: Classification and Compensation Plan Comparison**

	Lorain	Trumbull	Cuyahoga	Franklin	Greene	Hamilton	Montgomery
<b>Year Implemented</b>	1991	1995	1992	1996	2000	1993	1997
<b>Consultant</b>	Clemens-Nelson	Blaugen & Associates	DMG Maximus	DMG Maximus	Fox, Lawson & Assoc.	Hay Group	Hay Group
<b>Cost to Implement</b>	N/A <sup>1</sup>	\$150,000 <sup>2</sup>	\$190,000 <sup>2</sup>	\$500,000 <sup>2</sup>	\$156,000 <sup>2</sup>	N/A <sup>1</sup>	\$25,000 <sup>2</sup>
<b>Are Updates Done Internally or by the Consultant?</b>	Consultant	Internal	Consultant	Consultant	N/A <sup>3</sup>	Internal	Internal
<b>Cost of Annual Updates</b>	\$4,000-5,000 <sup>4</sup>	N/A <sup>5</sup>	\$40,000 - \$150,000 <sup>4</sup>	\$450,000 <sup>4</sup>	N/A <sup>5</sup>	N/A <sup>5</sup>	N/A <sup>5</sup>

**Source:** Interviews with County Personnel Directors

<sup>1</sup> Current personnel director did not know the cost since they were not employed at the County during the implementation.

<sup>2</sup> Approximation. Cost depended on the scope of the contract.

<sup>3</sup> Since implementation occurred in 2000, an update has not been done yet.

<sup>4</sup> Depends on what needs to be done and what departments are under review.

<sup>5</sup> Cannot estimate since it is done internally.

**Table 3-15** illustrates the difference between counties in their implementation and updates of classification and compensation plans. Each county used a consultant to assist in the implementation of the five areas necessary to initiate a classification plan in accordance with the ORC and OAC (**F3.22**). The variation in implementation costs depended on the scope of the classification plan (countywide or for just BOCC departments), and how much the county had already done. For example, the County may have had position descriptions

already completed, like Mahoning, but needed a comprehensive position control numbering system and job audits to assess whether position descriptions accurately reflect a position's functions and responsibilities, and if the position descriptions can be grouped under one title and job code (**F3.25**).

Once a classification plan was determined to be compliant with ODAS, then the BOCC would enact the compensation plan and begin to make salary adjustments. For example, Franklin County uses the classification plan from OAC Sections 123:1-7-7 and 123:1-08-02 (all non-bargaining BOCC positions), and 123:1-7-19 and 123:1-7-27 (collective bargaining classifications for DJFS and CSEA). The last update was completed by DMG Maximus in November, 2000 for approximately \$450,000 for just the BOCC departments. Franklin County's BOCC non-bargaining employees were placed in pay ranges and received adjustments once their positions were placed in the appropriate classification. The Franklin BOCC had the classifications and compensation changes negotiated into the collective bargaining agreements that represent BOCC employees. In order to have consistent classification plans throughout the county, the Franklin County Personnel Department encourages the other appointing authorities to use DMG Maximus as their consultant.

Cuyahoga County also encourages appointing authorities to use BOCC's consultant, DMG Maximus, to conduct a classification study. If a Cuyahoga County appointing authority wants a classification and compensation plan completed for their department, BOCC will pay for the cost of the study as well as fund the pay adjustments based on the study's findings for General Fund departments. Encouraging other appointing authorities to participate in the classification and compensation planning process has created consistency throughout Franklin and Cuyahoga Counties' departments and agencies. Development of position control numbers, tables of organization, job audits, position descriptions and classifications have been conducted in a consistent manner throughout these counties' BOCC departments and appointing authorities.

**Table 3-15** also illustrates that some counties internally update their classification and compensation plans once the initial study was completed by a consultant, approved by the BOCC and found to be compliant by ODAS. Trumbull, Hamilton and Montgomery Counties all have employees within their Personnel Departments conduct job audits, update job descriptions and make classification determinations based on the classification and compensation plan that was first developed by the consultant.

Mahoning County's central HR Department currently does not have the staffing capacity to conduct these functions (**F3.10**). The central HR director is currently responsible for designating position classifications and creating job descriptions for the departments under the MBOCC. In order to create, audit, review, and enter job codes, as well as address grievances about job codes, the central HR director spends about eight hours a week on these

functions alone. The current staffing level in the central HR Department does not allow for the creation of a job classification system to address the large number of job classifications that results in redundant job descriptions.

**R3.11** MBOCC should enact the steps to develop a classification plan that will be determined by ODAS as in compliance with the ORC §124.14, OAC §123:1-7-7 and §123:1-08-02 (all non-bargaining BOCC positions), and OAC §123:1-7-19 and §123:1-7-27 (collective bargaining classifications for DJFS and CSEA). Due to the complexity and scope of implementing a classification plan, MBOCC should consider selecting a consultant to perform the work. The central HR Director should work under the guidance of MBOCC to allocate funds and to issue a Request for Proposal (RFP) for a classification study. The RFP should include the following scope of required work:

1. Develop position control numbers for Countywide positions according to classification groups detailed in OAC §123:1-7-7 and §123:1-08-02 (all non-bargaining BOCC positions), and §123:1-7-19 and §123:1-7-27 (collective bargaining classifications for DJFS and CSEA).
2. Review current position descriptions and conduct job audits as needed for all MBOCC positions, as well as any other appointing authorities that have agreed to participate. Assign position descriptions and OAC-based position control numbers to eliminate redundant job descriptions and reduce the number of single position job classifications.
3. Create tables of organization for all MBOCC departments, as well as any other appointing authorities that have agreed to participate.
4. Develop a classification plan. Replace existing job code numbers with the countywide, OAC-based position control numbers.

The central HR Department and the MBOCC should include language in the contract to ensure the work on the classification study is monitored and completed by set deadlines. Once the classification plan is adequately completed by the consultant, it should be approved by MBOCC and then submitted to ODAS for compliance review. Upon ODAS compliance approval, MBOCC and the central HR Department should begin to assign pay grades and implement a compensation plan. See the **Compensation and Salary** section for further salary analysis.

The central HR Department should then internally conduct job audits, create position descriptions, maintain tables of organization and assign classifications on as needed basis. Since the central HR Department is currently understaffed (**F3.9** and **F3.10**), one of the recommended HR Technicians (**R3.2**) should be responsible for these personnel functions. The central HR Department should also encourage other appointing authorities to undergo a classification study, as well as include the goal of a countywide classification and

compensation plan as a negotiating strategy with collective bargaining units (F3.7). If other appointing authorities participate in the classification and compensation plan, the number of single position classifications countywide (F3.26) and inequities in salary ranges by classification across departments would be reduced. See the **Compensation and Salary** section for further discussion on salary differences.

*Financial Implication:* The cost of a classification plan should total approximately \$150,000. This is based on the implementation costs incurred by Trumbull and Greene Counties, which have a similar amount of employees as Mahoning (respectively 1,700 and 1,400). Trumbull County's classification and compensation study occurred in 1995 at an approximate cost of \$150,000. This included the development of job audits, position descriptions, classification assignments, and pay ranges for all County departments with the exception of DJFS, CSB and MRDD.

Greene County was the most recent county personnel department to undergo a classification and compensation study. Greene County's had an implementation cost of \$156,000 for their plan. The plan was adopted by the Greene County Board of Commissioners on June 28, 2000. The scope of the Greene County classification and compensation plan included position description questionnaires, interviews and peer panel group discussions to develop the classification plan for BOCC departments. The county personnel department will maintain the classification specifications, and the BOCC departments will write their own position descriptions based on the classification plan. The consultant also conducted a benchmarking study to recommend pay ranges for the County's classifications.

### *Hiring Practices*

F3.28 The 1995 KPMG Study recommended that the County create a centralized employment function to facilitate the development and maintenance of a pool of qualified candidates as well as implement a countywide job posting system. The KPMG Study also emphasized that each department maintain control over its ability to make final employment decisions. Furthermore, Sub. HB 298, the enabling legislation for county personnel departments, does not give a centralized HR department the authority to limit the right of elected officials to hire, fire and compensate employees of an official.

The KPMG Study recommended that the centralized employment function streamline the hiring process by:

- Understanding the specialized employment needs of all departments;
- Supervising the operation of a countywide job posting system;
- Receiving new hire requisitions from departments;
- Running all employment advertisements;

- Testing, interviewing and pre-screening candidates;
- Referring qualified candidates to respective departments for hiring decisions; and
- Maintaining an inventory of qualified candidates for future referral.

Since the creation of the central HR Department in 1997, the County has been successful in creating a clearing house for the posting and hiring functions for county positions. For all MBOCC departments, the central HR Department conducts every step of the hiring process with the exception of interviewing candidates and filling out the personnel action request (PAR). However, the other appointing authorities vary on their use of the central HR Department during the hiring process.

**C3.4** The central HR Department is commended for centralizing the hiring process for MBOCC departments. Centralization of the hiring process ensures that MBOCC departments are compliant with State and Federal Fair Labor Laws, such as ADA, EEO, and Affirmative Action. The central HR Department also keeps a central pool of potential job candidates by maintaining a file of applications and resumes. If a position is created or becomes vacant within a MBOCC department, the hiring process can occur faster by accessing this pool of potential candidates in addition to external posting of the position.

F3.29 Many appointing authorities' hiring practices are governed by the collective bargaining agreements that represent employees. Most job openings are usually posted internally for five days to give bargaining unit employees a chance to apply. If there are no internal applications, then many departments throughout the County send central HR Department their postings. A standard form, called a post notice vacancy form, is used by departments and agencies posting a position with the central HR Department. The central HR Department sends the vacancy notices to departments and agencies throughout the County where they are posted, as well as to designated external agencies. The central HR Department uses newspapers for postings as an exception rather than a rule, since there is usually a significant response from the external posting or from applications and resumes already on file. However, several appointing authorities either have not had the need to post or have chosen not to use the central HR Department to post open and vacant positions. In addition, job postings are compliant with the County's EEO and Affirmative Action plans, and the central HR director is the EEO officer for the County. Appointing authorities that do not use the central HR Department for job postings are responsible for having their postings EEO and Affirmative Action compliant.

**R3.12** The central HR Department should encourage all appointing authorities to post new and vacant positions through the county personnel department. When the central HR Department holds its open house to encourage appointing authorities to file with ODAS to formally adopt the use of the central HR Department (**R3.3**), it should stress the benefits of its hiring process, which include:

- Posting with the central HR ensures ODAS and fair labor law compliance.
- Assisting with pre-employment physicals and drug tests since it is an already established policy.
- Searching for potential job candidates the central HR Department already has on file.

Furthermore, once the classification plan is complete (**R3.11**), the MBOCC will have position descriptions that are ODAS compliant and applicable throughout the County. For example, if an appointing authority needs to hire an employee with the job functions and responsibilities listed in the Secretary 1 position description, then the classification is already assigned along with a corresponding pay range.

F3.30 According to the director of the central HR Department, the time period of posting a position to the new hire's first day takes approximately 30 days for entry level, and around 60 days for professional positions in departments under MBOCC. This is based on the level of the position, if a newspaper ad was used and when MBOCC meets. It takes as little as four to six days between the receipt of an application to the scheduling of an interview. The length of time between the initial interview and the notification of hire or non-hire is two to three of weeks. The following is the process for posting a position for MBOCC departments:

- Review job description;
- Develop standard notice of vacancy form (job posting);
- Send job posting to county departments and agencies as well as outside agencies; such as the Urban League, OCHA (Hispanic), Bureau of Employment Services, to meet EEO/Affirmative Action requirements. If it is a professional position that requires a degree, a posting is sent to area colleges and universities;
- Post in newspapers depending on the position or the response after initial posting;
- Forward applications to the central HR Department;
- Review and rank candidates based on departmental requests;
- Interview of candidates by the departments. The central HR Department may be involved depending on the agency or department's needs;
- Recommend who to select for the position; and
- Adopt by formal resolution to fill the position for departments under MBOCC.

Both Trumbull and Lorain Counties have similar hiring processes for BOCC departments, and the hiring processes vary depending on the individual appointing authority. In Lorain County, it can take one month to six months from an application on file to BOCC's approval of the hire. This variance depends on when the BOCC meets and passes a resolution to approve the hire. The hiring process takes about 30 days in Trumbull County for BOCC positions. This includes two weeks between the receipt of an application to the first scheduled interview, and two to three weeks between the interview and the notification of hire and non-hire. Therefore, the Mahoning central HR Department has a similar time frame

for the hiring process for MBOCC departments as two of its peers. The approval for hire by formal resolution is the one step in the hiring process that the personnel departments cannot control since they do not create the BOCC’s meeting agendas, and therefore can often take the greatest amount of time. However, the central HR Department does not closely monitor and track the time it takes to fill a new or vacant position within MBOCC departments and agencies.

**R3.13** The central HR Department should monitor the length of time each step in the process takes from the vacancy notice to the new hire’s first day. By identifying each step in the process and tracking the amount of time each step takes, the central HR Department can work on improving the process. Furthermore, if the approval by formal resolution by MBOCC is an issue, the central HR Department can use this data to work with MBOCC on fast-tracking the hiring approval process for MBOCC departments.

*Turnover Rates*

F3.31 The repeal of the sales tax rate by 0.5 percent effective January 1, 1998 had a widespread funding impact on the County during 1998 and 1999 (**F3.1**). Numerous layoffs occurred, especially within the Sheriff’s Office (see **Sheriff’s Office** section). In November 1999, a 0.5 percent sales tax was approved by the voters, and funding was restored, thus increasing the number of new hires and decreasing the number of layoffs during 2000 (see **Staffing** section). **Table 3-16** shows the total number of new employees to the County during 1999 and 2000.

**Table 3-16: Mahoning County New Employees Analysis 1999 - 2000**

Type of Personnel Actions	1999	2000
New Hires	219	262
Elected or Appointed Officials	8	3
Total Number of New Employees	227	265
Total Number of FT County Employees as of 12/31	1,579	1,781
% New Employees to Total FT Employees as of 12/31	14.4%	14.9%

Source: Mahoning County central HR Department

As **Table 3-16** illustrates, the number of new hires increased in 2000 by nearly 14 percent over 1999. The increase in new hires is primarily attributable to the 0.5 sales tax that was approved in November 1999 (see **F3.1**).

F3.32 **Table 3-17** shows the total number employees exiting County employment by reason during 1999 and 2000.

**Table 3-17: Mahoning County Turnover Analysis 1999 - 2000**

	1999	Average No. of Years Employed	2000	Average No. of Years Employed
<b>Lost Election or Appointment</b>	6.0	N/A	0.0	N/A
<b>Death</b>	0.0	N/A	3.0	N/A
<b>Resignation</b>	156.0	3.4	150.0	3.6
<b>Retirement</b>	44.0	15.0	46.0	18.9
<b>Termination</b>	20.0	5.2	20.0	5.6
<b>Layoff</b>	92.0	5.2	11.0	1.4
<b>Total Number of Exiting Employees</b>	<b>318.0</b>	<b>5.6</b>	<b>230.0</b>	<b>6.8</b>
<b>Total No. of FT Employees as of 12/31</b>	<b>1,579</b>	N/A	<b>1,781</b>	N/A
<b>Turnover Rate</b>	<b>20.1%</b>	N/A	<b>12.9%</b>	N/A
<b>Net gain or loss of new employees versus exiting employees</b>	<b>(88.0)</b>	N/A	<b>35.0</b>	N/A

**Source:** Mahoning County central HR Department

As indicated in **Table 3-17**, the County experienced a greater loss of employees in 1999 than in 2000. In 1999, there were 318 separations compared to 230 in 2000. There was little variation in 1999 and 2000 between the reasons for departure, with the exception of layoffs. There were 92 layoffs in 1999 compared to 11 during 2000. Of the 92 full-time employees laid-off during 1999, 70 occurred within the Sheriff's Office, approximately 76 percent of all County full-time employee layoffs in that year. A total of 101 layoffs occurred in the Sheriff's Office that year, which included 31 intermittent, or part-time, deputy officers. See the **Sheriff's Office** section for a discussion on Sheriff's Office staffing issues.

F3.33 For the analysis in **Table 3-17**, turnover was calculated by dividing the total number of full-time employees at year end by the total number of employees exiting the County during the year. Since the number of Countywide employee separations was higher in 1999, that year's turnover rate of 20.1 percent was greater than the 2000 turnover rate of 12.9 percent.

The *2000 Retention Practices Survey* released by the Society for Human Resource Management found that the average voluntary turnover rate in respondents' organizations was 17 percent. Based on this average, the County's turnover rate was higher than the market average during 1999, but much lower during 2000. The variance between the two years' turnover rates primarily reflects the sales tax cut in 1998 (**F3.1**), and its reinstatement during 1999. As a result, there were 88 percent more layoffs and 14 percent fewer new hires, during 1999 than there were in 2000, when the sales tax increase took effect.

- F3.34 County departments and agencies that receive the majority of their funding from the General Fund were impacted the greatest when the sales tax was reduced beginning January 1, 1998. The majority of departments under MBOCC rely primarily on the General Fund with the exception being the Sanitary Engineer that is funded primarily through user charges. **Table 3-18** illustrates the Sanitary Engineer Department only had a turnover rate of 4.1 percent in 1999 and 3.4 percent in 2000, which is significantly lower than the market average of 17 percent. **Table 3-18** represents a turnover analysis for County departments and agencies with staffing levels over 20 employees for 1999 and 2000.

**Table 3-18: Mahoning Co. Departmental Turnover Analysis 1999 & 2000**

Department	No. of Employees as of 12/31/99	1999 No. of Separations	1999 Turnover Rate	No. of Employees as of 12/31/00	2000 No. of Separations	2000 Turnover Rate
Commissioners - DJFS & CSEA	344	25	7.3%	360	32	8.9%
MRDD	265	11	4.2%	270	19	7.0%
Sheriff's Office	188	123	65.4%	259	39	15.1%
Engineer's Office	115	7	6.1%	115	12	10.4%
Children Services Board	105	13	12.0%	109	17	16.0%
Commissioners - Sanitary Sewer	74	3	4.1%	89	3	3.4%
Juvenile Court & Justice Center	73	34	46.6%	83	39	47.0%
Board of Health	48	10	20.8%	52	5	9.6%
Prosecutor	46	2	4.3%	51	8	15.7%
Auditor & Data Processing	34	9	26.5%	45	8	17.8%
Clerk of Courts	40	1	2.5%	43	1	2.3%
County Courts	35	1	2.9%	41	5	12.2%
Common Pleas Court	31	5	16.1%	34	4	11.8%
Commissioners - Facilities Mgmt.	11	10	90.9%	28	1	3.6%
Commissioners - 911 Operators	10	6	60.0%	21	12	57.1%
Remaining Appointing Authorities	113	27	23.9%	121	18	14.9%
Remaining MBOCC Depts.	47	24	51.1%	60	2	3.3%
<b>TOTAL</b>	<b>1,579</b>	<b>318</b>	<b>20.1%</b>	<b>1,781</b>	<b>230</b>	<b>12.9%</b>

Source: Mahoning County central HR Department from PeopleSoft System

**Table 3-18** illustrates that the majority of County departments experienced a decrease in turnover between 1999 and 2000. However, two County departments had consistently high turnover rates (over 20 percent) each year, the Juvenile Court & Justice Center (MCJC) and 911 Operations & Dispatch (911). The MCJC had a two-year average turnover rate of approximately 47 percent, and 911 had a two-year average turnover of nearly 59 percent. See the **Juvenile Court** section for a discussion regarding turnover within MCJC.

Of the 15 largest County departments and agencies surveyed for this report, 911 was the only department to state that turnover is a major issue and has had negative consequences on the department. All new hires are fully trained by the County to become 911 operators and dispatchers, which makes them marketable to other dispatch centers around the area. The 911 director stated that most separations are due to low pay, workload or the individual moving on to another position. The director stated that exit interviews are conducted and the

results are documented and tracked. Although the 911 director conducts and tracks exit interviews of the departing employees, this was not a common practice among the 14 other County departments surveyed.

- F3.35 Results from a 2000 survey by the consulting firm William F. Mercer, indicated the expense associated with turnover. In the study, 45 percent of 206 medium to large U.S. employers reported that turnover costs them more than \$10,000 for each employee they replace. The William F. Mercer survey indicated the primary cause for employee groups with the highest turnover rates was dissatisfaction regarding compensation. This cause was identified by 59 percent of respondents as the most common reason for employees leaving. The study also found that nine out of 10 employers surveyed had taken steps during 2000 to help them understand the causes of turnover. The steps include conducting exit interviews, employee surveys and employee focus groups. To help reduce turnover, about half the companies stated they have adjusted their compensation programs, while another 15 percent reported plans to do so in the next year. Other companies appear to be concentrating on preventive measures such as new hiring and screening processes.

The central HR Department does not formally conduct exit interviews for employees leaving MBOCC departments. The overall turnover decreased in 2000 when the 0.5 sales tax was reinstated, and funds allocated through the General Fund to departments was restored. Therefore, turnover has not been a priority issue for the central HR Department. Nevertheless, due to the estimated cost of replacing employees, as noted in the William F. Mercer survey, it is important for HR departments to conduct exit interviews and track reasons for departure in the event corrective measures can be taken.

- R3.14** The central HR Department should develop a standard form and procedure for conducting exit interviews for employees leaving MBOCC and other County departments. An HR technician (**R3.2**) or the personnel contact for departments should conduct exit interviews upon an employee's departure. The information from these forms should be compiled by the central HR Department by department and by reason for departure. This information should be presented to MBOCC on at least an annual basis, but preferably on a quarterly basis. The exit interview information should help MBOCC make decisions regarding staffing, compensation and benefits. The central HR Department should also encourage the benefits of conducting and tracking exit interviews to other County departments and agencies. This can be completed during Personnel Council meetings (**F3.8**) and when the central HR Department conducts its recruitment period to encourage other appointing authorities to formally file with ODAS to use the central HR Department (**R3.3**).

### *Work Hours and Leave Balances*

F3.36 The 1995 KPMG Study found that payroll processing for the County departments was cumbersome and overloaded with the creation and administration of manual reports. The study also found that several departments kept their own vacation and sick leave records since they “didn’t trust the system.” The KPMG Study recommended that the County develop online alternatives to the manual process of time keeping and tracking of leave balances.

One of the reasons departments “didn’t trust the system” was poor communication of collective bargaining settlements with the Auditor’s Office. Often changes in union contracts were not communicated to the Auditor’s Office in a timely matter, therefore creating discrepancies in leave balances for those departments. Furthermore, before 1993 it was typical for departments to keep their own financial records, including leave balances, since they were accountable for any auditing that occurred.

The County installed and began the implementation of a PeopleSoft information system in 1999. The general ledger, accounts payable, accounts receivable and purchasing modules went online in June 1999, and the payroll and HR module went online the following month. The PeopleSoft system enables the County to have uniform payroll and leave tracking on a countywide basis.

**C3.5** Mahoning County is commended for implementing the PeopleSoft automated payroll system for all County departments. Automation increases the accuracy of the time capturing process, as well as providing a method for capturing time and attendance consistent throughout the County. Furthermore, PeopleSoft documents employee work history electronically, making information more readily accessible.

F3.37 Every County department and agency has a different method for capturing hours worked by their employees. Some departments use time clocks, such as the Engineer’s Office, but the majority use paper time sheets or attendance cards. The employee, or employees (depending on the size of the department - DJFS has three payroll clerks), collect the time sheets and enter the information using their “front end” access to the PeopleSoft payroll system on the Friday at the end of a pay period (**F3.20**).

Once employees’ hours are entered into PeopleSoft by the department and it is ready for processing, the departmental payroll contact clicks that it is APPROVED. Then, payroll can be processed by the Auditor’s Office Payroll Department (Payroll). On Wednesdays after the end of a pay period (Mahoning County has 26 pay periods per year), Payroll uploads the APPROVED employees from the departments. Departments also submit their approved pre-lists to Payroll in hardcopy that are signed and dated by the department supervisor. This

serves as a backup, and also ensures accuracy from the department in case of an error. Payroll does a pre-calculation of the pre-lists to check for errors. If there are errors, Payroll checks with the department(s) where the error(s) occurred. Once the errors are resolved, Payroll runs a calculation of payroll in PeopleSoft. The run usually takes one to two hours to complete, and the calculation is known as the register. The register has all the information that was submitted by departments including payroll and personnel action requests (PARs) for that pay period.

Once the register is calculated, Payroll compares the hardcopy pre-list with the unconfirmed register to reconcile the two, and to make sure everything is signed, dated and approved by each department. Any differences between the pre-list and the register are cleared up with the departments in question. Payroll runs registers until everything is balanced. Once it is balanced, it is a “clean” register and the payroll is confirmed and the Auditor’s Office can then issue checks. Once payroll is confirmed, the leave accruals are updated. However, leave balances have not been on pay stubs since January 2001 due to variances in leave accruals between PeopleSoft and departments.

F3.38 Before PeopleSoft was implemented, a comprehensive audit of sick and vacation balances was completed countywide. However, there have been difficulties reconciling the leave balances on the old payroll system with the records kept by County departments and agencies, as a result of the conversion to PeopleSoft. Before the July 16, 1999 conversion to PeopleSoft from AS400 (the previous system), the following procedures were performed:

- The AS400 balances prepared by the Auditor’s Office were compared to each departments’ balance.
- For those departments with differences, the balances determined by the departments were recalculated on a test basis. This testing included reviewing selected time records as well as the individual departments’ policies and collective bargaining agreements.
- Differences were resolved on all departments except for the Sheriff’s Office.
- Any necessary changes to the July 16, 1999 leave accrual balances, as agreed upon by the applicable department and the Auditor’s Office, were recorded in the PeopleSoft System.

After the conversion on July 16, 1999, the leave balances on PeopleSoft differed from the leave balances that most of the departments and agencies had recorded for their employees. As a result, computer language abstracts (SQRs) of each department’s leave policies were prepared by the County’s computer consultants. The SQRs were tested for accuracy (i.e., whether the computer was calculating leave accruals in accordance with the departments’ policies and collective bargaining agreements). SQRs were then sent to the department for approval, and any changes needed were determined, implemented and tested. The approval

of the SQRs by all the departments was not completed until January 2001. At that time, the leave accrual balances in PeopleSoft were updated using the SQRs and the time records accumulated in PeopleSoft from July 16, 1999 through January 26, 2001. The resulting leave accrual balances were sent to each department for confirmation on February 9, 2001.

By March 29, 2001, the majority of the confirmations sent to the departments had been returned. The confirmations showed significant differences between departmental leave balances and PeopleSoft balances. Differences known to have been caused by program errors have been corrected by Cohen & Company and the Auditor's Office, but many of the confirmations from departments and agencies did not contain sufficient detail to resolve the remaining issues. Therefore, every department and its employees that had a discrepancy between leave hours tracked by the department and what was shown on PeopleSoft had to be audited and resolved on PeopleSoft, one at a time.

F3.39 Mahoning County departments and agencies have been working with the Auditor's Office to coordinate on determining the nature of the differences, identifying any adjustments needed to time records, and verifying that PeopleSoft is accruing time correctly. Of the 15 largest County departments and agencies surveyed for this report, seven departments were still in the process of reconciling their employees' leave balances as of May 2001. Once the reconciliation process is complete, leave accrual balances will be disclosed on employee's paychecks so that employees and supervisors can monitor the balances going forward. In the meantime, County departments and agencies continue to internally track their leave accruals and hours taken. Furthermore, departments have expressed that they need an update on how to use PeopleSoft, since the initial training was done approximately six to eight months before the PeopleSoft Payroll and HR Modules were installed in July 1999. Therefore, County departments and agencies are only using PeopleSoft to input payroll for each pay period, and are not using PeopleSoft to manage their employees (see **R3.6**).

**R3.15** Mahoning County should ensure and make it a priority that all of the County departments' leave balances are reconciled and accurate. Once the leave accrual reconciliation process is complete and County departments agree with the leave balances on PeopleSoft, the central HR Department and the Auditor's Office should concentrate on training departmental payroll contacts on using PeopleSoft to its fullest capacity. One of the two HR Technicians (**R3.2**) should coordinate the training with the Data Processing Board staff. Once leave balances are accurate and County department payroll contacts are trained to use PeopleSoft, then departments and agencies can end keeping their own leave accrual balances. This should end the duplication of effort throughout the County regarding entering and tracking vacation and sick leave balances.

### *Training and Continuing Education*

F3.40 The 1995 KPMG Study recommended that the County implement employee development programs. This included developing training strategies and offering employee assistance programs. Training and continuing education occurs throughout the county, but is not formally, actively or uniformly promoted countywide. PeopleSoft training was the last countywide training initiative during 1999 (see **F3.39**). Principal users were sent to out-of-town training and casual users, such as payroll contacts, were trained internally. Furthermore, department heads and elected officials received ethics and sexual harassment training in 1998 and cultural diversity training in 1999 that were provided by the central HR Department. However, training and continuing education are the responsibility of individual departments and agencies, and are not centrally coordinated.

Trumbull and Lorain Counties provide training and instruction to its employees, but like Mahoning, it is not done in a centralized, coordinated manner. In Lorain County, one BOCC department that formally trains their employees is 911, and the County's Risk Manager has offered training on workplace issues such as management skills and sexual harassment on a countywide basis. Trumbull County offers training programs to its employees and mandatory OSHA, CPR/First Aid, and Hazard Abatement training is done internally. Computer classes are provided by the Data Processing Board, as well as seminars on technical issues. The County Personnel Department brings in external trainers for a variety of topics such as employee abuse, sexual harassment, and classes for supervisors.

Two counties with county personnel departments according to ORC § 124.14(G), Hamilton and Franklin, have HR staff devoted strictly to the training function. Hamilton County has three HR employees responsible for training and development in management areas for County departments and agencies. Franklin County has seven employees devoted to training that include a training coordinator, a staff development coordinator, an administrative secretary and four training officers. The Franklin County Training Department develops curriculum of courses, which includes a core curriculum of required training courses for all BOCC departments including classes specific to supervisory and management staff. The Training Department updates and develops a course manual twice a year. There are training classes in the core curriculum that must be completed during probation, within the first year after probation, and each year thereafter. The four training officers on staff conduct all the core courses, and the staff development coordinator schedules external training, such as Training Opportunities for Program Staff (TOPS) for DJFS and CSEA staff and Management Advancement for the Public Service (MAPS) for all other continuing education.

Although Mahoning does not have as many County employees as Hamilton and Franklin to warrant a training department, it does not have any central HR Department staff committed to this function. Employee training is desirable for improving both career development and

productivity. Through training opportunities, employees can develop and maintain skills that are required for employment in a continually changing workplace.

**R3.16** One of the HR technicians (**R3.2**) should be responsible for assessing training needs throughout the County, and coordinate instruction. The HR technician should work with the Data Processing Board to provide PeopleSoft instruction to departments throughout the County (see **R3.6**). The HR technician should also survey the training contacts in county departments to assess existing training that is occurring countywide in those departments, and develop a course manual to coordinate and encourage training for all interested departments. By providing training, the County can identify the needs of its employees and support the skill development of staff, thus contributing to employee morale and to services the County provides.

## B. Benefits Administration

F3.41 **Table 3-19** shows the unions for each department and the amount of the employee’s Public Employees Retirement System (PERS) contribution that the County pays. Only the departments that have union agreements are included in this table. The table represents information as of December 2000.

**Table 3-19: County Paid Employee PERS Contribution by Department**

Department	Union Affiliation	Employee PERS Contribution Paid by County
Auditor’s Office	AFSCME #2001	8.5%
Child Support Enforcement Agency	Teamster Local #377	8.5%
	AFSCME Local #3577	8.5%
Children’s Services	Communications Workers of America	8.5%
Clerk of Courts	AFSCME #3956	8.5%
Commissioners - 911	Fraternal Order of Police (FOP)	0% <sup>2</sup>
Commissioners - Building Inspection, Solid Waste Management, Property Management, Microfilm, Purchasing.	Communications Workers of America	8.5%
County Engineers	Teamster #377	8.0% <sup>1</sup>
Commissioners - Facilities	AFSCME #1156	8.5%
Board of Health	Ohio Council 8, AFSCME, AFL-CIO, Local 3759 and administrative employees	8.5%
Job and Family Services	AFSCME Local 2001	8.5%
Mental Retardation and Developmental Disabilities	AFSCME - 100%,	8.5%
	Education Association of Dev. Disabilities (OEA)	0% <sup>2</sup>
Sanitary Engineers	Mahoning County Sanitary Engineer Employees Union	8.5%
Sheriff’s Office	FOP	0% <sup>3</sup>
Treasurer	Teamsters Local # 377	8.5%

Source: Mahoning County employee interviews and union contracts

<sup>1</sup> Effective January 1, 2001, the County pays 8.5%

<sup>2</sup> The County does not pay any portion of the OEA or FOP bargaining unit employees’ PERS contribution.

<sup>3</sup> The Sheriff Office employees wanted higher wages in lieu of the PERS benefit.

The Teamster Local #377 has union agreements representing employees in the Child Support Enforcement Agency (CSEA), County Engineers and Treasurer's office. While the County pays the entire portion of the employees 8.5 percent contribution for CSEA and Treasurer employees, the County pays eight percent for the County Engineers. However, as of January 1, 2001, the County began paying the full 8.5 percent employee contribution. FOP bargaining unit represents the 911 operators and the Sheriff's Office. Per Sheriff's office employees, the department requested higher wages in lieu of the PERS benefit. See the **Compensation and Salary Analysis** section for salary and compensation package comparisons.

F3.42 **Table 3-20** shows the number of hours that each department considers full-time to receive healthcare benefits.

**Table 3-20: Full-time Hours for Benefits by Department**

Department	Full-time Hours	Number of Employees Working :			
		30-32 hours	33-35 hours	36-37 ½ hours	38-40 hours
Board of Elections	30	0	0	0	12
Clerk of Courts	30	0	0	0	71
Common Pleas	30	1	0	0	<b>29</b>
Coroner	30	0	0	0	7
Domestic Relations	30	0	0	0	<b>13</b>
Prosecutor's Office	30	1	0	0	<b>52</b>
MRDD	35	0	188	0	23
Board of Health	37.5	0	0	38	14
Mental Health	32	0	7	0	0
Veteran's Services Board	30	0	0	9	0
Auditor's Office	30	0	0	0	34
Sheriff's Office	30	0	0	0	245
Alcohol Drug and Addictions Services	30	0	7	0	0
Treasurer	30	0	0	0	15
Recorder	30	1	0	0	11
Detention Center	30	2	0	0	<b>42</b>
Juvenile Court	30	7	0	0	<b>37</b>
Office of Budget and Management	30	0	0	0	8
Sanitary Engineering	30	0	0	0	88
County Engineering	30	0	0	0	114
Facilities	30	0	0	0	27
Disaster Services	30	0	0	0	3
Emergency 911	<b>30</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>19</b>
Dog Warden	30	0	0	0	8
Children's Services Board	32	0	0	0	108
Lead Program	30	0	0	0	7
Data Processing	30	0	0	0	10
Child Support Enforcement Agency	30	0	0	0	148
Job and Family Services	30	0	0	0	281
<b>Total</b>		<b>12</b>	<b>202</b>	<b>47</b>	<b>1426</b>

Source: Mahoning County Department/Agency Personnel

The County Central Human Resource manual indicates that employees must work a minimum of 30 hours to receive healthcare benefits. Individuals who work less than 30 hours per week do not receive healthcare benefits. Four of the 25 departments presented in **Table 3-20** have policies higher than the central human resource policy. The majority (84.5 percent) of the County's full time employees work 38 to 40 hours per week. However, 202 (12.0 percent) County employees work 33 to 35 hours.

**C3.6** Establishing a minimum number of hours employees are required to work prior to receiving any County paid healthcare benefits helps the County to minimize its exposure to rising healthcare costs. Consequently, the County is able to save costs associated with providing healthcare benefits and have additional funds available for other important operations..

**R3.17** Mahoning County should adopt a standard policy across the County, such as 30, 35 or 40 hours, as the minimum number of hours employees are required to work per week to receive healthcare benefits. The County Commissioners should encourage the participation of the local boards and agencies in this policy. The work hours for all full time budgeted positions in each department, agency and board within the County are currently at or above the current established minimum within each area. Additionally, all part time positions are below 30 hours. Therefore, adopting 30 hours as the minimum across the County will not result in a financial impact to the County. However, the County would further minimize the potential of incurring increased healthcare benefits costs by increasing the minimum hours employees are required to work per week to receive healthcare benefits, considering the potential for some departments to begin using part time employees to work more than 30 hours per week.

F3.43 The County Commissioners approved a six dollar per month maximum employee healthcare contribution beginning in the year 2000. However, this contribution must be negotiated into the contracts prior to implementation. The amount that each employee will contribute is 10 percent of the increase in healthcare costs not to exceed six dollars. For example, if the healthcare premium increases by \$50 per month, the employee will contribute five dollars per month. If the premium increases by seventy five dollars per month, the employee will contribute six dollars per month. **Table 3-21** shows the union contracts in which the six dollars per month employee healthcare contribution has been included.

**Table 3-21: Healthcare Contributions Included in Bargaining Agreements**

Department	Bargaining Unit	Contract Dates	Department	Bargaining Unit	Contract Dates
County Auditor	AFSCME	3/12/00- 3/9/03	Child Support Enforcement Agency	AFSCME #3577	7/1/00-6/30/03
Sheriff's Office	FOP	1/1/2000-12/31/02	Clerk of Courts	AFSCME	1/1/00-12/31/02
Sanitary Engineers	Mahoning County Sanitary Engineer Employee Union	4/1/98-3/31/00 <sup>1</sup>	Treasurer	Teamster #377	1/1/01-12/3/01
Commissioners	CWA	1/1/99-12/31/01	Job and Family Services	AFSCME 2001	9/1/00-12/31/03

Source: Bargaining Unit Agreements

<sup>1</sup> Co-pay will begin the third year of the contract as long as the healthcare cost increases at least 3%.

Although employee healthcare contributions were approved by the commissioners and negotiated into certain contracts, the employee healthcare contributions for the departments represented in **Table 3-21** are not being deducted from employee paychecks. According to the Human Resource Director and County Administrator, the County has not deducted the contribution because of the problems the County is currently experiencing with the PeopleSoft Payroll system. In 1999, Mahoning County converted to the PeopleSoft system and in doing so, the leave/vacation balance accruals were converted inaccurately. (See the **Personnel** section for more information on leave balance accruals.) The County Commissioners plan to implement the employee healthcare contribution during FY 2002.

**R3.18** Mahoning County should begin deducting the six dollar healthcare contribution as negotiated in each of the contracts in **Table 3-21**. The employee contribution will help to reduce the effect of the rising healthcare costs. Additionally, the County should include the employee healthcare contribution as a point of negotiation as the remaining union contracts expire. See **F3.44** and **F3.46** for more information on employee healthcare contributions.

*Financial Implication:* Based upon the FY 2000 healthcare plan enrollment (see **Table 3-22**), implementing the six dollar healthcare contribution would save the County approximately \$103,800 annually (see **Table 3-23**).

F3.44 The County provides hospitalization benefits for all full-time County employees. The County Engineer's employees are provided vision benefits through the Teamster's care plan. The County contracts with Medical Mutual of Ohio for its hospitalization benefits for all County employees except for those employees of the Board of Mental Retardation and Developmental Disabilities and the Mental Health Board (see **F3.51** for information on additional healthcare plans). **Table 3-22** provides selected health care information for the

County and the peers. The current medical plan contract is effective March 2000 through February 2002. The current rates reflect a 50 percent increase over the prior contract premium rates due to increased utilization and increased cost of prescription drugs. The Point of Service (POS) functions similarly to a health maintenance organization (HMO) in that the members select a primary care physician.

**Table 3-22: Hospitalization**

County	Provider(s)	Monthly Premium For Single Plan	Full-Time Emp. Share	Monthly Premium for Family	Full-Time Emp Share	Pres. Plan Included	FY 2000 Avg. Enrollment per plan	Self-Insured
Mahoning	Medical Mutual Plus - PPO <sup>1</sup>	\$218.16	\$0.00	\$572.35	\$0.00	yes	256/520	no
	Medical Mutual Select - POS <sup>1</sup>	\$223.55	\$0.00	\$586.63	\$0.00	yes	161/392	no
	Medical Mutual Plus - PPO <sup>2</sup>	\$216.51	\$0.00	\$568.01	\$0.00	yes	17/62	no
	Medical Mutual Select- POS <sup>2</sup>	\$221.90	\$0.00	\$582.29	\$0.00	yes	5/29	no
Lorain	Medical Mutual - POS <sup>3</sup>	\$225.00	\$0.00	\$497.00	\$16.62	yes	625/1100	yes
Stark	Medical Mutual - Traditional <sup>4</sup>	\$190.00	\$0.00	\$480.00	\$0.00	yes	155/366	yes
	Aultcare - PPO <sup>5</sup>	\$190.00	\$0.00	\$480.00	\$0.00	yes	168/468	no
Trumbull	Medical Mutual - Traditional <sup>5</sup>	\$255.61	\$0.00	\$614.63	\$0.00	yes	201/472	yes
	Aetna - HMO <sup>4</sup>	\$173.03	\$0.00	\$475.82	\$0.00	yes	82/224	no
State Employee Relations Board (SERB) Averages	Average monthly cost of healthcare benefits	\$262.25	\$23.41	\$632.24	\$66.68	N/A	N/A	N/A
Warren/Youngstown <sup>6</sup>	Average monthly cost of healthcare benefits	\$308.94	\$9.97	\$695.35	\$22.21	N/A	N/A	N/A
Cleveland <sup>7</sup>	Average monthly cost of healthcare benefits	\$248.86	\$18.03	\$641.25	\$48.33	N/A	N/A	N/A
Akron/Canton <sup>8</sup>	Average monthly cost of healthcare benefits	\$258.22	\$23.01	\$623.42	\$52.78	N/A	N/A	N/A

Source: Schedule of Benefits

<sup>1</sup> Includes vision and prescription.

<sup>2</sup> Mahoning County Engineers Department has a vision plan through the union so the health care premium for those employees affiliated with the union is slightly lower than all other employees.

<sup>3</sup> Includes prescription, dental and vision. Lorain County also has a medical only option at a monthly cost of \$185 single and \$425 family with no employee contribution. Average enrollment is 0 and 20, respectively, and is not included in the table.

<sup>4</sup> Includes prescription plan, but no dental and vision

<sup>5</sup> Includes prescription plan, dental and vision.

<sup>6</sup> Includes Mahoning, Trumbull, Columbiana and Jefferson counties.

<sup>7</sup> Includes Lorain, Ashtabula, Cuyahoga, Erie, Geauga, Huron, and Lake counties.

<sup>8</sup> Includes Stark, Ashland, Carroll, Coshocton, Harrison, Holmes, Medina, Portage, Summit, Tuscarawas, and Wayne counties.

Mahoning County healthcare premiums for the POS plan appear to be comparable to Lorain’s POS plan. However, in addition to vision and prescription, Lorain’s plan also includes dental. Mahoning County currently offers dental coverage to a limited number of employees. The County pays an average of \$17.50 per month for dental coverage for approximately 222 employees in the County Engineer department, Department of Human Services and Child Support Enforcement Agency. After adjusting the County’s POS

premiums to include dental coverage, Mahoning's premium costs are \$16 more for single and \$107 more for family coverage than Lorain County. The premium of the PPO plan at Mahoning County is approximately \$28 per month more for single and \$92 more for family coverage than the PPO plan offered by Stark County. Stark's plan includes prescription, dental and vision and Mahoning County's plan includes prescription and vision. Adjusting for the dental coverage based upon Mahoning County's average dental premium increases the difference to \$46 and \$110 for single and family coverage, respectively, as compared to Stark County. This difference could be a factor of the level of benefits offered by each plan. See **Table 3-24** for the key medical benefits offered by each plan and **F3.48** for a summary of some of the differences in the key benefits.

Trumbull County's traditional plan is approximately \$40 higher than Mahoning County's medical plans for single and family coverage. However, Trumbull County's HMO plan is about \$50 per month lower for single and \$110 lower for family coverage than Mahoning County's plans. Trumbull's traditional plan includes prescription, dental and vision and Trumbull's HMO only includes prescription. According to SERB, vision average costs are approximately \$8 for single and \$16 for family coverage. Adjusting Trumbull and Mahoning Counties' plans to include prescription, dental and vision, results in the traditional plan premiums being \$10 to \$25 higher than Mahoning and the Trumbull County HMO being approximately \$40 lower for single and \$90 lower for family coverage than Mahoning County's plan. With the exception of Trumbull County's traditional plan, Mahoning County healthcare plan premiums appear to be higher than the plans offered by the peer counties.

While the County appears to be in line with the state averages, SERB reported that counties with populations of 150,000 or more reported average medical premiums of \$171.93 and \$467.73 for single and family coverage, respectively. Employee contributions averaged \$3.92 and \$14.72 for single and family coverage, respectively. See **F3.45** for additional SERB data.

**F3.45** A report on the *Cost of Health Insurance in Ohio's Public Sector* was completed by the State Employee Relations Board (SERB). Based on the 2000 study, approximately 65 percent of the responding employers required their employees to pay a portion of the cost of a family plan. Fifty-one percent required their employees to share the cost for the single plan. The average monthly contribution is \$23.41 for single and \$66.68 for family. These rates amount to 10.8 percent of the cost of a single plan and 12.1 percent of the monthly family premium. Other findings from the study include the following.

- 1) Estimated cost of medical and other health care benefits will average \$6,352 per covered employee.
- 2) Monthly medical insurance premiums currently average \$215.60 for single coverage and \$549.41 for a family plan.

- 3) The average total monthly cost of employee health care benefits stands at \$262.25 and \$632.24 for single and family coverage, respectively.
- 4) Ninety-one percent of public employers offer some level of dental coverage, 56 percent provide some level of vision coverage, and 94 percent offer life insurance.
- 5) Dental plans cost an average of \$29.99 a month for single and \$53.52 for family coverage. The cost of vision insurance averages \$8.41 for single and \$16.08 for family coverage.
- 6) The average monthly cost for life insurance is \$0.215 per thousand dollars of coverage per employee, per month, with a mean benefit of \$30,016.
- 7) In 2000, medical premiums rose an average of 10.7 percent for both single and family coverage over 1999 levels, representing the first double-digit increase in health insurance rates since 1992.

F3.46 As indicated in **F3.43**, Mahoning County plans on implementing a \$6.00 employee healthcare contribution in FY 2001. According to SERB (see **F3.45**), the average employee premium contributions are 10.8 percent and 12.1 percent for single and family coverage statewide, respectively. **Table 3-23** illustrates potential savings that would result from various levels of employee contributions.

**Table 3-23: Annual Savings Resulting From Various Levels of Employee Contributions for Medical Insurance**

Hospitalization/Medical Benefits	Annual Savings Calculated at	
	\$6.00	10% of Premium
Plus PPO Plan	\$55,872	\$424,165
Plus PPO Plan - Engineers	\$5,688	\$46,677
Select POS Plan	\$39,816	\$319,141
Select POS Plan - Engineers	\$2,448	\$21,595
<b>Total Savings</b>	<b>\$103,824</b>	<b>\$811,578</b>

Source: AOS

According to **Table 3-23**, Mahoning County has the potential to save \$811,578 by implementing a 10 percent employee contribution. In contrast, the six dollar employee healthcare contribution that the County plans to implement would reduce the County’s healthcare costs by \$103,824 annually. Furthermore, a six dollar employee healthcare contribution represents less than three percent of the single coverage premium and approximately one percent of the family coverage premium.

**R3.19** As the County looks for additional dollars to fund financial obligations and expand services, it should consider increasing the employee healthcare contributions. Based upon SERB data and conversations with Medical Mutual and private sector employers, a standard level of employee contributions is approximately 10 percent. However, this recommendation should be considered in conjunction with the **compensation analysis** conducted in this performance audit to identify the impact it would have on County departments' overall compensation packages in comparison to peers.

In addition, the County should consider pursuing other available options to address rising healthcare costs. Other options could include reducing prescription costs and implementing or increasing the amount of the employee co-pays. During the course of the performance audit, the County has indicated that it is pursuing these other options.

*Financial Implication:* As presented in **Table 3-23**, a 10 percent employee healthcare contribution would save the County approximately a total of \$811,600 annually in health care costs. However, as indicated in **R3.18**, the County could save \$103,800 annually by negotiating a \$6.00 employee healthcare contribution in all of its collective bargaining agreements. Therefore, by implementing a 10 percent employee healthcare contribution, the County could save about \$707,800 in additional healthcare costs annually.

F3.47 Certain benefits affect the overall cost of medical plans. **Table 3-24** compares certain features which should be considered when evaluating costs in conjunction with choosing a medical plan.

**Table 3-24: Key Medical Plan Benefits**

	<b>Mahoning</b> Medical Mutual Plus (PPO) <sup>1</sup> Medical Mutual Select (POS)	<b>Lorain</b> Medical Mutual Supermed Classic	<b>Stark</b> Medical Mutual (Traditional) Aultcare (PPO)	<b>Trumbull</b> Medical Mutual (Traditional) Aetna US Healthcare (HMO)
<b>Office Visits</b>	100%  100%	80%	deductible and 10% copay  100%	80/20  100%
<b>Prescription Plan Included?</b>	Yes Yes	Yes	Yes Yes	Yes Yes
<b>Employee Annual Deductible</b>	\$200 single/\$400 family  \$0	\$100 single/ \$200 family	\$75 single/ \$225 family  In-network \$100 single/ \$200 family Out of Network \$100 single/ \$200 family	\$200 single/\$400 family  In network - \$0
<b>Employee Out of Pocket Maximum</b>	\$1,000 single/\$2,000 family  Authorized - \$0 Self-referred/Non-network - \$1,500 single/\$3,000 family	Network \$500 single/ \$1,000 family Non-Network \$2,500 single/ \$5,000 family	\$0  In-network \$600 single/ \$1,200 family Out-of-Network \$1,100 single/ \$2,200 family	\$400 single/ \$800 family  In network -\$0
<b>Need to Choose Primary Physician</b>	No Yes	No	No No	No Yes
<b>Maternity</b>	100%  100%	Network - 80% Non-network - 64%	100%  In-Network 80% Out-of-Network 60% hospital/ 80% Physician	80/20  100%
<b>Well Child Care</b>	100%  Authorized - 100%, Self referred - \$0	0-8 80%, \$500/yr max	Age 0-1 90%, \$500/yr max  Age 0-9 100% \$500/yr max	Age 0-1 80/20 \$500 max Age 1-9 \$150 max/yr  100%
<b>Inpatient Hospital Care</b>	100% - max. 365 days  Authorized - 100% Self-referred/Non-network - 80%	Network 80% Non-Network 64%	120 visits 100%  In-Network 80% Out-of-Network 60%	80/20 max 365 days  100%
<b>Outpatient Care</b>	100%  100%	Urgent Care 80% Emergency Room - \$25 co-pay	Varies based upon services  In-Network \$500 at 100%., balance at 80%  Out-of-Network \$500 at 100%, balance at 60%	80/20  100% outpatient testing Medical Emergency \$35 co-pay Non -Emergency no coverage

Source: Schedule of Benefits

<sup>1</sup> Data presented for Super Med Plus is if service is provided by a PPO network provider. Services obtained from non-network providers require a 20% co-payment.

The Medical Mutual Plus plan offered by Mahoning County and the Aultcare plan offered by Stark County are both preferred provider organization (PPO) plans. As presented in **Table 3-22**, Mahoning County pays approximately \$27.00 and \$90.00 per month more in premiums than Stark County for single and family coverage, respectively. Mahoning County’s plan has a slightly higher employee annual deductible and employee out of pocket maximum. However, the County’s maternity, inpatient hospital and outpatient care benefits

appear to be slightly better than those provided by Stark County’s Aultcare plan. Mahoning County’s select plan and Lorain County’s plan are both point of sale (POS) plans. The premiums paid by each County for single coverage are comparable. However, Mahoning County pays approximately \$89.00 more for family coverage. Mahoning County’s plan pays a higher benefit and has lower deductibles than Lorain’s plan for most of the benefits presented in **Table 3-24**.

F3.48 **Table 3-25** illustrates the total costs of all insurance benefits for 2000.

**Table 3-25: Total Cost of All Insurance for 2000**

County	Health Care Costs	Dental Costs	Prescription Costs	Life Insurance Costs	Vision Costs	Total Health Benefits Costs	Annual Cost per Employee <sup>5</sup>
Mahoning	\$8,115,776	\$51,073 <sup>1</sup>	<sup>2</sup>	\$32,276	<sup>2</sup>	\$8,199,125	\$5,858
Lorain	\$8,126,527	<sup>2</sup>	<sup>2</sup>	\$203,175	<sup>2</sup>	\$8,329,702	\$4,657
Stark	\$5,239,680	<sup>2</sup>	<sup>2</sup>	<sup>4</sup>	<sup>2</sup>	\$5,239,680	\$4,298
Trumbull	\$4,676,793 <sup>3</sup>	\$245,646	\$521,433 <sup>3</sup>	\$84,373	\$33,792	\$5,562,037	\$6,308
Peer Average	\$6,014,333	N/A	N/A	\$143,774	N/A	\$6,377,140	\$5,088

Source: The County and the peers

Note: These costs are estimated based upon information provided by the counties. Information was not provided by Stark County necessary to estimate costs.

<sup>1</sup> Per union contracts, Mahoning County pays dental insurance for employees in the County Engineers Office and Department of Human Services.

<sup>2</sup> These costs are included in the total healthcare costs.

<sup>3</sup> The prescription costs for the Aetna HMO plan could not be broken out and are included in the healthcare costs.

<sup>4</sup> Stark county does not pay for life insurance.

<sup>5</sup> Does not include life insurance

Mahoning County’s total health benefits costs are approximately \$1.8 million (28.8 percent) higher than the peer average. The County’s annual cost per employee (\$5,858) is approximately 15.1 percent higher than the peer average (\$5,088). Lorain’s low cost per employee may be attributed to the differences in the key benefits offered by Mahoning County and Lorain County (see **Table 3-24**). Lorain County pays 80 percent for office visits, maternity, well child care, inpatient hospital and outpatient care, and 64 percent for non-network provided maternity and inpatient care. In comparison, Mahoning County pays 100 percent for all of these benefits with reduced non-network coverage for inpatient care only. Stark County’s cost per employee are also significantly lower than Mahoning County’s cost per employee. These lower costs can primarily be attributed to the costs of the PPO plan. Stark’s PPO plan is approximately \$46 per month more for single and \$110 more for family coverage than a comparable plan at Mahoning County’s. The differences in the monthly premiums can be attributed to the differences in the key benefits. Stark County pays 80 percent for maternity, inpatient hospital care and outpatient care received from in-network

providers and only 60 percent for out-of-network providers. In comparison, Mahoning County pays 100 percent for these services.

Mahoning County's life insurance costs are approximately \$111,000 (77.6 percent) lower than the peer average. This is primarily attributed to the County's low cost per \$1,000 of coverage and the lower levels of coverage offered by the County. Mahoning County's cost per \$1,000 of life insurance coverage is \$0.16 compared to \$0.175 and \$0.23 per \$1,000 at Lorain and Trumbull counties, respectively. Mahoning County provides approximately 94 percent of their employees with \$10,000 of life insurance coverage. Trumbull County provides \$25,000 of coverage for approximately 52.7 percent of the employees and \$35,000 for the remaining employees. Lorain provides \$50,000 of coverage for 1,935 employees.

**R3.20** Mahoning County should assess the level of benefits that it desires to provide in relation to the cost it wants to pay. In doing so, they should consider the fact that its healthcare premiums have increased by 50 percent and according to SERB, the average increase in medical premiums during 2000 was 10.7 percent. The County should assess its PPO in comparison to Stark County's which has lower premiums and insurance costs of \$1,400 less annually per employee. If the County determines that it wants to lower costs and provide the same benefits then it should consider the following:

- Increasing employee contributions (see **F3.46**); or
- Bidding out healthcare yearly.

If the County wants to lower costs but not increase employee contributions, then it should consider the following:

- Changing different variables within the benefits offered to align with Stark County;  
or
- Changing insurance providers.

In addition to these alternatives, the County should also consider the option of self insurance to reduce healthcare costs.

*Financial Implication:* Implementing a new PPO plan with premiums comparable to Stark County's PPO plan could save the County approximately \$733,700 in annual healthcare premiums; \$91,916 for single coverage and \$641,743 for family coverage.

F3.49 The County provides a hospitalization benefits waiver of \$100 per month to employees who choose not to accept (opt out) the healthcare benefits. The incentive results in employees receiving \$1,200 annually for selecting benefits through another provider. In the year 2000, approximately 110 employees chose to opt out of the healthcare plan at a cost to the County

of approximately \$132,000. However, the County was able to save up to \$774,000 in healthcare premium costs. Stark and Lorain counties do not offer an opt out benefit. Trumbull County pays an opt out benefit of \$50 for the single plan and \$100 for the family plan. Additionally, First Energy, a private sector employer offers an opt out benefit of \$30 for single, \$50 for employee plus 1 and \$100 for family.

**C3.7** By implementing an opt out incentive, the County was able to save approximately \$154,000 (single coverage) to \$642,000 (family coverage) in healthcare premium costs for 2000 depending on the type of coverage these employees would have selected.

**R3.21** For additional savings in healthcare costs, Mahoning County should consider adding an employee plus one level of coverage. To consider this option, the County should assess the healthcare enrollment to determine how many family plan enrollments comprise the enrollee plus one other family member. This option could potentially save the County additional money because the employee plus one coverage would be less expensive than the family coverage premium.

### *Cafeteria 125 plan*

F3.50 The cafeteria 125 plan is a program where the employer designates a certain monthly allotment to each employee to use toward the cost of all healthcare benefits. With this allotment, the employee may purchase a medical plan, dental plan, vision plan and any other benefits the employer chooses to offer in the program. Each one of the benefits have an associated monthly premium. If the sum of all the premiums of each of the plans selected by the employee is more than the allotment, then the employee pays the difference. If the sum is lower than the allotment, then the difference between the allotment and the cost becomes a savings to the employer. However, depending on how the employer chooses to structure the program, the employee may also have alternative uses for the difference such as depositing funds into a dependent care or flexible spending account. In this program, an employer typically offers two to three different hospitalization, dental, and vision options.

The cafeteria plan employee allotment can be determined by an employer in various ways. The employer may select one of the plans, typically the plan with the lowest cost, as their company plan and offer an allotment equal to the premium of that plan. If the employee elects the company plan, then there would be no employee contribution. However, if the employee selected any other coverage, then the employee would pay the difference in the premiums. Another way of determining the allotment is to base it on the employees' salary and tenure where each employee would have a different allotment. A third way of determining an allotment is to select a percentage of the cost of one of the plans as the allotment.

F3.51 **Table 3-26** shows the allotment that Mahoning County should select that would result in a breakeven point for the County based upon current premiums and current enrollment. This breakeven calculation assumes that if the allotment is not used for healthcare, the employee has the option of selecting alternative uses.

**Table 3-26: Cafeteria Plan Breakeven Allotments**

	Total Healthcare & Dental Costs	Single Plan Costs	Family Plan Costs
<b>Yearly Total</b>	\$8,166,849	\$1,198,871	\$6,967,978
<b>Yearly Per Employee</b>	\$5,858	\$2,731	\$6,947
<b>Monthly Per Employee Average</b>	\$488	\$228	\$579

Source: Mahoning County

Note: Per union contracts, Mahoning County pays dental insurance for employees in the County Engineers Office and Department of Human Services.

According to **Table 3-26**, if the County chooses to select one allotment for employees selecting single and family coverage, an allotment of \$488 would result in the County’s total healthcare costs remaining at \$8,166,849. However, if the County chooses to provide an allotment that is based upon whether the employee selects single or family coverage, an allotment of \$228 for single and \$579 for family coverage would result in the County’s costs remaining constant. Benefits of a cafeteria plan include the following:

- Employees are able to choose the benefit programs they would like to participate in. Therefore, employees are able to tailor benefit packages to meet their own specific needs.
- A cafeteria plan offers income and payroll tax savings to employers and employees. Employees are able to pay for some benefits with pretax dollars, which are not subject to Federal income withholding or social security (FICA). As a result, employees have more spendable income available with a cafeteria plan. In addition, employers do not pay FICA or Federal unemployment tax (FUTA) on employee pretax contributions to a cafeteria plan.
- A cafeteria plan would help offset rising healthcare costs because the allotments would not increase at the same rate as healthcare costs.
- A cafeteria plan may be more equitable if the County provides the same allotment to every employee.

Disadvantages to the cafeteria plan include the following:

- Strict government guidelines about a cafeteria plan including tax nondiscrimination rules and the Employee Retirement Income Security Act (ERISA) reporting and disclosure requirements, must be fully understood and comprehended by employers

- and employees, which could increase the cost of administering a cafeteria plan.
- Potential adverse selection could occur, which is the selection of a specific benefit by those employees who are most likely to use it extensively while those employees who are not likely to use it do not choose the benefit. For example, when a group of employees who have costly medical needs all select the same medical plan, claims under the plan will increase. With higher claims to pay, the cost of the insurance also will increase, which could cause healthy employees to choose not to participate in this benefit. Consequently, the price of the insurance may increase causing the employer to discontinue offering the plan.
- Agreement from the bargaining units may be difficult to achieve.
- The structure of the cafeteria plan options must be thoroughly assessed to ensure each plan is equally attractive.

**R3.22** If the County decides to consider offering a cafeteria plan, a thorough analysis should be performed by a benefits consultant. The analysis should provide the County with all of the information necessary to determine the best structure for the County and its employees. Additionally, a benefits consultant could fully assess and analyze all of the advantages and disadvantages of the cafeteria plan as they relate specifically to the County's situation.

### *Other Medical Plans*

F3.52 The Boards of Mental Health, and Mental Retardation and Developmental Disabilities (MRDD) are not part of the county medical plan. According to Mahoning County personnel, due to the nature of the work, MRDD has a high claims experience rating that caused the county medical premiums to increase. Consequently, MRDD could obtain better rates by obtaining health insurance on its own. MRDD currently has a contract with United Healthcare for hospitalization and is part of a consortium of other county MRDD agencies for dental and vision. Additionally, Mental Health could obtain better benefits at a better cost by joining a consortium. **Table 3-27** summarizes MRDD and Mental Health hospitalization plans.

**Table 3-27: County Medical, MRDD and Mental Health Hospitalization**

Plan	Provider(s)	Monthly Premium For Single Plan	Full-Time Emp. Share	Monthly Premium for Family	Full-Time Emp Share	Pres. Plan Included	FY 2000 Avg. Enrollment per plan	Self-Insured
MRDD	United Healthcare - HMO <sup>1</sup>	\$227.48	\$0.00	\$596.00	\$0.00	no	79/179	no
Mental Health	Mental Health Board Consortium <sup>2</sup>	\$212.18	\$0.00	\$563.13	\$0.00	No	1/5	yes
Mahoning County Medical	Medical Mutual Plus - PPO <sup>3</sup>	\$218.16	\$0.00	\$572.35	\$0.00	yes	256/520	no
	Medical Mutual Select - POS <sup>3</sup>	\$223.55	\$0.00	\$586.63	\$0.00	yes	161/392	no
	Medical Mutual Plus - PPO <sup>4</sup>	\$216.51	\$0.00	\$568.01	\$0.00	yes	17/62	no
	Medical Mutual Select- POS <sup>4</sup>	\$221.90	\$0.00	\$582.29	\$0.00	yes	5/29	no

Source: MRDD and Mental Health Board

<sup>1</sup> This premium plan does not include dental, vision and prescription. ASCME members receive dental, vision, and prescription benefits through the union. All other employees may select dental and vision benefits through CoreSource at a cost of \$24.00 and \$3.24 per month for single coverage, respectively, and \$67.94 and \$8.07 per month for family coverage, respectively.

<sup>2</sup> Does not include dental and prescription.

<sup>3</sup> Includes vision and prescription.

<sup>4</sup> Includes prescription only

<sup>5</sup> The transportation employees that work 5 hours per day may elect hospitalization benefits with a 25 percent employee contribution.

The Mental Health healthcare premiums are less than the County Medical plan while the MRDD plan premiums appear to be slightly higher than the County’s plan. The difference in cost could be a factor of the employee deductible and out of pocket limits. See **Table 3-28** for the key benefits offered by each plan. The Mental Health plan may also be lower due to the fact that it is a self insured plan.

F3.53 **Table 3-28** compares certain features of the Mental Health and MRDD medical plans to the county medical plan.

**Table 3-28: Mental Health and MRDD Key Medical Benefits**

	<u>Mahoning County Medical</u> Medical Mutual Plus (PPO) <sup>1</sup> Medical Mutual Select (POS)	<u>Mahoning MRDD</u> Unikt HealthCare HMO Plus	<u>Mahoning Mental Health</u> MC Mental Health Board Consortium
<b>Office Visits</b>	100% 100%	\$10 co-payment out of network deductible and 20% co-payment	80%
<b>Prescription Plan Included?</b>	Yes Yes	Yes	Yes
<b>Employee Annual Deductible</b>	\$200 single/\$400 family \$0	\$0 Out of Network \$100 single/\$200 family	\$100 single/\$300 family
<b>Employee Out of Pocket Maximum</b>	\$1,000 single/\$2,000 family Authorized - \$0 Self-referred/Non-network - \$1,500 single/\$3,000 family	\$500 single /\$1,000 family out of network \$1,000 single/ \$2,000 family	\$1,500
<b>Need to Choose Primary Physician</b>	No Yes	Yes	No
<b>Maternity</b>	100% 100%	100% out of network 80% after deductible	100% (reasonable and customary)
<b>Well Child Care</b>	100% Authorized - 100%, Self referred - \$0	\$10 co-payment out of network 80% after deductible (\$500 annual max to age 1) (\$150 annual max to age 9)	80%
<b>Inpatient Hospital Care</b>	100% - max. 365 days Authorized - 100% Self-referred/Non-network - 80%	100% Out of network 80% after deductible	100%
<b>Outpatient Care</b>	100% 100%	100% Out of network 80% after deductible	100%

Source: Mahoning County

In general, the type and level of benefits offered appear to be comparable. There are some features, such as inpatient care, outpatient care and employee deductible where one plan offers a reduced benefit for out of network but another plan does not. When comparing cost and benefits from one plan to the next, it appears that the cost of a higher benefit in one area of a particular plan may be offset by the cost of a lower benefit in another area. For example, the employee annual deductible for the MRDD plan is lower (higher benefit) than that of the Mahoning County plan and Mental Health plan. The MRDD plan requires a co-payment for well child care and for office visits but the County medical plan pays 100 percent of these benefits.

F3.54 The Mental Health Boards of the peer counties are all part of the county medical plans. However, each peer county’s MRDD Board has medical plans through a consortium. **Table 3-29** shows the cost of Mahoning County’s MRDD medical plan in comparison to the peers.

**Table 3-29: MRDD Hospitalization Plans**

County	Provider(s)	Monthly Premium For Single Plan	Full-Time Emp. Share	Monthly Premium for Family	Full-Time Emp Share	Pres. Plan Included	FY 2000 Avg. Enrollment per plan	Self-Insured
<b>Mahoning</b>	United Healthcare - HMO	\$227.48	\$0.00	\$596.00	\$0.00	no	79/179	no
<b>Lorain</b>	Supermed Classic - PPO Supermed Select - POS	\$271.40 \$246.79	\$27.14 \$12.34	\$708.66 \$643.48	\$70.87 \$32.17	Yes Yes	27/52 84/190	no
<b>Stark</b>	Medical Mutual Traditional Aultcare - PPO Supermed Plus - PPO	\$207.28 \$207.28 \$207.28	\$0.00 \$0.00 \$0.00	\$503.54 \$503.54 \$503.54	\$0.00 \$0.00 \$0.00	Yes Yes Yes	11/19 106/175 44/76	yes yes yes
<b>Trumbull</b> <sup>1</sup>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Source: Mahoning County and peers

<sup>1</sup> Trumbull County did not provide the information that was requested.

The cost of the Mahoning County MRDD (MCMRDD) plan appears to be average in cost in comparison to the peers. MCMRDD’s cost is approximately \$20.00 and \$93.00 higher than Stark County’s plan for single and family coverage, respectively. However, this difference may be partially attributed to the fact that Stark County’s plan is self insured. MCMRDD’s costs are lower than Lorain County even though Lorain has an employee contribution. Furthermore, differences may be due to variations in the key features of each plan.

F3.55 **Table 3-30** compares certain features of the MRDD medical plans to the county medical plan.

**Table 3-30: MRDD Key Medical Benefits**

	<b>Mahoning MRDD</b> Unikted HealthCare HMO Plus	<b>Lorain County MRDD</b> Supermed Classic Supermed Select	<b>Stark County MRDD</b> <sup>1</sup> Medical Mutual Traditional Aultcare PPO <sup>2</sup> Supermed Plus PPO <sup>2</sup>
<b>Office Visits</b>	\$10 co-payment out of network deductible and 20% co-payment	N/A  100%, 50% self-referral	80%  90%/ out of network 80%
<b>Prescription Plan Included?</b>	Yes	Yes Yes	Yes Yes
<b>Employee Annual Deductible</b>	\$0 Out of Network \$100 single/\$200 family	\$2,500 single/\$5,000 family  \$300 inpatient admission	\$100 single/ \$200 family  \$500 single/\$1,000 family out of network \$1,000 single /\$2,000 family
<b>Employee Out of Pocket Maximum</b>	\$500 single /\$1,000 family out of network \$1,000 single/ \$2,000 family	N/A  \$0	\$500 single/\$1,000 family  \$500 single/\$1,000 family Out of Network \$1,000 single/ \$2,000 family
<b>Need to Choose Primary Physician</b>	Yes	No Yes	No No
<b>Maternity</b>	100% out of network 20% after deductible	100%/Out of Network 70%  100%/80%, self referral	80%  90%/ out of network 80%
<b>Well Child Care</b>	\$10 co-payment out of network 20% after deductible ((\$500 annual max to age 1) (\$150 annual max to age 9)	N/A  100%/50%, self referral (up to age 9)	\$500 per year to age 9  100%/out of network 80% (\$500 per year max)
<b>Inpatient Hospital Care</b>	100% Out of network 20% after deductible	100%/ out of network 70%  100%/ 80% self referral	80%  90%/out of network 80%
<b>Outpatient Care</b>	100% Out of network 20% after deductible	100%/out of network 70%  100%	80%  90%/out of network 80%

Source: Mahoning County and peers

<sup>1</sup> Benefit amount shown are paid after the employee annual deductible has been met.

<sup>2</sup> Stark County’s Aultcare and Supermed Plans have the same schedule of benefits.

N/A Information not provided

The MCMRDD medical plan appears to offer the highest level of benefits of the three plans. Lorain County MRDD’s plan costs approximately \$20 to \$44 more and \$47 to \$112 more than MCMRDD’s plan for single and family coverage, respectively. However, Stark County MRDD’s (SCMRDD) plan costs approximately \$20 and \$92 less than MCMRDD for single and family coverage, respectively. The lower cost of SCMRDD’s plan may be a factor of the lower level of benefits and the higher annual deductible in addition to the fact that SCMRDD plan is self funded. In the MCMRDD plan, with the exception of a \$10.00 co-payment for office visits and well child care, benefits received from network providers are covered at 100 percent. Services received from out of network providers are covered at 80 percent.

**R3.23** Mahoning County MRDD should assess its plans in relation to Stark County and determine opportunities to lower its healthcare costs. MCMRDD should consider the option of implementing a self-insured insurance plan to reduce healthcare costs. Additionally, if MCMRDD determines that it wants to lower costs and provide the same benefits then it should consider increasing employee contributions. If the MCMRDD wants to lower costs but not increase employee contributions, then it should consider changing different variables within the benefits offered or changing insurance providers.

*Financial Implication:* Assuming that MCMRDD would implement a self-insured plan and provide benefits comparable to SCMRDD, it could potentially reduce healthcare costs and save approximately \$217,700 in annual healthcare costs; \$19,100 for single coverage and \$198,600 for family coverage.

### *Workers' Compensation & Safety Issues*

F3.56 BWC has rating classes for employers that include base rated, experience rated, group rated (see **F3.59**) and retrospective rated (see **F3.59**). Base rated employers pay their workers' compensation premiums per base rates approved by the BWC. Experience rated employers can be credit rated or penalty rated. An employer becomes automatically experience rated if the employers' expected losses are \$8,000 or more. With the experience rated class, an experience modifier rate is applied to the base rate to arrive at a modified premium rate. The experience modifier rate is calculated by applying an experience rating formula to the BWC expected losses for an average employer of similar size and industry type, and the employer's actual total modified losses (all losses plus reserves over a five year period). See **F3.58** for more information on experience rating. By June of each year, all public employers are required to report their annual payroll costs for the previous year. Each employers premium rate is applied to the payroll dollars to arrive at the total experience premium costs. The premium is then based on the total experience period of five years of which the four oldest years are used. Two primary components of the premium rate are the employer's total claims and the experience modifier. **Table 3-31** shows Mahoning County's workers' compensation claims, payroll, experience and premium history.

**Table 3-31: Recent Workers' Compensation Claims History**

Year	Number of Medical Claims Allowed	Number of Lost Time Claims	Total Payroll	Experience Premium Costs	Premium Costs as a % of Total Payroll	Experience Modifier
1996	75	66	\$49,565,046	\$2,310,524	4.66%	1.94
1997	135	59	\$49,458,500	\$2,526,687	5.11%	2.03
1998	94	68	\$51,517,568	\$2,552,799	4.96%	2.17
1999	128	52	\$55,508,392	\$3,031,702	5.46%	2.48
2000	130	50	\$57,347,543	\$3,080,481	5.37%	2.48

Source: Bureau of Workers' Compensation

Note: Mahoning County's current experience modifier for 2001 is 3.17.

**Table 3-31** shows that the total premium costs from 1996 to 2000 increased by more than \$700,000. The premium costs as a percentage of total payroll have only increased by 0.71 percentage points over the five-year trend period. While the total payroll increased by approximately \$7.8 million (15.7 percent), premium costs increased by 33.3 percent. This increase can be attributed to the increasing experience modifier. Although the number of lost time claims allowed has decreased over the five-year period, the County is still greatly impacted by the total number of claims incurred over the last five years.

F3.57 **Table 3-32** illustrates the workers' compensation statistics provided by BWC for Mahoning County and each of the peer counties.

**Table 3-32: 2000 Workers' Compensation Peer County Peer Comparison**

	Number of Medical Claims Allowed	Number of Lost Time Claims	Total Payroll	Total Premium Costs	Premium Costs as a % of Total Payroll	Experience Modifier	Adjusted Total Premium Costs <sup>1</sup>
<b>Mahoning</b>	130	50	\$57,347,543.00	\$3,080,481	5.37%	2.48	\$3,080,481
<b>Lorain</b>	111	32	\$59,678,411.00	\$833,588	1.40%	0.60	\$833,588
<b>Stark</b>	164	48	\$70,892,916.00	\$505,994	0.68%	0.89	\$1,615,000 <sup>1</sup>
<b>Trumbull</b>	87	41	\$50,043,745.00	\$500,326	1.00%	1.40	\$1,790,000 <sup>1</sup>
<b>Peer Average</b>	121	40	\$58,108,109.67	\$529,656	1.04%	0.99	\$1,412,863

Source: BWC

<sup>1</sup> Stark and Trumbull Counties' data is adjusted because these counties are currently in the retrospective rating program. Since Mahoning and Lorain Counties are experienced rated, data for Stark and Trumbull Counties is adjusted to reflect what the premium costs could be if these counties were experienced rated.

Mahoning County's lost time claims allowed was higher than the peer average but lower than Stark County. Additionally, Mahoning County exhibited the highest premium costs as a percentage of payroll. The County's premium costs were significantly greater than the peer counties. Further, the BWC established a base rate of \$1.91 for every \$100 of payroll

expenditures for counties in 2000. This means that BWC would expect the County's workers' compensation premiums for 2000 to have been approximately \$1.1 million, instead of the actual \$3.1 million. In an effort to better manage its workers' compensation program, Mahoning County has implemented a retrospective rating program (see **F3.59**).

F3.58 Because of the County's high utilization of workers' compensation claims, Mahoning County has been experienced rated for several years. Experience rating is mandatory for all Ohio private and public employers expected to experience \$8,000 or more in losses during a four-year period. All entities with higher claims costs are grouped in the same category and share premium expenses. In the experience rating system, employers with better than average loss experience (credit rating) pay a reduced premium and employers with a worse than average loss experience (penalty rating) pay an additional premium. In an effort to improve the management of its workers' compensation program, the County ceased using external consultants and decided to operate the program internally in October 1999.

Mahoning County has been substantially penalty rated since 1996 when its experience modifier was 1.94 and has steadily increased over the years to 2.48 in 2000 to the current level of 3.17 as of August 2001. This increase can be partially attributed to the fact that the County did not have a full time risk manager. In the past, the responsibility was given to the Human Resource Director and then to the benefits administrator. However, according to Mahoning County and BWC personnel, along with their other responsibilities, these individuals did not have the time necessary to effectively manage workers' compensation for an employer with 2,000 employees. In an effort to reduce workers' compensation costs, the County created a risk manager position in October 2000 whose primary responsibility is workers' compensation administration. The County had previously created an in-house position in the Prosecutor's Office to manage all of the legal issues involved with the workers' compensation program in October 1999. To further reduce costs, the Prosecutor and representative from BWC recommended that the County implement the retrospective rating program. Therefore, the County implemented the retrospective rating program in January 2001. See finding **F3.59** for more information on the retrospective rating program.

In addition to hiring a risk manager and implementing the retrospective rating program, the County has instituted additional measures to improve its workers' compensation program including the following:

- Conducting internal meetings involving appropriate county officials, such as the Prosecutor's Office and Central HR;
- Establishing a separate management team to implement the retrospective rating program including the director of Central HR, risk manager, and prosecuting attorney; and

- Using the prosecuting attorney to replace the use of outside legal counsel resulting in cost reductions.

Based upon information provided by Mahoning County, results of the County's strategies and initiatives to improve its workers' compensation program through comparing the November 1999 to July 2000 time period to the November 2000 to July 2001 time period indicate the following:

- Total number of claims filed decreased from 117 to 70, which is a 40.2 percent reduction in claims filed.
- Lost time claims decreased from 26 to 8, which is a 69.2 percent reduction.
- Total number of reported incidents increased from 22 to 42, which is attributed to the County's efforts to enforce the requirement under State law to report all incidents. By being more proactive in enforcing the requirement to report incidents, the County can track and monitor how employees are injured. Consequently, the County can better develop and implement measures to correct any safety hazards or problems before it would result in causing serious injuries to numerous employees, and before it would cause an increase in workers' compensation claims.

**C3.8** Mahoning County has been proactive in improving its workers' compensation program and has made strides in dealing with rising workers' compensation costs. The County hired an individual with over seven years of experience in workers' compensation and risk management. The risk manager has experienced various aspects of workers' compensation including working with managed care organizations and a workers' compensation law firm, and managing an employer's entire risk management function. Having an individual who is versed in all areas of workers' compensation should help the County to achieve an effectively managed workers' compensation program.

**R3.24** The County should continue to develop and implement additional strategies to improve the management of its workers' compensation program and reduce costs. While the County has taken steps to improve workers' compensation rates, **Table 3-32** indicates that the County's premium costs are significantly higher than the peers. Additional steps that the County should take include the following:

- Provide visible, active management and leadership from the County Administrator and County Commissioners (See **R3.28**);
- Obtain employee involvement and provide employee recognition;
- Develop a written safety and health training plan that documents specific training objectives;
- Provide written and communicated safe working practices; and
- Establish a return-to-work program (see **F3.61**).

Assuming that the County maintained its current level of premium costs (\$3.0 million), it could realize accumulated costs savings of approximately \$2.0 million annually by improving its workers' compensation program to subsequently attain the base rate established by the BWC. However, based upon the workers' compensation program, the ability to realize cost savings is affected by the County's historically high premium costs and the County's ability to implement processes to improve the management of its workers' compensation program. Further, the County has already implemented strategies to reduce costs related to its workers' compensation program, such as instituting a retrospective rating program, and should begin to realize cost savings in its workers' compensation program in 2001.

F3.59 The retrospective rating program is a discounted program where the employer pays a designated percentage of their premium. In return for this discount, the employer pays the actual claims costs on all losses within the policy year up to a certain limit. The premiums are billed biannually and the total claims costs are billed annually. To address its high workers' compensation costs, the County has decided to participate in the retrospective rating program because it allows the County to pay only 34 percent of its workers' compensation premium plus actual claims costs for the year. Employers that are able to effectively manage workers compensation can participate in a group rating plan, which can save employers a significant portion of its premium rates. However, Mahoning County can not currently participate in a group rating plan since it has implemented a retrospective rating program.

**R3.25** As the County achieves the goal of reducing workers compensation claims and becomes credit rated, it should consider joining a group rating plan in the future. According to BWC, joining a group rating plan should be the goal of every employer because the plan can save employers an average of 60 percent off of its premium rates. When the County is performing according to the expectations of BWC, its premiums would be approximately \$1.1 million (see **F3.57**). Therefore, the County could save up to an additional \$660,000 annually by joining a group rating plan. However, realizing these costs savings under a group rating plan could take a long period of time.

F3.60 Lost time claims are the most costly type of workers' compensation claims. Therefore, entities should establish practices that will reduce the length of occupational absences. In its survey of best practices on managing employee health and productivity, the Total Health and Productivity Company sited an active return-to-work modified duty program and medical case management as effective methods to achieve this reduction. Managed care includes reviewing the medical care that employees receive in relation to their injury to ensure the employee is receiving medical care that will result in progressive improvement which would result in the employee's ability to return to work as timely as possible (see **F3.65**). Return to work modified duty programs include practices that place injured on duty employees in modified job duties when approved by their physicians. The Mahoning County risk

manager's goal is to implement a return to work with modified duty program throughout the County. However, the program must be negotiated into union agreements.

F3.61 A return to work with modified duty program was included in the Sanitary Engineer's union contract effective April 1, 2001. The County has proposed an addendum to the current Sheriff's Office contract to add the program. However, its addition has not been negotiated. Additionally, the Commissioners signed a resolution on July 12, 2001 adopting the return to work program for non-union employees. The return to work with modified duty program includes the following guidelines:

- Return to work release from the physician;
- Petition to return to work with modified duty made to the risk manager;
- Modified duty not to exceed 30 days;
- Evidence of the employee's ability to perform the job functions established by the review of the physician; and
- Expectation that the employee will be able to return to work at the end of the 30 days.

It appears that the return to work program includes the key factors necessary for an effective program.

**R3.26** Mahoning County should maintain effective communication with employees, the managed care organization and medical providers to ensure the success of its return to work program. Effective communication includes ensuring that all stakeholders are aware of the program and its procedures and ensuring that the program is being considered as an option whenever possible. Additionally, the County should maintain data on the usage of the return to work program to manage and track the effectiveness of the program including the following:

- The type of injury sustained;
- Date that the employee entered the modified duty;
- Expiration date of modified duty;
- Date the employee returned to regular duty; and
- Extension requests granted.

If employees are not put on modified duty, a notation should be made as to why the employee was not eligible for the program. Effective communication and management of the program will assist the County to take advantage of every opportunity to reduce lost time claims.

F3.62 The experience modifier is one of the most significant indicators of the financial burden of workers' compensation on the County. Consequently, management should be most concerned with reducing its experience modifier. BWC indicates that the single most effective method of controlling workers' compensation costs is to prevent claims from the

onset. See **R3.24**, **R3.27** and **R3.28** for suggestions on claims prevention. The risk manager has created an Access database for tracking reported incidents and claims by department and performing trend analysis of all incidents, subsequent claims, safety training and other pertinent information. **Table 3-33** summarizes Mahoning County's injuries by department for 2000.

**Table 3-33: Mahoning County Injuries By Department for 2000**

Department	Number of Claims	Percent of Total Injuries	Department	Number of Claims	Percent of Total Injuries
Alcohol Drug and Addiction Services	1	0.5%	Facilities	4	2.0%
Board of Health	1	0.5%	Juvenile Court	4	2.0%
Child Support Enforcement Agency	5	2.5%	Microfilm	1	0.5%
Children's Services Board	5	2.5%	Mental Retardation and Developmental Disabilities	62	30.5%
Clerk of Courts	3	1.5%	Probate Court	1	0.5%
Department of Human Services	18	8.9%	Prosecutor	1	0.5%
Dog Warden	2	1.0%	Sanitary Engineer	24	11.8%
Emergency 9-1-1	1	0.5%	Sheriff	55	27.1%
Engineer	14	6.9%	Other	1	0.5%
<b>Total</b>				<b>203</b>	<b>100%</b>

Source: Mahoning County

According to **Table 3-33**, the Mental Retardation and Developmental Disabilities (MRDD) and the Sheriff's Office (MCSO) have the highest percentage of the County's total injuries at 30.5 percent and 27.1 percent, respectively. MRDD and MCSO injuries consist of 24 and 12 patient or inmate violence injuries, respectively, which represent 38.7 and 21.8 percent, respectively, of the departments' total injuries. These two departments also have a high percentage of trip, slip and fall accidents as well as blunt traumas, lifting and bending injuries. The County's total injuries comprise 38 (18.7 percent) patient or inmate injuries, 29 (14.3 percent) blunt traumas, 26 (12.8 percent) trip, slip and fall injuries, 22 (10.8 percent) slip-on-ice injuries and 21 (10.3 percent) lifting and bending injuries.

**R3.27** The County should use this information to direct the departments with a high number of injuries and workers' compensation claims to establish safety performance measures and targets and track performance against those targets. For example, the number of injuries or

claims as a percentage of employees comprising a department could be established as a safety performance measure; and the department could then establish a target and track its adherence to that target on a periodic basis. Furthermore, the County should require that annual evaluations of the department heads and managers be conducted and include a safety component for those departments with a high number of workers' compensation claims.

F3.63 According to County and BWC personnel, the County's safety plan in the past was essentially non-existent. The risk manager is focusing attention on, among other things, improving the safety of the work environment through implementing safety awareness training. As the County's safety coordinator, the risk manager has coordinated three training events in 2001 including defensive driving training, blood borne pathogens training and a team concept in safety conference. However, employee participation in the training has been lacking. For example, the County Administrator sent a memo to all departments indicating that the team concept in safety training was mandatory for all department managers. However, only approximately half of the County's departments were represented. No follow-up communication was made to those departments that did not attend. It is the responsibility of the County to be advocates of the safety of their employees and to encourage employees to be safe and conscientious.

**R3.28** The County should become more proactive in addressing safety issues in the work place. To control workers' compensation costs, it is imperative to control the number of claims filed by increasing safety training in the workplace. Therefore, county administration should consistently communicate to department management the importance of their involvement in County safety issues. Administration can be more proactive in the following ways:

- Ensure the availability of the necessary resources for accident prevention;
- Ensure management is held accountable for accident-prevention activities and for managing the accident-prevention process;
- Annually assess the success of the safety process;
- Regularly discuss safety process and improvements during commission meetings; and
- Encourage employees to take an active part in maintaining a safe workplace by offering a mechanism for rewarding employee safety in the workplace.

Additionally, since employee participation in training has been minimal, the County should make all training related to improving the workers' compensation program mandatory for all county employees.

F3.64 The culture at the County is such that the department managers do not share ownership of the workers' compensation matters of the County. According to the County, departments were not aware of their responsibilities related to workers' compensation management. There

appears to be a lack of understanding of how injuries impact the financial stability of the County. Beginning in 1996, departments were charged back for premiums based on their utilization. Since the BWC was providing refunds to the County, the full implication of these charges was not realized. Mahoning County went back to assessing the premiums charged for 2000 claims that were associated with each department based upon claims cost and charging the assessed amount back to the departments. Additionally, the county auditor, risk manager, central HR department, county administrator and BWC consultant are assessing methods to budget workers' compensation costs in the future.

**C3.9** By charging the departments for their respective portions of the workers' compensation claims cost, Mahoning County is making department managers accountable for workers' compensation management. This practice should encourage the managers to increase their awareness of workers' compensation and their participation in accident-prevention.

**R3.29** The County should provide training to all department managers to communicate the process for charging back and budgeting workers' compensation costs when the process is developed. Ensuring that departments understand the workers' compensation premium process will foster more cooperation from the departments.

### *Managed Care Organization*

F3.65 Each employer selects a managed care organization (MCO) that is responsible to medically manage workers' compensation claims. The concept is to have progressive therapeutic treatment that will result in the employee returning to work. All requests for treatment and medical care are sent to the MCO for review and approval. Based upon review of the treatment request, type of injury and medical history, if the treatment does not appear reasonable, the MCO should recommend changes in the treatment. The County expressed concerns that its MCO, was not effectively managing the medical claims. However, Mahoning County could not provide documentation to assess the MCO's performance. The Mahoning County risk manager indicated that its MCO is showing some improvement in their performance in the following ways:

- Providing the risk manager with medical documentation in a timely manner;
- Contacting physicians to discuss treatment; and
- Making referrals for changes in medical treatment.

In addition, the County indicated that it monitors the MCO on a case-by-case basis through quarterly meetings.

**R3.30** Mahoning County should continue to monitor the MCO on a quarterly basis and should consider developing a formal system to track the overall performance of the MCO. This will

allow the County to support, with documentation, any concerns with the performance of the MCO. This documentation can be used to present to BWC as evidence that the MCO is not handling medical claims in a sufficient manner and facilitate the process of obtaining BWC approval to select a new MCO.

## Financial Implications Summary

The following table represents a summary of cost saving and implementation costs discussion in this section. For the purposes of this table, only recommendations with quantifiable financial impacts are listed.

### Summary of Financial Implications for Personnel Issues and Benefits

Recommendation	Estimated Cost Savings (Annual)	Estimated Implementation Cost (One-time)	Estimated Implementation Cost (Annual)
R3.2 Hire two HR Technicians			\$84,000
R3.11 Estimated cost for a comprehensive classification and compensation study		\$150,000	
R3.18 Implement the \$6 employee contribution	\$103,800		
R3.19 Implement a 10.0% employee contribution	\$707,800		
R3.20 Reduce costs of the PPO plan	\$733,700		
R3.23 Reduce MRDD healthcare costs	\$217,700		
R3.24 Improve the workers' compensation management	(1)		
R3.25 Join worker's compensation group rating plan when eligible	(1)		
<b>Totals</b>	\$1,763,000	\$150,000	\$84,000

<sup>1</sup> Based upon 2000 data, the County is paying \$2.0 million more in workers' compensation claims as compared to BWC's expectations. Based upon the workers' compensation program, the ability to realize cost savings is affected by the County's historically high premium costs and the County's ability to implement processes to improve the management of its workers' compensation program. In addition, Mahoning County can not currently participate in a group rating plan because it has implemented a retrospective rated program. Joining a group rating plan should be a long-term goal of the County. Further, realizing these costs savings under a group rating plan could take a long period of time for the County to achieve. Based upon BWC's current expectations, the County could save up to an additional \$660,000 annually by joining a group rating plan in the future.

## Conclusion Statement

Personnel functions within Mahoning County have significantly improved since the release of the KPMG Peat Marwick report for the Mahoning County Citizens' Advisory Commission. Prior to 1996, the County did not have a centralized county personnel department. Departments and agencies were responsible for all human resource functions, which led to countywide duplications of effort in the personnel area. In 1997, the County established a central Human Resources (HR) Department in accordance to ORC §124.14(G), and overseen by the Ohio Department of Administrative Services (ODAS), to streamline and reduce duplications in personnel job functions. The central HR Department oversees personnel functions for MBOCC departments and agencies, oversees benefits administration for the entire County, and acts as a HR liaison and resource for all County appointing authorities. The central HR Department has faced numerous challenges in order to become fully compliant with ODAS county personnel requirements. These challenges include the fluctuation in the County sales tax rate impacting staffing levels throughout the County, lack of central HR Department staff, lack of a classification and compensation plan, large number of collective bargaining units, and the legislatively mandated responsibilities of appointing authorities.

The fluctuation of the sales tax rate has had a direct impact on the staffing levels throughout the County. Between 1998 to 2000, the County lost four percent of its workforce, and 103 full-time employees were laid off during 1999 and 2000. The full-time staffing comparison performed in this report indicates that nine County departments are potentially overstaffed and four County departments are potentially understaffed when compared to peer counties. The County should conduct an investigation of staffing levels during the job audit stage of the classification and compensation study. Consequently, management can then analyze the exact job functions and responsibilities of employees in order to identify any redundancy or overlap between staffing and job functions. In addition, the detailed staffing analyses performed in the **Board of Elections, County Courts, Juvenile Court and Sheriff's Office** sections of this performance audit should be used as a resource when investigating and making decisions regarding staffing levels in these County departments.

The central HR Department's lack of sufficient staffing has lead to the County becoming noncompliant with mandated ORC and OAC requirements, especially in appropriately classifying County employees. Based upon the analysis performed in this report, MBOCC should increase its personnel staffing by two additional employees to assist in performing general HR tasks, assist in developing and maintaining a classification and compensation plan (**R3.11**), and assist in fully utilizing the PeopleSoft system. A consultant should be hired to conduct a thorough and comprehensive classification and compensation study, and to recommend a classification and compensation plan. As indicated in this report, the County has numerous job classifications for similar job functions/positions (e.g., 25 different classifications exist for the secretarial job function), which can make it difficult for the County to manage its staffing resources. A classification and

compensation study would group positions into similar classification categories with uniform titles and position control numbers.

The large number of collective bargaining units within Mahoning County creates a challenge to applying consistent personnel policy throughout the County. Each of the 18 union agreements have varying language that create policy differences between, and even within, County departments and agencies. The central HR Department should take the lead in including policy differences contained within the various collective bargaining agreements, and highlight the differences in the Manual of Personnel Policies of Mahoning County (Manual). MBOCC should also place the Manual with the collective bargaining unit exceptions on an HR website to allow ease of updates and access to all County departments and agencies. This will assist in developing consistent contract language, because all employees and unions will be aware of variations between their contracts.

A major challenge faced by the central HR Department is it is only legally able to administer the personnel functions of MBOCC departments and agencies as specified by ORC. County appointing authorities have to elect to formally use the central HR Department. Participation is voluntary, and MBOCC cannot force other appointing authorities to adopt the central HR Department. However, the central HR Department should strive to encourage other appointing authorities to adopt the Manual, as well as to use the HR services that the department provides to further streamline and reduce duplication of personnel job functions throughout the County.

Increasing costs of healthcare insurance will continue to provide a significant challenge for Mahoning County to control costs. Therefore, it is critical that the County seek out every opportunity to control healthcare costs. In 2000, the County's annual health benefits costs per employee was higher than two of its three peer counties. Factors contributing to Mahoning County's high annual insurance cost per employee include the following: full-time employees are not required to contribute towards the monthly medical premiums and more services are covered at 100 percent in comparison to the peer counties. None of the County's plans are self-insured; however, the peers with the lowest annual cost per employee offer at least one plan that is self-insured which may also be a contributing factor to the County's higher costs.

The County has taken initial steps to address the high cost of insurance including eliminating the traditional plan and negotiating a minimal employee contribution into eight of the 17 bargaining unit agreements. However, the contribution has not been implemented. The County and the unions should continue to work together to develop a benefit package that is equitable to both the County and the employees. Mahoning County could save approximately \$811,000 annually if the County required employees to contribute 10.0 percent towards the healthcare premium.

Historically, workers' compensation premiums have been a significant cost to Mahoning County as indicated by the increasing penalty premiums paid by the County over the past five years. The increasing penalty premiums can be attributed to the following: poor workers' compensation

management by consultants, lack of a full time risk manager, lack of preventative and safety training programs and diminished support by County administration. However, the County has been proactive in addressing workers' compensation issues. For example, the County has hired a full time experienced risk manager whose goals include the following: developing an incident and claims tracking system, developing an effective safety and prevention program, implementing a County wide return-to-work program and changing the culture of the County as it relates to workers' compensation. The risk manager has accomplished or is in the process of addressing each of these objectives. A return-to-work with modified duty program has been created for non-bargaining unit employees and for the Sheriff's Office and Sanitary Engineering Office. Additionally, a tracking system has been created and safety training meetings have been conducted. However, involvement in training programs focusing on improving the safety of the work environment has been minimal. Since employee participation in training has been minimal, the County should make all training related to improving the workers' compensation program mandatory for all county employees.

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# **Board of Elections**

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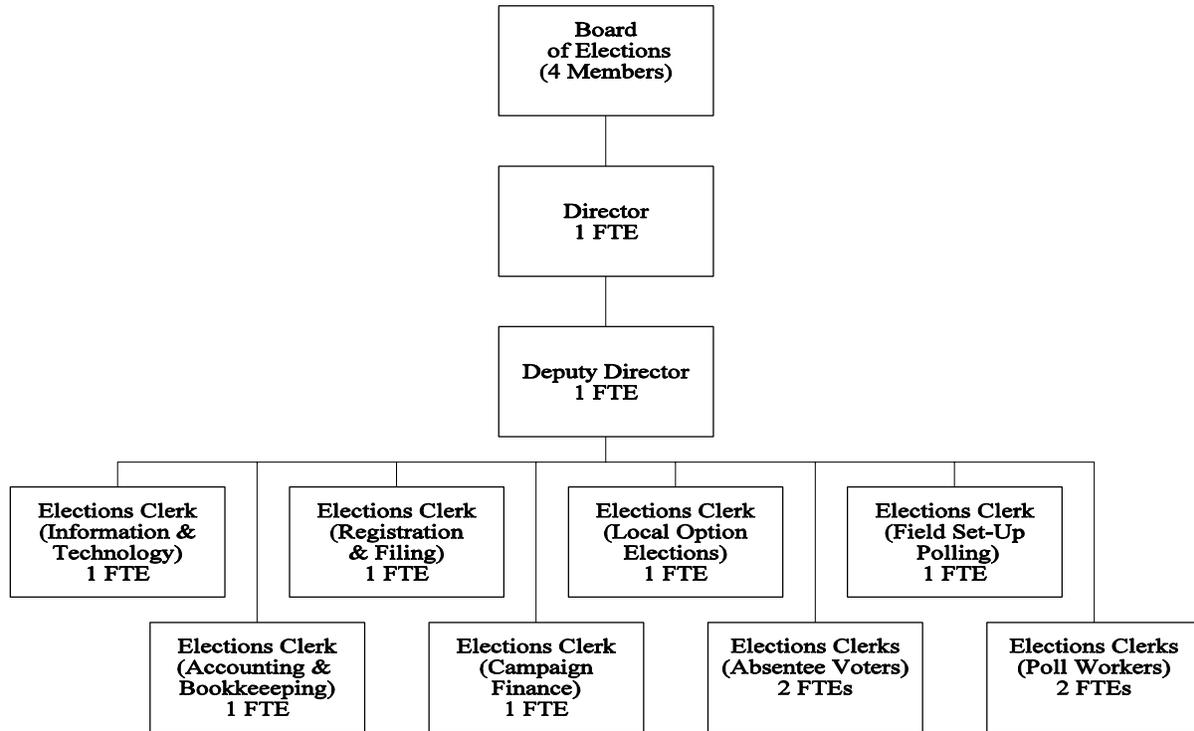
## **Background**

This section of the performance audit focuses on operations of the Mahoning County Board of Elections (MBOE). For the purposes of illustrating various operational issues, comparisons are made throughout the report with peer boards of elections of Lorain, Stark and Trumbull counties. Technology comparisons include Franklin and Lake Counties. In addition, peer averages do not include MBOE, unless otherwise noted.

### *Organizational Structure*

Boards of elections in the State of Ohio are governed by Title 35 of the Ohio Revised Code (ORC). The operations of MBOE are overseen by a four member board appointed by the Secretary of State (SOS). According to ORC §3501.06, there must be an equal representation of the Republican and Democratic parties on the Board. Therefore, at any given time, the Board consists of two Republicans and two Democrats. The board members serve staggered terms of four years, which results in a Republican and a Democratic member’s term expiring every two years. One board member serves as the chairman and presides over the Board’s meetings. MBOE staff consists of 12 full-time employees appointed by the Board. The staff is comprised of the director, deputy director and 10 election clerks. MBOE’s organizational structure is represented in **Chart 4-1**:

**Chart 4-1: Board of Elections Organizational Chart**



*Summary of Operations*

The statutory requirements of Mahoning County’s Board of Elections are outlined in Title 35 of the ORC. MBOE’s main responsibilities are centered on the administration of all elections in Mahoning County, including maintaining voter registrations, certifying candidates and issues to the ballot, and conducting the elections process. MBOE is also responsible for providing information to the public regarding voter registration, elected officials, candidate qualifications, campaign finance reports and election results.

In order to tabulate votes that are cast in any election, MBOE uses optical scanners. These devices use a pre-printed ballot that is marked by the voter in the polling booth with a pencil. The ballot boxes are then delivered to MBOE office. At MBOE, the ballots are fed into the optical scanners that record the votes and the precinct where the votes were cast. The optical scanners also count under votes which occur when the machines record no votes in a specific race, and over votes which occur when the machines record more than the maximum allowable votes in a specific race. The over and under votes are then examined by a resolution board to determine the intent of the voter. The system also provides a paper record of the votes that serves as a back-up in case of a manual recount.

### *Staffing*

The director of MBOE serves as the Board's chief administrator and election official. The director cannot be a member of the same political party as the chairman of the Board. The deputy director assists the director in the administration of MBOE. According to ORC §3501.09, the deputy director cannot be a member of the same political party as the director. MBOE employees report to the deputy director, and ultimately to the director. The 10 election clerks perform general duties such as responding to customer inquiries, in addition to specific duties. For example, one of the elections clerks is specifically responsible for job duties related to campaign finance. The 12 full-time employees serve under the Board for two-year terms. Historically, most employees have been rehired after their two-year term has expired. As of July 2001, there were no vacancies at MBOE.

There are no statutory mandates for political party representation among election clerks. However, MBOE has historically kept an even number of Republicans and Democrats on staff. This is a common practice among boards of elections, as it ensures fair and equitable distribution of employees along party lines. In addition to the 12 full-time employees, the Board hires between 12 and 30 part-time and seasonal workers who work as needed throughout the year to help with voter registration, absentee balloting, preparing ballot boxes, answering phones and other general office duties. During the 2000 presidential election, the Board hired 29 part-time and seasonal employees. The number of part-time and seasonal employees hired depends on the type of election. Primary and special elections typically require less temporary help than November elections due to lower voter turnout. According to the MBOE Deputy Director, part-time and seasonal workers typically work five weeks before an election and up to five weeks afterwards. MBOE also hires approximately 1,600 poll workers who work on election days. There are four poll workers for each precinct (two Democrats and two Republicans), and one of the poll workers serves as a presiding judge. The number of part-time and seasonal employees, and poll workers has remained relatively constant over the past several years.

### *Financial Data*

The Mahoning County General Fund supports all MBOE operations. The Mahoning County Board of Commissioners appropriates all funds. MBOE provides input regarding its programmatic needs by submitting budget proposals to the Mahoning County Office of Management and Budget (OMB). The year in which the budget is requested and historical trends are major factors taken into consideration when developing the budget for MBOE. In even-numbered election years, expenses are always higher because there are more candidates and issues on the ballot. Therefore, in the even-numbered years that a presidential election is held, MBOE's budget is higher than in other years. In odd-numbered years, there are fewer primaries, and the general elections consist of local issues and races.

MBOE budgets for special elections every year. These types of elections are held outside the normal primary and general elections. An example of a special election is a school bond issue. Even if special elections do not occur, MBOE must still budget for their expenses in the event that one takes place. MBOE is reimbursed by the entity requesting the special election for the costs of providing a special election. However, reimbursement does not occur until after the election.

Historical analysis of the budget provides a base from which to project expenses in even and odd numbered years, as well as explain the variances between FY1999, FY2000 and FY2001 expenditures. **Table 4-1** shows the actual expenditures for FY1999 and FY2000, and the amounts budgeted for FY 2001. The 2000 actual expenditures reflect costs associated with a presidential election.

**Table 4-1: Mahoning County Board of Elections Financial Data**

Appropriation Account	1999 Actual	2000 Actual	2001 Budget
Salaries <sup>1</sup>	\$811,182	\$916,348	\$707,805
Benefits <sup>2</sup>	315,347	200,995	194,729
Supplies & Materials	167,674	293,816	199,203
Rent & Maintenance	34,310	63,353	71,585
Utilities	9,024	10,406	12,100
Equipment & Maintenance	33,570	117,098	57,000
Other Expenditures <sup>3</sup>	41,578	97,841	87,625
<b>Totals</b>	<b>\$1,412,685</b>	<b>\$1,699,857</b>	<b>\$1,330,047</b>

Source: MBOE Budget and Expenditure reports.

<sup>1</sup>The salary figures include pollworker wages.

<sup>2</sup>FY 1999 benefits total includes PERS early retirements.

<sup>3</sup>Other Expenditures include advertising costs, professional services, insurance-liability coverage, organization dues, seminars/conferences, and travel.

Explanations for the significant variances in MBOE expenditures are listed below:

- Salary expenditures are higher in FY2000 because more part-time help was needed for the presidential election. There was also a cost of living adjustment in 1999 effective in 2000 for all full-time MBOE employees. Additionally, during a portion of FY1999, MBOE had 14 full-time employees as opposed to 12 employees during FY2001, which explains the higher salary figures for FY1999.
- Benefits were higher in FY1999 because six full-time employees had their PERS service credited and retired early.
- FY2000 supplies and materials were higher because more supplies were purchased to prepare for the presidential and general elections.

- Rent and maintenance expenditures were higher in 2000 as a result of increased rental fee agreements with non-public voting locations (such as churches) from \$35 to \$100 per location.
- The significant increase in equipment and maintenance in FY 2000 can be attributed to preparations for the presidential and general elections, which included equipment rentals and optical scanner repairs.

## Key Operating Statistics

Table 4-2 indicates the key statistics that were used to analyze the operations of the Mahoning County Board of Elections:

**Table 4-2: Boards of Elections Key Statistics (November 2000 Election)**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
<b>2000 County Population</b>	257,555	284,664	378,098	225,116	295,959
<b>Total Population 18 &amp; Over</b>	196,406	210,114	284,162	170,296	221,524
<b>Number of Registered Voters</b>	180,096	185,982	240,794	145,019	190,598
<b>Percentage of Registered Voters per Population over 18 years and Over</b>	92%	89%	85%	85%	86%
<b>Total Number of Precincts</b>	416	246	364	284	298
<b>Number of Registered Voters Per Precinct</b>	433	756	662	511	640
<b>Total Number of Electors Voting in the November 2000 election</b>	116,889	114,480	163,061	98,440	125,327
<b>Percentage of Registered Voters who voted in the November 2000 election</b>	65%	62%	68%	68%	66%
<b>Total Number of Absentee Ballots cast and counted</b>	9,692	9,910	13,587	8,582	10,693
<b>Percentage of Voters who voted absentee</b>	8.2%	8.6%	8.3%	8.7%	8.5%
<b>Full-Time Employees</b>	12	23	12	12	16
<b>Registered Voters per Full-Time Employee</b>	15,008	8,086	20,066	12,085	11,192
<b>Part-Time and Seasonal Employees</b>	29	17	30	12	20

Source: SOS and MBOE Records, Ohio Department of Development

## **Performance Measures**

The following is a list of performance measures that were used to analyze the operations of the Mahoning County Board of Elections:

- Assess staffing levels of MBOE;
- Review various organizational issues;
- Review overall compliance, operations, and effectiveness of MBOE;
- Review adequacy of records retention procedures; and
- Assess adequate use of technology to gain efficiencies.

## Findings/Recommendations/Commendations

### Staffing and Organizational Issues

F4.1 Prior to 1998, MBOE operated with 16 full-time employees. However, in 1998 when Mahoning County's budget was reduced due to the repeal of the sales tax (see the **Personnel** section of this performance audit), six full-time employees had their Public Employee Retirement System (PERS) bought out and retired early, one full-time employee retired through the normal retirement process, and one full-time employee was terminated. This reduced the staffing level to eight employees. The Board determined that eight employees were not enough to handle the workload of MBOE, and four additional employees were hired in 1998 to bring the staffing level up to 12 full-time employees. **Table 4-3** shows the staffing numbers submitted to the Secretary of State's Office (SOS) by MBOE and its peer counties for conducting elections during the calendar year 2000.

**Table 4-3: Boards of Elections Staff Numbers for Calendar Year 2000**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
<b>Director</b>	1	1	1	1	1
<b>Deputy Director</b>	1	1	1	1	1
<b>Clerks</b>	10	21	10	10	14
<b>Total Full-Time Employees (FTEs)</b>	<b>12</b>	<b>23</b>	<b>12</b>	<b>12</b>	<b>16</b>
<b>Number of Registered Voters</b>	180,096	185,982	240,794	145,019	190,598
<b>Registered Voters per Full-Time Employee</b>	15,008	8,086	20,066	12,085	11,912
<b>Part-Time and Seasonal Employees (FTEs)<sup>1</sup></b>	8.6	0.9	12.4	0.8	4.7
<b>Total Full &amp; Part-Time Employees (FTEs)</b>	<b>20.6</b>	<b>23.9</b>	<b>24.4</b>	<b>12.8</b>	<b>20.7</b>
<b>Registered Voters per Total FTEs</b>	<b>8,743</b>	<b>7,782</b>	<b>9,869</b>	<b>11,330</b>	<b>9,208</b>

Source: SOS and MBOE Records

<sup>1</sup> Based upon an FTE working 2,080 hours in a year and total hours worked by part-time and seasonal employees in 2000.

**Table 4-3** illustrates that MBOE has an efficient staffing level of full-time employee, which is indicated by MBOE serving the second highest number of registered voters per full-time employee as compared to the peers. However, when accounting for part-time and seasonal staffing levels, MBOE has the second lowest ratio of registered voters per total FTEs (full and part-time). Therefore, MBOE could better manage the use of its part-time and seasonal employees to ensure that services are provided in a more efficient and cost-effective manner.

**R4.1** MBOE should better manage the use of its part-time and seasonal employees to ensure that services are provided in a more efficient manner. To better manage part-time and seasonal employees, MBOE should take into consideration the number of precincts currently maintained within the County. Since MBOE has reduced the number of precincts within the County (**F4.10** and **C4.2**), it should appropriately reduce its part-time and seasonal staffing levels. In addition, MBOE should take into consideration its current number of registered voters and conduct forecasts of potential voter turnout in a particular election to ensure that it appropriately allocates part-time and seasonal staffing resources. MBOE could either reduce the time frames that part-time and seasonal employees are used during the year, or maintain the current time frames and reduce the number of hours part-time and seasonal employees work to better manage the use of part-time and seasonal employees. Based upon the analysis in **Table 4-3**, MBOE should consider reducing 1.0 FTE part-time and seasonal employee, which would increase the number of registered voters per FTE to be more comparable to the peer average.

During the course of this performance audit, MBOE indicated that this recommendation has been implemented. MBOE reduced the number of part-time employees from 29 to 16 and has also reduced the number of days part-time employees work from five days per week to three days per week.

*Financial Implication:* Based upon the average number of hours worked per part-time employee in 2000 of 614 hours, MBOE could reduce about three or four part-time positions, which equates to approximately 1.0 FTE. MBOE could save about \$15,600 in salary costs annually by reducing three or four part-time positions.

**F4.2** MBOE is setup as a large open office without a receptionist or an administrative assistant to answer incoming telephone calls and address walk-in visitors. The boards of elections of Trumbull and Lorain Counties also have large open offices without a receptionist to direct calls or visitors. The directors of Trumbull and Lorain Boards of Elections stated that the current setup of their offices adequately serve their clients. MBOE Board members are considering hiring an administrative secretary to answer phones in an attempt to improve customer service and professionalism throughout the office. The administrative secretary's primary responsibility would be to answer the telephones and serve as the initial point of contact for customers. Currently, all of these functions are addressed by any MBOE clerk

who answers the phone or first notices a customer waiting at the desk. Despite the lack of an initial contact person and based upon observations performed by Auditor of State (AOS) staff, MBOE's phones are answered and walk-in customers are served timely and expeditiously. Furthermore, the addition of an administrative secretary would upset the balance of the number of Republicans and Democrats employed in the office, and would increase salary expenditures.

**R4.2** MBOE should take alternative steps to address customer service issues without hiring an additional staff person, since the current setup effectively serves MBOE. Although the peers have similar setups, MBOE should consider implementing a rotational system of answering phones and responding to incoming customers, instead of relying on available clerks. For example, MBOE could set up a schedule to assign each clerk one day every two weeks to handle the majority of phone calls and customer questions. An established and organized rotational system should depend on the needs of MBOE, such as ensuring that increased calls and visitor volumes during election seasons are adequately addressed.

During the course of this performance audit, MBOE indicated that an administrative secretary will not be hired.

*Financial Implication:* MBOE could avoid incurring costs of approximately \$29,000 annually in salaries and benefits by not employing an administrative secretary.

F4.3 In addition to the part-time and seasonal employees MBOE hires to assist with elections, MBOE has used high school students to assist in the elections process. MBOE employed local high school students as part of the Ohio Occupational Work Experience Program in 1999 and 2000. The program is designed to provide high school students with actual work experience as part of their overall development. The students not only worked, but learned through a hands-on approach about the day-to-day operations of MBOE. The students provided appropriate services to MBOE by performing various clerical duties and tasks. The students worked Monday through Friday for six hours a day. This provided MBOE with additional clerical help at no cost, while helping high school students to develop their job skills and learn the elections process.

**C4.1** MBOE, by employing local high school students, has taken a positive step to involve the community in its operations. As a result, MBOE was commended and recognized by the high schools for its participation in the Ohio Occupational Work Experience Program.

F4.4 Youngstown State University and the University of Akron have had discussions with MBOE regarding the use of student interns as seasonal employees. However, to date, MBOE has not used college interns to assist with MBOE operations. The director of MBOE met during the Spring of 2001 with the president of Youngstown State University to discuss the

possibility of using student interns as seasonal employees. MBOE is currently waiting to hear from the president of Youngstown State University after discussions with various academic departments that may be interested in placing their students at MBOE. The use of student interns in MBOE office has many advantages. For example, student interns are not only a source of reliable assistance, but can be a relatively cost effective way of providing extra help in the office that is beneficial to both the students and MBOE.

**R4.3** MBOE should pursue the use of both graduate and undergraduate students from the University of Akron and Youngstown State University as interns. Interns could be used to answer phones and serve as administrative assistants. This would relieve the full-time clerks from these duties (see **R4.2**). Student interns could also be used to set up polling locations and to assist pollworkers during elections. MBOE should negotiate with universities and their academic departments to seek ways in which students could be given academic credit for the time they work in MBOE offices. In addition, MBOE would provide invaluable practical experience to students who would otherwise never have the opportunity of being involved in elections processes.

F4.5 Before 1998, vacancies were filled by appointments from the board members based primarily on party affiliation, not merit. Currently, when a vacancy occurs, the political party within which the vacancy exists may recommend candidates to the Board for interviews. While the Board may agree with the party's list of recommended candidates, it retains the right to hire the candidate that meets the requirements of MBOE. In addition, the Board is not required to hire candidates that have been recommended by a political party. The four-member Board is solely responsible for interviewing and hiring MBOE employees. The director and deputy director do not possess any formal authority in the interviewing and hiring process.

**R4.4** The Board should consider delegating some formal authority, especially in the interviewing process, to the director and deputy director. Since the supervision of employees is the responsibility of the director and deputy director, they should have more input during the hiring process. The political party in which the vacancy exists should submit a list of recommended candidates to the Board. The director and deputy director could then interview all of the recommended candidates on the party's list using a standardized interview form. The director and deputy director should then make their recommendations to the Board for further consideration. The Board could then decide to hire the most qualified and recommended candidate from the list. MBOE should also consider using the services, or at least consult with, the central HR Department when reviewing its hiring process to ensure EEO/Affirmative Action compliance and adherence to Fair Labor Laws (see **Personnel** section).

F4.6 MBOE revised its job description for elections clerks in 1999 with the assistance of the central HR Department (see **Personnel** section). The new description is an adequate

representation of the general duties of an elections clerk. However, the job description does not detail that clerks have areas of specific responsibilities. These specializations encompass the majority of the responsibilities of their general duties. The specific duties of the elections clerks can be categorized into the following functions:

- Information and Technology (IT),
- Registration and Filing,
- Local Options Elections,
- Field Set-Up and Polling,
- Accounting and Bookkeeping,
- Campaign Finance,
- Absentee Voters, and
- Pollworkers.

Due to the nature of the operations of any board of elections, the functions performed are inherently linked. For example, a registration clerk may also work in conjunction with the voter records clerk. Furthermore, due to the cyclical nature of the elections process, one clerk may need extra help and another may not. For instance, just before an election, the clerk responsible for pollworkers may need additional assistance in organizing and managing poll workers. Nevertheless, there are election clerk positions, such as IT and bookkeeping, that are separate and distinct from the general operations of MBOE. Also, the IT and bookkeeping functions of MBOE are applicable to other departments countywide.

**R4.5** MBOE should consider developing job-specific descriptions for the information technology clerk and the accounting and bookkeeping clerk. A person employed as an information technology or an accounting and bookkeeping clerk should be able to perform or undertake certain identifiable tasks in any of Mahoning County's agencies or departments. If a countywide classification plan was developed, these positions should be considered for standardization because almost every agency and department has staff performing similar technical tasks. MBOE should work with the central HR Department during the creation and implementation of the classification plan to standardize IT and bookkeeping job descriptions as discussed in the **Personnel** section of this report.

F4.7 MBOE currently uses the Manual of Personnel Policies and Procedures of Mahoning County (the Manual) for its employees (see **Personnel** section). However, MBOE does not have a manual documenting and explaining its policies and procedures. The Manual is adequate for general personnel policies, but it does not cover the operations and procedures of MBOE. For example, MBOE employees have to perform cross-functional tasks due to the cyclical nature and different types of elections that involve procedures specific to MBOE operations. The Manual does not address MBOE-specific procedures.

**R4.6** MBOE should continue to use the Manual, but should formulate its own internal procedures manual to address its specific needs and operations. The development of an MBOE-specific manual would allow the historical and institutional practices of MBOE to be recorded for reference by new staff members, as well as assist in the cross-training of current staff members. Within a MBOE operational manual, the specific duties of individual elections clerks should be listed explaining the functions of each area and the procedures for completing specific tasks. This will allow the staff to be more flexible in addressing work loads, as well as covering for staff members who are on leave, or for staff vacancies.

F4.8 MBOE ensures that employees receive the necessary training provided and mandated by SOS, in addition to providing training outside the scope of SOS. Training for MBOE staff is mandated by ORC §3501.27 and SOS. The SOS training program focuses on rules, procedures and laws regarding elections. Each employee completes a training program within six months after the date of employment, and once every four years thereafter, or as often as determined by SOS. The SOS also provides biannual training sessions for boards of elections employees. The director and the deputy director receive annual training provided by SOS in compliance with state law. However, the director and deputy director attend separate training sessions. In addition, SOS provides training material in specific areas, such as campaign finance, liquor laws, geographic information systems and voter registration for the clerks who undertake these specific duties.

Boards of elections employees are also encouraged to attend training seminars or conferences that may assist them in the administration of elections. For example, MBOE employees, including the director and deputy director, underwent training regarding touch screen voting systems. This particular training was conducted by vendors who piloted their voting systems in the May 2001 primary. The director and deputy director are currently taking courses in elections management and administration at the Elections Center in Houston, Texas. Under this program, sponsored by Auburn University, the director and deputy will receive certifications upon completion of the credit requirements. MBOE is also a member of the Ohio Association of Election Officials (OAEO), through which the director and deputy director receive training.

F4.9 Training for poll workers is mandated by ORC §3501.27 and SOS. It is mandatory that all poll workers, except the precinct judge, be trained at least once in every three years. Precinct judges are trained before each primary election in even-numbered years. All programs of instruction for poll workers and the precinct judge must be completed within 60 days prior to any election. It is the responsibility of each local board of election to establish a training program for poll workers and precinct judges that is compliant with ORC and the rules and regulations of SOS. MBOE's training program for poll workers and precinct judges is compliant with ORC and SOS rules and regulations. Every poll worker training program must use materials prepared and provided by SOS. However, boards of elections are

permitted to supplement SOS materials with additional information depending on need. For example, MBOE poll workers assigned to precincts where touch screen voting systems were used in the May 2001 primary were trained to install, use and operate them. The poll workers were then able to effectively assist voters who may have had difficulties casting their votes on a touch screen system.

*Operations and Compliance*

F4.10 During 2000, MBOE had 416 precincts countywide for approximately 180,000 registered voters. **Table 4-4** compares MBOE’s number of registered voters and the total number of precincts to its peer counties during 2000, as submitted by the boards of elections to SOS.

**Table 4-4: Boards of Elections Statistics (November 2000 Election)**

	Mahoning County	Lorain County	Stark County	Trumbull County	Peer Average
Total Population per County	257,555	284,664	378,098	225,116	295,959
Total Population 18 & Over	196,406	210,114	284,162	170,296	221,524
Number of Registered Voters	180,096	185,982	240,794	145,019	190,598
Total Number of Precincts	416	246	364	284	298
Average Number of Voters per Precinct	432	756	661	510	640

Source: SOS and MBOE Records

Prior and up to the Presidential election of 2000, MBOE oversaw 416 precincts which served approximately 432 voters per precinct, which was significantly less than the peer average. In 1999, SOS, in accordance with ORC §3501.18, and as detailed by Amended Substitute H.B. 283, sent a memorandum to all counties regarding the realignment of voting precincts. Counties had until August 1, 2000 to draw precinct boundaries according to census tracts. During the course of realigning precinct boundaries, MBOE reduced the number of precincts in the County. MBOE realized that the 432 voters served per precinct was below the peer average as shown in **Table 4-4**. Therefore, MBOE implemented a process of reducing the number of its precincts as the precinct boundaries were redrawn before the May 2001 primary. As of July 2001, MBOE reduced the number of precincts to 311, serving approximately 580 voters per precinct. The reduction of precincts not only aligned precinct boundaries with census tracts, but is also expected to yield a cost savings of approximately \$900 for each precinct eliminated. In addition, Lorain and Stark Counties also reduced the number of their precincts prior to the November 2000 Election and is reflected in **Table 4-4**, and Trumbull County plans on reducing eight to ten of its 284 precincts.

**C4.2** MBOE is commended for reducing its number of precincts to more comparable levels of voters served per precinct as that of its peers. The reduction of precincts will also result in a cost savings to MBOE in rent, supplies and poll workers fees. The total cost savings resulting from the reduction of precincts is estimated to be \$80,000 to \$90,000 annually. The reduction in precincts should allow the level of customer service to remain constant, while making MBOE more cost efficient.

F4.11 Re-drawing and re-mapping precinct boundaries and changing polling locations meant that some registered voters had both new precincts and polling locations. As stated in Title 35 of the ORC, it is the responsibility of MBOE to notify all registered voters of all changes that affect their precincts and polling locations. MBOE mailed two notices detailing all changes in precincts and polling stations before the end of May 2001. MBOE also used various forms of media to inform the public of all changes. For example, public service announcements were planned and television and radio appearances took place. The MBOE office was open from 8 a.m. to 8 p.m. near the election date to assist any voters who had questions about precinct and polling location changes. In addition, MBOE placed “Precinct Finders” at every polling location to direct those who showed up at the wrong polling station to their correct polling station.

The May 8, 2001 primary election had a moderate voter turnout. The counting and tabulation of votes was completed by 9:30 p.m. According to MBOE, the election process was not affected by the reduction of precincts or by the use of touch screen voting systems (see **F4.29**). The voters who turned out to vote had been informed of changes in the precincts prior to election day and had no difficulties in voting in the new precincts. In addition, voters who showed up at the wrong polling stations were helped and directed by the poll workers to correct precincts.

**C4.3** MBOE, as it reduced its precincts, carried out its responsibilities of informing the public and registered voters about the changes in precincts and polling station locations. Notifying the public early using public services announcements reduced confusion in the precincts and at the polling stations and ensured a smooth elections process.

F4.12 The statutory responsibilities of all boards of elections in the State of Ohio are outlined in Title 35 of the ORC. Furthermore, the time lines for all statutory responsibilities for boards of elections are outlined in a yearly calendar provided by SOS. MBOE is responsible for all elections conducted in Mahoning County. The primary roles and responsibilities that MBOE undertakes in order to conduct elections and to be in compliance with state law include:

- Registering voters;
- Certifying candidates and issues to the ballot;

- Maintaining finance campaign reports; and
- Reporting elections results as requested by SOS and determined by law.

MBOE completes annual reports detailing the number of registered voters, types of elections held, the votes cast, appropriations received, expenditures made and any other information and data requested by SOS.

- F4.13 Boards of elections are responsible for encouraging people to register and exercise their right to vote. However, boards of elections cannot be held responsible for citizens that choose not to register to vote or do not participate in the voting process. Registering to vote and exercising the right to vote is ultimately an individual's choice.

The voter registration process and procedure is standard in Ohio, as specified by Title 35 of the ORC. Voter registration serves two purposes. First, registration is essential because it is a prerequisite for any individual who wants to exercise the right to vote. Second, it acts as a security system by preventing people from voting multiple times. In addition, registration facilitates the management and administration of elections by boards of elections. Elections in the United States are tied to the state that an individual resides, and the locality in which a person lives within the state determines representation. This determines the offices and ballot issues for which an individual can vote for. The registration system allows election administrators to determine an individual's eligibility to vote, as well as the individual's precinct and polling location.

The National Voter Registration Act (NVRA) of 1993 was enacted to improve and ease the voter registration processes in the United States. Under the NVRA, a national mail-in voter registration application form was developed, which can be used to register voters in all but four states (New Hampshire, North Dakota, Wisconsin and Wyoming). MBOE, like any county in Ohio, is mandated by law to accept registrations sent through the national mail-in voter registration forms. In Ohio, the voter registration process and procedure is monitored by the local boards of elections and SOS. Any individual eligible to vote can register by submitting a standard Voter Registration Form to his or her local board of elections or through the SOS. In addition, registrations are also accepted through the Ohio Bureau of Motor Vehicles and designated agency offices that provide public assistance or disability programs. Most counties, like Mahoning County, have the voter registration forms online using a link to SOS or ElectionOhio.com (see **F4.30**). Boards of elections also mail registration forms upon request to anyone who wants to register to vote. The actual registration cannot be completed electronically or online because every registered voter's signature is required on the application form. The signature is scanned and transferred to the poll books, which are used for voter verification process at the polls.

F4.14 During peak registration periods, boards of elections can also register people in field offices or locations. As a result of the uniform registration processes and procedures, MBOE and its peers have relatively similar programs regarding voter registration. MBOE and the boards of elections of Franklin, Lake, Lorain, Stark and Trumbull have all implemented and extended their voter registration programs in schools, public offices, libraries and the Bureau of Motor Vehicles. All of the boards of elections have sought new ways of registering and encouraging citizens to register to vote that range from public service announcements to providing information to new citizens through the Naturalization Offices. In addition, MBOE has set up booths at county fairs, held rallies in the community, and participated in MTV's Rock the Vote Program. Further, MBOE has indicated that it has partnered with the Latino Vote USA Campaign in 1996, Southern Park Mall and area high schools, NAACP and other entities to target the younger population within the County and encourage them to register and vote.

The actual registration process itself does not take a significant amount of time if the individual registering fills out the form correctly. The form used for registering voters is also the same form used for updating addresses and name changes. Registrations or changes that a voter wishes to make must be received or postmarked 30 days before an election in which the person wants to vote. According to MBOE, it notifies the individual of his or her precinct through mailed correspondence usually within a week after the registration form was submitted and assuming that all of the requirements have been fulfilled. At MBOE, an individual can actually be informed of their registration status before leaving the building if they have met all the minimum requirements and have submitted all the relevant information. According to MBOE, the individual will still be notified of their registration formally through mailed correspondence within a week. MBOE has indicated that during peak registration periods (i.e., 30 days prior to an election), staff operates a one-day turn around for processing new registrations and absentee requests. However, MBOE has not established a formal time frame, such as within a week, as an organizational goal to notify individuals of their registration status excluding peak registration periods. Although MBOE monitors staff performance by tracking employee processing time for registrations, it does not monitor or track time frames on a periodic basis to assess its performance in notifying individuals in a timely manner, such as within a week (e.g., monitoring time frames could reveal that 90 percent of new registrations were notified within one week in 2000). Consequently, MBOE could fully assess its performance in providing timely notice to all individuals who register to vote by formally establishing a time frame as an organizational goal and monitoring its progress in meeting that goal. See **F4.22** and **R4.9** for further discussion on this issue.

F4.15 Comparing statistics and data between boards of elections is more applicable in presidential elections since local issues do not dominate the ballot, which could possibly affect the comparison. **Table 4-5** shows the number of registered voters and number of electors voting in the November 2000 Election by county.

**Table 4-5: Registration and Voting Statistics (November 2000 Election)**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
Total Population 18 & Over	196,406	210,114	284,162	170,296	221,524
Number of Registered Voters	180,096	185,982	240,794	145,019	190,598
Percentage of Registered Voters per Population over 18 years and Over	92%	89%	85%	85%	86%
Total Number of Electors Voting in the November 2000 Election	116,889	114,480	163,061	98,440	125,327
Percentage of Registered Voters who voted in the November 2000 Election	65%	62%	68%	68%	66%
Total Number of Absentee Ballots cast and counted in the November 2000 Election	9,692	9,910	13,587	8,582	10,693
Percentage of Voters who voted absentee in the November 2000 Election	8.2%	8.6%	8.3%	8.7%	8.5%
No. of New Registrations during Nov. 1999 through Nov. 2000	10,300	14,568	14,568	9,035	12,723
No. of New Registrations per 100,000 of eligible population of 18 & over	5,244	6,933	5,127	5,305	5,788

Source: SOS and BOE Records

Records for the 2000 presidential election indicate that 92 percent of Mahoning County residents over the age of 18 are registered to vote, indicating that MBOE is effective in registering people to vote. **Table 4-5** illustrates that approximately 65 percent of Mahoning County voters exercised their right to cast a ballot in the November 2000 election. This percentage is comparable to the peer average of 66 percent. In addition, a total of 9,692 federal absentee ballots (civilian and military) were received and counted in Mahoning County. As expected at MBOE and peers, absentee voters were a relatively small percentage of total votes cast.

**Table 4-5** also shows that between November 1999 to November 2000, MBOE processed approximately 10,300 new valid registrations. This total excludes registrations that were duplications, rejections or changes in name and/or address for MBOE and the peers. As presented in **Table 4-5**, although MBOE has the highest percentage of citizens registered to vote compared to the peers, MBOE processed new registrations at a rate comparable to Stark

and Trumbull Counties. This indicates that MBOE is effective in registering its pool of potential voters.

**C4.4** MBOE is commended for registering the highest percentage of citizens to vote. Although an individual’s choice regarding whether or not to register to vote significantly impacts the data presented in **Table 4-5**, MBOE appears to be effective in promoting the civic importance of voter registration throughout the County.

F4.16 An important function of a board of elections is to promote voter registration in the younger segment of its population, considering that these citizens are typically more difficult to register to vote. **Table 4-6** presents the number of registered voters for MBOE and the peers in the 18 to 24 age group.

**Table 4-6: Registered Voters as of July 2001  
18-24 Age Group**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
<b>% of Registered Voters</b>	6.5%	10.8%	10.0%	10.4%	10.4%
<b>% of 18 -24 Population</b>	47.0%	72.9%	76.3%	76.2%	75.1%

Source: SOS and Ohio Department of Development

**Table 4-6** indicates that MBOE has the fewest percentage of registered voters in the 18 to 24 age group and the fewest percentage of the 18 to 24 year-old population registered to vote as compared to the peers. Based upon this, MBOE appears to not be as effective as the peers in targeting younger citizens to encourage voter registration. Although MBOE performs activities to target younger citizens (see **F4.14**), the data in **Table 4-6** indicates that MBOE could improve in targeting younger citizens by developing additional strategies to encourage younger citizens to register and vote.

In addition to promoting voter registration for all citizens, including younger citizens, encouraging and promoting voter turnout is another important function of a board of elections. As indicated in **F4.14**, MBOE performs a variety of activities to promote voter turnout. However, the Hamilton County Board of Elections performs additional activities to encourage voter turnout through its voter outreach program. Some of the programs in which Hamilton County has participated in or organized include the following:

- Church and community festivals,
- Black Family Reunion program targeting the African American population group,
- June Teenth program targeting the younger population group,
- East/West Side outreach program,

- National Association for the Advancement of Colored people (NAACP) program, and
- Other non-profit organizations' programs.

Hamilton County's voter outreach program attempts to cover all parts of the county. As a goal, Hamilton County strives to participate in at least 75 events over the course of each year to promote voter registration and voter turnout. According to the Director of Hamilton County's Board of Elections, approximately 66 percent of its registered voters actually voted in the November 2000 election, which is comparable to MBOE (see **F4.15**).

**R4.7** MBOE should consider developing more targeted approaches to supplement the existing sources for registering voters. While it is understood that registering and electing to vote is the choice of an individual, MBOE should periodically identify sections of its populations (by age groups and precincts) that have low registrations and voter turnout. MBOE should forge partnerships with non-profit and non-partisan grassroots organizations in the County to hold seminars and outreach programs that provide educational information on the importance of registration and voting. For example, to target the 18 to 24 age group, MBOE should partner with Youngstown State University for voter registration drives and instructions on the elections process. In addition, MBOE should contact other boards of elections, such as Hamilton County, to consider developing and implementing additional programs to encourage voter turnout.

F4.17 Title 35 of the ORC and the SOS Voter Information Guide also detail and standardize the absentee voter registration procedure. An individual can vote by absentee ballot if one or more of the following conditions exist:

- An individual is out of the country;
- 62 years of age or older;
- An individual or family member is hospitalized on election day;
- An accident or unforeseeable medical emergency has occurred;
- Personal illness or physical disability;
- An individual is an election official;
- Cannot vote on election day because of religious observances;
- In jail for a misdemeanor or awaiting trial;
- Full-time fire fighter, peace officer or full-time provider of emergency medical services; or
- On active duty in the state with the organized militia.

The absentee voter registration process is similar to the normal registration process. To apply for an absentee ballot, an individual can write or go to the board of elections in their county and request an absentee ballot, giving the following information:

- Name and voting residence address;
- Election for which the ballot is requested;
- Reason for being absent from the polls on election day;
- If the election is a primary, to include party choice, or that one is voting for an issues-only ballot;
- Mailing address to which the ballot is to be sent; and
- Absentee voter's signature.

In Mahoning County, absentee voter registration forms can also be obtained from BMVs and public libraries. MBOE also sends out absentee voter registration forms and ballots in the mailings that inform residents of precinct changes. In order to be considered as an absentee voter, written requests for ballots must be received three days before any elections, and by 3 p.m. on election day in the case of a medical emergency. Requests to vote absentee in person must be made at the board of election offices by 5 p.m. on the day before the election. Absentee ballots are to be returned at the close of the polls on the election day, and overseas absentee ballots are to be returned no later than 10 days after the close of the polls.

According to MBOE, individuals writing to request an absentee ballot are notified within a week. In addition, the Deputy Director indicated that MBOE strives to send absentee ballots to appropriate voters within a day of the request specifically when the request is made 30 days prior to an election. Absentee ballots requested prior to 30 days before an election are sent to appropriate voters in the first set of mailings within the 30 days prior to an election because ballots are not finalized and certified until that time period. Although MBOE strives to provide timely notice to absentee voters, MBOE has not established a formal time frame, such as within a week, as an organizational goal to notify individuals of their absentee request. In addition, MBOE does not monitor or track time frames on a periodic basis to assess its performance in notifying absentee voters in a timely manner, such as within a week. Consequently, MBOE could fully assess its performance in providing timely notice to all individuals who request an absentee ballot by formally establishing a time frame as an organizational goal and monitoring its progress in meeting that goal. See **F4.22** and **R4.9** for further discussion on this issue.

F4.18 The candidate certification process is also outlined in Title 35 of the ORC and mandated by SOS. The process of certifying candidates is uniform, but the requirements for certification depend on the office for which a candidate seeks to be elected. According to ORC §3501.38, all declarations of candidacy and nomination petitions must be presented to or filed with the SOS, a board of elections, or with any other designated public office by the deadline. A candidate must meet the specific requirements of the office for which they seek certification. In addition, the candidate must collect a certain number of signatures as required by law. The signatures on the submitted petition must be registered voters who are eligible to vote for the office, candidate or issue for which they sign. In addition to basic requirements such as

having signatures in ink and indicating the location of voting residence, other petitions may require party validation.

When petitions are submitted to a board of elections, the elections clerks count and verify the signatures before the petition is brought before the Board for official certification. A candidate or issue is considered certified when a majority of the Board members vote for certification. According to MBOE, the candidates and public are notified of the Board's action within a week. However, MBOE has not established a formal time frame, such as within a week, as an organizational goal to notify the candidates and public of certification. In addition, MBOE does not monitor or track time frames on a periodic basis to assess its performance in notifying the public and candidates in a timely manner, such as within a week. Consequently, MBOE could fully assess its performance in providing timely notice to the candidates and public of issues and candidates that have been certified by the Board by formally establishing a time frame as an organizational goal and monitoring its progress in meeting that goal. See **F4.22** and **R4.9** for further discussion on this issue.

MBOE's process and procedure for certifying candidates and issues on the ballot is identical to its peer counties. The monitoring and tracking of candidacy and issues to the ballot is computerized, which means that the MBOE can verify signatures on petitions by cross checking with the signatures of the registered voters that were scanned into the system. There is also the capability of cross-checking and verifying signatures on the petition manually.

- F4.19 MBOE is responsible for ensuring that the office and all polling locations are accessible and consistent with the Americans with Disabilities Act (ADA) of 1990. MBOE is responsible for assisting persons with physical or mental disabilities, or persons who are unable to read or write. A person with a disability may be assisted by anyone of their choice, except an employer or his/her agent, a union officer or a candidate whose name appears on the ballot. A disabled voter may also be assisted by two poll workers of the opposite parties. No one who assists a voter may disclose any information about how the person voted.

According to the "Survey of Handicapped Accessible Polling Locations" submitted to the SOS for the 2000 general election, Mahoning County had a total of 194 polling locations. Of these 194 polling locations, 193 were accessible to handicapped persons. One polling location was determined inaccessible because it had non-ramp stairs inside or outside the building. The building also had no other means of entrance. MBOE's request for renewal of this polling location was granted by the SOS's office. MBOE anticipates that this polling location will not be used after the drawing of new precinct lines has been completed (see **F4.10**). Lorain, Stark, and Trumbull Counties had all of their polling locations accessible to persons with disabilities. Lorain, Stark, and Trumbull Counties had 139, 218, and 144 polling locations, respectively.

**R4.8** MBOE should continue to ensure that all polling locations are accessible and consistent with ADA requirements. In addition, MBOE should not use polling locations that have been deemed inaccessible and should replace them with accessible locations. By ensuring that all polling locations are accessible and consistent with ADA, MBOE will be protecting itself and the County from any potential liability, as well as potentially increasing voter turnout.

F4.20 On the day of an election, polling locations are opened early. The four poll workers at each polling location who have been assigned their respective duties prior to the election position themselves in an order that guides the voters. However, the poll workers also assist each other to ensure that the voting process is easy and convenient for the voter. When a voter walks into the polling location, a poll worker asks for their name and address. This is to verify if the voter is in the correct precinct. Assuming that the name, address and signature are the same with the those that were used in the initial voter registration process, the voter then signs the poll book and is given a ballot by another poll worker. The next poll worker then instructs the voter on how to correctly fill in the ballot. The voters who are familiar with the process may choose to go directly to the voting booth where they can record their votes, and then cast their vote in secret into the locked and secure ballot box. When the polls close, the ballot boxes are delivered, under escort by a police officer or League of Women Voters representative, to the MBOE office. At MBOE offices, with party officials, candidates, news media, and citizens gathered in the viewing area, ballot boxes are opened and all ballots are then arranged by precinct. The ballots are then fed into the optical scanners that count ballots and tabulate the results as further discussed in the **Technology** section of this report.

F4.21 Mahoning County elections processes are overseen by the League of Women Voters of Greater Youngstown (LWVGY). LWVGY usually has a representative at MBOE meetings and elections, and documents their observations. The LWVGY has been monitoring the elections process and observing meetings in Mahoning County for the past 14 years. The oversight of MBOE began in 1987 when MBOE had a negative public image and some lawsuits were filed against it. LWVGY still monitors the Mahoning County elections process at the request of the director. LWVGY also makes suggestions and recommendations for improvement. Some of these suggestions have been followed in the past to improve operations. Examples of implemented LWVGY suggestions include making sure that there were large and visible signs clearly marking counted ballots versus uncounted ballots and escorting the delivery of ballot boxes from polling locations to MBOE. The director welcomes the opportunity to have an independent observer who provides oversight and reports on the elections process. In addition to LWVGY's oversight, MBOE also produces a report after each election that is sent to SOS and ElectionOhio.com (see **F4.30**).

**C4.5** MBOE is commended for welcoming LWVGY's oversight of the elections process. Furthermore, MBOE has implemented some suggestions that have been recommended by LWVGY to improve its operations. MBOE, by accepting and encouraging the independent

observations of a non-partisan group, has opened up its operations to the public and has improved its public image.

- F4.22 Despite the involvement of LWVGY in the improvement of MBOE operations (see **F4.21**), MBOE does not have internal measures to determine performance, or a process for soliciting customer satisfaction, in order to assess and improve operations. MBOE also has not undergone a strategic planning process or set goals to develop and monitor any type of performance measures. For example, there are three identified areas when MBOE notifies citizens that information has been received. These include registration and polling location notices (**F4.14**), absentee ballots (**F4.17**), and candidate and issue certifications(**F4.18**). MBOE states that notice is sent about a week after receiving these requests. However, MBOE has not established a formal time frame, such as within a week, as an organizational goal to provide notice. In addition, MBOE does not formally measure the time between receipt of a request, and when a notice is sent out by MBOE. Consequently, MBOE could fully assess its performance in providing timely notice to the public and other appropriate individuals by establishing time frames as organizational goals and monitoring its progress in meeting these goals.

Furthermore, MBOE has not formalized a process for assessing customer satisfaction. As a result, MBOE cannot track, monitor and measure customer complaints or suggestions for improvement. However, according to MBOE, customer complaints are handled and resolved effectively by the elections clerks and election officials who are responsible for specific functions. For example, if a customer comes, calls, or writes about concerns regarding registration, the issues are addressed by the registrations clerk. In the event that a customer is unsatisfied with solutions provided by the responsible elections clerk, they are passed on to the deputy director. If the deputy director is unable to resolve the issues they are presented to the director. According to the deputy director, most customer concerns are addressed before they even reach the deputy director and director. If the director is unable to provide solutions or if the customer is unsatisfied with the director's decisions, the customer can bring up the issues before the Board in a public forum. In such instances the Board hears the customer's complaints and then decides by a majority vote. Nevertheless, MBOE has not been proactive in soliciting customer issues or suggestions.

- R4.9** MBOE should establish benchmarks and goals to enhance customer service and to examine, assess and improve its overall operations. MBOE should first internally identify issues and then establish its priorities. Once processes have been identified that need improvement, MBOE should develop goals and monitor performance measures to ensure quality customer service. For instance, MBOE should establish a formal time frame as an organizational goal to provide timely notice and information to individuals registering to vote, registered voters requesting absentee ballots as well as candidates and public regarding the certification of candidates and issues to an election. When developing time frames as organizational goals,

MBOE should fully take into account the factors impacting its efficiency in providing services, considering that the time frames associated with many of MBOE's processes and job functions depend upon the accuracy and completeness of information provided by clients and customers. In addition, MBOE should then measure the time it takes between the receipt of a request to the sending of a notice by MBOE in order to determine if the goal is being met.

Another manner in which MBOE could improve its performance and enhance customer service is by developing a customer satisfaction survey which could be used for internal performance improvement. The customer satisfaction survey should be conducted at polling places after every primary and presidential election to track, monitor and measure customer complaints and suggestions. In addition, MBOE should provide a comment drop box for customers to provide input in the operations, efficiency and effectiveness of MBOE. As with the customer satisfaction survey, the comments of the customers can be used by MBOE to improve their operations and address customer expectations.

### *Records Retention*

F4.23 MBOE is required by the ORC and SOS to maintain certain records through a detailed records retention procedure. According to the ORC §149.011(G), "public record" means any record that is kept by any public office, unless specifically excepted by law. A record is defined to include any document, device, or item, regardless of physical state or its political subdivisions, which documents the organization, functions, policies, decisions, procedures, operations or other activities of the office. According to MBOE, it uses a filing system that meets its needs. The essential processes of voter registration, campaign finance declarations, certification of candidates and issues to the ballot are still primarily paper based at MBOE and its peers. This is because most of the processes that are vital in the operations of the boards of elections are not completed electronically or over the internet. For example, an individual cannot file campaign finance and candidate declarations electronically. This means that documents used in any of these processes must be stored physically in cabinet files. The physical records in MBOE are kept in the office, filed, and maintained in a current and orderly manner, and are readily accessible when needed.

In addition, MBOE uses Rosetta One Version 7.10 software manufactured by Diverse Integrity System for storing and retrieving voter registration information. This is a voter signature recognition system which maintains voting history and signatures. Hard copy or paper registrations are also maintained and categorized alphabetically. Trumbull County also uses the Rosetta One Version 7.10 software.

Campaign finance records are stored and sorted by candidate. Campaign finance data and information will be computerized as in Lake County (see **Technology Section**). MBOE uses

a secure room to store vital information and ballots in a room they call the “vault”. The vault is a secure windowless room that is always kept locked. All information stored in the vault is organized by date and alphabetized and can be retrieved with ease.

F4.24 The records retention procedure for MBOE is prescribed by ORC § 121.21.1. Records in the custody of MBOE, according to the law and the SOS, must be retained for specified periods of time and disposed according to the instructions of the State Records Administration. **Table 4-7** shows an example of some of the records retention schedules designed and established for county boards of elections, describes the records, and states the retention period determined by law.

**Table 4-7: Retention Records Schedule**

Schedule Number	Description of Records	Retention Period
<b>CBE-1 (050-031)</b>	Absentee Ballot Applications: Civilian & Military	Retain 4 Years then destroy
<b>CBE-2 (050-032)</b>	Absentee Voter Register: Civilian (record of absentee voters)	Retain Permanently
<b>CBE-6 (050-036)</b>	Ballots Cast (actual ballots; non-partisan, primary, absentee, questions, & issues, etc.) (Special Note: Federal ballots must be retained for 22 months.)	Retain until 60 days after election then destroy provided election is not contested
<b>CBE-14 (050-44)</b>	Certificates of annexation (copy of annexation ordinances, etc)	Retain permanently
<b>CBE-19 (050-049)</b>	Poll Books and Tally Sheets (list of electors for all elections)	Retain 6 years then destroy
<b>CBE-20 (050-050)</b>	Poll List (lists of voters by precincts)	Retain 2 years then destroy
<b>CBE-21 (050-052)</b>	Poll Officials Record/Precinct Record (list of judges)	Retain 2 years then destroy
<b>CBE-31 (050-063)</b>	Change of Name, Deaths, & Disenfranchised Voter Reports (original reports issued by probate court, clerk of courts & health department)	Retain 2 years after filing then destroy
<b>CBE-32 (050-064)</b>	Registration Cards: Active (master & precinct card files for currently registered voters)	Retain permanently
<b>CBE-33 (050-065)</b>	Registration Cards: Inactive (cancelled voter registration cards)	Retain permanently

Source: SOS and MBOE Records

MBOE follows the records retention procedure and periods outlined in the ORC. However, the current MBOE administration inherited some records that had been kept beyond their retention periods. MBOE is currently sorting through these documents to assess which documents to archive or destroy.

Furthermore, MBOE uses both physical and electronic methods to store and retrieve information and data. Since the ORC requires different documents to be retained for certain periods of time- ranging from a year to permanently, storage and retrieval of information varies. MBOE is in the process of computerizing its records and plans to store more information on computers. Currently, voter registration information and election results are electronically stored and retrieved in Mahoning County.

**R4.10** MBOE should continue the process of computerizing and archiving its records electronically. Since MBOE is in the process of implementing a campaign finance software system (see **F4.31**), it should use the new campaign finance software to store some of the old records that pertain to campaign finance. Electronic storage would reduce the need for storage space and increase information retrieval efficiency. This would allow for easier storage and would make the storage and retrieval of information more efficient.

### *Technology*

F4.25 The development and promulgation of voting system standards is headed by the U.S. Federal Elections Commission (FEC). All voting systems standards are approved by a majority vote of the Federal Elections Commission. As of June 1998, 31 states, including Ohio, adopted the FEC's voting system standards and accepted the testing of systems by independent testing authorities (ITAs) designated by the National Association of State Elections Directors (NASSED). In order to develop and recommend voting systems, the FEC collaborates with:

- Experts in developing standards,
- State technical experts in voting equipment,
- Members of NASSED,
- Independent testing authorities designated by NASSED, and
- The Elections Center (in its capacity as the secretariat for NASSED).

Voting system standards are based on functional criteria. The functional criteria are the minimum functions that any voting equipment must be able to perform and the technical requirements it must meet regarding hardware, software, security, quality assurance, and documentation. Voting system standards are agreements that contain technical specifications that are used as guidelines to ensure that voting systems have the following characteristics:

- Accuracy: the voting system records the actual intent of the voter.
- Auditability: the ability for votes to be verified in case of recounts or contested election results.
- Timeliness of results: the tabulation of results is completed in a reasonable time frame after close of the polls or after all precincts have returned their results to a central location.

- Reliability: the dependability of the system.
- Accessibility: takes into account voters with disabilities.
- Ease of use and the performance of the equipment.
- Durability: longevity or life-span of the system.

SOS grants certification for all voting systems used in Ohio upon the recommendation of the Board of Voting Machine Examiners (BVME). In addition, all voting systems software must meet the specifications of Wyle Laboratories before approval for use by the NASED. NASED does not issue qualifications to vendors, but to specific voting systems. Voting systems can be broken into three broad categories: punch cards, optical scanners, and direct recording electronic (touch screen) systems. There are variations of all of these systems in each category.

F4.26 The punch card voting system was developed in the 1960s to provide a fast and accurate method of tabulating ballots at a central location. There are two basic types of the punch card voting system: a single ballot with voting positions on the ballot card, and a multiple ballot with names of candidates and propositions printed directly on the cards. The punch card voting system has been continuously upgraded and improved over the years. Its major strength is that it is relatively economical to operate since costs for repairs, maintenance, and replacement parts are inexpensive. It has a high degree of accuracy in tabulating results, provided that the voters punch out the chads and the equipment is well maintained. The other advantage of the punch card voting system is that it has been around for a relatively long period of time allowing for familiarity among voters.

The disadvantage of the punch card is the centralized system of ballot counting. Ballots have to be delivered to a central location, which is a time consuming process. The counting of ballots is slower compared to precinct based tabulation systems. In addition, partially punched-through ballot cards may or may not be tabulated since the system does not warn the voters of insufficiently punched ballot cards during the actual voting. Also, punch card voting systems do not warn the voters of possible over votes (i.e., voting for more than one candidate in an election in which instructions are to vote for only one individual or issue). Lorain, Stark, and Trumbull Counties all use punch card systems.

F4.27 MBOE uses an optical scanner voting system. Optical scanners were introduced in the early 1980s. Since then, there have been some changes and upgrades, but they have remained relatively the same. Optical scanners use paper ballots on which the names of candidates and issues on the ballot are printed. The voter makes a selection of a candidate or issue by appropriately filling in the oval or designated space with a pencil. There is the possibility of having the ballots inserted into the tabulating system at each precinct or at a central location, as done by MBOE. In the cases in which tabulation is not precinct based, the voter drops the paper ballot into a provided ballot box. At the close of the polls, the ballot boxes from all the

precincts are then delivered to a central location for counting. The advantage of the optical scanners is that they are user-friendly because names and issues are printed directly on the paper ballot. In addition, filling out the ovals or designated spaces on the ballot is easy and takes very little time. The tabulation or counting of votes is faster than the punch card system, especially if the optical scanners are used to tabulate votes in the precincts. Election results can then be transmitted or relayed via a modem or memory data pack to a central location.

In the case where ballot boxes are used (as in Mahoning County), the disadvantage is that time must be allowed for the delivery of the ballot boxes to a central location for tabulation. As is the case with punch cards, the counting of ballots is slower compared to a precinct based tabulation system. Another major disadvantage of the optical scanners is the high cost associated with printing ballots, since every candidate or issue must be printed on the ballot. There are also high costs associated with equipment upgrades, maintenance, and repairs. Optical scanners, like punch card systems, are essentially paper based and are therefore susceptible to human error and do not warn the voters of possible over/under votes (e.g., not filling the oval entirely, check-marking the oval or using some other inscription instead of filling the designated space). In such scenarios, the tabulating system cannot read the votes.

F4.28 Currently, the touch screen (electronic) voting system is the most technologically advanced voting equipment. Franklin and Lake Counties use electronic voting systems. Touch screen systems, like punch card and optical scanners, come in different variations and have been upgraded to meet present day technological standards. Unlike the punch card and optical scanners, the touch screen voting systems have the capacity to display unlimited numbers of candidates and issues. Electronic voting system can provide additional benefits and advantages in the election process including the following:

- Minimizing the potential for over/under votes because voters can view the entire ballots and review their votes before finally casting their votes (see **Table 4-8**);
- Eliminating the subjectivity in ascertaining voter intent issues associated with paper ballots as electronic voting systems could be programmed to only allow voters to cast one vote per candidate/issue;
- Tabulating votes at a faster rate and in a shorter time than punch card and optical scanners;
- Allowing greater flexibility in preparing and making changes to ballots; and
- Reducing printing costs associated with printing hard-copy paper ballots.

Some touch screen systems accumulate vote totals on a hard drive and on diskettes. According to MBOE, none of the touch screen voting systems proposed by six vendors responding to its RFP relied on hard drives or diskettes to accumulate vote totals in voting machines; and all of the voting systems under consideration rely on a variety of devices to

store ballot images and vote totals. Depending on the system or model, vote totals can be relayed from the precincts to a central location or saved on data cartridges. The data cartridges from the various precincts are then delivered to the central location for tabulation. According to MBOE, in researching and considering the option of purchasing an electronic touch screen voting system, MBOE intends to have the system tabulate and report election results at a precinct level. In addition, touch screen voting systems are accurate, assuming that there has not been human error in programming the equipment and no hardware or software failures. Furthermore, some touch screen systems have the capacity to accommodate the visually impaired by having voice prompts that guide the voter.

The major disadvantage of touch screen systems is the initial high cost of hardware and software. The technological changes in computer based systems could necessitate the need of periodic equipment replacement and upgrades. According to MBOE, equipment replacement and upgrades for a touch screen system would be very minimal, and a touch screen system could be fully functional and effectively conduct elections far into the future with minimal replacements and upgrades. Another disadvantage of touch screens is their limited auditability of hard copy records. In this regard, punch cards and optical scanners have a distinct advantage over touch screen systems. Punch cards and optical scanners use paper ballots that can be hand counted in the case of a close election or contested election results. However, according to MBOE, an electronic touch screen system could be effectively audited because the system maintains an image of each ballot cast in an election.

All voting systems have disadvantages and advantages. However, if a voting systems meets the criteria and standards of accuracy, auditability, reliability, ease of use, and tabulates and reports results timely as established by the FEC, SOS, and NASED, it can be used in Ohio. The single most important focus in determining the efficiency and effectiveness of a voting system is that a voter is presented with a system that records the voter's choice secretly, fairly, accurately, and is sufficiently easy to use so that the integrity of the entire electoral system and process is guaranteed. **Table 4-8** shows NASED certified voting systems used by Mahoning County and its peers.

**Table 4-8: Voting Systems Used on November 7, 2000**

	<b>Mahoning</b>	<b>Lorain</b>	<b>Stark</b>	<b>Trumbull</b>	<b>Franklin</b>	<b>Lake</b>
<b>Number of Precincts</b>	416	246	364	284	760	217
<b>Precinct Ballot</b>	Paper Ballot (Scan)	Single Card	Single Card	Single Card	Electronic	Electronic
<b>Absentee Ballot</b>	Paper Ballot (Scan)	Single Card	Single Card	Single Card	Single Card	Single Card
<b>Certified Tabulating System</b>	Optical Scanner	Ballot Tab	Ballot Tab	Ballot Tab	Electronic	Electronic
<b>Type Device</b>	Scan	Punch Card	Punch Card	Punch Card	Electronic	Electronic
<b>Total Votes Counted</b>	116,889	114,480	163,061	98,440	417,800	103,347
<b>Votes Counted Per Hour</b>	58,446	45,792	46,589	39,376	139,267	51,674
<b>Under votes</b>	694	2,303	1,378	1,227	3,000	529
<b>Over votes</b>	1,953	N/A <sup>1</sup>	1,323	974	N/A <sup>2</sup>	N/A <sup>2</sup>
<b>Total Under &amp; Over Votes</b>	2,647	2,303 <sup>1</sup>	2,701	2,201	3,000	529
<b>Ratio of under/over votes to total votes cast</b>	1:44	1:50 <sup>1</sup>	1:60	1:45	1:139	1:195
<b>Hours between closing of polls and 100% precincts reporting</b>	2 hours	2.5 hours	3-4 hours	2-3 hours	3 hours	2 hours
<b>Costs of printing ballots</b>	\$88,789	\$27,043	\$8,000	\$2,163	\$41,619	\$7,729
<b>Printing Cost per Vote</b>	\$0.76	\$0.24	\$0.05	\$0.02	\$0.10	\$0.08
<b>Rent or Own machines</b>	Own	Own	Own	Own	Own	Own
<b>Costs of machine purchase</b>	\$289,000	\$504,000	\$577,310	\$348,643	\$13 million	\$3 million
<b>Number of tabulating machines</b>	8	4	4	2	7	2
<b>Year machines purchased</b>	1984	1987	1976	1979	1999	1999

Source: SOS and MBOE Records

<sup>1</sup> Could not provide over votes because Lorain County does not employ a method of determining actual number of over votes.

<sup>2</sup> Lake and Franklin Counties' electronic systems do not allow over votes.

As indicated in **Table 4-8**, the types of precinct ballots used by MBOE and the peer counties are different. MBOE uses a paper ballot (scan) and three counties (Lorain, Stark, and, Trumbull) use single card ballots. Lake and Franklin use electronic devices. In November 2000, MBOE retired the optical scanners that were initially purchased in 1983, and rented seven additional scanners. These machines counted 116,889 votes in two hours during the November 2000 election. This is comparable to the electronic devices used in Franklin and Lake Counties that counted votes in three and two hours, respectively. However, when the tabulation of votes is considered at an hourly rate, Franklin County records 139,267 votes per hour or over twice as much as Mahoning County. However, the optical scanners used by MBOE counted more ballots per hour than Lake County, which has an electronic tabulation system. This could be due to Mahoning County having more tabulating machines.

MBOE election reporting system accumulates totals, generates all results and produces audit reports. The results appear to be reliable considering that only 14 of the over/under votes had to be decided in a resolution board. As indicated by the ratio of over/under votes in **Table 4-8**, MBOE's voting system appears to be similar to Lorain, Stark and Trumbull counties in preventing the potential for over/under votes in an election. However, Franklin and Lake Counties' voting systems appear to more effectively reduce the potential for over/under votes as compared to MBOE because Lake and Franklin Counties' electronic voting systems do not allow for over votes, which is a benefit of these systems.

Though the optical scanners may be efficient in the counting of votes, MBOE costs associated with the printing of ballots was \$88,789 for the 2000 presidential election, the highest cost of printing ballots among its peers. The printing of the ballots was historically completed by a local company, but MBOE is considering a competitive bidding process to reduce costs associated with elections (see **R4.11**). In addition, MBOE indicated that a lawsuit was filed in 1999 against the County because it could not reprint ballots in an adequate period of time to remove a candidate's name from the ballots who had withdrawn from an election. However, the County was not found to be at fault for failing to remove the candidate's name from the ballot. According to MBOE, this lawsuit could have been avoided with a touch screen system.

F4.29 Currently, MBOE is considering purchasing a touch screen voting system. MBOE issued a Request for Proposal (RFP) based on 416 precincts in 2000 for a touch screen system costing about \$4.0 million, but declined all submitted proposals because MBOE wanted to perform additional research on newer touch screen systems and printing technology. After MBOE reduced its number of precincts from 416 to 311 (see **F4.10**), it issued another RFP based upon 311 precincts in 2001 for a cost of \$2.9 million. According to MBOE, it prefers the system costing \$2.9 million. In addition, there is the possibility of new legislation that could be enacted at the state and federal levels which could further influence and impact decisions regarding voting systems and their implementation. In a testimony to the Committee on

House Administration of United States House of Representatives on April 25, 2001, Kenneth J. Blackwell, Ohio Secretary of State, pointed out that the federal government could play an important role in funding election reforms. He stated that there were already many pending proposals in Congress that have already addressed this issue by providing federal funds for matching grants to states and localities to improve voting systems. This assistance from the federal government would be of great benefit to states such as Ohio where, in Blackwell's words, dollars for voting system upgrades, that are desperately needed, are competing with funds for mental health services, road construction, welfare, and Medicaid.

The potential for federal funding is further supported by the National Commission on Federal Election Reform's report released in August 2001. This report recommends that the federal government, on a matching basis with states, provide funds that will add \$300 to \$400 million to the level of annual spending on election administration in the United States. The report also recommends that the federal funding be spread out over two or three years, resulting in a total of \$1.0 to \$2.0 billion in funding being provided. Further, the United States House of Representatives is currently considering a bipartisan proposal that would authorize the federal government to spend \$400 million to upgrade punch card systems and \$2.25 billion over the next three years to assist states in obtaining new equipment and improving election systems. According to MBOE, if a county decides to purchase and implement an electronic touch screen system before any final decision has been made about federal funding, and if the federal government does decide to provide funding to states and counties, the County could still be qualified to obtain federal funds at a later date to help offset the costs of implementing a touch screen system.

MBOE realizes it needs to update its elections systems technology and continues to test other electronic voting systems to determine the most adequate and feasible system for its needs. In addition to testing three different election touch screen voting systems in November 2000, MBOE tested two different electronic touch screen voting systems in the May 2001 primary election. The vendors of these touch screen voting systems were selected after much research because MBOE not only wanted the most up to date technology, but also a system that is durable and user-friendly. In considering which vendors to invite, MBOE chose vendors with systems that have the capability of being technologically upgraded, easy to set up, easily stored and portable.

According to MBOE, its current rental agreement for its optical scanners will expire after the November 2001 election. As a result, MBOE will have to make a decision either to purchase or lease optical scanners, or purchase an electronic touch screen voting system. The cost of purchasing up-to-date optical scanners and corresponding software from the current vendor would be about \$724,000. The cost of leasing the optical scanning equipment would be about \$275,000 annually for a three-year lease, \$174,000 annually for a five year lease and \$131,000 annually for a seven year lease. Based upon MBOE's RFP in 2001, a touch screen

system could cost about \$2.9 million to purchase and implement. In addition, according to MBOE, the SOS is considering decertifying the central count process for elections in Ohio. Since MBOE uses optical scanning technology, the most appropriate way for MBOE to conduct elections is by a central count process. An electronic touch screen voting system could effectively conduct and report election results on a precinct-level, as opposed to a centralized process.

**C4.6** MBOE took proactive steps by testing touch screen systems in November 2000 and May 2001 primary. Testing the different touch screen systems in Mahoning County provided a good base from which to make decisions about types of system to possibly purchase or lease. This was also a method to assess which of the systems best addresses the needs of MBOE. Furthermore, voters had a chance to see the voting systems and had the opportunity of actually voting on one in some of the designated precincts.

**R4.11** Based upon MBOE's current situation of having to decide whether to purchase optical scanning equipment or an electronic touch screen voting system, MBOE should conduct a thorough and comprehensive assessment of the costs, advantages and disadvantages associated with these two systems. As analyzed and discussed in this report, advantages and disadvantages exist with both optical scanners and touch screen systems. MBOE should further evaluate these advantages and disadvantages to determine the most appropriate voting system for Mahoning County. Although disadvantages exist with optical scanners (e.g., susceptible to human error and do not warn the voters of possible over/under votes), the assessment conducted in this report of voting system technologies indicates that the optical scanners that are currently in use at Mahoning County are reliable, timely and user-friendly; and appear to be effective for conducting elections (see **Table 4-8**).

In addition, MBOE should take into consideration in its decision-making process the possibility of funding from both the state and federal government, as well as a number of possible changes in election rules on the horizon. As discussed in **F4.29**, the National Commission on Federal Election Reform recommends that the federal government provide funding to states and counties; and it appears that a decision regarding federal funding for election systems will be made soon. If the federal and state government were to provide funding to counties, Mahoning County could reduce its costs related to a new election system and therefore, the County could have additional funding available to allocate to other County operations in need of additional resources. Further, considering Mahoning County's financial condition, MBOE should take into consideration all of the costs associated with optical scanners and touch screen systems to ensure that whatever decision is made is the most cost-effective for the County in the long term. **Table 4-9** provides an example of cost estimates comparing optical scanning technology to a touch screen system. Assumptions were made for comparison purposes and MBOE should obtain and assess more detailed

information including historical data, such as maintenance costs over the past 20 years related to maintaining MBOE’s optical scanning equipment, associated with both systems.

**Table 4-9: Example of a Cost Estimate  
For Optical Scanners and Touch Screen Systems**

	Optical Scanners	Touch Screen System
<b>Implementation Costs</b>	\$724,000	\$2,900,000 <sup>1</sup>
<b>Annual Printing Costs</b>	\$89,000 <sup>2</sup>	\$7,700 <sup>3</sup>
<b>Financing Costs</b>		(4)
<b>Annual Maintenance Costs</b>		(4)
<b>Annual Support, Upgrade and/or Licensing Costs</b>		(4)
<b>Total Costs after 10 Years</b>	\$1,614,000	\$2,977,000
<b>Total Costs After 15 Years</b>	\$2,095,000	\$3,015,500
<b>Total Costs After 20 Years</b>	\$2,504,000	\$3,054,000
<b>Total Costs After 25 Years</b>	\$2,949,000	\$3,092,500

Source: MBOE

<sup>1</sup> Based upon MBOE’s most current RFP.

<sup>2</sup> Printing Costs in the November 2000 Election.

<sup>3</sup> Printing Costs in the November 2000 Election at Lake County, which uses an electronic touch screen system

<sup>4</sup> MBOE is currently in the process of developing and negotiating these costs with a vendor.

**Table 4-9** presents implementation and printing costs associated with optical scanners and touch screen systems. Due to the unavailability of reliable information during this engagement, additional significant costs not included in **Table 4-9** include the following:

- Financing costs,
- Maintenance costs, and
- Additional support, upgrade and/or licensing costs.

MBOE has spent an average of about \$75,000 the last two years on equipment and maintenance. As stated previously, MBOE should fully consider the advantages and disadvantages of each system, in addition to considering all of the financial costs (financing and maintenance costs), in making its decision to purchase optical scanning equipment or a touch screen system. Additionally, MBOE should continue with its proactive engagement of keeping up-to-date with technology by continuing its research of the most conducive voting systems for Mahoning County. Furthermore, it is to Mahoning County’s benefit to

constantly be in touch with SOS's office as a way to keep current with any changes in election reform efforts at both local, state, and federal levels of government.

MBOE should contact peer boards of elections that use and have implemented electronic touch screen systems, such as Lake and Franklin Counties, to obtain additional information about implementation and maintenance costs related to these systems. If MBOE decides to purchase optical scanning equipment, it should pursue a competitive bidding process as a way of reducing printing costs.

MBOE has indicated that it has performed an assessment of the functionality advantages and disadvantages of touch screen systems as compared to optical scanning technology. Based upon this assessment, MBOE has concluded that a touch screen system is functionally more effective than optical scanning technology (e.g., a touch screen system eliminates the potential of over votes). However, at the time of this engagement, MBOE was working with the County Auditor's Office to fully assess all of the financial costs, such as maintenance and financing costs, involved with implementing and operating a touch screen system and optical scanning technology. Therefore, MBOE should fully complete the financial assessment of the two systems prior to either implementing a new touch screen system or maintaining its current optical scanning equipment.

- F4.30 MBOE was the first board of elections in Ohio to put election results online through ElectionOhio.com, in a real-time reporting manner in 1997. Prior to this, the reporting of election results was done manually and took hours or days before the results were distributed. Since then, Trumbull, Columbiana, Cuyahoga, Geauga, Henry, Lorain, Portage, Richland, and Tuscarawas counties have started posting their election results online. In addition to posting results online, ElectionOhio.com provides technical assistance, and archives past election results (see **Records Retention**).

Election results are currently sent to ElectionOhio.com via a series of ballot counters which are networked into a desk top computer that uses software developed by ES& S. This software collects election returns and reports the results at periodic intervals into a printable file. The system simultaneously creates a hypertext (HTML) formatted version which is sent to a special file area from where it can be uploaded. The HTML file opens on the screen upon its creation and is viewed by the director, deputy director, and employees involved with the system. Control of all results is retained by MBOE. The uploading and transfer of the formatted HTML file to the web is undertaken only after the approval and consent of MBOE. The results are posted as MBOE sends them to ElectionOhio.com, which means that MBOE still has control over the results and their reporting. The results that MBOE transmits to ElectionOhio.com are the same as those that are handed out to interested parties that assemble at MBOE offices for results. There is little delay between the initial posting on the website and distributing results to interested parties. The ElectionOhio.com website is not

the primary means of making election results available to the general public, but one of the ways in which MBOE serves the public and enhances customer service.

**C4.7** MBOE is commended for being the first board of elections to post election results online. MBOE not only set the standards for its peers to follow but provided information and election results to its citizens without much delay after the elections. Posting election results online has decreased the number of people who would otherwise assemble at MBOE offices awaiting the announcement of election results.

F4.31 MBOE is currently implementing a new campaign finance software system called ElecTrack made by IDEAS International. The system, however, has only been partially implemented and is not yet fully operational. According to MBOE, the campaign finance system has not been completely implemented because candidate signatures are still required for validation. In addition, depending on the office sought, there are still many different campaign finance forms a candidate has to complete. When fully implemented, the ElecTrack campaign finance system will provide office administration tools, quick data capture, data validation, record storage capability, audit reports and analysis tools, as well as allow quick access to public campaign finance documents (see **Records Retention** section). The campaign finance system will also enable candidates to file campaign finance forms electronically. Candidates will be able to download all necessary information needed to file campaign finance documents. In the long run, MBOE anticipates that the system will be linked to SOS.

**R4.12** MBOE should take the steps necessary to fully implement the ElecTrack system for campaign finance processes and procedures. Although, candidate signatures are required for a candidate to file, candidates should still be able to file their documents electronically, and to submit their signatures separately. Once the campaign finance documents are captured by the system, MBOE can easily audit reports and conduct analysis of the data.

## Financial Implications Summary

The following table represents a summary of the annual cost savings discussed in this section. For the purposes of this table, only recommendations with quantifiable financial impacts are listed.

### Summary of Financial Implications For Mahoning County Board of Elections

<b>Recommendation</b>	<b>Cost Savings (Annual)</b>	<b>Cost Avoidance (Annual)</b>
R4.1      Reduce three or four part-time staffing positions	\$15,600	
R4.2      Take alternative steps to address customer service issues without hiring an additional staff person		\$29,000
<b>Totals</b>	<b>\$15,600</b>	<b>\$29,000</b>

## **Conclusion Statement**

Overall, MBOE is operating at a level comparable to peer boards of elections, and in certain job functions, MBOE is performing at a level greater than the peers. MBOE has the highest percentage of its eligible voters registered to vote as compared to the peers, indicating that MBOE is effective in registering people to vote. Approximately 65 percent of Mahoning County voters exercised their right to cast a ballot in the November 2000 election, which was comparable to the peer average. In addition, MBOE's has adequately allocated its full-time staffing levels and complied to statutes governing its operations and responsibilities. Furthermore, MBOE's use of technology and records retention procedures are comparable to its peers.

An area in which MBOE took proactive measures to improve its efficiency and effectiveness was in the process of redrawing and aligning precinct boundaries to current census data, which significantly reduced the number of precincts to be more comparable to peers while maintaining a high level of customer service. The reduction in the number of precincts resulted in a significant cost savings to the County. In addition, as it reduced the number of precincts, MBOE carried out its responsibilities of informing the public and registered voters of the impending precinct reductions in a variety of ways.

Although MBOE is operating at a level comparable to peers, it could enhance its operations in certain areas. MBOE's part-time staffing levels are greater than the peers, indicating that MBOE has the potential to reduce part-time staffing levels to coincide with the significant reduction in the number of precincts. During the course of this performance audit, MBOE indicated that it has reduced part-time staffing levels. While MBOE does perform activities to target younger citizens to register to vote, it has the lowest percentage of young citizens registered to vote. This indicates that MBOE could potentially improve in targeting younger citizens by developing additional strategies to encourage younger citizens to register and vote. In addition, while MBOE uses a wide array of methods to encourage voter turnout, it should consider implementing additional processes to further promote voter registration and voter turnout. MBOE could also enhance its operations by formally developing goals and monitoring performance measures. The establishment of formal time frames as organizational goals would provide internal benchmarks and procedures for timely notification to individuals registering to vote, requesting absentee ballots, filing campaign certifications, and certifying issues to the ballot. Furthermore, MBOE should consider developing and implementing a customer satisfaction survey which could be used for internal performance improvement.

Although disadvantages exist with optical scanners (e.g., susceptible to human error and do not warn the voters of possible over/under votes), the assessment conducted in this report indicates the optical scanners that are currently in use in Mahoning County appear to be effective for conducting elections. However, based upon MBOE's current situation of having to decide whether to purchase optical scanning equipment or an electronic touch screen voting system, MBOE should conduct a

thorough and comprehensive assessment of the costs, advantages and disadvantages associated with optical scanners and touch screen systems. MBOE has indicated that it has completed an assessment of the functionality capabilities of the two systems and is in the process of completing the financial assessment.

# County Courts

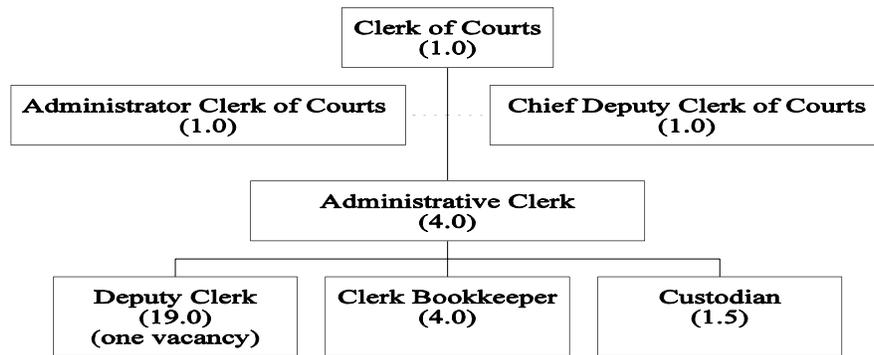
## Background

This section of the performance audit focuses on County Court operations within Mahoning County (MCC). For the purposes of illustrating various operational issues, comparisons are made throughout the report with the peer County Courts of Butler, Columbiana and Trumbull Counties. The County Courts in Mahoning County are located in Austintown, Sebring, Canfield and Boardman. There are a total of 47 county courts in the State of Ohio.

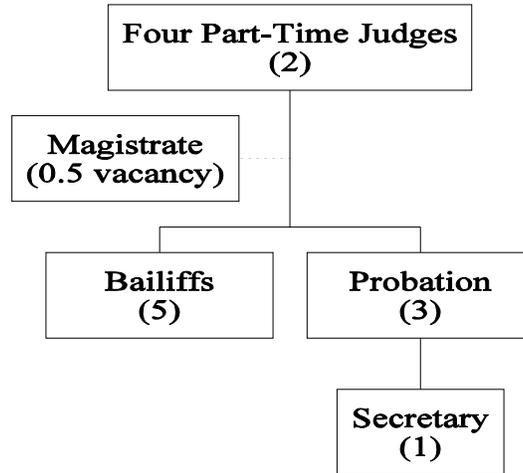
### Organizational Chart

The Mahoning County Clerk of Courts Office and four part-time judges are responsible for operating the County Courts. MCC comprises a total of 39.5 full time equivalents (FTEs) and 1.5 vacancies as of January 1, 2001 (excluding Clerk of Courts, Clerk of Courts Chief Deputy and Clerk of Courts Administrator). The various positions include administrative clerks, deputy clerks, clerk bookkeeper, custodians, bailiffs and probation officers. **Chart 5-1(A)** displays the organizational structure of staff reporting to the Mahoning County Clerk of Courts Office and **Chart 5-1 (B)** displays the organizational structure of the staff reporting to the judges. The number in parentheses indicates FTE staffing levels.

**Chart 5-1(A): Clerk of Courts' Staff**



**Chart 5-1(B): Judges' Staff**



During the time of this engagement, the magistrate position was filled and one of the County Court judge positions became vacant. The three remaining judges increased their workload to adequately account for the vacant judge position until the Governor appoints a new County Court judge. A new County Court judge was appointed in August 2001.

*Organizational Function*

The County Courts are responsible for hearing and processing cases that fall under their jurisdiction. In carrying out the various responsibilities for these cases, MCC performs the following functions, including but not limited to:

- Initiates cases, schedules initial hearings and conducts the case process.
- Manages the flow of cases throughout the courts.
- Creates and maintains case files.
- Conducts activities related to hearings, such as journal entries.
- Maintains case files and records.
- Prepares and distributes various reports including monthly Supreme Court of Ohio caseload reports; and monthly financial reports to the County Auditor, State agencies and County agencies.

### *Summary of Operations*

MCC is administered by the elected Clerk of Court and four part-time elected judges. The Clerk of Court is elected to a four-year term and MCC judges are elected to six-year terms. The current Clerk of Court's term expires in 2004, three judges' terms expire in 2006 and one judge's term expires in 2004. The four County Courts are located in Austintown, Boardman, Canfield and Sebring. Austintown County Court comprises the townships of Austintown, Jackson and Milton; Boardman County Court comprises Boardman township; Canfield County Court comprises Canfield and Beaver townships; and Sebring County Court comprises the townships of Smith, Ellsworth, Berlin, Green, Goshen, the City of Sebring, and the Village of Beloit.

The four County Courts operate similarly to the three municipal courts in the County (Youngstown, Struthers and Campbell) and hear cases from most of the unincorporated areas of Mahoning County. MCC has jurisdiction for civil cases less than \$15,000, small claims cases, and misdemeanor traffic and criminal cases. The Court of Common Pleas has exclusive jurisdiction for civil cases over \$15,000 and all felonies. In addition, the County Courts have the authority to process felony initial appearances and felony preliminary hearings. After the felony initial appearance or felony preliminary hearing is processed by MCC, the case can be dismissed, set for hearing as a misdemeanor case, or bound over to the Court of Common Pleas.

At Mahoning County, there is at least one County Court in session each day of the week. The presiding judge of the County Courts assigns each judge to one of the County Court locations. The judge assigned to Sebring is also assigned to hear cases once a week in Austintown. This hearing schedule ensures that all of the judges hear cases at least two days a week. Since all of the judges are part-time, they maintain private attorney practices as well. The magistrate position conducts all of the civil hearings at Austintown and Boardman. The previous magistrate was recently elected to a vacant judge position.

MCC's operations revolve around the case processing system, from the start of a case to its eventual conclusion. The case processing system is initiated when the various arresting agencies, attorneys and individuals forward and file complaints. MCC assigns a case number and enters all relevant case information into the computer system. The arresting agency is responsible for scheduling the initial arraignment date for its cases filed with MCC. After the initial arraignment date and for all other cases filed by individuals and attorneys, MCC is responsible for scheduling and assigning court dates.

## Staffing

**Table 5-1** displays the County Courts' staffing (# of FTE budgeted positions) as of January 1, 2001.

**Table 5-1: MCC Staffing (# of FTE budgeted positions)**

Position	Austintown	Boardman	Canfield	Sebring	Total
Judge <sup>1</sup>	0.5	0.5	0.5	0.5	2.0
Magistrate	0.25	0.25	0	0	0.5
Bailiffs	1.5 <sup>3</sup>	1.5 <sup>3</sup>	1.0	1.0	5.0
Administrative Clerks	1.0	1.0	1.0	1.0	4.0
Deputy Clerks	8.0	7.0	3.0 <sup>5</sup>	2.0	20.0
Bookkeeper Clerk	1.0	1.0	1.0	1.0	4.0
Custodian	0.5	1.0 <sup>4</sup>	0 <sup>4</sup>	0 <sup>4</sup>	1.5
Probation Officer <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>	3.0
Probation Secretary <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>	N/A <sup>2</sup>	1.0
Total	12.75	12.25	6.5	5.5	41.0

**Source:** Clerk of Courts Office

<sup>1</sup> There are four part-time judges.

<sup>2</sup> The probation department has an office at Austintown. However, the probation officers also have to appear at the other courts.

<sup>3</sup> The roaming bailiff provides assistance to the Austintown and Boardman courts.

<sup>4</sup> The full-time custodian also provides housekeeping and cleaning activities in Canfield and Sebring.

<sup>5</sup> One deputy clerk position in Canfield is vacant.

As indicated by **Table 5-1**, the County Courts comprise a total of 41.0 FTE budgeted positions. The staffing levels at MCC have remained relatively stable over the past three years. The magistrate, bailiffs and probation staff report to the judges. The deputy clerks, bookkeeper clerks and custodians report to the administrative clerks, and the administrative clerks report to the Clerk of Courts Office. The administrative clerks, deputy clerks and bookkeeper clerks are all full-time employees. The presiding judge of MCC has the longest tenure of the four judges and has been with the County since January 1997. The magistrate position is assigned to hear civil cases scheduled in Austintown and Boardman.

The bailiff position's major responsibility is to assist the judge and schedule court dates for contested traffic and criminal cases. In addition, the bailiff generally sends subpoenas, notifies and contacts parties, and ensures that the court operates in an orderly fashion.

The major responsibility of the administrative clerk position is to function as the supervisor of the Clerk of Court's employees by monitoring the work of employees, coordinating and assigning work schedules, approving leave requests, and evaluating employee performance. This position is responsible for coordinating court service and court activities, requesting purchases, and verifying receipt of goods and services. In addition, the administrative clerk position assumes responsibility for monies collected and distributed by the court, certifies copies of court records, and prepares and processes subpoenas.

The major responsibilities of the deputy clerk position is to review, enter, index, docket and certify legal documents and case information. This position schedules civil pretrials, hearings, court arraignments and sentencing date, and notifies appropriate parties as required. In addition, the deputy clerk position is responsible for processing all legal records (pleadings, transcripts, warrants), performing various counter work (receiving cash payments, posting receipts) and performing various clerical tasks.

The bookkeeper clerk position performs the general bookkeeping functions for the County Courts such as posting receipts in the computer, preparing the bank reconciliation, preparing and mailing invoices, and preparing daily county and state reports on all accounts. Additionally, the bookkeeper clerk assists in general court operations by entering dispositions into the computer and issuing bench warrants.

The custodian position is responsible for performing the general cleaning and housekeeping tasks at the assigned County Court.

The probation officers are required to be present in court to meet with defendants assigned to probation. The probation officers' primary responsibility is to ensure that the defendant complies with all of the judge's orders and requirements of probation. The probation secretary performs the necessary clerical and administrative duties in the probation office.

*Financial Data*

**Table 5-2** presents the County Courts actual expenditures for 1999 and 2000 and the budgeted expenditures for fiscal year (FY) 2001 as presented in the budget reports.

**Table 5-2: County Courts Financial Data**

Appropriation Account	Actual 1999	Actual 2000	Budget 2001
Salaries	\$1,090,368	\$1,107,621	\$1,177,366
Benefits	\$416,898	\$445,012	\$492,268
Supplies & Materials	\$14,894	\$40,478	\$52,648
Rent	\$258,315	\$256,824	\$258,957
Utilities	\$71,953	\$67,659	\$90,457
Equipment & Maintenance	\$19,280	\$33,696	\$26,179
Other Expenditures <sup>1</sup>	\$13,024	\$17,595	\$39,825
<b>Totals</b>	<b>\$1,884,732</b>	<b>\$1,968,885</b>	<b>\$2,137,694</b>

Source: MCC Budget and Expenditures reports

<sup>1</sup> Other Expenditures include witness and juror fees, professional services, maintenance agreements, insurance, organization dues, travel and seminars.

Explanations for the significant variances in the MCC expenditures are listed below.

- The majority of the increase in salaries from 1999 to 2000 was due to the appointment of the magistrate to a judge position.
- Benefits increased in 2000 due to a County-wide increase in hospitalization benefits.
- Supplies and materials increased from 1999 to 2000 due to the purchase of required office supplies at each County Court, such as printer equipment, case files and recording tapes.
- Equipment and maintenance increased from 1999 to 2000 due to the installation of alarm and access control systems in each of the County Courts. These costs will be reimbursed through the Ohio Court Security Grant in 2001. In addition, Canfield County Court purchased a copier in 2000.
- The majority of the increase in salaries and benefits from 2000 to 2001 was due to the promotion of a deputy clerk to an administrative clerk position and salary increases for certain Clerk of Court staff.

*Key Operating Statistics*

Key statistics and information relating to caseloads at MCC and peer courts are shown in **Tables 5-3** through **5-7**. Comparative analysis and assessments performed throughout this section include information on MCC and peer courts from the following tables. All peer averages in this report exclude MCC unless otherwise noted. **Table 5-4** indicates the total number of official cases processed in 1999 at MCC and peer courts.

**Table 5-3: Cases Processed in 1999 at MCC & Peers**

	MCC	Butler	Columbiana	Trumbull	Peer Average
<b>Felony</b>	954	758	198	157	371
<b>Misdemeanor</b>	4,857	4,823	1,672	879	2,458
<b>OMVI <sup>1</sup></b>	1,997	897	788	285	657
<b>Other Traffic</b>	33,619	16,596	9,509	3,365	9,823
<b>Personal Injury &amp; Property Damage</b>	118	53	46	15	38
<b>Contracts</b>	1,295	774	1,429	215	806
<b>Forcible Entry &amp; Detainer (FED)</b>	844	1,249	230	96	525
<b>Other Civil</b>	71	79	5	1	28
<b>Small Claims</b>	1,319	548	438	325	437
<b>Total Cases Processed</b>	45,074	25,777	14,315	5,338	15,143

Source: Supreme Court of Ohio Reports

<sup>1</sup>Operating Motor Vehicle While Intoxicated

**Table 5-4** presents the total number of cases disposed and percent of total official cases disposed in 1999 for MCC and peer courts.

**Table 5-4: Cases Disposed in 1999 at MCC & Peers <sup>1</sup>**

	MCC <sup>3</sup>		Butler		Columbiana		Trumbull		Peer Average	
<b>Felony</b>	855	89.6%	678	89.4%	182	91.9%	148	94.3%	336	90.6%
<b>Misdemeanor</b>	4,186	86.2%	4,020	83.4%	1,386	82.9%	747	85.0%	2,051	83.4%
<b>OMVI <sup>2</sup></b>	1,581	79.2%	747	83.3%	643	81.6%	226	79.3%	539	82.0%
<b>Other Traffic</b>	32,166	95.7%	15,092	90.9%	8,842	93.0%	3,169	94.2%	9,034	92.0%
<b>Personal Injury &amp; Property Damage</b>	73	61.9%	30	56.6%	30	65.2%	6	40.0%	22	57.9%
<b>Contracts</b>	983	75.9%	488	63.0%	1,053	73.7%	160	74.4%	567	70.3%
<b>Forcible Entry &amp; Detainer (FED)</b>	603	71.4%	870	69.7%	203	88.3%	85	88.5%	386	73.5%
<b>Other Civil</b>	23	32.4%	29	36.7%	4	80.0%	0	0.0%	11	38.8%
<b>Small Claims</b>	1,026	77.8%	363	66.2%	376	85.8%	275	84.6%	338	77.3%
<b>Total Cases Disposed</b>	<b>41,496</b>	<b>92.1%</b>	<b>22,317</b>	<b>86.6%</b>	<b>12,719</b>	<b>88.9%</b>	<b>4,816</b>	<b>90.2%</b>	<b>13,284</b>	<b>87.7%</b>

**Source:** Supreme Court of Ohio Reports

<sup>1</sup> Each percentage reflects the percent of official cases disposed per that case type for the particular court in 1999.

<sup>2</sup> Operating Motor Vehicle While Intoxicated.

<sup>3</sup> Number of cases disposed is adjusted due to inaccurate data compiled in the Supreme Court of Ohio reports.

**Table 5-5** presents the total number of cases pending and percent of total official cases pending at the end of 1999 for MCC and peer courts.

**Table 5-5: Cases Pending at End of 1999 at MCC & Peers <sup>1</sup>**

	MCC <sup>3</sup>		Butler		Columbiana		Trumbull		Peer Average	
<b>Felony</b>	99	10.4%	80	10.6%	16	8.1%	9	5.7%	35	9.4%
<b>Misdemeanor</b>	671	13.8%	803	16.6%	286	17.1%	132	15.0%	407	16.6%
<b>OMVI <sup>2</sup></b>	416	20.8%	150	16.7%	145	18.4%	59	20.7%	118	18.0%
<b>Other Traffic</b>	1,453	4.3%	1,504	9.1%	667	7.0%	196	5.8%	789	8.0%
<b>Personal Injury &amp; Property Damage</b>	45	38.1%	23	43.4%	16	34.8%	9	60.0%	16	42.1%
<b>Contracts</b>	312	24.1%	286	37.0%	376	26.3%	55	25.6%	239	29.7%
<b>Forcible Entry &amp; Detainer (FED)</b>	241	28.6%	379	30.3%	27	11.7%	11	11.5%	139	26.5%
<b>Other Civil</b>	48	67.6%	50	63.3%	1	20.0%	1	100%	17	61.2%
<b>Small Claims</b>	293	22.2%	185	33.8%	62	14.2%	50	15.4%	99	22.7%
<b>Total Pending</b>	<b>3,578</b>	<b>7.9%</b>	<b>3,460</b>	<b>13.4%</b>	<b>1,596</b>	<b>11.1%</b>	<b>522</b>	<b>9.8%</b>	<b>1,859</b>	<b>12.3%</b>

**Source:** Supreme Court of Ohio Reports

<sup>1</sup> Each percentage reflects the percent of official cases pending per that case type for the particular court in 1999.

<sup>2</sup> Operating Motor Vehicle While Intoxicated

<sup>3</sup> Number of cases pending is adjusted due to inaccurate data compiled in the Supreme Court of Ohio reports.

**Table 5-6** indicates the total number of cases pending beyond the Supreme Court of Ohio time guidelines and percent of total official cases pending beyond these time guidelines at the end of 1999 for MCC and the peer courts.

**Table 5-6: Cases Pending End of 1999  
Beyond Supreme Court of Ohio Time Guidelines <sup>1</sup>**

	MCC <sup>3</sup>		Butler		Columbiana		Trumbull		Peer Average	
<b>Felony Time Guideline: 1 month</b>	54	5.7%	3	0.4%	0	0.0%	0	0.0%	1	0.3%
<b>Misdemeanor Time Guideline: 6 months</b>	158	3.3%	7	0.1%	0	0.0%	3	0.3%	3	0.1%
<b>OMVI <sup>2</sup> Time Guideline: 6 months</b>	191	9.6%	1	0.1%	0	0.0%	0	0.0%	0	0.1%
<b>Other Traffic Time Guideline: 6 months</b>	101	0.3%	2	0.0%	0	0.0%	2	0.1%	1	0.0%
<b>Personal Injury &amp; Property Damage Time Guideline: 24 months</b>	2	1.7%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<b>Contracts Time Guideline: 12 months</b>	117	9.0%	33	4.3%	0	0.0%	0	0.0%	11	1.4%
<b>Forcible Entry &amp; Detainer (FED) Time Guideline: 12 months</b>	90	10.7%	35	2.8%	0	0.0%	0	0.0%	12	2.2%
<b>Other Civil Time Guideline: 12 months</b>	41	57.7%	19	24.1%	1	20.0%	0	0.0%	7	25.0%
<b>Small Claims Time Guideline: 6 months</b>	123	9.3%	36	6.6%	0	0.0%	0	0.0%	12	2.7%
<b>Total Pending beyond Time Guidelines</b>	<b>877</b>	<b>1.9%</b>	<b>136</b>	<b>0.5%</b>	<b>1</b>	<b>0.0%</b>	<b>5</b>	<b>0.1%</b>	<b>47</b>	<b>0.3%</b>

**Source:** Supreme Court of Ohio Reports

<sup>1</sup> Each percentage reflects the percent of official cases pending beyond the time guidelines per that case type for the particular court in 1999.

<sup>2</sup> Operating Motor Vehicle While Intoxicated

<sup>3</sup> Number of cases pending is adjusted due to inaccurate data compiled in the Supreme Court of Ohio reports.

**Table 5-7** presents a three year average (1997, 1998 and 1999) of new cases filed at MCC and peer courts, which will be used as a basis to assess work load and staffing levels throughout this report.

**Table 5-7: Three-Year Average of New Cases Filed (1997 - 1999)**

	MCC	Butler	Columbiana	Trumbull	Peer Average
<b>Criminal &amp; Traffic</b>					
<b>Felony</b>	643	562	183	146	297
<b>Misdemeanor</b>	3,556	3,853	1,313	740	1,969
<b>OMVI <sup>1</sup></b>	1,065	721	601	246	522
<b>Other Traffic</b>	26,272	14,976	9,170	2,998	9,048
<b>Total Criminal &amp; Traffic</b>	31,536	20,112	11,267	4,130	11,836
<b>Civil</b>					
<b>Personal Injury &amp; Property Damage</b>	65	27	33	13	24
<b>Contracts</b>	867	430	1,105	154	563
<b>Forcible Entry &amp; Detainer (FED)</b>	496	725	209	85	340
<b>Other Civil</b>	40	39	14	3	19
<b>Small Claims</b>	1,018	430	426	287	381
<b>Total Civil</b>	2,485	1,650	1,786	542	1,327
<b>Total New Cases Filed</b>	34,021	21,762	13,053	4,672	13,163

Source: Supreme Court of Ohio Reports

<sup>1</sup>Operating Motor Vehicle While Intoxicated

*Performance Measures*

The following is a list of performance measures that were used to review the County Courts:

- Review of County Court expenditures.
- Assess overall operations of the County Courts.
- Assess the technology utilized by the County Courts.
- Review staffing levels and composition of staff.
- Evaluate the current organizational structure of the County Court system.
- Assess the feasibility of reorganizing the County Court system.

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## A. Judicial

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### Findings/Commendations/Recommendations

#### *Case Management*

F5.1 MCC does not consistently utilize performance measurements to determine the effectiveness of its case management system. The National Center of State Courts has developed the Trial Court Performance Standards and Measurement System (TCPS), which identifies and outlines various performance measurements. The measurements identified for case management include:

- *Time to Disposition:* This is determined by calculating case processing information collected from a random sample of cases disposed of during the preceding year. The major task is to randomly select a sample from a list of all cases of each type to be examined.
- *Ratio of Case Dispositions to Case Filings:* This can be easily tracked from the information entered in the monthly reports sent to the Supreme Court of Ohio (see **Table 5-4**). The closer the ratio is to 1:1 indicates that a court is effectively managing its caseload.
- *Age of Pending Caseload:* The number of pending cases beyond the Supreme Court time guidelines can be easily tracked from the information entered in the monthly reports sent to the Supreme Court of Ohio (see **Table 5-5**). The filing date of these cases can be retrieved from the computer system to determine the age of the pending caseload.
- *Certainty of Trial Dates:* This measurement can be tracked by monitoring the frequency of continuances and schedule changes entered in the computer system.

As noted above, this report has attempted to utilize performance measurements and various external benchmarks to assess court operations at MCC.

**R5.1** The performance measurements identified in this report and by the National Center for State Courts should be utilized to ensure that MCC complies with the Supreme Court of Ohio time guidelines for timely case processing, while at the same time keeping current with its incoming caseload. MCC would be better able to develop strategies to improve operations

and be more accountable to the citizens of Mahoning County by consistently utilizing performance measurements to determine the effectiveness of its operations. In addition, MCC should ensure the accuracy and reliability of information critical to effective management of court operations (see **F5.2** and **R5.2**, and **F5.7** and **R5.5**) in order to be able to produce accurate and reliable reports that can be utilized to monitor caseloads and develop realistic performance measurements.

F5.2 The operations of a court can be measured by the total number of cases processed, the number of dispositions (closing the case), the number of cases pending and the number of cases pending beyond the Supreme Court time guidelines. These measurements indicate the effectiveness of the case management process for an entire court. However, MCC has not ensured the accuracy of case data in the past to accurately reflect this information. Specifically, in prior years, Austintown County Court had clerical problems converting case information into its computer system. This caused many cases to be left open in the system that were in actuality closed. According to MCC, this information has subsequently been corrected in the computer system and in future reports submitted to the Supreme Court of Ohio. Due to these issues, the case data in **Tables 5-3** through **5-6** for MCC was adjusted to accurately portray this information for calendar year 1999. The data in **Tables 5-3** through **5-6** has been aggregated into the following table to indicate the overall effectiveness of MCC and peer court case management operations.

**Table 5-8: Case Management Operations (1999)**

	MCC <sup>1</sup>	Butler	Columbiana	Trumbull	Peer Average
<b>Total Official Cases</b>	45,074	25,777	14,315	5,338	15,143
<b>Dispositions</b>	41,496	22,317	12,719	4,816	13,284
<b>% of Total</b>	92.1%	86.6%	88.9%	90.2%	87.7%
<b>Cases pending end of period</b>	3,578	3,460	1,596	522	1,859
<b>Cases Pending beyond Time Guideline</b>	877	136	1	5	47
<b>% of Total Pending</b>	24.5%	3.9%	0.1%	1.0%	2.5%
<b>% of Total Cases</b>	1.9%	0.5%	0.0%	0.1%	0.3%

Source: Supreme Court of Ohio Reports

<sup>1</sup> MCC cases data is adjusted to accurately reflect court operations.

As indicated by **Table 5-8**, MCC disposed a higher amount of the court’s official cases compared to the peers, approximately 4.4 percentage points greater than the peer average. Although MCC had the highest disposition rate of the peers, MCC had the highest percentage

of cases pending beyond the Supreme Court of Ohio's time guidelines. This indicates that MCC is not effectively managing its backlog of cases. However, it is important to note that the 1999 case data had to be adjusted and may not entirely reflect the actual number of cases pending beyond the Supreme Court of Ohio's time guidelines.

**R5.2** MCC should ensure that case data measuring its operations is accurate and reliable. Without accurate and reliable data, MCC can not determine the overall effectiveness of its operations and subsequently can not effectively develop strategies to improve case management. Since case management affects every aspect of court operations, including overall effectiveness in providing services to the citizens of Mahoning County, MCC should continually be developing strategies and taking appropriate measures to improve case management. All of the recommendations provided in this section are intended to benefit the case management operations at MCC.

F5.3 Standard and uniform time frames for the purpose of processing and scheduling cases in a typical day do not exist at MCC. If a defendant does not waive their right to a speedy trial, state statutes dictate time frames for when a hearing/trial should be scheduled. For example, a court is required to hold a felony preliminary hearing within 10 days of the arrest for individuals detained in jail. However, according to MCC staff, most defendants (about 80 to 90 percent) waive their right to a timely preliminary hearing, which allows MCC to schedule cases at their own discretion. It should be noted that the MCC Rules of Practice state that first degree and second degree misdemeanors may be set for pretrial by the bailiff within 30 days after arraignment. However, as discussed in **F5.9**, the Rules of Practice are outdated and not consistently utilized by MCC staff.

The bailiffs are responsible for scheduling criminal and traffic cases, and the administrative and deputy clerks are responsible for scheduling civil cases. Cases are scheduled and dockets are developed based upon the number of cases that the staff perceive is adequate and can be heard in one day as their guideline. For instance, one County Court schedules approximately 15 to 20 pretrials in a day while another County Court schedules about 30 pretrials in one day. However, Butler County has stipulated in its Rules of Practice that pretrials should be scheduled in ten minute intervals at each County Court. In addition, Columbiana County schedules pretrials in 15 minute intervals and trials and motions in 60 minute intervals. However, Columbiana County has to, in certain situations, alter these intervals depending upon caseload.

In addition, staff potentially have varying perceptions on how far in advance cases should be scheduled (e.g., preliminary hearings should be scheduled one, two, or four weeks/months after the arraignment date). The arresting agency is responsible for scheduling the initial arraignment date for cases forwarded by the agency to MCC (e.g., traffic citations). In all other situations, MCC is responsible for scheduling cases. According to MCC staff, the

arresting agencies are cognizant of MCC’s hearing schedule and will schedule the arraignments for the next available court date.

Furthermore, MCC will be upgrading to the PC-based Court View 2000 system in the near future (see **F5.17**). The Case Scheduling/Tickler Tracking feature can automatically schedule and monitor all case activity. Time standards can be established to identify critical dates and to instruct the system to flag those cases which exceed a particular deadline.

F5.4 Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards is a publication providing benchmarks and best practices utilized by various local governmental entities. **Table 5-9** presents various benchmarks related to scheduling cases from this publication that are implemented by various courts located in the related municipality.

**Table 5-9: Time Frames for Scheduling Cases**

Municipality	Time Frames for Scheduling
Fort Worth, TX	Each case to be scheduled on a docket within seven days of receipt.
Savannah, GA	Schedule misdemeanor cases for preliminary hearing on the court business day after arrest. Schedule preliminary hearing for felony cases within one week of arraignment.
Reno, NV	Schedule all trials within 60 days of arrest (1990: 100% compliance).
Fayetteville, AR	Set criminal cases for trial within 90 days.

Source: Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards

Since each court indicated in **Table 5-9** is not located in Ohio, it is important to note that these courts are under a different set of laws and regulations than courts located in Ohio. Consequently, the laws and regulations in Texas, Georgia, Nevada and Arkansas may have a different affect on the time frames for scheduling cases for courts located in Ohio.

**R5.3** Standard and uniform time frames for the purpose of processing and scheduling cases should be established within MCC. Once the time frames have been established, they should be used as the mechanism to determine when a case should be scheduled and the number of cases that should be processed in a typical day. For example, all misdemeanors could be scheduled five days after the initial complaint is filed and the court could be able to process 15 misdemeanors in a typical day. In addition, MCC should incorporate the standard time frames into the future upgrade of the computer system to ensure that the process of scheduling cases in accordance with the time frames is relatively easy. Furthermore, MCC should monitor and track these time frames to ensure that they are being adhered to. By developing and adhering to standard and uniform time frames, MCC could potentially reduce the number of pending cases and improve the case management system.

F5.5 MCC does not have uniform and standard rules to minimize the number of continuances granted during a case, which can negatively impact the number of cases pending beyond the Supreme Court of Ohio's time guidelines (see **F5.2**). The Rules of Practice for the Mahoning County Courts, which was developed in 1991, does state that a motion for continuance must be in writing stating the reasons for the continuance. However, it does not state what reasons would qualify for a continuance and does not provide any guidance as to the maximum number of continuances to be permitted during a case. Consequently, each of the County Courts have different standards measuring "excessive" continuances and have different procedures for dealing with continuances. For instance, one County Court will usually try to contact the attorney and obtain in writing the reasons for the continuance if there were two or more continuances granted for an existing case while another County Court's bailiff will notify the judge if three to five continuances have been granted for a case. These differences in measuring "excessive" continuances can negatively impact case management at MCC. Problems and delays in case management are more likely to occur by granting a higher number of continuances. In addition, the Rules of Practice do state that for a first continuance in a felony case, "...the Court shall postpone the preliminary examination for a reasonable time not to exceed 10 days, except by the consent of both parties...." However, as discussed in **F5.9**, the Rules of Practice are outdated and not consistently utilized by MCC staff.

The State of California has established specific written rules regarding continuances in its superior courts and **Table 5-10** lists its specific reasons for granting a continuance.

**Table 5-10: State of California Rules for Continuances**

<p><b><u>Death</u></b></p> <ul style="list-style-type: none"> <li>● The death of the trial attorney, expert witness or an essential witness where, because of the proximity of such death to the date of trial, it is not feasible to substitute another attorney or witness.</li> </ul>
<p><b><u>Illness</u></b></p> <ul style="list-style-type: none"> <li>● Illness that is supported, wherever possible, by an appropriate declaration of a medical doctor, stating the nature of the illness and the anticipated period of any incapacity.</li> <li>● The illness of a party or essential witness, except that, when it is anticipated the incapacity of such party or witness will continue for an extended period, the continuance should be granted on condition of taking the deposition of the party or witness in order that the trial may proceed on the next date set.</li> <li>● The illness of the trial attorney or of an expert witness, except that the substitution of another attorney or witness should be considered in lieu of a continuance depending on the proximity of the illness to the date of trial, the anticipated duration of the incapacity, the complexity of the case, and the availability of a substitute attorney or expert witness.</li> </ul>
<p><b><u>Unavailability of Trial Attorney or Witness</u></b></p> <ul style="list-style-type: none"> <li>● The unavailability of the trial attorney when he is engaged in the trial of another case, or in the hearing, investigative or formal, of a State Bar disciplinary matter, if:             <ul style="list-style-type: none"> <li>▶ at the time the attorney accepted the trial date in this case he could not have reasonably anticipated the conflict in trial dates; and</li> <li>▶ the court was informed and made a finding at the pretrial or trial setting conference or on motion made at least 30 days before the date set for trial that the case was assigned for trial to this attorney within a particular law firm and that no other attorney in that firm was capable and available to try the case and was or could be prepared to do so.</li> </ul> </li> <li>● The unavailability of a witness only where the witness has been subpoenaed or is beyond the reach of subpoena and has agreed to be present, and his/her absence is due to an unavoidable emergency that counsel did not know and could not reasonably have known at the time of the pretrial or trial setting conference.</li> </ul>
<p><b><u>Substitution of Trial Attorney</u></b></p> <ul style="list-style-type: none"> <li>● The substitution of the trial attorney only where there is an affirmative showing that the substitution is required in the interests of justice.</li> </ul>
<p><b><u>Significant Change in Status of Case</u></b></p> <ul style="list-style-type: none"> <li>● A significant change in the status of the case where, because of a change in the parties or pleadings ordered by the court, the case is not ready for trial.</li> </ul>

Source: State of California Court Rules

In addition, Butler County has instituted a standard formal policy throughout its county courts by only allowing one continuance for minor/misdemeanor offenses. If an individual requests more than one continuance, they are required to appear before the judge and formally request another continuance. Trumbull County Central District Court has instituted

a similar policy by allowing for one continuance per defense and prosecution in civil cases. If more than one continuance is requested, it has to be made in writing and all parties have to appear before the judge.

Furthermore, according to MCC staff and judges, attorney scheduling conflicts occur periodically with the municipal courts (Youngstown, Campbell and Struthers) and common pleas court in Mahoning County. These scheduling conflicts result in MCC receiving a significant amount of last minute calls from attorneys at these courts requesting continuances due to time management problems at the municipal courts. According to the presiding judge at MCC, the judges at the County Courts, common pleas court and municipal courts are in the process of forming a judges' organization within the County to resolve the attorney scheduling conflicts.

- F5.6 The authority to grant continuances in certain situations and for certain case types varies between MCC and the peer courts. At MCC, deputy clerks reschedule arraignments when individuals call and request a continuance for a new court date because they can not appear on the date assigned by the local law enforcement agency. Since standard rules and time frames for continuances are lacking, it is up to the clerk's subjective discretion to determine whether or not the case should be continued. Furthermore, since standard and uniform time frames at MCC do not exist (see **F5.3**), it is up to the deputy clerk's judgement to determine the most appropriate arraignment date for individuals that waive their right to a speedy trial.

At Butler County, the deputy clerks have the authority to grant continuances for certain cases such as traffic, DUI, and disorderly conduct cases, and reschedule the case for the following week. The deputy clerks have to verify that the individual did not have any prior continuances granted and did not have any prior convictions/violations. If the individual already had a continuance granted or had prior convictions/violations, the deputy clerk can not grant another continuance and the individual must appear in court on the originally scheduled date. At Columbiana County, the judge grants all continuances. At Trumbull County Central District Court, the judge grants continuances in all cases. However, the clerks have authority to grant continuances if the judge is out of town and the reason for the request is due to an extreme emergency (e.g., defendant is in the hospital, a medical emergency arises, or there is a death in the family). In addition, at Trumbull County Eastern District Court, clerks have the authority to grant continuances for initial arraignments and are required to reschedule the case within the next two weeks.

- R5.4** MCC should develop standard and uniform rules for granting continuances, such as not allowing more than one continuance for a misdemeanor one offense. The rules should state and fully explain the following key procedures/policies:

- Maximum number of allowable continuances per case.
- Reasons that would justify the granting of a continuance.
- Authorization to grant continuances in certain situations and/or for certain case types. However, whatever authority is given to the deputy clerks and/or other staff, the judge should always be informed of continuances granted for all cases.

In addition, MCC should review the adequacy of the procedures and policies discussed in the Rules of Practice regarding continuances and ensure that staff understands and follows them. Furthermore, the presiding judge at MCC should ensure that the collaboration with the common pleas and municipal court judges actually occurs to address and resolve the attorney scheduling conflicts and subsequently reduce the number of continuances attributed to this issue. The likelihood of granting continuances could potentially be reduced by establishing standard rules, and monitoring and enforcing the rules, which can subsequently reduce the number of cases pending beyond the Supreme Court of Ohio's time guidelines.

F5.7 MCC does not use the computer system to consistently monitor continuances. In addition, the continuance code in the computer system is not always utilized by all employees. For instance, continuances are sometimes accounted for under the miscellaneous code in the computer system. Due to this, MCC is unable to assess the full impact of granting continuances by not utilizing the computer system to track this information.

**R5.5** MCC should ensure that continuances are properly accounted for and tracked in the computer system by always utilizing the continuance code. This will provide staff with the ability to more effectively monitor continuances and ensure that an excessive amount is not being granted. In addition, MCC will be able to assess the impact continuances have on various court operations and procedures (e.g., uniform rules for granting continuances discussed in **F5.5** and **R5.4**) by properly tracking continuances in the computer system.

F5.8 The bailiffs at each County Court are responsible for assigning attorneys to indigent individuals. The attorneys are selected by alphabetical rotation from a hard copy list provided by the Mahoning County Bar Association of qualified attorneys. The list indicates the types of cases each attorney is qualified to handle (e.g., felonies, misdemeanors, DUI's, etc.). The common pleas court is responsible for assigning attorneys to felony cases.

According to MCC staff, certain attorneys may be assigned more cases than other attorneys based upon various criteria, such as assigning attorneys that the bailiffs perceive will not request many continuances. However, the judges, and not the attorneys, are ultimately responsible for granting a continuance and since MCC does not effectively monitor continuances (see **F5.7**), it does not fully know which attorneys consistently request a continuance. In addition, the Ohio Rules of Superintendence state, in Rule 8, that the procedure used for making assignments "shall ensure an equitable distribution" of attorney

assignments. By not using an alphabetical rotation for all assignments, there is a potential to assign certain attorneys more cases than other qualified attorneys. Consequently, this practice allows for the potential to display favoritism for certain attorneys.

**R5.6** Assignment of cases to attorneys should always be made by alphabetical rotation, which ensures an equitable distribution of attorney assignments. By using alphabetical rotation for all attorney assignments, MCC would be basing assignments more objectively and thereby avoid any accusations of bias or favoritism in the selection process. The judges should communicate the importance of this policy to their respective staff. If MCC is able to determine and document that certain attorneys continually fail to appear in court and/or do not appear in court on time, MCC should take the necessary measures to reprimand the attorney and if applicable, remove them from the assignment list.

In addition, MCC should consider using available technology to make the process of attorney assignments easier and more efficient. For instance, a database comprising all of the qualified attorneys could be developed to better document cases assigned to each attorney, which would indicate that MCC is basing all attorney assignments by alphabetical rotation. Furthermore, standard and uniform rules for granting continuances (see **F5.5** and **R5.4**) could potentially reduce the amount of continuances granted due to attorneys failing to appear in court on time.

**F5.9** According to MCC staff, the Rules of Practice identified in **F5.3** are outdated and not consistently utilized by the County Courts. The Rules of Practice were developed and implemented in 1991 by the four County Court judges operating at that time. In addition, standard and uniform procedures, such as standard and uniform time frames for the purpose of processing and scheduling cases in a typical day (see **F5.3**) and standard rules to minimize the number of continuances granted during a case (see **F5.5**), are not incorporated in the current Rules of Practice. Furthermore, MCC lacks a County Court procedures manual. Training that is provided to new employees varies at each County Court. The administrative clerk is responsible for training new deputy clerks. However, the training is not uniform or standardized.

**R5.7** The judges and Clerk of Court's office should update the current Rules of Practice and ensure that staff understand the rules and use it as a reference guide when performing their various job functions. The Rules should include standard and uniform procedures and time frames guiding court operations (see **R5.3** and **R5.4**). Additionally, MCC should include basic procedures into the Rules of Practice, which would serve as a training resource for new employees and as an adequate reference document for current employees. At a minimum, the Rules of Practice should address the following:

- Assigning case files.
- Numbering case files.
- Counting cases according to the Rules of Superintendence.
- Entering the necessary case information into the computer system.
- Explaining all computer codes and information that each code represents (see **R5.13**).
- Using the various functions in the computer system.
- Processing assessment and collections of court costs and fines.

By updating the Rules of Practice, MCC will have an effective training and reference resource benefitting both staff and management.

F5.10 According to MCC staff, all case information such as court dates, pleadings, final dispositions, journal entries, commitments and probation requirements is processed the day after the court was in session. However, specific and documented time frames regarding the input of case information does not exist at MCC. Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards indicates that Houston, TX has developed a target of entering 95 percent of tickets within two days of receipt. This same publication indicates that Oklahoma City, OK has developed time frames for entering case information and monitors these time frames. These time frames and success rate in meeting them are indicated in **Table 5-11**.

**Table 5-11: Oklahoma City Time Frames <sup>1</sup>**

Time Frames	Success Rate
Percentage of criminal case information input within 24 hours of receipt	100%
Percentage of jury case information input within 24 hours of receipt	100%
Percentage of traffic case information input within 24 hours of receipt	95%

Source: Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards

<sup>1</sup> 1992 Information

By establishing and monitoring time frames for entering case information, Oklahoma City can enter case information in a timely manner, and can base employee performance and overall success of this job function on objective and quantitative measurements.

**R5.8** MCC should establish standard time frames for entering case information. This should benefit the entire case management process at the court by ensuring that case information is entered in a timely manner. In addition, management should utilize these measures in assessing employee performance in this job function.

F5.11 The presiding judge at MCC has the authority to determine the assigned location for the remaining judges. All of the judges assist in developing the hearing schedule for each

location. However, the current hearing schedule was developed by previous MCC judges (with the exception of moving the Tuesday morning hearing to Monday afternoon in Austintown) and has been in place for a long period of time. **Table 5-12** presents the days and time court is in session at MCC.

**Table 5-12: MCC Hearing Schedule**

	Austintown	Boardman	Canfield	Sebring
<b>Monday</b>	1:00 pm - 10:00 pm <sup>1</sup>	9:00 am - 1:00 pm <sup>2</sup>	None	None
<b>Tuesday</b>	None	None	None	1:00 pm - 6:00 pm
<b>Wednesday</b>	9:00 am - 1:00 pm <sup>2</sup>	9:00 am - 2:00 pm	6:00 pm - 10:00 pm <sup>3</sup>	None
<b>Thursday</b>	9:00 am - 2:00 pm	6:00 pm - 10:00 pm	None	None
<b>Friday</b>	None	None	9:00 am - 12:00 pm	None

Source: Presiding Judge

<sup>1</sup> Court will close at 4:00 pm and reopen at 5:30 pm to begin the session at 6:00 pm

<sup>2</sup> Civil Hearings

<sup>3</sup> Canfield will implement a drug court program later in 2001 to hear all drug related cases within MCC’s jurisdiction from 1:00 pm to 5:00 pm.

As indicated by **Table 5-12**, at least one County Court is in session each day of the week. Each judge covers at least two court dates a week and schedules other hearings as needed. The judge assigned to Sebring also hears cases once a week in Austintown to ensure that each judge hears cases two days a week. The magistrate position is responsible for conducting the civil hearings on Wednesdays in Austintown and Mondays in Boardman.

In addition, **Table 5-12** indicates that court sessions at MCC do not comprise a full work day (with the exception of Austintown on Monday). This indicates that MCC could potentially consolidate hearing days in an effort to reduce the total number of days each court is in session. With a higher number of hearing days, the burden placed on the Sheriff’s Office and local law enforcement agencies to appear in court, transport prisoners and provide court security is increased. In addition, the potential for attorney scheduling conflicts increases due to attorneys having to appear in court on more days. Columbiana County has developed and implemented a hearing schedule that differs from MCC. The following indicates the days Columbiana County is in session:

- County Court 1: Monday and Thursday
- County Court 2: Wednesday and Friday
- County Court 3: Tuesday and Thursday

The major difference at Columbiana County is that court is in session for a full day, from 8:00 am to approximately 4:00 pm. All types of cases are heard each day and Columbiana County tries to schedule all civil cases in the afternoon. In addition, MCC is the only court

that holds night sessions, which could potentially cause difficulties in employee scheduling, security officer presence and prisoner transportation. The major benefit of having night court sessions is to provide a more convenient time for individuals who are required to appear in court.

F5.12 **Table 5-13** presents the average number of cases processed per hour that court is in session at MCC and the peers.

**Table 5-13: Number of Cases Processed per Hour**

	MCC	Butler	Columbiana	Trumbull	Peer Average
<b>Total New Cases - 3-yr Average</b>	34,021	21,762	13,053	4,672	13,163
<b># of Hearing Days per week</b>	9	7	6	5	6
<b>Total Court Hours per week</b>	43	40	48	22	37
<b># of Court Hours per Day</b>	4.8	5.7	8.0	4.4	6.2
<b># of Court Hours per Year <sup>1</sup></b>	1,195	1,419	1,992	1,096	1,544
<b># of Cases per Hour</b>	28	15	7	4	9

Source: Supreme Court Reports, MCC and peer courts staff

<sup>1</sup> Assuming a total of 249 working days per year (5 days per week times 52 weeks less 11 holidays)

As indicates by **Table 5-13**, MCC processes the highest number of cases per court hour as compared to the peers.

**C5.1** MCC is commended for processing the highest number of cases per hour as compared to the peers. By processing a high number of cases per hour, MCC is ensuring that it utilizes its resources effectively to maximize on the number of cases processed per hour. In addition, case management operations are impacted in a positive manner by maximizing the number of cases processed per hour.

**R5.9** Although MCC processes a high number of cases per hour, it should consider consolidating the number of days each court is in session. The benefits of scheduling hearings for a full day and subsequently reducing the total number of days court is in session include the following:

- Enhance prisoner transportation for the Sheriff’s Office and local law enforcement agencies.
- Reduce the potential for attorney conflicts.
- Lessen the burden placed (travel time) on local law enforcement agencies.

- Enhance security provided to the courts.
- Improve case management by reducing the number of cases processed per hour by lessening the burden placed on current staff to process such a high number of cases and ensuring adequate due process for all parties involved in the judicial system.

**Table 5-14** presents a manner in which MCC could potentially restructure its hearing schedule.

**Table 5-14: Example of a Revised Hearing Schedule at MCC <sup>1</sup>**

	Austintown	Boardman	Canfield <sup>1</sup>	Sebring
<b>Monday</b>	1:00 pm - 10:00 pm	None	None	None
<b>Tuesday</b>	None	None	None	1:00 pm - 6:00 pm
<b>Wednesday</b>	None	8:00 am - 4:00 pm	None	None
<b>Thursday</b>	8:00 am - 5:00 pm	None	None	None
<b>Friday</b>	None	6:00 pm - 10:00 pm	8:00 am - 4:00 pm	None

<sup>1</sup> This schedule does not take into account the drug court program in Canfield which will be implemented later in 2001. In addition, MCC designates two to four weeks annually for jury trials.

By restructuring the hearing schedule as indicated in **Table 5-14**, MCC would be in session a total of six days as opposed to the current hearing schedule of nine days and none of the courts would be in session at the same time, which further enhances the benefits of consolidating the hearing discussed above. In addition, MCC could still dedicate a portion of each hearing day to a specific case type, such as Austintown hearing all civil cases Thursday afternoon. The number of cases processed per hour with the proposed hearing schedule declines to 19 cases, which is potentially a more manageable caseload and still higher than the peers (see **F5.12**). Furthermore, MCC should fully assess the benefits and costs associated with operating night court sessions. This should be accomplished by identifying and subsequently measuring all of the key variables impacting night court sessions to determine whether the total benefits of operating night court sessions outweigh the total costs.

During the course of this performance audit, MCC indicated that this recommendation has been implemented. Specifically, MCC has reduced the number of days court is in session by implementing full-day court sessions at Austintown and Boardman.

### *County Court Security and Prisoner Transportation*

This section of the reports focuses on those areas which are related to court security and prisoner transportation issues. While the discussion of these issues are included in the Judicial subsection of the report, the issues are applicable to the Judicial operations and the Clerk of Court operations, unless otherwise noted.

F5.13 Court security appears to be lacking at each County Court. However, MCC has taken initial steps to improve security by applying for and receiving the Ohio Court Security Grant to provide for additional security enhancements. The Ohio Court Security Grant will allow MCC to improve security to ensure a safe environment for staff and the general public.

**C5.2** MCC has taken the necessary steps to improve the security system at each of the courts. By applying for the Ohio Court Security Grant, MCC has made it a priority to improve the security system to ensure the safety of its employees and the general public.

**R5.10** MCC should ensure that it receives all of the entitled monies from the security grant and ensure that all of the grant monies be used to upgrade the current security deficiencies. By ensuring that it uses all of the grant monies to provide for security enhancements, and implements these security enhancements as soon as possible, MCC should greatly improve court room security at each County Court.

F5.14 Security guards are present at MCC when court is in session. The Sheriff's Office provides security coverage for Boardman and Sebring. The Austintown Police Department provides security coverage for Austintown and Beaver Township provides security coverage for Canfield. A three dollar constable fee, which is included in the court costs, is distributed to Austintown and Beaver Townships for providing various services including security coverage at the courts (see the **Sheriff's Office** section for more information). In addition, various MCC staff indicated that the number of security officers assigned to the court changes periodically and that staff are not notified of these changes.

Butler County has security officer presence at only one of its three county courts. Columbiana County does not have any regular security officers present when court is in session. However, according to the Columbiana County Clerk of Court, Columbiana County's bailiffs function as security officers when court is in session. A security officer is present at each county court in Trumbull County. In addition, MCC and the peer courts do not have security officers present when court is not in session.

F5.15 Prisoner transportation has been a problem at MCC. According to MCC staff, the prisoner transportation officers do not always arrive at the court in a timely manner. By not arriving in time, the prisoner transportation officers can negatively impact the case management

operations at MCC. In addition, the Sheriff's Office is responsible for transporting prisoners in some of the County Courts while various townships are responsible for transporting prisoners in other County Courts. MCC has to pay a fee to any township transporting prisoners. Furthermore, the Sheriff's Office has the capability and necessary equipment to implement a video arraignment system at MCC, which could reduce the costs and case management problems associated with physically transporting prisoners. However, the video arraignment system has not yet been implemented at any of the County Courts.

**R5.11** MCC should work with the townships and Sheriff's Office to ensure that security coverage is provided when court is in session and that prisoner transportation is provided to each court in a timely manner. To adequately enforce and monitor the collaborations with the townships and Sheriff's Office, a written policy should be developed and implemented that fully explains the hours/days security coverage is to be provided and specific time frames that prisoners are to be present in court. Additionally, Mahoning County should consider utilizing only the Sheriff's Office to provide security coverage and prisoner transportation. Furthermore, MCC should work with the Sheriff's Office to implement the video arraignment system at each County Court. For more information on security coverage, prisoner transportation and video arraignments, see the **Sheriff's Office** section of this report.

During the course of this performance audit, MCC has taken steps to implement this recommendation. The Sheriff's Office is providing security at all of the four County Courts. In addition, prisoner transportation will be provided by the Sheriff's Office in the future. Further, the video arraignment system has been implemented in the Boardman County Court.

F5.16 MCC has developed and implemented a court security policy and procedures manual to establish consistent and standard operating procedures throughout the County Courts. The manual defines areas of responsibility to reduce response time to incidents and defines behaviors expected of court personnel to increase safety and security. Prisoner transportation and the hours that courthouse security officers are to spend in the court are not incorporated in the MCC security manual. However, these issues pertain to the Sheriff's Office and are to be in compliance with its policy and procedures manual.

**C5.3** A court security policy and procedures manual is an effective tool to communicate various security and safety issues to all of MCC's staff. Considering the relatively high security risks associated with court operations, MCC has taken the initiative in enhancing security by developing and implementing a court security policy and procedures manual.

## Technology

This section of the reports focuses on those areas which are related to technology issues. While the discussion of these issues are included in the Judicial subsection of the report, the issues are applicable to the Judicial operations and the Clerk of Court operations, unless otherwise noted.

F5.17 Crawford Company (CCI) is the vendor of MCC's current computer system, which is operated by a mainframe terminal. The system was implemented in the Clerk of Courts office in July 1989 and fully implemented at MCC in 1993. According to the Clerk of Courts office, CCI is the most commonly used system in the State. Case dockets and other pertinent information such as defendant names, court dates, charges and summaries of case activity are entered into the computer system and easily retrieved. MCC is in the process of negotiating with the current vendor to upgrade the current mainframe system to a PC-based system. According to the Clerk of Courts office, the upgrade to a PC-based system will benefit MCC's operations in the following ways:

- Provide imaging and scanning capabilities.
- Provide access to the internet.
- Enable MCC to develop a website to provide various case and public information.
- Enhance bookkeeping operations.
- Improve the reports produced from the system.

**R5.12** MCC should ensure that the upgrade to the PC-based system occurs as soon as possible. However, prior to upgrading the current system, MCC should ensure that staff are fully trained and understand all of the current system's functionality (see **F5.18**). In addition, MCC should ensure that staff are trained on all of the new functions and features of the upgraded system. Furthermore, MCC should ensure that staff are fully aware and trained on how to convert information to the upgraded system so that all case activity is accurately reported, which was a problem in previous data conversions (see **F5.2**).

F5.18 According to various MCC staff, certain codes are not consistently utilized in the computer system. For instance, the code that tracks motions for continuance is not always utilized (see **F5.7**). Often times, motions for continuances are accounted for in the miscellaneous code. By not ensuring that all of the courts use the same code to track appropriate data, MCC has the potential of producing inaccurate reports that may misrepresent important information.

**R5.13** The staff assigned to each of the County Court locations should ensure that codes designated to indicate specific information are always utilized to track the related information. The Rules of Practice discussed in **R5.7** should explain the information to be tracked under each code. The judges and Clerk of Court should ensure that all of the employees are trained on

the various codes available in the computer system. Case management at MCC will benefit from utilizing standard codes, which will help ensure that reports are accurate and reliable.

- F5.19 With the exception of Canfield, all of the County Courts have implemented and utilize bench terminals. Canfield County Court does not have the space and functionality necessary to implement a bench terminal. Since a bench terminal is not present, the bailiff has to provide parties with a handwritten notice. In addition, the bailiff at Canfield is unable to look up and enter case information while in session and has to wait until all of the cases have been heard before anything can be entered into the computer system. Consequently, if more information is needed, the bailiff has to physically go to the office and retrieve information causing an unneeded delay. According to the Administrator of the Clerk of Courts, MCC will be implementing personal computers (PCs) in each court room when the County Courts upgrade to the PC-based computer system (see **F5.17**).

Furthermore, the bailiff at Canfield mails a second notice to the parties reminding them of the upcoming court date. Considering that a notice is provided to all appropriate parties in court, sending a second notice creates a duplication of tasks.

- R5.14** MCC should ensure that a PC is implemented in each courtroom, including Canfield, when it upgrades to the new computer system. This will allow the bailiffs to enter and retrieve necessary case information more efficiently during the actual hearings. In addition, the Canfield County Court should not consider sending a second notice of the court date since the notice of the next hearing date is provided to all appropriate parties after the hearing.

- F5.20 Mahoning County's Data Processing Department provides technological assistance to all County departments, including MCC. In contrast, Columbiana County employs a full-time systems administrator responsible for handling all technological problems and issues at the county courts, in addition to providing technological assistance to the common pleas and probate courts. In addition, Columbiana County employs a full-time systems coordinator to provide assistance and support to the systems administrator. Columbiana County is independent of the county's data processing department. According to the Columbiana County Clerk of Court, assigning specific employees to handle technological issues provides them with more flexibility to upgrade and make changes to the system.

During the time frame of this engagement, MCC experienced a computer systems crash that lasted for several days. This negatively impacted operations as staff were unable to enter and retrieve case information from the computer system, which also negatively impacted services provided to citizens and individuals at MCC. This incident reveals that MCC may have a need for a systems administrator position.

**R5.15** MCC should work with the County’s Data Processing Department to improve the technological assistance provided to the County Courts. Considering that the Data Processing Department provides technological assistance to all County Departments, it may be more effective for MCC to work with the Data Processing Department to improve technological assistance provided to the County Courts. A proposed solution could be to assign one specific employee in the Data Processing Department to handle all of the technology issues at MCC. However, if MCC and the Data Processing Department are unable to effectively collaborate on this issue, MCC should consider employing an individual with revenue collected from the computer and legal research funds to handle the technology issues at the County Courts (see **F5.21** and **R5.16**).

F5.21 According to ORC §1907.261(A)(1), “a court may determine that for the efficient operation of the court, additional funds are required to computerize the court, to make available computerized legal research services, or to do both.” ORC §1907.261(A)(1) states also that this fee can be equal to, but not exceed \$3.00 on the filing of each cause of action or appeal equivalent to the ones mentioned in ORC §2303.20.

In addition, ORC §1907.261(B)(1) states that an additional fee not to exceed \$10.00 can be assessed “on the filing of each cause of action or appeal, on the filing, docketing and endorsing of each certificate of judgment or on the docketing and indexing of each aid in execution or petition to vacate, revive or modify a judgment” to be used for the “actual cost to the court of procuring and maintaining computer systems for the office of the clerk of the municipal court.”

**Table 5-15** shows the fees charged by MCC and the peer courts as allowed by ORC §1907.261(A)(1) and ORC §1907.261(B)(1), and indicates the total amount of computer fees collected in 2000.

**Table 5-15: Computerization Fees and Collections in 2000**

	MCC	Butler	Columbiana	Trumbull <sup>2</sup>	Peer Average <sup>3</sup>
<b>Court computerized legal research fee per case, ORC §1907.261(A)(1)</b>	\$3.00	N/A <sup>1</sup>	\$3.00	\$3.00	\$3.00
<b>Clerk of Court computerization fee per criminal/traffic case, ORC §1907.261(B)(1)</b>	\$4.00	N/A <sup>1</sup>	\$10.00	\$7.00	\$8.50
<b>Clerk of Court computerization fee per civil case, ORC §1907.261(B)(1)</b>	\$10.00	N/A <sup>1</sup>	\$10.00	\$7.00	\$8.50
<b>Total Computer Fees Collected</b>	\$223,000	N/A <sup>1</sup>	\$170,000	\$49,000	\$110,000

Source: MCC and peer courts reports/interviews

<sup>1</sup> Butler County no longer has a computer or legal research fee and has added these fees to a special project fund (see **F5.38**).

<sup>2</sup> For small claims cases, Trumbull County charges \$3.50 to the computer fund and \$1.50 to legal research.

<sup>3</sup> Does not include Butler County since its county courts added these fees to the special project fund.

According to these two sections of the ORC, the revenues generated from these additional fees are to be placed into a separate fund and can only be used by the respective entity for technology related expenditures and computerized legal research services. According to the Butler Clerk of Area Courts, Butler County discontinued charging court costs to the computer and legal research funds because the courts were collecting more monies than they were expending for technology purposes. Due to this, Butler County applied the computer and legal research fees to the special project fund, which is not earmarked for a specific purpose such as technology (see **F5.38**).

**C5.4** Implementing the computerization fees established by ORC §1907.261(A)(1) and §1907.261(B)(1) assists MCC in generating additional revenues for future technology expenditures. This decreases the amount of General Fund resources needed by MCC.

**R5.16** MCC should increase the computerization fee for criminal/traffic cases from \$4.00 to \$10.00. Considering the fact that technology is constantly changing, MCC should be able to find ways to spend the revenues collected in the computer and legal research funds. For example, MCC could utilize the computer and legal research revenues to fund a systems administrator position (see **F5.20**).

*Financial Implication:* By increasing the criminal/traffic computerization fee to \$10.00, MCC could collect \$189,000 in additional court costs annually. Assuming a similar delinquency rate as experienced in 2000 and a 50 percent delinquent collection rate, MCC could increase court costs and revenue collected by approximately \$158,000 annually.

F5.22 Timely and immediate sharing of case information among all of the agencies involved in the justice system within Mahoning County can be difficult since these agencies utilize different computer systems. For instance, MCC and the three municipal courts (Youngstown, Campbell and Struthers) in the County utilize different computer systems, so a judge at MCC is unable to easily and quickly determine if a certain individual had prior convictions at one of the municipal courts. In addition, the different computer systems operated by the local law enforcement agencies can potentially impede the sharing of information among all of the entities involved in the justice system.

The General Accounting Office (GAO) report on the Washington D.C. Criminal Justice System indicated that an Information Technology Advisory Committee (ITAC) was created in Washington D.C. to serve as the governing body for justice information development. ITAC devised a District of Columbia Justice Information System (JUSTIS) and contracted with a consulting firm to design JUSTIS based on modern dedicated intranet and Web browser technology. The goal of JUSTIS is to allow each agency to access selected information from other agencies while allowing each agency to maintain its current computer system. Timely and immediate sharing of case information can benefit the operations of the entire justice system in the following ways:

- Provide access to previous violations in other jurisdictions (e.g., Austintown County Court could immediately determine if a defendant had previously been convicted by the Youngstown Municipal Court).
- Allow the arresting agency/officer to immediately determine if an individual is on parole or probation.
- Enable an individual's probation/supervision officer to know that a parolee has been arrested.

The above information is important to access because it could affect both the charging decision and the decision whether or not to release an individual from a holding facility. The presiding judge at MCC indicated that the Sheriff's Office and other local law enforcement agencies have access to historical criminal offenses committed by individuals through the LEADS system. Although the LEADS system is available, Mahoning County has developed a technology committee to further enhance the sharing of information between the different law enforcement agencies. The committee has developed a technology plan and framework to allow criminal justice agencies to share information. For more information on this County-wide technology initiative, see the **Sheriff's Office** section of this performance audit.

**R5.17** Mahoning County should consider enhancing the sharing of information among all agencies involved in the justice system and ensure that the technology committee develops a mechanism by which information can be easily shared. In addition, it is important to note that whatever is implemented to improve the sharing of information does not ensure the quality of information being shared. Due to this, it is important that MCC and other agencies ensure that information entered into their computer systems is accurate and reliable (see **R5.2** and **R5.13**).

*Staffing & Organizational Issues*

F5.23 **Table 5-16** indicates judicial staffing levels at MCC and peer county courts.

**Table 5-16: Judicial Staffing Levels**

	MCC	Butler	Columbiana	Trumbull	Peer Average
<b>Judges</b>					
<b>Number of Judge (FTEs)</b>	2.0	1.5	1.5	1.0	1.3
<b>Total New Cases - 3-yr Average</b>	31,995 <sup>1</sup>	20,112 <sup>1</sup>	13,053	4,672	12,612
<b>Cases per Judge</b>	15,998	13,408	8,702	4,672	9,702
<b>Magistrate</b>					
<b>Number of Staff (FTEs)</b>	0.5	1.2	0.0	0.0	0.4
<b>Civil New Cases - 3-yr Average</b>	2,026 <sup>2</sup>	1,650	1,786	542	1,326
<b>Civil Cases per Staff</b>	4,052	1,375	N/A	N/A	3,315
<b>Bailiffs</b>					
<b>Number of Staff (FTEs)</b>	5.0	2.8 <sup>3</sup>	1.4 <sup>5</sup>	1.1	1.8
<b>Total New Cases - 3-yr Average</b>	34,021	21,762	13,053	4,672	13,163
<b>Cases per Bailiff</b>	6,804	7,772	9,324	4,247	7,313
<b>Probation</b>					
<b>Number of Staff (FTEs)</b>	3.0	2.0 <sup>4</sup>	1.2 <sup>5</sup>	3.2	2.1
<b>Individuals Placed on Probation (2000)</b>	2,829	N/A <sup>6</sup>	N/A <sup>6</sup>	528	N/A <sup>6</sup>
<b>Individuals per Probation Officer</b>	943	N/A <sup>6</sup>	N/A <sup>6</sup>	165	N/A <sup>6</sup>
<b>Total New Cases - 3-yr Average</b>	34,021	21,762	13,053	4,672	13,163
<b>Cases per Probation Officer</b>	11,340	10,881	10,878	1,460	6,268
<b>Number of Secretaries</b>	1.0	1.0	0.0	0.0	0.3
<b>All Judicial Operations</b>					
<b>Number of Staff (FTEs)</b>	11.5	8.5	4.1	5.3	6.0
<b>Total New Cases - 3-yr Average</b>	34,021	21,762	13,053	4,672	13,163
<b>Cases per Staff</b>	2,958	2,560	3,184	882	2,194

Source: MCC Clerk of Courts office and Judges, peer documentation/interviews

<sup>1</sup> Excludes cases heard by the magistrate.

<sup>2</sup> Magistrate hears civil cases in Austintown and Boardman.

<sup>3</sup> Includes a 1.0 FTE Judicial Aid.

<sup>4</sup> Probation officers are a part of and compensated by Adult County Probation Department.

<sup>5</sup> Bailiffs also function as probation officers.

<sup>6</sup> Information could not be provided

As indicated by **Table 5-16**, MCC is processing a greater amount of cases per judicial staff member as compared to the peers in every position except bailiff. In addition to peer comparisons, comparisons between the County Courts at MCC indicate that a bailiff at the Boardman County Court is processing over three times the number of cases processed by a bailiff at the Sebring County Court. MCC is the only County Court that employs full-time bailiffs. All of the bailiffs at the peers work part-time and in Columbiana County, the bailiffs also function as probation officers. Furthermore, the bailiffs at MCC schedule contested criminal and traffic cases, which is a job function not performed by the bailiffs at the peer courts. The clerks schedule all cases at the peer courts.

Butler County is the only peer court that employs a judicial aid who is responsible for performing the following tasks:

- Performing legal research.
- Developing and monitoring program information (e.g., community service).
- Working with the computer vendor to develop a website indicating docket and general public information.

Currently, the judges at MCC perform the necessary legal research, which can be time consuming and result in a duplication of job duties. The probation officers are responsible for monitoring individuals participating in programs. However, a detailed information packet about various programs (e.g., community service) does not exist at MCC. In addition, MCC has not developed a website presenting public information.

**C5.5** The judge, magistrate and probation officer positions at MCC are processing the highest number of cases as compared to the peers. Based upon these staffing comparisons, it appears that the judicial operations are adequately staffed. Establishing staffing of the judicial operations at an appropriate level ensures that the work is being completed effectively while efficiently using General Fund resources.

**R5.18** MCC should consider reallocating the job functions of the bailiff. The task of scheduling all cases should be transferred to the clerk position, which should not adversely affect Clerk of Court operations (see **F5.41**). To ensure that cases are adequately scheduled, standard and uniform time frames for the purpose of processing and scheduling cases should be established within MCC; and should be used as the mechanism to determine when a case should be scheduled and the number of cases that should be processed in a typical day (see **R5.3**). In addition, MCC should consider assigning 1.0 FTE bailiff position to a judicial aid position. A judicial aid would benefit MCC by performing necessary activities related to court operations and easing some of the burden placed upon judges, such as conducting appropriate legal research.

F5.24 The Clerk of Courts office has developed thorough and up-to-date job descriptions for its County Court employees (see **F5.44**). However, job descriptions for the judges' staff do not exist. By not having job descriptions, the judges' staff may not fully understand their roles and responsibilities. In addition, the judges' ability to evaluate employee performance is more difficult without basing employee performance on written job descriptions. Furthermore, some job duties, such as sending subpoenas and notifying/contacting parties, are performed by Clerk of Courts staff in some County Courts and bailiffs in the other County Courts. This issue would be resolved by developing written and thorough job descriptions for the judges' employees.

**R5.19** The judges should develop and implement job descriptions for staff reporting to them as soon as possible. Input from the staff on developing the job descriptions should be welcomed considering that the employees are currently performing tasks that should be encompassed in the job descriptions. Up-to-date job descriptions will help ensure that the judges' employees fully understand their job functions and responsibilities. The job descriptions should also be used to assess employee performance and productivity. In addition, job descriptions will ensure that the judges' staff job functions and responsibilities are standardized from one County Court to the next.

F5.25 The four current MCC judges meet on a regular basis to discuss pertinent issues and court operations. The meetings are usually held once a month and on an as needed basis. By conducting meetings on a regular basis, the judges have the opportunity to address MCC issues uniformly and develop standard methods of handling pertinent issues concerning court operations.

**C5.6** The judges have instituted a mechanism to address and resolve MCC issues by conducting regular meetings. These meetings allow a regular forum for the judges to inform each other of any critical issues that may be impacting on their ability to function effectively in their courts.

## B. Clerk of Court

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### *Bookkeeping & Purchasing Operations*

F5.26 The bookkeeper clerk is responsible for the daily reconciliation process at MCC. At the end of each work day, each cash drawer is balanced and reconciled with the receipts posted in the computer system. The County Courts either deposit monies during the workday or the following day. The number of employees with knowledge of the safe combination varies at each County Court. The internal controls at MCC are potentially jeopardized by not ensuring that the number of staff with knowledge of the safe combination is uniform.

**R5.20** MCC should ensure that the number of individuals with knowledge of the safe combination is uniform at each County Court to minimize the actual number of individuals with this knowledge. This will ensure that the internal controls at MCC are adequate and limit the potential of internal theft. MCC should consider the following option to ensure that the internal controls are uniform at each County Court:

- Limit the number of employees with knowledge of the entire safe combination to three employees (e.g., administrative clerk, bookkeeper and one deputy clerk).

In addition, MCC should deposit monies at the end of each work day. This practice would further strengthen internal controls.

F5.27 MCC has developed a daily bookkeeping procedures log that must be completed and signed each day by the bookkeeper clerk. The following table lists the bookkeeping procedures, and corresponding functions in the computer system.

**Table 5-17: Bookkeeping Functions and Procedures**

Computer Function	Bookkeeping Procedure
Daily Receipts Report	Prints daily receipts to verify correctness and balance with the cash drawer.
Cashbook Interface	Posts receipts to cash side and transfers to cashbook.
Cashbook Maintenance	Creates checks.
Manual Check	Overrides the computer which will otherwise automatically assign check numbers.
Legal Department Cashbook	Used to verify all receipts, deposits, disbursements and adjustments.
Daily Check Creation	Creates template for checks (only necessary if there are daily checks).
Print Daily Checks	Prints the checks.
Backup Files to Disk	Used to backup the cashbook files prior to posting.
Post Cashbook	Posts receipts to the permanent cashbook files.
Unposted Receipt Report	Used to verify that there are no posted receipts for the cashbook.
Distribution Account Report	Used to reconcile previous day's totals with today's totals.
Bank Transaction Listing	Used to verify deposits and disbursements.

Source: MCC Bookkeeping Procedures Log

**C5.7** The procedures log summarizes the important tasks that the bookkeeper clerks should perform to ensure an accurate reconciliation. In addition, by requiring the bookkeeper clerks to sign-off on the procedures log, MCC has the necessary documentation needed in the event of any problems encountered in the reconciliation process.

F5.28 The purchasing function at MCC is done through the Clerk of Courts office. The administrative clerks forward purchase requests to the Administrator of the Clerk of Courts Office who is responsible for processing the purchase orders and invoices. The purchases have to be "signed-off" and verified by the Purchasing Director. MCC competitively bids out a contract each year with a supplier of basic office supplies. With the current supplier contract, MCC receives a discount of up to 54 percent on basic office supplies.

**C5.8** By competitively bidding out a contract for basic office supplies, MCC is ensuring that it is receiving the lowest possible cost for basic office supplies. This practice saves monies that could be used for other areas affecting MCC operations.

*Collections*

F5.29 Collection methods and procedures are not uniform throughout MCC. For instance, one County Court will usually send up to three invoices for payment of court costs and fines. Another County Court explains to the defendant after the hearing that payment is required within 30 days and sends no notices or invoices reminding the individual of payment. The differences in collection methods could explain the differences in delinquent collection rates among the County Courts, which is presented in **Table 5-18**.

**Table 5-18: Average Delinquent Collection Rates at MCC (1998 to 2000)**

	Austintown	Boardman	Canfield	Sebring	Total
<b>Total Costs/Fines Owed (Three Year Avg)</b>	\$622,000	\$376,000	\$153,000	\$165,000	\$1,316,000
<b>Total Amount Collected (Three Year Avg)</b>	\$384,000	\$205,000	\$123,000	\$114,000	\$826,000
<b>Collection Rate (Three Year Average)</b>	61.8%	54.5%	80.4%	69.1%	62.8%

Source: MCC Collection Reports

The overall operations of a court are impacted by the collection rate on delinquent costs and fees. A higher collection rate will provide a greater amount of monies to a county and court. As indicated by **Table 5-18**, Canfield’s collection rate is 25.9 percentage points higher than Boardman’s rate. Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards provides various benchmark information and indicated that courts located in Savannah, GA and Fayetteville, AR collected 82 and 70 percent of court costs and fines assessed, respectively.

Butler County has implemented a standard collection method throughout its county courts. If an individual is unable to pay court costs and fines after the court hearing, they are required to sign a payment agreement form indicating the dates payments should be received by the court. The payment agreement form states “I have received a copy of this agreement and I further understand that if I fail to meet the terms of this agreement without reasonable and just cause, my operator’s license will be automatically suspended and I shall be subject to arrest.” With this statement, the defendant is made fully aware of what will happen if court costs are not paid in full and on time. According to the Butler County Clerk of Area Courts, all of the court costs and fines are to be fully paid within 30 days that the agreement form is signed. However, if an individual requests more time due to certain circumstances, Butler County will grant the individual additional time to pay. In addition, Columbiana County has implemented a uniform collection method at its county courts by issuing a notice instructing

the individual to provide payment within 30 days if the individual has not paid the court costs and fines in full by the original date stipulated by the judge.

F5.30 A study released on August 11, 1992 by the National Center for State Courts attempted to discover what constitutes a strong collection method for the Mansfield, Ohio Municipal Court. It revealed that a more aggressive collection method resulted in a higher collection rate. In general, the more attention that a court pays to the collection process, the more likely a defendant would be to comply with the court order and pay the associated fines and costs. In the Mansfield Municipal Court, after the study was implemented in September, 1991, the total money collected in the comparative months substantially increased, as depicted in **Table 5-19**.

**Table 5-19: Change in Collections for Mansfield Municipal Court**

	1990 - 1991 % Change (Prior to Study)	1991 - 1992 % Change (After Study)
<b>January</b>	7%	27%
<b>February</b>	8%	27%
<b>March</b>	(21%)	33%

Source: National Center for State Courts

The following is a list of other important findings revealed by the study.

- Having to complete an affidavit of income, expenses and financial disclosure that determined a defendant’s ability to pay fines and costs served as a deterrent to defendant’s asking for time to pay and thus paying in full on the day of sentencing. After the affidavit was completed, the collections agent contacted the references listed by the defendant, in the presence of the defendant, to assess the accuracy of the affidavit.
- The collection method of sending a reminder notice five days prior to the payment due date, a telephone call three days after missed payment and a follow-up letter five days after the telephone call resulted in a higher collection rate.

At MCC, a financial affidavit is not used and it is up to the judges’ discretion to determine whether or not an individual should be given more time to pay the court costs and fines. In addition, as discussed in **F5.29**, collection methods at each County Court are not uniform.

F5.31 In addition to the Mansfield study identifying standard collection methods and procedures, A Citizen Study of the City of Toledo Criminal Justice System and the Housing Court released in December 2000 indicated that the Cleveland Municipal Court has implemented

standard procedures to effectively enforce collections. For instance, the court will send a reminder notice within two weeks from the date the court granted the defendant time to pay court costs and fines advising the defendant of the required payment. If the defendant is unable to make the payment by the due date, the defendant must contact the court seven days prior to the due date. At this point, the court can allow a 30 day extension, which requires the payment of an additional late fee and/or the court can file a request for community service to be performed in lieu of paying the court costs and fines. If the defendant fails to pay the court costs and fines within the required time frames or does not perform the required community service, a *capias* is issued on the defendant.

F5.32 Currently, MCC does not employ a collections officer. Supervisors and clerks at MCC perform activities related to collections. However, the Lima Municipal Clerk of Courts has one individual dedicated to handling current and past-due collections. The collections officer is responsible for establishing the collections account. Two cashiers assist the collections officer by taking in and recording collection payments and approving time extensions for payers. If an individual becomes more than ten days late in making a payment, the court will send a notice to the individual. If the individual still does not contact the clerk's office after another ten days, the clerk's office will have a warrant and a block warrant issued against the individual. In addition, an employee was specifically assigned to handle the collections process in the Mansfield study (see **F5.30**).

**R5.21** Considering the success of utilizing a financial affidavit in the Mansfield study, MCC should utilize a financial affidavit to assess a defendant's ability to pay. A payment agreement form similar to the one utilized by Butler County should be developed to ensure that the individual is fully aware of the consequences of not making the full payment within the stipulated time frames. In addition, MCC should develop a uniform collection process at each County Court. The process should consist of sending a notice with the invoice five days prior to payment and calling the individual three days after the missed payment. A follow-up letter should not be necessary considering the potential effective enforcement tools such as block warrants (see **F5.33**), declaration of forfeitures (see **F5.34**) and the Compact Procedures program (see **F5.35**). These enforcement tools should fully be explained to the individuals after the court hearing, in the payment agreement form, in the reminder notice and in the telephone call.

Furthermore, MCC should consider reassigning a current bookkeeper clerk the task of handling the entire collection process, including uncollected fines (see **F5.43** and **R5.29**). The collections officer's duties should include administering the financial affidavit, implementing a uniform collection process at each County Court, entering necessary collection information into the computer and monitoring the overall effectiveness of the collection process. By allocating one full-time employee to handle collections, standardizing

the collection process should be easier. However, other Clerk of Court staff should be expected to assist the collections officer when necessary.

*Financial Implication:* The financial implication of this recommendation is assumed to impact Austintown and Boardman County Courts the greatest, considering that the court costs and fines owed and collected from these two courts make up over 75 and 70 percent of MCC’s total court costs and fines owed and collected, respectively. By using the average percentage increase for the three month period in collections from the Mansfield study of 29 percent, it is estimated that by implementing this recommendation MCC could increase its collections by approximately \$170,000 annually. In addition, this would increase the collection rates of Austintown and Boardman County Courts to 79 and 70 percent, respectively, which is similar to the collection rates at the other two County Courts and cities identified by Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards (see **F5.29**).

F5.33 Block warrants are a relatively new collection process implemented by House Bill 141 in the 122<sup>nd</sup> General Assembly. The law states that a block warrant can be issued on individuals who have an outstanding warrant that was issued by a municipal or county court. If an individual has a block warrant placed against them, they will be unable to renew their driver’s license and registration until the delinquent court costs and fines are paid in full.

MCC does issue block warrants. However, although the block warrants issued and collected are entered into the computer system, MCC does not consistently monitor the effectiveness of the block warrants. By not monitoring the effectiveness and utilization of block warrants, in addition to each County Court utilizing different collection methods and procedures (see **F5.29**), MCC could potentially be inconsistently and/or under utilizing this tool. Pursuant to interviews with MCC staff, block warrants serve as an effective enforcement mechanism, especially considering the fact that driver’s registration must be renewed annually and driver’s licenses must be renewed every four years. **Table 5-20** presents the number of block warrants issued and collected in 2000.

**Table 5-20: Block Warrants Issued & Collected in 2000**

	Austintown	Boardman	Canfield	Sebring	Total
<b># of Block Warrants Issued</b>	434	791	166	161	1,552
<b># of Payments Collected <sup>1</sup></b>	70	84	57	68	279
<b>% Collected</b>	16.1%	10.6%	34.3%	42.2%	18.0%

Source: MCC Docketing Reports

<sup>1</sup> Includes payments received for block warrants issued in all years and not solely for block warrants issued in 2000.

As indicated by the above table, Boardman issued the highest number of block warrants in 2000, close to twice the amount issued by Austintown. However, it would be logical to assume that Austintown would issue the highest number of block warrants considering it has the highest case load of the County Courts. Although Canfield’s caseload is three times higher than Sebring’s, the number of block warrants issued in 2000 between these two County Courts is almost identical. In addition, MCC’s process of issuing block warrants does not appear to be effective as indicated by the relatively low percentage of payments collected. The low collection rate can be attributed to the fact that collection procedures are not uniform and standardized (see **F5.29**), a financial affidavit assessing a defendant’s ability to pay is not used (see **F5.30**) and the overall effectiveness of block warrants is not consistently monitored at MCC.

F5.34 In addition to issuing block warrants, MCC also has the authority to issue a declaration of forfeiture suspending an individual’s drivers license. **Table 5-21** indicates the number of payments MCC received in 2000 by suspending drivers licenses.

**Table 5-21: Drivers Licenses Suspended & Collected in 2000**

	Austintown	Boardman	Canfield	Sebring	Total
<b># of Licenses Suspended</b>	1,155	1,350	904	165	3,574
<b># of Payments Collected <sup>1</sup></b>	416	443	271	206	1,336
<b>% Collected</b>	36.0%	32.8%	30.0%	124.8% <sup>2</sup>	37.4%

Source: MCC Docketing Reports

<sup>1</sup> Includes payments received for block warrants issued in all years and not solely for block warrants issued in 2000.

<sup>2</sup> This is greater than 100 percent because it includes payments received for block warrants issued in all years.

It appears that issuing declaration of forfeitures is more effective than issuing block warrants. However, it is important to note that these two collection methods are used under different circumstances (e.g., block warrants can only be issued on those individuals that have already been issued a bench warrant). Regardless, other than the collection rate experienced in Sebring, this collection tool does not appear to be very effective as evidenced by the low collection rates. The low collection rate can be attributed to the fact that collection procedures are not uniform and standardized (see **F5.29**), a financial affidavit assessing a defendant’s ability to pay is not used (see **F5.30**) and the overall effectiveness of this tool is not consistently monitored at MCC. Furthermore, considering that Austintown has the highest caseload of the County Courts, it would be reasonable to assume that it would issue the highest number of forfeitures. However, this is not the case as Boardman issued the highest number of forfeitures in 2000.

**R5.22** MCC should monitor the use of block warrants and declaration of forfeitures to ensure that these tools are used in all appropriate circumstances and to measure the overall effectiveness

of these collection mechanisms. MCC should continue to issue block warrants and declaration of forfeitures when necessary and increase their use whenever appropriate. The collections officer identified in **F5.32** and **R5.21** should be ultimately responsible for issuing block warrants and declaration of forfeitures, and monitoring the use and effectiveness of these tools. In addition, MCC should ensure that the block warrants and declaration of forfeitures are utilized in accordance with the collection method described in **R5.21** to ensure standard and uniform collection procedures throughout the County Courts.

F5.35 The Compact Procedures program is a national program designed to collect traffic fines from out of state offenders. The program is used in 44 out of 50 states in the United States. When an offender from another participating state receives a traffic citation in one of MCC's jurisdictions and fails to pay, a notice is sent to the Ohio Bureau of Motor Vehicles (OBMV), which then sends a notice to the individual's home state. The person's license is then suspended by their home state until the fine is paid in full. MCC does make use of this program. However, MCC does not track and monitor the frequency of its use and the actual effectiveness of the program. After MCC sends the notice to OBMV and the license is blocked, the case is closed in the system and reopened when payment is received. Once the case is closed, MCC can no longer track and monitor the case. For instance, MCC is unable to determine the number of individuals that paid the fine out of the number of licenses blocked and can not determine the total amount of fines collected from the program. This information is essential to measure the effectiveness of the program.

**R5.23** Because of the potential effectiveness of the Compact Procedures program, it is recommended that MCC continue to use this program and to increase its use wherever appropriate. Documentation should be kept on cases sent through Compact Procedures, so that MCC is able to track its efficiency and effectiveness. In addition, MCC should ensure that OBMV sends a notice to the individuals affected by the program to make them aware that their license will be blocked unless payment of the fines is received by MCC. This should ensure that payments are received and distributed to the County in a more timely manner.

F5.36 MCC does not allow defendants to pay court costs and fines with a credit/debit card. The Ohio Rules of Criminal Procedure Rule 46(G) states that county courts should establish methods whereby individuals can make payments utilizing a credit card. In addition, Rule 46(G) states that no transaction fee may be paid by a court or clerk's office unless allowed by law. At the start of this engagement, individuals were limited to making payments at MCC by either cash or check. Some potential benefits of using credit cards as a method of payment include the following:

- Increase the certainty of collection.
- Accelerate payments and the availability of funds.

- Improve the audit trail.
- Increase customer convenience.

Trumbull County does allow individuals to pay court costs and fines with a credit card. Trumbull County charges a fee for the use of the credit card machine to offset the fee charged by the financial institution providing the credit card services. A total of 86 individuals paid court costs and fines with a credit card in 2000.

**R5.24** MCC should include in its collection process the ability for individuals to make payments utilizing credit cards. In addition, the Clerk of Courts office and judges should consider the implementation of a fee to cover any additional administrative expenses. However, this fee can not be implemented if MCC does not incur transaction expenditures resulting from credit card payments. MCC should ensure that it is in compliance with Ohio Criminal Rule of Procedure Rule 46(G) prior to implementing this recommendation. The additional revenue generated from the use of a credit card swipe machine is encompassed in the financial implication associated with **R5.21**.

F5.37 Ohio State Highway Patrol (OSP) cars can be equipped with credit card swipe machines to enable citizens to pay their traffic citation fine instantly, at the point of issuance. This could potentially be a benefit provided to MCC free-of-charge and at no cost to the County. Currently, MCC does not make use of this service.

Butler County did equip their OSP vehicles with credit card swipe machines in the past. However, the bank providing the service began charging fluctuating fees for the use of the machines, so Butler County terminated the use of the credit card swipe machines. According to the Butler County Clerk of Area Courts, the cost of implementing the credit card swipe machines outweighed the amount of court costs and fines collected from the use of the machines. Since the fee fluctuated each month, Butler County could not adequately pass on the fees to the users as dictated in Ohio Criminal Rule of Procedure Rule 46(G). In addition, Canton Municipal Court does provide for the use of credit card swipe machines in OSP vehicles and has indicated that this accounts for approximately five percent of their overall collections. The credit card swipe machines were provided to the patrol vehicles at no cost by Canton's financial institution. **Table 5-22** indicates the number of traffic tickets received from OSP at MCC.

**Table 5-22: State Highway Patrol Traffic Tickets in 2000**

	Austintown	Boardman	Canfield	Sebring	Total
<b>Total State Traffic Cases</b>	12,640	6,629	7,105	1,664	28,038
<b># of State Highway Patrol Tickets</b>	9,503	4,158	4,437	280	18,378
<b>% of Total State Traffic Cases</b>	75.2%	62.7%	62.4%	16.8%	65.5%

Source: MCC Summary Reports

As indicated by the above table, MCC receives a significant portion of its traffic cases from the OSP.

**R5.25** Since MCC receives a significant number of traffic tickets from OSP, it should consider providing OSP with credit card swipe machines and encourage the use of these machines by the patrol cars issuing citations within MCC's jurisdiction. If MCC's financial institution can not provide the machines free-of-charge, the County Courts should consider passing on any fees charged by its financial institution to the individuals using the machines, which is permitted under Ohio Rules of Criminal Procedure Rule 46(G) (see **F5.36**). The use of the swipe machines could help reduce the amount of uncollected fines associated with traffic citations as well as increase operational efficiency. The financial implication of this recommendation is included in the implication listed in **R5.21**.

F5.38 MCC does not charge any portion of court costs and fines to a special project fund. According to ORC § 1907.24(B)(1), "the county court may determine that, for the efficient operation of the court, additional funds are necessary to acquire and pay for special projects of the court including, but not limited to, the acquisition of additional facilities or the rehabilitation of existing facilities, the acquisition of equipment, the hiring and training of staff, community service programs, mediation or dispute resolution services, the employment of magistrates, the training and education of judges, acting judges, and magistrates, and other related services."

As indicated in the ORC language, a special project fund is broader in scope than the computer and legal research funds (see **F5.21**) because it is not earmarked for a specific activity and can be utilized for multiple purposes. According to the Butler Clerk of Area Courts, this was the major reason why Butler County discontinued the use of the computer and legal research funds and subsequently transferred these costs to be a part of the special project fund costs (see **F5.21**). In addition, ORC § 1907.24(B)(1) does not stipulate a dollar limit for the special projects fund. The only stipulation is that "moneys from a fund of that nature shall be disbursed upon an order of the court in an amount no greater than the actual cost to the court of a project." **Table 5-23** presents the amount of court costs charged to the peers' special project funds.

**Table 5-23: Special Project Fees & Collections in 2000**

	MCC	Butler	Columbiana	Trumbull	Peer Average
<b>Special Projects Fee per Civil Case, ORC § 1907.24(B)</b>	\$0.00	\$12.00	\$10.00 <sup>1</sup>	\$10.00 <sup>1</sup>	\$10.67
<b>Special Projects Fee per Criminal/Traffic Case, ORC § 1907.24(B)</b>	\$0.00	\$16.00	\$10.00 <sup>1</sup>	\$10.00 <sup>1</sup>	\$12.00
<b>Special Projects Fee per Small Claims Case, ORC § 1907.24(B)</b>	\$0.00	\$6.00	\$10.00 <sup>1</sup>	\$10.00 <sup>1</sup>	\$8.67
<b>Special Projects Fee per FED Case, ORC § 1907.24(B)</b>	\$0.00	\$30.00	\$10.00 <sup>1</sup>	\$10.00 <sup>1</sup>	\$16.67
<b>Total Special Project Fees Collected in 2000</b>	\$0.00	\$149,000	\$131,000	\$16,000 <sup>2</sup>	\$140,000 <sup>3</sup>

Source: MCC and peer courts reports/interviews

<sup>1</sup> Columbiana and Trumbull Counties charge \$10.00 to the special project fund for all cases (criminal, traffic and civil).

<sup>2</sup> Trumbull County charged \$5.00 per case in 2000 and changed it to \$10.00 in 2001. In addition, Trumbull County Eastern District Court did not begin charging to the special projects fund until November 2000.

<sup>3</sup> Does not include Trumbull County since its County Courts did not charge the special projects fee for the entire year.

As indicated by **Table 5-23**, Butler and Columbiana Counties have collected a significant amount of revenue to their special project funds. Over 86 percent of the special project fund revenues at Butler County are spent on four employees' salaries and benefits. According to the Columbiana County Clerk of Court, their special project monies will be used to fund a new municipal court building next year when Columbiana County consolidates its three county courts into one municipal court (see **F5.45**). In addition, Trumbull County recently implemented a special projects fund.

**R5.26** MCC should implement a special project fund and allocate a fee to provide revenue for this fund, such as \$10.00 of court costs per case. MCC could use revenues from the special project fund for the following purposes:

- Pay for employees' salaries and benefits.
- Fund renovations to the existing court buildings or fund a new court building (see **R5.30**).
- Fund any needed capital projects.

By implementing a special projects fund, MCC would be generating additional revenues and subsequently save costs previously incurred by the County's General Fund.

*Financial Implication:* Assuming that MCC charges \$10.00 per case to a special projects fund, MCC could charge approximately \$340,000 in additional court costs annually.

Assuming a similar delinquency rate as experienced in 2000 and a 50 percent delinquent collection rate, MCC could increase court costs and revenue collected by approximately \$286,000 annually.

*Records Retention*

F5.39 MCC has retained case files for an unnecessary amount of time and in some instances dating all the way back to 1983. The Supreme Court adopted Superintendence Rules 26 to 26.05 to authorize alternative electronic methods and techniques to enhance and improve the efficiency of the courts and to simplify the production, maintenance, preservation and destruction of records within the courts. **Table 5-24** illustrates the number of years hard copy case file records are maintained by MCC and peer courts. It is important to note that MCC maintains all hard copy case files and records on-site. The County does not provide a storage facility for MCC. However, MCC has all case information since 1993 entered into the computer system, which could function as a mechanism to store case file information.

**Table 5-24: Years Hard Copies are Maintained**

	MCC	Butler	Columbiana	Trumbull	Peer Average
<b>Criminal &amp; Traffic</b>					
<b># of years maintained in work area</b>	18	5 <sup>1</sup>	5	7 <sup>2</sup>	6
<b># of years maintained in storage facility</b>	0	10	36	0	15
<b>Total # of years maintained</b>	18	15	41	7 <sup>2</sup>	21
<b>Civil</b>					
<b># of years maintained in work area</b>	15	5 <sup>1</sup>	15	7 <sup>2</sup>	9
<b># of years maintained in storage facility</b>	0	10	36	0	15
<b>Total # of years maintained</b>	15	15	51	7 <sup>2</sup>	24

Source: MCC and Peer Administrative Staff

<sup>1</sup> One Butler county court maintains the last two years of case files on-site.

<sup>2</sup> One Trumbull County Court has the last 17 years of case files on site.

MCC maintains 18 years of criminal and traffic case files, and 15 years of civil case files within the work area. MCC has microfilmed all prior year’s case files. Maintaining this level of case files requires a large amount of space dedicated solely for storage purposes. In contrast, Trumbull County Court Central District maintains seven years of case files within the work area and has destroyed all case files prior to January 1, 1994 (with the exception of DUI cases not finally disposed of prior to January 1, 1991). Additionally, **Table 5-24**

indicates that MCC maintains records in excess of the Rules of Superintendence. The Rules of Superintendence for the county courts are summarized as follows:

- Sup. R. 26.05(G)(1) requires civil case files to be retained for two years after the issuance of an audit report by the Auditor of State's Office.
- Sup. R. 26.05(G)(2) requires driving under the influence of alcohol (DUI) or drug case files to be retained for seven years after the date of the final order of the municipal court.
- Sup. R. 26.05(G)(3) requires first through fourth degree misdemeanor traffic and criminal case files except for DUI to be retained for five years after the date of the final order of the county court or one year after the issuance of an audit report by the Auditor of State's Office, whichever is later.
- Sup. R. 26.05(G)(4) requires all minor misdemeanor traffic and criminal case files to be retained for two years after the final order of the municipal/county court or one year after the issuance of an audit report by the Auditor of State's Office, whichever is later.

Additionally, courts, by rule, must comply with the Ohio Revised Code (ORC) in addition to the Rules of Superintendence. There is no ORC section pertaining to the disposition of case files specifically for county courts. ORC § 1901.41(B)(1), which pertains to municipal courts, states that if the case has been disposed of for less than 15 years, the court may order the files destroyed only if the files have been copied or reproduced prior to their destruction. However, criminal prosecutions for minor misdemeanor or traffic prosecutions do not have to be copied or reproduced in any manner or under any procedure prior to destruction or disposition of the case file.

F5.40 According to the Administrator of the Clerk of Courts, MCC is in the process of obtaining an outside vendor to perform the necessary microfilming of prior year case files. In addition, MCC has docketed and entered all case information into the computer system since 1993. According to the Supreme Court of Ohio, case file information that has been entered into the computer can function as a back-up of case files as long as a court complies with Superintendence Rule 26. In addition, Lima Municipal Court utilizes scanning equipment, so when a new case is filed, the clerk scans the documents and links the index number to the imaged documents in the computer system. This allows Lima to store case file information in its computer system. As indicated in **F5.17**, MCC will be implementing scanning and imaging equipment.

Furthermore, the Mahoning County Records Commission has developed a schedule of records retention for MCC. However, the schedule is not very detailed and appears to be outdated. For instance, according to this schedule, all civil and criminal case files are to be permanently retained even though the Rules of Superintendence allows for older hard copy case files to be disposed. However, Butler County does have a detailed and current retention schedule specifically for its county courts. The schedule indicates the type of record, number of years it should be retained and general information on what is included in the record. For example, criminal case files are retained for ten years and should include information such as all original papers filed indicating the defendant, charges and case number.

**R5.27** MCC should adopt Sup. R. 26 to 26.05 and establish written policies and procedures to give guidance to the employees who are responsible for the records management and retention of the case files. The Supreme Court of Ohio adopted the Rules of Superintendence to allow for technological enhancements that improve the efficiency of the courts. MCC should adopt these rules to be in compliance with the Supreme Court. Based upon the Rules of Superintendence schedule for case files, MCC could destroy a large amount of hard copy case files that have been maintained for years. In addition, MCC has case information from 1993 to the present stored in its computer system and could store this case information by saving it onto disks, which further justifies destroying case files and records allowed for under the Rules of Superintendence. Furthermore, once the scanning and imaging equipment is implemented, MCC should fully utilize it to store and retain future case file information.

### *Staffing & Organizational Issues*

F5.41 **Table 5-25** compares the FTE staffing levels at MCC to the peers. The clerks are grouped according to the different types of cases processed by each clerk at MCC and the peers.

**Table 5-25: Clerk of Court Staff Caseload at MCC & Peers**

	MCC	Butler	Columbiana	Trumbull	Peer Average
<b>Supervisors</b>					
<b>Number of Supervisors (FTEs)</b>	3.5 <sup>1</sup>	2.5 <sup>3</sup>	2.4 <sup>5</sup>	0.7	1.9
<b>Total New Cases - 3-yr Average</b>	34,021	21,762	13,053	4,672	13,163
<b>Cases per Supervisor</b>	9,720	8,705	5,439	6,674	6,928
<b># of staff (FTEs) per Supervisor</b>	5.9	6.1	3.3	6.9	5.8
<b>Criminal/Traffic Cases</b>					
<b>Number of Clerks (FTEs)</b>	17.1 <sup>2</sup>	11.6 <sup>4</sup>	5.0	N/A <sup>6</sup>	8.3 <sup>7</sup>
<b>Criminal/Traffic New Cases 3-yr Average</b>	31,536	20,112	11,267	4,130	15,690 <sup>7</sup>
<b>Cases per Clerk</b>	1,844	1,734	2,253	N/A <sup>5</sup>	1,890 <sup>7</sup>
<b>Civil Cases</b>					
<b>Number of Clerks (FTEs)</b>	5.5 <sup>1</sup>	3.7	3.0	N/A <sup>5</sup>	3.4 <sup>7</sup>
<b>Civil New Cases - 3-yr Average</b>	2,485	1,650	1,786	542	1,718 <sup>7</sup>
<b>Cases per Clerk</b>	452	446	595	N/A <sup>5</sup>	505 <sup>7</sup>
<b>All Clerk of Court Operations</b>					
<b>Number of Staff (FTEs)</b>	26.1	17.8	10.4	4.8	11.0
<b>Total New Cases - 3-yr Average</b>	34,021	21,762	13,053	4,672	13,163
<b>Cases per Staff</b>	1,303	1,223	1,255	973	1,197

Source: MCC Clerk of Courts office, MCC Interviews, Peer Documentation/Interviews

<sup>1</sup> The supervisor in Sebring spends about 50 percent of work time processing civil cases.

<sup>2</sup> FTEs include the time spent processing criminal/traffic cases by the bookkeeper clerks.

<sup>3</sup> About 50 percent of one supervisor’s time is spent on bookkeeping.

<sup>4</sup> Includes a part-time warrant officer.

<sup>5</sup> About 20 percent of each supervisors’ time is spent on bookkeeping.

<sup>6</sup> All of the clerks in Trumbull County work on every case type and are not defined as criminal/traffic clerk vs. civil clerk.

<sup>7</sup> Peer Average does not include Trumbull County.

As presented in **Table 5-25**, Clerk of Court staffing levels at MCC are comparable to the peers. In terms of overall Clerk of Court operations, MCC processes the highest number of cases per staff member.

**C5.9** Based upon the staffing comparison in **Table 5-25**, it appears that the Clerk of Court operations at MCC are adequately staffed. Establishing staffing of the Clerk of Court

operations at an appropriate level ensures that the work is being completed effectively while efficiently using General Fund resources.

F5.42 **Table 5-26** indicates the FTE staffing levels at each County Court and the number of cases processed per position. Although all of the clerks are technically classified as “deputy clerks” and have the ability to process any case type, the clerks are actually grouped according to the type of case processed (criminal/traffic and civil). **Table 5-26** presents the staffing levels according to this grouping.

**Table 5-26: Clerk of Court Staffing at MCC**

	Austintown	Boardman	Canfield	Sebring	Total
<b>Supervisors</b>					
<b>Number of Supervisors (FTEs)</b>	1.0	1.0	1.0	0.5 <sup>2</sup>	3.5
<b>Total New Cases - 3-yr Average</b>	14,291	9,039	7,911	2,780	34,021
<b>Cases per Supervisor</b>	14,291	9,039	7,911	5,560	9,720
<b># of staff (FTEs) per Supervisor</b>	8.0	7.0	3.0	4.0	5.9
<b>Criminal &amp; Traffic Cases</b>					
<b>Number of Clerks (FTEs) <sup>1</sup></b>	6.5	5.6	2.5	2.5	17.1
<b>Criminal &amp; Traffic New Cases 3-yr Average</b>	13,188	8,116	7,624	2,608	31,536
<b>Cases per Clerk</b>	2,029	1,449	3,050	1,043	1,844
<b>Civil Cases</b>					
<b>Number of Clerks (FTEs)</b>	2.0	2.0	1.0	0.5 <sup>2</sup>	5.5
<b>Civil New Cases - 3-year Average</b>	1,103	923	287	173	2,485
<b>Cases per Clerk</b>	552	462	287	346	452
<b>All Clerk of Court Operations</b>					
<b>Number of Staff (FTEs)</b>	9.5	8.6	4.5	3.5	26.1
<b>Total New Cases - 3-yr Average</b>	14,291	9,039	7,911	2,780	34,021
<b>Cases per Staff</b>	1,588	1,130	1,978	927	1,418

Source: MCC Clerk of Courts office, MCC Interviews

<sup>1</sup> Includes the time spent processing criminal/traffic cases by the bookkeeper clerks.

<sup>2</sup> The administrative clerk spend about 50 percent of work time processing civil cases.

**Table 5-26** indicates potential staffing inequities between the County Courts. For instance, a criminal/traffic clerk at Canfield processes about two times the number of cases processed by a criminal/traffic clerk at Austintown. It is important to note that the bailiffs at MCC schedule contested criminal/traffic cases while the clerks at the peer courts perform all of the scheduling activities (see **F5.23**). In addition to the staffing comparison performed in **Table 5-26**, the Clerk of Court performs periodic staffing comparisons between the County Courts based upon cases and total filings. **Table 5-27** presents staffing comparisons utilizing this data for the most recent month in which the staffing assessment was conducted for each County Court.

**Table 5-27: Clerk of Court Staffing at MCC (September 2000)**

	Austintown	Boardman	Canfield	Sebring	Total
Number of Staff (FTEs)	9.5	8.6	4.5	3.5	26.1
# of Cases	3,135	2,110	1,516	712	7,473
# of Cases per Staff	330	245	337	203	286
# of Filings	8,789	5,940	4,581	2,828	22,138
# of Filings per Staff	925	691	1,018	808	848

Source: MCC Clerk of Courts office

The staffing comparisons in the above table appear to indicate staffing inequities between the County Courts, as was also indicated in **Table 5-26**. In addition, as indicated in **Table 5-26**, the number of cases and filings processed per staff is highest in Canfield.

**R5.28** Based upon the staffing comparison in **Table 5-26**, MCC should consider reallocating resources to ensure adequate and equitable staffing levels at each County Court. For instance, MCC should consider transferring 1.0 FTE criminal/traffic clerk from Boardman to Canfield and 1.0 FTE criminal/traffic clerk from Sebring to Austintown. By incorporating these changes, the number of cases processed by a criminal/traffic clerk at each County Court is more equitable and comparable. In addition, the Clerk of Courts office should conduct staffing assessments on a monthly and annual basis, and perform the staffing assessments according to the type of case processed by each employee (e.g., per criminal/traffic and civil) to ensure a more detailed and thorough staffing comparison. Furthermore, MCC should consider transferring the job function of scheduling contested criminal and traffic cases to the clerks, considering that the clerks at MCC schedule other cases and the peers have this as a part of their clerk’s job function (see **R5.18**).

F5.43 **Table 5-28** indicates the bookkeeping staffing levels at each County Court.

**Table 5-28: Bookkeeping Staffing Comparison at MCC**

	Austintown	Boardman	Canfield	Sebring	Group Average
<b>Number of Staff (FTE) <sup>1</sup></b>	0.5	0.4	0.5	0.5	0.5
<b>Total Amount Collected in 2000</b>	\$1,766,000	\$1,108,000	\$833,000	\$428,000	\$1,034,000
<b>Dollars Accounted for per Staff</b>	\$3,532,000	\$2,770,000	\$1,666,000	\$856,000	\$2,068,000

Source: MCC reports

<sup>1</sup> In addition to performing bookkeeping functions, the bookkeepers also process criminal/traffic cases.

As indicated by **Table 5-28**, the bookkeeper at Austintown accounts for approximately four times the amount of collections accounted for by the bookkeeper at Sebring. The peer county courts have allocated resources to the bookkeeping operations in a different manner than MCC. Each peer county court incorporates bookkeeping responsibilities as a part of an existing employee’s job function as opposed to having a separate “bookkeeper” job classification. For example, the bookkeeping operations at Butler County are performed by the three supervisors as a part of their job function and responsibility. **Table 5-29** provides information on the bookkeeping division staffing levels at MCC compared to the peers.

**Table 5-29: Bookkeeping Staffing at MCC & Peers**

	MCC	Butler	Columbiana	Trumbull	Peer Average
<b>Number of Staff (FTE)</b>	1.9 <sup>1</sup>	1.5 <sup>2</sup>	0.6 <sup>3</sup>	0.5 <sup>4</sup>	0.9
<b>Total Amount Collected in 2000</b>	\$4,135,000	\$3,166,000	\$1,694,000	\$719,000	\$1,860,000
<b>Dollars Accounted for per Staff</b>	\$2,176,000	\$2,111,000	\$2,823,000	\$1,438,000	\$2,067,000

Source: MCC reports, Peer Documentation/Interviews

<sup>1</sup> In addition to performing bookkeeping functions, the bookkeepers also process criminal/traffic cases.

<sup>2</sup> About 50 percent of each supervisors’ time is spent on bookkeeping.

<sup>3</sup> About 20 percent of each supervisors’ time is spent on bookkeeping.

<sup>4</sup> Bookkeeping functions are performed by the two supervisors and one deputy clerk.

**Table 5-29** indicates that MCC is accounting for the second highest amount of dollars per staff handling the bookkeeping operations as compared to the peers.

**C5.10** Based upon the staffing comparison in **Table 5-29**, it appears that the bookkeeping operations at MCC are adequately staffed. Establishing staffing of the bookkeeping operations at an appropriate level ensures that the work is being completed effectively while efficiently using General Fund resources.

**R5.29** MCC should consider assigning 1.0 FTE bookkeeper position to handling the entire collection process (see **F5.32** and **R5.21**). Based upon the staffing comparison in **Table 5-28**, it appears that MCC has the ability to effectively operate bookkeeping functions with 3.0 FTE bookkeeper positions. The supervisor or another qualified employee should pick up the bookkeeping functions at the specific County Court affected by this recommendation. In addition, this new position should also be utilized to assist in bookkeeping and/or other operations when necessary. Since each bookkeeper at MCC performs other job duties in addition to the bookkeeping job functions, assigning 1.0 FTE bookkeeper position affects bookkeeping and criminal/traffic clerk staffing levels. The effect of re-assigning 1.0 FTE bookkeeper on job functions related to criminal/traffic cases is minimal. Reflecting only the amount of time spent on bookkeeping functions and assuming that this new position allocates 100 percent of work time solely to collections, the total amount of dollars accounted for per MCC bookkeeper is more comparable to Columbiana County by implementing this staffing change.

F5.44 The Clerk of Courts office has developed thorough and up-to-date job descriptions for its County Court employees. The job descriptions explain in detail the job functions and responsibilities for the Clerk of Courts employees. According to MCC staff, the job descriptions do in fact fully explain their roles and responsibilities.

**C5.11** The Clerk of Courts office has developed thorough job descriptions that serve as a valuable tool for staff employees and management. In addition to providing clear directions for the employee, thorough job descriptions improve management's ability to evaluate employees.

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## C. Feasibility of Consolidating/Reducing County Courts

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F5.45 Mahoning County has the highest number of County Courts in the State. As mentioned in the *Background* section, there are a total of 47 county courts in Ohio. Ohio Courts Futures Commission Final Report - A Changing Landscape published in May 2000 (see **F5.48**) indicates that there has been a state-wide trend in recent years to develop municipal courts that exercise county-wide jurisdiction, which is evident by Columbiana County abolishing its County Court system and consequently consolidating its three county courts into one municipal court to take effect in 2002. The financial costs associated with operating multiple and part-time county courts are potentially greater as opposed to operating one full-time county/municipal court. In addition, attempting to operate county courts uniformly and as one entity is potentially more difficult with a larger number of county courts. As discussed throughout this report, there are a number of policies and procedures that are not standard and uniform at MCC, which can negatively impact the County Court operations as a whole. Key standard and uniform policies and procedures lacking at MCC include the following:

- Standard and uniform time frames for the purpose of processing and scheduling cases in a typical day (see **F5.3**).
- Standard and uniform rules to minimize the number of continuances granted during a case (see **F5.5**).
- Standard and uniform procedures for court security and prisoner transportation (see **F5.14** and **F5.15**).
- Standard and uniform procedures associated with depositing monies (see **F5.26**).
- Standard and uniform collection methods (see **F5.29**).

There are a number of important considerations in assessing opportunities for consolidating the number of county courts. The following table lists some of the issues to be evaluated when determining the feasibility of consolidation. The results of applying the assessment factors to MCC's operations are noted in italics.

**Table 5-30: Feasibility of Consolidating/Reducing County Courts**

Is the caseload volume too excessive to warrant consolidation?	No
Are the management, oversight and control requirements associated with consolidation excessive?	No
Does consolidating the number of county courts affect public convenience?	Yes
Is consolidation likely to impact other County agencies in a positive manner (i.e., Sheriff’s Office)?	Yes
Is consolidation likely to impact local law enforcement agencies in a positive way (i.e., local police departments)?	No
Are significant capital investments required with consolidation?	Maybe <sup>1</sup>
Will consolidation reduce duplication of duties, such as administration and record keeping?	Yes
Is legislation required to alter the county court structure?	Yes
Is there a high probability that consolidation would reduce quality and service levels?	Maybe
Will the potential benefits of consolidating county courts likely offset/exceed the potential costs?	Yes
<b>Potential Consolidation Opportunity</b>	<b>High</b>

<sup>1</sup> Contingent upon different options to consolidate or reduce county courts (see **R5.30**).

Based on the results indicated above, it appears that MCC has a high potential opportunity to consolidate its county courts. In addition, the high feasibility of consolidating county court operations is also evident by the fact that Columbiana County will be consolidating its three part-time county courts into one full-time municipal court with two full-time judges in 2002. Furthermore, it is important to note that if MCC were to abolish the County Court system and/or change the number of judge positions, new legislation would have to be passed authorizing such a change.

F5.46 In determining the feasibility of consolidation, it is important to assess caseload and availability of court facilities. **Table 5-31** indicates a three year average (1997 - 1999) of new cases filed and square miles covered by county and municipal courts within Mahoning, Butler, Columbiana and Trumbull Counties.

**Table 5-31: County and Municipal Court Comparisons**

	Mahoning	Butler	Columbiana <sup>1</sup>	Trumbull	Peer Average
<b>County Courts</b>					
<b># of County Courts</b>	4	3	N/A <sup>1</sup>	2	2.5 <sup>2</sup>
<b># of Judges/Magistrates (FTEs)</b>	2.5	2.7	N/A <sup>1</sup>	1.0	1.7 <sup>2</sup>
<b>Total New Cases - 3-yr Average</b>	34,021	21,762	N/A <sup>1</sup>	4,672	13,163 <sup>2</sup>
<b># of Cases per Judge/Magistrate</b>	13,608	8,060	N/A <sup>1</sup>	4,672	7,743 <sup>2</sup>
<b>Municipal Courts</b>					
<b># of Municipal Courts</b>	3	3	2	4	3
<b># of Judges/Magistrates (FTEs)</b>	5.2	4.5	3.0	5.9	4.5
<b>Total New Cases - 3-yr Average</b>	25,441	44,585	18,090	39,885	34,187
<b># of Cases per Judge/Magistrate</b>	4,893	9,908	6,030	6,760	7,597
<b>County &amp; Municipal Courts</b>					
<b># of Cases per County &amp; Municipal Court</b>	8,495	11,058	9,045	7,426	9,176
<b>County Population</b>	255,165	330,428	111,521	225,066	222,338
<b>Population Served per County &amp; Municipal Court</b>	36,452	55,071	55,761	37,511	40,407.0
<b>Total Land Area (Square Miles)</b>	415.3	467.3	532.5	615.8	538.5
<b>Square Miles Covered per County &amp; Municipal Court</b>	59.3	77.9	266.3	102.6	148.9

**Source:** Supreme Court of Ohio Reports, ORC Section 1901.08, Interviews, Ohio Department of Development

<sup>1</sup> Columbiana County information will be based on the consolidation of its three county courts into one municipal court.

<sup>2</sup> Does not include Columbiana County.

As presented in **Table 5-31**, the judges and magistrates at MCC process the highest number of cases as compared to the peer county and municipal courts. **Table 5-31** also indicates that the square miles covered by a county and municipal court in Mahoning County is significantly less than the square miles covered by the peer courts. In addition, the population served per county and municipal court in Mahoning County is significantly less than the population served per court at Butler and Columbiana Counties. The low amount of square miles per county and municipal court, and the low number of population served per county and municipal court as compared to the peers supports the potential for consolidation of county courts in Mahoning County. For instance, if Mahoning County were to consolidate

its four county courts into one court, the square miles covered per court would increase to 103.8 square miles, which is more comparable to the peers.

**C5.12** MCC has established a standard and benchmark by maximizing on the number of cases processed per judge/magistrate that other county and municipal courts should strive to attain. MCC is commended for being able to process such a high caseload with a lower amount of resources as compared to the peers.

F5.47 One of the major benefits of consolidating County Courts are the potential cost savings associated with operating a lesser amount of court facilities. **Table 5-32** presents the facility costs associated with maintaining four County Court locations.

**Table 5-32: Facility Costs of Maintaining Four County Courts (2000)**

	Austintown	Boardman	Canfield	Sebring	Total
<b>Rent</b>	\$78,600	\$76,500	\$48,400	\$53,300	\$256,800
<b>Utilities</b>	\$23,200	\$19,300	\$13,600	\$11,500	\$67,600
<b>Equipment &amp; Maintenance</b>	\$3,900	\$4,700	\$12,600	\$12,000	\$33,200
<b>Total Facility Costs</b>	\$105,700	\$100,500	\$74,600	\$76,800	\$357,600
<b>Total New Cases - 3-yr Average</b>	14,291	9,039	7,911	2,780	34,021
<b>Facility Cost per Case</b>	\$7.40	\$11.12	\$9.43	\$27.63	\$10.51

Source: MCC Budget/Expenditure Reports and Supreme Court of Ohio

As indicated by **Table 5-32**, the total cost of maintaining four separate court locations is about \$357,600 annually. In addition, the facility cost per case is significantly higher in Sebring as compared to the other courts, which is attributed to the significantly lower number of new cases processed at Sebring County Court. Furthermore, it is important to note that MCC has lease agreements for each of the court facilities, which impacts the feasibility of court consolidation. Expenditures for rent account for approximately 72 percent of the total facility costs.

F5.48 Ohio Courts Futures Commission Final Report - A Changing Landscape was published in May 2000 and submitted to the Supreme Court of Ohio. The Ohio Futures Commission (the Commission) was comprised of 52 independent citizens who were drawn from a broad spectrum of backgrounds, professions and interests including 25 lawyers and judges and 27 non-lawyers. The Commission provided a broad range of recommendations to improve the court system in Ohio. One of the major recommendations from the report deals with consolidating the entire court system. The Commission recommends that trial courts should consider the merits of “forming a two-tier trial court that retains a distinct common pleas

level but combines municipal and county courts into a unified county-wide court of limited jurisdiction served by full-time judicial officers.” This structure would improve efficiency by sharing resources among the county and municipal courts and enhance professionalism by allowing all cases in the combined county/municipal system to be heard by full-time judicial officers. By consolidating its county courts, MCC would be moving towards a more distinct and uniform two-tier structure.

In addition to the above recommendation, the Commission recommends that trial courts also consider the merits of retaining the current court structure or combining common pleas, municipal and county courts into a single trial court. The Commission emphasizes that the community should have the flexibility to make adjustments in the basic structure of the trial courts to make the best use of available resources. Basically, the entire community should have a voice in any proposed change in the court structure.

Furthermore, the Commission recommends that judicial officers should not engage in the private practice of law. Since the County Courts operate on a part-time basis, the four County Court judges maintain private attorney practices as well. According to MCC, the four part-time judges do not practice law within the County Court system to avoid any conflicts of interest. By consolidating the County Courts into a full-time operation, the judges would no longer have to maintain private attorney practices and could focus their time and efforts on effectively functioning as judicial officers.

F5.49 Although consolidating the number of county court locations can potentially negatively impact public convenience and local law enforcement agencies by requiring a longer travel distance and time, the benefits of reducing the number of county courts outweigh these potential costs and include the following:

- Improve case management by standardizing key court operations (see **R5.3**, **R5.4**, **R5.11**, **R5.20** and **R5.21**).
- Save costs associated with maintaining multiple facilities (see the *Financial Implication* in **R5.30**).
- Provide more convenience for attorneys by requiring them to appear at a smaller number of locations and subsequently reduce the instances of attorney scheduling conflicts.
- Enhance court security and prisoner transportation.

It is important to note that according to state statutes, defendants/individuals are required to appear in a certain court based upon where the offense was committed, not necessarily where the individual resides. Based upon this, the negative impact of consolidation on public convenience is potentially not very significant. In addition, as noted in **F5.47**, the ability of MCC to either terminate the current lease agreements prior to the expiration dates or sublet

the facilities to a third party to cover the costs of these agreements impacts the feasibility and potential cost savings of consolidation.

Furthermore, some of the potential negative impacts of court consolidation should be considered in relation to the overall court structure within Mahoning County. For example, if the Sebring County Court were eliminated, the local law enforcement agencies within Sebring's jurisdiction would potentially be adversely impacted. However, the potential benefits of eliminating the Sebring County Court, such as reducing the financial costs associated with operating a separate facility in Sebring that could otherwise be utilized for other objectives and improving convenience for attorneys, to Mahoning County and its entire court system could potentially outweigh this negative impact on local law enforcement agencies within Sebring.

**R5.30** Based upon the analysis and assessment in this section, MCC should consider consolidating the number of County Courts by abolishing the part-time County Court system and replacing it with a full-time county-operated municipal court system. This will allow MCC to implement consolidation immediately. For instance, if the County were to eliminate the Sebring location while still maintaining the County Court system, it would not be able to eliminate the Sebring location until the term of the current judge assigned to that location expired. In addition, MCC, local justice and corrections groups within Mahoning County, and the County should work with the appropriate representatives in the Ohio General Assembly to create and enact the required legislation authorizing the change in the County Court structure in Mahoning County. MCC should consider implementing one of the following options:

- **Option 1: Eliminate the Sebring location.**
  - ▶ Establish Austintown, Boardman and Canfield as municipal courts.
  - ▶ Transfer the territorial jurisdiction previously under Sebring to Canfield, which is closer to Sebring in proximity than Boardman and Austintown.
  - ▶ Transfer staff previously assigned at Sebring to Canfield.
  - ▶ Either assign the 0.5 FTE supervisor position as a “floating supervisor” to assist in overseeing each of the locations or reduce the position to avoid the potential of job duplication.

*Financial Implication:* If the County pursued Option 1, MCC could save about \$76,800 annually in facility costs. In addition, this financial implication is contingent upon the County either finding a way to terminate the current lease agreement at Sebring before the expiration date or subletting this facility to another entity to cover the costs of the lease agreements.

- **Option 2: Consolidate all four County Court locations into one County Operated Municipal Court.**
  - ▶ Establish Canfield as the location considering that it is the central point of the current County Court structure.
  - ▶ Organize and group the municipal court according to criminal, traffic and civil divisions.
  - ▶ Assign 1.0 FTE supervisor position to manage each division (total number of supervisor positions would be 3.0 FTEs).
  - ▶ Either assign the remaining supervisor position as a “floating supervisor” to assist in overseeing each of the divisions or reduce the position to avoid the potential of job duplication.
  - ▶ Assign 1.0 FTE bookkeeper solely to the bookkeeper clerk function and another 1.0 FTE bookkeeper to assist in processing criminal and traffic cases.
  - ▶ Allocate the remaining 1.0 FTE bookkeeper clerk to assist the collections officer (see **R5.29**) and the other bookkeeper clerk in performing their various duties.

*Financial Implication:* If the County pursued Option 2, MCC could save approximately \$256,800 annually in rent expenses assuming that it can generate the additional revenue identified throughout this report to cover the costs of building a new courthouse. In addition, this financial implication is contingent upon the County either finding a way to terminate the current lease agreements before the expiration date or subletting these facilities to another entity to cover the costs of the lease agreements.

The key differences between Option 1 and Option 2 include the following:

- Impact of Option 1 on the entire system would be minimal and easier to implement considering that the average number of cases filed in Sebring is significantly lower compared to the other three County Courts. Sebring comprises about eight percent of MCC’s total caseload.
- Impact of Option 2 would be the most beneficial in the long run in terms of cost savings and ability to standardize court operations.
- Implementation of Option 2 requires that MCC build a new courthouse facility to adequately house all employees. If Option 2 were implemented, MCC could utilize the additional revenue identified throughout this report to fund the construction of a municipal courthouse facility.

MCC should maintain the part-time magistrate position and create two full-time judge positions to implement either option considering that the current structure operates under four part-time judges. Based upon the compensation provided under ORC § 141.04 for full-

time judges compared to the County's compensation for the current four part-time judges, the County would save approximately \$40,000 annually in judges' salary costs by creating two full-time judge positions. However, considering the high number of cases processed per judge at MCC (see **Table 5-31**), the County and MCC should reassess the judicial staffing levels after a decision has been made on which option to implement to determine if another full-time judge position should be created. If another full-time judge position was created, the County would incur about \$20,000 annually in additional salary costs. In addition, utilizing full-time judges as opposed to part-time judges would allow the judges to function solely as judicial officers (see **F5.48**) and increases the likelihood of standardizing key operations to operate the court more effectively and efficiently (see **R5.3, R5.4, R5.11, R5.20** and **R5.21**). The current reporting structure (Judicial staff and Clerk of Court staff) should remain intact. In addition, MCC should operate under either option with two full-time prosecutors as opposed to the current use of four part-time prosecutors, which will have a net cost and staffing effect of zero. All of the other staffing recommendations throughout this report are still relevant and should be pursued, such as assigning a bailiff position to a judicial aid position (see **R5.18**) and assigning 1.0 FTE bookkeeper clerk to a collections officer position (see **R5.29**).

Furthermore, Mahoning County should involve all of the communities within the County Courts' jurisdiction in any discussions of altering the current structure. This could be accomplished by holding open public forum meetings to ensure that the citizens have an opportunity to voice their questions and concerns. The County should ensure that the public is aware of the benefits and costs of any reduction to the current County Court structure.

## Financial Implications Summary

The following table represents a summary of the revenue enhancements and annual cost savings discussed in this section. For the purposes of this table, only recommendations with quantifiable financial impacts are listed.

### Summary of Financial Implications For Mahoning County Courts

Recommendation		Revenue Enhancements	Cost Savings (Annual)
R5.16	Increase the criminal computerization fee per case from \$4.00 to \$10.00	\$158,000	
R5.21	Implement enhanced and standardized collection methods	\$170,000	
R5.26	Charge \$10.00 per case to a special projects fund	\$286,000	
R5.30	Option 2: Consolidate the four County Court locations into one full-time Municipal Court		\$256,800
<b>Totals</b>		<b>\$614,000</b>	<b>\$256,800</b>

It is important to note that the cost savings for Option 1 and Option 2 in **R5.30** are mutually exclusive of one another. If the County implemented Option 1, annual cost savings are estimated to be \$76,800. If the County implemented Option 2, annual cost savings are estimated to be \$256,800. Further, information pertaining to the costs involved with constructing a new courthouse under Option 2 was not available during the course of this performance audit. However, the costs of constructing a new courthouse under Option 2 could be funded by revenue received from a special projects fund (**R5.26**).

## **Conclusion Statement**

MCC could improve the efficiency and effectiveness of its operations in a number of ways. Critical operations and procedures affecting case management are not standardized throughout the County Courts. Since standard and uniform time frames for the purpose of processing and scheduling cases in a typical day do not exist at MCC, staff have varying perceptions on how many cases can be processed in a typical day and how far in advance to schedule cases. MCC does not have uniform and standard rules to minimize the number of continuances granted during a case. Consequently, each of the County Courts have different standards measuring “excessive” continuances and determining sufficient reasons to justify a continuance. In addition, collection methods and procedures are not uniform throughout MCC, which impact the overall success in collecting court costs and fines and subsequently revenue distributed to the County.

MCC has had problems utilizing technology effectively in the past. Specifically, prior data conversions were not performed accurately, which made it very difficult for MCC to determine the number of cases pending beyond the Supreme Court of Ohio’s time guidelines. Computer codes representing specific information, such as the number of continuances granted during a case, are not always utilized to track and monitor that information. By not ensuring the accuracy of data and utilizing all of the available technology, it becomes very difficult for MCC to measure the overall performance of court operations. In addition, MCC does not consistently utilize performance measurements as a means of assessing overall court operations.

MCC has not taken full advantage of the authority granted to it by State laws to generate additional revenue. A court is permitted under State law to allocate a fee encompassed in the overall court costs to a special projects fund, which can be utilized for multiple purposes, such as paying for employee salaries and funding capital improvements. All of the peer courts charge such a fee that generates revenue for this fund. However, MCC has not implemented a special projects fund. Consequently, MCC is currently incurring costs that could be offset by revenue generated from a special projects fund.

Although MCC could improve its operations in numerous ways, there are a number of areas in which it is operating effectively. Staffing comparisons throughout this report indicate that MCC has established staffing levels at an appropriate level ensuring that the work is being completed effectively while efficiently using General Fund resources. In addition, MCC has established a standard and benchmark by maximizing on the number of cases processed per judge/magistrate that other county and municipal courts should strive to attain.

Based upon assessments and analyses performed throughout this report, it appears that MCC has a high feasibility of consolidating its County Courts. Although costs of consolidating the number of county court locations exists, the benefits of reducing the number of county courts outweigh these potential costs. MCC should consider consolidating its county courts and implement one of the options discussed in this report.

# Juvenile Court

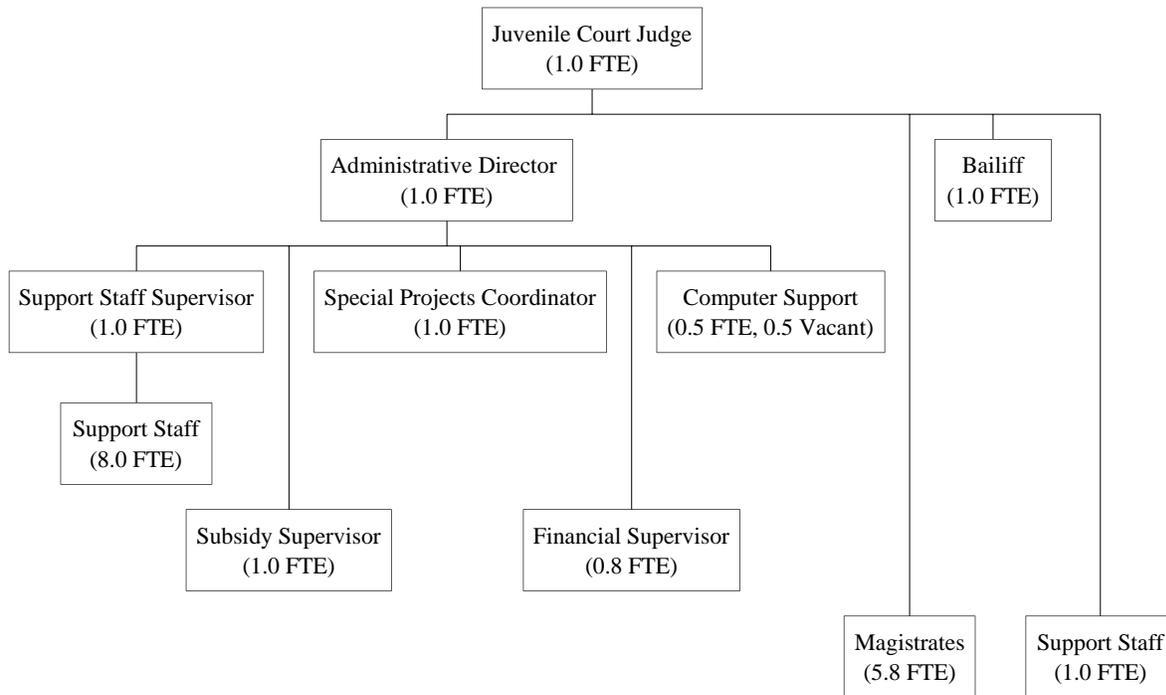
## Background

This section of the performance audit summarizes the organization structure and departmental functions of Mahoning County Juvenile Court (MCJC). For the purpose of illustrating various operational issues, the majority of the comparisons are made to the following peer juvenile courts: Lorain County Juvenile Court, Stark County Juvenile Court, and Trumbull County Juvenile Court. In addition, information from other juvenile courts are used for benchmark and comparison purposes.

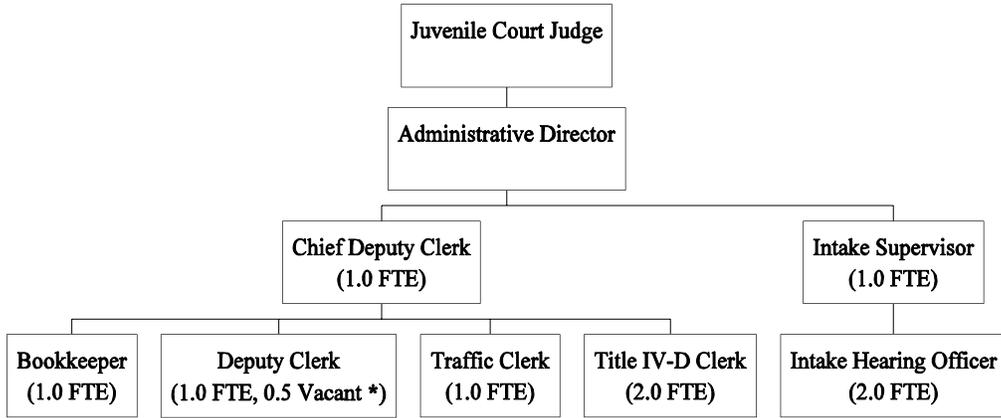
### Organization Chart

MCJC consists of the clerk’s office, magistrates, intake division, probation division, administrative support and the detention center. **Chart 6-1a** through **Chart 6-1d** illustrates the organizational structure of MCJC with the total number of positions (FTE) and the number of vacant positions as of May 1, 2001. For an explanation of staffing changes that have occurred after this date, please refer to the *Staffing* subsection in this **Background** section of the report.

**Chart 6-1a: Courtroom Personnel, Magistrates, Administrative Support**

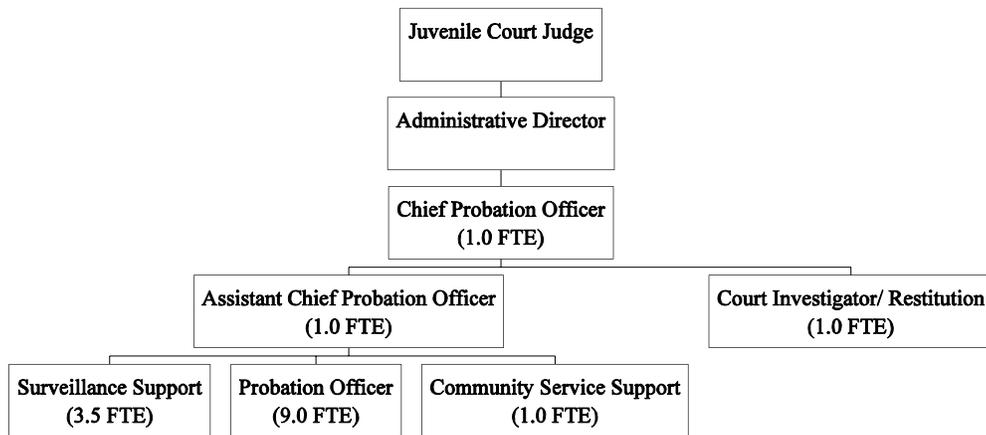


**Chart 6-1b: Intake Division and Clerk's Office Personnel**

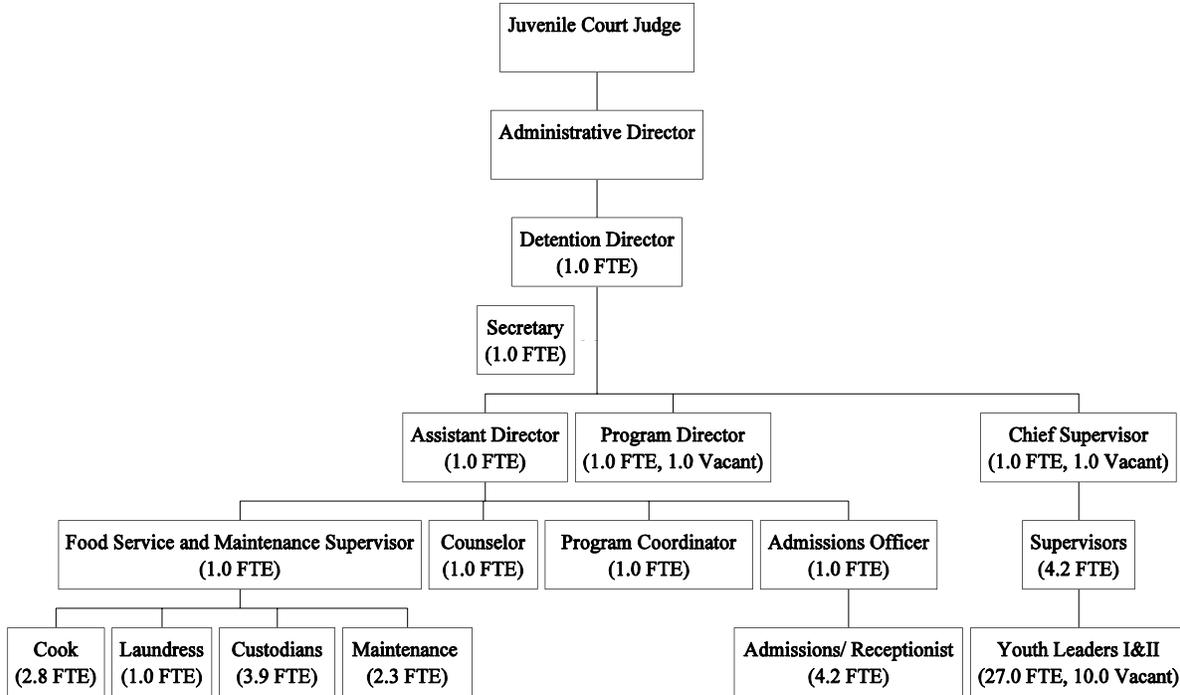


\* Employee was on unpaid leave of absence and returned during the course of this performance audit

**Chart 6-1c: Probation Division Personnel**



**Chart 6-1d: Detention Center Personnel**



*Organization Function*

In compliance with the Ohio Revised Code (ORC) §2151.01, Mahoning County (the County) established a juvenile court as a part of the court of common pleas. MCJC provides the following services for citizens of the County:

- Receive complaints and determines an appropriate course of action, such as creating an official filing or resolving the matter at intake by diverting the juvenile to other court programs
- Initiate cases, schedule initial hearings and conduct the judicial process
- Maintain case files
- Journalize entries
- Enter case information into the computer
- Disseminate and process motions, summons, subpoenas, bind-overs, appeals, service requests and objections
- Collect fees, fines, court costs and bonds
- Prepare monthly reports for the Supreme Court of Ohio
- Perform necessary procedures for attorney appointments

- Respond to records and document requests by the general public
- Ensure juveniles complete probation
- Monitor juveniles on probation
- Ensure juveniles placed in the detention center receive adequate services

The court also use several community-based diversion programs to service the youth of the County, while offering in-house services such as community services, recreation and drug treatment.

### *Summary of Operations*

Delinquent and unruly juveniles are referred to MCJC through local police departments, victims, schools, parents, and anyone with knowledge that a child is within the court's jurisdiction. The intake division receives the referral and examines the police report to determine if the case will be filed officially or resolved unofficially. However, some complaints may originate in the prosecutor's office and not in intake. Intake sends official cases to the prosecutor's office to develop a complaint containing the reported charges. After the prosecutor's office has completed the complaint, it is forwarded to the clerk's office for filing. However, if the prosecutor's office determines that a case should not be official due to the lack of sufficient evidence, the case may be sent back to the intake division for an unofficial hearing. All unofficial cases are heard by intake staff and are subject to referrals to community programs as an alternative to filing an official juvenile court case. Official cases are set for arraignment by support staff to allow juveniles to enter a plea. If the juvenile pleads guilty, the arraignment magistrate may render a disposition for the case. According to MCJC, the arraignment magistrate is not an attorney and has appropriate restrictions in rendering dispositions. If the juvenile pleads not guilty, a hearing is set with one of the delinquency magistrates or the judge.

In addition to delinquent and unruly cases, MCJC also processes paternity cases, child support and visitation cases, traffic cases, custody cases, minor female's complaint for abortion, consent for minors to marry, dependency/neglect/abuse cases, adult cases, and detention center admissions. Paternity and child support cases are initiated through the Mahoning County Child Support Enforcement Agency and/or single parents in an effort to establish paternity, parental rights and/or court ordered child support payments for children. Cases concerning custody of children may be initiated by the Mahoning County Children Services Board (MCCSB) or private parties attempting to change custody of a child. Additionally, MCCSB initiates the majority of dependency/neglect/abuse cases. Pursuant to the Rules of Juvenile Procedure (Rule 7), detention center admission hearings must occur within the first 24 hours (during the week) or 72 hours (during weekends and holidays) to determine if a juvenile will remain in the detention facility. These hearings only apply to juveniles who have been arrested and brought in by the police to the detention center. The goal of the hearing is to inform the family of their rights, discuss what events had occurred that led to the juvenile's incarceration, and determine if the child should remain in the center.

When a juvenile has been adjudicated delinquent and sentenced to probation, a representative from the probation department is present at the disposition hearing to discuss the terms of probation with the juvenile and the family. The juvenile is given information to begin services with instructions that the assigned probation officer will contact them within 10 days. Once a probation officer is assigned, the officer monitors the juvenile's activity and maintains contact with the family and juvenile to assist in successful completion of probation.

If a juvenile violates parole, probation or has been previously detained, the juvenile may be sentenced to the detention center. Juvenile Rule 29(A) requires that an adjudicatory hearing be provided within 10 days of the filing of the complaint for juveniles held in the detention center or shelter care. However, the hearing may be continued upon a showing of good cause. The detention center is a 40-bed facility providing all basic needs to the detained juveniles including serving three meals and a snack each day, providing medical services and ensuring daily hygienic needs. Schooling is provided nine months out of the year courtesy of Youngstown City Schools. Food supplies are provided by four local companies in addition to the United States Department of Agriculture Surplus Commodities Program that the detention center director has selected based on the quality of service. The assistant director also serves as the nutritionist for the center and ensures juveniles receive daily balanced meals.

### *Staffing*

As of May 1, 2001, MCJC employed 89 FTEs. According to ORC §2151.13, court employees serve at the pleasure of the judge. After this date, the newly appointed judge promoted one of the intake hearing officers to intake supervisor and reassigned the former intake supervisor to the director of detention. **Table 6-1** presents full-time equivalents (FTEs) staffing level information by division as of May 1, 2001. In addition, the newly appointed juvenile court judge employed an administrative assistant during the course of this performance audit. For the previous three years, staffing levels have been stable at MCJC.

**Table 6-1: MCJC Staff**

Divisions	# of Budgeted FTEs	# of FTEs	Vacancies
Judge	1.0	1.0	0.0
Administration <sup>1</sup>	5.3	4.8	0.5
Support Staff <sup>2</sup>	10.0	10.0	0.0
Intake	3.0	3.0	0.0
Magistrates	5.8	5.8	0.0
Clerk's Office	6.0	5.5	0.5
Probation <sup>3</sup>	16.5	16.5	0.0
Detention	54.4	42.4	12.0
<b>Total</b>	<b>102.0</b>	<b>89.0</b>	<b>13.0</b>

**Source:** MCJC organization charts and interviews with MCJC personnel as of May 1, 2001

<sup>1</sup> Administration consists of the administrative director, bailiff, subsidy supervisor, special projects coordinator, financial supervisor, court investigator/restitution, and computer support.

<sup>2</sup> Support staff includes all secretaries and receptionists.

<sup>3</sup> Includes the court investigator/restitution

The judge oversees all divisions within the court in addition to the administrative staff which includes the administrative director, bailiff, subsidy supervisor, special projects coordinator, financial supervisor, and computer support. Although the administrative director position is part of administration, this position serves as a manager and liaison between the judge and all other divisions within MCJC. The administrative director, magistrates, and the judge's secretary and bailiff report directly to the judge. The remaining department heads and supervisors report directly to the administrative director. The support staff consists of all secretaries within MCJC and the operator/receptionist. The support staff perform many clerical duties including assisting the judge and magistrates as needed.

The intake supervisor is responsible for overseeing two intake hearing officers. The intake division consists of three staff members whose primary responsibilities include documenting police information, deciding if a case will be official or unofficial, conducting conferences for unofficial cases, conducting detention center hearings, and referring juveniles to services.

Magistrates hear cases based upon the following case types: paternity, custody, delinquency, adult, child support, traffic, dependency/neglect/abuse unruly, visitation, and arraignments. The arraignment and paternity magistrates are the only magistrates who are full-time employees while the other magistrates manage caseloads during part-time hours.

The chief deputy clerk manages 4.5 FTEs which include the clerk's bookkeeper, traffic clerk, Title IV-D clerks, and deputy clerks. The clerk's office assigns official cases to the magistrates based upon the case type. The office also maintains the court's file room and tracks files using a color coded system and sign-in/sign-out form. However, the court has a separate record room containing personal information regarding the juvenile's service (probation activities, community service, restitution) and school information that are not public records.

The chief probation officer manages 15.5 staff members which include an assistant chief probation officer, probation officers, surveillance officers, school liaison, and community service support. The primary responsibilities of the probation division include ensuring that court orders are fulfilled and all services ordered while on probation are completed. The probation division works closely with other agencies within the community to achieve this goal by monitoring activities regularly to assist juveniles in successfully completing services.

The detention center director supervises 41.4 FTEs which include the assistant director, food service and maintenance supervisor, cooks, laundress, custodians, maintenance staff, counselor, program coordinator, youth leader supervisors, youth leaders, admissions officer, receptionist, and secretary. The primary responsibilities include providing appropriate services for juveniles placed in the detention center. The detention center is a 40-bed facility which includes a kitchen, medical clinic and school that operates nine months of the year.

### *Financial Data*

As the juvenile court division of Mahoning County Court of Common Pleas, MCJC receives its fiscal appropriations as approved by the Board of County Commissioners. According to ORC §215.09, "The board of county commissioners shall provide suitable accommodations, facilities, and equipment for the juvenile court, its officers, and employees." **Table 6-2** shows summary information for MCJC actual expenditures pertaining to staff and operations during FY 1999 and FY 2000; and FY 2001 budget.

**Table 6-2: Financial Summary**

Account	FY 1999 Expenditures	FY 2000 Expenditures	FY 2001 Budget
<b>General Fund</b>			
Salaries	\$1,900,000	\$2,100,000	\$2,300,000
Benefits	\$980,000	\$900,000	\$1,100,000
Supplies and Materials	\$100,000	\$160,000	\$300,000
Rent	\$3,000	\$2,000	\$4,000
Utilities	\$160,000	\$200,000	\$300,000
Equipment and Maintenance	\$100,000	\$160,000	\$900,000
Other <sup>1</sup>	\$17,000	\$30,000	\$90,000
<b>Total General Fund</b>	<b>\$3,260,000</b>	<b>\$3,552,000</b>	<b>\$4,994,000</b>
<b>Additional Funds</b>			
Youth Services	\$510,000	\$537,000	\$649,000
Comprehensive Strategy	\$50,000	\$93,000	\$0 <sup>2</sup>
Family Stability	\$0	\$89,000	\$45,000
Title IV-D	\$0	\$0	\$0
Detention Subsidy	\$157,000	\$157,000	\$157,000
Youngstown City Schools Grant	\$0	\$0	\$22,000
Mahoning County Educational Services Grant	\$0	\$0	\$46,000
Americorp Community Service Grant	\$0	\$0	\$11,000
<b>Total Additional Funds</b>	<b>\$717,000</b>	<b>\$876,000</b>	<b>\$930,000</b>
<b>Total All Funds</b>	<b>\$3,977,000</b>	<b>\$4,428,000</b>	<b>\$5,924,000</b>

Source: MCJC statement of expenditures, encumbrances and appropriations

<sup>1</sup> Other expenditures include medical assistance, professional services-admin, insurance- liability /casualty, organization dues, seminar/ conference, travel and consultant expenditures.

<sup>2</sup> MCJC has not applied for the renewal of this grant, current funding is through September 31, 2001.

- *The increase in salaries:* The increase in salaries from FY 1999 to FY 2000 and FY 2001 reflect a three percent salary increase received by all employees and an additional 15 percent or more increase for some employees.
- *The increase in benefits:* This increase results from a county-wide increase in hospitalization benefits to all employees.
- *The increase in supplies and materials:* The increase in 2001 is due to repairs and maintenance of HVAC equipment
- *The increase in utilities:* The increase in utilities reflect the increase of the cost of utilities across the region.
- *The increase in rent:* The increase in rent could not be explained by MCJC staff. According to MCJC, this is a line item placed in its budget by the County for county-wide rental of postage meters and MCJC does not perform any processes to pay for costs associated with the meters. Therefore, MCJC could not explain the increase in this line item.
- *The increase in equipment and maintenance:* MCJC reports the increase in 2001 is a result of a implementing new HVAC contract, purchasing new vehicles, repairing the roof, and purchasing security cameras.

*Key Operating Statistics*

**Table 6-3** illustrates MCJC and peer juvenile courts' average new case filings for FY 1998 to FY 2000. This data will be used throughout the report for comparison purposes.

**Table 6-3: Average of New Cases Filed from 1998 to 2000**

Types of Cases	Mahoning	Lorain	Stark	Trumbull	Peer Average
Delinquency	1,111	2,675	2,265	1,595	2,179
Traffic	2,126	2,525	3,595	1,327	2,482
Dependency/Neglect/Abuse	340	268	317	232	272
Unruly	137	167	521	673	454
Adult	81	140	83	203	142
Motions for Permanent Custody	10	20	35	1	19
Custody/Change of Custody/Visitation	72	96	238	124	153
Support Enforcement	68	159	778	476	471
Parentage	1,191	549	370	321	413
UIFSA <sup>1</sup>	50	0	184	0	N/A
Other	79	15	30	3	16
<b>Total New Filings</b>	<b>5,265</b>	<b>6,614</b>	<b>8,416</b>	<b>4,955</b>	<b>6,662</b>
<b>2000 Juvenile Population</b>	<b>61,149</b>	<b>74,550</b>	<b>93,936</b>	<b>54,820</b>	<b>74,435</b>

Source: Supreme Court of Ohio Reports

<sup>1</sup> Uniform Interstate Family Support Act

**Table 6-4** illustrates the number of cases processed among MCJC and peer courts throughout FY 2000.

**Table 6-4: Cases Processed in 2000 <sup>1</sup>**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
<b>Delinquency</b>	2,007	3,159	2,910	2,131	2,733
<b>Traffic</b>	2,347	2,546	3,349	1,357	2,417
<b>Dependency/Neglect/Abuse</b>	466	847	1,055	497	800
<b>Unruly</b>	259	195	499	807	500
<b>Adult</b>	130	192	79	317	196
<b>Motions for Permanent Custody</b>	62	105	152	40	99
<b>Custody/Change of Custody/ Visitation</b>	562	453	322	1,639	805
<b>Support Enforcement</b>	1,435	2,397	1,245	1,630	1,757
<b>Parentage</b>	865	673	586	493	584
<b>UIFSA <sup>2</sup></b>	59	0	180	0	N/A
<b>Other</b>	305	14	34	30	26
<b>Total Official Cases</b>	<b>8,497</b>	<b>10,581</b>	<b>10,411</b>	<b>8,941</b>	<b>9,978</b>
<b>Total Unofficial Cases <sup>3</sup></b>	<b>2,112 <sup>4</sup></b>	<b>975</b>	<b>1,068</b>	<b>1,233</b>	<b>1,092</b>

**Source:** Supreme Court of Ohio Reports

<sup>1</sup> See **F6.12** for more information regarding the number of cases processed

<sup>2</sup> Uniform Interstate Family Support Act

<sup>3</sup> Complaints resolved at intake without having to file an official case,

<sup>4</sup> Since MCJC does not document unofficial cases on the Ohio Supreme Court Reports, this data reflects MCJC's internal count.

Many factors can affect the number of new cases filed (see **Table 6-3**) and total official cases processed, as indicated in **Table 6-4**, by a juvenile court. Processes and procedures at other public agencies within the County, such as the Children Services Board (CSB) and Child Support Enforcement Agency (CSEA), can impact the caseload at MCJC. For example, the higher number of parentage cases processed at MCJC as compared to the peers could be attributed to CSEA's practice of sending more parentage cases to court as opposed to processing these cases administratively. In addition, law enforcement and juvenile crime rates can directly impact the number of delinquency and unruly cases processed at a juvenile court. For instance, as reported in the Federal Bureau of Investigation (FBI) crime reports, Lorain County's juvenile crime rate is

higher than Mahoning County’s juvenile crime rate, which could explain the higher number of delinquency and unruly cases processed by Lorain County as compared to MCJC. However, all of the cities and areas within the counties do not fully participate in the voluntary reporting of juvenile arrests to FBI, which affects the juvenile crime rates. Furthermore, the number of unofficial cases processed by a juvenile court directly impacts the number of official delinquency and unruly cases processed. As indicated in **Table 6-4**, MCJC processed the highest number of unofficial cases as compared to the peers.

**Table 6-5** indicates the total number of official cases disposed and the percentage of total cases processed in FY 2000 for MCJC and the peer courts.

**Table 6-5: Cases Disposed in 2000 <sup>1</sup>**

	Mahoning		Lorain		Stark		Trumbull		Peer Average	
<b>Delinquency</b>	1,522	75.8%	2,593	82.1%	2,614	89.8%	1,908	89.5%	2,372	87.1%
<b>Traffic</b>	2,031	86.5%	2,342	92.0%	3,233	96.5%	1,283	94.5%	2,286	94.3%
<b>Dependency/Neglect/Abuse</b>	385	82.6%	752	88.8%	969	91.8%	467	94.0%	729	91.5%
<b>Unruly</b>	205	79.2%	176	90.3%	474	95.0%	782	96.9%	477	94.1%
<b>Adult</b>	68	52.3%	163	84.9%	75	94.9%	251	79.2%	163	86.3%
<b>Motion for Permanent Custody</b>	44	71.0%	94	89.5%	133	87.5%	37	92.5%	88	89.8%
<b>Custody/Change of Custody/ Visitation</b>	397	70.6%	309	68.2%	237	73.6%	1,543	94.1%	696	78.6%
<b>Support Enforcement</b>	995	69.3%	1,970	82.2%	994	79.8%	1,378	84.5%	1,447	82.2%
<b>Parentage</b>	797	92.1%	494	73.4%	374	63.8%	356	72.2%	408	69.8%
<b>UIFSA <sup>2</sup></b>	30	50.8%	0	0.0%	162	90.0%	0	0.0%	N/A	N/A
<b>Other</b>	232	76.1%	14	100.0%	29	85.3%	30	100.0%	24	95.1%
<b>Total Dispositions</b>	<b>6,706</b>	<b>78.9%</b>	<b>8,907</b>	<b>84.2%</b>	<b>9,294</b>	<b>89.3%</b>	<b>8,035</b>	<b>89.9%</b>	<b>8,745</b>	<b>87.8%</b>

Source: Supreme Court of Ohio Reports

<sup>1</sup> Each percentage reflects the percent of official cases disposed per that case type for the particular court in 2000.

<sup>2</sup> Uniform Interstate Family Support Act

**Table 6-6** presents the total number of cases pending and percentage of total cases pending in FY 2000 for MCJC and the peer courts.

**Table 6-6: Cases Pending End of 2000 <sup>1</sup>**

	Mahoning		Lorain		Stark		Trumbull		Peer Average	
<b>Delinquency</b>	485	24.2%	566	17.9%	296	10.2%	223	10.5%	362	12.9%
<b>Traffic</b>	316	13.5%	204	8.0%	116	3.5%	74	5.5%	131	5.7%
<b>Dependency/Neglect/Abuse</b>	81	17.4%	95	11.2%	86	8.2%	30	6.0%	70	8.5%
<b>Unruly</b>	54	20.8%	19	9.7%	25	5.0%	25	3.1%	23	5.9%
<b>Adult</b>	62	47.7%	29	15.1%	4	5.1%	66	20.8%	33	13.7%
<b>Motions for Permanent Custody</b>	18	29.0%	11	10.5%	19	12.5%	3	7.5%	11	10.2%
<b>Custody/Change of Custody/ Visitation</b>	165	29.4%	144	31.8%	85	26.4%	96	5.9%	108	21.4%
<b>Support Enforcement</b>	440	30.7%	427	17.8%	251	20.2%	252	15.5%	310	17.8%
<b>Parentage</b>	68	7.9%	179	26.6%	212	36.2%	137	27.8%	176	30.2%
<b>UIFSA <sup>2</sup></b>	29	49.2%	0	0.0%	18	10.0%	0	0.0%	N/A	N/A
<b>Other</b>	73	23.9%	0	0.0%	5	14.7%	0	0.0%	N/A	N/A
<b>Total</b>	<b>1,791</b>	<b>21.1%</b>	<b>1,674</b>	<b>15.8%</b>	<b>1,117</b>	<b>10.7%</b>	<b>906</b>	<b>10.1%</b>	<b>1,232</b>	<b>12.2%</b>

Source: Supreme Court of Ohio Reports

<sup>1</sup> Each percentage reflects the percent of official cases pending per that case type for the particular court in 2000.

<sup>2</sup> Uniform Interstate Family Support Act

**Table 6-7** indicates the total number of cases pending beyond the Supreme Court of Ohio time guidelines and percent of total official cases pending beyond these time guidelines in 2000 for MCJC and the peer courts.

**Table 6-7: Cases Pending End of 2000  
Beyond Supreme Court of Ohio Time Guidelines <sup>1</sup>**

	Mahoning		Lorain		Stark		Trumbull		Peer Average	
<b>Delinquency</b> Time Guideline: 6 months	214	10.7%	5	0.2%	0	0.0%	2	0.1%	2	0.1%
<b>Traffic</b> Time Guideline: 3 months	73	3.1%	3	0.1%	14	0.4%	0	0.0%	6	0.2%
<b>Dependency/Neglect/Abuse</b> Time Guideline: 3 months	27	5.8%	0	0.0%	3	0.3%	5	1.0%	7	0.4%
<b>Unruly</b> Time Guideline: 3 months	20	7.7%	0	0.0%	0	0.0%	1	0.1%	0	0.0%
<b>Adult</b> Time Guideline: 6 months	37	28.5%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<b>Motions for Permanent Custody</b> Time Guideline: 9 months	7	11.3%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<b>Custody/Change of Custody/ Visitation</b> Time Guideline: 9 months	48	8.5%	6	1.3%	2	0.6%	2	0.1%	3	0.7%
<b>Support Enforcement</b> Time Guideline: 12 months	84	5.9%	1	0.0%	0	0.0%	0	0.0%	0	0.0%
<b>Parentage</b> Time Guideline: 12 months	11	1.3%	0	0.0%	1	0.2%	16	3.2%	6	1.1%
<b>UIFSA <sup>2</sup></b> Time Guideline: 3 months	11	18.6%	0	0.0%	5	2.8%	0	0.0%	2	0.9%
<b>Other</b> Time Guideline: 6 months	43	14.1%	0	0.0%	1	2.9%	0	0.0%	0	0.0%
<b>Total Pending beyond Time Guidelines</b>	<b>575</b>	<b>6.8%</b>	<b>15</b>	<b>0.1%</b>	<b>26</b>	<b>0.2%</b>	<b>26</b>	<b>0.3%</b>	<b>22</b>	<b>0.2%</b>

Source: Supreme Court of Ohio Reports

<sup>1</sup> Each percentage reflects the percent of official cases pending beyond the Supreme Court of Ohio's time guidelines per that case type for the particular court in 2000.

<sup>2</sup> Uniform Interstate Family Support Act

*Performance Measures*

The following is a list of performance measures that were used to conduct the review of MCJC:

- Review of MCJC expenditures, three year history
- Assess the overall effectiveness of the case management system
- Assess the overall effectiveness of available technology
- Assess the effectiveness and efficiency of technology use
- Assess the effectiveness and efficiency of the intake division
- Assess the effectiveness and efficiency of the clerk's office
- Assess the effectiveness and efficiency of the probation division
- Assess the effectiveness and efficiency of the detention center
- Assess the effectiveness and efficiency of various programs and contracted services
- Evaluate staffing levels within the court
- Evaluate the method of filing and record retention for the court

## A. General Juvenile Court Operations

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### Findings/Commendations/Recommendations

#### *Organization and Personnel Issues*

F6.1 MCJC has not formally established minimum educational requirements for positions throughout the court, including intake and probation positions. By not having specific educational requirements, MCJC may not employ the most qualified individuals, which impacts services provided to juveniles. In addition, some employees' educational background information is documented on employee application forms which are retained by the detention center director and administrative director. However, not all of MCJC staff have completed an application for employment prior to hire and the records are not easily accessible.

Lorain, Stark, and Trumbull Counties' Juvenile Courts all require four year bachelor's degree in criminal justice or social work for detention center and probation personnel. Additionally, Stark County Juvenile Court requires the same types of degrees for intake officers and community service workers. All other employees are required to have a high school diploma prior to beginning employment. Education transcripts are kept in the employee file and maintained by the court administrator (administrative director) at the peer courts.

**R6.1** Educational requirements should be identified and developed for all positions within MCJC. For example, probation officers should have bachelor degrees in criminal justice or social work prior to attempting to improve the behavior of juveniles. MCJC should require each potential employee to complete an employee application form and MCJC should ensure these forms are properly retained. In addition, all current employees should have a completed job application or resume on file at MCJC to determine past experience and qualifications for their position when determining promotions or reassignments.

F6.2 MCJC personnel, with the exception of probation officers, magistrates and select detention center staff, are not required to attend any training to enhance job performance. Although staff have attended periodic seminars, informal staff training is conducted by co-workers and supervisors. The lack of training could lead to some staff learning job duties at a slower rate than other staff. No division is responsible for the adequate training of new employees or continuing professional education training to existing employees.

The American Correctional Association (ACA) is a multi-disciplinary organization of professionals serving as the umbrella organization for establishing standards in all areas of criminal justice and corrections, including juvenile courts. Accordingly, ACA standards suggests all new employees should receive 40 hours of orientation training. The orientation training should include, but should not be limited to, the following information about the organization:

- Historical perspective
- Goals and objectives
- Program rules and regulations
- Job responsibilities
- Personnel policies and procedures

In addition to orientation training, the ACA standards recommends the following training for the following functions in juvenile justice facilities:

- Forty hours of administration and managerial training for the first year and each subsequent year of employment for administrative staff
- One hundred and twenty hours of training the first year and 40 hours of training each subsequent year for case workers and specialist employees
- Sixteen hours of training the first year and each subsequent year for all clerical staff
- Forty hours of training the first year and each subsequent year for food service staff

An adequately trained staff could potentially improve services and programs provided to juveniles.

**R6.2** All MCJC employees should receive the appropriate training for overall MCJC operations and expected job duties. The majority of MCJC staff interact and make critical decisions for the youth of the County, especially the intake and probation divisions. In order to ensure decisions regarding the juveniles' best interest are made by competent staff, training should be required and provided to all staff. Furthermore, continued education opportunities should be provided to ensure a well informed and efficient staff as discussed in **R6.1** and **R6.20**. To achieve this goal, MCJC should establish an agreement with the County to provide sufficient funding for off-site training opportunities for staff. MCJC should attempt to comply with ACA standards of 40 hours of orientation and additional training throughout the year. Complying to ACA recommendations regarding training would result in more effective and efficient operations.

*Financial Implication:* According to ACA workshop fees, MCJC would have to spend approximately \$690 for each employee at MCJC for 40 hours of training each year.

Therefore, MCJC would have to spend about \$63,000 annually to send all employees to 40 hours of training each year.

- F6.3 During the initial phase of this audit, job duties for the court administrator position were delegated between the two bailiffs. According to the former administrative director, these duties were also shared with the special projects coordinator. However, the bailiffs indicated the division of duties were not clearly defined. While one individual received additional administrative duties, the other bailiff's job duties did not change and included pulling case files, ushering parties in and out of the courtroom, and briefing the judge on the next case to be heard.

Additionally, the organizational structure at MCJC during the initial phase of this audit required the two bailiffs and five divisions to report directly to the judge. During the absence of the judge, a court administrator would provide the guidance and leadership necessary to promote the uninterrupted operation of MCJC. Furthermore, employing a court administrator would enhance the organizational structure at MCJC, as only one individual would be directly reporting to the judge as opposed to six individuals. This would allow the judge to focus primarily on judicial matters and overall court operations. An analysis of peer court organizational structure reveals all peer courts have an established court administrator position serving this function.

During the course of this audit, a new MCJC judge was appointed and has employed a court administrator, renaming the position to administrative director, to oversee the daily operations. To facilitate this transition, the former court administrator was contracted to assist in the appropriate training of the new administrative director.

- C6.1** Upon the appointment of the new MCJC judge, the administrative director position has been filled. By doing so, MCJC has ensured operations would run more effective and efficiently, allowing the judge to focus on judicial matters while administrative functions are guided by a administrative director.

- R6.3** MCJC should ensure the administrative director position remains intact. If the position were to become vacant in the future, MCJC should fill it as soon as possible. The administrative director serves as a manager for MCJC by overseeing the effective functioning of each division and is an integral part of ensuring an adequate organizational structure at MCJC.

- F6.4 Although the detention center director has indicated detention staff have job descriptions, all other employees at MCJC do not have up-to-date job descriptions. Upon the request of the County human resources director, MCJC employees have completed position description questionnaires to develop job descriptions for all employees. However, as of March 2001, no formal job descriptions have been developed.

According to the director of the detention center, the detention center conducts performance evaluations every six months. However, other divisions at MCJC do not evaluate employee performance on a periodic basis. Previously, all employee matters were resolved by the judge on an informal basis. MCJC management had no authority to remedy any personnel issues without the judge’s approval. As a result of the lack of consistent evaluations, staff are not accountable to any criteria measuring employee performance. In addition, during the last three years, staff have moved to various positions within MCJC as mandated by the former MCJC judge. For example, the former detention center director currently serves as the intake supervisor, the former chief probation officer is now an intake hearing officer and the former restitution director became a bailiff and performed court administrative duties. As result of the reassignments, one individual received a decrease in salary, another remained the same, and the third received a substantial increase in salary. Such reallocation of staff without justification and a formal employee performance evaluation could result in low staff morale throughout MCJC.

F6.5 **Table 6-8** reflects the pay increases received by MCJC employees over the last three years.

**Table 6-8: MCJC Salary Analysis**

Division	1998-1999			1999-2000		
	0-5%	6-20%	21%>	0-5%	6-20%	21%>
Judicial Staff	1	3	0	2	0	3
Administrative Support	1	1	1	1	1	1
Intake	2	3	0	3	2	0
Magistrate	6	1	1	8	0	1
Clerk’s Office	0	3	0	4	0	0
Probation	6	4	3	8	2	0
Detention	32	9	2	34	7	8
<b>Total</b>	<b>48</b>	<b>24</b>	<b>7</b>	<b>60</b>	<b>12</b>	<b>13</b>

Source: MCJC payroll reports

Note: Numbers represent MCJC staff who were employed during the identified years. For example, if an employee left during the year, they were not included in the table. Represented staff are either full-time or part-time with varying hours worked.

As indicated by **Table 6-8**, the majority of MCJC employees received a salary increase ranging from zero to five percent. However, since MCJC does not have up-to-date job descriptions and does not conduct performance evaluations (see **F6.4**), there is no basis or justification for any salary increase and/or promotion.

**R6.4** The newly appointed MCJC judge should take measures to ensure performance evaluations are conducted at MCJC. Any pay increases and promotions should be based upon documented information in the employee performance evaluations. In order to conduct effective performance evaluations, MCJC should develop job descriptions for all staff. In coordination with the job duty questionnaires provided by the County director of human resources, the administrative director should develop job descriptions for all MCJC staff. Once the descriptions are completed, the administrative director should send the job descriptions to each division head to ensure the inclusion of all duties. Each position should have a detailed, formal, and accurate job description in order to provide employees tangible guidance in performing their job duties and to provide management with a basis of evaluating employee performance.

F6.6 During the last 12 years, MCJC (with the exception of the detention center) has operated without a written policy and procedures manual. A written policies and procedures manual could benefit MCJC by including the following information:

- Organization structure
- Equipment usage
- Employment
- Compensation and hours of work
- Employee benefits
- Employee leave
- Employee fitness for duty
- Employment conduct and discipline
- Performance appraisal
- Employee complaint review procedures

The County has established a written policy manual explaining various personnel matters, and addresses the above mentioned components of a policy manual. The County manual has not been used by MCJC in past years, as it is the decision of each elected official to choose to use the County manual. The County manual would aide MCJC employees in identifying appropriate County personnel policies. Additionally, a written procedures manual could benefit MCJC by including the following information:

- Procedures for assigning cases to attorneys and magistrates
- Procedures for entering case information into the computer
- Procedures for counting cases according to OSC standards

A written procedures manual could benefit employees by providing them with detailed job functions and responsibilities. Additionally, a written procedures manual could better enable management to effectively measure employees' performance. The newly appointed judge

has established a committee to develop both a written policy and procedures manual and local rules specific to MCJC. Providing MCJC staff with the necessary tools to perform job duties would enhance the daily functioning of MCJC operations.

ACA produces standard manuals which could further assist MCJC with the development of a procedures manual. ACA standards manuals provide administrators with tools to develop a plan for creating the following:

- Developing management controls
- Upgrading procedures
- Collecting and retaining juvenile information
- Formulating and reviewing goals of the organization
- Translating the goals of the organization into measurable objectives
- Determining a reporting structure for personnel
- Developing a community advisory committee to link MCJC to community organizations

Using the ACA standards manuals would further provide the basis for improved services, facilities and programs for juveniles and their families interacting with MCJC.

**R6.5** MCJC should ensure the committee appointed by the judge develops an adequate policies and procedures manual and includes the necessary information identified in **F6.6**. However, since the County has already developed and implemented a policy manual addressing personnel matters, MCJC should consider using the manual as a resource when developing a policy manual to meet MCJC's specific needs in order to provide employees the resources necessary to understand basic personnel policies. In addition, MCJC should ensure that the committee appointed by the judge focuses on developing an adequate procedures manual specifically tailored to court operations. A procedures manual should serve as an effective training resource for new employees and as an adequate reference document for existing staff.

**F6.7** Payroll processing could be enhanced at MCJC. Only part-time employees submit a manually completed time-sheet for documentation of hours worked at MCJC. The time-sheets are approved by the immediate supervisor and forwarded to the financial supervisor for processing. All full-time staff, excluding detention center employees, are assumed to have worked 40 hours unless they have requested time off during the pay period. With the exception of administrative detention center staff, detention center employees use automated time-clocks.

According to certain MCJC staff, sick time-off is documented manually when an employee calls the secretary who reports the absence to the employee's supervisor. Additionally,

according to the former administrative director, employees are also required to contact their immediate supervisor when calling-off for work and the secretary circulates an attendance sheet, developed during the first half hour of daily operation, identifying all employees' location for the day. Upon the return to duty, absent employees are responsible for manually completing a request for time-off form. This form is kept in the employee's file with the secretary. However, if an employee does not call, if the secretary does not document the call, or if the supervisor does not notice an absent employee is not on the attendance sheet, the time-off could potentially be deducted inaccurately from the employee's leave balance. Alternatively, if absent employees do not complete the request for time-off form, they will not be compensated for the time-off until the employee completes the form. The secretary also manually documents time accruals for each employee and stores the information in the employee files. All time-keeping information is maintained by the secretary and entered into the payroll computer system at the end of each pay period by the financial supervisor. This process is duplicated for detention center staff by the detention center admissions officer.

The financial supervisor processes payroll for court-side employees with the approval of the intake supervisor. Although this demonstrates separation of duties, neither the financial supervisor nor the intake supervisor supervise all employees whose payroll they approve. According to MCJC, the intake supervisor was given the added responsibility of approving payroll due to the retirement of the administrative director. Since a potential exists for time-off to be documented inappropriately and since the direct supervisors of each division do not formally approve payroll for their related employees, the number of actual hours worked by employees could be inaccurately processed if there was a reporting error. The admissions officer processes payroll for detention center staff with the approval of the detention center director for the detention center employees. However, because a majority of the detention center staff use time-clocks, the accountability of the employees payroll data is greater. The payroll functions for the financial supervisor, intake supervisor, admissions officer and the detention center director are performed at the end of each pay period in conjunction with other respective duties. In addition, since the County recently implemented the PeopleSoft payroll system (see **Personnel** section), maintaining and processing payroll information at all of the County departments could be more efficient and uniform.

Since the appointment of the new juvenile court judge, the judge and the administrative director approve payroll at MCJC. Trumbull County Juvenile Court has assigned payroll duties to the juvenile court administrative assistant who receives the payroll sheets from each supervisor and combines the information (which includes hours worked and sick and vacation hours used during the pay period) into a report which is forwarded to the Trumbull County Auditor's Office for processing. According to Trumbull County Juvenile Court, the entire process consumes eight hours each month.

**R6.6** To enhance the payroll process, MCJC should implement a standard, uniform and consistent payroll process. This would include all employees using the same forms when completing payroll and making the employee and their supervisor accountable for the accuracy of the payroll submissions. Signatures of both the employee and immediate supervisor should be indicated on the payroll forms to improve accountability and accuracy of hours worked and leaves taken at MCJC. Also, MCJC should fully communicate the processes and procedures required in reporting absences in writing to all its employees. Additionally, MCJC should combine the payroll functions of the financial supervisor and intake supervisor with those of the admissions officer and detention center director to be performed by one full-time individual. This should be completed by an existing employee who would perform the following payroll processing tasks:

- Compile, calculate, monitor and record attendance, hours worked and overtime information
- Prepare reports on attendance, leaves of absence, benefits, deductions and payroll
- Perform payroll audits
- Perform benefits administration

Furthermore, MCJC should fully utilize the PeopleSoft system to maintain and process payroll information. See the **Personnel** section of this report for more information on the PeopleSoft system.

F6.8 An annual report for MCJC was completed for FY 1999 and previous years detailing the following:

- Number of cases processed according to case type
- Juvenile delinquency offenses statistics
- Juvenile probation statistics
- Juvenile transfers to adult court
- Commitments to ODYS

According to the chief deputy clerk, no one is developing an annual report for MCJC at this time. The report for FY 1999 was developed by the special projects coordinator and the former administrative director. In addition, according to MCJC, the detail of information contained in annual reports vary from year-to-year. During the course of this performance audit, MCJC indicated that the 2000 annual report had been completed. According to MCJC, the annual report was delayed because of the vacancy in the judge position during 2000.

The Ohio Revised Code §2151.18(c) stipulates the development of an annual summary “covering the preceding calendar year showing all of the information for that year...” which should be “public records open for inspection.” ORC §2151.18(d) adds that the summary

should be prepared no later than June of each year. The summary should show “the number and kinds of cases that have come before it, the disposition of the cases, and any other data pertaining to the work of the court that the juvenile judge directs.” Further, the summary should be filed “with the board of county commissioners” and with approval distributed to “persons and agencies interested in the court or community program for dependent, neglected, abused, or delinquent children and juvenile traffic offenders.”

**R6.7** In compliance with ORC §2151.18(c)(d), MCJC should continue to develop an annual report each year and should ensure that adequate and detailed information is provided in the annual reports from year-to-year. The report should detail all information outlined in ORC and made available to the public. The completion of the annual report should be overseen by the administrative director prior to the June deadline for review and approval of the judge. In addition, MCJC should use data compiled in the annual report to measure the effectiveness of court operations and to develop appropriate strategies to improve operations. For example, the data compiled in the monthly Ohio Supreme Court (OSC) reports (see **Table 6-3** thru **Table 6-7**) could be used in the annual report to indicate the effectiveness of operations. However, MCJC should ensure data represented in the OSC reports and annual report is accurate and reliable (see **R6.10**).

### *Case Management*

F6.9 **Table 6-9** illustrates a staffing analysis of judicial staff at MCJC and the peer courts based on the three year average (FY 1998-2000) of new cases filed (see **Table 6-3**).

**Table 6-9: Judicial Staffing Levels**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
<b>Judges and Magistrates</b>					
Number of Judges/Magistrates (FTEs)	6.8	8.4	4.8	5.5	6.2
Total New Cases - 3-yr Average	5,265	6,614	8,416	4,955	6,662
Cases per Judge	774	787	1,753	901	1,075
<b>Bailiffs</b>					
Number of Staff (FTEs)	1.0	1.4	1.5	0.5	1.1
Total New Cases - 3-yr Average	5,265	6,614	8,416	4,955	6,662
Cases per Bailiff	5,265	4,724	5,611	9,910	6,056
<b>Secretaries</b>					
Number of Staff (FTEs)	4.7	1.4	1.5	5.5	2.8
Total New Cases - 3-yr Average	5,265	6,614	8,416	4,955	6,662
Cases per Secretary	1,120	4,724	5,611	901	2,379
<b>Law Clerks</b>					
Number of Staff (FTEs)	0.0	1.4	0.0	0.5	0.6
Total New Cases - 3-yr Average	5,265	6,614	8,416	4,955	6,662
Cases per Staff	N/A	4,724	N/A	9,910	11,103
<b>All Judicial Operations</b>					
Number of Staff (FTEs)	12.5	12.6	7.8	12.0	10.7
Total New Cases - 3-yr Average	5,265	6,614	8,416	4,955	6,662
Cases per Staff	<b>421</b>	<b>526</b>	<b>1,079</b>	<b>413</b>	<b>623</b>

Source: MCJC organization charts, interviews and OSC reports

As indicated in **Table 6-9**, MCJC judicial staff process a lower number of cases per FTE than the peer average. In addition, the judge and magistrates at MCJC process 28 percent fewer cases than the peer average. Furthermore, MCJC also has the second highest number of secretarial staff which process the second lowest number of cases per secretary as compared to peer courts. All secretaries have various work duties throughout MCJC. For example, one secretary is assigned to three magistrates in addition to supervising all other secretaries at MCJC. Throughout MCJC, there are a total of 11 FTEs performing supportive services, which include answering the phone and performing secretarial duties for intake, probation, and the detention center.

The lower number of cases processed per judge/magistrate and secretary at MCJC as compared to the peer average could potentially be attributed to the following factors:

- Process of assigning cases to magistrates (see **F6.10** and **R6.9**);
- Large number of pending cases to process (see **F6.12** and **R6.11**);
- Lack of documented and standard rules for granting continuances to limit the number of continuances granted in a case (see **F6.13** and **R6.12**);
- Lack of documented and standard time frames to ensure cases are scheduled in a timely manner (see **F6.14** and **R6.13**);
- Use of a decentralized process to docket and schedule cases (see **F6.15** and **R6.14**);
- Lack of using and implementing adequate technology (see **F6.17** and **R6.16**).

For instance, if MCJC improved its case management system and subsequently reduced the number of pending cases (see **R6.11**), it could potentially be able to function with a lower number of magistrates. Likewise, if MCJC were to centralize scheduling and docketing cases in the clerk's office (see **R6.14**), it could be able to operate with a lower number of secretaries.

**R6.8** MCJC should consider reallocating 0.75 FTE magistrate positions and 1.5 FTE secretary positions, a total of 2.25 FTEs, to other areas in need of staffing resources. Specifically, MCJC should transfer 1.0 FTE to the intake division (see **R6.17**) and 1.25 FTEs to the probation division (see **R6.37**). By taking into account this staffing reallocation, the number of cases processed per magistrate and secretary increase to a level more comparable to the peers. However, the number of cases processed per magistrate and secretary would remain below the peer average. In addition, numerous recommendations in this report should improve the efficiency and effectiveness of MCJC's case management operations, which further justifies reallocating staffing resources from this area. Furthermore, the intake and probation divisions provide critical and direct services to juveniles, such as determining to file a case officially versus unofficially and ensuring that program services are effectively rehabilitating juveniles. Reallocating 2.25 FTEs to the intake and probation divisions should ensure that MCJC provides enough resources to provide quality services to juveniles.

*Financial Implications:* Reducing 0.75 magistrate positions and 1.5 secretarial positions would provide a savings of \$41,100 for magistrates and \$45,600 for secretarial positions in salary and benefits costs annually, for a total annual cost savings of \$86,700. However, MCJC would incur costs in the intake and probation divisions (see **R6.17** and **R6.37**).

F6.10 Cases are assigned to magistrates by case type at MCJC. There are 5.8 FTE magistrates in MCJC who hear arraignments, delinquent, paternity, child support, custody, and abuse/neglect/dependency cases throughout the week. This method of case assignment provides MCJC with convenient scheduling and specialized hearing officers for the various

case types. However, since magistrates are specifically assigned to case types, they may not have the ability to adequately hear other cases when needed (e.g. during vacancies and absences). Due to this, the case management system at MCJC could be adversely impacted and result in a high number of cases pending. Additionally, a centralized docketing system (see **R6.14**) could further enhance the case assignment process.

Currently, Stark and Trumbull County Juvenile Courts pool magistrates together to hear all types of cases, which could contribute to the courts' more effective case management system. As illustrated in **Table 6-4** through **Table 6-6**, Stark and Trumbull Juvenile Courts process and dispose more cases than MCJC and have less cases pending at the end of FY 2000. In addition, by assigning all types of cases to each magistrate, Stark and Trumbull Juvenile Courts would be able to adequately cover for absences and ensure that all of the magistrates become effectively cross trained in hearing each type of case. Furthermore, the peer courts' case assignment process could contribute to the higher number of cases processed per judge/magistrate by Stark and Trumbull County Juvenile Courts as compared to MCJC (see **F6.12**).

**R6.9** MCJC should consider pooling magistrates to hear all types of cases. By doing so, the magistrates would be better prepared to hear all case types in the absence of a magistrate. This should assist MCJC in disposing cases effectively without overburdening a magistrate who is not familiar with a particular case type and potentially reduce overall magistrate caseloads. However, if MCJC were to maintain the current case assignment process, it should ensure each magistrate is cross-trained in hearing all of the various types of cases. Additionally, based upon peer information and comparisons, pooling magistrates to hear all types of cases could result in magistrates processing cases more efficiently and effectively.

F6.11 MCJC counts unofficial cases internally. However, the unofficial cases are not reflected on the OSC report as a result of technical programming inefficiencies and those counted internally includes all police reports sent to MCJC even if the complaints were filed officially.

According to clerk office staff, if the judge or magistrate does not address each offense in the disposition or if cases were combined and heard at one time, neglected information will remain pending while the other offenses on the complaint have been closed. For example, if a juvenile is charged with vandalism and theft on one complaint, the disposition should address each offense specifically to close the case in the computer system. This may be a contributing factor to the excessive number of pending cases and the low disposition rate for MCJC as illustrated by **Table 6-6** and **Table 6-10** respectively. The chief deputy clerk estimates that all data entered into the computer system regarding the status of a case is 95 percent accurate with five percent contributing to cases that should be closed.

Failing to ensure the accuracy and reliability of case information prevents MCJC from having an effective means of assessing its overall performance and may reduce the amount of funding MCJC is entitled to from RECLAIM Ohio (see **F6.34**). Inaccurate data also prevents MCJC from determining the appropriate staffing levels needed to effectively process cases and manage court operations. This is because MCJC staff are not able to determine if the number of cases pending is a result of erroneous data or the lack of staff. Additionally, MCJC does not consistently utilize performance measurements to determine the effectiveness of its case management process. The National Center of State Courts has developed the Trial Court Performance Standards and Measurement System (TCPS), which identifies and outlines various performance measurements. The measurements identified for case management include:

- *Time to Disposition:* This is determined by calculating case processing information collected from a random sample of cases disposed of during the preceding year. The major task is to randomly select a sample from a list of all cases of each type to be examined.
- *Ratio of Case Dispositions to Case Filings:* This can be tracked from information entered in the monthly reports sent to the Supreme Court of Ohio (see **Tables 6-4 and 6-10**). The closer the ratio is 1:1 indicates that a court is effectively managing its caseload.
- *Age of Pending Caseload:* The number of pending cases beyond the Supreme Court time guidelines can be tracked from the information entered in the monthly reports sent to the Supreme Court of Ohio (see **Table 6-7**). The filing date of these cases can be retrieved from the computer system to determine the age of the pending caseload.
- *Certainty of Trial Dates:* This measurement can be tracked by monitoring the frequency of continuances and schedule changes entered in the computer system.

As noted above, this report has attempted to use performance measurements to assess court operations. However, the accuracy of these performance measurements are affected by the accuracy of data compiled by MCJC.

**R6.10** For MCJC to have the ability to monitor caseloads, develop performance measurements, assess court operations and ensure its overall goal of providing quality services to correct juvenile behavior, MCJC should ensure data indicating critical court operations, such as the number of felony adjudications and cases disposed, is entered into the case management system correctly and consistently for the purpose of producing accurate and reliable reports. The employee responsible for compiling these reports should be trained on entering the data correctly and on the various Supreme Court of Ohio rules for case reporting. Once MCJC understands all of the Supreme Court of Ohio rules and is adequately trained on all aspects of case reporting, it should retrieve past caseload information and perform an audit to correct all data reported incorrectly. The audit should also determine trends and other critical

information that may not have been recognized because of previous inaccurate reporting such as an accurate number of pending cases and cases pending beyond the Ohio Supreme Court time guidelines.

By ensuring the accuracy and reliability of operational information critical to effective management of court operations, MCJC should be able to produce accurate and reliable reports that can be used to monitor caseloads and develop accurate performance measurements assessing the court’s overall success in case management. The performance measurements identified in this report and by the National Center for State Courts should be used to ensure MCJC complies with the Supreme Court of Ohio time guidelines for timely case processing, while at the same time keeping current with its incoming caseload.

F6.12 The operations of a court can be measured by the total number of cases processed, the number of dispositions (case terminations), the number of cases pending and the number of cases pending beyond the Supreme Court time guidelines. These measurements indicate the effectiveness of the case management process for an entire court. As indicated in **Tables 6-4** through **6-7**, it appears MCJC may not be processing and managing case as effectively as peer courts. The data in **Tables 6-4** through **6-7** has been aggregated into the following table to indicate the overall effectiveness of MCJC and peer court case management operations.

**Table 6-10: Case Processing**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
<b>Total Official Cases</b>	8,497	10,581	10,411	8,941	9,978
<b>Dispositions</b>	6,706	8,907	9,294	8,035	8,745
<b>% of Total</b>	78.9%	84.2%	89.3%	89.9%	87.8%
<b>Cases pending end of period</b>	1,791	1,674	1,117	906	1,232
<b>Cases Pending beyond Time Guideline</b>	575	15	26	26	22
<b>% of Total Cases</b>	6.8%	0.1%	0.2%	0.3%	0.2%

Source: Supreme Court of Ohio Reports

As indicated by **Table 6-10**, MCJC is disposing a significantly lower amount of official cases compared to the peers, approximately nine percentage points less than the peer average. In addition, MCJC has the highest percentage of cases pending beyond the time guidelines compared to the peers. However, as indicated in **F6.11**, MCJC does not ensure the accuracy of data presented in **Table 6-10**. Consequently, the percentage of cases disposed and pending beyond the time guidelines may not be entirely accurate at MCJC. By disposing cases at such a lower rate than the peers, MCJC has the potential to collect a lesser amount of court costs and fines (see **F6.32**) and increase the average daily population and average

length of stay in the detention center, which subsequently increases costs associated with maintaining this facility (see **F6.104** and **F6.105**).

**R6.11** Since case management affects every aspect of court operations, including the timeliness and effectiveness in providing needed services to juveniles and their families, MCJC should develop strategies and take appropriate measures to improve case management. The analysis in **F6.12** and **Table 6-10** indicates a significant potential to enhance MCJC's current case management operations. The intent is to subsequently increase the number of cases disposed, reduce the number of total cases pending at the end of the period and reduce the cases pending beyond the time guidelines, as well as enhancing MCJC's service quality provided to juveniles. In addition, by increasing the number of dispositions and reducing the number of pending cases, MCJC has the potential to assess more court costs and fines, to increase collections and provide additional revenue for the County. Furthermore, the average daily population and length of stay in the detention center and shelter care facilities could potentially decrease thereby reducing costs associated with holding juveniles in these facilities. Therefore, managing caseloads more effectively should increase the disposition rate of all cases. The key issues directly impacting case management include the following:

- Ensuring caseload reports are accurate and reliable (see **R6.10**)
- Establishing guidelines for granting continuances (see **R6.12**)
- Establishing and tracking general time frames to hear and complete cases (see **R6.13**)
- Addressing staffing levels in all divisions of MCJC (see **R6.8**; **R6.17**; **R6.24**)
- Centralizing the docketing system (see **R6.14**)
- Tracking and monitoring the results of unofficial hearings in intake (see **R6.21**)
- Tracking and monitoring programs juveniles are referred to for services (see **R6.22**)

**F6.13** Standard rules to limit the number of continuances allowed for a case do not exist at MCJC. As a result, a varying number of continuances may be allowed among the various hearing officers and could contribute to the excessive amount of cases pending beyond OSC time guidelines as illustrated by **Table 6-7**. According to Juvenile Detention Alternatives Initiatives Publication 5- Reducing Unnecessary Delay from the Annie E. Casey Foundation, four perspectives on time in the juvenile justice process that are impacted by continuances were identified as follows:

- *Court time*: period of time between initiation of a case and the conclusion
- *Case time*: period of time involving court appearances to accomplish the purpose and move to the next phase of a case
- *Child time*: period of time between the arrest and the disposition
- *Intervention time*: period of time between detainment and the initiation of services

The varying perspectives provides points to assess a court's performance when considering the case process. Continuances negatively impact these four perspectives on time by prolonging the life of a case. Accordingly, the longer a juvenile awaits action on a crime they have committed, the less likely they are to associate the punishment with their actions.

Additionally, MCJC does not monitor case continuances. According to the clerk office staff, scheduling conflicts among the attorneys and case parties and erroneous addresses are the major cause for continuances. Hamilton County Juvenile Court stipulates in their case management program that continuances are only granted for the period of time necessary to resolve good cause and limits the continuances to one continuance for both the prosecution and defense. Hamilton County Juvenile Court has a low amount of cases pending, which is potentially attributed to its rules pertaining to its continuances.

Furthermore, although each case should be evaluated based on specific situations, without appropriate procedures to monitor the number of continuances granted for all cases, it is not possible for MCJC to accurately evaluate the effectiveness of current practices. Granting an excessive amount of continuances directly affects the number of cases pending at the end of the period. As indicated in **Table 6-6**, MCJC has the highest number of pending cases of the peers.

**R6.12** MCJC should establish standard and uniform rules to limit and monitor the number of continuances allowed for each case type, reviewing them periodically and updating the rules as needed. MCJC should then identify and monitor various reasons cases are continued. Once the reasons are identified, MCJC should develop appropriate strategies to reduce case continuances. The likelihood of granting continuances could potentially be reduced by monitoring and enforcing the rules and guidelines, which can subsequently reduce the number of cases pending at the end of the period. Some suggestions could include the following:

- Limiting the number of continuances allowed to one per case or one per party
- Establishing a pool of juvenile attorneys to process MCJC cases to eliminate scheduling conflicts at other courts
- Assessing fines to case parties who do not appear for the cases
- Setting future court dates at the end of hearings when all parties are present to eliminate service problems
- Establishing rules stating scheduling conflicts are not appropriate reasons for continuances (e.g. If MCJC's date was set before another court's date, MCJC's court date takes precedence.)

MCJC hearing officers should use these guidelines when granting case continuances with the understanding that certain cases may result in exceptions to these guidelines.

F6.14 State statute dictates time frames for certain case types. For example, detention hearings are mandated to occur within 24 hours of the juvenile’s admittance to the detention center during the week and 72 hours if the admission occurred on the weekend; and abuse/neglect/dependency cases should be disposed within 90 days or dismissed. However, additional documented internal case scheduling time frames and procedures are lacking within MCJC. Documented and uniform time frames could assist MCJC in determining the optimal number of cases that could be heard in a typical day and how far in advance to schedule hearings. This information could be programmed into the CourtView2000 case management system, which is anticipated to be implemented in the future to aid in effective scheduling of all cases. Currently, the judge and magistrates schedule cases based upon their perception of how many cases can be heard in one day and how far in advance to schedule cases.

**Table 6-11** reveals the time frames formally documented and established by Hamilton County Juvenile Court and the informal practiced time frames at MCJC, by which various case activities should be heard.

**Table 6-11: Time Frames for Various Case Proceedings**

Type of Proceeding	Number of Minutes	
	Hamilton County	Mahoning County
Arraignments (Delinquency & Unruly)	20	15
Trials (Delinquency & Unruly)	60	90
Paternity & Child Support	20	78
Motions for Contempt (IV-D cases)	20	90
Visitation/Custody Pre-trials	30	15
Visitation/Custody Trials	120	60
Traffic	10	2

Source: Hamilton County Juvenile Court and MCJC interviews

Although Mahoning and Hamilton Counties differ in a variety of ways such as population, Hamilton County Juvenile Court hears delinquency and unruly trial in 60 minutes and child support contempt motions within in 20 minutes while MCJC hears these cases within 90 minutes. There is a potential to reduce the amount of time used to hear these cases and increase the number of cases heard each day. The practiced time frames at MCJC are not formal and may vary occasionally. In addition, these time frames have been established within Hamilton County Juvenile Court’s computer system and are the mechanism by which the cases are docketed. For example, delinquency trials, based on the above time frames, are scheduled every 60 minutes. Furthermore, the magistrates function as a team at Hamilton

County Juvenile Court. If a magistrate has a case during the course of the day that surpasses these time frames, other magistrates will hear more cases to ensure that all of the magistrates’ dockets are entirely processed.

Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards is a publication providing benchmarks and best practices utilized by various local governmental entities. **Table 6-12** presents various benchmarks related to scheduling cases from this publication that are implemented by various courts located in the related municipality.

**Table 6-12: Time Frames for Scheduling Cases**

Municipality	Time Frames for Scheduling
Fort Worth, TX	Each case to be scheduled on a docket within seven days of receipt.
Savannah, GA	Schedule misdemeanor cases for preliminary hearing on the court business day after arrest. Schedule preliminary hearing for felony cases within one week of arraignment.
Reno, NV	Schedule all trials within 60 days of arrest (1990: 100% compliance).
Fayetteville, AR	Set criminal cases for trial within 90 days.

Source: Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards

Since each court indicated in **Table 6-12** is not located in Ohio, it is important to note that these courts are under a different set of laws and regulations than courts located in Ohio. Consequently, the laws and regulations in Texas, Georgia, Nevada and Arkansas may have a different affect on the time frames for scheduling cases for courts located in Ohio.

**R6.13** Documented time frames for the purpose of hearing a case should be established and programmed into the computer system within MCJC. Hamilton County Juvenile Court’s time frames could be used as a model and reference to assist in determining the most appropriate time frames for MCJC. Once the time frames have been established, MCJC should use the time frames as the mechanism by which cases are assigned to jurists. Furthermore, these time frames should be monitored by the administrative director to ensure compliance. The magistrates and judge should work as a team and assist one another if certain cases exceed time frames during the course of the day. By adhering to established time frames, MCJC could potentially reduce the number of pending cases and improve the case management system in general.

F6.15 MCJC schedules cases in a decentralized fashion. All cases are scheduled by the magistrates’ or judge’s secretary. As indicated in **F6.14**, the cases are scheduled according to varying perceptions for hearing a certain type of case. Trumbull County Juvenile Court’s scheduling process is centralized in the clerk’s office. Additionally, Hamilton County

Juvenile Court, which has been designated as a “model court” by the American Bar Association and National Conference of Special Court Judges, has a centralized docketing system in place. The docketing and case management department is responsible for docketing and presenting all complaints filed and scheduling all hearing dates. The docketing system is based on the established amount of time given to hear a specific type of case proceeding (see **F6.14**). Each morning, ten dockets are scheduled for delinquency and unruly cases. Of those ten dockets, five are scheduled strictly for arraignments and five are scheduled for trials and dispositions. An unofficial docket is scheduled daily for first time offenders charged with minor misdemeanor offenses. In addition, the department schedules a daily average of two dockets for contempt motions and two dockets for paternity complaints and motions. A motion docket for support issues is scheduled two days a week.

**R6.14** MCJC should develop a centralized docketing system for the purpose of scheduling cases. Considering that it is a significant task to effectively manage the flow of cases throughout the court, the clerk’s office should ultimately docket the cases, which is the process Trumbull County Juvenile Court uses to schedule and docket cases. When intake decides to file a case officially and forwards the case to the prosecutor’s office for an official complaint as discussed in **F6.19**, the complaint goes to the clerk’s office for an official file number and the information is entered into the computer at that time. Allowing the clerk’s office staff to schedule the hearings within the established time frames (see **R6.13**) would eliminate a step in the case management process and reduce the need for secretarial support (see **F6.9**). The centralized docketing system in place at Hamilton County Juvenile Court could be modeled and implemented at MCJC by programing the time frames into the case management system. Additionally, scheduling the cases would not result in the need for additional staff because the scheduling process could be completed at the time the files are initiated within the computer (see **R6.16**). The ultimate goal of implementing a centralized docketing system is to improve the processing of caseloads by increasing the disposition rate of official cases and reducing the number of pending cases. By reducing the pending caseload, MCJC will provide the needed services to juveniles in a more timely manner.

F6.16 Established time frames for entering case information into the computer system do not exist at MCJC. Information regarding case activity is completed by the clerk’s office staff after a disposition has been rendered on a case. The clerk’s office staff attempts to have this completed within three days after receiving the case file from the judge or magistrate’s secretary. After the case has been heard and disposed, the judge or magistrate writes the court order to be typed by the secretary. The length of time involved in completing this process determines when case information will be entered into the computer system. Since standard time frames for entering case information do not exist, some employees may have information entered more quickly than others. Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards indicates that Houston, TX has developed a target of entering 95 percent of tickets within two days of receipt. This same

publication indicates that Oklahoma City, OK has developed time frames for entering case information and monitors these time frames. These time frames and success rate in meeting them are indicated in **Table 6-13**.

**Table 6-13: Oklahoma City Time Frames** <sup>1</sup>

Time Frames	Success Rate
Percentage of criminal case information input within 24 hours of receipt	100%
Percentage of jury case information input within 24 hours of receipt	100%
Percentage of traffic case information input within 24 hours of receipt	95%

Source: Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards

<sup>1</sup> 1992 Information

By establishing and monitoring time frames for entering case information, Oklahoma City can enter case information in a timely manner, and can base employee performance and overall success of this job function on objective and quantitative measurements.

**R6.15** MCJC should establish documented time frames for entering case information into the computer system. By doing so, MCJC should evaluate technical needs for all divisions and program the computer system to allow the judge and magistrates to retrieve and enter case information upon the conclusion of the hearing to expedite the accessibility to case information. Enabling the hearing officer to enter case information and complete journal entries would eliminate the delay involved with rendering a disposition and receiving a corresponding journal entry. This would eliminate the need for secretaries to type journal entries, reducing the secretarial workload and enhancing the case management process. Additionally, security measures should be installed to enable all offenses identified on the complaint to receive a disposition prior to closing the case to eliminate the number of pending cases within the system which have received a disposition (see **F6.17**).

F6.17 The County Clerk of Courts is preparing to implement an updated version of the court case management system, CourtView to CourtView2000. The system is comprised of various customized modules used to meet the needs of the Clerk of Courts’s office, Mahoning County Courts, MCJC and the Sheriff’s office. This system could provide for MCJC a multitude of technological abilities which would improve case management processes if used effectively. Some of the capabilities of CourtView2000 include the following:

- Setting time frames for scheduling cases (see **R6.13**)
- Completing journal entries from the bench (see **R6.15**)
- Developing management and ad hoc reports
- Assigning and tracking court personnel to cases
- Assigning attorneys to cases and tracking billing hours

- Tracking various diversion, community service, and visitation information (see **R6.22**)
- Tracking notification sent from the court (see **R6.26**)
- Tracking case incidents
- Tracking warrants and capias
- Monitoring case accounting (see **R6.27**)
- Documenting case notes
- Tracking youth services information

By implementing CourtView 2000, the process of entering case information would be more efficient than the current process. For example, MCJC would have the ability to complete journal entries from the bench. Due to this, the secretarial workload would be reduced and allow MCJC to reallocate its resources to areas providing more critical and direct services to juveniles (see **F6.9** and **R6.8**). Although the CourtView2000 applications are available for all County courts, MCJC has not yet fully implemented the upgrade. According to MCJC, CourtView 2000 will not be fully implemented until 2003.

**R6.16** Prior to fully implementing CourtView 2000, MCJC administration should ensure that the upgrade specifically meets the needs of the juvenile court. From the information listed in **F6.17**, CourtView 2000 appears to provide a variety of benefits for MCJC. MCJC should work with the County to ensure that the system can be implemented in a timely manner. Additionally, MCJC administration should ensure all staff receive the appropriate training to utilize the new case management system effectively. Furthermore, it is important to note that regardless of the technology used by MCJC, it will only be useful if the data entered into the computer system is accurate and reliable (see **F6.11**).

### *Intake*

F6.18 **Table 6-14** illustrates a staffing comparison among MCJC and peer courts based on the three year average of new case filings and unofficial cases for FY 2000 identified in **Table 6-3** and **Table 6-4**.

**Table 6-14: Intake Staffing and Case Processing FY 2000**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
<b>Supervisors</b>					
Number of Supervisor (FTE)	1.0	1.0	1.0	1.0	1.0
Unofficial Cases	2,112	975	1,068	1,233	1,092
Unofficial Cases per FTE	<b>2,112</b>	<b>975</b>	<b>1,068</b>	<b>1,233</b>	<b>1,092</b>
Total New Cases - 3-yr Average	5,265	6,614	8,416	4,955	6,662
New Cases per Supervisor	<b>5,265</b>	<b>6,614</b>	<b>8,416</b>	<b>4,955</b>	<b>6,662</b>
Total Unofficial/New Cases 3-yr Average Filed per Supervisor	<b>7,377</b>	<b>7,589</b>	<b>9,484</b>	<b>6,188</b>	<b>7,754</b>
<b>Hearing Officers</b>					
Number of Hearing Officers (FTEs)	2.0	2.0	4.0	3.0	3.0
Unofficial Cases	2,112	975	1,068	1,233	1,092
Unofficial Cases per FTE	<b>1,056</b>	<b>488</b>	<b>267</b>	<b>411</b>	<b>364</b>
Total New Cases - 3-yr Average	5,265	6,614	8,416	4,955	6,662
New Cases per Hearing Officer	<b>2,632</b>	<b>3,307</b>	<b>2,104</b>	<b>1,652</b>	<b>2,221</b>
Total Unofficial/New Cases 3-yr Average Filed per Hearing Officer	<b>3,688</b>	<b>3,795</b>	<b>2,371</b>	<b>2,063</b>	<b>2,585</b>
<b>Total Intake Staffing</b>					
Total Number of Staff	3.0	3.0	5.0 <sup>1</sup>	4.0	4.0
Unofficial Cases	2,112	975	1,068	1,233	1,092
Unofficial Cases per FTE	<b>704</b>	<b>325</b>	<b>214</b>	<b>308</b>	<b>273</b>
Total New Cases - 3-yr Average	5,265	6,614	8,416	4,955	6,662
New Cases per FTE	<b>1,755</b>	<b>2,205</b>	<b>1,684</b>	<b>1,239</b>	<b>1,666</b>
Total Unofficial/New Cases 3-yr Average Filed per FTE	<b>2,459</b>	<b>2,530</b>	<b>1,898</b>	<b>1,547</b>	<b>1,939</b>

Source: MCJC organization charts, interviews and OSC reports

<sup>1</sup> Stark's intake staffing does not reflect the community service worker

As indicated by **Table 6-14**, MCJC intake staff process 93 percent more unofficial cases than the peer average indicating that MCJC has preference of processing more complaints unofficially. By handling a larger number of cases unofficially, MCJC appears to be adhering to the ninth rule of the Ohio Rules of Juvenile Procedure, which suggests that courts place a high priority on avoiding official court action for juveniles whenever possible.

Although MCJC appears to be following the spirit of Rule 9 of the Ohio Rules of Juvenile Procedures, certain factors could adversely impact the quality of services provided to juveniles on an unofficial basis at MCJC and include the following:

- Monitoring community diversion programs (see **F6.25** and **F6.26**);
- Ensuring proper training of staff (see **F6.22**);
- Developing and using an intake risk assessment tool (see **F6.20**).

In addition to these factors, the lack of RECLAIM Ohio funding (see **F6.35**, **F6.36** and **R6.29**) could potentially prohibit MCJC from reducing the reoccurrence of future illegal acts with first time offenders. Therefore, there is a high probability that juvenile offenders are being serviced by MCJC multiple times and thus potentially resulting in high recidivism rates. However, since MCJC does not track or monitor recidivism, it is unable to determine and assess the impact of these issues and the effectiveness of its intake process.

**R6.17** MCJC should assess the current staffing levels in the intake division to meet the stated goal of working with juveniles unofficially prior to filing official cases. However, prior to adjusting current intake staffing levels, MCJC should perform the following tasks:

- Ensure an adequate risk assessment tool is developed (see **R6.18**);
- Provide the appropriate training to intake staff (see **R6.20**);
- Monitor and track the decisions made by intake staff (see **R6.21**);
- Monitor and track recidivism rates of juveniles processed by MCJC (see **R6.21**);
- Monitor and track the outcomes of the community diversion programs (see **R6.22**).

By first addressing these issues, MCJC would be better able to determine the overall effectiveness of the intake division and ensure intake staff have the appropriate tools to perform their job more effectively. Based upon the staffing analysis in **Table 6-14** and the additional tasks recommended to be performed by the intake division, MCJC should consider reallocating its staffing resources to establish a more effective intake process. This could be accomplished by reassigning 1.0 FTEs from the judicial staffing levels (see **F6.9** and **R6.8**) to the intake division. Examples of functions that an additional 1.0 FTE in the intake division could perform include conducting unofficial hearings, adequately determining if a case should be processed unofficially or officially, and monitoring recidivism rates processed by MCJC and outcomes of its community diversion programs.

*Financial Implication:* The cost of adding 1.0 FTEs to the intake division would be approximately \$35,900 annually in salary and benefits, which would be offset by costs savings identified in **R6.8**.

F6.19 The intake process involves the following steps:

- Report is filed by a parent, police officer, or victim of a crime
- Report is reviewed by the intake supervisor and intake hearing officers
- Decision is made to file the complaint official or handle the offense unofficially based on experience
- Reports filed officially are forwarded to the prosecutors office
- Unofficial reports are scheduled for an unofficial hearing with an intake hearing officer

Once a report is forward to the prosecutor's office, the assistant prosecutors make the final decision if the case should be filed officially or unofficially based on the evidence. Upon deciding to file officially, a formal complaint is developed identifying the juvenile, victim and nature of the offense. This formal complaint is sent to the clerk's office and receives a court case number and a hearing date. Notification of the hearing is sent to the parties of the case.

If a case has an unofficial hearing, the intake hearing officer listens to the case parties and renders a decision. The juvenile may receive a lecture/warn/advise or referral to a community program to correct their behavior depending on the testimony of the case parties and the intake hearing officers experience. However, since intake staff are not adequately trained (see **F6.22**) and make decisions in the absence of a risk and needs assessment tool, (see **F6.20**) the decision-making process could be improved.

F6.20 Staff in the intake division make decisions on the destination of juveniles in the absence of a risk or needs assessment tool. Current staff rely on experience and intuition when making decisions regarding the needs of the juvenile. In response to the Mahoning County Comprehensive Strategy, MCJC has established a committee to address the need for and develop a risk assessment tool for the intake division. However, the committee is not developing a needs assessment tool. Additionally, the Performance Audit of Juvenile Justice Services Family Independence Agency in Michigan explains how the use of a standardized risk and needs assessment tool would allow for an accurate assessment of services for juveniles. Accordingly, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) suggests a risk assessment tool should reasonably predict the juvenile's future behavior and identify cutoff points classifying the level of risk for the juvenile. Furthermore, the needs assessment would ensure the selection of the most appropriate program within the security level determined by the risk assessment. This process should reduce the placement of a juvenile in a program that is inappropriate or insufficient for the juvenile's needs.

**C6.2** In compliance to the Comprehensive Strategy for Mahoning County, MCJC is commended for establishing a committee to address the need for a risk assessment tool for the intake

hearing officers. The newly developed tool should prove to be a beneficial reference for determining the path a juvenile will take upon entering the juvenile justice system.

**R6.18** MCJC should ensure the intake risk assessment committee develops a comprehensive tool which addresses the needs assessment component in addition to all items identified in the Comprehensive Strategy and OJJDP when determining the most appropriate destination for juveniles entering MCJC. The development and utilization of such a tool would ensure juveniles receive the most effective treatment for meeting their assessed needs. The tool should include the following analysis:

- Guidelines and standards for determining to file an official case or hear the case unofficially
- Guidelines and standards for determining the type of services a juvenile should receive
- Guidelines and standards for determining the level of monitoring necessary to ensure the best possible setting for successful completion

The tool should be examined and analyzed periodically targeting the needs of the juvenile population.

F6.21 There are no established time frames outlining the time it should take an intake officer to forward a complaint to the prosecutor's office or conduct an unofficial hearing. According to intake staff, hearings are set within two weeks which would include the intake hearing officers reviewing the case for all of the necessary information and make a decision either to forward the complaint to the prosecutor's office for an official filing or conduct an unofficial hearing. Without established time frames, the intake hearing officers have no standards on which their performance can be measured.

**R6.19** MCJC should establish written and documented time frames for decisions to be made by the intake hearing officers regarding complaints. The time frames should be developed by the intake supervisor and approved by the judge to ensure the time frames are adequate. These time frames could then be utilized as a performance measure in assessing the intake hearing officers' performance. In addition, establishing and enforcing these intake time frames should improve the case management process and potentially reduce the number of pending cases.

F6.22 The intake division consists of three FTEs who handle unofficial cases and perform the following job duties:

- Logging police reports into the computer initiating the case process
- Deciding if the case will be official or unofficial

- Conducting unofficial hearings on misdemeanor and unruly juveniles
- Entering data regarding the unofficial hearing, personal data, and notes to the file into the computer
- Referring juveniles to agencies and programs for services
- Officiating informal school hearings
- Forwarding official cases to the prosecutor's office
- Scheduling detention hearings
- Officiating detention hearings
- Expunging juvenile cases

Various staff have indicated attending a few periodic seminars and the former administrative director reports intake staff observed previous staff and received informal on the job training prior to beginning employment. However, intake staff have indicated that they have not received adequate training for certain job duties. According to MCJC and in the past, experienced employees were promoted to the intake hearing officer position and received informal training from the intake supervisor about decision making and conducting unofficial hearings. Training for the various intake functions are important because it begins determining the future path for juveniles entering the court system. It is at this point when the juvenile should receive the most appropriate guidance and services to increase the likelihood of conforming to societal standards and not returning to the juvenile justice system.

**R6.20** MCJC's intake division staff should be trained to perform their identified duties, such as effectively conducting unofficial hearings and appropriately determining if a case should be processed unofficially or officially. Since the division serves as the first contact with MCJC for juvenile offenders, the decisions made by intake staff are very important. By ensuring that intake staff are provided with the necessary training, MCJC intake staff would have the necessary tools to make the most appropriate decisions for juveniles. The cost to train intake staff is documented in the financial implication for all MCJC staff training in **R6.2**.

F6.23 Although staff report having a degree of success when making decisions, there is no concrete method used to track the progress of juveniles who have entered MCJC. In addition, MCJC does not track and monitor the outcomes of the intake division's decisions, such as recidivism rates. Franklin County Juvenile Court does track this information. For example data on cases mediated at Franklin County Juvenile Court in 1997 revealed:

- 75 percent of juvenile offenders had no charges one year after their mediation
- 8 percent of juvenile offenders returned to the court for the same type of charge within one year of their mediation
- 17 percent of juvenile offenders returned to the court for a different type of charge within one year of their mediation.

By not tracking this type of information, MCJC's intake division can not fully assess the effectiveness of the division in diverting juveniles from the court system.

**R6.21** The intake division at MCJC should begin to track and compile data, such as recidivism rates, regarding the results of its unofficial hearings. After the division obtains these results, it would be better able to develop strategies to improve the overall effectiveness of the unofficial hearing process. In addition, these results could be used as a performance evaluation tool.

F6.24 When the family arrives at MCJC for an unofficial hearing, a family fact sheet identifying parents' names, addresses, and telephone numbers is completed. The intake hearing officer explains the reasons for the hearing and allows the juvenile to disclose the events leading to their current situation. Upon hearing the juvenile's scenario, the intake hearing officer decides on a disposition choosing between lecture, warn and advise; community service; referrals to community diversion programs, or suggesting to the parents to sign an official unruly complaint against the child.

**C6.3** The involvement of key family members during the unofficial hearing could potentially provide the foundation for improved behavior by the juvenile. Additionally, gathering all family information at the time of the hearing allows MCJC to have pertinent income and medical information for the juvenile in the event that an official case is filed.

F6.25 The communities throughout the County have established and monitor diversion programs separate from MCJC operations for offending juveniles. However, MCJC does not monitor the success rates of these community diversion programs. The programs are usually developed within the local police departments and designed as an alternative to entering the juvenile justice system. When a juvenile violates the law, the local police department has the choice to send the juvenile to the community diversion program or MCJC. According to MCJC and diversion staff, community diversion programs are often used for first-time offenders as an alternative prior to MCJC involvement. Additionally, the intake hearing officer has the option of sending juveniles to the community diversion programs if the juvenile has not previously participated in the program. Other alternatives to an official filing at MCJC include (but is not limited to) the following programs:

- *United Methodist*- organization used by MCJC to provide a variety of services to juveniles of the County.
- *Firewatch*- program designed for juveniles who have committed arson
- *Stoplift*- program designed for shop lifters
- *St. Elizabeth*- program designed for chemical dependent juveniles
- *Trumbull Correctional Institute*- program exposing juveniles to life in prison at TCI for three days
- *Ohio Reformatory for Women*- program exposing juveniles to life in prison

The Office of Juvenile Justice Delinquency Prevention (OJJDP) developed the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders (Comprehensive Strategy) to provide strategic responses for a solution to increased violent crimes committed by youth. OJJDP provides tools and program information to systematically and comprehensively address violent juvenile crime. The Comprehensive Strategy Plan for the County suggests a writing team should develop a memorandum of understanding (MOU) signifying the community providers agreement to use a common intake process, collect and share data, adopt community character traits and participate in ongoing training and community evaluation. MCJC has begun this process, but has decided to delay the signing of the plan to ensure all needs are addressed and all parties understand what is needed and expected of them. In addition to the Comprehensive Strategy plan, the National Center for Juvenile Justice recommends a complete MOU should include the following items:

- List of parties to the agreement
- Purpose clauses articulating common goals and reasons for sharing information
- General covenants: what all parties agree to do collectively to promote information sharing (e.g., participate in future planning meetings and train staff in information-sharing functions)
- Specific covenants: what each party agrees to do individually to promote information sharing (e.g. share particular items of information or notify partners of particular events, develop information-sharing plans or procedures and designate contact people)
- Administrative provisions: the effective date of the agreement, procedures for monitoring and modifying it, etc.
- Signatures of appropriate individuals

F6.26 Cuyahoga County Juvenile Court has established a Community Diversion Program (CDP) which is a collaboration between the court and participating communities to prevent delinquency and in turn, offer the juvenile the opportunity to avoid a juvenile court record. CDP is designed for misdemeanor offenders who have no other significant history with the court. Sanctions include community service, restrictive curfew, restrictive television privileges, written apology, referral to counseling and restitution. Youth with continuing difficulties with the law and/or who have committed felony crimes are not eligible for this program. In addition, traffic citations can not be referred to CDP.

The following guidelines within CDP's manual are considered when making a decision to refer a juvenile to the program:

- Severity and type of offense
- Previous and current involvement with the court and/or law enforcement

- Demonstrated willingness to admit involvement and accept responsibility
- Demonstrated denial of involvement or uncooperative nature
- Willingness to accept consequences for actions
- Other related information

Written principles and goals have been established within CDP. The goals and principles include the following:

- Provide immediate consequences for illegal activity
- Prevent the child from involvement in the court and avoid juvenile court record
- Decrease negative behaviors
- Instill and improve positive behaviors
- Strengthen and support families through increased parental involvement

The program empowers communities to tailor treatment and sanctions to fit the needs of the individual juvenile and the concerns of the community. CDP uses volunteer magistrates for certain first time unruly and nonviolent misdemeanor offenders.. Juveniles committing these offenses receive a sentence of community service and other appropriate sanctions as dictated by the volunteer magistrate. Cuyahoga County Juvenile Court has no involvement in the scheduling or coordination of any community's diversion program activities. However, Cuyahoga County Juvenile Court monitors and tracks the outcomes of the diversion program to ensure the effectiveness of the various programs. **Table 6-15** indicates the outcomes of Cuyahoga County Juvenile Court's Community Diversion Program between June 1, 1998 to July 31, 1999.

**Table 6-15: Community Diversion Program**

	Number	Percent of Total
Successfully Completed	521	77.8%
Failed to Complete	149	22.2%
<b>Total</b>	<b>670</b>	<b>100%</b>
<b>Successfully Completed</b>		
Filing Free	356	68.3%
Turned 18 without official charges	159	30.5%
Re-offended After Completion (Recidivism Rate)	6	1.2%
<b>Total</b>	<b>521</b>	<b>100%</b>
<b>Failed to Complete</b>		
Unruly Cases	67	45%
Other	82	55%
<b>Total</b>	<b>149</b>	<b>100%</b>

Source: CDP Program Coordinator at Cuyahoga County Juvenile Court

**C6.4** MCJC has taken the initiative by developing a Comprehensive Strategy Plan for Mahoning County by beginning to develop a stronger partnership with its community diversion programs. By doing so, the Comprehensive Strategy committee has identified and began to implement several promising recommendations to improve the services to juveniles of the County. As a result, the mayor of Youngstown has issued a proclamation for the plan and to the committee members for striving to improve community resources.

**R6.22** MCJC should ensure their involvement in developing a MOU among community programs and it should be established in connection with the goals of the Comprehensive Strategy plan. The MOU should identify a common intake process used by community providers and MCJC, the intake risk and needs assessment tool discussed in **F6.20** and **R6.18**, procedures for collecting and sharing data, and establishing the character traits of the juvenile offenders. Additionally, the MOU should acknowledge the relationship between the individual’s rights and the agency’s need to know, managing it by clearly articulating what information is to be shared, why it is needed and how it will be used. This would allow MCJC to monitor and track the outcomes of these programs and subsequently develop strategies with the various communities to improve the overall effectiveness of the diversion programs.

F6.27 MCJC does not perform mediations. According to the Ohio Rules of Juvenile Procedure, court action should be avoided and cases diverted to community resources when possible. The arraignment magistrate reports performing unofficial mediations after the case has been officially filed when an agreement is reached among the case parties for approximately 70 percent of her cases. At this time, the juvenile is referred to services.

Cuyahoga County Juvenile Court has a contract with the Cuyahoga County Bar Association (CCBA) to conduct mediations involving custody cases with private mediators. The mediators receive 60 hours of initial training and 12 additional hours annually to adequately perform custody mediations. According to the executive director of CCBA, its custody mediations program with Cuyahoga County Juvenile Court is nationally recognized for its success in conducting mediations and ensuring mediation agreements remain intact. CCBA mediated approximately 1,500 cases during FY 2000 where 70 percent were completely resolved. The mediators bring together all relevant parties including the juvenile, parents and any other relatives and associates that are needed to adequately determine the most appropriate resolution. The major benefits of contracting custody mediations to the CCBA include:

- Utilizing mediators that are specifically trained to conduct custody mediations
- Eliminating time and costs associated with training intake officers to adequately conduct custody mediations
- Lessening the volume of time consuming cases that Cuyahoga County Juvenile Court would be responsible for

**R6.23** MCJC should develop a mediation process to assist in the diversion of official case filings and potentially reduce the number of juveniles returning to the juvenile justice process. When developing a mediation process, MCJC should fully evaluate the potential of utilizing the intake officers to conduct mediations. Additionally, implementing an official mediation process would eliminate the need for cases to be filed officially if they could be resolved through mediation.

### *Clerk's Office*

F6.28 **Table 6-16** illustrates a staffing comparison among MCJC and peer courts based on the three year average of new case filings identified in **Table 6-16**.

**Table 6-16: Clerk’s Office Staffing and Case Processing**

	Mahoning	Lorain	Stark	Trumbull	Peer Average
<b>Chief Deputy Clerk</b>					
Number of Chief Deputy Clerks (FTEs)	1.0	1.0	1.0	1.0	1.0
Average New Case Filings	5,265	6,614	8,416	4,955	6,662
Cases per Chief Deputy Clerk	5,265	6,614	8,416	4,955	6,662
<b>Deputy Clerks</b>					
Number of Deputy Clerks	0.5	13.0	3.0	4.0	6.7
Average New Case Filings	5,265	6,614	8,416	4,955	6,662
Cases per Deputy Clerks	10,530	509	2,805	1,239	994
<b>Child Support Clerks</b>					
Number of Child Support Clerks	2.0	3.0	1.0	1.0	1.7
Average New Child Support Case Filings	1,331	804	1,386	921	1,037
Cases per Child Support Clerks	666	268	1,386	921	610
<b>Traffic Clerk</b>					
Number of Traffic Clerks	1.0	2.0	2.0	0.0	1.3
Average New Traffic Case Filings	2,126	2,525	3,595	1,327	2,482
Cases per Traffic Clerk	2,126	1,263	1,798	N/A	1,909
<b>Bookkeeper</b>					
Number of Bookkeepers	1.0	1.0	1.0	1.0	1.0
Total Dollars Collected	\$120,000	\$282,200	\$353,603	\$241,513	\$292,439
Total Collection per Bookkeeper	\$120,000	\$282,200	\$353,603	\$241,513	\$292,439
<b>Total Clerk’s Office Staff</b>					
Clerk’s Office Staff (FTEs) <sup>1</sup>	4.5	19.0	7.0	6.0	10.7
Average New Case Filings	5,265	6,614	8,416	4,955	6,662
Official Cases per FTE	<b>1,170</b>	<b>348</b>	<b>1,202</b>	<b>826</b>	<b>623</b>

Source: MCJC organization charts, interviews and OSC reports

<sup>1</sup> Total clerk’s office staffing does not include bookkeeper FTEs.

As indicated in **Table 6-16**, MCJC’s clerk’s office operates with a sufficient amount of staff when compared to peer courts. However, it appears that MCJC is understaffed in the deputy clerk position considering that the cases processed per deputy clerk is over four times greater as compared to peer courts. Currently, there is a part-time vacancy in the deputy clerk position at MCJC. According to MCJC, the part-time vacancy was due to an employee being on unpaid leave of absence. During the course of this performance audit, this part-time

deputy clerk returned to work. The part-time deputy clerk develops new official files for delinquency and unruly cases, files cases, answers the phones and assists the other clerks when needed.

**C6.5** The clerk's office at MCJC operates with staffing levels that appear to be optimal and comparable to peer courts. Having appropriate staffing levels assists MCJC in functioning more efficiently and effectively when initiating official case files.

**R6.24** MCJC should maintain its current budgeted level of deputy clerks. In addition, MCJC should implement effective strategies to address absences that occur within the clerk's office. This will ensure that the clerk's office has adequate resources to develop delinquency and unruly case files, file cases and respond to customer inquiries in a timely manner.

F6.29 MCJC utilizes two filing systems for juvenile cases. Within the clerk's office, public documents regarding hearings and case parties are maintained using a color coded file tracking system. MCJC also retains cases in a record room containing personal documents for the juvenile including the following:

- Psychological records/assessments
- School records
- Services/programs attended and corresponding progress notes
- Case documentation from MCJC staff
- Unofficial complaints and dispositions
- Medical records
- Social records

Information contained in the record room is not available to the public without a formal request and approval process initiated by the record room secretaries. Both files are maintained until the juvenile reaches the age of 18, at which time files are transferred to the County Court facility to be copied onto microfilm. Currently, MCJC staff report having a lack of storage space within MCJC. Additionally, staff report a backlog for microfilming cases that are sent to the County. This prevents MCJC from accessing case information when necessary because it is difficult to locate the case files once they are in the County's care awaiting microfilm.

The Ohio Revised Code §2151.358 states a case may be sealed "two years after the termination of any order made by the court or two years after the unconditional discharge of a person from the department of youth services or another institution or facility to which the person may have been committed." The section goes on to state a case may be expunged if a person charged with being a delinquent child or a juvenile traffic offender but "is adjudicated not guilty of the charges in the case or has the charges in the case dismissed" at

any time after the child is adjudicated not guilty. Additionally, sealed records “shall be kept by the court until the statute of limitations expires for any civil action based on the arrest, any pending litigation based on the arrest is terminated, or the applicant files a written waiver of the right to bring a civil action based on the arrest” after which the court “shall destroy the sealed records.”

The Supreme Court of Ohio (OSC) Rules of Superintendency 26.03 also mandates juvenile courts retain the following case information:

- Delinquency and adult records shall be retained for two years after the final order of the juvenile division or one year after the issuance of an audit report by the Auditor of State, whichever is later.
- Juvenile by-pass records shall be maintained in two separate and secure files and shall be retained for two years after the final order of the juvenile division or, if an appeal is sought, for two years after the filing of the appeal.
- Permanent custody, custody, parentage, visitation, support enforcement, abuse, neglect, dependency, and URESA records shall be retained for two years after the child who is the subject of the case obtains the age of majority. If post-decree motions have been filed, records shall be retained for one year after the adjudication of the post-decree motion or the date specified for case files in division (H)(3) of this rule, whichever is later.
- Search warrant records shall be indexed and the warrants and returns retained in their original form for five years after the date of service or last service attempt.
- Traffic, unruly, and marriage consent records shall be retained for two years after the final order of the juvenile division or one year after the issuance of an audit report by the Auditor of State, whichever is later.

According to current practice, if a delinquency case is initiated when the child is 14, MCJC retains the case for four years until the child is 18. However, law stipulates that MCJC could discard the case after two years of the final order.

**R6.25** MCJC should reevaluate the case retention practices according to the OSC Rules of Superintendency. By doing so, the amount of storage space within MCJC would be increased by sending cases for microfilming within a shorter time frame. Additionally, MCJC should develop an agreement with the County to ensure case files are microfilmed within a time frame MCJC deems to be rational. The agreement would allow MCJC to access discarded case files in a timely manner when it becomes necessary. Furthermore, MCJC should determine whether or not microfilming is necessary since the Rules of Superintendency do not mandate all hard copy case files be microfilmed and since MCJC enters certain case information into the computer system, which can serve as a back-up for hard copy case files.

F6.30 MCJC does not have documented uniform time frames for the delivery of service. Service is processed several ways at MCJC which include the following:

- Regular mail
- Registered mail
- Certified mail
- Sheriff’s department

Clerk’s verify all information identifying the individual’s name and address listed on the service with documentation in the computer. According to the clerk’s office, all discrepancies are researched for accuracy and the appropriate changes are made when possible. Upon the completion of processing the service documents, the clerks deliver them to the post office for mailing or the sheriff’s department for delivery. Depending on the method of delivery, service is completed after four to six weeks (if it has not been returned). However, if there is a scheduling conflict with one of the parties, the process may be repeated several times prior to moving forward in a hearing. MCJC had a process server position for CSEA cases. Since funding for this position ended, service for CSEA cases are now sent through the mail. At Lorain County Juvenile Court, probation officers serve all delinquent, traffic and unruly cases while adult and contempt cases are sent through certified mail or the sheriff’s office. This is done to ensure juveniles receive notification of the hearing in a timely fashion.

Although MCJC does not have documented and established time frames for processing service, Loudoun County, Virginia has established a benchmark for issuing subpoenas on-time at a rate of 98 percent during FY 1998. Additionally, Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards indicates performance measures for the delivery of service throughout the country. These performance measures and success rate in meeting them are indicated in **Table 6-17**.

**Table 6-17: Service Process**

Municipality	Performance Measures
Oklahoma City, OK <sup>1</sup>	100 percent of notifications mailed within 12 hours. Average of three days between request for arrest warrant and issuance. Average of 15 days between failure to appear and issuance of bench warrant.
Fayetteville, AR	Targets to issue warrants within 10 workdays.
Overland Park, KS	Targets to issue warrants within 20 days.

Source: Municipal Benchmarks - Assessing Local Performance and Establishing Community Standards

<sup>1</sup> 1992 Information

**R6.26** MCJC should establish and monitor uniform time frames for processing service. The time frames should consider the necessary phases of each type of court hearing (arraignment,

trials, and traffic) to ensure the least number of re-filings due to time expiration terminations. For example, if an abuse/neglect/dependency case is not heard within 90 days due to the lack of service, the case would have to be dismissed and re-filed according to state statute. Additionally, MCJC should consider the benefits of modeling Lorain County Juvenile Court by having the probation surveillance officers serve juveniles. This process could potentially reduce scheduling conflicts and eliminate the need for excessive continuances, resulting in a more efficient juvenile justice process. Further, surveillance officers could have more time available to perform this job function if probation officers worked evening hours (see **R6.49**). For more information on surveillance officers, see the probation subsection of this report (**F6.48**).

F6.31 For the collection of fines and court costs, MCJC's clerk's office accepts cash, money orders, and credit cards for payment. Some potential benefits of using this variety of payment methods include the following:

- Increasing the certainty of collection
- Accelerating payments and the availability of funds
- Increasing the potential to close cases
- Improving the audit trail
- Increasing customer convenience

**C6.6** The clerk's office provides additional customer convenience allowing clients of MCJC to use a variety of payment methods, particularly credit cards. By allowing for a broader range of payment, MCJC clients have more of an opportunity to pay all costs related to the case and should help increase the collection rate.

F6.32 **Table 6-18** illustrates MCJC's collection of fines and costs for FY 2000 as compared to peer courts.

**Table 6-18: Collection For Court Costs and Fines Assessed in 2000**

	Mahoning	Lorain	Stark	Trumbull <sup>3</sup>	Peer Average
Population <sup>1</sup>	257,555	284,664	378,098	225,116	295,959
Per Capita Income <sup>2</sup>	\$21,768	\$22,795	\$22,984	\$22,817	\$22,865
Unemployment Rate <sup>1</sup>	6.2%	5.0%	4.1%	5.9%	5.0%
Total Dispositions	6,706	8,907	9,294	8,035	8,745
Total Amount Assessed	\$136,200	N/A	N/A	\$346,021	N/A
Amount Assessed per Disposition	\$20.31	N/A	N/A	\$43.06	N/A
Total Collections	\$120,000	\$283,100	\$353,603	\$241,513	\$292,700
Total Outstanding	\$16,200	N/A	N/A	\$104,508	N/A
Total amount collected per Disposition	\$17.89	\$31.78	\$38.05	\$30.06	\$33.47

Source: MCJC and peer court reports, Ohio Department of Development, Supreme Court of Ohio

<sup>1</sup> 2000 Ohio Department of Development

<sup>2</sup> For 1997

<sup>3</sup> Collection data based on three year average provided, traffic collections are accurate according to the bookkeeper.

Although the courts share similar populations, per capita income and unemployment rates, Trumbull County is assessing about 2.5 times more in court costs and fines as compared to MCJC. According to the previous court administrator, MCJC has a history of waiving court costs and fines, therefore reducing the dollar amount of court costs and fines assessed. Consequently, MCJC does not have the ability to increase collections. In addition, by consistently waiving court costs and fines, MCJC is not effectively using this tool as a deterrent for future juvenile offenses.

**R6.27** Based upon the analysis in **F6.32** and **Table 6-18**, MCJC appears not to be assessing court costs and fines at a level comparable to Trumbull County. Considering that MCJC has the authority to assess court costs and fines, it should consider increasing the amount of court costs and fines assessed in all cases, comparable to Trumbull County Juvenile Court. By doing so, MCJC could potentially reduce future illegal acts committed by juveniles as well as be in the position to collect a higher amount for court costs and fines. Additionally, MCJC should monitor and actively pursue collecting costs and fines.

*Financial Implication:* Assuming MCJC increased the amount assessed per disposition similar to Trumbull County Juvenile Court, and assuming a similar collection rate as Trumbull County, MCJC could potentially increase the amount of court costs and fines collected by approximately \$106,800 annually. Stark and Lorain Counties indicated that about 50 and 68 percent of court costs and fines, respectively, are distributed to their counties. Assuming that 50 percent of courts costs and fines collected by MCJC is distributed to Mahoning County, about \$53,400 in additional revenue could be annually

distributed to the County if MCJC increases the amount assessed per disposition. In addition, MCJC could collect additional court costs and fines by efficiently processing cases to subsequently increase the number of cases disposed.

**F6.33** According to ORC §2151.54.1, a juvenile court may charge a computerized legal research fee not to exceed \$3.00 on the filing of each case and a clerk computer fee not to exceed \$10.00 on the filing of each case. These additional costs provide additional funding for juvenile courts to use for technological purposes that are intended to improve the efficiency and effectiveness of overall juvenile court operations. Although MCJC has the ability to charge \$3.00 and \$10.00 for these fees, it only charges \$2.00 and \$5.00, respectively. However, Trumbull County Juvenile Court does assess \$3.00 and \$10.00 per case to the legal research and clerk's computer funds, respectively. By charging \$3.00 and \$10.00, Trumbull County is maximizing the amount of revenue generated into these funds. Consequently, Trumbull County has the ability to utilize this revenue to enhance its technological resources and ensure that it is operating efficiently and effectively. As indicated by the disposition rates and percentage of cases pending beyond time guidelines in **Table 6-10**, Trumbull County appears to be operating more efficiently and effectively as compared to MCJC.

**C6.7** Implementing the computerization fees established by ORC §2151.54.1 assists MCJC in generating additional revenues for future technology expenditures. This decreases the amount of the County's General Fund resources needed by MCJC.

**R6.28** MCC should increase the legal research and clerk computerization fees from \$2.00 and \$5.00 to \$3.00 and \$10.00, respectively. Since additional revenue will be collected by increasing the computerization fees, MCJC should develop strategies to use the revenues collected to improve the efficiency and effectiveness of overall operations. For example, MCJC could utilize the computer and legal research revenues to fund additional computer support positions, purchase additional software to improve overall operations, and/or provide appropriate computer training classes for employees.

*Financial Implications:* By increasing the legal research and clerk computerization fee to \$3.00 and \$10.00, MCJC could collect \$32,000 in additional court costs annually. Assuming a similar delinquency rate as experienced in 2000 and a 50 percent delinquent collection rate, MCC could increase court costs and revenue collected by approximately \$30,000 annually.

### *Programs and Contracted Services*

**F6.34** The RECLAIM Ohio program has been developed by the Ohio Legislature as an incentive for juvenile courts to develop and fund community based services for juveniles as an alternative to Ohio Department of Youth Services (ODYS) incarcerations. As part of the program, state funds are allocated to each county juvenile court for the incarceration of

juvenile offenders based on the number of felony adjudications over the previous four years. However, because of the uncertainty of the accuracy of pending cases, MCJC may not be reporting an accurate number of felony adjudications, limiting the number of RECLAIM Ohio funding they receive (see **F6.11**). The amount of the allocation for each county is dependent on its percent of the state's felony adjudications which is determined by ORC. For example, a county which has 25 percent of the state's felony adjudications would receive 25 percent of the funds, leaving 75 percent for the remaining counties. Once the allocations have been determined for each county, the juvenile courts' portion is reduced by the cost incurred to incarcerate the juveniles at an ODYS facility. The charges are deducted from the county's allocation and the amount remaining at the end of each month is distributed to the juvenile court to assist with funding programs to prevent additional incarcerations.

MCJC has received an annual average of one percent of the state allocation totaling \$1.2 million from the RECLAIM Ohio budget during the last three years. In FY 1997, \$73,250 remained from MCJC's RECLAIM Ohio allocation and was distributed to assist in funding community programs to prevent the incarceration of juveniles. However, MCJC has not used any of these funds to develop preventative and/or early intervention programs. MCJC has overspent their RECLAIM Ohio allocations in subsequent years. Currently, the number of juvenile incarcerations to ODYS exceeds the monthly allocation provided by the program. Although magistrates report exhausting all local programs prior to ordering ODYS incarcerations, MCJC does not have funds remaining from RECLAIM Ohio. However, MCJC staff also report the lack of monitoring and tracking of programs juveniles are referred to for services (see **F6.25**). Consequently, these programs may not provide the juveniles with the most appropriate services needed to change the undesired behavior. Because MCJC does not monitor and track recidivism rates for the programs, MCJC can not be certain the programs are serving the needs of the juveniles and are ultimately reducing the number of repeat offenders who result in ODYS incarcerations.

F6.35 According to MCJC staff, the remaining funds received in FY 1997 have not been utilized to implement or subsidize services to reduce the number of juvenile incarcerations. However, MCJC plans to use \$30,000 of the RECLAIM Ohio funds in addition to \$64,000 from the Board of County Commissioners Local Law Enforcement Block Grant to establish a drug court. In addition, MCJC intends on using the remaining RECLAIM Ohio funds to establish a day reporting program.

According to RECLAIM Ohio, funds may be used to assist community based programs and developing diversion and prevention programs for unruly youth, juvenile traffic offenders, and youth at risk of becoming delinquent. This includes day treatment, alternative schooling, intensive probation, electronic monitoring and residential treatment. The only restrictions for use of funding include construction, renovations, or to replace local funds. MCJC funds juvenile programs with the 510 Youth Services Subsidy as discussed in **F6.37**. **Table 6-19**

illustrates use of ODYS funding for MCJC and the peers, which includes RECLAIM Ohio funding and the 510 Youth Service Subsidy. As previously stated, funding for RECLAIM Ohio is calculated according to the number of felony adjudications for the previous four years and funding for the 510 Youth Service Subsidy is calculated according to the population of the county.

**Table 6-19: Program and Service Expenditures**

		Number of Standard Program Areas	Annual Allocation Provided by ODYS	Total Commitment Costs	Adjusted Allocation (RECLAIM Ohio+ 510 Subsidy+ Carryover Funds)	Total Expenditures	Carryover Amount
Mahoning	FY 1999	7	\$1,165,107	\$1,520,551	\$662,368 <sup>1</sup>	\$510,144	\$152,224
	FY 2000	7	\$1,010,651	\$1,844,477	\$619,096 <sup>1</sup>	\$537,314	\$81,782
	% Change FY99-FY00			(13)%	21%	(7)%	5%
Lorain	FY 1999	11	\$2,767,625	\$1,600,771	\$2,651,837	\$1,837,938	\$813,899
	FY 2000	11	\$3,039,560	\$1,611,661	\$2,767,650	\$1,847,561	\$920,089
	% Change FY99-FY00			10%	1%	4%	1%
Stark	FY 1999	8	\$2,340,817	\$1,888,322	\$1,300,780	\$806,115	\$494,665
	FY 2000	8	\$2,519,052	\$2,462,229	\$1,334,169	\$934,928	\$399,241
	% Change FY99-FY00			8%	30%	3%	16%
Trumbull	FY 1999	8	\$1,081,601	\$674,135	\$1,167,596	\$625,625	\$541,971
	FY 2000	8	\$1,154,566	\$601,393	\$1,537,223	\$681,066	\$856,157
	% Change FY99-FY00			7%	(11)%	32%	9%
<b>Peer Average % Change</b>			<b>8%</b>	<b>7%</b>	<b>13%</b>	<b>9%</b>	<b>17%</b>

Source: ODYS Subsidy Grant County Financial Final Reports FY 1999 and 2000.

<sup>1</sup> Only includes 510 Subsidy since MCJC does not participate in the RECLAIM program.

**Table 6-19** indicates that the peer courts’ total commitment costs were lower than the annual allocation in both FY 1999 and 2000. However, MCJC’s commitment costs were significantly higher than its annual allocation in both FY 1999 and 2000. By committing juveniles at a rate greater than and its peers (see **Table 6-21**) and consequently exceeding the annual allocation provided by ODYS, MCJC is unable to have funding available to participate in RECLAIM Ohio programs. In addition, MCJC provides the lowest number of programs to service juveniles and also receives the lowest amount of funding from ODYS

in FY 2000. Although MCJC received the lowest adjusted allocation in FY 2000 than all peers, the commitment costs exceeded two of the three peer total commitment costs.

Stark County Juvenile Court has utilized the RECLAIM Ohio funds to provide secured, therapeutic, residential placements for juveniles who they perceive will not benefit from being institutionalized. The court has used a facility in Grove City, PA to house such juveniles for approximately \$50,000 annually. **Table 6-20** indicates monies remaining from RECLAIM Ohio in FY 1999 and 2000 at the peers, which can be used to fund rehabilitative and intervention services and programs for juveniles.

**Table 6-20: Two-Year Average of RECLAIM Ohio Funding For Juvenile Rehabilitative and Intervention Services and Programs**

	MCJC	Lorain	Stark	Trumbull
<b>FY 1999</b>	\$0.00	\$1,167,000	\$452,000	\$407,000
<b>FY 2000</b>	\$0.00	\$1,428,000	\$127,000	\$553,000
<b>Two-Year Average</b>	\$0.00	\$1,298,000	\$290,000	\$480,000

Source: ODYS

F6.36 As discussed in **F6.35**, MCJC does not make use of the RECLAIM Ohio program, which is attributed to MCJC sending a higher percentage of its juvenile population to ODYS. Due to this, MCJC may be sending certain youths to ODYS instead of using rehabilitative RECLAIM programs. **Table 6-21** shows the number of felony adjudications and commitments to ODYS for MCJC and peers in 2000. The commitment rate indicates the percentage of juveniles adjudicated with felony offenses that have been sentenced to ODYS to be rehabilitated.

**Table 6-21: Profile of DYS Felony Adjudications and Commitments**

	MCJC	Lorain	Stark	Trumbull	Peer Avg
<b>Felony Adjudications</b>	128	460	327	147	311
<b>Commitments</b>	49	74	92	26	64
<b>Commitment Rate</b>	38%	16%	28%	18%	20%

Source: Ohio Department of Youth Services, "Ohio Adjudication Report FY 2000"

As indicated in **Table 6-21**, MCJC is sending the highest percentage of felony adjudicated juveniles to ODYS as compared to the peers, approximately twice the peer average. Consequently, MCJC is exceeding its annual RECLAIM Ohio allocation (see **Table 6-19**) and does not participate in RECLAIM Ohio programs, which are intended to provide

additional intervention and treatment services for juveniles. According to MCJC, the decision to charge juveniles at a felony level is ultimately made by the prosecutor’s office and could impact the level of funding received from the RECLAIM Ohio program.

Although MCJC does not participate in RECLAIM Ohio programs, the peer courts are able to use these programs because the peers sentence juveniles to ODYS at a lower rate than MCJC. The benefits of using RECLAIM Ohio programs include the following:

- Provide appropriate rehabilitative services to juveniles within the local community as opposed to sending juveniles to ODYS, which is located in Columbus, Ohio, for services;
- Avoid the stigma and negative perception juveniles face when being committed to ODYS; and
- Allow juvenile courts to have funding remaining from its RECLAIM Ohio allocation, which can be used to fund delinquency intervention and prevention programs.

**Table 6-22** summarizes RECLAIM program statistics for the peers during FY 1999. Each county that uses RECLAIM funds is required to report the following information to ODYS.

**Table 6-22: RECLAIM Statistics for Peers for FY 1999**

	Lorain	Stark	Trumbull	Peer Average
<b>Total Admissions</b>	172	26	96	98
<b>Successful Completions</b>	23	16	51	30
<b>Successful Completions%</b>	<b>13%</b>	<b>62%</b>	<b>53%</b>	<b>31%</b>
<b>Still in Program</b>	129	6	30	55
<b>Still in Program %</b>	<b>75%</b>	<b>23%</b>	<b>31%</b>	<b>56%</b>
<b>Failed Program <sup>1</sup></b>	20	4	15	13
<b>Failure %</b>	<b>12%</b>	<b>15%</b>	<b>16%</b>	<b>13%</b>

**Source:** Ohio Department of Youth Services, Office of Research

<sup>1</sup> “Failed Program” includes: youth AWOL, adult arrest, parole violation, adjudication on new offense, youth moved from county or youth deceased

As indicated in **Table 6-22**, peer courts are able to monitor total admissions and success rates for juveniles within RECLAIM programs. These programs appear to be successful as measured by the low failure rates. Peer courts use several different RECLAIM programs to rehabilitate youths in FY 1999. As required by ODYS, RECLAIM programs’ success rates are kept as well. This allows peers to monitor the success rates of each program. **Table 6-23**

breaks down the total number of youths admitted to RECLAIM programs, in addition to success rates, by program type for the peer courts.

**Table 6-23: RECLAIM Statistics by Program Type for Peers**

Program Type	Admitted Youths	Successful Complete	Still in Program	Other	Success Comp. %	Still in Program %	Peer Average	
							Success Complete %	Still in Program %
<b>Day Treatment</b>								
Lorain	40	9	23	8	23%	58%	<b>23%</b>	<b>58%</b>
Stark	-	-	-	-	-	-		
Trumbull	-	-	-	-	-	-		
<b>Intensive Probation</b>								
Lorain	70	11	51	8	16%	73%	<b>8%</b>	<b>87%</b>
Stark	0	-	-	-	-	-		
Trumbull	1	0	1	0	0%	100%		
<b>Wrap Around Services</b>								
Lorain	13	0	13	0	0%	100%	<b>50%</b>	<b>50%</b>
Stark	-	-	-	-	-	-		
Trumbull	1	1	0	0	100%	0%		
<b>Intervention Alternatives for Unruly Youth</b>								
Lorain	-	-	-	-	-	-		
Stark	26	16	6	4	62%	23%	<b>52%</b>	<b>29%</b>
Trumbull	26	11	9	6	42%	35%		
<b>Out of Home Placement</b>								
Lorain	29	1	24	4	3%	83%	<b>50%</b>	<b>44%</b>
Stark	-	-	-	-	-	-		
Trumbull	23	22	1	0	96%	4%		
<b>Sex Offender Treatment</b>								
Lorain	20	2	18	0	10%	90%	<b>14%</b>	<b>83%</b>
Stark	-	-	-	-	-	-		
Trumbull	12	2	9	1	17%	75%		
<b>Youth Intervention Groups</b>								
Lorain	-	-	-	-	-	-	<b>45%</b>	<b>30%</b>
Stark	-	-	-	-	-	-		
Trumbull	20	9	6	5	45%	30%		
<b>Mentoring Programs</b>								
Lorain	-	-	-	-	-	-	<b>54%</b>	<b>23%</b>
Stark	-	-	-	-	-	-		
Trumbull	13	7	3	3	54%	23%		

Source: Ohio Department of Youth Services, Office of Research

As indicated in **Table 6-23**, peers are able to use specific RECLAIM programs to rehabilitate juveniles, while monitoring juvenile success rates. Because MCJC sends more juveniles to ODYS instead of to other rehabilitative facilities as compared to the peers, it is possible that the specific treatment and rehabilitative needs of juveniles are not being appropriately

addressed by MCJC. MCJC does use some diversion programs and rehabilitation facilities, but they do not monitor the success rates of these programs (see **F6.25** and **F6.26**).

**R6.29** MCJC should consider using RECLAIM Ohio more effectively in an effort to have additional funding to be used on programs that are specifically tailored to rehabilitating juveniles; and should work with the prosecutor's office to ensure that the County effectively uses RECLAIM Ohio. In addition, RECLAIM Ohio programs would allow MCJC to provide appropriate services to juveniles in a local setting. When sending juveniles to local programs, MCJC staff should track and monitor the program's recidivism and success rates for the juveniles they have referred to the particular program (see **R6.21**). MCJC should also assist the programs in improving the services provided to juveniles to reduce any associated recidivism rates for juveniles and ultimately reduce the number of potential ODYS incarcerations. Furthermore, MCJC should ensure the number of felony adjudications (see **F6.11**) reported to ODYS is accurate in order to receive the appropriate allocation from the RECLAIM Ohio budget.

To fully assess and determine how to use RECLAIM Ohio more effectively, MCJC should contact the peer juvenile courts to ascertain how the courts are able to ensure that juveniles are sent to appropriate local facilities and successfully complete programs. When contacting the peers, MCJC should discuss individual program goals, program objectives, performance measures and suggested length of time juveniles should be enrolled in different types of programs.

*Financial Implication:* Assuming that MCJC can use RECLAIM Ohio more effectively, similar to Stark County, it can save about \$290,000 annually in commitment costs and use these savings to fund juvenile rehabilitative and intervention programs. As indicated in **F6.35**, Stark County has been able to save an average of \$290,000 annually the last two years by using RECLAIM Ohio. However, if MCJC would utilize RECLAIM Ohio as effectively as Lorain and Trumbull Counties, annual cost savings could be higher (see **F6.35**).

F6.37 To provide the juveniles with a variety of services, MCJC applies for and receives the 510 Youth Services Subsidy from ODYS. This subsidy provides funds to juvenile courts interested in developing certain programs for juveniles. The amount of funding a court is eligible to receive is directly dependent on the county's population according to the Ohio Department of Development. Mahoning County currently receives two percent of the 510 Youth Services Subsidy budget. **Table 6-24** illustrates the expenditures of the subsidy funds at MCJC for FY 2000.

**Table 6-24: 510 Subsidy Expenditures at MCJC FY 2000**

Program	Program Description	Budgeted Amount	Total Expenditures Reported	Difference
<b>Program Administration</b>	Full-time subsidy supervisor and bookkeeper	\$43,755	\$35,873	\$7,882
<b>Probation</b>	Provide staff for regular and intensive probation	\$290,373	\$283,608	\$6,765
<b>Out of home placement</b>	Provide funding for the per-diem placement for long and short term residential facilities	\$92,810	\$91,214	\$1,596
<b>Recreation</b>	Provide staff for sports teams for juvenile competition to reduce idle time	\$12,272	\$12,274	(\$2)
<b>Restitution and community service</b>	Allows juvenile offenders to earn money through community service which is returned to the victim	\$80,205	\$80,471	(\$266)
<b>Clinical Assessment</b>	Provide psychological testing for youth to assist with making the appropriate dispositions.	\$20,136	\$18,873	\$1,263
<b>Truancy</b>	Assisting the schools and courts to better manage truant students	\$15,000	\$15,000	\$0
<b>Total</b>		<b>\$554,551</b>	<b>\$537,313</b>	<b>\$17,238</b>
<b>ODYS Allocations</b>		<b>\$619,096<sup>1</sup></b>	<b>N/A</b>	<b>\$81,782</b>

Source: MCJC subsidy budget

<sup>1</sup> Allocation amount includes a carryover balance of \$105,502 and the allocation of \$513,594.

In addition to the FY 2000 allocation, there was a total of \$105,502 which was carried over from FY 1999. In 2000, MCJC used a total of \$537,340 from the ODYS 510 Subsidy for Youth Services. At the end of FY 2000, a total of \$81,782 was left unused.

The programs listed in **Table 6-24** represent MCJC's attempts to better serve the juvenile population within the County. When a juvenile enters MCJC, they are subjected to participation in the above listed programs prior to commitment to a residential placement facility or ODYS if circumstances permit. It is the responsibility of the judge, magistrate or intake officer to determine which program juveniles will attend. The decision is based on the juvenile's history with MCJC, the current violation, the request of the parent or victim, and the hearing officer's experience working with juveniles.

Although it is recognized that participation in the subsidy programs tends to be beneficial for the juveniles, the majority of the programs are not monitored effectively by the program coordinators. Pertinent information regarding recidivism rates and the demographics of juveniles served were not recorded and were absent in the March 2000, program monitoring report. Additionally, some program coordinators declined involvement in the monitoring

process completely. According to MCJC, the program coordinators who declined involvement in the monitoring process are no longer employed at the court.

In addition to the annual ODYS monitoring of the programs, the Stark County Juvenile Court conducts internal evaluations for each program annually to determine if the programs meet the needs of the juvenile population and externally through a community advisory board which evaluates the programs to determine if they are relevant for the juveniles and the allocation of the subsidy funds to the programs. Additionally, ACA recommends organizations analyze and evaluate programs periodically to determine if the program corresponds to the needs of the juveniles.

**R6.30** MCJC should take a more diligent role in monitoring and improving the services provided to juveniles through the 510 Youth Services Subsidy. Recidivism rates and the number of juveniles serviced by each program should be routinely tracked and observed in order for MCJC to tailor the programs to those served. MCJC should consider bringing in an external oversight committee, such as the Youngstown State University Criminal Justice Program, who has participated in restructuring the probation division and the Comprehensive Strategy plan, to periodically evaluate MCJC's programs. This would benefit MCJC by determining the effectiveness of programs when meeting their intended purpose. To determine appropriate programs, MCJC should monitor the needs of the juvenile population against the program objectives and distribute funds accordingly. In order to make this determination, MCJC must internally maintain and monitor this information for each program offered.

F6.38 The Court Appointed Special Advocate (CASA) program for the County is a separate non-profit entity from MCJC. Although housed at MCJC, Mahoning's CASA program is overseen by a CASA Board of Directors comprised of one MCJC and one Mahoning County Children Service Board representative, and several citizens of the County for a total of 18 members. The CASA program uses 35 non-attorney volunteers to represent child victims of abuse or neglect. The volunteers are recruited through television, newspaper, and radio ads in addition to a newsletter and word of mouth from volunteers. The volunteers undergo 30 hours of training designed by the CASA National curriculum and four hours of court observation for volunteers meeting the following requirements:

- Flexible schedule to attend court hearings
- No personal active case within the previous 18 months
- Over the age of 21

**Table 6-25** illustrates program data for the County and other peer court CASA programs.

**Table 6-25: CASA Program Data During FY 2000**

	<b>Mahoning</b>	<b>Lorain</b>	<b>Stark</b>
<b>Cost to Juvenile Court</b>	\$0	\$128,000	\$65,102 <sup>3</sup>
<b>Total Children Served by CASA</b>	142	385	250
<b>Percent of Total Dependency/Neglect/Abuse Cases</b>	30%	45%	24%
<b># of CASA FTEs</b>	1.0	4.0	2.0
<b># CASA Volunteers</b>	38	126	80
<b>Operating Costs</b>	\$42,000	\$164,500 <sup>4</sup>	\$65,102 <sup>3</sup>
<b>Estimated Cost for Non-CASA Counsel</b>	\$500	N/A <sup>5</sup>	\$150
<b>Estimated Court Savings</b>	\$71,000 <sup>1</sup>	N/A <sup>5</sup>	\$37,500

**Source:** CASA programs

<sup>1</sup> Based on the assigned counsel rate of \$500 per case.

<sup>2</sup> Based on the attorney guardian ad litem rate of \$150 for Stark County

<sup>3</sup> FY 1999 expenditures

<sup>4</sup> Includes general funding and Victims of Criminal Acts grant

<sup>5</sup> Information was not available

Although the Mahoning County CASA program is a separate entity from MCJC, 30 percent of the abuse/neglect/dependency cases are represented by CASA volunteers with a lower number of volunteers compared to the peers. However, Lorain County's CASA program serves the highest percentage of abuse/neglect/dependency cases at 45 percent.

Funding for the Mahoning County CASA program is generated through a combination of fund raisers, donations from private organizations, grant writing, the federal Victims of Criminal Acts (VOCA), state funding and \$15,000 from the County. The program used approximately \$42,000 for operations during FY 2000 and has budgeted \$47,000 for FY 2001. According to the executive director of the CASA program, at a rate of \$500 per case for assigned counsel, the program has saved MCJC approximately \$71,000 during FY 2000.

Lorain County Juvenile Court funds a CASA program through the General Fund and a VOCA grant. The program consists of 126 volunteers who completed 30 hours of training and were sworn in as official guardian ad litem (GALs) by the judge. The volunteers make contact and investigate approximately 385 children per year, participate in all pertinent court hearings, and make reports to the judge or magistrate on what is in the best interest for the child. The volunteers work closely with the County Children Service Board (CCSB) social worker to make sure the child's situation is accurately represented. All staff are paid through the general fund except the volunteer coordinator whose position is funded through a VOCA grant.

Stark County Juvenile Court funds its CASA program through 510 Youth Services Subsidy funds. This program is an extension of the court and has the support of the community and the judges. The program operates with 80 active volunteers evaluating approximately 250 children per year. The program requires a four year degree for program coordinators and that the volunteers are literate, clear a background check, and are older than 18 years of age. The program advertises for recruitment with continuous ads in the newspaper and on the radio in addition to personal recruitment by the volunteers. Additionally, Franklin County Juvenile Court has a CASA program which operates separate from the court. Funding for the Franklin County Juvenile Court's CASA program comes from the court, National CASA Association, Ohio Children's Foundation, Victims of Crime Act, Greater Columbus Community Shares, corporations, special events and individuals. This additional funding allows Franklin's CASA program to employ eight FTE positions to achieve the program's goals.

**C6.8** Although the Mahoning County CASA program has limited funding, the County has assisted with providing CASA for the representation of children during abuse/neglect/dependency hearings to ensure adequate representation for the children. Additionally, the CASA program has saved MCJC over \$71,000 in FY 2000 although operating at a lower cost than the peers.

**R6.31** CASA, MCJC and the County should take measures to increase the use of the CASA program to serve the benefit of abused/neglected/dependent children within the County. This could be accomplished by obtaining additional funding from sources currently not used by the Mahoning County CASA program, such as the National CASA Association and the Ohio Children's Foundation. Additional funding could be used to provide additional staff for the program to increase the number of volunteers and consequently the number of cases assigned to the program. Using a CASA program enhances the quality of service provided to juveniles considering that the CASA volunteers are dedicating their time and effort, knowing that they will not be compensated, to represent the best interests of the juvenile. Furthermore, increasing the number of cases served by the CASA program could decrease the amount of funding MCJC spends on GALs.

*Financial Implications:* Assuming the Mahoning County CASA program is able to obtain additional funding of about \$122,000 to be comparable to funding received by Lorain County; and is therefore able to increase the percentage of cases assigned to the program from 30 to 45 percent of its cases, which is comparable to Lorain County, MCJC's attorney GAL expenditures could be reduced by approximately \$34,000 annually.

F6.39 MCJC does not have a centralized process for seeking, researching, writing, submitting and monitoring grants. The subsidy supervisor is involved with the 510 and 401 RECLAIM Ohio subsidies. Seeking grant funding allows MCJC to potentially enhance services to juveniles of the County, and become aware of trends and new approaches to serving

juveniles. The lack of a centralized process inhibits MCJC from having an accurate knowledge of what funding is available as well as what has been granted to MCJC.

The needs of MCJC are not fully addressed under the current grant funding process. Effective monitoring and evaluation of the grant funded programs are not actively completed throughout MCJC resulting in a lack of understanding of the needs and issues facing MCJC and its divisions. Program evaluations for grants are currently done on an ad hoc basis without a formal process or system within MCJC. According to the County administrator, a Special Projects Unit consisting of three full-time employees will be established. The unit will be responsible for all grant activity including seeking and monitoring grants for each County department. MCJC should seek to obtain the following list of grants to fund juvenile programs and services:

- V.O.C.A.
- Ohio Department of Alcohol and Drug Addiction Services (ODADAS)
- AAA Foundation for Traffic Safety
- ODJJD- Information Sharing to Prevent Juvenile Delinquency
- Substance Abuse and Mental Health Services Administration Center for Mental Health Services
- Department of Labor, Justice and Health and Human Services- Young Offender Initiative: Reentry Grant Program; Demonstration Grant Program

Stark and Trumbull Counties do receive some of the grants listed above. Stark County received \$60,000 from the VOCA grant, \$95,000 from the ODJJD grant and \$2,000 from the ODADAS grant in 2000. Trumbull County received \$60,000 from the ODJJD grant in 2000. Additional resources for grant funding for juveniles could be identified by searching the Internet. Examples of sites dedicated to grant funding include:

- <http://www.youthcourt.net/funding.htm>
- <http://www.nydic.org/funding.html>
- <http://ojjdp.ncjrs.org/grants/grants.html>
- <http://www.schoolgrants.org/index.htm>
- <http://gcs.ed.gov/>

**R6.32** MCJC should develop a process incorporated with the County Special Projects Unit identifying grants for programs and projects for all MCJC operations. This process should be centralized to enhance the ability to seek all grants which pertain to juvenile justice. Considering the subsidy supervisor performs this task for the majority of outside funding sources, it would be logical for this employee to serve as MCJC's liaison to the Special Projects Unit. Additionally, the process should include researching and identifying all possible grants available for juvenile justice programs. This could be accomplished by

routinely searching the Internet for available grants, joining juvenile justice professional organizations, attending conferences and networking with other juvenile justice facilities throughout the state to keep abreast of additional grant funding opportunities for juveniles.

*Financial Implication:* As indicated in **F6.35**, Stark County received \$60,000 from the VOCA grant and \$95,000 from the ODJJDP grant in 2000. Trumbull County received \$60,000 from the ODJJDP grant in 2000. Based upon the \$60,000 received by Stark County for the VOCA grant and the \$60,000 received by Trumbull County for the ODJJDP grant, MCJC could receive approximately \$120,000 in additional grant funding annually.

**F6.40** Title IV-D of the Social Security Act allows the County Child Support Enforcement Agency (CSEA) to enter into a written agreement with a court to establish cooperative working arrangements and to specify areas of responsibility for the establishment, modification and enforcement of child support obligations. The written agreement ensures the reimbursement for child support services provided such as changes in custody, establishing paternity, and determining child support orders. Although MCJC has a contract with CSEA, it is not monitored effectively within MCJC. As a result, MCJC does not know the amount of reimbursements made or the process involved with obtaining the reimbursements after time sheets are forward to CSEA. According to the contracts between MCJC and CSEA, in FY 2000, the County was reimbursed a total of \$243,460 in Title IV-D reimbursements for activities qualifying as Title IV-D eligible during FY 1999 for 2,921 child support related cases.

**R6.33** MCJC should monitor the Title IV-D contract with CSEA to adequately establish each agency's responsibility for all child support related functions and determine the amount to be reimbursed for MCJC's child support related activities. The contract should identify requirements for monitoring the terms and conditions of the contract, ensuring they are being carried out effectively, and evaluating the Title IV-D program objectives. Examples of objectives should include the following:

- Improve the timeliness with which child support actions are disposed and of the process used to establish, modify, and enforce support obligations
- Reduce the number of support orders in default through the use of income withholding, tax intercept programs, and other methodologies and techniques
- Increase the average annual value of support orders by offering programs assisting parents with employment opportunities
- Bring the support orders in compliance with the Ohio Child Support Guidelines
- Reduce the support arrearage

Additionally, the contract should clearly identify where the reimbursed funds would be directed for clarification that all entitled reimbursements have been received. This could be

accomplished by setting up a Title IV-D fund or separate account code in the General Fund. By doing so, funding for the Title IV-D positions at MCJC would originate from the new fund and all reimbursements would return to the fund. This would allow MCJC staff to monitor the federal reimbursements CSEA.

- F6.41 Currently, MCJC does not have a contract or formal agreement for the reimbursement of Title IV-E juvenile placements. MCJC participates in the Mahoning County Cluster program which assists in funding the placement costs of juveniles. MCJC currently contributes \$75,000 to the pooled Cluster fund. Cluster placement costs involving MCJC children (those who are wards of the court and those who are in Mahoning County Children Service Board custody with MCJC cases) were approximately \$683,000 for FY 2000. The Mahoning County Children Service Board (MCCSB) applied for Title IV-E reimbursements, parental contributions, and grant funding for children in MCCSB custody reducing the cost to \$364,000. According to Cluster officials, every youth referred for placement through the Cluster program goes through a financial assessment which includes eligibility for Title IV-E reimbursements. However, this process is not consistent and has allowed some children who are eligible to be overlooked. Additionally, MCJC, Cluster and MCCSB appear to have different practices and procedures in regards to providing placement services for juveniles. For example, MCJC, Cluster and MCCSB have different procedures concerning services for children who are Title IV-E eligible and whose parents do not want to relinquish custody.

The Title IV-E program is a federal program that reimburses the Ohio Department of Job and Family Services (ODJFS) for any out-of-home placements (residential placement or shelter care) of any juvenile whose family is eligible for and/or is receiving any form of government assistance (TANF, food stamps, or SSI) and are no longer in the parents custody. According to the United States General Accounting Office (GAO) June 2000 report on foster care and juvenile justice placements, the United States Department of Health and Human Services (HHS) allows eligibility claims for Title IV-E funding for foster care placements for juveniles who are wards of the court if their families meet eligibility criterion which is related to income level. Foster homes and child care institutions qualify for Title IV-E funding if they are licensed by the state and are not operated primarily to detain children who have been determined to be delinquent.

- R6.34** MCJC, Cluster and MCCSB should develop a formal and uniform agreement and process to identify juvenile justice placements eligible for Title IV-E reimbursement. By doing so, MCJC would provide added assurance that the \$75,000 Cluster contribution is used effectively to serve the needs of the children. The agreement should also clarify the process for requesting Title IV-E reimbursements for MCJC, Cluster, and MCCSB officials when involving juvenile justice placements. Although MCJC is not a children's services agency, provisions within the law allow eligible juvenile court placements to receive Title IV-E

reimbursement through MCCSB. The process identified in the formal agreement should include the following steps for seeking Title IV-E reimbursements:

- Identifying criteria for establishing the parents' ability to pay for the child's placement;
- Identifying the appropriate procedures for children who are Title IV-E eligible whose parents do not want to relinquish custody; and
- Identifying the procedures to request the reimbursements for each Title IV-E eligible youth.

## B. Probation

### Staffing

F6.42 **Table 6-26** provides the total number of FTEs and the percentage of total employees in each classification for MCJC and each of the peer courts.

**Table 6-26: Number and Percent of Employees (FTE) by Classification**

Classification	MCJC <sup>1</sup>		Lorain		Stark		Trumbull		Peer Average
	# of Emp.	% of Total Employees	# of Emp.	% of Total Employees	# of Emp.	% of Total Employees	# of Emp.	% of Total Employees	% of Total Employees
Administrative	1.1	7.0%	1.0	3.0%	1.0	6.0%	1.0	14.0%	8.0%
Support Staff	1.0	7.0%	1.0	3.0%	3.0	18.0%	0.0	0.0%	7.0%
Managers	0.0	0.0%	6.0	21.0%	0.0	0.0%	0.0	0.0%	7.0%
Probation Officers	13.4	86.0%	21.6	73.0%	13.0	76.0%	6.0	86.0%	78.0%
<b>Total</b>	<b>15.5</b>	<b>100.0%</b>	<b>29.6</b>	<b>100.0%</b>	<b>17.0</b>	<b>100.0%</b>	<b>7.0</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Organizational chart and staff interviews

<sup>1</sup>Adjusted to account for chief and assistant chief probation officers' responsibilities

Administrative employees include the chief probation officers and assistant chief probation officer. Compared to the peers, MCJC has a similar number of staff classified as administrative; however, MCJC's chief probation officer manages a caseload. The peers' chief probation officers do not manage a caseload; rather, they focus on performing various management activities. The peers' administrative employees only include chief probation officers, while MCJC's includes a chief probation officer and assistant chief probation officer. In **Table 6-26**, support staff includes secretaries, probation program staff, and other clerical staff. Managers include program managers and supervisors. In Lorain County, there are managers for each specific type of probation, as well as a manager for probation intake. Officers in **Table 6-26** include all probation and surveillance officers. In comparison to the peer average, MCJC has a higher percentage of probation officers. In contrast, MCJC has a lower percentage of FTEs categorized as managers when compared to the peer average.

**C6.9** As compared to the peers, MCJC's breakdown of employees is concentrated more in probation officers, who provide direct services to juveniles. By allocating its resources in the above manner, MCJC's probation department is focusing resources on providing direct services to juveniles.

F6.43 MCJC currently employs 15.5 FTEs probation employees. Of the 15.5 FTEs, 2.1 FTEs are administrative and support staff, and 13.4 FTEs are probation officers. The 13.4 probation officers include court probation liaisons (2.0 FTEs), regular probation officers (5.3 FTEs), high risk probation officers (2.0 FTEs), an intensive probation officer (0.6 FTEs) and surveillance officers (3.5 FTEs). Nine probation officer positions are funded through the 510 Subsidy Grant (see **F6.37**). Probation officers main job function is to ensure that orders issued through the juvenile court are carried out. To assure that court orders are followed, probation officers have direct contact and interaction with juveniles. The amount of direct contact is based on the juvenile’s level of probation (see **F6.58, F6.59, F6.60** and **F6.61** for comparison on level of contact). A surveillance officer will randomly verify if the juveniles are where they are scheduled to be at any certain time.

F6.44 **Table 6-27** presents a three-year summary of the number of youths placed on probation and the number of probation officers employed by MCJC.

**Table 6-27: FTE Supervision Probation Officer Staffing Summary**

Annual Report	Youth on Probation	Percent Change of Youth on Probation	# of Probation Officers <sup>1</sup>	# of Youth per Probation Officer
FY 1998	558	NA	12	46.5
FY 1999	592	6.1%	11	53.8
FY 2000	582	1.7%	11	52.9

Source: Organizational Charts for 1998 thru 2000, annual reports and staff interviews.

<sup>1</sup>Probation officers do not include surveillance officers or the chief probation officer

As indicated in **Table 6-27**, the average number of juveniles per probation officer increased after 1998, which is attributed to the reduction in probation officer staffing levels and the increase in the number of youth of probation. MCJC has had a history of not increasing or decreasing staffing levels to correspond with the number of youth under supervision of the probation department. Furthermore, MCJC probation division does not formally monitor staffing levels of probation officers in conjunction with the number of youth on probation. By not formally monitoring staffing levels, MCJC does not have a tool to assess staffing levels against professional standards.

**R6.35** MCJC probation division should consider monitoring staffing levels to ensure that the number of probation staff can adequately handle the total number of juveniles on probation. By proactively monitoring staffing levels, MCJC can also assess the effectiveness of its staff and Comprehensive Optimum Probation Services program (COPS) (see **F6.55**). The Chief Probation Officer could potentially assume this duty if his caseload was reassigned (see **F6.46** and **R6.36**).

F6.45 The probation department functions in three different teams, Team I, Team II and Team III. Team I and Team II are divided geographically throughout Mahoning County. The City of Youngstown, which according to a study by Youngstown State University, has approximately 75 percent of all court referrals and is divided into four sections, while the rest of the county is split evenly according to geography. Because the area is divided solely on geography, there could potentially be an uneven distribution of cases among probation officers. Consequently, probation officers may have higher caseloads than counterparts on another team. According to the chief probation officer, under the COPS program, the probation department has the ability to change the geographic area teams are assigned to in order to more evenly distribute cases. However, regular and formal monitoring of the distribution of cases is lacking at MCJC.

Teams I and II consist of two regular probation officers (5.3 FTEs), a high-risk probation officer (2.0 FTEs), a court probation liaison (2.0 FTEs) and two surveillance officers (1.4 FTEs). One of the regular probation officers is supposed to act as the team leader. However, the chief probation officer and assistant chief probation officer serve as team leaders. According to the chief probation officer, this is due to the high workload of probation officers. Along with holding their own caseloads, the team leader is responsible for team organization and management. The team leader will also cover or assign coverage for an absent probation officer (see **Table 6-27**). The third team covers the entire county and monitors all juveniles placed on intensive probation. Team III consists of the assistant chief probation officer (0.6 FTE), who serves as the intensive probation officer, and three surveillance officers (2.1 FTEs). **Table 6-28** represents total caseload per team member from November 30, 2000 to December 30, 2000. According to the chief probation officer, total caseloads do not fluctuate much throughout the year.

**Table 6-28: Caseload Breakdown by Team<sup>3</sup>**

Team I - Position	Caseload	Team II - Position	Caseload	Team III - Position	Caseload
Team Leader	24	Team Leader <sup>1</sup>	0	Team Leader <sup>1</sup>	31 <sup>2</sup>
Regular PO	65	Regular PO	70		
Regular PO	49	Regular PO	65		
High Risk PO	37	Regular PO	53		
Court Probation Liaison	31	High Risk PO	39		
		Court Probation Liaison	88		

**Source:** Information Request

<sup>1</sup>Team Leader of Team II is also Team Leader of Team III

<sup>2</sup>Three Surveillance officers provide the Team Leader with assistance in dealing with juveniles placed on intensive probation

<sup>3</sup>The table does not include surveillance officers

According to **Table 6-28**, it seems that caseloads for similar positions vary. For example, court probation liaisons’ caseloads vary from 31 cases on Team I to 88 cases on Team II. A regular probation officer on Team I carries 49 cases, while a regular probation officer on Team II averages 70 cases. High risk probation officers caseloads seem to be equitable. Peer court probation departments also classify probation by regular or intensive. However, Lorain County also assigns specific probation officers to manage specific types of juveniles, such as sex and drug offenders.

F6.46 Currently, the team leader of Team I is the chief probation officer and manages 24 cases. The team leader of Team II and III is the assistant chief probation officer and is managing 31 cases. Team I and Team II both have probation officers assigned to be supervisors for surveillance officers.

As compared to peers, cases per probation officer varies (see **Table 6-29**). In addition, the peers’ chief probation officer and/or assistant chief probation officer is not assigned a caseload. Peers’ chief probation officers job duties include administrative and management duties, such as monitoring and verifying caseloads and ensuring the overall effectiveness of probation operations. MCJC’s chief probation officer may be hindered from completing these important management duties because he manages a caseload.

**R6.36** To ensure caseload equity among probation officers, the probation department should monitor the COPS program and caseloads assigned to probation officers. This should be accomplished by the chief probation officer. Based upon peer comparisons (see **F6.46** and

**F4.47)** and considering the chief probation officer is responsible for the overall effectiveness of probation operations, the chief probation officer should not manage a normal caseload. Rather, the chief probation officer should focus on several administrative and management functions including the following:

- Coordinate probation officers workload;
- Develop and implement formal written policies and procedures for the probation department;
- Work with Cluster to ensure accurate placement of juveniles;
- Ensure probation officers are contacting juveniles as required;
- Conduct performance evaluations;
- Conduct staff meetings;
- Convey directives of the judge and magistrates to probation staff; and
- Assist the administrative director as required.

In order for the chief probation officer to complete these objectives, his caseload should be delegated to a regular probation officer (see **F6.47**). The chief probation officer should be available to focus on administrative and managerial issues to ensure the overall effectiveness of probation operations.

**F6.47** **Table 6-29** shows staffing comparisons based on a three year average (1998, 1999 and 2000) of juveniles placed on probation and juveniles on probation as of July 31, 2001 at MCJC and the peers.

**Table 6-29: Number of Youth on Probation at MCJC and Peer Courts**

Key Statistics	MCJC	Lorain	Stark	Trumbull	Peer Average
Total number of probation officers (FTEs) <sup>1</sup>	13.4	21.6	13.0	6.0	13.5
3-year average of juveniles placed on probation	489	337	641	566	515
3-year average of juveniles on probation per probation officer	<b>36.5</b>	<b>15.6</b>	<b>49.3</b>	<b>94.3</b>	<b>38.1</b>
Juveniles on Probation As of July 31, 2001	417	410	414	393	406
Juveniles as of July 31, 2001 per probation officer	<b>31.1</b>	<b>19.0</b>	<b>31.8</b>	<b>65.5</b>	<b>30.1</b>

Source: Information Requests

<sup>1</sup> Includes Surveillance Officers at MCJC and Evening Monitors at Lorain County.

As indicated in **Table 6-29**, MCJC has the second lowest caseload per probation officer as compared to the peers based upon the three-year average of juveniles placed on probation and juveniles on probation as of July 31, 2001. The low number of juveniles per probation officer at Lorain County can be attributed to it setting specific caseload restrictions for probation officers on intensive probation. Lorain County has three intensive probation officers who hold caseloads of approximately 10 to 15 cases per month. Additionally, intensive probation officers work with evening monitors to help juveniles at Lorain County. In contrast, MCJC's intensive probation officer carries approximately 30 cases per month. MCJC uses surveillance officers to provide assistance on all types of probation, including intensive probation.

Furthermore, MCJC is the only peer that requires probation officers to have specific amounts of contact and interaction with juveniles (see **F6.59**, **F6.60** and **F6.61**). These defined and required contacts have a direct impact on caseloads. For example, if the actual number of caseloads were comparable between two probation departments, but MCJC meets with juveniles once a week and peer department meets with a juvenile once a month, MCJC's caseload work requirements would in actuality be higher than the peers. Although MCJC has the second lowest number of cases per probation officers as compared to the peers, the actual amount of direct contact and interaction with juveniles on probation is greater at MCJC (see **F6.63**). In addition, MCJC's chief probation officer manages a caseload. However, the peers' chief probation officers do not manage caseloads and instead focus on managing department operations. Considering that MCJC spends more direct time with juveniles placed on probation and that the chief probation officer manages a caseload, the actual workload at MCJC is higher per case as compared to the peers.

**R6.37** Based on MCJC's caseload per probation officer, the frequency of contact and interaction probation officers have with juveniles and the chief probation officer not having a caseload, MCJC should increase staffing levels in the probation department. This could be accomplished by transferring 1.25 FTE from judicial staffing to the probation department (see **R6.8**). Of the 1.25 FTE, 1.0 FTE should be allocated as a probation officer and assume the caseload of the chief probation officer, as well as some other probation officers' caseloads. This would lessen the workload of probation officers, while allowing the chief probation officer to perform more administrative and management duties. The remaining 0.25 FTE could be designated as a surveillance officer.

*Financial Implication:* By adding 1.25 FTEs, MCJC would have to spend approximately \$31,250 annually in additional salary and benefits. However, MCJC should be able to offset this cost by transferring 1.25 FTE from judicial staffing to the probation division (see **R6.8**).

F6.48 Surveillance officers' main job functions include making daily contact with juveniles and their families to provide close supervision during various phases of the youth's probation and

observing the youth’s behavior at various locations such as in school, at home and in the community in order to keep the youth compliant with the terms of probation. Under their current workload, surveillance officers work approximately 20 hours per week. Currently, surveillance officers do not serve court notices to juveniles (see **R6.26**). However, if probation officers work evening hours, surveillance officers workload could be reduced (see **F6.66**). This could allow surveillance officers to perform other job functions such as serving court notices to juveniles. In Lorain County Juvenile Court, probation officers serve notices for all delinquent, traffic and unruly cases to ensure juveniles receive notification of the hearing in a timely fashion.

**R6.38** MCJC should consider the benefits of modeling Lorain County Juvenile Court by having the probation department employees serve notices to juveniles. Surveillance officers should be able to deliver all delinquent, traffic and unruly initial court notices to juveniles if probation officers are working evening hours (see **F6.66**), which would potentially reduce the surveillance officers’ current workload.

*Personnel Issues*

F6.49 Turnover has been a significant issue within the probation department. In the last two years, the department has lost eight probation officers. Low wages, lack of performance evaluations (see **F6.5**), lack of training (see **F6.2** and **F6.50**) and high caseloads as compared to peers and other probation officers (see **F6.45** and **F6.47**) may be contributing factors to the high turnover rate. **Table 6-30** presents a comparison of compensation for probation officers at MCJC and peers.

**Table 6-30: Probation Officer Compensation Analysis**

	Probation Officer Compensation
<b>Mahoning Adjusted Avg. Hourly Employee Compensation Package</b>	\$11.57 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$15.05 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$16.79 per hour
<b>Peer Average</b>	\$15.92 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

As indicated in **Table 6-30**, probation officers at MCJC are compensated at a lower rate than the peers. See the **Compensation and Salary** section of this report for more information on employee compensation. In addition, since the chief probation officer has to manage a caseload (see **F6.46**), probation officers potentially lack the necessary supervision and mentoring needed to effectively perform their job duties, which could be another cause of high employee turnover. Comparatively, Lorain, Stark and Trumbull Counties have had a consistent probation staff over the same time period.

**R6.39** MCJC should take the necessary steps to minimize employee turnover within the probation department. The probation department should ensure that caseloads between officers are equitable (see **R6.36**) and that employees receive the necessary training to effectively perform job duties (see **R6.40**). In addition, the County and MCJC should take the appropriate measures to ensure that probation officers are compensated fairly and in accordance with professional and peer standards. Furthermore, MCJC should add a probation officer position to alleviate the chief probation officer's caseload and allow the chief probation officer to spend quality time supervising and mentoring probation officers. Probation officers are required to provide a valuable job function for MCJC by playing a key role in rehabilitating and correcting juvenile behavior. By taking the appropriate measures to minimize employee turnover, MCJC should be able to retain probation officers for a longer period of time. Consequently, MCJC would have more experienced probation officers that would become more effective in their jobs, which directly impacts the services provided to juveniles placed on probation.

F6.50 The probation department does not have an established and documented training policy for its staff. In addition, MCJC's probation department provides different levels of training to staff. With the exception of requiring new employees to attend the *Fundamental Skills for Probation Officers* training seminar conducted by ODYS, most of the training probation officers complete is on-the-job. Typically, a newly hired probation officer will "shadow" another officer for several days, covering key components required for the job. A training guide for probation officers has been drafted, but has not been adopted by the department officially. The chief probation officer also encourages probation officers to attend training seminars given by community agencies on various job-related topics. Staff probation officers often submit training proposals on topics of interest to the chief probation officer as well.

Surveillance officers receive five days of training. Newly hired surveillance officers complete a daily agenda of training conducted by another surveillance officer. The agenda is completed by the assistant chief probation officer, who also serves as the chief supervisor to surveillance officers. Trainees are not required to sign any documents upon completion of training.

The ACA recommends that all case workers and specialist employees receive one hundred and twenty hours of training the first year and 40 hours of training each subsequent year.

**R6.40** MCJC should adopt a formal, written and mandated training policy throughout the probation department. MCJC should use its unofficial written training policy, ACA training recommendations and staff input as a guide, including frequency and types of annual training for all probation department staff. The benefits of providing ongoing training to staff include the following:

- Increase efficiency and effectiveness of operations;
- Improve communication within department;
- Ensure quality services to juveniles placed on probation; and
- Increase employee morale.

Furthermore, MCJC should form a training committee to consider and set up training for the upcoming year. See **R6.2** for further explanation on training requirements.

F6.51 Probation officers do not receive performance evaluations and there is no written policy requiring probation officers performance to be evaluated. However, the chief probation officer conducts quarterly caseload audits with each probation officer on an informal basis to ensure that the official number of cases per probation officer is accurate and that the court orders are being fulfilled.

Surveillance officers have an evaluation of their performance every six months. Under a new plan devised by the assistant chief probation officer, the immediate supervisor and surveillance officer complete a performance evaluation sheet. Upon completion of the evaluations, the surveillance officer and supervisor meet with the assistant chief probation officer to discuss the evaluations. Special attention is brought to areas of disagreement between the surveillance officer and supervisor.

**R6.41** The probation department should implement performance evaluations for probation and surveillance officers and conduct the evaluations on a periodic basis, such as every six months. In doing so, the probation department should develop appropriate criteria to base evaluations, such as type of probation officer (regular, high risk or intensive), length of time in current position and expected functions of the position.

F6.52 MCJC has no educational or background requirements for hiring probation officers. According to the chief probation officer, MCJC previously favored probation officers with four-year college degrees, but MCJC did not make this a requirement. Also, MCJC encouraged non-degree holding probation officers to receive degrees. While non-degreed probation officers may have gained relevant experience on-the-job, a four-year college-

degreed employee would begin with a broader base of knowledge, which could potentially affect the quality of services provided to juveniles placed on probation.

Peer courts require certain background requirements for all probation officers before hiring. Lorain, Stark and Trumbull Counties all require probation officers to have a baccalaureate degree to be considered for a job. Stark County also requires two years of relevant experience.

**R6.42** MCJC should establish educational and background standards for all probation officers. At a minimum, MCJC should require a four-year college degree in a relevant field, such as criminal justice, sociology and psychology. In addition, MCJC should consider encouraging non-degree holding probation officers to work towards obtaining a relevant degree along with offering training opportunities. By establishing educational standards and backgrounds for probation officers, the quality of services provided to juveniles should be enhanced.

### *Operations & Case Management*

F6.53 Once a youth is placed on probation, the assigned probation officer is expected to make a required number of contacts with the youth while he or she is on probation. Probation and surveillance officers at MCJC contact juveniles based on the ranking determined from the youth's initial risk assessment score. The level of contact that probation and surveillance officers have with juveniles reduces as juveniles make adequate progress in their probation. Lorain County uses probation officers and evening monitors in its interaction with juveniles on intensive probation, which is similar to MCJC. **Table 6-31** summarizes the number of contacts required by MCJC and the peer courts per month.

**Table 6-31: Contacts Based on Risk/Need Level**

Number of Contacts	Regular Risk	High Risk	Intensive Risk
MCJC - Probation Officers <sup>1</sup>	1 monthly	2 face to face contact per month 2 telephone calls per month	1 face to face contact per week
MCJC Surveillance Officers <sup>1</sup>	Assist in telephone contacts	2 telephone calls per week	1 face to face contact per week 5 visual observations per week 2 telephone calls per week
Lorain - Probation Officers	As needed	As needed	1 face to face contact per day
Lorain - Surveillance Officers <sup>4</sup>	N/A <sup>3</sup>	N/A <sup>3</sup>	As needed
Stark- Probation Officers	As needed	As needed	As needed
Stark - Surveillance Officers	N/A <sup>3</sup>	N/A <sup>3</sup>	N/A <sup>3</sup>
Trumbull Probation Officers <sup>2</sup>	2 face to face contact per month	N/A <sup>3</sup>	N/A <sup>3</sup>
Trumbull - Surveillance Officers	N/A <sup>3</sup>	N/A <sup>3</sup>	N/A <sup>3</sup>

Source: Information request

<sup>1</sup>Initial contact

<sup>2</sup>Trumbull County has one level of probation

<sup>3</sup>No comparable position

<sup>4</sup>Lorain County’s evening monitors serve similar functions as surveillance officers, but are only used for intensive probation.

As indicated by **Table 6-31**, MCJC is the only court with specific required contacts for all levels of probation. Lorain and Stark Counties contact with juveniles varies based on the professional opinion of the probation officer. While Trumbull County requires two face to face monthly meetings between all probation officers and juveniles, it only has one level of probation. Direct contact with juveniles functions to better serve the juvenile and community by providing more opportunities to gain a better understanding of the juvenile and related problems through greater interaction. Consequently, the juveniles’ problems and behavior has a higher probability of being changed.

MCJC is also the only court who uses surveillance officers during every level of probation. Lorain County uses evening monitors who serve a similar function as MCJC’s surveillance officers, which is to mainly assist with juveniles on intensive probation (see **F6.66**). However, Lorain County does not use evening monitors for regular and high risk probation. Stark and Trumbull Counties do not use surveillance officers.

**C6.10** MCJC is commended for establishing a policy requiring probation and surveillance officers to have a specific amount of contact and interaction with juveniles placed on probation. MCJC’s use of required contacts for probation and surveillance officers on every level of

probation allows them to ensure appropriate and direct juvenile supervision. MCJC's specified contact and interaction could better ensure that juveniles receive quality services while on probation. Consequently, this could potentially contribute greatly to the rehabilitation of juveniles.

F6.54 Although MCJC's requires that probation and surveillance officers have direct contact and interaction with juveniles, it does not ensure that probation and surveillance officers are in fact meeting the requirements outlined in **Table 6-30**. In addition, MCJC does not require that the probation officers submit weekly plans and schedules detailing the activities they plan on accomplishing for the upcoming week, which could enhance accountability for probation officers. The major reason for the lack of monitoring weekly plans and schedules is due to the chief probation officer having to manage a caseload (see **F6.46**). If the chief probation officer's caseload was delegated to another probation officer (see **R6.36**), oversight and monitoring of the requirements outlined in **Table 6-30**, in addition to developing and implementing weekly plans and schedules, could be performed by the chief probation officer.

**R6.43** MCJC should monitor and oversee the requirements indicated in **Table 6-30** to ensure that probation officers are in practice spending enough time interacting with juveniles. This could be accomplished by adding a probation officer position to the department to relieve the chief probation officer of his caseload (see **R6.36**). In addition, to enhance accountability for probation officers, MCJC should consider requiring probation officers to develop weekly schedules detailing the activities and tasks the officers plan on accomplishing for the upcoming week. The chief probation officer should use the weekly schedules to make random site visits and telephone calls to juveniles' families to further ensure probation officers are allocating sufficient time meeting and interacting with juveniles.

F6.55 The probation department at MCJC currently functions under the Comprehensive Optimum Probation Services (COPS) plan, a program developed in 1996 by a panel of probation department employees. COPS was initiated in September of 1997 and has served as a blueprint for operations within the probation department. The COPS program created a team-centered system which focuses on protecting Mahoning County and rehabilitating juveniles assigned to probation within the county, rather than sending them to the Ohio Department of Youth Services (ODYS). To further benefit Mahoning County juveniles, each team is divided into geographic sections according to level of delinquency (see **F6.45**). This reduces probation officers' area and travel time, allowing them additional time to interact with more juveniles.

F6.56 Prior to the COPS program, the probation department functioned with two types of probation, regular and intensive. All juveniles not requiring 24 hour a day surveillance, were grouped as regular probation. Juveniles ordered to have 24 hour a day surveillance were grouped as intensive probation. Juveniles on intensive probation were held accountable for

all daily activities to their probation officer. Intensive probation surveillance officers monitored juveniles on intensive probation periodically throughout the day to ensure the youth was compliant with the stipulations of probation. Under this system, nearly all juveniles placed on probation were considered on regular probation. By having only two types of probation, developing and tailoring proper treatment for juveniles with different types of behavioral problems could be difficult because of the broad range in risk and needs of juveniles.

Under the COPS program, juveniles are placed into one of four modes of probation: non-reporting, regular, high risk or intensive. Non-reporting probation is assigned by the judge or magistrate and is intended to be used on very minor offenses. Assignment to regular, high risk or intensive modes of probation depends on the juveniles score on a risk assessment tool, unless otherwise decreed by the judge (see **F6.63**). Once a juvenile is placed in a mode of probation, the chief probation officer will assign the juvenile to a probation officer (see **F6.55**). Probation officers are grouped according to the modes developed in the COPS program and include court probation liaisons, regular probation officers, high risk probation officers and intensive probation officers. Each one of these groups deal with juveniles assigned to their respective level of probation. Surveillance officers provide assistance with juveniles on regular, high risk and intensive probation. Their level of involvement increases with each level of probation. For example, surveillance officers assist regular probation officers by making phone calls to juveniles, whereas they have face-to-face contact with juveniles on intensive probation.

**C6.11** Based upon the analysis performed in this report, MCJC's COPS program appears to serve the needs of the community by providing an effective structure to service juveniles based upon their specific needs. The team-centered approach appears to better meet the goals of rehabilitating youths on probation, to more adequately protect the community and to provide more assistance to youths in the community than the previous program. Also, by dividing the County geographically according to level of youth delinquency, the department is able to more efficiently serve juveniles. In addition, as compared to peer probation departments, MCJC's levels and intensity of probation are more comprehensive and extensive (see **F6.53**), which provides a broader range of services to treat juveniles placed on probation.

**F6.57** Although the COPS program has improved operations, MCJC has not consistently analyzed and reviewed the program to ensure that it continues to adequately meet the needs of juveniles placed on probation. Since the chief probation officer has had to manage a caseload, the department has not been able to perform this activity. As certain demographic trends on juvenile crime rates can change over time, such as an increase in female juvenile offenders and/or an increase in severe types of crimes, accuracy of variables in the COPS program may be directly affected.

**R6.44** MCJC should review and analyze the COPS program on a periodic basis. While the COPS program was created to assist MCJC in adequately monitoring juveniles, MCJC has not been able to adequately and consistently review and reassess the program structure with respect to geography, levels of probation and probation officer requirements. By adding a probation officer position to the department (see **R6.36**), the chief probation officer should have the necessary time to perform this task with needed assistance from the assistant chief probation officer. The analysis and review should focus on the accuracy of geographic assignments, levels of probation and probation officer requirements. Furthermore, the analysis should provide possible solutions to required changes.

F6.58 If a juvenile has not previously been assigned to probation, a court probation liaison is his or her initial contact and a risk assessment tool is used to assign the juvenile to the appropriate level of probation (see **F6.63**). Otherwise, the judge directly assigns the juvenile to a level of probation and the juvenile is sent directly to the chief probation officer. Court probation liaisons provide the youth and parents information on probationary status, collecting historical information on the child and administer the risk assessment tool. Court probation liaisons also monitor juveniles on non-reporting probation if they are obligated to obtain services from a community agency, pay restitution or pay court costs and fines. The majority of non-reporting cases are traffic violations. The judge and magistrates usually assign community service, suspend licenses or order restitution to juveniles guilty of traffic violations. The judge and magistrates often order juveniles to attend traffic school. When assigned to traffic school, juveniles are required to register, complete and return proof of completion to the court probation liaison on their own. Since MCJC does not effectively collaborate with the traffic school, court probation liaisons spend much of their time assuring that juveniles complete court orders related to traffic violations.

While peer courts have similar functions as court probation liaisons, the manner in which these functions are carried out vary. For instance, in Trumbull County, juveniles guilty of lower-level traffic violations may be required to attend traffic school at the discretion of judge. However, the juveniles are not placed on probation. The traffic school communicates with the court directly to acknowledge the juvenile completed the required course. Records are electronically kept and can be used to track recidivism.

**R6.45** MCJC should consider eliminating the court probation liaisons involvement with juveniles required to only attend traffic school. MCJC should work with the traffic school to ensure that the school keeps track of juveniles who have completed the course. Upon the juvenile's successful completion of the requirement, the traffic school should contact MCJC's traffic clerk with an update for verification purposes. The traffic clerk should document completion of the course on the assigned date. If the juvenile does not complete the course, he or she should be required to return to court. MCJC can potentially save significant time and reduce caseloads by eliminating the court probation liaisons involvement with juveniles assigned

to only traffic school. In addition, MCJC could redirect the court probation liaisons to complete other functions, such as providing assistance to probation officers or completing internal analyses on departmental functions.

F6.59 Regular probation officers deal primarily with first time non-violent offenders, including status offenders, truants and juveniles guilty of minor delinquencies. Regular probation officers are required to have at least one monthly face-to-face meeting with the juvenile, as well as making contacts with the parents, school and any programs the juvenile is involved in as needed. Probation officers document all contacts concerning the juvenile and discuss them as a group with the chief probation officer during required monthly meetings. However, the chief probation has not been able to provide additional one-on-one monitoring and oversight to ensure that the probation officers are adhering to the contact requirements defined in the COPS program due to having to manage a caseload (see **R6.36**).

F6.60 High risk probation officers monitor the following juveniles:

- Juveniles with multiple offenses;
- Juveniles that did not successfully complete regular probation;
- Juveniles who have one or more commitments to the Ohio Department of Youth Services (ODYS) held in suspension; and
- Juveniles guilty of an endangering offense.

According to ODYS, endangering offenses include, but are not limited to, extortion, weapons offenses, rape and murder. As indicated in **Table 6-32**, high risk probation officers provide increased levels of probation supervision and service in Mahoning County as compared to the peers. High risk probation lasts eleven months and is split into four phases, each with a specific time period dependant on the juvenile's progress. Juveniles must successfully finish a phase in order to advance to the next phase. **Table 6-32** shows the duration of each phase of high risk probation and level of contact that probation and surveillance officers have with juveniles associated with each phase.

**Table 6-32: High Risk Probation Duration and Contacts**

	Phase 1	Phase 2	Phase 3	Phase 4
<b>Duration</b>	4 months	3 months	2 months	2 months
<b>Probation Officer Contact</b>	2 times per month	1 time per month	1 time per month	1 time per month
<b>Probation Officer Telephone Contact</b>	2 times per month	2 times per month	1 time per month	NA
<b>Surveillance Officer Contact</b>	2 times per week	1 time per week	2 times per month	Random

Source: Information request

As indicated in **Table 6-31**, the duration and frequency of monitoring in high risk probation is initially intense and gradually decreases. Upon completion of the four phases, the goal is for a positive termination from probation. High risk probation officers and surveillance officers are required to document their contact with juveniles to ensure appropriate supervision. Probation officers discuss information on the juveniles progress during required monthly meetings with the chief probation officer. Surveillance officers fill out nightly log books, noting all contacts with juveniles and turn them into the assistant chief probation officer. The log books are required to have the juvenile’s signature. Although MCJC is the only probation department among the peers to have a defined program, it does not formally monitor the program to ensure probation and surveillance officers are making appropriate contacts (see **F6.54** and **R6.43**).

F6.61 The intensive supervision probation officers oversee youths with one or more commitments to ODYS or youths non-compliant with the terms and conditions of the lower levels of probation. Intensive probation emphasizes surveillance, control and accountability, while balancing the protection of the community and the juvenile, as well as conducting rehabilitation efforts. **Table 6-33** shows the duration of each phase of intensive probation and level of contact probation and surveillance officers associated with each phase.

**Table 6-33: Intensive Probation Duration and Contacts**

	Phase 1	Phase 2	Phase 3	Phase 4
<b>Duration</b>	2 to 3 months	2 to 5 months	5 to 8 months	8 to 9 months
<b>Probation Officer Contact</b>	1 time per month	1 time per month	1 time per month	1 time per month
<b>Probation Officer counseling sessions</b>	1 time per week	1 time per week	1 time per week	As needed
<b>Surveillance Officer Contact</b>	7 face to face meetings per week  1 visual observation 5 days per week	3 face to face per week	3 face to face per week	1 face to face per week
<b>Surveillance Officer Telephone Contact</b>	2 times per week	5 time per week	3 times per week	3 time per week

Source: Information Request

As indicated in **Table 6-33**, contact with juveniles decreases with each phase of probation while the phases also sequentially increase in duration. However, monitoring to ensure probation and surveillance officers contact juveniles as required does not occur at MCJC (see **F6.54** and **R6.43**). Juveniles are advanced through each phase upon the discretion of the intensive probation officer and the juvenile’s success in meeting various requirements.

The peer courts use similar levels of probation, but with varying levels of supervision. Stark County Probation Department uses intensive probation for similar types of juveniles as those on intensive probation at MCJC. The length of time a juvenile in Stark County is kept on intensive probation is based on the professional opinion of the assigned probation officer and chief probation officer. The number of contacts probations officers have with each youth on intensive probation per month is also based on the probation officers professional opinion.

F6.62 **Table 6-34** indicates the total number of juveniles on probation for years 1998, 1999 and 2000 for MCJC and peers.

**Table 6-34: Total Juveniles Placed on Probation 1998-2000 <sup>1</sup>**

Year	MCJC	Lorain	Stark	Trumbull	Peer Avg.
1998	434	420	626	555	534
1999	482	350	655	541	515
2000	552	240	641	603	495

Source: Information request

<sup>1</sup>This data only includes juveniles does not include carry-overs previous years

As indicated in **Table 6-34**, Lorain County is the only peer who showed continued decline in total number of juveniles on probation. According to the Lorain County chief probation officer, the following factors have contributed to the reduction of total juveniles placed on probation:

- Reduction in total cases filed;
- Fewer severe crimes; and
- Increased use of local diversion programs.

According to the Lorain County chief probation officer, the judge and magistrates made a conscious effort to assign more juveniles to local diversion programs instead of placing them on probation. MCJC also uses local diversion programs. However, MCJC does not monitor the effectiveness of these programs to ensure that juveniles are receiving the appropriate services to correct behavior (see **F6.54**).

The increase in total juveniles on probation and caseload at MCJC from 1998 to 2000 may be due to several factors. Certain factors are external of the department, such as family life, school environment and peer association. Other factors are internal to the department, such as types of juveniles placed on probation and processes for terminating cases. However, MCJC has not made formal internal attempts to control the total number of juveniles on probation. While youths guilty of various offenses are placed on corresponding levels of probation, MCJC does not track the types of youth offenders assigned to the different types of probation on an annual basis or recidivism rates for juveniles on probation (see **R6.48**). The length of time it takes to terminate a case can also greatly affect the number of cases probation officers carry. If the termination process is not efficient, caseloads will be inflated because cases maintain active status until they complete the termination process. These probation officers may maintain contact with juveniles, even if the youth has fulfilled his or her probation requirements.

Currently, MCJC probation department uses the discretion of the probation officer when terminating regular probation cases. High risk and intensive probation officers use the COPS

program as a guide, but ultimately rely upon discretion and judgement for terminating cases. All termination of cases initially goes to the chief probation officer.

**R6.46** MCJC probation department should attempt to control the number of juveniles placed on probation. Specifically, MCJC should focus on internal factors which contribute to the level of probation, such as the process to terminate cases. MCJC should do a better job of removing youth from probation in a more timely manner. Caseloads increase when youth who should have been removed from probation remain on probation because of an inefficient termination process. A process should be created so that juvenile probationers are not on probation any longer than necessary. MCJC should make some modifications to the existing termination process so that youth are removed from probation soon after completing their probationary requirements. When this is accomplished, caseloads for supervision probation officers should be reduced. The chief probation officer could possibly focus on the efficiency of the case termination process if a probation officer position was added to the department (see **R6.36**).

F6.63 MCJC utilizes a risk assessment tool to determine the level and length of probation most suitable for a first-time juvenile offender. To determine this, common variables associated with recidivism are tested among juveniles from Mahoning County. The risk assessment tool used by MCJC was developed by professors associated with Youngstown State University's Criminal Justice Department. The group conducted empirical research to determine variables affecting recidivism rates specifically for juveniles in Mahoning County. The results of their research concluded that the following 14 variables impact recidivism rates in Mahoning County:

- Gender,
- Age at first arrest,
- Previous criminal behavior,
- Nature of current offense,
- Drug/Alcohol abuse,
- Level of parental control,
- Family composition,
- Family problems,
- Family arrest/incarceration history,
- Financial situation,
- School behavior,
- Peer relationships,
- Residence and,
- Race.

The results of the risk assessment tool are used to classify juveniles into levels of probation. The different levels of probation call for different levels of probationary supervision. **Table 6-35** summarizes the risk score categories used by MCJC’s probation department.

**Table 6-35: MCJC’s Supervision Level Based on Risk Score**

Supervision Level	Risk Score
Intensive Probation	31 and above
High Risk Probation	11-30
Regular Probation	0-10

Source: Information request

As **Table 6-35** indicates, youths scoring thirty-one points or above are assigned to intensive probation, those scoring between eleven and thirty points are placed on high risk probation and those scoring between zero and ten points are assigned to regular probation. However, the judge has a certain level of discretion in determining a youth’s placement and disposition. The judge is allowed an override privilege to the youth’s score on the risk assessment, but he or she should give a reason and basis for increasing or decreasing a youth’s level of probation. The developers of MCJC’s risk assessment tool state that the override privilege is necessary, but should be used in less than 20 percent of all cases. MCJC also only uses the risk assessment tool for first-time offenders. Repeat offenders are placed to a level of probation based on the discretion of the judge or magistrates and then sent directly to the chief probation officer and assigned to a probation officer.

F6.64 In conjunction with a risk assessment, other courts, such as Franklin County Juvenile Court, conduct a needs assessment of adjudicated youth. A needs assessment is an evaluation tool that is used to determine and prioritize the service needs of youths and their families. The risk assessment and needs assessment tools are used to develop an appropriate treatment strategy for youths placed on probation. **Table 6-36** summarizes the risk score categories and the needs score categories used by Franklin County Juvenile Court to determine which supervision level a youth should be placed.

**Table 6-36: Franklin County Juvenile Court’s Risk Score and Needs Score**

Supervision Level	Risk Score	Needs Score
High	21 and above	22 and above
Medium	20 to 10	21 to 10
Low	9 and below	9 and below

Source: Risk assessment sheet and needs assessment sheet

Based on the youth's combined risk score and needs score, a youth can either be placed on high, medium, or low supervision. If a youth scores 21 or above on the risk assessment and 22 and above on the needs assessment, the youth will be placed on high supervision. If a youth scores between 10 and 20 on the risk assessment and between 10 and 21 on the needs assessment, the youth will be placed on medium supervision. If a youth scores 9 or below on the risk assessment and 9 or below on the needs assessment, the youth will be placed on low supervision. The benefit of using a risk assessment in conjunction with a needs assessment is to provide a better way to match intervention services to a youth's treatment needs.

**C6.12** A risk assessment tool serves as an effective mechanism for identifying at-risk juveniles and assigning them to the proper level of probation. The decision on level of supervision for a juvenile is paramount to the rehabilitation process as different levels of probation call for different levels of supervision. The four different levels of supervision provide more concentrated services than the previous system.

**R6.47** Although having a risk assessment tool assists in assigning juveniles to levels of probation, MCJC should update the tool periodically to take into account variables which may change over time. Furthermore, the probation department should consider developing and using a needs assessment in conjunction with its risk assessment when conducting an investigation. While some of these areas are addressed in MCJC's risk assessment, they are not used to directly measure the service needs of a juvenile. The areas that a needs assessment should address include the youth's family relationships, educational needs, substance abuse history, health condition, employment history, community service needs and peer relationships. Through this assessment process, the evaluation tools help the probation department meet its goal of providing services to youth that directly address the reduction in criminal behavior. Research in the criminal justice field supports the concept that matching intervention services to a youth's treatment needs increases youths' motivation to stay in treatment. Research also shows these youth have better outcomes, meaning that they are less likely to commit another crime.

In addition, MCJC should consider using the risk assessment tool for repeat offenders. The risk assessment tool was created for the sole purpose of assigning juveniles to different levels of probation. By using the risk assessment tool for all juveniles, MCJC would be basing probation levels on a more objective basis.

F6.65 While the risk assessment tool is based on factors which contribute to recidivism in Mahoning County, MCJC does not track recidivism or success rates. This limits MCJC's ability to assess the effectiveness of residential and local programs, and probation department operations. To calculate recidivism and success rates, MCJC must use a standard protocol for the collection of pertinent data. MCJC's current system, the risk assessment tool, includes the necessary data elements to calculate and monitor this information. Some

possible benefits which can come from tracking recidivism and success rates include the following:

- Finding ways to motivate change in juvenile behavior;
- Implementing and using effective residential and local programs;
- Finding ways to gain community support for the recently discharged juveniles;
- Implementing effective counseling;
- Supporting the court's probationary decisions;
- Assessing the probation level's effectiveness;
- Evaluating the risk assessment tool's accuracy; and
- Assisting in future probationary planning.

**R6.48** MCJC should track and monitor recidivism and success rates for juveniles. Recidivism and success rates should be the essential measure of a rehabilitation program's and probation department effectiveness. For example, MCJC should calculate the average length of time a juvenile spends on probation and the number of successful termination probation cases. MCJC should use the data from calculating recidivism and success rates to assess effectiveness of residential and local programs, probation department operations and probation officers' performance. MCJC should either develop a database with its current technology to effectively compile and track this data or ensure that the upgrade to CourtView 2000 includes an application that could monitor and track this information (see **F6.17**).

F6.66 Recent national statistics from the Office of Juvenile Justice and Delinquency Prevention reported that 20 percent of the violent crimes committed by juveniles occur after school hours, between 2:00 p.m. and 7:00 p.m. During these evening hours, juveniles who are not involved in structured activities are more likely to become involved with illegal drugs, weapons, gang activities, and other delinquent acts.

Based on a comparison to the peer courts, Lorain County is the only probation department where probation officers are required to work evening hours. Lorain County requires that all probation officers work one night shift per week. Probation officers work flex time and have the choice of working between the hours of 10:00 a.m. to 6:00 p.m. and 12:00 p.m. to 8:00 p.m. Lorain County also employs part-time staff who assist in the monitoring of juveniles on probation during evening hours. Evening monitors primarily assist probation officers by making telephone calls to make certain juveniles are complying with their probation. In Stark County, probation officers set their own schedules and may choose to work some evening hours. Evening hours are from 12:00 p.m. to 8:15 p.m. During evening hours, probation officers are supposed to spend a majority of the time in the field making contacts with youth on probation. Trumbull County does not require night hours for probation officers. Probation officers work 8:30 a.m. to 4:30 p.m. each day of the week at Trumbull.

Currently, probation officers do not work evening hours and there is no policy requiring them to work evening hours at MCJC. Evening hours could allow probation officers to perform their job more effectively by providing greater public safety and understanding of juveniles actions. However, surveillance officers at MCJC work either four or five hour night shifts and normally cover the hours between 4:00 p.m. and 10:00 p.m. In certain cases of curfew violations, surveillance officers may work up until 1:00 a.m. While completing job duties during the evening hours, surveillance officers usually travel together for safety purposes. Their level of contact varies with the juveniles level of probation. Moreover, within the high risk and intensive levels of probation, surveillance officers frequency and type of contact varies with the juvenile's phase in the level of probation (see **F6.59**, **F6.60** and **F6.61**).

In addition, the City of Youngstown is currently participating in a federally funded Weed and Seed program. The program involves the community in an effort to revitalize the city by providing, among other things, evening hour patrols by police and community volunteers. MCJC is currently considering joining the Weed and Seed program by contributing to evening patrol duties. Evening hours could help probation officers understand and monitor juveniles in their non-school environment. In addition, by implementing evening hours for probation officers, MCJC could be able to use surveillance officers to perform additional activities to enhance overall operations, such as delivering court summons and notices (see **R6.26**).

**R6.49** Although surveillance officers do work evening hours, MCJC should evaluate the benefits of including an evening hour policy for probation officers considering that probation officers have more direct contact with juveniles and are ultimately responsible for juveniles placed on probation. The benefits of probation officers working evening hours include greater public safety and a better understanding of the youth being supervised. Public safety cannot come first if supervision, such as it sometimes is, takes place in the probation officer's office. Effective probation supervision should take place where youthful offenders live and work. While the office is rightfully the base of probation supervision, the neighborhood should be the place of supervision. Firsthand knowledge of where the youth lives, his family and his immediate and extended environment are critical elements of meaningful supervision. Such community probation should be highly visible, and this visibility should be positive in nature. Meaningful supervision also means that it is conducted at times not confined to the traditional 8:00 a.m. to 4:30 p.m., Monday through Friday, workday. To be effective, it must also be delivered during evening hours.

Furthermore, MCJC should consider joining the Weed and Seed program. MCJC could realize important aspects of juveniles by monitoring them firsthand in a non-school environment. The Weed and Seed program would allow MCJC to participate in an established community organization while initiating evening hours' policy simultaneously.

F6.67 MCJC does not use any automated processes to monitor youth who have been placed on probation. However, across the country several probation departments are using a high-tech tool for monitoring short-term, low risk probationers. For example, the Marion Superior Court Probation Department in Indianapolis, Indiana implemented the PAM (Probation Automated Monitoring System) kiosk, developed by AutoMon Corporation, which allows specific probationers to report using an ID card and then verifying their identity by placing their fingerprint into a fingerprint reading device. This combination triggers an ATM type machine to complete an interview with the probationer. During that interview the probationer is asked to verify some specific information, including any changes such as employment, where they live and if there has been any contact with the police. Questions about drug use can also be included.

Since its inception, this expedited caseload system has taken more than 650 cases that would have otherwise gone to the regular probation caseloads. This is a savings of between 15 & 20 cases per casework officer over a two-month period, and has saved casework officers more than 8-10 hours of work that would have been spent on new cases. Caseloads are down in numbers to their lowest in the past few years. The response from these "expedited" probationers has been very positive. There are currently plans to place other kiosks in other secure areas around town with 24 hour access.

F6.68 In the winter of 1992, the New York City Probation Department was told to cut \$3.3 million over four years, the salary equivalent of one-third of its 350 probation officers. A design team was hired to develop a new process based on the goal of protecting public safety through the treatment and rehabilitation of violent, high-risk offenders. The process uses a well-researched risk-assessment instrument to predict an offender's risk of arrest for a violent criminal act. It makes better use of scarce resources by focusing probation officer time on the most violent-prone offenders, and saves officers from time-consuming chores through the use of information technology. It replaces the old "one-size-fits-all" approach with a system of triage that sorts probationers according to risk and needs and provides different treatments for each. The following lists the key elements of the new system:

- Gain Sharing - To provide an incentive for staff to look for ways to save money and improve its business operations, and to gain the support of the union representing clerical workers and the probation officers association. The department worked out a gain-sharing agreement that provided one-third of any financial savings gained from the new system would be shared with employees. The money may be passed on in the form of higher salaries, increased training, or other direct benefits.
- Automated Case Tracking - The goal is to reduce administrative time spent by probation officers searching for items like reporting dates and re-arrest dates, and to

bring information from a variety of sources to the officer's desk easily and quickly so that probationers can be tracked through all stages of adult supervision.

- Automated Reporting Kiosks - One of the more creative aspects of the process is the use of technology for those at low risk of violence. Probationers in the non-enforcement track will soon report to kiosks being installed around New York City. There, they can engage in an interactive "interview" and enter data on their name, place of residence and current job status.
- Goals - Based on 10 factors established by the research on violence-prone people, the probation officer does a needs assessment and focuses on two or three major long-range goals such as maintaining steady employment with a career path. Short-term goals that support the long-term targets are also set so that the probationer can achieve small but important steps that demonstrate change.

The \$3.3 million cut took place and the department lost 78 employees. The re-engineered process was implemented across New York City in a phased plan. The new kiosk technology was developed over a two-year period

**R6.50** MCJC should continue to examine the possibility of using an automated reporting method for non-felons. At this time, there are very few juvenile courts using such a system to examine its effectiveness. However, several adult probation departments across the country have had success with the implementation of an automated reporting system. The benefits of an automated reporting system for non-felons are reduced caseloads for probation officers, increased supervision of youth, increased convenience for the youth and probation officer and a more automated system for collecting information on youth.

New York City's probation department spent \$925,000 implementing an automated reporting system. MCJC should consult with an automated reporting system provider to ascertain how much a similar system would cost in Mahoning County.

*Cluster Program and Residential Placements*

F6.69 A court order assigns juveniles to a residential placement facility. Ohio laws give courts and local agencies considerable discretion to determine the specific situations in which out of home placement is appropriate. The judge may assign youths to Cluster, Day Break or ODYS. If the judge considers the juvenile for a residential placement, the juvenile will be referred to Cluster. Cluster is responsible for assigning juveniles to residential placements. Cluster also reviews the juvenile’s overall social history to ensure the juvenile has exhausted all of the local services available. Cluster functions to serve youths who require a more intensive form of supervision than any services offered by the community by making referrals for juveniles to residential placement facilities. The Mahoning County group was founded in 1997. It is a conglomerate of ten local groups, broken down into five voting members and five non-voting members. **Table 6-37** shows members of Cluster:

**Table 6-37: Cluster Members**

Voting Members	Non-Voting Members
Mahoning County Juvenile Court	Youngstown City Schools
Mahoning County Children Services Board	Mahoning County Educational Service Center
Mahoning County Drug and Alcohol Addiction Services	Belmont Pines Hospital
Mahoning County Board of Mental Retardation and Developmental Disabilities	Youth Services/Adolescent Recovery Services
Mahoning County Mental Health	Family and Children First Counsel

Source: Interviews

The founders of the group decided to initiate a pooled fund with each voting member contributing funds. The non-voting members do not contribute funds because juveniles are not directly referred from these organizations. The initial amount was based on the percentage of juveniles referred by each member to the group. The amount has remained the same every year until 2001 when a 15 percent increase in contribution was agreed upon by all Cluster members. **Table 6-38** shows contributions to Cluster by each group for the year 2000.

**Table 6-38: MCJC Cluster Contribution for Juveniles Referred (2000)**

Cluster Member	Cluster Contribution	Percentage
Mahoning County Juvenile Court	\$75,000	17%
Mahoning County Children Services Board	\$225,000	53%
Mahoning County Drug and Alcohol Addiction Services	\$2,500	1%
Mahoning County Board of Mental Retardation and Developmental Disabilities	\$25,391	6%
Mahoning County Mental Health Board	\$100,000	23%
<b>Total</b>	<b>\$427,891</b>	<b>100%</b>

Source: Cluster information request

As indicated in **Table 6-38**, MCJC pays approximately 17 percent of the total pooled funds contributed to Cluster, making them the third highest contributor.

**F6.70** Cluster provides MCJC with quarterly statements on juveniles referred to residential placements through Cluster. However, these statements do not provide detailed information for juveniles specifically referred by or involved with MCJC. For example, the quarterly statements do not indicate which Cluster agency was involved with or referred the juvenile to Cluster. In addition, MCJC does not keep track of how much funding is allocated to juveniles originally referred or involved with the Court by Cluster. This prevents MCJC from determining if their contribution to Cluster is fiscally beneficial. In addition, as the residential placements selected by Cluster provide rehabilitation for juveniles’ specific needs, Cluster proves to be cost-effective at finding placement facilities to rehabilitate juveniles placed on probation. However, it appears that MCJC often chooses to send juveniles to ODYS instead of using Cluster’s services (see **F6.35**).

**C6.13** MCJC’s Cluster involvement provides a cost-effective means to place juveniles in the most appropriate residential placement facilities. MCJC should continue to take part in Cluster and seek proper rehabilitative placements for juveniles, as well as contribute to Cluster’s pooled fund.

**R6.51** MCJC should track and monitor the total amount of Cluster funding allocated to juveniles with court association to ensure the total cost of juvenile placement and their Cluster contribution remain cost-effective. In addition, the amount of juveniles referred and involved with each Cluster member, the actual costs of providing services to juveniles and the amount each Cluster member contributes to the pooled fund should be monitored on a periodic basis; and if appropriate, the amount of contributions from each member should be

updated to ensure that all of the members are benefitting from this collaboration. Also, since Cluster provides a quality and cost-effective way of placing juveniles in a rehabilitative environment, the court should consider referring appropriate juveniles to Cluster rather than sending them to ODYS. The benefits of sending juveniles to Cluster for placements as opposed to ODYS include the following:

- Ensure that services are provided in or near the local community and tailored for juveniles' specific needs;
- Ensure a cost-effective means of placing juveniles in facilities; and
- Allow MCJC to utilize the RECLAIM Ohio program more effectively as additional funds could be utilized to implement delinquency prevention programs.

F6.71 According to the cluster coordinator, juveniles from Mahoning County may be referred to Cluster when receiving services from two or more Cluster members. The members must agree that Cluster should be used to provide assistance for the juvenile. The agency first involved with the youth assigns a lead case manager, who refers the youth to Cluster. After a working plan is developed, Cluster decides if the juvenile is fit to be sent to a residential placement facility. During this stage, the parents of the juvenile are involved in the process by providing financial information and input into the service plan recommendation. When possible, parents are required to pay for services. However, MCJC does not use any guideline or tool to determine a parents ability to pay some portion of the child's services. The juvenile court judge, based on his or her criteria, determines whether or not a parent or legal guardian should pay for services. Other diversion and detention center programs expect juvenile's parents to pay for treatment through insurance or any other form that is available. If parents or legal guardians claim to be unable to pay, the court suggests alternative forms of payment, such as Medicaid or Children's Health Insurance Program (CHIP).

**R6.52** MCJC should consider developing a tool to determine a parent's or legal guardian's ability to pay for services at a residential placement facility. The tool should provide historical financial information on parents to determine a reasonable amount they could contribute to the residential placement facility cost. The tool should also include information about alternative forms of payment, such as Medicaid and Children's Health Insurance Program. MCJC could ensure parents or legal guardians provide appropriate support to their juvenile by having this tool in place.

F6.72 Cluster will recommend a juvenile to a residential placement facility only after all appropriate, less restrictive services available in Mahoning County have been exhausted. Cluster fills out a packet for every juvenile referred. If Cluster determines that not all local services have been used, the juvenile is denied placement in a residential facility and is sent back to the lead case manager with a recommendation for admitting the juvenile into a local

service. One exception to this rule is a decree by the judge or magistrate to send a juvenile to a specific placement.

Residential placement facilities provide services such as therapy and treatment to rehabilitate juveniles. Cluster will send applications to several residential placement facilities for each juvenile. The department uses various residential placement facilities throughout Ohio including two within Mahoning County. The department does not have a contract with any single residential placement facility which allows them to use any placement facility they prefer. However, a residential placement facility has the right not to accept a juvenile.

F6.73 If a juvenile referred to Cluster through the probation department is placed in a facility, the probation officer assigned to the juvenile at the time of referral will monitor the juvenile's progress through monthly reports provided by the facility and direct contact with the juvenile. Each facility states individualized mandates for the standard amount of direct contact with the juvenile. According to the Cluster Coordinator, most of the residential placement facilities require the case manager to visit monthly. There is a state mandate that requires case managers to also visit monthly. In addition, Cluster receives quarterly reports on juveniles' progress. According to the Cluster Coordinator, the average length of time a juvenile spends in a residential placement is approximately one year.

F6.74 When Cluster agrees to send a juvenile to a residential placement facility, a residential worker from Children's Services Board or MCJC, depending on who is the lead case manager, will look for appropriate facilities. According to the Cluster Coordinator, the process takes approximately one to two months. Two major factors contributing to this time frame are finding the most appropriate placement and the availability of space in a facility. Cluster will look for facilities in Ohio first, however, facilities outside of Ohio may be used as well.

During the one to two month wait, Cluster will decide what will happen to the juvenile in the mean time. Depending on the situation, juveniles may be required to stay in the detention center. The amount of time that the juvenile spends in these facilities and the related daily cost to hold the juvenile increases as the juvenile spends more time in the detention center.

**R6.53** To lower overall court costs, MCJC should focus on decreasing the amount of time juveniles spend in the detention center awaiting placement. Possible solutions to this include developing standard time frames to ensure Cluster's timely placement of juveniles and developing and implementing a risk assessment tool for juveniles in the detention center. To ensure Cluster's timely placement of juveniles, MCJC should become more directly involved in Cluster's placement procedures. In order to do this, MCJC will have to be trained in Cluster's processes and procedures. MCJC's Cluster representative should lead a MCJC-based committee to monitor the efficiency of the placement process. For further

explanation on detention center placement procedures, see the *Detention Center* subsection of this report (**F6.104**).

F6.75 MCJC also uses the services of Day Break and the United Methodist Community Center. Day Break is a program through the family service agency serving youths, ages 12 to 17, on a temporary basis. Daybreak has two contracts with MCJC: the Family Stability Block Grant and a regular contract. The United Methodist Community Center is a not-for-profit organization which provides services to juveniles in the Youngstown area.

Under the Family Stability Block Grant, MCJC may send juveniles for a maximum of five days to Day Break. MCJC sends juveniles to Day Break as an alternative to assigning juveniles to placements outside the home or to the detention center. According to the director of Day Break, MCJC usually sends unruly juveniles to Day Break. While in Day Break, juveniles have two family sessions and one individual session with counselors and receive shelter and meals. However, Day Break only functions as an assessor and does not provide treatment. The contract between MCJC and Day Break calls for a \$103.27 per day charge for all juveniles assigned to Day Break for the five day period. In 2000, MCJC spent approximately \$13,500 by sending juveniles to Day Break through this grant. After the five day stay, Day Break will send a recommendation for treatment of the juvenile to the family, MCJC and United Methodist. Upon completion of the five day stay at Day Break, all juveniles under the Family Stability Block Grant are assigned to United Methodist Community Center for 90 days. United Methodist Community Center uses the Day Break assessment along with their own assessment to formulate a treatment plan for the juvenile and family. MCJC also contracts with United Methodist Community Center through the Family Stability Block Grant. United Methodist Community Center conducts their own assessment of juveniles and in-home treatment to juvenile felony offenders and their families at a cost of \$35 per day. As both programs offer similar functions to juveniles, it seems programs to juveniles may be duplicated.

MCJC also uses Day Break for runaways and youths with unsatisfactory home lives. According to the chief probation officer, Day Break is used by MCJC as a temporary holding facility for a youth by providing them with a more stable living environment on a per diem basis. According to the director of Day Break, juveniles attend school, group activities, receives meals and receive shelter care while at Day Break. The average length of time a youth spends in Day Break is eight to ten days. The cost associated with this aspect of Day Break is \$61.50 per day per juvenile.

**R6.54** MCJC should consider sending juveniles paid through the Family Stability Block Grant directly to United Methodist Community Center. Specifically, MCJC should send unruly juveniles to the United Methodist Community Center. Since the United Methodist Community Center provides similar services as Day Break for unruly youths, it seems there

may be a duplication of tasks by sending juveniles to both programs. This would allow MCJC to allocate Family Stability Block Grant funding to other community based programs.

## C. Detention Center

### Food Services

F6.76 **Table 6-39** indicates the full-time equivalent (FTE) staffing levels for various positions of the food services division as of January 31, 2001.

**Table 6-39: Detention Center Food Service Staffing**

Classification	Total	FTEs
Food service and maintenance supervisor	1.0	0.33
Cook	4.0	2.80
<b>Total Food Service</b>	<b>5.0</b>	<b>3.13</b>

Source: Superintendent, Assistant Superintendent and Food Service Supervisor

As indicated by **Table 6-39**, the food services division of the detention center has 3.13 full-time equivalent employees including a food service and maintenance supervisor, two full-time cooks and two part-time cooks. The supervisor attributes a total of approximately 0.33 FTEs to supervising the food services division.

F6.77 **Table 6-40** indicates staffing levels for food services at MCJC and peer courts.

**Table 6-40: Food Services Budgeted Staff (FTEs)**

	MCJC	Trumbull	Franklin <sup>1</sup>	Hamilton <sup>1</sup>	Peer Average
<b>Cooks</b>	2.8	1.75 <sup>2</sup>	5.0	7.0	4.6
<b>Food service and maintenance supervisor</b>	0.33	0.5 <sup>3</sup>	1.0	1.0	0.8
<b>Total</b>	3.13	2.25	6.0	8.0	5.4

Source: MCJC

<sup>1</sup> Franklin and Hamilton County contract all food service operations.

<sup>2</sup> Trumbull County uses juveniles to prepare and serve meals.

<sup>3</sup> The cook at Trumbull also serves as the custodian.

As indicated by **Table 6-40**, the food service division at MCJC has the second lowest FTEs as compared to peers. Franklin and Hamilton counties have the highest number of FTEs and both contract out food services to a private vendor. Trumbull County does not contract out food services and uses approximately one less FTE than MCJC's food service division.

F6.78 **Table 6-41** presents staffing levels based upon the number of meals served and costs related to providing these meals at the MCJC food service division and the peer courts. MCJC and Trumbull County provide in-house food service operations while Franklin and Hamilton Counties contract out food service operations to a private vendor.

**Table 6-41: Meals Served in 2000**

	MCJC	Trumbull	Franklin <sup>2</sup>	Hamilton <sup>2</sup>	Peer Average <sup>3</sup>
<b>Total # FTEs</b>	3.13	2.25 <sup>1</sup>	6.0	8.0	5.4
<b>Total Meals Served</b>	66,417	57,058	130,900	241,238	143,100
<b>Number of Meals Served per staff member</b>	21,219	25,359	21,822	30,155	26,414
<b>2000 Total cost for Food Services</b>	\$153,300	\$101,400	\$314,900	\$526,000	\$314,100
<b>2000 Costs per meal</b>	\$2.31	\$1.78	\$2.41	\$2.18	\$2.20

Source: MCJC and peer detention centers

<sup>1</sup> Trumbull’s figure includes juveniles, who assist in serving meals.

<sup>2</sup> Franklin and Hamilton counties contract out for all food service; and Franklin and Hamilton data is based upon 1999 information.

As indicated by **Table 6-41**, MCJC’s food service division’s has the second highest cost per meal and served the lowest number of meals per staff member as compared to the peers. Trumbull County has the lowest cost per meal which is due in part to Trumbull County’s use of juveniles in serving and preparing food. Juveniles perform most of the kitchen duties including warming and serving food, as well as clean-up duties. Trumbull County currently employs one staff member to supervise food services in addition to performing other tasks not directly related to food services. Other factors that could be attributed to MCJC’s second highest cost per meal as compared to the peers include the following:

- The food services division is unable to purchase goods in bulk due to lack of storage space. Additionally, the food service division at MCJC does not maintain a comprehensive vendor list which would allow them to locate multiple vendors easier and obtain additional bids for food service purchases (see **F6.83** and **R6.60**).
- The food service division provides free meals to detention center staff who are in the complex while meals are served. In Stark County, only staff directly responsible for monitoring juveniles are entitled to one free meal per shift. In Trumbull County, youth leaders who eat at the detention center must reimburse the food services division \$1.00 per meal (see **F6.87** and **R6.64**).
- The food services division does not monitor and document the amount of food wasted and therefore, the division does not know if the amount of food wasted is significant (see **F6.88** and **R6.65**).

According to the county administrator, Mahoning County is considering consolidating food services for the Mahoning County Sheriff's Office (MCSO) and MCJC. According to the current contract with MCSO, the vendor charges 92 cents per meal which is based on total number of meals served per day from one location. In addition, the contract with MCSO's vendor includes a cost analysis for preparing meals in two separate locations. Based on the analysis provided by the vendor, MCJC's food service division would pay approximately \$1.13 per meal if MCJC and MCSO consolidated food service operations, which would result in a cost savings of \$1.18 per meal for MCJC's food service division. For further explanation of MCSO's food service operations, see the **Sheriff's Office** section of the report.

**R6.55** MCJC should consider implementing one of two options to become more cost-effective and increase its level of efficiency. One option is to use juveniles more in food service duties. Juveniles could perform kitchen duties under the supervision of one MCJC employee, which is similar to Trumbull County. Based on Trumbull County's food services division, MCJC's food service division could potentially reduce 2.8 FTEs cook positions. In addition, prior to using juveniles more in food service duties, MCJC should ensure that adequate security and supervision is provided.

MCJC should also consider consolidating food service operations with MCSO. Based on information provided by MCSO's vendor, consolidating food service operations with MCSO could result in a significant cost savings to MCJC and the County in general. When considering consolidating food services with MCSO, MCJC should ensure juvenile nutritional guidelines are met and juveniles are involved in food service operations where available.

*Financial Implication:* If MCJC used juveniles under its current food service operations, it could reduce 2.8 FTEs cook positions and therefore save approximately \$51,000 annually in salary and benefits costs. Based upon the potential cost savings of \$1.18 per meal (see **F6.78**) and the number of meals served by MCJC in 2000 of 66,417, it could save approximately \$78,000 annually by consolidating food services with MCSO.

F6.79 The responsibilities of the cooks in the food services division include the following:

- Preparing and serving food;
- Cleaning dishes, utensils, and the kitchen area including the food preparation equipment, counters and floor;
- Receiving and unloading deliveries at the dock; and
- Storing and distributing food.

According to the food services and maintenance supervisor, the staff functions as a team and is cross-trained in all food service areas. However, the food services division has not developed and implemented a formal work plan, which could assist staff in performing daily activities and allow management to ensure that activities needed to be performed are appropriately documented. In addition, specific job duties are unclear as several job descriptions are currently being updated.

**R6.56** The food services division should ensure organized job descriptions and work plans are developed and implemented to assist staff in performing daily activities. Job descriptions should include employee expectations and general duties, while a work plan should list specific daily activities for employees. An organized job description and work plan may help to eliminate possible confusion over job tasks and contribute to greater efficiency in the workplace. For example, cooks should be held responsible for ordering products, tracking the number of meals prepared and monitoring waste and inventory. In addition, the detention center should ensure that up-to-date job descriptions are developed for all divisions, including custodial and maintenance services. All food services' staff should document their work on a daily work plan to ensure proper job duties are completed. The work plans may be used by employees to verify work and by management for evaluations and job description updates. For further explanation on performance evaluations and job descriptions, see **F6.4** and **F6.5**.

F6.80 Food service operates seven days per week. There are two shifts for food service division employees. The two full-time cooks are assigned to work Monday through Friday, 9:30 a.m. to 5:30 p.m. The two part-time cooks work all weekends and holidays. Weekend coverage is the same as weekdays.

According to the detention center director, while there is no limit to the amount of overtime staff may work, the division has not had to use much overtime to provide food services to juveniles. Full-time cooks may receive overtime when part-time staff are unable to work. In addition, food service personnel are also able to receive overtime for non-related food tasks such as providing assistance with monitoring juveniles. One of the cooks is a former youth leader who, according to the detention center director, only monitors juveniles when no other youth leaders are available. Having food service personnel monitor youths may pose legal liability for MCJC. In order to obtain overtime of this nature, food service personnel must gain permission from the food service and maintenance supervisor. In addition, all overtime must be approved by the detention center director.

**R6.57** The detention center should consider developing more stringent policies/rules governing overtime. The policy should cover when food service staff may be granted overtime and how much overtime food service staff may work in a pay period. For example the policy could

keep employees from working over a certain amount of hours (e.g. 20 hours) in a given pay period, to limit the amount of overtime granted to staff.

F6.81 According to the food services and maintenance supervisor, turnover is not a significant issue. Many of the food service staff have been employed in the division for over five years. The majority of staff turnover is attributed to part-time employees. Relatively low wages, limited hours and required work on all holidays may attribute to the turnover of part-time employees. While the food service and maintenance supervisor informally meets with all departing staff, the division does not conduct formal exit interviews upon the end of their employment to obtain reasons for employee departure.

**R6.58** The food services division should consider conducting formal exit interviews with all employees. The information from exit interviews should be tracked and monitored to develop reasons for employees' departure. MCJC's food service division should develop a plan to correct reoccurring reasons for departure cited by former employees. In addition, the central human resources department at MCJC's food service division should be more involved in the exit interviews to better understand employee concerns and issues. For further explanation on exit interviews, see the **Personnel** section of this report.

F6.82 Currently, MCJC food service accounting activities such as tracking number of meals served involve a great deal of manual effort. While some technology support is available and used, there are opportunities for additional technology improvements in both the administrative and kitchen sites. For example, the food services division could use additional technology for the following functions:

- Maintaining and monitoring inventory (see **F6.83** and **R6.61**);
- Monitoring and documenting the amount of food wasted (see **F6.86** and **R6.64**); and
- Documenting and tracking meal counts and costs to ensure MCJC's food service division receives the appropriate reimbursements under the National School Breakfast and Lunch program (see **F6.88** and **R6.66**).

Current spreadsheets and database technology at MCJC's food service division could be used to assist in food service operations and track major food service functions over time. In addition, appropriate software could provide an accurate, efficient and effective means of managing food service's major functions by providing the following:

- Meal accountability,
- Inventory,
- Application processing,
- Nutrition analysis,
- Menu planning and costing,

- Commodity management,
- Food order planning,
- Waste accountability, and
- Food preparation.

MCJC's food service division would potentially realize a one time cost of purchasing and implementing the appropriate software, which would vary depending upon the number of applications and programs included in the software. Various school districts throughout the State use different software systems for their food service operations, which are generally much larger in scale than MCJC's food service division.

**R6.59** MCJC's food service division should consider implementing one of two options to become more efficient in tracking and monitoring food services. One option is to use spreadsheets to track and monitor various for food services activities. This would ensure that the food service division notes any significant variances in food service functions that occur over time and take appropriate actions to deal with these variances. The food service division could increase overall food operations accountability and efficiency by tracking and monitoring food service functions with spreadsheets. Another option to enhance technology is to implement appropriate software which would allow the food service division to track major functions of food services. Since the costs associated with implementing appropriate software can vary depending upon the number of applications and programs purchased, the costs associated with implementing the software could not be adequately estimated. Considering the relatively smaller scale of food service operations at MCJC as compared to school district food service operations, the option of using spreadsheet technology appears to be more feasible and appropriate.

F6.83 According to the food service and maintenance supervisor, the food services division is unable to purchase goods in bulk due to lack of storage space. The only time goods are purchased in bulk is at an annual food suppliers meeting. The food service supervisor has an agreement with one vendor to purchase certain items in bulk at the meeting. The vendor will deliver a set amount of the items weekly throughout the year.

The food service division at MCJC does not maintain a comprehensive vendor list which would allow them to locate multiple vendors easier and obtain additional bids for food service purchases, which would ensure that purchases are made in the most cost-effective manner. The majority of goods are purchased weekly through four area vendors. The detention center has been using these same vendors for the past five years. The food service supervisor verifies prices annually with the four vendors. Different vendors contact the division regularly, which according to the food service and maintenance supervisor, helps the detention center to receive the lowest prices. However, MCJC is not proactive in contacting additional vendors. If the food services division is in need of a product quickly,

the food service and maintenance supervisor may use a local vendor. Usually, the food service and maintenance supervisor will purchase the product from a local store. Furthermore, the food services division does not use Just In Time (JIT) contracts with vendors, which would allow customers limited storage space, such as the food service division at MCJC, to receive bulk prices.

**R6.60** To ensure that the lowest prices are obtained for purchases while not compromising the quality of the food, the food service division should establish and develop a current and comprehensive vendor list. This objective can be accomplished by ensuring that quotes are sought or obtained from new vendors for all service, equipment and supplies. The vendor list should be reviewed by the supervisor and new vendors should be sought annually.

Also, the food service division should consider negotiating Just In Time (JIT) contracts. A JIT contract would create a partnership between MCJC and a vendor whereby the food service division would agree to purchase a certain amount of inventory from a vendor annually and the vendor would agree to deliver inventory to MCJC when needed at a lower overall cost. In order to implement a JIT system, the food service division must keep an inventory of all goods (see **F6.83**). The food service division should consider seeking a JIT contract for food services and supplies as this would shift the responsibility of storage to the vendor, thus meeting the food service division’s limited storage area and assuring lower bulk rates.

F6.84 **Table 6-42** shows the normal weekly delivery schedule of the four main vendors according to the food service and maintenance supervisor.

**Table 6-42: Food Service Weekly Delivery Schedule**

	Monday	Tuesday	Wednesday	Thursday	Friday
<b>Vendor A</b>	No deliveries	Between 8:00 a.m. and 11:30 a.m.	No deliveries	No deliveries	Between 8:00 a.m. and 11:30 am
<b>Vendor B</b>	No deliveries	Between 8:00 a.m. and 11:30 am	No deliveries	No deliveries	Between 8:00 a.m. and 11:30 am
<b>Vendor C</b>	No deliveries	No deliveries	Between 8:00 a.m. and 11:30 am	No deliveries	No deliveries
<b>Vendor D</b>	No deliveries	No deliveries	Between 8:00 a.m. and 11:30 am	No deliveries	No deliveries

Source: Interviews

As indicated in **Table 6-42**, the food service division receives scheduled food deliveries three times per week. Each delivery day two vendors deliver goods between 8:00 a.m. and 11:30 a.m. According to the food services division, deliveries normally arrive on the scheduled

days. However, the food service division has not specified with the vendors the time during the day that deliverers should arrive. By not having a set delivery time, more than one vendor may arrive at the same time. This can adversely affect the operations in the food services division. For example, if Vendor A and Vendor B both arrive close to 11:30 a.m., there is a possibility that lunch may be served later than scheduled because items necessary for meals have not been delivered. Moreover, if Vendor A and Vendor B arrive at the same time, it is possible that staff may be unavailable to unload the delivery due to other required job tasks. Additionally, the food service and maintenance supervisor noted that custodial and maintenance deliveries occur daily.

Furthermore, Trumbull County has an agreement with its food vendors to help unload all deliveries, which requires only one staff person to assist in unloading and verifying orders. The food service division has not included this provision in the agreements with its vendors. As a result, the food service division uses additional staff to help unload deliveries that could otherwise be performing other appropriate activities in the detention center.

**R6.61** The food service division should consider establishing more specific delivery schedules with vendors. This would allow the detention center food, custodial and maintenance staff to plan their workday more efficiently and ensure that deliveries arrive in a more timely manner. In addition, the food service division should consider negotiating a formal agreement with vendors to help unload and store deliveries. By doing this, the food service division would only need to assign one employee to assist as well as verify orders and free up additional staff to perform other activities. Since no food deliveries arrive on Monday or Thursday, the food service division should also consider working with the vendors to spread delivery days out between vendors to avoid multiple vendors arriving at the same time.

F6.85 Although all delivery orders are checked in by detention center staff, a documented and monitored inventory of available goods in storage does not exist. The detention center has a walk-in freezer, walk-in cooler, two stand up coolers and two dry food storage rooms available for food storage. According to the food service and maintenance supervisor, the cooks will prepare food that has been in storage for a while to minimize wasted food and assure adequate storage. However, since the department does not document inventory, this process may be difficult.

In addition, the food service division does not keep a running and documented inventory of missing orders. If a delivery order is missing a certain item, the food service and maintenance supervisor responds in one of two ways. First, if the item is absolutely necessary for the current week's menu, he will contact the vendor and ask them to deliver the item. If the item is not absolutely necessary for the current week's menu, the supervisor will contact the vendor and ask that the item be delivered the following week during the

normal delivery routine. Since the food service division does not document missing orders, vendors may not be held fully accountable for deliveries.

**R6.62** The food services division should maintain and monitor a running inventory of all products. Maintaining an accurate up-to-date inventory could provide the following benefits:

- Improve process of creating menus;
- Improve the process of ordering necessary products; and
- Allow the division to analyze and verify food costs.

If the food service division uses only one staff member to unload, store and verify orders (see **R6.60**), a different staff member should document and monitor inventory to ensure internal controls are adhered to and an adequate separation of job duties. In addition, the food service division should document weekly deliveries and note all discrepancies in orders by maintaining and tracking a list of missing orders. One possible way to perform this task is by developing and using a spreadsheet. Discrepancies should be brought to the attention of vendors as soon as possible to ensure the division receives all of its products.

F6.86 The food service division does not have a written policy on the number and types of meals to be served daily to juveniles. Juveniles in the detention center receive three meals a day and a snack. In addition, juveniles receive three to four hot breakfast meals per week during the school year. When school is not in session, the juveniles receive cold, continental style breakfast seven days a week. Lunch and dinner are always served hot. Hot meals may consist of a main course or side dish served hot.

The number of hot meals provided by the food service division is in excess of the amount required by the ACA, which is two hot meals to be served daily. In addition, ODYS requires only one hot meal to be served in a day. Despite these standards, participation in the National School Breakfast and Lunch program does not require a hot breakfast meal to be served on the weekdays to qualify for reimbursement. The National School Breakfast and Lunch Program's prerequisite for reimbursement is that the meals fulfill the daily nutrition requirements for youths. Trumbull and Stark counties serve cold breakfasts to juveniles all year. Cold breakfasts can be as nutritional as hot breakfasts. Furthermore, serving cold breakfasts could result in a cost savings for the food service division by saving on staff's food preparation time. According to Cuyahoga County Juvenile Court, it would need one less staff person to prepare and serve cold breakfasts.

**R6.63** The food services division should implement a written policy and procedure concerning the number and types of meals to be served daily. The policy should include standards set by the ACA and ODYS addressing the following:

- Ensuring adequate diets for juveniles; and
- Ensuring the assistant detention center director’s review of menus complies with ACA nutrition standards.

F6.87 In addition to providing meals to resident youths, the food service division also provides free meals to detention center staff. Meals are made available to all detention center staff who are in the detention center complex while meals are served. In Stark County, only staff directly responsible for monitoring juveniles are entitled to one free meal per shift as part of their benefits. In Trumbull County, youth leaders who eat at the detention center must reimburse the food services division \$1.00 per meal. At MCJC, approximately five FTEs are required to monitor juveniles during meals. According to the food service and maintenance supervisor, the maximum number of possible staff to eat a meal at any shift time is 16. In addition, staff are not required to turn in a ticket or submit a meal schedule which would allow kitchen staff to better plan the number of meals to prepare. In contrast, Hamilton County Juvenile Court does require staff to turn in a ticket and submit a meal schedule.

**Table 6-43** illustrates total number of meals served to MCJC’s staff in 2000 and annual costs associated with serving five FTEs three meals per day.

**Table 6-43: Total Meals Served to Staff, 2000**

	MCJC 2000	Costs for 5.0 FTEs	Costs for Serving More Than 5.0 FTEs
<b>Meals Served</b>	9,147	5,475	3,672
<b>Cost Per Meal</b>	\$2.31	\$2.31	\$2.31
<b>Total Cost</b>	\$21,100	\$12,600	\$8,500

Source: Interviews

As indicated in **Table 6-43**, the food service division spent approximately \$21,100 in 2000 to serve meals to staff, while total estimated annual costs for serving five FTEs three meals per day is approximately \$12,600. The difference in total meals served accounts for meals served to staff not directly responsible for monitoring juveniles.

**R6.64** The detention center should establish a policy that dictates the number of staff permitted to receive a meal at no cost. For instance, youth leaders required to monitor juveniles should receive free meals considering that they are specifically assigned to monitoring juveniles. To offset the costs of providing meals to additional staff, MCJC should consider charging a \$2.75 meal price to all other staff. Furthermore, the detention center should consider including in the policy a procedure that requires staff to submit a meal ticket and/or weekly schedule in advance to the food service division. This would allow the division to order and

prepare an adequate, but not excessive, amount of food and determine which staff are permitted to eat at no cost in the detention center.

*Financial Implication:* MCJC could save about \$8,500 annually by only allowing employees who monitor juveniles to receive a free lunch. Furthermore, MCJC could further offset costs by \$8,400 annually by charging employees who do not monitor juveniles \$2.30 for meals. The net financial implication of this recommendation is a cost savings of \$16,900 annually.

F6.88 According to the food service and maintenance supervisor, meals are prepared according to the number of juveniles and staff in the detention center. However, because the number of juveniles fluctuates daily, cooks will prepare more meals than necessary to accommodate possible new resident youths. In addition, since all detention center staff are permitted to be provided a meal (see **F6.85**), the number of detention center staff receiving a meal also fluctuates on a daily basis. Since the number of juveniles and staff fluctuates on a daily basis, meal planning can be difficult and the amount of food wasted could potentially be high. According to the food services and maintenance supervisor, the majority of wasted food in the division comes from juveniles not finishing their meals. In addition, the food service and maintenance supervisor indicated the cooks waste very little of the prepared food and that stored food is never wasted. However, the food services division does not monitor and document the amount of food wasted, which is a standard established by ACA, on a spreadsheet or by using software with such capabilities (see **F6.80**). Due to this, the division does not know if the amount of food wasted is significant.

**R6.65** The food service division should monitor and document the amount of food wasted to better plan meals served and possibly lower overall costs. To assist in this process, the food service division should consider using a spreadsheet or purchasing software with capabilities of recording and documenting waste. (see **R6.58**). If the food service division determines that the amount of food wasted is significant, strategies should be developed and implemented to minimize the amount of food wasted, such as only allowing a specific group of employees to be provided with a meal at no cost (see **R6.63**).

F6.89 In addition to overseeing the daily activities of food service staff, the food service and maintenance supervisor is responsible for filling out orders and meal planning. The food service and maintenance supervisor creates a monthly menu based on his perception of juvenile's preferences and nutritional value. Although the menus are based on the food service and maintenance supervisor's perception of juvenile's preference and nutritional value, formal internal reviews of its compliance with nationally accepted standards with regards to food service operations, such as meal planning and developing menus, has not been conducted by the food services division. However, Cuyahoga County Juvenile Court has developed a Quality Assurance Review Process to assess its overall detention center operations, including food service operations, based upon ACA accreditation standards.

Menus are completed on a spreadsheet during the middle of the preceding month. The assistant detention center director, who holds a degree in nutrition, reviews menus to ensure nutritional value. However, a checklist based on ACA standards is not used when creating menus or verifying meals for nutritional value. By using a checklist based on ACA standards, the food services division would be ensuring the nutritional value of meals in an objective manner.

**C6.14** Nutritionists have the educational background to provide appropriate information on menu quality and meal planning. By having a nutritionist confirm the nutritional value of menus, the food service division complies with one aspect of ACA standards regarding meal planning.

**R6.66** While the assistant director reviews menus for nutritional value, the food service division should further review menus to ensure compliance with nationally recommended food allowances. MCJC should consider conducting a formal review process of detention center operations, including food services, based upon ACA standards to ensure it is meeting necessary standards. MCJC should contact Cuyahoga County to obtain the necessary information on how to conduct such a review process. In addition, the food services division should develop a checklist based upon ACA standards when reviewing the nutritional value of meals, which would ensure that the division is basing its decisions about nutritional value on an objective basis.

F6.90 MCJC received reimbursements of \$64,286 in 2000 from the National School Breakfast and Lunch program. However, based upon the reimbursement rates and number of meals served in 2000, the detention center could have qualified for approximately \$66,000 in reimbursements. The discrepancy in the amount of reimbursements can potentially be attributed to tracking and maintaining meal counts manually. The food service and maintenance supervisor and detention center secretary manually complete daily reports indicating the number of juvenile and staff meals served. This documentation is necessary for participation in the program and also allows for an assessment of the costs to provide meals to staff.

In addition, the detention center receives food from the United State Department of Agriculture (USDA) surplus commodities program. However, the amount of food received from the program is not documented or tracked. This program provides a dollar value or entitlement which may be applied toward commodities stocked by the USDA. The detention center is required to pay for processing and shipping charges. The food services division places orders through the Ohio Department of Education's Child Nutrition Services in Columbus. A list or inventory of stock is available toward which the division and other eligible entities may select and apply their entitlement.

**C6.15** The food services division at MCJC reduces costs associated with food services by spending the allotted entitlement and participating in the National School Breakfast and Lunch program and surplus commodity program. By taking advantage of these programs, the food service division at MCJC has more revenue available to fund other critical operations.

**R6.67** MCJC's food service division should ensure that all eligible costs under the National School Breakfast and Lunch program are accounted for and reimbursed. This could be accomplished by documenting and tracking meal counts in a spreadsheet or database as opposed to only manually tracking the information. In addition, the food service and maintenance supervisor should periodically review the data and reconcile the reimbursements received from the program to the amount MCJC is entitled to receive. The division should also continue to purchase food through the USDA surplus commodities program to receive goods at discounted prices and document and track the amount of food received from this program. The division should consider ordering and incorporating more goods from this program when creating menus. Furthermore, the food service division should ensure that all eligible entitlements associated with the surplus commodities program are considered.

*Financial Implication:* As presented in **F6.90**, MCJC received reimbursements of \$64,286 in 2000 from the National School Breakfast and Lunch program. However, based upon the reimbursement rates and number of meals served in 2000, the detention center could have qualified for approximately \$66,000 in reimbursements. Therefore, the food service division could offset costs by approximately \$1,700 annually by ensuring that all eligible costs under the National School Breakfast and Lunch program are accurately accounted for and subsequently reimbursed.

F6.91 In order to receive ODYS 502 funding for food services, ODYS requires MCJC to be inspected annually by the Youngstown City Health District. According to MCJC, the food service division has passed all of the inspections, including passing the inspections in 1999 and 2000. This shows that the food service division is meeting local standards for food service operations. Although the food service division has passed these inspections, a written policy manual defining ACA standards to ensure that the detention center functions under these standards does not exist at MCJC. ACA standards require written policies for various functions, such as policies ensuring that the food service division complies with appropriate federal, state and local health and sanitation codes. In addition, MCJC does not adhere to specific ACA standards as indicated throughout this report (see **F6.84**, **F6.86**, **F6.87**, **F6.89** and **F6.93**).

**C6.16** By successfully passing the Youngstown City Health District's annual inspections, the food service division at MCJC ensures it is meeting local standards for food service operations. In addition, by volunteering to be inspected, MCJC receives ODYS 502 funding for food

services, which reduces the amount of General Fund monies needed by MCJC’s food service division.

**R6.68** MCJC should develop written policies to ensure that it adheres to appropriate ACA standards, including all appropriate health and sanitation codes. These policies should also ensure that all federal, state and local health standards are met and that MCJC be inspected annually by the Youngstown City Health District. By developing written policies to meet these standards, MCJC will better ensure that its detention center operations are functioning effectively.

*Custodial and Maintenance Services*

F6.92 MCJC currently employs 4.23 FTEs as custodians and 2.63 FTEs as maintenance workers. The food service and maintenance supervisor oversees all custodial, maintenance and food services staff. The staffing levels in the division as of February 1, 2001 are shown in **Table 6-44**.

**Table 6-44: Custodial and Maintenance Service Staffing**

Classification	Total # of custodians	FTEs	Total # of maintenance	FTEs
Food service and maintenance supervisor	1	0.33	1	0.33
Staff	6	3.9 <sup>1</sup>	5	2.3
<b>Total</b>	<b>7</b>	<b>4.23</b>	<b>6</b>	<b>2.63</b>

**Source:** Detention center director and food service and maintenance supervisor

<sup>1</sup> Part-time staff’s workday is comprised of approximately 75 percent custodial duties and 25 percent maintenance duties.

There are three full-time custodial staff who each cover one shift, Monday through Friday, at the detention center. Three part-time custodians are assigned to each shift during the weekend. Custodial staff are responsible for all general housekeeping and cleanup duties. All full-time custodial and maintenance staff are cross-trained to handle the various positions in the division and work a standard 8-hour day, 5-day work week. Part-time staff work weekends and holidays, usually 16 hours per week. According to the food service and maintenance supervisor, part-time staff’s workday is comprised of approximately 75 percent custodial duties and 25 percent maintenance duties. All custodial and maintenance staff cover shifts of 8:00 a.m. to 4:00 p.m., 4:00 p.m. to 12:00 a.m. and 12:00 p.m. to 8:00 a.m. Staff coverage for cleaning is seven days a week and 24 hours per day.

F6.93 **Table 6-45** presents a comparison of the custodial staff in MCJC’s custodial and maintenance division and the peers. Since each detention center’s custodial and maintenance division is structured somewhat differently, this analysis attempts to include all staff members that perform the same custodial functions performed at MCJC’s detention center. For a comparison of maintenance staffing levels, see **F6.94** and **Table 6-46**.

**Table 6-45: Comparison of Facilities Divisions: Custodial Services**

	MCJC	Stark <sup>2</sup>	Trumbull	Hamilton <sup>3</sup>	Peer Average
<b>Number of Sites</b>	1	1	1	1	1
<b>Building Square Feet Maintained by Custodians</b>	59,046	12,128	18,500	150,000	60,209
<b>Food Service and Maintenance supervisor FTE<sup>1</sup></b>	0.3	0.0	0.1	0.0	0.0
<b>Custodians FTE</b>	3.9	0.0	0.5	7.0	2.5
<b>Square Feet Per Custodial Staff</b>	15,140	N/A	37,000	21,429	29,214

**Source:** MCJC food service and maintenance supervisor; Peer Information

<sup>1</sup>Food service and maintenance supervisor is not added to FTE’s for comparative purposes

<sup>2</sup>Stark does not have custodians for their building, they use youth leaders and juveniles

<sup>3</sup>Hamilton figures based on 1999 data

As presented in **Table 6-45**, MCJC’s custodians maintain the lowest square footage per custodial staff as compared to peers. In Trumbull County, custodians cover over twice as much area as custodians at MCJC’s custodial and maintenance division. However, Trumbull County uses juveniles more to complete custodial duties than MCJC’s custodial and maintenance division (see **F6.92**). In addition, Stark County uses youth leaders and juveniles to perform the majority of custodial job activities (see **F6.92**). In addition to the benchmarks provided in **Table 6-45**, the International Facilities Management Association (IFMA) compiles data from a wide array of industries indicating staffing benchmarks. Based upon IFMA data, the average square footage per custodian in a multiple use facility, which is comparable to a detention center, is about 14,300 square feet per custodian.

At MCJC’s custodial and maintenance division, workload assigned to the custodians is not based upon square footage of the building. Instead, each custodian is assigned specific areas to clean. Furthermore, MCJC’s custodial and maintenance division does not have a quantitative methodology to assign custodial staff. As a result of not using a quantitative method to assign custodial staff, the workload may not be evenly distributed among the custodial staff.

F6.94 According to the custodial supervisor, juveniles are responsible for daily general cleaning of their rooms and weekly cleaning of the living area, restroom and shower area. However, the juveniles’ responsibilities are not specified in detail with regard to frequency, type of clean up of the unit or individual living space. By detailing the clean up responsibilities of

juveniles, the detention center could potentially use juveniles on a more routine and consistent basis to perform various clean up activities. This could free up more time for custodial staff to perform other activities. Youth leaders at MCJC are not required to perform any cleaning duties. All other cleaning duties are performed by custodial employees.

Peers' detention centers use both youth leaders and juveniles to perform custodial duties. In Stark County, juveniles and youth leaders perform daily cleaning duties. Youth leaders on the midnight shift perform more cleaning duties than youth leaders on morning and afternoon shifts. Custodial work requiring machinery or chemicals is completed by the youth leaders. The maintenance employee at Stark County also assists in some cleaning duties. In Trumbull County, juveniles in the holding facility are responsible for all clean up. They clean four times a day and are supervised by a custodial supervisor. Juveniles in Trumbull County perform all of the cleaning duties completed by MCJC custodians. Involved cleaning duties requiring chemicals or restricted areas are given to adjudicated juveniles considered to be on good behavior. Juveniles do not operate any machinery such as an electronic buffer. In addition to being cost-effective, the peers' use of juveniles to perform custodial duties allows the juveniles to be productive, and could potentially instill a sense of work ethic and responsibility in the juveniles. These factors could contribute to a positive impact on juvenile behavior, while maintaining cleanliness in the detention center.

**R6.69** MCJC's custodial and maintenance division should consider using juveniles to perform cleaning duties on a more frequent basis. The juveniles' cleaning activities should be developed and incorporated in the detention center policy and procedures manual. In addition, the juveniles' cleaning responsibilities should be developed as a schedule in the same manner as cleaning personnel duties are outlined in a cleaning schedule (see **F6.91**). This should be included in the orientation packet or manual provided to juveniles when they arrive or incorporated as part of an operating manual for the units. Furthermore, the detention center should ensure that any cleaning activities assigned to juveniles are in accordance with current laws and regulations. Based upon the square footage maintained by Trumbull County, MCJC's custodial and maintenance division could reduce 1.9 FTE custodian positions by using juveniles to perform more cleaning activities.

MCJC's custodial and maintenance division should also consider involving youth leaders in custodial duties, such as handling chemical or cleaning agents, which may be harmful to juveniles. Youth leaders on the midnight shift should be responsible for more detailed cleaning duties without impacting or affecting their supervision duties. For instance, currently, MCJC has at least two youth leaders monitoring juveniles. By implementing this recommendation, one youth leader could clean the area outside of juveniles' rooms while another monitors the control room. For a detailed assessment of youth leaders staffing levels, see **F6.101**.

If MCJC would maintain the current structure of the custodial and maintenance division, the custodial and maintenance division should develop a methodology for allocating custodial staff to areas by using quantitative data such as square footage to determine the most efficient staffing levels. When establishing an allocation methodology, the custodial and maintenance division should consider square footage to be cleaned, number of juveniles cleaning, number of special facilities, number of restrooms, types of floor covering and required level of cleanliness.

*Financial Implication:* Based upon the square footage maintained by Trumbull County, MCJC's custodial and maintenance division could reduce 1.9 FTE custodian positions by using juveniles to perform more cleaning activities. The custodial and maintenance division at MCJC could save approximately \$38,000 annually in salary and benefit costs by reducing 1.9 FTE custodial positions.

- F6.95 ACA accreditation standards recommend that a facility have a written housekeeping plan for its physical plant. This cleaning schedule should specify duties assigned to personnel and juveniles. The policy and procedures manual for the detention center discusses that juveniles have the responsibility of helping clean and maintain the living area and units.

ACA accreditation standards also recommend that a facility have a written policy, procedure, and practice requiring weekly sanitation inspections of all facility areas beyond the inspections of government officials. MCJC's detention center manual does not specifically state that it will have a system in place for regular monitoring of housekeeping and sanitation practices. However, the food service and maintenance supervisor receives daily reports on completed work and daily inspections.

- R6.70** The detention center should include all cleaning and inspection policies as required by the ACA into their written policy manual. The policies should include maintaining a specific cleaning schedule and requiring weekly sanitation inspections. This would provide clarity over any unsure issues and serve as a resource for employees.

- F6.96 Maintenance staff assist in the upkeep of the detention center equipment and property. There are two full-time maintenance employees who work one shift. The two full-time maintenance staff and food service and maintenance supervisor have been employed at the detention center for a total of 26 years and all have previous maintenance experience. Two part-time maintenance employees work on weekends and holidays, and are responsible for repairing, adjusting, replacing and cleaning equipment. **Table 6-46** presents a comparison of the maintenance staff at MCJC's custodial and maintenance division and peers.

**Table 6-46: Comparison of Facilities Divisions: Maintenance**

	MCJC	Stark	IFMA
Number of Sites	1	1	1
Building Square Feet per Maintenance Staff	59,046	12,128	N/A
Food Service and Maintenance Supervisor FTE <sup>1</sup>	0.3 <sup>1</sup>	0.0	N/A
Maintenance FTE	2.3	1.0	N/A
Square Feet Per Maintenance Staff	25,672	12,128	21,000

Source: Food service and maintenance supervisor

<sup>1</sup>Food Services and Maintenance Supervisor is not added to FTE for comparative purposes

As presented in **Table 6-46**, maintenance employees at MCJC are responsible for over double that of maintenance employees at Stark County. In Trumbull County, the detention center is not responsible for maintaining equipment. All maintenance is completed by the county maintenance department. If equipment breaks down, the detention center contacts the county maintenance department for service. In addition, MCJC’s custodial and maintenance division maintains more square footage per maintenance staff as compared to IFMA benchmark. IFMA data show the average square footage per maintenance employee in a multiple use facility comparable to a detention center to be approximately 21,000 square feet per maintenance employee.

**C6.17** MCJC’s maintenance staff is maintaining the highest number of square feet per FTE as compared to Stark County and IFMA benchmark. Based upon these staffing comparisons, it appears that the maintenance operations are adequately staffed. Establishing staffing of the maintenance operations at an appropriate level ensures that the work is being completed effectively while efficiently using General Fund resources.

F6.97 Maintenance staff job duties include performing most electrical, plumbing and mechanical repairs; painting, installing carpet, constructing garages and offices; and spreading salt and mowing grass. According to the food and maintenance supervisor, the maintenance staff are not required to be certified in their respective fields. Because maintenance staff are not required to be certified in their respective fields, staff may not have proper and up-to-date knowledge and skills required to perform certain maintenance duties. Some benefits of having staff certified in their respective fields include the following:

- Ensure technical competency in respective fields;
- Ensure safety regulations are met; and
- Increase knowledge in respective fields.

**R6.71** MCJC should consider requiring current and new maintenance staff employees to be certified in all practices and procedures they may undertake. Specifically, the custodial and maintenance division should ensure that maintenance staff are trained in craftsmen's trades including electric, plumbing, construction and mechanics. This would ensure that maintenance staff have appropriate knowledge and acquired skills to perform specific maintenance duties.

F6.98 Custodial and maintenance service at MCJC does not maintain an up-to-date vendor list. The detention center provides juveniles with toiletries including toothpaste, combs, soap and toothbrushes. These and other purchases are made through one of three vendors. Additional vendors have been added to the list when prices of existing vendors increased significantly. Since the current supervisor has been employed at MCJC, only one or two vendors have been added to the list.

**R6.72** To ensure that the lowest prices are obtained for purchases while not compromising the quality of the work, MCJC's custodial and maintenance services division should establish procedures that ensure its vendor list for custodial and maintenance services is current and comprehensive. The same process outlined in **R6.59** for the food services vendor list should be applied to the custodial services vendor list, such as ensuring that quotes or catalogs are sought or obtained from new vendors for all service, equipment and supplies. In addition, the detention center should consider developing and implementing a competitive purchasing process using term agreements. This process should further ensure that the lowest prices are obtained for purchases while not compromising quality.

F6.99 Maintenance workers inspect all of the Heating, Ventilation and Air Conditioning (HVAC) equipment twice every eight hours. Each piece of equipment is tagged and maintenance workers sign off on the tag after the equipment has been properly inspected. General equipment maintenance is completed twice annually. General maintenance includes, but is not limited to, changing oil, belts and filters. The food service and maintenance supervisor keeps a list of dates and times to change filters. However, a written preventive maintenance plan stating all procedures which need to be completed at certain times does not exist at the detention center. Furthermore, preventive maintenance data is tracked and documented manually as opposed to using a spreadsheet or computer program. Due to this, pertinent information regarding preventive maintenance may not be easily accessible and fully reliable.

**C6.18** Checking HVAC equipment daily helps to ensure machines are operating appropriately and potential problems are identified at an early stage. Also, having a written schedule of when to change filters adds to equipment longevity. Noticing and correcting a preliminary problem, as well as changing filters as scheduled, may save MCJC time and money in the long run.

**R6.73** The custodial and maintenance division should develop a written preventive maintenance plan for each piece of equipment. This can be easily accomplished by monitoring manuals for each piece of equipment. Most equipment manuals include a suggested maintenance schedule for the specific piece of equipment. The detention center should keep these manuals and use them to develop a preventive maintenance plan to ensure the maximum use out of each piece of equipment. Also, the detention center should document specific preventive maintenance procedures as they are completed. The documented preventive maintenance plan should be kept in a spreadsheet or software program to ensure that the plan is effectively documented and monitored (see **F6.80**). Some benefits of documenting and using a written preventive maintenance plan include the following:

- Ensure timely completion of specific preventive maintenance duties;
- Assure accurate instruction for preventive maintenance duties; and
- Ensure complete equipment service.

If the custodial and maintenance division implements a preventive maintenance plan, it will be better able to maintain and service equipment.

F6.100 According to the food service and maintenance supervisor, equipment is retired when it is unable to be used anymore. Every January the food service and maintenance supervisor fills out a manual inventory of all equipment, which includes purchase date and purchase price. However, the information does not include where the equipment was purchased, retire date, and age of equipment.

Old equipment will be resold if possible. However, the custodial and maintenance division does not have a buy-back agreement with any vendor. All out-dated equipment not able to be sold back is disposed. The majority of the equipment is purchased through a government catalogue. The remaining equipment is purchased through local vendors. According to MCJC, the County maintains a current inventory of all equipment.

**R6.74** Although the County maintains a current inventory of all equipment purchased, MCJC should work with the County to obtain necessary information so that MCJC can be fully aware of its current inventory of equipment including the following data on all of its equipment:

- Date of purchase,
- Where the equipment was purchased
- Retire date, and
- Age of equipment.

The custodial and maintenance division should use a spreadsheet to maintain and monitor inventory and related information, which would allow for data to be easily accessible and more reliable. In addition, the custodial and maintenance division should consider implementing a buy-back schedule with a vendor, which would allow the custodial and maintenance division to continually restock older equipment on a more frequent basis.

*Juvenile Supervision*

F6.101 **Table 6-47** indicates the full-time equivalent (FTE) staffing levels for various positions responsible for supervising juveniles.

**Table 6-47: Juvenile Supervision Staffing**

Classification	Budgeted	Filled	Vacant
Detention Center Director	0.33	0.33	0.00
Assistant Detention Center Director	1.00	1.00	0.00
Chief Supervisor	1.00	0.00	1.00
Program Director	1.00	0.00	1.00
Admissions Officer	1.00	1.00	0.00
Counselor	1.00	1.00	0.00
Admissions/Receptionist	4.20	4.20	0.00
Supervisor	4.20	4.20	0.00
Youth Leader I and II	27.00	17.00	10.00
<b>Total Detention Center Staff</b>	<b>40.73</b>	<b>28.73</b>	<b>12.00</b>

Source: Information request

As indicated in **Table 6-47**, 40.73 budgeted FTEs are responsible for providing supervision to juveniles. The detention center director is the chief administrator of the detention center and reports directly to the juvenile court judge. The detention center director sets and applies all departmental policy, evaluates all detention center programs and provides detention center statistics to the Court and all appropriate agencies as required. The assistant detention center director is responsible for all staff and juvenile behavioral issues in the detention center, and also coordinates all school and recreation schedules.

F6.102 The chief supervisor and the program director positions at MCJC’s juvenile supervision division are currently vacant. The chief supervisor position acts as the head supervisor on the floor of the detention center. The chief supervisor works on a flex time schedule to

ensure proper procedures are followed on all shifts. Currently the chief supervisor position is covered by the detention center director, assistant detention center director and a supervisor. In Stark and Trumbull Counties, the chief supervisor position does not exist. Rather, the youth leader with the most tenure fulfills these duties on each shift.

The program director is responsible for overseeing all activities and programs provided by the juvenile supervision division for juveniles in the detention center. The program director position has been vacant for two years. The assistant detention center director has acted as the program director for the juvenile supervision division while the position has been vacant. Assuming the duties of the program director have slightly increased the assistant detention center director's workload. In Trumbull County, all program director functions are completed by the chief probation officer. In Stark County, the youth leaders perform duties related to the program director position at MCJC.

**R6.75** Considering that the peers are able to adequately function without specific chief supervisor and program director positions, these positions have been vacant for an extended period of time, and duties of these positions have been performed by other appropriate staff without the use of overtime, the detention center should not fill the vacant chief supervisor and program director position. In addition, the juvenile supervision division should further assess the staffing levels in relation to the duties and tasks performed by the chief supervisor and program director positions to ensure that these job functions have been adequately redistributed and are being effectively performed.

*Financial Implication:* By not filling the chief supervisor and program director positions, MCJC could save approximately \$65,000 annually in salary and benefit costs.

F6.103 **Table 6-48** shows juvenile supervision staffing levels at the juvenile supervision division compared to the peers.

**Table 6-48: Juvenile Supervision Staffing Comparison**

	Mahoning Budgeted	Mahoning Actual	Stark	Trumbull	Peer Average
Supervisor	4.2	4.2	3.0 <sup>1</sup>	3.0 <sup>2</sup>	3.0
Youth Leader I (FTEs)	13.8	9.0	N/A <sup>3</sup>	N/A <sup>3</sup>	N/A
Youth Leader II (FTEs)	13.2	8.0	12.0	13.0	12.5
Total Number of Youth Leader Staff FTEs	27.0	17.0	12.0	13.0	12.5
Total Number of Juvenile Supervision Staff FTEs	31.2	21.2	15.0	16.0	15.5
Staff to Supervisor Ratio	6.4	4.0	4.0	4.3	4.2
Average Daily Juvenile Population	61.0	61.0	38.0	55.0	46.5
Juveniles per Youth Leader FTEs per Shift <sup>4</sup>	<b>6.8</b>	<b>10.8</b>	<b>9.5</b>	<b>12.7</b>	<b>11.2</b>
Juveniles per Total Juvenile Supervision Staff per Shift <sup>4</sup>	<b>5.9</b>	<b>8.6</b>	<b>7.6</b>	<b>10.3</b>	<b>9.0</b>

Source: MCJC and Peers

Note: Lorain County did not provide requested information.

<sup>1</sup> Stark County's supervisors also perform direct juvenile monitoring functions.

<sup>2</sup> The youth leader with the highest seniority per shift functions as a supervisor at Trumbull County and also directly monitors juveniles.

<sup>3</sup> Stark and Trumbull Counties only have Youth Leader II classifications.

<sup>4</sup> Based upon three shifts per work day.

As indicated in **Table 6-48**, MCJC has the second highest number of juveniles per youth leader as compared to the peers. However, MCJC has a significantly lower amount of juveniles per budgeted youth leader position compared to the peers. In addition, MCJC's current juvenile supervision staffing levels are slightly higher than the State standard of ten juveniles per youth leader. Overall, the analysis in **Table 6-48** does not indicate a significant need for MCJC to fill the ten vacant youth leader positions. Other alternative strategies exist to reduce the number of juveniles per youth leader position.

As indicated in **F6.103**, the use of part-time employees has caused the detention center to work more overtime hours as compared to the peers; consequently adversely impacting the juvenile supervision division's ability to provide an effective level of juvenile supervision. The 16 currently filled part-time youth leader positions equate to 6.0 FTEs. As stated in **F6.103**, MCJC is in the process of eliminating part-time staffing in an attempt to operate with only full-time employees to provide juvenile supervision. Stark and Trumbull Counties

do not use part-time youth leaders. Additionally, Stark County uses its youth leaders to perform certain custodial activities, in addition to using juveniles to perform the majority of the custodial job functions (see **F6.92**).

**R6.76** MCJC should develop and implement strategies to ensure that appropriate juveniles are adequately assigned to the detention center. Several options that MCJC should consider implementing include the following:

- Establish population limits for the detention center (see **R6.77**);
- Increase the use of other forms of juvenile monitoring (see **R6.77**);
- Create a review team/committee responsible for monitoring the average daily population and length of stay in the detention center on a frequent basis (see **R6.77**);
- Develop a risk assessment tool to adequately determine the most appropriate form of monitoring juveniles and the most appropriate pod to house juveniles placed in the detention center (see **R6.77**); and
- Establish, develop and monitor standard time frames for transferring juveniles out of the detention center (see **R6.77**).

In addition, MCJC should implement its current plan to make youth leader positions full-time by reallocating the currently filled 16 part-time youth leader positions to six full-time positions. Assuming that MCJC appropriately reallocates part-time staffing positions to full-time staffing positions, the net impact on staffing levels should be zero. By reallocating part-time staffing positions to full-time staffing positions, the juvenile supervision division could reduce the instances of employee absences and decrease the number of overtime hours used by youth leaders (see **R6.76**). Consequently, the juvenile supervision division would be better able to provide the necessary supervision to juveniles placed in the detention center. Based upon the analysis in **F6.105** and other strategies available to reduce the average daily population, MCJC should not fill the current vacant youth leader positions.

Furthermore, the juvenile supervision division should consider using youth leaders to assist in performing certain custodial job functions, similar to Stark County. By developing and implementing strategies to reduce the average daily population in the detention center, youth leaders should have additional time to perform certain custodial activities. See **F6.91**, **F6.92** and **R6.68** for further analysis and discussion custodial staffing issues.

*Financial Implication:* By not filling the ten vacant positions, the juvenile supervision division could save approximately \$211,000 annually in salary and benefits costs. The County would incur additional annual benefit costs of about \$34,000 by reallocating 16 part-time positions to six full-time positions. The net financial implication of this recommendation is an annual cost savings to the County of approximately \$177,000. See **R6.76** for cost savings associated with overtime costs.

F6.104 The detention center is split into four different halls, called pods. Each hallway houses certain types of juveniles. According to the detention center director, one pod houses all female juveniles, one houses males ages 15 and under and two pods house males ages 16, 17 and 18. The detention center director will make exceptions to male occupants in each pod according to the severity of a juveniles crime, the juveniles state of mental health and the juveniles tendency to act violent to other juveniles on the same pod. However, the detention center does not use a risk assessment tool to adequately and objectively determine placements for juveniles within the detention center (see **R6.63**).

Each pod is assigned a youth leader II. Youth leader II's oversee a pod and are responsible for the everyday actions of the juveniles and for all juveniles held on their pod. Youth leader I's aid youth leader II's and float between pods. Youth leader I's also contribute by helping to transport a juvenile when single transportation is required.

F6.105 The morning and afternoon shift (8 a.m. to 4 p.m. and 4 p.m. to 12 a.m.) are scheduled to have two youth leader I's working per shift. However, due to consistent absences in youth leader I and II positions, most youth leader I's actually serve as youth leader II's. When youth leader II's cover shifts for youth leader I's, supervisors assume the responsibilities of youth leader II's. In addition, absences for part-time youth leaders I and II cause full-time youth leaders I and II to cover their shifts. Having consistent employee absences may cause scheduling difficulties for the detention center and could possibly lead to excessive use of overtime. To fill these absences, full-time employees have been covering shifts on weekends, allowing them to receive overtime every two weeks or each pay period. MCJC has developed a plan to deal with the consistent absences among youth leaders. The plan would make all youth leader positions full-time. According to the assistant detention center director, most detention centers do not have part-time youth leaders, as is the case with Lorain, Stark and Trumbull Counties. **Table 6-49** shows the overall use of overtime for the pay period of January 26, 2001 as compared to the peers. According to the admissions officer, who completes payroll for the department, total overtime for all detention center staff does not fluctuate much between pay periods.

**Table 6-49: Total Overtime per Pay Period for Juvenile Supervision Staff**

	MCJC	Lorain	Stark <sup>2</sup>	Trumbull	Peer Avg.
<b>Overtime hours used <sup>1</sup></b>	318.25	120	N/A	47	83.5

Source: Information request

<sup>1</sup> Overtime used during this pay period does not include holiday pay for January 1, 2001

<sup>2</sup> Stark County does not track overtime by position

**Table 6-49** shows that MCJC's juvenile supervision staff use over three times as many hours of overtime as compared to the peer average. According to MCJC staff, the juvenile supervision division's high level of overtime is largely attributed to part-time youth leader

absences. As stated previously, the peers do not employ part-time employees and solely rely upon full-time staff to supervise juveniles. In addition to minimizing the use of overtime, other benefits of only using full-time youth leaders include the following:

- Increase reliability and accountability;
- Provide more consistent juvenile supervision; and
- Ensure that juveniles' issues and behaviors are fully understood since full-time youth leaders naturally spend more time with juveniles than part-time youth leaders.

The major cost of replacing part-time employees with full-time employees is the additional cost of providing benefits, such as healthcare coverage, to full-time employees. However, the additional benefits costs should be offset by a reduction in overtime costs. In addition, as stated in **F6.80**, the detention center does not have a policy limiting the amount of overtime staff may work, which can further hinder its ability to adequately control overtime costs.

**R6.77** MCJC should follow through on its plan to replace part-time youth leaders with full-time youth leaders (also see **R6.75**). However, MCJC should ensure that the transfer of part-time to full-time positions is done in a manner that maintains the current level of filled FTE positions, considering that the currently filled juvenile supervision FTE staffing levels are adequate (see **F6.101** and **R6.75**). In addition, the detention center should implement a policy to control overtime as also discussed in **R6.75**. The plan should be developed to include how overtime would be assigned and tracked. MCJC could use a plan similar to Stark County, where staff are given equal opportunity to work overtime and total overtime is tracked in a roster. Furthermore, the detention center should monitor the use of overtime every pay period to ensure that it is not being overly used.

*Financial Implication:* If MCJC reduces its overtime levels of 318 hours per pay period to the peer average of 83.5 hours per pay period, and assuming that MCJC and the peers continue to use overtime at the same rate as in the pay period indicated in **Table 6-49**, MCJC can expect to save approximately \$84,000 annually in overtime costs by implementing this recommendation.

F6.106 The detention center was originally constructed in 1979 and designated at 40 bed capacity. According to the detention center director, the detention center has been overcapacity since 1991. **Table 6-50** depicts the overall trend in detention center population at MCJC compared to peers. In addition, **Table 6-50** compares the average daily population with the average number of new delinquency, unruly and traffic cases filed per day at MCJC and peers. Delinquency, unruly and traffic juvenile offenders are potentially more likely to be placed in the detention center than other types of offenses processed by a juvenile court. If a

juvenile court processes a large number of delinquency, unruly and traffic cases, the average daily population in the detention center could potentially also be relatively large.

**Table 6-50: Average Detention Center Population**

	MCJC	Lorain	Stark <sup>1</sup>	Trumbull	Peer Average
1998	55	49	38	52	46
1999	60	54	37	57	49
2000	61	53	38	55	49
% change 1998 to 2000	11%	8%	0%	5%	5%
3-Year Average Daily Population	59	52	38	55	49
3-Year Average New Delinquency, Unruly & Traffic Cases Filed Per Day	9	15	17	10	14
Ratio of New Cases Filed: Average Daily Population	1:6.6	1:3.5	1:2.2	1:5.5	1:3.5

Source: 1998,1999 and 2000 MCJC and Peer Detention Center Statistics, Supreme Court of Ohio

<sup>1</sup> Stark County average only for boys; girls held in three other facilities. The average daily population of girls in the multi-county system was insignificant.

As indicated by **Table 6-50**, the average daily population of MCJC detention center has increased steadily every year from 1998 to 2000 at a rate greater than the peers. In addition, **Table 6-50** presents that MCJC has the lowest number of new delinquency, unruly and traffic cases filed per day as compared to the peers. However, MCJC has the highest average daily population of the peers. Therefore, MCJC is placing juveniles in its detention center at a rate significantly higher than the peers. For instance, Stark County has the highest number of new cases filed per day and the lowest average daily population as compared to MCJC and peers. Consequently, Stark County appears to better manage its average daily population within its detention center. **Table 6-51** depicts the average length of stay (number of days) juveniles spend in the detention center at MCJC and peers.

**Table 6-51: Average Length of Stay in Detention Center**

	MCJC	Lorain	Stark	Trumbull	Peer Average
1998	11.2	14.5	9.0	14.8	12.8
1999	11.6	16.9	8.6	14.5	13.3
2000	12.8	15.8	9.9	15.1	13.6
% change 1998 to 2000	13%	8%	9%	2%	6%

Source: MCJC information request

As indicated by **Table 6-51**, the average length of stay for juveniles in the MCJC detention center has increased from 1998 to 2000 more than double the peer average. According to MCJC, the majority of juveniles in the detention center are waiting to be arraigned. Juveniles may be sentenced up to 90 days in the detention center when found guilty of an offense. Any resident of the detention center who has been in longer than 90 days is awaiting a hearing to be tried as an adult. These juveniles may be held in the detention center for long periods of time if the juvenile's legal counsel moves for a continuance on the scheduled court date (see **F6.13**).

In addition, the case management operations at MCJC could impact the average daily population and length of stay in the detention center. As discussed in the Case Management subsection in **Section A** of this report, MCJC is not processing cases as efficiently and effectively as the peers, which could adversely impact the average daily population and length of stay in the detention center. Consequently, the average daily population and length of stay in the detention center, which directly impact the costs of operating the detention center, could be managed more efficiently if the case management system was improved

F6.107 As a result of the high average daily population and increased average length of stay (see **F6.104**), MCJC has to deal with an overcrowded detention center. To deal with this problem, MCJC has housed juveniles in classrooms, the gymnasium and temporary holding facilities. This poses both security and safety concerns for MCJC employees and juveniles. Based upon the analysis in **F6.104**, Stark County appears to effectively manage its average daily population and length of stay. Stark County has met their overcrowding issue by agreeing on a population capacity for their detention center. In addition, Stark County has adopted a policy to reallocate juveniles previously placed in the detention center to other appropriate forms of juvenile monitoring, which has been agreed upon by the Stark County judge, magistrates and detention center staff. According to Stark County, the majority of the juveniles are placed under other forms of monitoring, such as house arrest, electronic monitoring, shelter care facility, community based programs and court review, as opposed to sentencing these juveniles to the detention center. An employee assesses the ability to transfer juveniles currently in the detention center to other forms of juvenile monitoring.

Stark County's population capacity policy is based on a program in Lucas County. In addition, Lucas County has a committee consisting of judges, magistrates, court administrators and other detention center employees who meet weekly to determine whether juveniles are being moved from the detention center in an efficient and timely manner. Furthermore, Lucas County has developed and implemented a risk assessment tool to determine whether or not a juvenile should be placed in the detention center or if another holding facility would be more appropriate. By developing and utilizing such a tool, Lucas County has an objective basis for assessing whether the length of stay for juveniles is appropriate. For example, juvenile drug offenders may be better served in community drug related program, as opposed to being placed in the detention center. This process has the potential of reducing the number of days a juvenile spends in the detention center.

Currently, MCJC has not developed a population capacity policy, has not established a committee to frequently review the efficiency and timeliness of transferring juveniles from the detention center, and has not developed a risk assessment tool that could aid in deciding how to monitor juveniles that would otherwise be placed in the detention center. Additionally, MCJC has not developed standard time frames as a goal to transfer juveniles from the detention center in a timely manner.

F6.108 The Juvenile Detention Alternatives Initiative (JDAI) provides assistance and funding to streamline and assist juvenile detention centers. The primary support is given through free consultation on implementing programs, policies and systems to reduce overcrowding in detention center holding facilities by better utilizing community-based diversion programs. MCJC could be eligible for a grant of approximately \$75,000 depending upon the criteria used by JDAI in determining the specific amount of grant funding to allocate to a juvenile detention center. As indicated in **F6.25**, MCJC does use community diversion programs. However, MCJC does not monitor and track the success of the programs to ensure that juveniles are effectively provided with services and minimize the potential of the juvenile committing future offenses. If MCJC received funding from JDAI, it would potentially be able to utilize funding from the Family Stability Block Grant for additional community-based diversion programs (see **F6.73**).

**R6.78** MCJC should develop and implement strategies to ensure that appropriate juveniles are adequately assigned to the detention center and to subsequently address the issue of overcrowding in the detention center. MCJC should consider forming a review team/committee similar to Lucas County's to monitor the population capacity and the length of stay in the detention center. The committee should meet regularly to discuss population issues within the detention center and ensure that arraignments are held in a timely manner. This monitoring function should help to ensure that assignments to the detention center are being adequately monitored. In addition, MCJC should consider adopting a policy similar to Stark County's by increasing the use of other appropriate forms of juvenile monitoring and

establishing a population capacity threshold. The population capacity should be agreed upon by the MCJC judge, magistrates and all appropriate MCJC detention center staff. However, MCJC should ensure that juveniles are on the most appropriate form of monitoring, regardless of the population capacity policy.

MCJC should establish and develop standard time frames for the process of transferring juveniles from the detention center and shelter care facilities. In addition, MCJC should consider establishing a review team to monitor the average daily population and average length of stay in these facilities. Additionally, a risk assessment tool similar to the one utilized by LCJC should be developed to aid in efforts to reduce the average daily population and the average length of stay in the detention center by providing a mechanism for determining the most appropriate form of monitoring juveniles and the most appropriate pod to house juveniles placed in the detention center. By developing standard time frames, creating a review team/committee, developing a risk assessment tool, and improving case management operations, MCJC could better manage its average daily population and length of stay in its detention center. Consequently, the costs of operating the detention center could be reduced. Furthermore, MCJC should contact and work with JDAI to determine if it can qualify for any grant funding to assist in improving the management of the detention center and developing more community-based options for juveniles.

*Financial Implication:* MCJC could receive approximately \$75,000 in funding through JDAI, as well as receive consulting services at no cost. In addition, based on MCJC's \$85 daily cost per juvenile in the detention center and Trumbull County's average daily population in 2000 of 55 juveniles, MCJC could save approximately \$186,000 annually in detention center operating costs by better managing the average daily population in its detention center and subsequently reducing its average daily population from 61 juveniles to 55 juveniles to be more comparable to Trumbull County. Moreover, MCJC could realize additional cost savings if it is able to reduce its average daily population to be more comparable to Lorain and Stark Counties, which had average daily populations in 2000 of 53 and 38 juveniles, respectively.

F6.109 Behavior in the detention center is based on a point system ranging from 60 to 100 points. The point system was developed by the assistant detention center director and includes four levels of detention:

- Level 1, between 60 and 69 points;
- Level 2, between 70 and 79 points;
- Level 3, between 80 and 89 points; and
- Level 4, between 90 and 100 points.

With each sequentially higher level comes more privileges such as extra telephone calls and a later bed time. Upon assignment to the detention center, all juveniles are allotted 70 points as a starting point. Points are available at the end of the morning and afternoon shifts. The document of detention center rules and the juvenile's overall behavior serve as criteria for awarding points. If a juvenile's behavioral points total below 70, the juvenile is assigned to permanent room confinement. Depending on the nature of the of the juveniles' actions, they may be confined to their rooms during free time, school hours and meals.

The general rules of detention center document has not been formally approved by the judge. However, it was written and implemented into departmental policy by the assistant detention center director. The detention center held a training session to discuss the new policy on February 24, 2001.

**C6.19** MCJC's point system seems to be an adequate juvenile behavior management tool. By granting privileges to juveniles who display good behavior, juvenile's have an incentive to behave in accordance with the rules of the detention center. The rules of the detention center reinforce and encourage proper behavior for all juveniles.

**R6.79** MCJC should formally adopt the general rules of the detention center as an official document of the court. In addition, MCJC should officially adopt the points system of behavior as an official court policy.

## Financial Implications Summary

The following chart represents a summary of the annual cost savings and implementation costs discussed in this section.

### Summary of Financial Implications For Mahoning County Juvenile Court

Recommendation	Revenue Enhancements (Annual)	Cost Savings (Annual)	Implementation Costs (Annual)
<b>R6.2</b> Provide additional training to staff.			\$63,000
<b>R6.8</b> Reduce 0.75 magistrate FTEs and 1.5 secretary FTEs.		\$86,700	
<b>R6.17</b> Add 1.0 FTE position to the intake division.			\$35,900
<b>R6.27</b> Increase amount of court costs and fines collected.	\$53,400		
<b>R6.28</b> Increase the legal research and computerization fees.	\$30,000		
<b>R6.29</b> Use RECLAIM Ohio more effectively.	\$290,000		
<b>R6.31</b> Increase the number of cases assigned to CASA program.		\$34,000	
<b>R6.32</b> Obtain additional grants similar to Stark and Trumbull Counties.	\$120,000 <sup>1</sup>		
<b>R6.37</b> Add 1.25 FTEs probation officer positions.			\$31,250
<b>R6.55</b> Consolidate food service operations with MCSO		\$78,000	
<b>R6.64</b> Reduce the amount of employees who receive meals at no cost.		\$16,900	
<b>R6.67</b> Ensure all appropriate costs under the National School Breakfast and Lunch program are reimbursed.		\$1,700	
<b>R6.69</b> Reduce 1.9 custodian FTEs.		\$38,000	

<sup>1</sup> Grants may require a local match

**Summary of Financial Implications  
For Mahoning County Juvenile Court, Continued**

Recommendation	Revenue Enhancements (Annual)	Cost Savings (Annual)	Implementation Costs (Annual)
<b>R6.75</b> Do not fill the vacant chief supervisor and program director positions.		\$65,000	
<b>R6.76</b> Do not fill the 10.0 FTE youth leader positions.		\$211,000	
<b>R6.76</b> Additional benefit costs of reallocating 16 part-time youth leader positions to six full-time positions.			\$34,000
<b>R6.77</b> Implement plan to reallocate 16 part-time youth leader positions to six full-time positions to reduce overtime costs.		\$84,000	
<b>R6.78</b> Obtain JDAI grant.	\$75,000 <sup>1</sup>		
<b>R6.78</b> Reduce the average daily population in the detention center.		\$186,000	
<b>Totals</b>	<b>\$568,400</b>	<b>\$801,300</b>	<b>\$164,150</b>

<sup>1</sup> Grants may require a local match

## **Conclusion Statement**

MCJC could improve the efficiency and effectiveness of its major operations that include processing juveniles through the court system, and providing appropriate services to juveniles placed on probation and in the detention center. In regards to processing juveniles through the court system, MCJC could significantly improve its case management system. Based upon Ohio Supreme Court (OSC) data, MCJC has the highest percentage of cases pending and the highest percentage of cases pending beyond OSC time guidelines as compared to the peers, which indicates that MCJC is not effectively processing cases. However, MCJC does not ensure the accuracy of various data submitted to OSC. For MCJC to have the ability to monitor caseloads, develop performance measurements, assess court operations and ensure its overall goal of providing quality services to correct juvenile behavior, MCJC should ensure data indicating critical court operations is entered into the case management system correctly and consistently for the purpose of producing accurate and reliable reports. Specific ways in which MCJC could enhance its case management system include establishing and tracking uniform time frames to hear and complete cases, establishing standard rules to limit the number of continuances granted for cases, and centralizing its docketing and scheduling system.

MCJC processes a significantly higher number of unofficial cases compared to the peers. However, the intake division at MCJC does not monitor and track decisions made by intake staff, recidivism rates and outcomes of its various community diversion programs. MCJC should monitor and track this information to determine the overall effectiveness of the intake division. In addition, MCJC has not used the RECLAIM Ohio program effectively because it sends a higher percentage of juveniles to the Ohio Department of Youth Services (ODYS) for rehabilitation as compared to the peers. MCJC should consider using RECLAIM Ohio more effectively in an effort to have additional funding to be used on programs that are specifically tailored to rehabilitating juveniles in a local setting.

MCJC has established the Comprehensive Optimum Probation Services (COPS) program to provide an effective structure to service juveniles based upon their specific needs. However, MCJC should review and analyze the COPS program periodically to ensure that the program is functioning effectively. Although MCJC's policy requires that probation officers have specific amount of contacts and interaction with juveniles, MCJC does not monitor and oversee the requirements to ensure that probation officers are in practice spending enough time interacting with juveniles. This monitoring and oversight function, in addition to other essential monitoring functions, could be accomplished by adding a probation officer position to the division to relieve the chief probation officer's caseload. Furthermore, while MCJC has developed and implemented a risk assessment tool based upon factors which contribute to recidivism, it does not track or monitor recidivism or success rates for juveniles placed on probation. MCJC should monitor and track recidivism and success rates of juveniles placed on probation to ensure that the probation division is operating effectively, and to ensure that services provided to juveniles are adequate and contribute to rehabilitating juveniles.

The detention center at MCJC provides food services, custodial and maintenance services, and juvenile supervision services. Although MCJC appears to be providing efficient food service operations, it should consider either using juveniles more in food service duties or consider consolidating food service operations with the Sheriff's Office (MCSO) to become more cost-effective while still maintaining a high level of efficiency. In an effort to become more cost effective in providing custodial services, MCJC should consider using juveniles and youth leaders to perform custodial job functions. The peers use juveniles and youth leaders to perform a majority of custodial job activities. Additionally, MCJC has not been able to effectively manage the average daily population in its detention center. Peer detention centers have developed various strategies to adequately manage their average daily populations. MCJC should implement these strategies such as increasing the use of other forms of juvenile monitoring, creating a review team/committee responsible for monitoring the average daily population and length of stay in the detention center on a frequent basis and developing a risk assessment tool to adequately determine the most appropriate form of monitoring juveniles.

MCJC could improve its allocation and distribution of staffing resources throughout its various divisions. MCJC should consider reallocating positions from its judicial staff to the intake and probation divisions, considering that the judicial staff appears to be overstaffed and the intake and probation divisions appear to be understaffed. Based upon the peer youth leader staffing analysis and other strategies that could, if implemented, better control the juvenile detention center population, MCJC should not consider filling the 10.0 FTE vacant youth leader positions. Furthermore, various personnel and organizational issues should be addressed by MCJC. Specifically, MCJC should develop job descriptions for all positions and conduct performance evaluations for all employees. In addition, MCJC should provide the necessary training for staff and develop educational requirements for all positions.

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# Sheriff's Office

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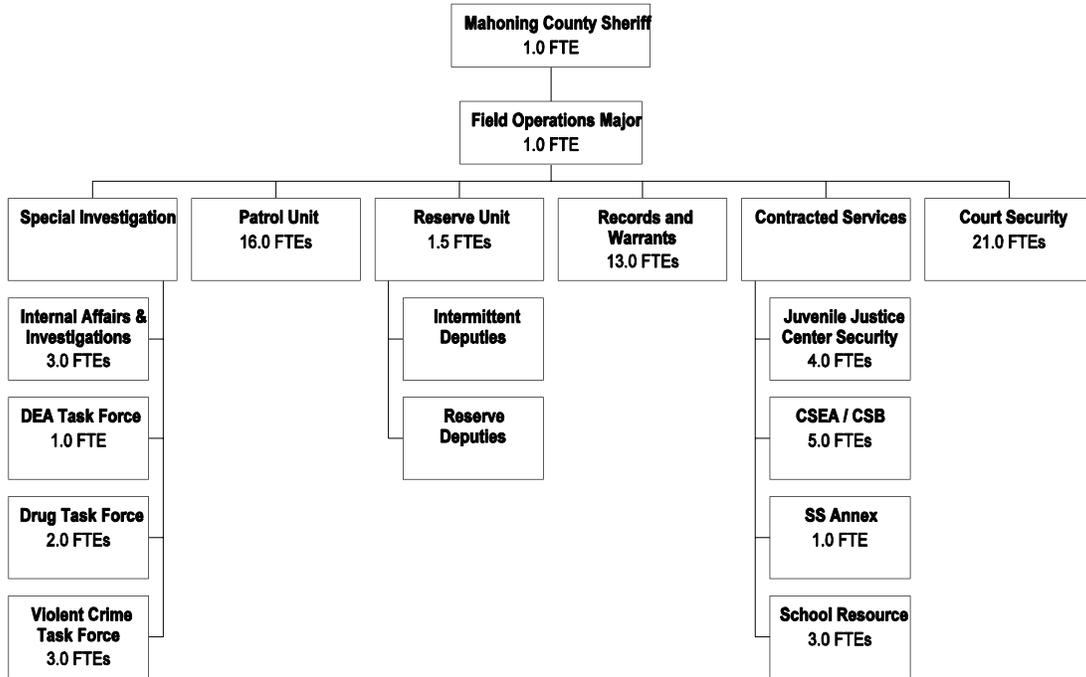
## Background

This section focuses on the selected operations of the Mahoning County Sheriff's Office (MCSO) including jails, courthouse security, financial and technology. Comparisons are made to the following peer county sheriff offices: Stark County Sheriff's Office and Trumbull County Sheriff's Office.

In June 2000, MCSO began the process of working with the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) to receive accreditation. CALEA was formed in 1979 to develop and establish law enforcement standards to prevent and control crimes, increase efficiency and effectiveness in performing law enforcement services, increase the cooperation and coordination with other law enforcement agencies and increase citizen and employee confidence. Some of the areas where CALEA has developed standards include, but are not limited to the following: law enforcement role, responsibilities and relationships; organization, management and administration; law enforcement operations; operations support; auxiliary and technical services. As a result of the agreement between MCSO and CALEA, comparisons will be made throughout this section of the report to various standards mentioned in CALEA's publication *Standards for Law Enforcement Agencies*. Because of the importance that MCSO has placed on CALEA accreditation, some recommendations made in this report may be fulfilled during the course of the audit.

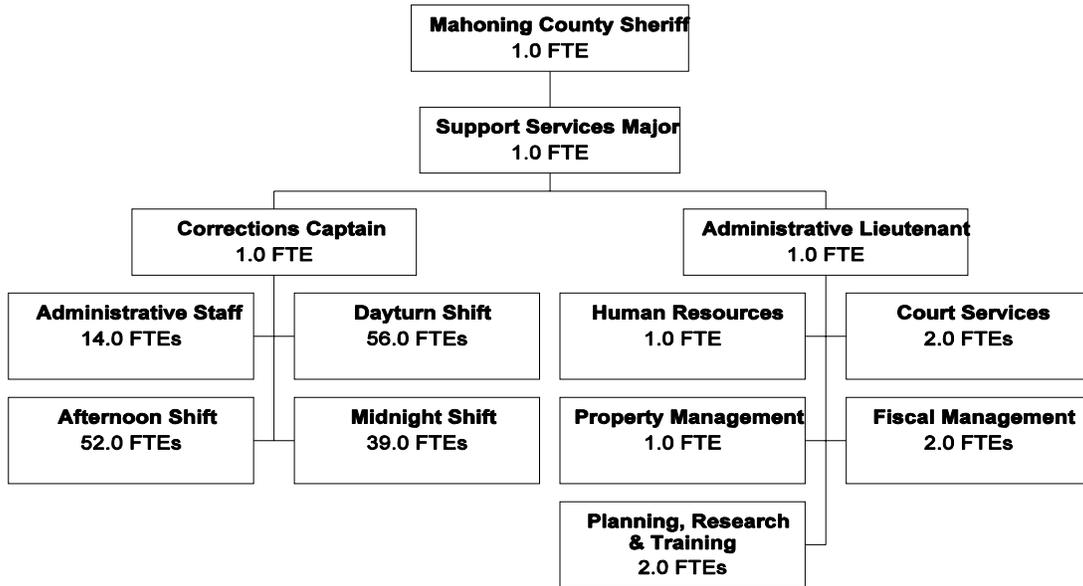
**Chart 7-1a** illustrates the organizational structure for the field operations division of MCSO while **Chart 7-1b** illustrates the organizational structure for the support services division of MCSO. The organizational structures depicted in **Chart 7-1a** and **Chart 7-1b** were created based upon interviews with MCSO personnel. All staffing is illustrated in full-time equivalents (FTEs).

**Chart 7-1a: MCSO Organizational Chart - Field Operations <sup>1</sup>**



<sup>1</sup> The contracted services unit are services which are provided by MCSO to other governmental entities within Mahoning County.

**Chart 7-1b: MCSO Organizational Chart - Support Services**



*Organizational Function*

As illustrated in **Chart 7-1a** and **Chart 7-1b**, MCSO is comprised of two divisions: field operations and support services. The sheriff is an elected official whose four-year term expires January 1, 2005 and is responsible for overseeing the day-to-day operations of MCSO. The field operations division consists of six units including the following: special investigation, patrol, reserve, records, court security and contracted law enforcement services. The support service division consists of corrections (criminal justice center and minimum security jail) and the administrative operations. Medical services, psychological services and food services for inmates held in the jails are contracted out by MCSO.

Within the field operations division, the primary units are the patrol unit and the courthouse security unit. The patrol division is under the direction of a major as well as other line supervision (captains or lieutenants) and have all responsibilities associated with law enforcement patrol functions, traffic control, service of warrants and court papers assigned to that division. Courthouse security covers the following areas: common pleas court, county area courts and the building annex. Courthouse

security responsibilities include: transporting individuals to and from court facilities, controlling contraband, providing court session security, providing standing security, securing movement within the two holding cells, monitoring metal detectors, monitoring access of handicapped doors, monitoring cameras and serving civil papers.

The following is a brief description of functions for the other units within the field operations at MCSO:

- *Special Investigation* - The special investigation unit (3.0 FTEs) is responsible for conducting criminal investigations and internal investigations. The detective unit is responsible for performing general and special investigations. Internal affairs is responsible for conducting internal investigations on employees of MCSO. All employees within the special investigation unit can be assigned to a general, special or internal investigation.
- *Reserve Unit* - The reserve unit (1.5 FTEs) is responsible for maintaining and monitoring a pool of volunteer police officers (reserves) which are used within the community for various community activities. In addition, the reserve unit monitors the use of the intermittent employees of MCSO.
- *Records and Warrants* - The records and warrants unit (13.0 FTEs) maintains all MCSO records, processes all warrants, tracks and maintains all documents issued by the courts. In addition, this unit also handles information requests from the public and transports prisoners between court and jail facilities as well as to and from state prisons.
- *Contracted Services* - The contracted services unit (13.0 FTEs) provides law enforcement services to various governmental entities. The costs of the services provided are paid by the entity receiving the service or by grant funding.

Within the support services division, the primary operations are the criminal justice center and minimum security jail which are staffed by deputy sheriffs and supervisory staff. The criminal justice center and the minimum security jail are under the direction of the corrections unit captain. Deputy sheriffs working in the jails are responsible for the supervision of inmates held in the jails and monitoring inmates temporarily housed outside the jail facility. Additional supervisory staff include majors, captains, lieutenants, sergeants and corporals. Responsibilities of supervisory staff include supervising personnel, planning, decision-making, disciplining employees, maintaining records, monitoring employee performance as well as understanding and applying regulations.

Administration consists of human resources (1.0 FTE); court services (2.0 FTEs); property management (1.0 FTE); fiscal management (2.0 FTEs); and planning, research and training (2.0 FTEs). Human resources staff are responsible for the maintenance of personnel records regarding attendance, sick leave, insurance, safety, training, discipline and all related personnel matters. Court

services staff responsibilities include processing warrant and civil papers, appraising property, conducting the sheriff's auction and executing writs, foreclosures and other court services prescribed by law. Responsibilities of fiscal staff include: purchasing, budget development and some personnel related matters.

The Mahoning Board of County Commissioners (MBOCC) has a contract with Prison Health Services (PHS) to provide medical services to inmates held in the criminal justice center and the minimum security facility. Part-time and full-time staff are employed under the PHS contract. Medical services provided to inmates include: prenatal care, dietary programs, mental health and medical tests on high risk inmates. MBOCC employs one individual who monitors the medical contracts as well as the inmate services contract. In addition, MCSO has a contract with a private vendor to provide food services, a separate contract with another organization to provide inmate programming services and educational programs and a contract with the Akron School of Law to provide legal resources for the inmates.

### *Summary of Operations*

In serving the citizens of Mahoning County, MCSO operates the criminal justice center and the minimum security jail. These facilities were constructed due to overcrowding and poor conditions in the old county jail which was built in 1956. The criminal justice center was opened in 1996 and contains 456 cells housing male, female and juvenile criminal prisoners as well as federal prisoners. The minimum security jail was opened in October 1994 and is designed to hold 96 inmates. The minimum security jail holds sentenced, non-violent offenders and sentenced, non-violent felony offenders who have committed a fourth or fifth degree felony.

The MCSO jail facilities are required by the Ohio Revised Code (ORC) to operate according to state minimum standards for jails. However, the ORC states that a county, city or other governmental agency is permitted to govern jail facilities according to its own customized standards as long as the customized standards do not conflict with the minimum standards. In addition to state minimum standards, the MCSO jail facilities are required to operate under specific regulations mandated by a federal consent decree and other court orders. The federal consent decree originated from a class action lawsuit filed by inmates held at the old jail who had grievances concerning the conditions of the jail. The regulations mandated by the federal consent decree include standards for security, sanitation, medical and food services, classification of prisoners, staffing levels and training.

Various fees and accounts are associated with an inmate being incarcerated at the jail facilities. An inmate is charged a \$30 processing fee upon being booked into the criminal justice center. The \$30 processing fee is transferred to the County and is used to support General Fund revenues. The criminal justice center also maintains a commissary fund to provide personal items for inmates. Monies from the commissary fund may come from the inmate or inmate family members. A

nominal co-pay is also required to provide for medical services to inmates; however, the nominal co-pay can be taken out of the commissary fund.

Food, medical and psychological services are contracted out by MCSO. Inmate labor prepares and sorts the food and laundry. Procedures for the medical testing of inmates include the following: determine if the inmate has a medical condition, perform tests if the inmate has a medical condition, observe inmate and record any history of drug and alcohol abuse, perform mental health screening, complete inmate physical and test high risk inmates. In addition, MCSO has a contract with external entities to provide inmate programming services and educational programs, and to provide legal resources for inmates.

The County General Fund and various grants are the primary funding sources for day-to-day operations of MCSO. A permissive sales tax is the primary revenue source for the County's General Fund for MCSO. In 1997, a portion of the tax levy was repealed and MCSO experienced several layoffs and recalls from 1997 to 1998. As a result of a continuous financial burden within the County, MCSO was forced to lay off 101 staff on October 22, 1999. Shifts at the jails could not be covered due to the layoffs and as a result, a federal release mechanism went into effect. The federal release mechanism detailed the release of inmates including pre-trial detainees and sentenced offenders. A sales tax levy was passed in November 1999 and all staff have been recalled except for six civilian staff positions. Grants and law enforcement contract revenues are also received by MBOCC for various programs or services conducted by MCSO. In addition, MCSO has a Furtherance of Justice Fund in accordance with the ORC requirements. The Furtherance of Justice Fund receives revenues in the amount of one-half the sheriff's annual salary according to the ORC and can be used at the sheriff's discretion.

*Financial Data*

**Table 7-1** presents the actual expenditures for FY 1999 and FY 2000 and the budgeted amounts for FY 2001.

**Table 7-1: Expenditures**

	1999 Actual	2000 Actual	2001 Budgeted
<b>Mahoning County Sheriff's Office Patrol and General Operations</b>			
Salaries	\$2,640,693	\$2,598,572	\$3,323,606
Benefits <sup>1</sup>	1,276,720	1,566,029	2,216,333
Personal (Professional) Services	61,790	79,800	75,000
Supplies and Equipment	169,713	100,609	252,295
Utilities	52,857	49,878	65,000
Furtherance of Justice Fund	30,123	30,728	35,895
Vehicle Maintenance	36,144	26,513	40,000
Other <sup>2</sup>	30,239	63,347	74,739
<b>Total</b>	<b>\$4,298,279</b>	<b>\$4,515,476</b>	<b>\$6,082,868</b>
<b>Criminal Justice Center and Minimum Security Jail</b>			
Salaries	\$4,973,799	\$5,321,488	\$5,703,950
Benefits <sup>1</sup>	1,644,059	1,097,903	1,352,293
Personal (Professional) Services	183,467	261,799	386,400
Supplies and Equipment	556,743	522,852	949,019
Utilities	577,517	567,737	549,249
Other <sup>2</sup>	19,474	66,976	180,865
Operating Transfers Out	0	0	0
<b>Total</b>	<b>\$7,955,059</b>	<b>\$7,838,755</b>	<b>\$9,121,776</b>
<b>Jail Medical</b>			
Salaries	\$49,202	\$48,743	\$48,802
Benefits <sup>1</sup>	16,129	17,330	18,764
Medical Assistance Contract	907,065	1,035,542	1,032,000
Supplies and Equipment	126	254	12,660
Other <sup>2</sup>	1,245	1,054	1,800
<b>Total</b>	<b>\$973,767</b>	<b>\$1,102,923</b>	<b>\$1,114,026</b>

Source: Mahoning County Statement of Expenditures, Encumbrances and Appropriations

<sup>1</sup> The "benefits" classification includes Public Employee Retirement System (PERS) contributions, hospitalization, worker's compensation, Medicare, life insurance and tuition reimbursement.

<sup>2</sup> The "other" classification includes maintenance agreements, trash, repair and maintenance, rent, insurance (liability/casualty), organization dues, seminar/conference, travel, court judgement settlements, matching share-state grants and agency contractual agreements.

Overall, total expenditures increased 1.7 percent from FY 1999 to FY 2000, but there were significant increases and decreases for individual line-items. Budget increases from FY 2000 to FY 2001 in staffing, benefits and personal services are due to MCSO being fully staffed for FY 2001. Increases in the requested supplies and equipment for FY 2001 are due to MCSO not being able to replace supplies and equipment in the past because of County fiscal constraints. The list below provides explanations for the significant line-item expenditure increases and decreases from FY 1999 to FY 2000 for the Mahoning County Sheriff's Office patrol and general operations, as well as the criminal justice center and minimum security jail operations.

#### *Mahoning County Sheriff's Office Patrol and General Operations*

- **Benefits** - the costs of the HMO increased;
- **Personal (Professional) Services** - in FY 2000, MCSO began contracting with a third-party for polygraph testing and credit reporting services which are conducted during the hiring process. (MCSO did not perform polygraph and credit history checks prior to April 1999);
- **Supplies and Equipment** - a large handgun purchase was made in FY 2000;
- **Vehicle Maintenance** - MCSO purchased many of its own parts for FY 2000 that are not reflected in the vehicle maintenance line-item. In addition, the Sanitary Engineer's Office did not bill MCSO for the whole year in FY2000; and
- **Other** - increases in costs are the result of maintenance agreements for fingerprinting equipment and copiers, repairs to kitchen equipment, and the marine patrol assistance contract was awarded in FY 2000.

#### *Criminal Justice Center and Minimum Security Jail*

- **Salaries** - The increase in salaries in FY 2000 for the criminal justice center and minimum security jail personnel does not accurately reflect salaries because funds paid to jail facilities staff could have been used to also pay patrol staff since staff assignments are interchangeable between the two divisions. However, an increase in salaries is attributable to MCSO using intermittent employees starting in June 2000. In addition, MCSO negotiated and settled a new three-year labor contract, which included retroactive pay to all employees back to January 2000.
- **Benefits** - HMO costs increased, but this was offset by the October 1999 staffing layoffs.
- **Other** - Copiers, fingerprinting and other equipment were bought and equipment such as cameras, computers and radios had to be repaired.

#### *Jail Medical*

- **Medical Assistance Contract** - the medical assistance contract was re-bid in FY 2000 for a two-year term. The contract awarded for FY 2000-01 was the lowest bid.

*Performance Measures*

The following is a list of performance measures that were used to review selected operations of the Mahoning County Sheriff's Office:

- Assessment of the staffing levels for the operations of MCSO in relation to peer sheriff offices and benchmark standards,
- Assessment of recruiting practices as well as the exit interview process,
- Assessment of negotiated agreements in effect at MCSO and the peer sheriff offices,
- Review of selected CALEA standards in relation to the operations of MCSO,
- Assessment of average daily inmate count within MCSO facilities,
- Assessment and review of MCSO booking procedures as well as inmate classification procedures,
- Assessment of contracts for the housing of City and federal prisoners and the corresponding billing practices used by MCSO,
- Assessment of the "pay-for-stay" program which is authorized by the Ohio Revised Code,
- Assessment of medical and food services which are provided to inmates,
- Assessment of policies and procedures of the court security unit to ensure efficiency and effectiveness,
- Assessment of security provided by MCSO to the Mahoning County Courts as well as the transportation of inmates to the Mahoning County Courts,
- Assessment of tracking procedures used with the patrol operations to monitor efficiencies and effectiveness,
- Review of MCSO's actual expenditures for FY 1999 and FY 2000 as well as budgeted expenditures for FY 2001,
- Review of grants received by MCSO and the peers as well as assessing other potential revenue sources,
- Assessment of the technology used by MCSO and the peers as well as future plans of MCSO, and
- Review of plans and initiatives designed to maintain and replaced MCSO's facilities and vehicle fleet.

## A. Personnel and Contractual Issues

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### *Staffing*

F7.1 The Auditor of State's Office (AOS) was engaged by the County to focus the scope of MCSO's performance audit on the corrections division (jail operations), courthouse security, financial operations and technology. Therefore, detailed staffing analyses and conclusions in these areas of MCSO are included in this report (see **F7.25**, **F7.44**, **F7.57** and **F7.72**). In addition, staffing levels in other areas of MCSO's operations are compared to peer staffing levels to provide MCSO and the County with key management information to begin to examine staffing levels in these other areas. **Table 7-2a** illustrates the staffing levels of MCSO in comparison to the peer sheriff offices. The peer average calculations in this table and throughout the rest of the table do not include MCSO, unless otherwise noted.

**Table 7-2a: MCSO Staffing Comparisons with Peer Sheriff Offices**

Department and Classification	Mahoning <sup>1</sup>	Stark	Trumbull	Peer Average
County Sheriff	1.0	1.0	1.0	1.0
<b>Field Operations Division</b>				
<b>Field Operations Supervisor</b>	1.0	1.0	2.0	1.5
<b>Investigations Unit</b>				
Internal Affairs and Investigations (including support)	3.0	0.0	10.0	5.0
DEA Task Force	1.0	0.0	0.0	0.0
County Drug Task Force	2.0	2.0	1.0	1.5
Violent Crimes Task Force	3.0	0.0	0.0	0.0
<b>Patrol Operations Unit</b>				
Supervisor	5.0	13.0	6.0	9.5
Deputy Sheriffs	11.0	31.0 <sup>2</sup>	16.0	23.5
<b>Courthouse Security Unit</b>				
Supervisor	1.0	1.0	0.0	0.5
Deputy Sheriffs	20.0	10.0	5.0	7.5
<b>Records and Warrants Unit</b>				
Supervisor	1.0	1.0	0.0	0.5
Deputy Sheriffs	12.0	0.0	9.0	4.5
Clerks	0.0	10.0	1.0	5.5
<b>Reserve Unit</b>				
Supervisor	1.5	0.0	0.0	0.0
<b>Contracted Services Unit</b>				
Deputy Sheriffs	13.0	25.0	0.0	12.5
<b>Total Field Operations Division Personnel</b>	<b>74.5</b>	<b>94.0</b>	<b>50.0</b>	<b>72.0</b>
<b>Support Services Division</b>				
<b>Support Services Supervisor</b>	1.0	0.0	1.0	0.5
<b>Jail Operations Unit</b>				
Supervisors	9.0	15.0	8.0	11.5
Deputy Sheriffs	139.0	98.0	68.0	83.0
Jail Support Services	11.0	4.0	4.0	4.0
Jail Civilian Support	3.0	0.0	0.0	0.0
Other Personnel	0.0	2.0	0.0	1.0
<b>Administrative Unit</b>				
Supervisor	1.0	0.0	0.0	0.0
Human Resources	1.0	2.0	1.0	1.5
Court Services	2.0	3.0	2.0	2.5
Property Management	1.0	2.0	0.0	1.0
Fiscal Management	2.0	2.0	1.0	1.5
Planning, Research and Training	2.0	1.0	0.0	0.5
<b>Total Support Services Division Personnel</b>	<b>172.0</b>	<b>129.0</b>	<b>85.0</b>	<b>107.0</b>
<b>Other Personnel</b>	0.0	23.0 <sup>3</sup>	4.0	13.5
<b>Total - All Staff</b>	<b>247.5</b>	<b>247.0</b>	<b>140.0</b>	<b>193.5</b>

Source: Documentation for MCSO and peer sheriff offices

Note: Information was not available from the Lorain County Sheriff's Office.

<sup>1</sup> Staffing analysis on MCSO does not include the use of intermittent employees. See F7.7 for analysis on the use of intermittent employees.

<sup>2</sup> The Stark County Sheriff's Office uses 2.0 FTEs in the patrol operations unit to deliver civil papers.

<sup>3</sup> The FTEs in the "other personnel" classification for the Stark County Sheriff's Office include the following job functions: radio communications, maintenance repair workers, automotive mechanics and administrative positions and supervisors within these job functions.

As stated in **Table 7-2a**, MCSO employs 247.5 FTEs while the Stark County Sheriff's Office and the Trumbull County Sheriff's Office employ 247.0 FTEs and 140.0 FTEs, respectively. **Table 7-2a** does not include the FTE equivalent for the use of intermittent employees or reserve deputy sheriffs at MCSO or the peer sheriff offices. **Table 7-2b** illustrates the staffing levels at MCSO and the peer sheriff offices in relation to the population within the respective counties. All staffing is illustrated in the ratio of FTE per 100,000 population.

**Table 7-2b: MCSO and Peer Staffing Comparisons per 100,000 Population**

Department and Classification	Mahoning <sup>1</sup>	Stark	Trumbull	Peer Average
County Population	257,555	378,098	225,116	301,607
County Sheriff	0.4	0.3	0.4	0.4
<b>Field Operations Division</b>				
Field Operations Supervisor	0.4	0.3	0.9	0.6
<b>Investigations Unit</b>				
Internal Affairs and Investigations (including support)	1.2	0.0	4.4	2.2
DEA Task Force	0.4	0.0	0.0	0.0
County Drug Task Force	0.8	0.5	0.4	0.5
Violent Crimes Task Force	1.2	0.0	0.0	0.0
<b>Patrol Operations Unit</b>				
Supervisor	1.9	3.4	2.7	3.1
Deputy Sheriffs	4.3	8.2	7.1	7.7
<b>Courthouse Security Unit</b>				
Supervisor	0.4	0.3	0.0	0.1
Deputy Sheriffs	7.8	2.6	2.2	2.4
<b>Records and Warrants Unit</b>				
Supervisor	0.4	0.3	0.0	0.1
Deputy Sheriffs	4.7	0.0	4.0	2.0
Clerks	0.0	2.6	0.4	1.5
<b>Reserve Unit</b>				
Supervisor	0.6	0.0	0.0	0.0
<b>Contracted Services Unit</b>				
Deputy Sheriffs	5.0	6.6	0.0	3.3
<b>Total Field Operations Division Personnel</b>	<b>29.1</b>	<b>24.8</b>	<b>22.1</b>	<b>23.5</b>
<b>Support Services Division</b>				
Support Services Supervisor	0.4	0.0	0.4	0.2
<b>Jail Operations Unit</b>				
Supervisors	3.5	4.0	3.6	3.8
Deputy Sheriffs	54.0	25.9	30.2	28.1
Jail Support Services	4.3	1.1	1.8	1.4
Jail Civilian Support	1.2	0.0	0.0	0.0
Other Personnel	0.0	0.5	0.0	0.3
<b>Administrative Unit</b>				
Supervisor	0.4	0.0	0.0	0.0
Human Resources	0.4	0.5	0.4	0.5
Court Services	0.8	0.8	0.9	0.8
Property Management	0.4	0.5	0.0	0.3
Fiscal Management	0.8	0.5	0.4	0.5
Planning, Research and Training	0.8	0.3	0.0	0.1
<b>Total Support Services Division Personnel</b>	<b>67.0</b>	<b>34.1</b>	<b>37.7</b>	<b>36.0</b>
<b>Other Personnel</b>	0.0	6.1	1.8	3.9
<b>Total - All Staff</b>	<b>96.5</b>	<b>65.3</b>	<b>62.0</b>	<b>63.8</b>

**Source:** Documentation for MCSO and peer sheriff offices  
**Note:** Information was not available from the Lorain County Sheriff's Office.

As illustrated in **Table 7-2b**, the overall staffing levels per 100,000 population at MCSO are 47.7 percent higher than the Stark County Sheriff’s Office and 55.6 percent higher than the Trumbull County Sheriff’s Office. Although MCSO has higher staffing levels per 100,000 population as compared to the peers, other factors impact sheriff’s offices’ staffing levels. The size of the inmate population directly impacts the jail operation staffing levels. As analyzed in **F7.25**, MCSO has the highest inmate population of the peers and as concluded in the jail operations staffing analysis, justifies and supports the staffing levels at MCSO’s jail operations. In addition, the different designs of the jails and different inmate supervision methods at MCSO and peers affect staffing levels and also supports MCSO’s jail operation staffing levels (see **F7.25**). Further, staffing levels in the courthouse security unit are impacted by the square footage of the buildings being patrolled, caseloads at the courthouse and number of courthouse entrants (see **F7.44**). Based upon these additional factors, MCSO’s court security unit appears to be overstaffed and the analysis in **F7.44** supports reducing staffing levels in this unit (see **R7.21**).

F7.2 The investigations unit of MCSO is responsible for performing all criminal and internal investigations. Criminal investigations are the result of a citizen complaint, report filed by MCSO or the investigation of criminal activity by MCSO. Internal investigations are conducted to determine if employees were negligent in performing their duties or if they are involved in criminal activity. **Table 7-3** illustrates the staffing levels at MCSO and Trumbull County’s investigations unit total number of investigations handled by the investigators during the first quarter of FY 2001.

**Table 7-3: Staffing of the Investigations Unit**

	Mahoning	Trumbull
<b>Total Number of Employees (in FTEs)</b>	2.0	8.0 <sup>1</sup>
<b>Staffing per 100,000 Population</b>	<b>0.8</b>	<b>3.6</b>

Source: MCSO and the Trumbull County Sheriff’s Office

Note: The Stark County Sheriff’s Office was not used in this comparison because it does not have an investigations unit. Investigations are handled within its patrol operations.

<sup>1</sup> The staffing FTEs for the Trumbull County Sheriff’s Office are those individuals which are directly responsible for conducting investigations.

The staffing levels maintained in the investigations unit per 100,000 population are significantly lower than Trumbull County. However, MCSO has not developed any mechanism which monitors the effectiveness of conducting its criminal investigations.

F7.3 MCSO maintains 16.0 FTEs within its patrol operations unit. The patrol operations unit is responsible for performing proactive and reactive police work as well as servicing all papers as a result of court proceedings. In comparison, the Stark County Sheriff’s Office employs 44.0 FTEs in its patrol operations unit while the Trumbull County Sheriff’s Office employs

- 21.0 FTEs in its patrol operations unit. See **F7.53** for further analysis on the staffing levels in the patrol operations unit.
- F7.4 As stated in **Table 7-2a**, MCSO has 21.0 FTEs providing security at the common pleas court. See **F7.44** for further analysis on the staffing levels in the courthouse security unit.
- F7.5 The records and warrants division is responsible for maintaining all records of MCSO; tracking and maintaining copies of all documents which are issued by the courts and serviced by the patrol operations; and processing all warrants for arrest. In addition, the records and warrants division is responsible for handling all citizen requests for copies of documents of reports or incidents and the conveyances of prisoners and are used to assist in other areas within MCSO due to illnesses or a high volume of work. While the peers do not have a records and warrants division similar to MCSO, the peer sheriff offices are responsible for completing similar functions. MCSO and the Stark County Sheriff's Office enter warrants into Law Enforcement Automated Data System (LEADS) terminals. MCSO's LEADS terminal is located in the records and warrants division, and at least one FTE is stationed in the vicinity of the terminal 24 hours a day. The Mahoning County 911 Center also maintains a LEADS terminal used to cross-reference license plates and reference other law information to assist officers in the field. The Stark County Sheriff's Office LEADS terminal is located in the radio room, which is staffed 24 hours a day and functions as the center for County law enforcement communications. In Trumbull County, the County 911 Center enters warrants into LEADS, and not the Trumbull County Sheriff's Office. The Trumbull County Sheriff's Office keeps the original warrant and provides a copy of the warrant to the County 911 Center. One function which is not handled by the records and warrants division at the peer sheriff offices is conveying prisoners.

**Table 7-4a** shows, on average, the total number of documents, incidents and citations handled per FTE within the records and warrants division for the first quarter of 2001 at MCSO and the peer sheriff offices. **Table 7-4a** also includes the use of intermittent employees within the records and warrants division.

**Table 7-4a: Documents per FTE in Records and Warrants Division**

	Mahoning	Stark	Trumbull	Peer Average
<b>Total Number of Full-time Employees (in FTEs) <sup>1</sup></b>	12.0	12.0 <sup>2</sup>	1.4 <sup>3</sup>	6.7
<b>Total Number of Intermittent Employees (in FTEs) <sup>4</sup></b>	2.0	0.0	0.0	0.0
<b>Total Number of FTEs (all staff)</b>	14.0	12.0	1.4	6.7
<b>Total Number of Documents Handled / Processed <sup>5</sup></b>	2,550	6,810	2,240	4,525
<b>Documents per Full-time Employee FTE</b>	<b>213</b>	<b>567</b>	<b>1,600</b>	<b>675</b>
<b>Documents per FTE (All Staff)</b>	<b>182</b>	<b>567</b>	<b>1,600</b>	<b>675</b>

**Source:** MCSO and peer sheriff offices

**Note:** Documentation was not available from the Lorain County Sheriff's Office.

<sup>1</sup> Does not include supervisors.

<sup>2</sup> The FTEs for the Stark County Sheriff's Office includes two clerks who handle all warrants, five clerks who handle all incident reports, two radio room staff who enter warrants onto LEADS and three clerks who handle all other documents.

<sup>3</sup> The clerk is responsible for filing all documents, reading all documents and compiling information for statistical calculations. The officers in the field are responsible for typing all the information.

<sup>4</sup> The total number of intermittent employee FTEs is based upon the total number of hours worked within the records and warrants division within a five month period. The peer sheriff offices do not use intermittent employees.

<sup>5</sup> The total number of documents processed include, but are not limited to reports, traffic tickets, accidents and other incident reports, and arrest reports related to bookings within the first quarter of 2001. The different types of documents processed are "weighted" according to the percentage of time/workload involved with processing these documents at MCSO and peers.

As indicated in **Table 7-4a**, MCSO is handling a significantly lower number of documents per FTE as compared to the peers. As stated previously, MCSO also conveys prisoners within its records and warrants division but the peer sheriff offices conduct these services within the patrol operations. Trumbull County's Sheriff Office has deputy sheriffs in the patrol operations exclusively assigned to convey prisoners. Prisoners are transported by vans which are manned by two deputy sheriffs. Transport officers at Trumbull County are available to carry out additional duties, such as serving court documents and arrest warrants when not transporting prisoners, and perform these duties utilizing the transport van. MCSO prisoner transport staff also conduct transports in vans manned by two deputy sheriffs and perform similar functions as Trumbull County Sheriff's Office when not conveying prisoners.

In contrast, Stark County Sheriff's Office does not have deputies permanently assigned to prisoner transport duties. Rather, Stark County Sheriff's Office uses patrol deputies that are

working the day-turn shift to carry out prisoner transports assignments. When needed, usually between 6:00 a.m. and 2:00 p.m., Stark County will call for two deputies to return to the sheriff’s office and pick up a transport van to make the transport. After transporting the prisoners, the deputies will return to exclusively perform regular patrol duties. According to MCSO, records and warrants staff assigned to prisoner conveyance also provide some assistance with patrol operations in addition to performing other tasks within the office. As indicated in **F7.53**, patrol operations at MCSO appear to be understaffed as compared to the peers. Further, MCSO has indicated that crime rates are higher in Mahoning County as compared to Stark and Trumbull Counties. By transferring the prisoner conveyance function to patrol operations, MCSO could have additional staff available to assist in performing appropriate patrol functions. Therefore, MCSO could have additional resources available to deter crime, ensure public safety and subsequently help reduce the crime rate in Mahoning County.

According to MCSO personnel, approximately 50 percent of the total number of FTEs within the records and warrants division are responsible for conveying prisoners. **Table 7-4b** adjusts **Table 7-4a** for the number of FTEs which are directly responsible for handling and processing documents.

**Table 7-4b: Documents per FTE in Records and Warrants Division (Revised)**

	Mahoning	Stark	Trumbull	Peer Average
<b>Total Number of FTEs (all staff)</b>	7.0 <sup>1</sup>	12.0	1.4	6.7
<b>Total Number of Documents Handled / Processed</b>	2,550	6,810	2,240	4,525
<b>Documents per FTE (All Staff)</b>	<b>364</b>	<b>567</b>	<b>1,600</b>	<b>675</b>

**Source:** MCSO and peer sheriff offices

**Note:** Documentation was not available from the Lorain County Sheriff’s Office.

<sup>1</sup> This number was revised based upon the 50 percent FTE estimation obtained from the MCSO personnel.

After revising the number of FTEs within the records and warrants division, **Table 7-4b** indicates that the MCSO records and warrants division handles 203 fewer documents than the Stark County Sheriff’s Office. The Trumbull County Sheriff’s Office lower number of FTEs and higher number of documents per FTE as compared to the peers could be attributed to officers in the field performing word processing functions for records and warrants and the Trumbull County 911 Center entering warrant information onto the LEADS system. Records and warrants staff at MCSO and Stark County Sheriff’s Office perform word processing functions and as discussed previously, both offices have to staff the LEADS terminal. In order to have a staffing level similar to the Stark County Sheriff’s Office, MCSO would need to reduce the number of employees in its records and warrants division by 3.0 FTEs. However, performance measures such as length of time to process documents

have not been developed or monitored by MCSO. Consequently, MCSO does not have the necessary information to determine if its records and warrants division is processing documents effectively and if its staffing levels are adequate (see **R7.1**). Furthermore, consolidating the functions involved with operating the LEADS terminal at MCSO and Mahoning County 911 could potentially streamline operations (see **R7.1**).

F7.6 The civilian unit (court services) of MCSO is responsible for receiving and processing all court papers and handling the sale of real estate which has been foreclosed. When MCSO sells a property which has been foreclosed, it must enter all the historical and case information, set the date of the sale, type legal notices, set up and obtain appraisals, sell the property, prepare the deeds, and collect and disburse the money generated from the sale. **Table 7-5** compares the staffing allocations of the civilian unit at MCSO and the peer sheriff offices.

**Table 7-5: FTE Comparison of Civilian Unit (Court Services)**

	Mahoning	Stark	Trumbull	Peer Average
<b>Processing of Court Papers</b>	1.0	2.0	1.0	1.5
<b>Sheriff Sales (Real Estate)</b>	1.0	1.0	1.0	1.0
<b>Total Civilian Unit Personnel</b>	<b>2.0</b>	<b>3.0</b>	<b>2.0</b>	<b>2.5</b>
<b>Number of Court Papers Received in FY 2000</b>	19,859	N/A <sup>1</sup>	11,065	35,375
<b>Court Papers per FTE</b>	<b>19,859</b>	<b>N/A <sup>1</sup></b>	<b>11,065</b>	<b>23,583</b>
<b>Number of Real Estate Properties Received for Sale</b>	728	806	809	808
<b>Real Estate Properties per FTE</b>	<b>728</b>	<b>806</b>	<b>809</b>	<b>808</b>

**Source:** MCSO and peer sheriff offices

**Note:** Documentation was not available from the Lorain County Sheriff’s Office.

<sup>1</sup> Stark County counts the number of court papers differently than MCSO and Trumbull County. A number for court papers comparable to MCSO and Trumbull County could not be provided.

Based upon the comparisons, it would appear that MCSO is currently maintaining an adequate staffing level within this department.

**R7.1** MCSO should make it a priority to develop and track performance measures (including time to complete cases, success rates, time frames to process documents) which can be used to assess the overall operational efficiencies and effectiveness of its various operations including its investigations unit, records and warrants division, and civilian unit. Without properly developed performance measures, MCSO can not accurately determine the number of FTEs it should have within its various operational units. Furthermore, performance

measures will assist MCSO in determining if it is meeting its objectives and the needs of Mahoning County.

After the performance measures have been developed and monitored, MCSO should conduct a detailed self-assessment of its investigations unit and records and warrants division to determine if the current staffing levels are adequate to meet the needs of MCSO and the citizens of Mahoning County. Based upon the staffing analysis conducted on the investigations unit (**F7.2**), it would appear that MCSO could benefit from having additional personnel within the investigations unit. As stated in **F7.5**, **Table 7-4a** and **Table 7-4b**, it appears that the records and warrants division is overstaffed by approximately 3.0 FTEs. However, it appears that MCSO is understaffed within its patrol operations(**F7.53**). As a result, MCSO could transfer 2.0 FTEs from the records and warrants division to the patrol operations and 1.0 FTE to the investigations unit.

Another option MCSO, Mahoning County 911 and the County should consider to enhance operations in the records and warrants area is to consider consolidating the responsibilities of staffing a LEADS terminal 24 hours a day and entering warrants into the system. Consolidation could streamline overlapping LEADS responsibilities for MCSO and the Mahoning County 911 Center by allowing the processing of warrants in LEADS to be managed in one area. Operations could further be streamlined because only one LEADS terminal would need to be manned 24 hours day. One option could be to have the 911 Center take over the responsibility of entering and searching warrant information in LEADS, similar to Trumbull County. In Trumbull County, warrants are entered into LEADS by the 911 Center. The Trumbull County Sheriff's Office records and warrants staff indicated the primary benefit of the 911 Center maintaining warrants in LEADS would be the protection of officers in the field. By maintaining warrant information in LEADS, the Trumbull County 911 Center personnel are better prepared to quickly and accurately inform officers if a suspect has an outstanding arrest warrant and if the individual is dangerous. Communication between the Trumbull County Sheriff's Office and 911 Center was also indicated as important to ensure warrants entered in LEADS are up-to-date with records maintained at the Sheriff's Office.

Furthermore, MCSO should evaluate the benefits of transferring the prisoner conveyance job function, which comprises 7.0 FTEs, from the records and warrants division to patrol operations. Stark County's Sheriff Office uses its prisoner transport staff to assist in patrol operations. By transferring the prisoner conveyance job function to patrol operations, MCSO would have additional resources available to assist in patrol operations to deter crime, ensure public safety and help reduce the crime rate within Mahoning County. Prisoner conveyance also appears to more appropriately coincide with patrol operations as compared to processing records and warrants. As stated in **F7.5**, approximately 50 percent of the total FTEs in the records and warrants division (7.0 FTEs) are responsible for the conveyance of prisoners.

In addition, MCSO could require the patrol operations to serve all warrants which is similar to the operations of the peer sheriff offices. However, as stated previously, properly developed and implemented performance measures will assist MCSO in determining the appropriate staffing levels to maintain within the records and warrants division. Finally, MCSO should consider reclassifying the remaining personnel in the records and warrants division as clerks. As stated in **F7.5**, the primary functions within this division are clerical in nature.

F7.7 The reserve unit, which consists of one full-time employee and one part-time employee, is responsible for maintaining and monitoring a pool of intermittent employees which MCSO began using in June 2000. Intermittent appointments are defined in Ohio Administrative Code (OAC) §123:1-47-01(44) as “an employee who works an irregular schedule which is determined by the fluctuating demands of the work and is not predictable and is generally characterized as requiring less than 1,000 hours per year.” MCSO uses the employees to complete law enforcement services which its full-time staff cannot provide during their normal work day. From June 2000 to December 2000, intermittent employees worked 11,431 hours. During the first five months of FY 2001, intermittent employees worked 15,154 hours. **Table 7-6** compares the estimated costs for the hours worked by the intermittent employees to the estimated costs for other full-time deputy sheriffs at various rates of pay.

**Table 7-6: Comparison of Intermittent Costs**

Classification/Details	June thru December 2000	January thru May 2001
<b>Number of hours worked by intermittent employees</b>	11,431	15,154
Intermittent rate of pay <sup>1</sup>	\$13.63	\$13.63
<b>Total intermittent cost</b>	<b>\$155,805</b>	<b>\$206,549</b>
Entry level deputy sheriff rate of pay <sup>1</sup>	\$19.61	\$19.61
<b>Estimated entry level deputy sheriff cost</b>	<b>\$224,162</b>	<b>\$297,180</b>
<i>Estimated savings</i>	<i>\$68,357</i>	<i>\$90,624</i>
Deputy sheriff I rate of pay <sup>1</sup>	\$20.54	\$20.54
<b>Estimated deputy sheriff I cost</b>	<b>\$234,793</b>	<b>\$311,273</b>
<i>Estimated savings</i>	<i>\$78,988</i>	<i>\$104,717</i>
Deputy sheriff III rate of pay <sup>1</sup>	\$26.26	\$26.26
<b>Estimated deputy sheriff III cost</b>	<b>\$300,178</b>	<b>\$397,957</b>
<i>Estimated savings</i>	<i>\$144,373</i>	<i>\$191,401</i>

**Source:** Information was obtained from a compilation report prepared by MCSO.

<sup>1</sup> Rates of pay include an estimated cost of benefits.

As indicated in **Table 7-6**, the total cost to use the intermittent employees during the first five months of FY 2001 was approximately \$206,600. If these hours were worked by any of the deputy sheriff classifications, the costs would have been approximately 43.9 percent to 92.7 percent greater. Furthermore, if these hours were charged to overtime or worked by any classification higher than a deputy sheriff, these costs would be extremely higher than the cost to perform the services by the intermittent employees. Therefore, using intermittent employees reduces potential costs assuming that a regular deputy sheriff would have to work these hours. In addition, using intermittent employees provides a pool of potential deputies for MCSO and provides these employees with basic training in certain skills necessary to become a deputy sheriff in the future. Neither the Stark County Sheriff's Office nor the Trumbull County Sheriff's Office use intermittent employees. See **F7.5**, **F7.25**, **F7.44** and **F7.53** for further discussion on the use of intermittent employees at MCSO.

- F7.8** In addition to managing the intermittent employees (**F7.7**), the reserve unit is also responsible for maintaining and monitoring a pool of volunteer police officers which are used within the community for various community activities. The volunteer police officers are trained in the area of law enforcement just like regular deputy sheriffs; however, the volunteers must pay for their own training and certifications as well as their own uniforms. The volunteers receive no compensation for the hours worked, but they use this as training to get involved in the area of law enforcement. During the first quarter of 2001, MCSO reserve unit deputies worked approximately 2,800 hours.

The Trumbull County Sheriff's Office does have a reserve unit and most of its vacant positions are filled from applicants from the reserve unit. This function is supervised by a reserve commander who, like all other reserve personnel, is not paid. The Stark County Sheriff's Office does have a reserve unit; however, it does not track the number of hours worked by its reserve deputies. The supervision of the reserve unit at the Stark County Sheriff's Office is a minor function of an employee.

- R7.2** MCSO should continue to monitor the use of its intermittent employees and reserve deputy sheriffs. Developing and monitoring adequate procedures for the work being performed will ensure that the intermittent employees are being effectively used within the various operations at MCSO. In addition, a cost-benefit analysis conducted by MCSO will ensure that it is receiving the best benefit, providing the best service and minimizing the costs.

MCSO should consider other methods to increase the pool of reserve deputies which it has at its disposal. One possible option for MCSO to increase its reserve pool is to purchase and offer some of the items which are needed in order to decrease the financial burden on the individual. If MCSO implements the use of a quartermaster system (see **F7.21** and **R7.11**), it could offer the same level of services to the reserve unit as to its full-time employees. As stated in **F7.13**, the Trumbull County Sheriff's Office is able to fill the majority of its

vacancies from its reserve unit. Increasing the number of reserve deputies could increase the number of qualified candidates which MCSO has to fill vacant positions.

- F7.9 As stated in **Table 7-2a**, MCSO has 162.0 FTEs within the jail operations unit. These FTEs include all supervisors (9.0 FTEs), deputy sheriffs (139.0 FTEs), jail support services (11.0 FTEs) and jail civilian support (3.0 FTEs). See **F7.25** for further analysis on the staffing levels in the jail operations unit.

The staffing levels of the jail operations unit are directly effected by a federal consent decree which was mandated and implemented against MCSO. The federal consent decree was the result of a lawsuit filed by inmates of MCSO for violations of rights under the eight, ninth and fourteenth amendments of the United States Constitution. The federal consent decree went into effect in March 1993. Because MCSO feels it is in compliance with all standards mentioned within the federal consent decree, it has begun the process to remove itself from its control. However, in order to do so, it must obtain a ruling from a federal judge. The federal monitors have agreed MCSO is in compliance and that it should be removed from the control of the federal consent decree.

- F7.10 As stated in **F7.1**, MCSO maintains 2.0 FTEs in fiscal management and 1.0 FTE in property management. See **F7.57** and **F7.72**, respectively, for further staffing analysis of these areas.

### *Personnel Issues*

- F7.11 MCSO has developed and implemented the use of a policy manual. The policy manual was first implemented in 1986 and the last formal revision to the policy manual was in 1995. Some policies which are included in the MCSO policy manual are as follows: use of force, harassment in the workplace, jail rules, code of ethics, jail facility evacuation and rules of conduct. MCSO developed and implemented comprehensive policies on all of its jail operations in 1996, which were approved by the State of Ohio and the Common Pleas Court. The jail facility evacuation policy in the policy manual is an example of an outdated policy which has not been updated. This policy pertains to the old jail which Mahoning County has not used as a jail facility since 1995. However, the last time this policy was updated in the policy manual was 1989.

In addition to the policy manual, MCSO historically has issued general and special orders to its employees. The intent of general and special orders are to notify employees of new policies or amendments to the policy manual and to modify the policy manual in the future. However, MCSO has been using general and special orders as formal amendments to policies and procedures in the policy manual which are outdated, like the jail facility evacuation policy. If an employee were to look at the organizational structure of MCSO in the policy manual, the employee would see an organization structure and chain of command

that was in effect in 1989. However, MCSO modified the organization structure with special order #99-046 and special order #00-077 without ever formally modifying the policy manual.

**R7.3** MCSO should review and update its policy manual on a regular basis and ensure that the policies and procedures are current. In addition, MCSO should review its policy manual to ensure that all policies which are required to be included according to the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA) in its publication *Standards for Law Enforcement Agencies* are properly included. When modifying the policy manual, MCSO should send a copy of the amended or new policy rather than using general and special orders. The use of general and special orders prevents MCSO and employees the opportunity to find quick answers regarding policies. A copy of the policy manual should be provided to all existing and new employees. While reviewing the policy manual periodically ensures that the policies are accurate and up-to-date, the review also helps to ensure the policies are applied consistently for all employees.

During the course of this engagement, MCSO has begun developing and implementing a new policies and procedures manual in the effort of obtaining accreditation through CALEA. This new policies and procedures manual will be encompassed in a three-ring binder and will be the property of MCSO. All new employees will be issued a manual upon being hired and will be required to maintain it throughout their employment. The binder will be required to be returned to MCSO upon the termination of employment.

F7.12 Ensuring that deputies are adequately trained is an important responsibility of a sheriff's office. MCSO hires law enforcement (patrol) personnel that possess state peace officer training certification. MCSO does not provide such training for law enforcement personnel. To obtain this training, law enforcement personnel must attend one of the 80 peace officer basic training academies approved by the Ohio Peace Officer Training Commission. Similarly, Stark County Sheriff's Office and Trumbull County Sheriff's Office also require their law enforcement officers to be certified prior to appointment. Neither agency offers a peace officer basic training course of its own for law enforcement personnel.

Persons working as jail correctional officers are required by the Ohio Administrative Code (OAC) §5120:1-8-18 to attend training during the first year of assignment. MCSO conducts correctional officer/jail staff training on its premises and has established a curriculum amounting to 136 hours of instruction. Stark County Sheriff's Office also conducts correctional officer training onsite consisting of 136 hours of instruction specifically related to corrections and additional training hours related to agency specific operations. In contrast, Trumbull County Sheriff's Office does not conduct correctional officer training onsite. Trumbull County Sheriff's Office requires persons who desire employment as a correctional officer to obtain the appropriate training prior to beginning work and requires the person to bear all associated training costs.

In order to be in compliance with Ohio Administrative Code, each person working as a corrections officer must attend no less than 24 hours of “in-service” training annually (OAC §5120:1-8-18(D)(3)). MCSO requires its corrections staff to attend 40 hours of in-service training. The course work includes the 24 hours of update information and 16 hours of law enforcement related material. However, MCSO currently does not have a mandatory number of hours of in-service training for personnel assigned exclusively to law enforcement duties (police/patrol duties). MCSO does use a telecommunications training aid and makes all of the training materials available to staff, which provides and explains basic law enforcement issues. Stark County Sheriff’s Office has all deputies, including law enforcement personnel, take 40 hours of in-service training annually. Trumbull County Sheriff’s Office corrections officers receive the minimum number of hours of in-service training, but does not require its non-correctional staff to attend in-service training.

Furthermore, included in MCSO’s policy manual are job descriptions for its employees which define and explain the job functions of each position. However, these job descriptions have not been updated since being implemented in 1989 and do not contain all of the proper elements of an effective job description. An effective job description should define and explain the job functions, position qualifications, position responsibilities and how performance will be evaluated. Job descriptions should also allow employees to know the criteria which they will be evaluated on and the expectations which are required of them. CALEA standards require that job descriptions be prepared and maintained on all positions. The job descriptions should be made available to all personnel.

**R7.4** While MCSO requires a minimum number of annual in-service training hours for correctional staff, it should consider if the office would benefit by also establishing a policy requiring a minimum number of hours of annual in-service training for all employees including law enforcement personnel. The policy could specify that each person would attend the mandatory 24 hours of in-service correctional training and include some level of law enforcement training. Annual in-service training for all deputy sheriffs could benefit the agency because personnel would receive information updates on techniques, policies, and procedures regarding various law enforcement matters. The undertaking of in-service training for all members of the sheriff’s office could entail additional costs which MCSO should consider if they chose to expand its in-service training program.

In addition, MCSO should create detailed job descriptions for all positions within MCSO which state the necessary duties and functions of each position, the reporting supervisor and the positions which will be supervised (if relevant). The job descriptions should also state the proper education required to fulfill the requirements of the position as well as the relevant work experience and knowledge needed. Once the job descriptions are properly created, management will be better able to evaluate employees and ensure that the staff are effectively performing their duties (**F7.21** and **R7.10**).

F7.13 MCSO is responsible for its own recruitment initiatives and the filling of vacant positions. **Table 7-7** compares the recruiting practices used by MCSO and the peer sheriff offices.

**Table 7-7: Comparison of Recruiting Resources Used**

Mahoning	Stark	Trumbull
Mahoning County Sheriff’s Office website	Stark County Sheriff’s Office website	N/A
Police academies	N/A	Police Academies
Universities/Colleges and career fairs	N/A	N/A
Minority and social services agencies	N/A	N/A
N/A	Newspapers	N/A
Employee Referrals	Employee Referrals	N/A
Ohio Bureau of Employment Services		
Mahoning/Columbiana training consortium		

**Source:** Interviews with MCSO and peer sheriff office personnel

**Note:** Documentation was not available from the Lorain County Sheriff’s Office

As illustrated in **Table 7-7**, MCSO uses a greater variety of recruiting resources and activities than the peer sheriff offices. According to Trumbull County Sheriff’s Office personnel, it has not had a problem filling vacant positions which is the reason it does not spend much time in the area of recruiting. Most vacant positions with the Trumbull County Sheriff’s Office are filled internally or through applicants from the reserve unit.

**R7.5** MCSO should examine other types of recruiting resources and activities which can be used to increase the number of candidates for each vacant position. Increasing the number of candidates increases the likelihood of hiring qualified individuals. Additional types of recruiting resources which MCSO may want to consider using include the following:

- Post job vacancies with the MBOCC and Ohio Bureau of Employment Services;
- Advertise in trade journals and newspapers;
- Utilize internet recruiting services; and
- Establish a job line (a separate phone line that individuals can call to find out about available positions).

F7.14 As stated in **Table 7-7**, MCSO uses employee referrals as a resource for recruiting candidates to fill vacant positions. However, similar to the Stark County Sheriff's Office, there is no mechanism in place to encourage employees to submit employee referrals or reward them for recruiting qualified candidates.

During the performance audit on the Cuyahoga County Juvenile Court, it was discovered that the Hamilton County Juvenile Court has instituted a policy which rewards employees for recruiting candidates to fill vacant positions. Upon successful completion of the new employee probationary period, the employee who made the referral receives a "Recruitment Incentive Day." The recruitment incentive day is one day of paid leave which can be accrued from year to year.

**R7.6** MCSO should examine the benefits of implementing a policy which rewards employees for recruiting candidates to fill vacant positions. The policy, if implemented, should include a reward to employees after a candidate has successfully completed the MCSO probationary period. Implementing such a policy will encourage employees to recruit for vacant job positions as well as increase the number of candidates eligible for each position.

F7.15 MCSO does not have a formal exit interview process. However, when employees terminate their employment with MCSO, the sheriff meets with them on an informal basis. At the Stark County Sheriff's Office, all employees receive an exit interview upon termination of their employment. The division commanders are responsible for completing the exit interview and necessary paperwork. The employees are asked for their reason of departure as well as their satisfaction or dissatisfaction in several areas. In addition, the division commander asks the employees for their opinions and general comments in certain pre-defined areas. Upon completing the exit interview and necessary paperwork, the division commander has a meeting with the Stark County sheriff.

**R7.7** MCSO should develop and implement a formal exit interview process similar to the one in place at the Stark County Sheriff's Office. The exit interview should be a one-on-one interview with the employee. During the exit interview, the employee and immediate supervisor should discuss the employee's reasons for leaving and the employee's opinions on such topics as job classification, training and evaluations. Feedback should also be received regarding any suggestions which the employee has to improve the operations and working conditions. Upon completion of the exit interview and the appropriate forms, the Mahoning County sheriff and other supervisors should discuss the exit interview form to determine if any actions should be taken.

MCSO should also consider preparing an annual compilation of all exit interview comments. The annual compilation should summarize key points emphasized during the exit interview. This would assist the administration in analyzing issues raised during the exit interview

process. For further information on exit interviews, see **R3.14** in the **Personnel and Benefits** section of this performance audit.

*Contractual Issues:*

Certain contractual issues that have been assessed and compared to the peer sheriff offices are illustrated on the following pages. Because contractual issues directly affect the MCSO operating budget, many of the contractual issues have also been assessed to show the financial implication to MCSO. The implementation of any of the following contractual recommendations would require union negotiations.

F7.16 MCSO has four collective bargaining units with the Fraternal Order of Police Ohio Labor Council, Inc. (FOP Ohio Labor Council) functioning as the bargaining agent. The FOP Ohio Labor Council represents four employee classifications and has negotiated three separate negotiated agreements. **Table 7-8** shows the negotiated agreements which are in effect at MCSO and the peer sheriff offices.

**Table 7-8: Negotiated Agreements in Effect at MCSO and peers**

Sheriff Offices	Bargaining Unit	Negotiated Agreements
<b>Mahoning</b>	Fraternal Order of Police, Ohio Labor Council, Inc.	<p>Negotiated agreement between MCSO and the blue unit (deputy sheriffs) which is effective through December 31, 2002.</p> <p>Negotiated agreement between MCSO, the corporals unit and the gold unit (captains, lieutenants and sergeants) which is effective through December 31, 2002.</p> <p>Negotiated agreement between MCSO and the civil unit (personnel coordinator, secretary, electronic security director, clerk, laundry worker, laundry maintenance worker, maintenance technician and receptionist) which is effective through December 31, 2002.</p>
<b>Lorain</b>	Fraternal Order of Police, Ohio Labor Council, Inc.	<p>Negotiated agreement between the Lorain County Sheriff’s Office, corrections sergeants and corrections lieutenants which is effective through June 30, 2003.</p> <p>Negotiated agreement between the Lorain County Sheriff’s Office, road patrol sergeants and road patrol lieutenants which is effective through December 31, 2002.</p> <p>Negotiated agreement between the Lorain County Sheriff’s Office, evidence officer and patrol officer which is effective through December 31, 2001.</p> <p>Negotiated agreement between Lorain County Sheriff’s Office, communications officer, vehicle maintenance coordinator and vehicle maintenance worker which is effective through December 31, 2002.</p>
<b>Stark</b>	Fraternal Order of Police, Ohio Labor Council, Inc.	<p>Negotiated agreement between Stark County Sheriff’s Office, deputy sheriffs, account clerks, automotive mechanics, clerks, maintenance repair workers, corrections officers, communication technicians and civilian identification officers effective through June 30, 2000. <sup>1</sup></p> <p>Negotiated agreement between Stark County Sheriff’s Office, correction supervisor 1 and sergeants which is effective through September 30, 2003.</p> <p>Negotiated agreement between Stark County Sheriff’s Office, lieutenants and captains which is effective through December 31, 2003.</p>
<b>Trumbull</b>	Ohio Patrolmen’s Benevolent Association	<p>Negotiated agreement between Trumbull County Sheriff’s Office, road deputies, sergeants, corrections officers, lieutenants, captains and assistant wardens which is effective through September 30, 2001.</p> <p>Negotiated agreement between Trumbull County Sheriff’s Office, cooks, secretaries, clerks and maintenance employees effective through September 30, 2001.</p>

**Source:** Negotiated agreements from MCSO and the peer sheriff offices

<sup>1</sup> The Stark County Sheriff’s Office and the corresponding bargaining unit have not reached an agreement on a new contract.

F7.17 **Table 7-9** compares some key contractual issues between MCSO and the peer sheriff offices. Unless otherwise noted, the contractual issues apply for employees covered by the blue, gold and corporals unit negotiated agreements.

**Table 7-9: Blue, Gold and Corporal Unit Contractual Issues**

Description	Mahoning	Lorain	Stark	Trumbull
Actual Hours Worked	8 hours	8 hours	7 hours	8 hours
<u>Probationary Period</u> New employees Promoted employees	1 year 6 months	1 year 1 year	6 months to 1 year <sup>1</sup> 6 months to 1 year <sup>1</sup>	1 year 4 months
Overtime policy	More than 8 hours per day or 40 hours per week	More than 80 hours per pay period	More than 40 hours per week	More than 8 hours per day or 40 hours per week
Sick/Personal leave incentives	An employee who uses less than 4 hours of sick leave in a quarter will receive 4 hours of personal leave	None	1/4 of year with perfect attendance: 4 hours pay  1/2 of year with perfect attendance: 6 hours pay  3/4 of year with perfect attendance: 8 hours pay  1+ year with perfect attendance: 18 hours pay	None
Maximum number of sick days accrued	Unlimited	Unlimited	Unlimited	Unlimited
Maximum number of sick days paid out at retirement and percentage of payout	After 8 years of service, 35% of sick leave up to 360 hours  After 9 years of service, 40% of sick leave up to 360 hours	Upon retirement with 20 to 25 years of service: 50% of unused sick leave up to 960 hours.  Upon retirement with 26+ years of service: 50% of unused sick leave up to 1,440 hours.	10 or more years of service: 25% of sick leave up to 240 hours	Upon retirement: 50% of unused sick leave not to exceed 504 hours
Number of personal days	2 days	None	1 day	3 days
Vacation leave accumulation	1-6 years: 10 days 7-13 years: 15 days 14-22 years: 20 days 23+ years: 25 days <sup>2</sup>	1-7 years: 10 days 8-14 years: 15 days 15 to 24 years: 20 days <sup>3</sup> 25+ years: 25 days <sup>3</sup>	1-6 years: 10 days 7-13 years: 15 days 14-20 years: 20 days 21-27 years: 25 days 28+ years: 30 days	1-6 years: 10 days 7-13 years: 15 days 14-20 years: 20 days 21+ years: 25 days
Number of leave days for association business	8 days paid leave for any employee designated in writing by the FOP president. The aggregate leave for all employees shall not exceed 25 days.	No more than two employees shall be granted association leave at any time and the cumulative leave per contract year can not exceed 40 hours.	The employee is permitted up to 5 days leave with no pay. However, the employee is permitted to use vacation, personal leave or bonus time.	Up to 4 hours per contract negotiation session for no more than 3 bargaining unit employees.
Number of paid holidays	10 holidays	10 holidays	10 holidays	12 holidays
Number of days to file a grievance	5 days	7 days	2 days	7 days

Source: MCSO and peer negotiated agreements

<sup>1</sup> The probationary period of the Stark County Sheriff's Office is dependant upon the classification of the individual.

<sup>2</sup> For each year of service in excess of 23 years, the employee will receive an additional eight hours (one day) of vacation leave. Therefore, an employee with 25 years of service would receive 27 days of vacation.

<sup>3</sup> Employees who have 21 or more years of service will receive one additional day of vacation each year with a maximum of 5 additional days for those employees with 25 or more years of service.

F7.18 **Table 7-10** compares some key contractual issues between MCSO and the peer sheriff offices for the civilian unit employees.

**Table 7-10: Civilian Unit Contractual Issues**

Description	Mahoning	Stark	Trumbull
Length of work day	8 hours	8 hours	8 hours
<u>Probationary Period</u> New employees Promoted employees	1 year 1 year	6 months to 1 year <sup>1</sup> 6 months to 1 year <sup>1</sup>	1 year 4 months
Overtime policy	More than 40 hours per week	More than 40 hours per week	More than 8 hours per day or 40 hours per week
Sick/Personal leave incentives	An employee who uses less than 4 hours of sick leave in a quarter will receive 4 hours of personal leave	1/4 of year with perfect attendance: 4 hours pay  1/2 of year with perfect attendance: 6 hours pay  3/4 of year with perfect attendance: 8 hours pay  1+ year with perfect attendance: 18 hours pay	None stated
Maximum number of sick days accrued	Unlimited	Unlimited	Unlimited
Maximum number of sick days paid out at retirement and percentage of payout	After 8 years of service, 30% of sick leave up to 240 hours	1 to 10 years of service: 25% of sick leave up to 240 hours	Upon retirement, an employee will receive 50% of accumulated, unused sick leave not to exceed 504 hours of payment
Number of personal days	2 days	1 day	3 days
Vacation leave accumulation	1-6 years: 10 days 7-13 years: 15 days 14-22 years: 20 days 23+ years: 25 days <sup>2</sup>	1-6 years: 10 days 6-13 years: 15 days 14-20 years: 20 days 20-27 years: 25 days 28+ years: 30 days	1-6 years: 10 days 7-13 years: 15 days 14-20 years: 20 days 21+ years: 25 days
Number of leave days for association business	No more than 3 days annually for the entire civilian unit.	The employee is permitted up to 5 days leave with no pay. However, the employee is permitted to use vacation, personal leave or bonus time.	Up to 4 hours per contract negotiation session for no more than 3 bargaining unit employees.
Number of paid holidays	10 holidays	10 holidays	12 holidays
Number of days to file a grievance	5 days	2 days	7 days

Source: MCSO and peer negotiated agreements

Note: Civil employees of the Lorain County Sheriff’s Office. The personal policies and procedures manual was not available for the Lorain County Sheriff’s Office.

<sup>1</sup> The probationary period for the Stark County Sheriff’s Office is dependant upon the classification of the individual.

<sup>2</sup> For each year of service in excess of 23 years, the employee will receive an additional eight hours (one day) of vacation leave. Therefore, an employee with 25 years of service would receive 27 days of vacation.

F7.19 The MCSO employees receive additional benefits such as shift differentials and uniform allowances according to the negotiated agreements. **Table 7-11** illustrates the additional benefits received by employees at MCSO and the peer sheriff offices.

**Table 7-11: Additional Benefits**

Description	Mahoning	Lorain	Stark	Trumbull
<b>Shift Differential</b> First Shift Third Shift	\$0.40 per hour \$0.30 per hour	None None	\$0.75 per hour \$0.50 per hour	\$0.20 per hour \$0.30 per hour
<b>Call in pay for court appearances</b>	4 hours guaranteed pay at overtime rate	3 hours guaranteed pay at the overtime rate	4 hours guaranteed pay at the regular or overtime rate, whichever is appropriate	3 hours guaranteed pay at the regular or overtime rate, whichever is appropriate
<b>Call in pay for other reasons</b>	3 hours guaranteed pay at the overtime rate	3 hours guaranteed pay at the overtime rate	2 hours guaranteed pay at the regular or overtime rate, whichever is appropriate	3 hours guaranteed pay at the regular or overtime rate, whichever is appropriate
<b>Clothing Allowance</b>	\$900 per year	\$725 per year	The Stark County Sheriff's Office uses a "Quartermaster System"	\$800 per year
<b>Protective Vest Allowance</b>	½ of the actual cost up to \$250 per year <sup>1</sup>	None	None <sup>2</sup>	None <sup>3</sup>
<b>Longevity Payment</b>  <b>An employee with 20 years of service will receive:</b>	\$500 after five years and \$100 each year beyond five years  \$2,000	3-15 years: \$88 per year 16-20 years: \$90 per year 21-30 years: \$94 per year  \$1,600	4-14 years of service: two percent of base pay 15+ years of service: three percent of base pay  \$10,400 <sup>4</sup>	\$3 per month for each full year of service after five years of service  \$720
<b>Hazardous Duty Pay</b>	1 percent of annual gross rate of pay	None	None	None
<b>Professional Development</b>	\$250 per year <sup>5</sup>	None	None	None

Source: MCSO and peer negotiated agreements

<sup>1</sup> MCSO employees receive an annual protective vest allowance in addition to the annual clothing allowance.

<sup>2</sup> The Stark County Sheriff's Office provides protective vest to its employees under the quartermaster system.

<sup>3</sup> The Trumbull County Sheriff's Office provides protective vests to all sworn, full-time employees and are replaced every five years.

<sup>4</sup> Assuming the average base salary of MCSO Deputy Sheriff 1 employees, which is \$26,000.

<sup>5</sup> The \$250 maximum annual professional development is a reimbursement for blue unit personnel while the gold unit personnel receives a \$350 maximum annual professional development reimbursement.

F7.20 **Table 7-12** presents the MCSO employees' compensation package by position compared to the peers.

**Table 7-12: Sheriff’s Office Compensation Analysis**

	Deputy <sup>1</sup>	Department Average
<b>Mahoning Adjusted Avg. Hourly Employee Compensation Package</b>	\$11.69 per hour	\$14.29 per hour
<b>Lorain Adjusted Avg. Hourly Employee Compensation Package</b>	\$14.92 per hour <sup>2</sup>	\$16.20 per hour
<b>Stark Adjusted Avg. Hourly Employee Compensation Package</b>	N/A	\$15.52 per hour
<b>Trumbull Adjusted Avg. Hourly Employee Compensation Package</b>	\$13.28 per hour <sup>2</sup>	\$14.78 per hour
<b>Peer Average</b>	\$14.28 per hour	\$15.50 per hour

Source: Mahoning County, Lorain County, Stark County and Trumbull County

<sup>1</sup> Mahoning County does not pay any portion of the MCSO’s employees’ PERS contribution, Trumbull County pays 6%, Lorain County pays 0% and Stark County pays 4.25%.

<sup>2</sup> Lorain and Trumbull Counties’ correctional officers are classified as Deputy and patrol officers are classified as Deputy 3.

According to **Table 7-12**, MCSO’s deputy’s compensation package is 18.1 percent below the peer average. Based on interviews and information obtained from MCSO, employees opted to take wage increases instead of having the County pick up the employees’ PERS contribution. Although MCSO and Lorain County’s Sheriff’s Office do not receive any portion of their PERS contribution paid by the county, Lorain County Sheriff Office’s department compensation package is higher than MCSO. According to the County, MCSO’s aggressive step schedule was implemented to address lower salary levels, which is effective in 2001. In January 2001, all tier 1 deputies will move one step to the right on the pay scale, which will result in an annual base salary of either \$27,000 or \$28,500 depending on the deputies’ date of hire.

**C7.1** By following the guidelines set forth in the FLSA and not including holidays, vacation days, personal days and compensatory time, MCSO is limiting the leaves which are included in the “hours worked” category. As a result, this allows MCSO to minimize its overtime costs.

Furthermore, establishing a maximum of five days to file grievances precludes duplicate grievances from being filed as a result of an unresolved issue. The inclusion of an informal step in the grievance procedure allows an employee to talk with the supervisor at the lowest possible level who has the authority to resolve the problem. An informal process minimizes the administrative time spent in meetings and writing reports, and eliminates the need for all grievance procedures to go through a formal process. In addition, the current grievance procedures provide for a method to resolve grievance issues in a timely manner.

**R7.8** Based upon **Table 7-12**, MCSO’s employees receive less compensation in comparison to the peer sheriff offices. However, based upon the contract comparisons in this report (see **F7.16** through **F7.19**), MCSO’s should consider the following recommendations in future contract negotiations:

- Consider negotiating the elimination of sick leave from the “hours worked” category when computing overtime and defining the overtime policy as more than 40 hours per week for Blue, Gold and Corporal Units. The FLSA standards state that an employee will receive overtime for all hours in excess of 40 hours per week.
- Renegotiate its contracts to reduce the guaranteed and predetermined number of hours in compensation that an employee who is called in to work will receive (call-in-pay) from four hours to three hours. Lorain and Trumbull Counties’ call-in-pay is three hours.
- Develop a policy outlining specific items which are acceptable purchases for its personnel in order to receive the annual clothing allowance. In addition, it should require its employees to supply receipts as proof that the proper expenditures were made prior to the date when employees receive their annual clothing allowance, which is a requirement specified by the Internal Revenue Service (IRS). Therefore, MCSO should immediately implement this requirement.

Furthermore, when negotiating future collective bargaining agreements, MCSO and the County should take into consideration the compensation rates for MCSO’s employees.

F7.21 Other issues impacting contract and personnel issues at MCSO include the following:

- All new employees and newly promoted employees at MCSO must complete a one year probationary period. Prior to January 1997, MCSO also had a mentoring program. However, according to MCSO, as a result of staffing fluctuations, loss and replacement of sales tax revenue and the need to provide all employees with basic and in-service training, the mentoring program has not been reinstated (**R7.9**).
- Jail operations personnel at MCSO are required to receive 24-hours of continuing education training each year. All other personnel are required to pass yearly qualifications on the use of firearms. As stated in **Table 7-2a**, MCSO maintains 2.0 FTEs for the purpose of planning, research and training. In addition, these personnel assist with the CALEA accreditation which MCSO is obtaining (**R7.10**).
- MCSO does not perform formal evaluations on employees during their probationary period. In addition, MCSO has not developed or implemented formal, written policies regarding employee evaluations and it does not conduct annual evaluations on its full-time employees (**R7.10**).

- MCSO has not implemented a quartermaster system. However, Stark County has implemented a quartermaster system, which has been a cost-effective way to provide clothing and other needed supplies (**R7.11**).

**R7.9** While MCSO has implemented a one-year probationary period for all new employees and promoted employees, MCSO should implement a formal mentoring program into its daily operations for all divisions and guidelines should be included in the policies and procedures manual. The training department in the support services division should be responsible for contacting the individual departments of MCSO to determine who will be the senior staff member assigned to mentor the new employee. The mentoring program policy should include the following:

- The policy should state the length of time that the mentoring program will be in effect for each new hire. It is recommended that each new employee interact with their mentor for at least 30 days. However, during the mentoring period, interaction between the new employee and the mentor can take place in the form of direct or indirect interaction.
- There should be daily interaction between the mentor and the new employee. The daily interaction does not necessarily need to last for an entire day; however, it should give an opportunity for the new employee to ask pertinent questions, as well as receive guidance on different job tasks and assignments.
- A schedule should be prepared and followed for each day of the mentoring program. The schedule should include discussions on policies and procedures applicable to the entire office, specific policies and procedures to the individual department, job tasks and other related topics.

As stated in an article titled “The Mentor” in the February 2000 issue of *Training & Development*, “The traditional use of the word *mentor* connotes a person outside one’s usual chain of command who ‘helps me understand this crazy organization.’” By implementing a mentoring program, MCSO will be making an effort to assist new employees to feel comfortable, learn their jobs and be effective and efficient in their new daily tasks.

Furthermore, MCSO should develop and implement continuing education courses which can be given to all personnel within MCSO. In addition to their current duties, the personnel in the planning, research and training division should be responsible for scheduling training classes, monitoring training of the employees and ensuring that proper certifications are maintained.

**R7.10** MCSO should develop and implement a performance evaluation process and use the process as a management tool. A performance evaluation process can identify ways to maintain and improve efficiency and effectiveness of employees and their activities. Furthermore, employee performance evaluations are essential to assess the progress of individual employee performance and should be used for the basis of annual pay increases. The performance evaluation process should agree with the 14 standards outlined by CALEA. **Table 7-13** states the CALEA performance evaluation standards.

**Table 7-13: CALEA’s 14 Standards on Performance Evaluations**

<p>1) The performance evaluation system should be in writing and should include (at a minimum) the following: measurement and definitions, procedures for use of forms, rater responsibilities and rater training.</p> <p>2) Performance evaluations should be conducted and documented on each employee at least annually.</p> <p>3) A written performance evaluation should be prepared on all entry-level probationary employees at least quarterly.</p> <p>4) Criteria used for performance evaluations are specific to the assignment of the employee during the rating period.</p> <p>5) The evaluation of the employee’s performance should cover a specific period.</p> <p>6) Non-probationary employees should be advised in writing whenever their performance is deemed to be unsatisfactory and that the written notification be given to them at least 90 days prior to the end of the annual rating period.</p> <p>* 7) Raters should be able to supply written comments for unsatisfactory or outstanding performance.</p>	<p>8) The performance evaluation should be reviewed and signed by the rater’s supervisor.</p> <p>9) Every employee should be counseled at the conclusion of the rating period to include the following areas: results of the performance evaluation just completed, level of performance expected, rating criteria or goals for the new reporting period and career counseling in such areas as advancement, specialization, and training.</p> <p>10) Employees should be given the opportunity to sign and make written comments to supplement the completed performance evaluation.</p> <p>11) A copy of the completed evaluation should be provided to the employee.</p> <p>12) An appeal process should be developed for contested evaluation reports.</p> <p>13) Performance evaluations should be kept for three years.</p> <p>* 14) Raters should be evaluated by their supervisors regarding the quality of ratings given to employees.</p>
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**Source:** *Standards for Law Enforcement Agencies* produced by CALEA

**Note:** Not all standards stated by CALEA are mandatory standards. Those standards which are considered to be optional standards are indicated with an asterisk (\*).

In addition to the standards outlined by CALEA, a performance action plan should be created for all employees who do not receive a satisfactory evaluation and employment is continued with MCSO. The performance action plan is designed to help identify specific areas where performance can be improved upon and actions taken in order to implement the plan. The performance appraisal form should include the reason for the review, definitions of evaluation ratings and assessments of other factors including: quality of work, productivity, reliability, attendance, adherence to policies, interpersonal relationships and other factors deemed important to the administration of the MCSO.

During the course of this engagement, MCSO has begun developing and implementing a new policies and procedures manual in the effort of obtaining accreditation through CALEA. One new policy developed and implemented outlines a performance evaluation process which will be used by MCSO on all employees. As a result of the development and implementation of a performance evaluation process, MCSO has begun to implement this recommendation and is conducting performance evaluations as of May 2001.

**R7.11** During future negotiations, MCSO should consider implementing a quartermaster system similar to the system in place at the Stark County Sheriff's Office. According to MCSO, negotiating a quartermaster system in the collective bargaining agreements would be very difficult. If MCSO decides to implement a quartermaster system, it should seek assistance from the quartermaster at the Stark County Sheriff's Office. Using a quartermaster system ensures that the employees are all wearing like uniforms and also ensures that the employees have the clothing supplies that they need. In addition, because of the ability to purchase large quantities, it allows an entity to purchase more items at reduced rates. Currently, the only uniforms not incorporated into Stark County's quartermaster system are uniforms for plain-clothes officers. However, Stark County plans on incorporating uniforms for plain-clothes officers in its quartermaster system in the future. Excluding plain-clothes officers, the quartermaster system at the Stark County Sheriff's Office eliminates the need for Stark County to give its employees a clothing allowance. While implementing a quartermaster system would require an initial implementation cost, the quartermaster system could be phased-in over several years to minimize the effect.

MCSO personnel indicated one potential problem in implementing a quartermaster system would be uniform changes which are being proposed by the Buckeye State Sheriff's Association (BSSA). This would add additional costs for uniform modifications to a quartermaster system. However, Stark County Sheriff's Office indicated that these proposed changes would not be a problem to implement in its quartermaster system and would not be very costly. In addition, Stark County Sheriff's Office indicated that BSSA has been discussing uniform modifications for approximately 15 years and no significant changes have been made.

If a quartermaster system is implemented, it may be necessary for MCSO to hire a quartermaster. This employee should be a civilian, non-uniformed individual who reports directly to the sheriff. Assuming salaries and benefits similar to the Stark County Sheriff's Office, estimated salaries and benefits for the quartermaster position is about \$25,000.

*Financial Implication:* Assuming that MCSO were to make annual expenditures similar to the Stark County Sheriff's Office, MCSO could realize an estimated cost savings of approximately \$120,000 per year. If MCSO hires a full-time quartermaster, the net estimated annual cost savings would \$95,000. However, in order to realize an annual cost savings,

MCSO would have to implement its quartermaster system which would require start-up costs. Due to limited information, the start-up costs required to implement a quartermaster system can not be estimated.

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## B. Operations

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### *Corrections Division*

F7.22 MCSO's criminal justice center is comprised of 456 individual cells apportioned among 20 housing areas called "pods." A pod is configured in such a way that one wall of each cell is an outside wall. The outside wall in housing and medical cells have a window for natural light to filter through. Additionally, cells in a pod are arranged so the pod itself takes on a geometric shape. In the case of the pods at the criminal justice center, the cells are set along three equidistant walls that are offset by 90 degrees from one wall to the next. Cells are apportioned for holding inmates during booking, medical treatment, special needs and to house the general population. Further, MCSO's jail facility operates under direct supervision wherein staff are inside the pods directly supervising the daily activities of the inmates under their charge.

During 30 non-consecutive days between February 24, 2001 and April 8, 2001, MCSO housed prisoners at approximately 98.0 percent of its rated capacity demonstrating effective use of jail space.

**C7.2** It appears that MCSO is utilizing the available space for housing prisoners in the criminal justice center to its maximum capacity. The housing pods designated for use in detaining prisoners categorized as either medium or maximum security were, for the most part, utilized to the fullest potential. Being able to maintain prisoner population at or near capacity level demonstrates an appropriate use of jail space for its intended purpose.

F7.23 MCSO has changed the format of the intake classification form and, as a result, the ordering of questions on the form no longer agrees with MCSO's Standard Operating Procedure, which outlines the process for conducting prisoner classification and completion of the intake classification form. All aspects of jail operations should be accurately detailed in written form and made available to jail personnel to follow. Not having the appropriate reference documentation available for personnel who are unfamiliar with completing the classification form can lead to delays in the classification process. Another possible effect includes inaccurate classification, thereby impacting MCSO's overall operations and subjecting it to potential lawsuits. According to MCSO, the classification process is delegated to select staff that serve under the discretion of the warden.

**R7.12** MCSO should change its Standard Operating Procedure to conform with the form used in the intake classification process to ensure that personnel have a source to reference how the form currently in use should be completed. Although current written procedures and the

form being used are substantively similar, the fact that the form does not follow the procedures could lead to confusion, inaccuracy and delays in the classification process.

F7.24 MCSO jail personnel routinely count prisoners. MCSO Standard Operating Procedure DET 110.10 requires that prisoner head counts take place three times per shift. The information is forwarded to jail administration where it is then compiled. The information is organized according to housing pods and annotated onto a Justice Center Daily Count Sheet. However, this sheet is completed only when one particular MCSO deputy sheriff is working, (five days a week). On the days when this employee is not working, the sheet is not completed. Maintaining statistics, such as the daily count, would assist MCSO by tracking overflow in certain living pods to aid in making correlations between incidents and housing pod population, and showing evidence that bed space is being used to the maximum capacity.

**R7.13** MCSO should have daily count reports completed every day of the week. Compiling this information will facilitate in making note where incidents occur in relation to prisoner population, determine if certain living areas are under or over populated and allow for use in statistical research to determine if living space is being used to the maximum capacity.

F7.25 **Table 7-14** provides information of the staffing levels in the jail operations unit compared to the peer sheriff offices. For comparison purposes, the average number of inmates listed under each of the agencies includes both minimum security prisoners and those residing in full-service facilities.

**Table 7-14: Jail Operations Staffing Comparison**

	Mahoning	Stark	Trumbull	Peer Average
Correctional Supervisor	9.0	15.0	8.0	11.5
Correctional Officer	139.0	98.0	68.0	83.0
Intermittent Correctional Officer	2.6	0.0	0.0	0.0
Total Number of Correctional Staff FTE	150.6	113.0	76.0	94.5
Officer to Supervisor Ratio	15.7:1	6.5:1	8.5:1	7.2:1
Average Number of Inmates <sup>1</sup>	497.7 <sup>2</sup>	347.0 <sup>3</sup>	313.8 <sup>4</sup>	330.5
Inmates per Correctional Supervisor FTE	55.3	23.1	39.2	28.7
Inmates per Correctional Officer FTE	3.5	3.5	4.6	4.0
Inmates per Correctional Staff FTE	3.3	3.1	4.1	3.5

**Source:** Documentation from MCSO and peer sheriff offices

**Note:** Staffing figures represent correctional full-time equivalents (FTE's).

<sup>1</sup> Inclusive of inmates housed in minimum security jail and full-service jail

<sup>2</sup> Average inmate count for thirty non-consecutive days from February 24, 2001 to April 8, 2001

<sup>3</sup> Average inmate count from February 2001 through April 2001

<sup>4</sup> Average inmate count for thirty consecutive days from March 3, 2001 through April 1, 2001

As depicted in **Table 7-14**, MCSO's inmates per correctional FTE ratio is slightly below the peer average. Furthermore, DRC's jail statistics report for 2000 indicates a statewide inmates per correctional FTE ratio of 3.5, which is similar to the peer average but slightly above MCSO's average. Information reported by the United States Department of Justice, Bureau of Justice Statistics (BJS) in the 1999 Census of Jails, the most current version available, specifies a national inmates per correctional officer ratio of 4.3. The information used to derive BJS's ratio is inclusive of varied information attributable to surveying nationally such as factoring in non-payroll correctional officers when computing the ratio. Therefore, BJS's figure is not comparable with DRC's ratios and the ratios in **Table 7-14**, but does give some measure of correctional officer staffing nationwide.

The inmate supervision method used by MCSO and peers impact jail operations' staffing levels. MCSO employs a direct inmate supervision method where jail staff are inside the pods directly supervising the daily activities of the inmates assigned to them. According to MCSO, the jail was designed according to this type of inmate supervision. Other than Stark County using a direct supervision method for a certain portion of its jail, Stark and Trumbull counties use a less aggressive method of supervision requiring a smaller number of staff to supervise inmates. This could be a factor contributing to Trumbull County's higher number of inmates per correctional staff as compared to MCSO. Stark County indicated that it would prefer to implement a direct supervision method throughout its entire jail; however, budget constraints have hindered Stark County's ability to fully implement direct inmate

supervision. By considering the different methods of inmate supervision and the staffing analysis presented in **Table 7-14**, MCSO's staffing levels in the jail operations unit appear to be adequate.

Additionally, the number of FTE's that MCSO has assigned to jail operations is in compliance with a federal consent decree issued by the United States District Court, Northern District of Ohio. The court rendered its decision based on a jail staffing analysis prepared by an outside consultant. Although not specifically stated, the methodology used by the consultant to determine staffing levels is called zero-based staffing. Essential activities are identified and staffing requirements are then developed from zero. The consultant also computed a shift relief factor (SRF). The SRF accounts for the need to staff a post and allow for breaks, vacation days, and holidays.

Furthermore, **Table 7-14** indicates that MCSO maintains a 15.7:1 correctional officer to correctional supervisor ratio, which is significantly higher than the peer average. This demonstrates the importance that MCSO is placing on having more line staff in direct contact with prisoners.

**C7.3** MCSO maintains a correctional officer to correctional supervisor ratio that is higher than the peer average. This demonstrates MCSO's commitment to limit the number of supervisor staff thereby placing more correctional staff in areas of the jail to carry out the direct supervision of inmates.

**R7.14** As stated in **F7.9**, MCSO is working with federal monitors to have the federal consent decree pertaining to jail operations rescinded. MCSO should continue to work with federal monitors to remove the federal court requirements regarding jail staffing. To bolster its position, MCSO should develop and implement mechanisms to ascertain an efficient and effective jail staffing level. As noted in comparisons in **Table 7-14**, MCSO's jail staffing is only two-tenths below the state and peer averages.

Although MCSO appears to have sufficient jail staffing levels, MCSO should refer to the United States Department of Justice, National Institute of Corrections "Staffing Analysis Workbook for Jails," second edition, to analyze staffing levels on a periodic basis. MCSO used this tool to determine adequate staffing levels when the new jail facilities were being constructed. The document is available via the internet and lists step-by-step instructions for conducting an analysis and provides sample forms to facilitate in completing an in depth jail staffing study. As outlined in the workbook, good staffing practices ensures the safety and welfare of the jail staff, the public and inmates. Additionally, implementing efficient and effective staffing levels improves a jail's ability to provide rehabilitations and other programs and services, decreases potential liability, and helps to minimize expenditures for costly staff resources. Furthermore, using this tool to analyze staffing levels on a periodic basis could

be used to support MCSO's budget requests and could be used by future administrations to ensure that jail operations are adequately staffed.

During the course of this performance audit, MCSO had the federal consent decree rescinded. Effective November 27, 2001, the federal court dismissed the consent decree binding MCSO's operations.

- F7.26 MCSO maintains the only full-service jail in Mahoning County. ORC §341.01 statutorily requires a county sheriff to maintain the county's jail. ORC §1905.35 grants authority to municipal corporations to house prisoners in a county jail if the prisoner has violated a municipal ordinance and the municipality does not have its own jail. In addition, ORC §1905.35 specifies that a municipal corporation that houses its prisoners in a county jail is done at the expense of the municipal corporation.

The City of Youngstown (City) ceased operating its jail in August 1993. Subsequently, an "Agreement for the Boarding of Prisoners" (Agreement) between the County and the City was initially approved in November 1992 at a "per prisoner day" rate of \$36.. The most recent Agreement is for the period January 1, 1999 through December 31, 2001 and specifies that the City will reimburse the County in the amount of \$75 per "prisoner day" for each City prisoner housed at MCSO's jail.

A "City prisoner" is defined in the Agreement as "any prisoner accepted for booking or judicially ordered or sentenced to incarceration in the Mahoning County jail for violation of ordinances of the City, and not otherwise held under charges constituting a felony under State law, whether convicted or only held prior to making bond on such felony charges." In the Agreement, a "prisoner day" is determined based on the number of meals served to each City prisoner. The City is billed a minimum of one meal or one-third prisoner day if a City prisoner is booked into the jail but released without receiving a meal.

- F7.27 A provision in the Agreement requires that the City be billed quarterly for housing prisoners at MCSO's facilities and the City is to remit payment to the County within 30 days. The Agreement further outlines a binding arbitration process for the collection of payments should the City fail to make timely payment. **Table 7-15** shows the amount of each quarterly billing statement issued by MCSO to the City for the housing of City prisoners between January 1, 2000 and December 31, 2000.

**Table 7-15: Reimbursement for Boarding of City Prisoners**

Quarter	“Prisoner Days” (MCSO Count)	“Prisoner Days” (City Count)	Dollar Amount Charged <sup>1</sup>	Dollar Amount Received <sup>2</sup>	Date of Billing	Date of Payment
First	153	84	\$10,710	\$6,300	04/16/2000	05/26/2000
Second <sup>3</sup>	N/A	N/A	N/A	N/A	N/A	N/A
Third <sup>3</sup>	60	52	\$4,200	\$3,900	10/09/2000	01/12/2001
Fourth	75	75	\$5,250	\$5,625	01/26/2001	03/02/2001
<b>Total</b>	<b>288</b>	<b>211</b>	<b>\$20,160</b>	<b>\$15,825</b>	<b>N/A</b>	<b>N/A</b>

Source: MCSO records

<sup>1</sup> MCSO consistently charged the City \$70 per prisoner day instead of the agreed upon fixed rate of \$75 per prisoner day for the period January 1, 2000 to December 31, 2000.

<sup>2</sup> Difference between amount charged and amount received reflects City adjustment for disputed figures in MCSO billing.

<sup>3</sup> MCSO combined the second and third quarter billings.

As indicated in **Table 7-15**, MCSO received approximately \$4,335 less than what was originally charged to the City, which is attributed to the difference in the number of prisoner days. The difference between MCSO’s prisoner day count and that of the City results from causal factors that influences each entities counting of billable prisoner days. One of these is either the arresting officer or MCSO booking staff failing to complete required booking documents in the prescribed manner, such as failing to provide the numeric designation for the charge. Since state law and municipal ordinances can have similar narratives but use different numeric designations, failing to complete MCSO documents by not writing-in the numeric designation lends itself to inaccurate counts on MCSO’s behalf.

A second factor having a greater influence upon each entity’s prisoner day count is the outcome of court proceedings. One of two scenarios can occur during adjudicatory proceedings in City court that affect the prisoner day count, either the charge is changed from a municipal violation to state statute violation or visa versa. In either instance, the City’s prisoner day count will be less than what MCSO annotates in its billing statement because the City bases its prisoner day count upon court disposition rather than the listed charge at the time of booking into MCSO’s facility. For instance, a City prisoner could be booked into the criminal justice center for suspected violation of municipal ordinance. During court proceedings the charge could be amended to ORC violation and the prisoner could be sentenced to 15 days incarceration. Although MCSO has the person listed as being held on the pretext of violating a city ordinance, the City will amend its records to reflect a change in the charge to state violation. Since the MCSO is bound by the ORC to house prisoners who are charged or adjudicated for violation of state law, the City will not remit payment for the housing of the prisoner, even though the prisoner was booked in under a municipal ordinance. If the prisoner is booked in under a state statute and goes before the court only to have the charge amended to a municipal ordinance violation, again the city will not remit

payment because the prisoner was brought to the criminal justice center and detained under ORC statute. The City will not remit payment for prisoner housing costs in these instances on the pretense that statutory regulation requires county sheriffs to house prisoners for violating state law (see **R7.15**).

Furthermore, the current method of documenting prisoners during booking does not enable MCSO jail staff to track City prisoners while they are incarcerated. Currently, booking officers place the letter “F” in front of the docket number written on booking documents to denote federal prisoner, or the letter “M” to denote a military prisoner. However, all others are denoted by the letter “S” regardless if the charge is under a state code or municipal ordinance.

- F7.28 During the period specified in **Table 7-15**, MCSO jail staff billed the City \$70 per prisoner day versus the agreed upon rate of \$75 per prisoner day. MCSO personnel attribute the billing for \$70 as a breakdown in the billing process. Billing statements were mailed to the City, but MCSO supervisory personnel did not review bills prior to mailing. When MCSO received remittances, copies of adjusted statements, along with accompanying payment reflecting the \$75 per prisoner day rate, were routed to MCSO fiscal personnel. Copies of adjusted billing statements and remittances were never forwarded to jail staff. Jail staff state that not receiving copies of remittances contributed to the day rate being charged incorrectly.

MCSO did not complete quarterly billing in a regular and accurate fashion. For instance, MCSO is required by the Agreement to send billing statements to the City “at the end of March, June, September and December...” MCSO did not bill the City at the end of the second quarter. Instead, the bill was combined with the third quarter bill and mailed in October. According to MCSO, the second quarter bill was combined with the third quarter bill because only one inmate incarcerated at the jail in the second quarter was sentenced on city charges.

- R7.15** Recommendations pertaining to inmate housing billing processes and procedures are contained in **R7.16**. In addition to those recommendations, MCSO should meet with the special coordination / review committee established in the Agreement to develop mutually agreeable criteria pertaining to billable prisoner days. The Agreement should clearly enumerate when housing costs can be assessed regardless of court disposition. If a prisoner is booked under the pretext of a municipal statute, MCSO should receive compensation for the period of time the prisoner was incarcerated under that charge regardless of the courts’ decision to amend charges to state statute. Similarly, if the court amends a charge from state law violation to municipal ordinance, MCSO should receive prorated compensation for housing the prisoner.

F7.29 Prior to February 6, 2001, MCSO had an Intergovernmental Service Agreement (IGA) with the United States Marshals Service (USMS) for the housing of federal prisoners at the Mahoning County criminal justice center. The IGA specified a per diem rate of \$50 for each day a federal prisoner was kept at MCSO's full-service jail. MCSO and USMS have renegotiated the contract for housing federal prisoner to a per diem rate of \$67 per "prisoner day." The IGA defines a prisoner day as the day of arrival and the duration of the prisoner's stay at the jail, but does not include the day of departure. The new per diem rate was established on the basis of actual and allowable costs associated with the operation of the facility during a recent annual accounting period. The new contract went into effect February 6, 2001 but is retroactive to January 1, 2001, and remains in effect indefinitely or upon being terminated by MCSO or USMS. **Table 7-16** lists MCSO billing for the period January 1, 2000 to December 31, 2000, inclusive of the per diem rate specified in the previous IGA, for housing of federal prisoners at the Mahoning County criminal justice center. A comparison is made between the amount MCSO billed the federal government each month to the dollar amount received.

**Table 7-16: Reimbursement for Boarding of Federal Prisoners**

Month	“Prisoner Days” (MCSO Count)	“Prisoner Days” (Federal Count)	Per Diem Amount Charged <sup>1</sup>	Per Diem Amount Received <sup>2</sup>
January	53	53	\$2,650	\$2,650
February	303	303	\$15,150	\$15,150
March	277	244	\$13,850	\$12,200
April	386	401	\$19,300	\$20,050
May	346	362	\$17,300	\$18,100
June	385	421	\$19,250	\$21,050
July	493	543	\$24,650	\$27,150
August	1,125	1,121	\$56,250	\$56,050
September	1,144	1,138	\$57,200	\$56,900
October	1,014	1,015	\$50,700	\$50,750
November	1,053	1,054	\$52,650	\$52,700
December	981	1,003	\$49,050	\$50,150
<b>Total</b>	<b>7,560</b>	<b>7,658</b>	<b>\$378,000</b>	<b>\$382,900</b>

Source: MCSO records

<sup>1</sup> Fixed per diem rate set at \$50 per “prisoner day” for the period January 1, 2000 to December 31, 2000.

<sup>2</sup> Difference between amount charged and amount received reflects federal government adjustment for discrepancies in MCSO billing.

Federal officials remitted an adjusted payment for all but the first two billing statements issued by MCSO for the period January 1, 2000 to December 31, 2000. Adjustments were for over and under billing errors made by MCSO personnel. MCSO overcharged the federal government in three of the twelve months and undercharged the federal government seven months. USMS forwarded an adjusted billing statement to MCSO along with the payment for the appropriate month’s services. Overall, 83 percent of the monthly billings in 2000 to the federal government for housing federal prisoners during the specified period were inaccurate and subsequently adjusted by federal officials. While the monthly billing error rate was 83 percent, these errors resulted in under-billing the federal government \$4,900 or 1.3 percent of the actual amount received.

F7.30 MCSO does not have written procedures specifying how billing for housing federal and City prisoners is to take place. Billing for federal prisoners is separate and apart from the method used for billing the City of Youngstown. The procedures currently being used are not effective in producing accurate and timely billing statements. Additionally, the methods in

use result in the mailing of flawed billing statements. This, in turn, leads to the billed entity making adjustments to billing statements and subsequent remittances. To compound operational inefficiencies, jail staff are not receiving copies of adjusted statements and therefore, are unaware of the replication of erroneous bills. Additionally, the process being used in both forms of billing lack internal and external controls. Some of the issues that effect the efficiency and effectiveness of the billing process are listed below.

- *Duplicity of Billing Responsibilities.* The jail registrar is the person responsible for collecting information on prisoners housed on behalf of the federal government at the criminal justice center. The jail registrar is also responsible for compiling a list of names of federal prisoners detained at the criminal justice center during any one month and submitting the list to the jail secretary for billing purposes. Conversely, the jail secretary and not the jail registrar is the person responsible for tracking the number of City prisoners kept at MCSO's facility. For billing purposes, the compilation of names of City prisoners for billing does not begin until the City prisoner has been released from the facility.
- *Over and Under-counting Prisoner Days.* There is a pattern of errors in the way booking takes place for both federal and City prisoners. For instance, when cancellation of a federal airlift occurs, federal prisoners are taken back to the criminal justice center and are booked in under the same docket number instead of being booked under a new docket number. The problem that arises from this practice is that the jail registrar will see that the federal prisoner has been released. However, there is no record in the billing system that the prisoner was returned for housing. The prisoner will be physically counted for meals and inmate population, but will not be tracked for billing purposes because the jail registrar has annotated that the prisoner was released.

Similarly, issues with booking of City prisoners adversely affect billing, such as MCSO having no way to easily identify City prisoners being detained on municipal charges (F7.27). City prisoners are assigned a particular docket letter regardless of the charge levied against them, either state or municipal. As a result, the jail registrar has no idea if a person is a city prisoner because there are no mechanisms in place to keep track of such information.

These problems translate into over or under-counting prisoner days. Since billing is based upon the number of days a prisoner is kept at the facility, an inaccurate count of prisoner days equates to inaccurate billing.

- *Lack of Quality Control.* MCSO jail staff responsible for preparing the bills are unaware of any discrepancies because they never receive copies of corrected remittances. In addition, the bills are not reviewed by MCSO supervisors before being mailed. Once statements for services rendered are mailed, the jail staff responsible for producing the bills do not hear any more about them. When payments come into MCSO, the payment along with associated documents are given to MCSO fiscal staff for processing. There is no communication between these two sections. Fiscal staff accept the remittances without question.
- *Lack of Reconciliation.* Before March 2001, MCSO had no reconciliation process with government entities that it has agreements with for the housing of prisoners. Government entities would simply remit adjusted payments and alter billing statements without ever being questioned as to why by MCSO.
- *Need for Separate Billing Accounts.* MCSO recently installed and implemented the use of a new jail management software (**F7.81**). This software will allow MCSO to setup separate prisoner housing accounts. The system also has the capability of generating reports from information contained in each account. Information contained in the reports can then be used to generate billing statements. This is especially needed for tracking City prisoners since MCSO does not currently have any means of distinguishing a City prisoner, one being incarcerated solely on municipal ordinance violation, and that of a prisoner housed for violation of state statute or other charges. See **F7.27** for further discussion on billing for housing City prisoners.

**R7.16** MCSO should begin developing and implementing explicit written policies and procedures detailing how billing for housing prisoners from other jurisdictions should be completed. In conjunction with developing written policies and procedures, MCSO should also restructure the process so that only one sworn sheriff's employee undertakes all prisoner housing billing responsibilities.

Written procedures should specify that billing for housing of prisoners is to be performed by one person and not two. The jail registrar, who is currently keeping track of federal prisoners, is probably the person best suited to take on this responsibility. The Trumbull County Sheriff's Office has one county employee responsible for all of the billing for housing of prisoners from other jurisdictions. This method could be employed by MCSO but modified to specify that the jail registrar is the person responsible for compiling the list of prisoner names and the number of prisoner days persons' were held within MCSO's facility.

A formal reconciliation process should be outlined and followed so that MCSO bills and collects the correct amount from each governmental entity that contracts for prisoner

housing. The registrar should reconcile to both the daily meal counts and the daily prisoner counts. This should accompany the invoice to the supervisor for review and approval and then to the City and the federal government as proof of accuracy. With a properly developed and implemented reconciliation process, MCSO and the government entity being served will know exactly how many prisoner days are being charged and the amount that will be remitted as payment.

MCSO should require that a supervisor review billing statements prior to mailing. Additionally, copies of remittances and accompanying billing statements should be forwarded to the person in the jail responsible for billing. This person should retain these documents as a matter of record in case future questions arise regarding the billing or remittance. Furthermore, this will enable the billing clerk to check for errors either in billing or in remittances, and will be useful when reconciliation is once again required because of disputed amounts.

Finally, MCSO should establish separate prisoner housing billing accounts through the utilization of the new jail management software. Having separate accounts for billing purposes at the front end will assist MCSO in producing timely and accurate billing reports. Additionally, this will enable booking personnel to distinguish prisoners being brought into the jail for detention under municipal ordinance.

- F7.31 As stated in **F7.26** and **F7.29**, MCSO charges the City of Youngstown \$75 per “prisoner day” and the USMS \$67 per “prisoner day.” The fee charged to USMS is based upon the cost to house a prisoner solely in the full-service jail. Specifications listed in Article I - Purpose and Security Provided, of the IGA between MCSO and USMS requires that all federal prisoners be considered medium/maximum security-type prisoners. As such, MCSO must house federal prisoners exclusively in the full-service jail and not in the minimum security jail. Therefore, MCSO cost analysis for housing federal prisoners developed for the new agreement includes only those expenses associated with the operation of the full-service jail.

Factors, including the type of charge, pertaining to persons taken into custody by the City and subsequently detained at MCSO’s jail can lead to city prisoners being classified as a minimal security-type or a medium/maximum security-type. Therefore, the negotiated prisoner housing fee of \$75 per prisoner day charged to the City includes costs associated with operating the minimum security and full-service jail since there is the potential that MCSO can detain a City prisoner in either facility.

Like MCSO, Trumbull County Sheriff’s Office has an IGA with the federal government to house federal prisoners. The per diem rate is \$65 per prisoner day. In addition to per diem for housing, Trumbull County Sheriff’s Office also receives compensation for guard and

transportation services to medical facilities and to United States Courthouses. Guard services are reimbursed at \$23.82 per guard hour and milage is reimbursed at \$0.31 per mile traveled. MCSO does not guard nor transport federal prisoners. Only in infrequent cases where emergency medical service necessitates transport outside the criminal justice center would MCSO incur costs for guarding and transporting a federal prisoner.

Trumbull County Sheriff's Office also has an agreement with the City of Warren to house prisoners arrested by the City of Warren Police Department. The agreement specifies that the City of Warren will pay for the keeping of persons confined to the jail for violating a City of Warren municipal ordinance. The per diem rate for the first 30 beds is \$45 per day. If there are more than 30 city prisoners in the Trumbull County Jail, then the rate increases to \$60 per day.

Both the IGA that MCSO has with the federal government and the City Agreement specifies that the amount charged to house respective prisoners can be renegotiated / adjusted once each year.

F7.32 The reimbursement rate received by the City of Youngstown was the result of a comprehensive settlement agreement between the City and Mahoning County. The federal reimbursement rate was calculated using a cost sheet analysis form adopted by the federal government and 1998 budgeted expenditures. Calculating per bed cost using the dollar amounts budgeted for MCSO in 2001 reveals that increasing billable prisoner housing rates for both the federal government and the City are warranted. Taking into account all operational costs, but excluding the amount budgeted for minimum security jail operations, MCSO could renegotiate the per prisoner day rate it currently charges the federal government to \$83.13 per prisoner day. Similarly, the per diem rate MCSO charges the City could be increased to \$89.83 when accounting for all applicable costs. Without negotiating for appropriate increases, MCSO is likely shouldering costs that are reimburseable under both the IGA with the federal government and the Agreement with the City. According to MCSO, it will have to wait until the completion of FY 2001 to be able to use FY 2000 as the basis for negotiating an increase in the federal government's per prisoner day reimbursement rate because contract application requires the current completed fiscal year and the previous year.

**R7.17** MCSO should undertake an annual review of its jail operation and assess the daily cost of incarcerating a prisoner. If expenditures for housing prisoners from other governmental entities are greater than amount being charged, then MCSO should seek an increase in recoverable costs and use language contained within contractual agreements as the vehicle to begin this process.

MCSO could be charging the federal government up to \$83.13 per prisoner day for each federal prisoner it houses in accordance with the IGA. The amount MCSO could charge the

City for housing its prisoners under the Agreement could be increased to \$89.83 per prisoner day. Collecting a fair and appropriate dollar amount from entities that MCSO has a prisoner housing agreement with will offset the actual cost incurred for housing prisoners from those jurisdictions. Anything less will mean that MCSO is not maximizing its potential to recover expenses incurred as result of providing a service to other governmental entities.

*Financial Implication:* If the federal government were to house prisoners at MCSO's facility for the same amount of time as in 2000 and based upon the 2001 fixed per diem rate of \$67, the County would receive an additional \$123,500 annually to offset costs of housing federal prisoners by increasing the per prisoner day housing rate to \$83.13. As for the City, if the per prisoner day rate was increased to \$89.83 and if prisoner day count for the City equaled the 2000 levels, the County could expect to receive an additional \$3,100 annually in revenue. Therefore, the County could receive a total of \$126,600 annually to offset costs of housing City and federal prisoners.

- F7.33 ORC §341.06 permits the establishment of a prisoner reimbursement policy for being confined in a county jail. The informal title for this section of the ORC is "pay-to-stay." Under this section, county sheriff's can assess fees upon prisoners for room and board, medical and dental treatment costs, administrative processing costs, and property damage costs as a result of the prisoner's confinement. Provisions contained in ORC §341.06(A)(1) require that the county sheriff seek approval from the board of county commissioners for the establishment of such a policy prior to instituting a pay-to-stay program. Furthermore, ORC §341.02 states that "the court of common pleas shall review the jail's operational policies and procedures and prisoner rules of conduct. If the court approves the policies, procedures, and rules of conduct, they shall be adopted."

MCSO does not have a pay-to-stay program. However, MCSO does attempt to collect processing costs from prisoners and user fees for requested medical services (**F7.39**). Although statutory authority exists that permits MCSO to levy fees for costs incurred from prisoner confinement, MCSO must meet the requirements outlined in ORC §341.06(A)(1) prior to requiring payment.

The previous Mahoning County sheriff instituted a reimbursement policy without first complying with the requirements of ORC §341.06(A)(1). MCSO continues to impose the inmate reimbursement policy upon prisoners at the MCSO jail. Current MCSO practice is to levy a \$30 "booking fee" against all non-federal prisoners booked into MCSO's facilities.

- F7.34 During 2000, MCSO booked-in approximately 7,898 prisoners (excluding federal detainees). Each of these prisoners were assessed the \$30 booking fee as an administrative processing fee. Collections for 2000 amounted to approximately \$83,000. Had MCSO been able to collect the \$30 booking fee from each of the 7,898 prisoners booked into MCSO's facility,

it would have receive approximately \$236,900. Based upon the listed figures, MCSO's rate of collection for booking fees is approximately 35 percent.

As stated in **F7.33**, MCSO does not appear to be in compliance with ORC §341.06(A)(1). Without having MBOCC authorization for prisoner reimbursement, MCSO does not appear to have legal standing to enforce the payment. Therefore, MCSO has little leverage for collecting administrative fees from prisoners. In addition, MCSO has to obtain approval from the common pleas court for the use of a booking fee as stated in ORC §341.02.

F7.35 According to the Buckeye State Sheriff's Association, the Preble County Sheriff's Office has instituted a model prisoner pay-to-stay program. The Preble County Sheriff's Office developed and implemented its program on the authority given by ORC §341.06 and through the adoption of a resolution by the Preble Board of County Commissioners. The following are facets of the policy followed by Preble County Sheriff's Office employees in implementing the pay-to-stay program.

- Preble County Sheriff's Office has an employee designated as the prisoner reimbursement coordinator.
- Housing fees are on a sliding scale based upon the prisoner's hourly wage. The scale ranges between \$12 and \$52 per day. The mean chargeable dollar amount is \$32 per day.
- Prisoners are charged \$25 to see the jail doctor and \$5 to see the jail paramedic.
- Prisoners bear the cost for all other medical related costs (X-rays, laboratory work, medications, etc.).
- Sheriff employees collect medical insurance information for billing purposes.
- Prisoners are charged for personal hygiene supplies.
- Delinquency in payment is addressed through civil court.

Three other county sheriff offices have instituted a prisoner pay-to-stay program similar to the one at the Preble County Sheriff's Office. Per diem and collection rates vary with each jurisdiction. **Table 7-17** lists assessed per diem rates, the estimated collection rates for each of the specified county sheriff offices and the dollar amount each of the listed agencies have collected since their prisoner reimbursement program was instituted.

**Table 7-17: Sample Pay-to-Stay Per Diem and Collection Rates**

Sheriff Office	2000 County Population	Average Inmate Population <sup>1</sup>	Program Start Date	Per Diem Rate	Collection Rate <sup>2</sup>	Accumulated Collections <sup>3</sup>
Allen County	108,473	270	January 2000	\$35 <sup>4</sup>	4%	\$75,000
Preble County	42,337	70	January 1998	\$12 - \$52	23%	\$18,000
Licking County	145,491	160	October 1998	\$12 - \$60	10%	\$260,000
Wood County	121,065	117	October 1998	\$7 - \$40	33%	\$100,000

**Source:** Applicable County Sheriff Offices, Ohio Department of Development

<sup>1</sup> Average inmate populations are estimates given by sheriff officials at each of the listed agencies.

<sup>2</sup> Approximate collection rates are based on overall collections when compared to overall assessments over all years.

<sup>3</sup> Accumulated collections is the approximate dollar amount collected since the inception of the program at each of the specified county sheriff's office.

<sup>4</sup> Allen County Sheriff's Office charges a flat rate of \$35 per day.

As indicated in **Table 7-17**, collection rates and accumulated collections vary at the four sheriff offices. The variance between collections and collection rates in these counties could be attributed to factors such as the effectiveness of the sheriff offices' collection methods and the ability of individuals to make payments. Assessed per diem rates also vary between each of the four sheriff offices. Although ORC 341.06 caps the per diem rate at \$60, there is no specification within the code requiring a minimum per diem assessment. Three of the four counties have instituted a sliding-scale assessment scheme; with Preble and Licking Counties establishing \$12 as the minimum per diem rate.

Preble County uses its civil court to enforce collections if payments are not made to the sheriff's office. Licking County Sheriff's Office and Wood County Sheriff's Office utilize the services of a private collections agency. The collection agencies charge a fee of 30 percent of the total dollar amount collected.

As depicted in **Table 7-17**, Allen County has a lower collection rate when compared to the other counties. The program coordinator for Allen County stated that its pay-to-stay program has been in place for approximately 21 months and that it is still in the developmental stages; therefore, resulting in a lower collection rate as compared to the other sheriff offices. However, Allen County intends on continuing to refine and streamline its processes regarding the prisoner reimbursement program and will engage additional resources to increase its collection rate.

**R7.18** MCSO should develop and implement a prisoner reimbursement program authorized by ORC §341.06 and 341.02. Having a streamlined, detailed and sanctioned program could help MCSO and Mahoning County to collect money from prisoners to offset costs for imprisonment. However, prior to establishment, MCSO should ensure that it will not become ineligible to receive grant funds of any kind by having a prisoner reimbursement policy.

MCSO should consult with Preble County Sheriff's Office to establish a pay-to-stay program. Having established a creditable program of its own, Preble County Sheriff's Office could offer suggestions, provide necessary guidance and help MCSO develop and implement its own pay-to-stay program, and thus, begin recovering incurred incarceration expenses. MCSO should also consult with other county sheriff offices having a similar prisoner reimbursement program, such as Allen, Licking and Wood County Sheriff's Offices, for further information and additional assistance.

Additionally, MCSO should continue the practice of levying the booking fee (**F7.34**). However, the fee should be structure around a sanctioned prisoner reimbursement program. Current practices result in a low rate of collection with no legal means of enforcing prisoners to pay booking fees. Having a prisoner reimbursement program that also includes levying a fee for time spent on administrative matters pertaining to the prisoner's incarceration will further offset incurred costs.

*Financial Implication:* Assuming that MCSO implements a prisoner reimbursement program, charges a minimum per diem rate of \$12 per day and initially has a collection rate of four percent similar to the Allen County Sheriff's Office, MCSO could collect \$87,000 yearly in per diem fees. After MCSO has developed the program and instituted effective collection methods, such as coordinating its collection activities with its local courts, its collection rate could increase and be more comparable to Preble, Licking and Wood Counties. In addition, if MCSO developed a fee schedule similar to Preble and Licking Counties, its overall collections could be greater than \$87,000. Furthermore, MCSO could collect additional revenue to offset the cost of the PHS medical services contract as discussed in **F7.39** and **R7.20**.

**F7.36** Accreditation with the National Commission on Correctional Health Care (NCCHC) is a process of external peer review in which NCCHC, a private non-governmental association, grants public recognition to detention and correctional institutions that meet its nationally established and accepted standards for the provision of health services. NCCHC's accreditation program renders a professional judgment regarding health services provided in detention and correctional settings and assists in the continued improvement of the entity. The accreditation program is based upon national standards established by the health, legal and corrections professions. The following are the functional areas where standards are developed:

- Facility governance and administration,
- Managing a safe and healthy environment,
- Personnel and training,
- Health care services support,
- Inmate care and treatment,
- Health promotion and disease prevention,
- Special inmates needs and services,
- Health records, and
- Medical-legal issues.

Through compliance with specified standards, the inmate medical services unit has continuously maintained accreditation status since 1981. Maintaining medical services accreditation will enable MCSO to promote an efficient and well-managed system of health care services. It also adds prestige to the facilities, increases staff morale, aids in recruiting efforts, helps obtain community support and provides additional justification for budgetary requests. Accreditation helps protect financial assets by minimizing the occurrence of adverse events and, in many instances, accreditation reduces liability premiums and protects facilities from lawsuits related to health care. Accreditation also benefits incarcerated individuals by assuring them of receiving adequate health care according to nationally accepted standards.

**C7.4** MCSO's inmate medical service program strives to provide quality health care, psychiatric/psychological services and behavioral counseling in a manner consistent with accreditation standards. Accreditation helps protect financial assets by minimizing the occurrence of adverse events. In many instances, accreditation reduces liability premiums and protects facilities from lawsuits related to health care. Furthermore, obtaining and maintaining accreditation benefits incarcerated individuals by assuring them of receiving adequate health care according to nationally accepted standards.

F7.37 MCSO's inmate health service provider is Prisoner Health Services, Inc. (PHS), based in Brentwood, Tennessee. Contract specifications between PHS and Mahoning County requires PHS to deliver the following services for the care of inmates at MCSO's facilities: medical, mental health, dental care, pharmacy, laboratory, ancillary, (ambulance and prosthetics), optometry, utilization review, quality assurance and radiology services.

The County has had an inmate health service contract with PHS for the last five years. The current contract is for two years with an option for another two years. When MCSO issued the request for proposal (RFP), PHS submitted the lowest bid. PHS is charging \$86,000 per month whereas the next closest bid was approximately \$110,000 per month. The cost per month is for all services provided by or through PHS.

F7.38 The County contracts with Community Corrections Association, Inc. (CCA) to provide behavioral modification counseling and educational services to inmates. Inmates are referred to CCA by PHS clinicians. CCA program services are classified into six categories: adult basic education, substance abuse services, mental health counseling, support groups, individual/group counseling, and specialized intervention.

In September 1997, MBOCC approved the initial contract for services between itself and CCA. The contract was for one year with an option to renew for one additional year. The contract specified the cost for the first year to be \$224,000. The second year amounted to \$235,000 for a total contract cost of \$459,000 over two years. The agreement expired in September 1999 and MBOCC and CCA have been on a month-to-month agreement since that time. The average month-to-month cost is \$19,583. Comparing with per-year cost incurred under the previous contract, MCSO is spending approximately \$234,996 annually for inmate behavioral modification counseling and educational services. Because of a pending lawsuit between the CCA and the former Mahoning County sheriff, MCSO stated that it intends to solicit bids from CCA and others seeking providers for counseling and educational services.

**R7.19** MCSO should follow through with its intention to solicit new bids from prospective providers of counseling and educational services. Soliciting bids will assure that MCSO receives the best, competitive price for the services being received.

F7.39 As discussed in **F7.33**, ORC §341.06 gives statutory authority for the establishment of prisoner reimbursement policy for costs incurred by reason of a person's confinement. Specifically, ORC §341.06(2)(A) provides for the full reimbursement by inmates for the actual cost of medical and dental treatment. MCSO charges inmates a user fee of \$5.00 to see a medical/dental practitioner and a user fee of \$3.00 to see a nurse; however, MCSO does not have formal approval of this user fee from the common pleas court, which is a requirement under ORC §341.02. The assessment of a user fee is a means by which the County can defray medical program costs. Regardless if the inmate is indigent, the user fee is applied to the appropriate commissary account. If there ever comes a time when funds get deposited into an indigents commissary account, those monies would go towards payment for medical services. **Table 7-18** contains information on dollar amounts charged as user fees for inmate health care at MCSO and the Preble County Sheriff's Office.

**Table 7-18: Inmate Medical Service User Fees**

	Mahoning	Preble
<b>Medical</b>		
<b>Doctor</b>	\$5	\$25
<b>Nurse</b>	\$3	\$5
<b>Dental</b>	\$5	Actual
<b>Pharmaceutical</b>		
<b>Medication Handling Fee</b>	No Charge	\$3
<b>Medication</b>	No Charge	Actual
<b>Medical Transport</b>	No Charge	\$25

**Source:** Interview with MCSO staff, PHS contract and documents obtained from Preble County Sheriff’s Office

Both MCSO and Preble County Sheriff’s Office charge a user fee for medical consultations. Preble County has county commissioners approval for not only a prisoner pay-to-stay program (see **F7.35**) but also the authority to collect for actual health service costs. Preble County Sheriff’s Office also charges inmates for both over the counter and prescription medication along with a prescription handling fee. Pharmaceuticals costs for MCSO are incorporated into the PHS contract. Finally, Preble County Sheriff’s Office charges inmates for medical transport whereas the PHS contract specifies that PHS is financially responsible for the emergency transport of all inmates.

**R7.20** To offset the cost for PHS medical services contract, MCSO should obtain formal approval from the common pleas court for the implementation and necessary adjustments of these user fees as outlined in ORC §341.02. To support this endeavor, MCSO should develop an applicable fee schedule based upon PHS costs. Information on the recoupment of health services costs should be included with orientation materials that are issued to prisoners when entering the jail. The fee should be assessed only when inmates request health care services and not in instances where emergency care becomes necessary. Additionally, MCSO staff should inquire about medical insurance benefits when prisoners are booked into the facility and submit claims for reimbursement for medical costs as they occur.

*Financial Implication:* If MCSO implemented a user fee schedule similar to the Preble County Sheriff’s Office, maintained a similar fee collection rate as discussed in **R7.18** of four percent, and assuming inmate request for medical services remain comparable to the requests in 2000, the County could collect additional revenues of approximately \$5,600 per year. However, the amount of additional revenue collected to offset medical services costs could be increased if MCSO experienced a collection rate similar to Preble, Licking and Wood Counties (see **R7.18**). Furthermore, additional revenues collected as reimbursement for dental procedures, medical supplies, pharmaceuticals and ancillary services could further offset Mahoning County’s outlay for medical services.

F7.40 MCSO and Stark County Sheriff's Office outsource prisoner healthcare services. Stark County's cost for inmate health care does not include psychiatric treatment. However, Mahoning County's contract with PHS includes coverage by a licensed psychiatrist. Trumbull County Sheriff's Office provides in-house medical care for inmates, but the provision of services in the jail is limited to medical only. All other services (dental, psychiatric, x-ray) require the inmate to be transported outside of the facility. A cost comparison of comparable inmate medical service programs is displayed in **Table 7-19**.

**Table 7-19: Inmate Medical Services Cost Comparison**

	Mahoning	Stark
Monthly Cost	\$86,000	\$86,700
Estimated Annual Cost	\$1,032,000	\$1,040,400
Total Estimated Number of FTE's per day	14.73	12.2
Average Daily Inmate Population <sup>1</sup>	497.7 <sup>2</sup>	347.0 <sup>3</sup>
Average Cost Per Inmate Per Day	<b>\$5.68</b>	<b>\$8.21</b>

**Source:** Interview with MCSO and peer sheriff offices

<sup>1</sup> Inclusive of inmates housed in minimum security jail and full-service jail

<sup>2</sup> Average inmate count for thirty non-consecutive days from February 24, 2001 to April 8, 2001

<sup>3</sup> Average inmate count from February 2001 through April 2001

**C7.5** The average cost per inmate for medical services at MCSO is \$2.53 less than Stark County Sheriff's Office. MCSO's ability to acquire inmate medical services at a rate that is 45 percent less than Stark County indicates a commitment to provide adequate and sufficient medical services at the lowest possible cost.

F7.41 MCSO is not going forward with extending its current food services contract beyond the second year. MCSO claims a loss of confidence in the ability of the vendor to deliver the appropriate level of service. During spot inspections, the Sheriff's Office found that food was being panned out in smaller portions than dietary specifications require. Secondly, again during random spot inspections, the vendor was found to be using stale and outdated food products. These instances coupled with the vendor's failure to correct both problems after being put on notice and agreeing to remedy these issues has compelled the Sheriff's Office not to extend the current food service contract. In the interim, the vendor will provide food services on a month-to-month basis. MCSO and MBOCC are in the process of negotiating a food services contract with a different vendor.

As discussed in the **Juvenile Court** (MCJC) section, consideration is being given to combining food services at MCSO's facility and MCJC's Detention Center. Should this

occur, the cost per meal at MCJC's Detention Center would be reduced. See **F6.78** in the Juvenile Court section of this report for more information on this issue.

F7.42 Both MCSO and Stark County Sheriff's Office contract with a vendor for food services. Trumbull County Sheriff's Office provides food services in-house. Trumbull County Sheriff's Office average per meal cost depicted in **Table 7-20** includes both labor and the purchase of food. All three agencies utilize inmate labor to augment kitchen staff in providing this service. **Table 7-20** provides comparative information for MCSO's food services contract and staffing and those of peer agencies. The time period covered is January 1, 2001 to May 31, 2001.

**Table 7-20: Inmate Food Services Contract and Staff Comparison**

	Mahoning	Stark	Trumbull	Peer Average
<b>Expenditures</b>	\$193,023	\$175,742	\$165,755	\$170,749
<b>Number of Meals Served</b>	210,942	162,290	127,504	144,897
<b>Average Price Per Meal</b>	<b>\$0.92</b>	<b>\$1.08</b>	<b>\$1.30</b>	<b>\$1.18</b>
<b>Number of FTE's</b>	4.0 <sup>1</sup>	4.0 <sup>1</sup>	5.5 <sup>2</sup>	4.8
<b>Number of Meals Served per FTE</b>	<b>52,735.5</b>	<b>40,572.5</b>	<b>23,182.5</b>	<b>30,186.9</b>

**Source:** Interview with MCSO and peer sheriff offices

**Note:** Reported figures are for the period January 1, 2001 to May 31, 2001.

<sup>1</sup> FTEs are employees of the food services vendor.

<sup>2</sup> FTEs are employees of the county.

The average price per meal served to inmates at MCSO's facility was 28 percent less than the peer average. Trumbull County had a higher average price per meal because it incurs separate labor and food costs associate with providing in-house food services. Both MCSO and Stark County costs were lower because their vendors purchase and prepare food as a business venture, and therefore find ways of cutting costs. The vendors are then able to pass those savings onto the agencies.

The number of meals served per FTE was approximately 75 percent higher at MCSO than the peer average. Although FTE's at MCSO were vendor's employees, the fact that those persons are able to provide a higher level of service at a lower cost proves the efficiency of the vendor's operation translating into cost savings for the County.

**C7.6** Based upon **Table 7-20**, it appears that the County is saving significant resources by outsourcing its food services operations. This allows MCSO and the County to allocate resources to other areas of operations which might otherwise be underfunded.

*Courthouse Security*

F7.43 MCSO provides security to the court of common pleas, court of appeals and the probate court as required by ORC §311.07, which states, “The sheriff shall attend upon the court of common pleas, and the court of appeals during their sessions, and, when required, shall attend the probate court.” MCSO, under judicial orders from the Mahoning County Court of Common Pleas, dated October 20, 1999, has detailed 21 MCSO personnel (21.0 FTEs) to the County courthouse as a standing security force. One sergeant supervises 20 deputies who carry out various courthouse security duties. The hours during which MCSO deputies provide security are from 7 a.m. to 6 p.m., Monday through Friday, or when courthouse offices are open for business. MCSO deputies are not on the premises when the courthouse is not open, which is generally on national holidays. Building night security is provided by a security contractor for burglary detection and electronic alarm surveillance. The Youngstown Police Department also patrols the downtown vicinity during evening hours.

Courthouse security deputies are assigned to one of four different shifts. The shift having the largest number of deputies working corresponds with the time the courthouse has the greatest flow of individuals.

All 21 MCSO court security personnel are assigned to work in the Mahoning County Court building. This building houses not only the court of common pleas, but family court, civil court, county prosecutor’s office and other county services offices. Stark County splits its court security personnel between two buildings. Five deputies work in the county courthouse and five work in a separate county building that houses Stark County’s family and juvenile court. Trumbull County sheriff deputies assigned to court security work in three different locations. Two work in the main courthouse serving the court of common pleas, two work in a separate county building that houses county family and juvenile court, and one court security deputy works at the county’s child support enforcement agency.

F7.44 **Table 7-21** provides information on the FY 2001 staffing levels for courthouse security compared to the peer sheriff offices.

**Table 7-21: Courthouse Security Unit Staffing Comparison**

	Mahoning	Stark	Trumbull	Peer Average
Supervisor	1.0 <sup>1</sup>	1.0	0.0	0.5
Deputy Sheriffs	20.0	10.0	5.0	7.5
Intermittent Deputy Sheriffs	2.4	0.0	0.0	0.0
<b>Total Court Security FTE</b>	<b>23.4</b>	<b>11.0</b>	<b>5.0</b>	<b>8.0</b>
Building(s) Square Footage	130,070	241,410 <sup>2</sup>	116,497 <sup>3</sup>	178,954
Square Footage per FTE	<b>5,559</b>	<b>24,141</b> <sup>4</sup>	<b>23,299</b>	<b>23,720</b>
1999 Court Caseload	9,086 <sup>5</sup>	19,575 <sup>6</sup>	12,487 <sup>6</sup>	16,031
Caseload Per FTE Per Year	<b>388</b>	<b>1,958</b> <sup>4</sup>	<b>2,497</b>	<b>2,227</b>
Courthouse Entrants	373,000 <sup>7</sup>	N/A <sup>8</sup>	332,300 <sup>9</sup>	N/A <sup>8</sup>
Entrants Per FTE Per Year	<b>15,940</b>	<b>N/A</b> <sup>8</sup>	<b>66,460</b>	<b>N/A</b> <sup>8</sup>

Source: Documents from MCSO, peer sheriff offices and Ohio Supreme Court

<sup>1</sup> MCSO court security supervisor is a sergeant who also partakes in security operations.

<sup>2</sup> Cumulative square footage for two buildings

<sup>3</sup> Cumulative square footage for three buildings

<sup>4</sup> Stark County Sheriff's Office supervisor is not routinely involve in security activities.

<sup>5</sup> 1999 caseload of courts located within the Mahoning County Courthouse which does not include Juvenile Court.

<sup>6</sup> Three-year average of new cases filed at Juvenile Court are included because the court is located within one of the buildings manned by courthouse security personnel. Excluding the Juvenile Court caseload results in Stark and Trumbull Counties having caseloads of 1,111 and 1,506 per FTE, which remain significantly higher than MCSO.

<sup>7</sup> Two year average based upon actual data in 2000 and first half of 2001, and a projected estimate for the second half of 2001.

<sup>8</sup> Stark county was not able to provide counts of entrants to court buildings.

<sup>9</sup> Forecasted total based upon daily estimate provided by Stark County.

As shown in **Table 7-21**, security FTE staffing for Mahoning County Courthouse is 15.4 FTEs higher than the peer average. MCSO courthouse security officers maintain security of only one building, the Mahoning County Courthouse itself. Stark County Deputy Sheriff's working courthouse security patrol two buildings and Trumbull County Deputy Sheriff's are distributed among three buildings. The average amount of square footage patrolled by MCSO staff at the Mahoning County Courthouse is significantly less than the peer average. In addition, the number of cases per MCSO FTE is significantly less than the peers, also indicating that MCSO appears to be overstaffed in the courthouse security unit. The difference between Mahoning County case figures and the peers can be partially attributed to the location of Mahoning County Juvenile Court (MCJC), which is not located in the main courthouse at Mahoning County. Security for MCJC is provided separate and apart from the security for the main courthouse and is therefore not a function of MCSO's courthouse security unit. However, the peers use members directly associated with each agencies courthouse security division for security of respective Juvenile Courts and therefore cases

heard in the peers' Juvenile Courts are included for comparison. Additional analysis of data listed in **Table 7-21** shows each member of MCSO's courthouse security staff has contact with about 50,000 less people than Trumbull County's court security staff.

The duties associated with maintaining courthouse security by MCSO is explained in **F7.43** and **F7.44**. Officials from peer agencies state that similar security activities and monitoring techniques are employed within the confines of their respective courthouses.

The Nyce Company performed a study of court security staffing for Mahoning County Courthouse. The study was performed using a process called zero based staffing. Essential security activities are identified and staffing requirements are then developed from zero. In its published assessment, dated February 7, 2001, the Nyce Company states that a force of approximately 13 deputy sheriffs is what is needed to carry out courthouse security duties at Mahoning County. The study excludes staffing for prisoner transport and prisoner retention. MCSO currently utilize a minimum of two of the courthouse security staff for this activity. By taking into account prisoner transport and retention, the Nyce study would support a courthouse security staff of about 15 deputy sheriffs, 13 deputy sheriffs for courthouse security duties and two deputy sheriffs for prisoner transport and retention.

**R7.21** Taking into account the disparity between peer staffing levels and that of MCSO for courthouse security services along with the findings in The Nyce Company study, security staffing at Mahoning County Courthouse far exceeds what can be considered an appropriate use of manpower. Further evidence that the amount of MCSO personnel assigned to courthouse security exceeds adequate staffing levels is apparent when comparing the amount of square footage each deputy sheriff in the Mahoning County Courthouse patrols, the number of cases per year each deputy sheriff is present in the courthouse for, and the number of persons entering the courthouse compared with the peer average for the same activity (**Table 7-21**).

In light of this finding, MCSO should begin cultivating discussions with the Court of Common Pleas to reduce courthouse security staffing by at least 8.0 FTE deputy sheriffs. In addition, MCSO, the Court of Common Pleas and the County should reassess staffing levels in the future. Based upon the analysis in **Table 7-21**, MCSO could potentially reduce and/or transfer additional staff assigned to courthouse security. **Table 7-22** compares revised staffing levels in courthouse security taking into account this recommendation.

**Table 7-22: Revised Courthouse Security Unit Staffing Comparison**

	<b>Mahoning Current</b>	<b>Mahoning R7.21</b>	<b>Stark</b>	<b>Trumbull</b>	<b>Peer Average</b>
<b>Supervisor</b>	1.0 <sup>1</sup>	1.0 <sup>1</sup>	1.0	0.0	0.5
<b>Deputy Sheriffs</b>	20.0	12.0	10.0	5.0	7.5
<b>Intermittent Deputy Sheriffs</b>	2.4	2.4	0.0	0.0	0.0
<b>Total Court Security FTE</b>	<b>23.4</b>	<b>15.4</b>	<b>11.0</b>	<b>5.0</b>	<b>8.0</b>
<b>Building(s) Square Footage</b>	130,070	130,070	241,410 <sup>2</sup>	116,497 <sup>3</sup>	178,954
<b>Square Footage per FTE</b>	<b>5,559</b>	<b>8,446</b>	<b>24,141 <sup>4</sup></b>	<b>23,299</b>	<b>23,720</b>
<b>1999 Court Caseload</b>	9,086 <sup>5</sup>	9,086 <sup>5</sup>	19,575 <sup>6</sup>	12,487 <sup>6</sup>	16,031
<b>Caseload Per FTE Per Year</b>	<b>388</b>	<b>590</b>	<b>1,958 <sup>4</sup></b>	<b>2,497</b>	<b>2,227</b>
<b>Courthouse Entrants</b>	373,000 <sup>7</sup>	373,000 <sup>7</sup>	N/A <sup>8</sup>	332,300 <sup>9</sup>	N/A <sup>8</sup>
<b>Entrants Per FTE Per Year</b>	<b>15,940</b>	<b>24,221</b>	<b>N/A <sup>8</sup></b>	<b>66,460</b>	<b>N/A <sup>8</sup></b>

**Source:** Documents from MCSO, peer sheriff offices and Ohio Supreme Court

<sup>1</sup> MCSO court security supervisor is a sergeant who also partakes in security operations.

<sup>2</sup> Cumulative square footage for two buildings

<sup>3</sup> Cumulative square footage for three buildings

<sup>4</sup> Stark County Sheriff's Office supervisor is not routinely involve in security activities.

<sup>5</sup> 1999 caseload of courts located within the Mahoning County Courthouse which does not include Juvenile Court.

<sup>6</sup> Three-year average of new cases filed at Juvenile Court are included because the court is located within one of the buildings manned by courthouse security personnel. Excluding the Juvenile Court caseload results in Stark and Trumbull Counties having caseloads of 1,111 and 1,506 per FTE, which remain significantly higher than MCSO.

<sup>7</sup> Two year average based upon actual data in 2000 and first half of 2001, and a projected estimate for the second half of 2001.

<sup>8</sup> Stark county was not able to provide counts of entrants to court buildings.

<sup>9</sup> Forecasted total based upon daily estimate provided by Stark County.

Furthermore, during talks with the Court of Common Pleas, MCSO should assure the Court that when judicial activities warrant, MCSO will fortify courthouse security to ensure the public peace is kept and the environment remains safe for all parties concerned.

*Financial Implication:* Assuming an annual salary of \$34,793 for a deputy sheriff, MCSO could realize an annual cost savings of \$361,800 in salaries and benefits by reducing 8.0 FTEs within its courthouse security unit.

F7.45 MCSO does not have comprehensive written procedures manual governing the operation and procedures of department personnel assigned to courthouse security. The duties of courthouse security personnel include:

- Conducting security screening at the front entrance,
- Patrolling public hallways,
- Coordinating prisoner transportation,
- Monitoring courtroom emergency alarms and cameras,
- Attending the needs of the court during trials and other proceedings,
- Maintaining security over defendants,
- Escorting and assisting victims, witnesses, family members, jurors and court staff including judges,
- Assisting wheelchair users at the wheelchair ramp access, and
- Responding to emergency calls.

MCSO is in the process of developing security procedures to be compliant with CALEA law enforcement accreditation standards but has yet to issue such written directions to security personnel. Without written guidance in managing security personnel work activities, MCSO lacks full control over the unit's function and personnel. Additionally, coordinated reaction among security personnel to emergency situations is hampered unless adaptable written procedures are specified and made available to personnel assigned to courthouse security.

CALEA has developed standards that are applicable to the operations of courthouse security. For instance, CALEA court security standards address administration issues such as having and disseminating written procedures to all effected personnel, operations of facilities and equipment, and security policy and procedures.

**R7.22** MCSO should refer to CALEA standards and work towards attaining compliance with developing written policies and procedures for courthouse security. Compliance with CALEA standards will help ensure MCSO remains in control of the day-to-day courthouse security operations. Additionally, a well organized and effective employment of general security procedures will provide for the safety of courthouse employees and patrons.

F7.46 Chapter 72 of the CALEA standards manual lists accreditation standards applicable to the operation of short-term holding facilities. MCSO will not need to meet all of the standards in this chapter to achieve accreditation. MCSO simply needs to address those standards that are applicable to short-term holding facility such as the one located at the county courthouse. **Table 7-23** illustrates 5 of the 25 standards outlined by CALEA for holding facilities.

**Table 7-23: Examples of CALEA Holding Facility Standards**

Subsection	Standard Number	Standard
72.1 - Organization, Administration, and Management	72.1.2	A written directive governs access of non-essential persons to the holding facility.
72.3 - Safety and Sanitation	72.3.2	There is a written and posted emergency evacuation plan for the facility and a designated and signed emergency exit directing evacuation of persons to hazard-free areas.
72.4 - Security and Control	72.4.4	A written directive specifies which holding facility doors are to be secured and when.
72.6 - Medical and Health Care Services	72.6.2	A first aid kit is available in all facilities and is subjected to a documented weekly inspection and replenished, as necessary.
72.8 - Supervision of Detainees	72.8.3	A written directive specifies procedures for supervision of detainees of a sex opposite that of the supervising staff member.

**Source:** CALEA Standards for Law Enforcement Agencies

**R7.23** MCSO should begin to assess its compliance with CALEA standards for operation of a holding facility at the Court of Common Pleas. Since MCSO is working towards becoming an accredited law enforcement agency, it should refer to the standards manual for guidance in this area.

MCSO should confer with county facility management personnel to determine some of the physical changes that will be required in order to achieve compliance with the CALEA standards. Possible physical changes include bolstering of cell doors and the installation of plumbing fixtures and fire suppression equipment. Since the courthouse is county property, costs incurred for physical changes would be borne by the County and not MCSO.

F7.47 Courthouse security personnel do not use a hand-carried checklist when touring the courthouse premises. When canvassing the courthouse, security personnel go through a mental checklist based upon their law enforcement and courthouse security training. Training has taught the deputies to use visual and auditory senses while patrolling areas in ensuring the courthouse is free of contraband, weapons and explosive devices.

F7.48 During the course of this audit and in direct response to **F7.47**, MCSO is in the process of instituting a security measure device for use by courthouse security staff. The system that MCSO is installing is The EZBarcode Guard Tour System. The system was purchased by MCSO in 1988 and has remained unused since April 1996. The EZBarcode Guard Tour System is a product designed and developed for data collection. A handheld bar code scanning device is carried by persons who will scan bar codes that will be placed on or adjacent to access ways throughout the courthouse. The system will allow MCSO to track when internal and external access ways at the courthouse are checked by security personnel.

The same company that markets the EZBarcode Guard Tour System now markets Guard 1, The Pipe. The manufacture of The Pipe, a guard tour system, specifies that it is a heavy duty data collection device built to withstand heavy use and occasional unintentional abuse specific to the security industry. The Pipe package also includes the most current software available for use in setting up system parameters and for analyzing collected data.

**R7.24** To increase the efficiency and effectiveness of the courthouse security unit, MCSO should seek to update the data collection system currently being installed at the county courthouse. The technological advantage of upgrading to a system like the Pipe system (which was developed by the same company which created the EZBarcode Guard Tour System) is that it is more rugged and will likely last longer than the time wands. A second advantage is that the buttons, which get mounted in a less conspicuous manner, are more durable than the bar codes and are less likely to be destroyed or rendered inoperable. Finally, the scanning device itself is lighter than the time wands, does not have an optical scanner that can be easily broken if dropped and operates off of a lithium battery thereby eliminating the need for recharging the device before use.

In addition to upgrading its security system, MCSO should also develop and implement a method to train its staff within the courthouse security unit on where all devices are located which must be checked. As stated in **F7.47**, courthouse security personnel do not use hand-carried checklists. This could result in personnel not checking all important areas of the courthouse. One option would be to include this in the mentoring program for new employees (**R7.9**). Furthermore, using an electronic scanning device would document all of the areas inspected by courthouse security personnel.

*Financial Implication:* Implementing the current system would not result in any additional costs to MCSO. According to the manufacturer which produced the Guard 1 system, the estimated, one-time cost to upgrade is \$3,000. If MCSO determines that it needs additional hand scanners, the cost would be about \$545 per scanner.

F7.49 MCSO provides court security to Canfield, Boardman and Sebring county courts. Court security services at Boardman and Sebring courts are rendered by MCSO exclusively. Court security for Canfield County Court is split between Beaver Township Police and MCSO. Beaver Township Police are physically located within the courtroom when court is in session, with the exception of drug court. MCSO station personnel in the lobby when court is ongoing. MCSO assumes all court security protocols when court is hearing cases pertaining to drug arrests.

All courts assess costs upon defendants for appearing before the court. Built into these costs is a service fee amounting to \$3 per case. MCC allocates the \$3 to compensate local law enforcement for providing certain services, including providing security while court is in

session. Each court distributes the \$3 in varying fashion. **Table 7-24** provides information regarding which law enforcement agency currently provides security to each of the county courts and the distribution of the associated service fee.

**Table 7-24: Security Service to County Satellite Courts**

County Court	Security Provider	Court Recognized Security Provider	Jurisdiction Receiving Service Fee <sup>1</sup>	Service Fee Distributed in 2000	Service Fee Distributed in 2001 <sup>2</sup>
Austintown	Austintown Township Police	Austintown Township Police	Austintown Township	\$47,410	\$20,079
Boardman	Sheriff's Office	Sheriff's Office	Boardman Township	\$25,473	\$12,419
Canfield	Sheriff's Office and Beaver Township Police	Sheriff's Office and Beaver Township Police	Beaver Township	\$24,824	\$7,153
Sebring	Sheriff's Office	Sheriff's Office	Mahoning County	N/A <sup>3</sup>	N/A <sup>3</sup>
<b>Total</b>				<b>\$97,707 <sup>4</sup></b>	<b>\$39,651 <sup>4</sup></b>

**Source:** Interviews with MCSO personnel and clerk of court for each county court.

<sup>1</sup> The \$3 service fee is built into assessed court costs. "Service fee" is used to describe the dollar amount remitted to local governments, in part, to offset costs incurred for providing security to the court.

<sup>2</sup> Period covered is January 1, 2001 to June 11, 2001.

<sup>3</sup> Sebring county court uses one code for all financial transactions between itself and MCSO and therefore, is unable to provide dollar amounts remitted to Mahoning County for MCSO security services.

<sup>4</sup> Total figure will be higher when including Sebring County Court security fee.

MCSO is not currently providing security for the Austintown County Court, but future plans entail MCSO taking over security services for that court as well. Distribution of the service fee by three of the four county courts is to the township where the court is physically located. The fourth, Sebring County Court, remits the service fee to Mahoning County because MCSO acts as the bonding agent and serves court related documents such as writs and subpoenas. Townships receiving the service fee from a county court are doing so because the courts utilize their police departments for court related matters including serving process and acting as the court's bonding agent in addition to providing security.

State law does not require county courts to reimburse county sheriffs specifically for security services. Provisions contained in ORC §1907.53 do, however, require county sheriffs to serve a county court if requested by a county court judge and to do so without further compensation. County sheriff's can recoup costs for executing court process such as serving subpoenas and arrest warrants under ORC §311.17. This chapter enumerates a service fee schedule which the court or clerk thereof shall tax in the bill of costs against the judgment debtor or those legally liable for court related service. When fees for services rendered by a county sheriff are collected under ORC §311.17, the monies are, in turn, paid into the

County General Fund. The money can then be distributed in a manner prescribed by the county commissioners.

**R7.25** Considering that MCSO is currently providing security coverage for Boardman, Canfield and Sebring County Courts while Boardman and Beaver townships continue to receive service fees related to courthouse security from MCC, MCSO should work in conjunction with the MCC presiding judge and with the other three county court judges to have MCSO assume all court security details. The benefits for MCC is that court security would be provided in a standardized manner. MCSO and the County could benefit from having a more efficient and streamlined process that entails the use of staff that otherwise exceed manning levels in other areas of MCSO operations.

Costs incurred related to court security could be recouped through the imposing of additional court fees which then would be paid into the county general fund. The County, MCC, and MCSO should work together to determine if MCSO should receive reimbursements for providing security to all four courts. If MCC, MCSO and the County agreed to some type of reimbursement, any additional fees could be imposed by MCC as part of court costs. By doing so, the County could receive additional revenues that, at the discretion of MBOCC, could be passed on to MCSO through the annual budget process. Furthermore, if MCSO were to provide security coverage for all four of the County Courts, MCC and the County should reevaluate the amount of service fees provided to the various townships related to courthouse security.

F7.50 MCSO provides prisoner transport services to three of the four county courts, Canfield, Boardman and Sebring. Austintown Township Police currently provide this service to the Austintown County Court.

Prisoner transport to Boardman County Court is split between MCSO and Boardman Township Police. Boardman Township Police transports prisoners to and from court for Wednesday morning sessions and MCSO transports prisoners for Thursday evening sessions. MCSO is the sole agency transporting prisoners to Canfield County Court and Sebring County Court.

Once on site at a county court, two MCSO transport officers offload prisoners and place them into a holding cell. After the prisoners are secured, the two transport officers in conjunction with the third intermittent employee already at the court take on various security duties such as guarding prisoners, maintaining order and performing security checks. All three MCSO employees remain on the premises until court concludes its business. After the court is adjourned, security is maintained until prisoners are transported off the premises.

The Boardman County Court assesses a \$10 prisoner transport fee as a part of court costs upon persons who are transported from the county jail to court. The court then remits the fee to the governmental unit transporting prisoners to the court. Both Canfield and Sebring do not make remittances for prisoner transports. Austintown County Court also collects and then remits \$10 per prisoner transport to Austintown Township for each prisoner Austintown Township Police Department transports to the court. **Table 7-25** provides a snapshot of how each of the satellite courts is served regarding transportation of prisoners to court and the government entity collecting the prisoner transport fee.

**Table 7-25: MCSO Prisoner Transport Service to County Satellite Courts**

County Court	Transporting Agency	Jurisdiction Receiving Transport Fee
Austintown	Austintown Township PD transports all prisoners going before the court.	Austintown Township
Boardman	Boardman Township PD transports prisoners from county jail for day court. MCSO transports prisoners for evening court.	Boardman Township and Mahoning County
Canfield	MCSO transports all prisoners to Canfield court.	None
Sebring	MCSO transports all prisoners to Sebring court.	None

**Source:** Interviews with MCSO personnel and administrative clerk for each county court.

Austintown and Boardman county courts are unable to provide figures as to the dollar amount remitted as payment for prisoner transport. Each court uses a single code to identify all transactions between itself and respective law enforcement agencies. Separating the distribution of prisoner transport fee from other ancillary remittances is not possible with the current method of transaction coding.

F7.51 Prisoner transport begins and ends at the County’s full-service jail. **Table 7-26** shows the typical one-way expense incurred by MCSO for prisoner conveyance to each of the county courts. Factors used in calculating the cost include rate of pay for intermittent employees and the operating cost of a transport vehicle. The rate of pay for intermittent employees is \$13.63, inclusive of benefits, per hour. Two intermittent employees are used for each transport. Vehicle operation cost is factored at \$0.31 per mile. Drive time is assessed in tenths of an hour.

**Table 7-26: MCSO Prisoner Conveyance Costs**

Court	One-way Milage	Drive Time <sup>1</sup>	One-way Transport Cost
Austintown County Court	9.8	0.35	\$12.58 <sup>2</sup>
Boardman County Court	6.4	0.30	\$10.16
Canfield County Court	7.5	0.45	\$14.59
Sebring County Court	33.0	0.75	\$30.68

Source: Interview with MCSO personnel

<sup>1</sup> MCSO’s drive times are in tenths of an hour.

<sup>2</sup> MCSO currently does not convey inmates to Austintown County Court.

As stated in **F7.50** and **Table 7-25**, Boardman and Austintown county courts remit prisoner transport fees to the respective townships whereas Canfield and Sebring county courts do not. To recoup transport costs to Boardman County Court, MCSO needs to transport, on average, three prisoners per round trip. If Sebring County Court remitted the same \$10 transport fee, MCSO would have to transport an average of seven prisoners to court in order to recoup transport costs.

F7.52 MCSO is anticipating an agreement with Austintown County Court to take on the responsibility of transporting prisoners to that court. Should an agreement take place, MCSO would realize additional costs for prisoner transports. Appropriate redistribution of the prisoner transport fee from Austintown Township to Mahoning County would have to occur to offset MCSO’s expenditures for this service.

Three year average of cases heard by each of the county courts is listed in **Table 7-27**. The information is useful in assessing the possible recoupment of transport expenses should MCSO undertake all prisoner transports to the county courts.

**Table 7-27: County Court Cases - Three Year Average**

Charge	Austintown County Court	Boardman County Court	Canfield County Court	Sebring County Court	Total
Felony	207	312	78	47	644
Misdemeanor	1,305	1,592	284	374	3,555
OMVI	580	220	150	114	1,064
Other Traffic	11,096	5,992	7,112	2,073	26,273
<b>Court Total</b>	<b>13,188</b>	<b>8,116</b>	<b>7,624</b>	<b>2,608</b>	<b>31,536</b>

Source: Supreme Court of Ohio

Of the charges listed in **Table 7-27**, felony cases likely result in a higher number of prisoner transports than do the others. However, there are likely to be prisoners charged with a misdemeanor, OMVI or Other Traffic violations that will be transported because of inability to secure bail.

The efficiency of transporting prisoners to the county courts can easily be improved by allowing MCSO to perform all prisoner transports. This would streamline the activity to a single agency instead of having separate local law enforcement agencies perform the same task among the county courts. Additionally, service to the county courts via prisoner transports naturally begins at MCSO's jail facility. MCSO deputy sheriffs bear the responsibility for preparing prisoners for transport. Developing prisoner transport into a seamless process whereby MCSO prepares, transports and ultimately retains custody of prisoners would translate into a secure and safe method for getting prisoners to court.

MCSO should have the necessary staff available through discretionary reallocation of staff resources as discussed in **F7.5** and **F7.44** to perform this function efficiently and effectively. Additional costs incurred by MCSO for transporting prisoners could be offset by the court collecting and distributing the customary \$10 transport fee to the county general fund.

**R7.26** MCSO should work with MCC to establish MCSO as the sole provider of prisoner transports to county courts. MCSO is currently providing this service to Boardman, Canfield, and Sebring county courts. Including Austintown County Court in the process will require MCSO to expand the time when intermittent personnel will be required to transport prisoners. As enumerated in **F7.5** and **F7.44**, MCSO should have a sufficient number of staff available for this undertaking.

MCSO should also confer with MCC on reimbursement for transportation costs. The customary \$10 prisoner transport fee included in court costs and given by Austintown and Boardman county courts should, in most cases, cover the costs incurred in providing this service to the courts. MCSO will need to negotiate with Canfield and Sebring county courts in order to secure the same rate of reimbursement which would pass through the county general fund prior to distribution to MCSO during annual budget appropriation.

*Financial Implication:* If MCSO is successful in undertaking all prisoner transports to county courts, collecting the customary \$10 transport fee, and conservatively estimating that the number of transports would equal the number of felony cases, the County could realize \$6,440 in additional revenue annually. However, financial reimbursement to offset prisoner transport costs would vary with each conveyance.

*Patrol Operations*

F7.53 The patrol operations of MCSO are responsible for proactive law enforcement functions (patrolling and routine traffic stops), reactive law enforcement functions (responding to calls) and assisting with the transportation and conveyance of prisoners as well as the delivery of court papers when needed. MCSO, as well as the peers, are responsible for servicing all unincorporated jurisdictions within the respective county and assisting in the incorporated jurisdictions when needed. **Table 7-28** compares the staffing levels (in FTEs) of MCSO with the peer sheriff offices and ratios between populations and square miles within the respective counties. **Table 7-28** also includes the use of intermittent employees within the patrol operations at MCSO.

**Table 7-28: Comparison of Patrol Operations Staffing Levels**

	Mahoning	Stark	Trumbull	Peer Average
Supervisors	5.0	13.0	6.0	9.5
Deputy Sheriffs	11.0	31.0	16.0	23.5
Intermittent Employees <sup>1</sup>	3.2	0.0	0.0	0.0
Total Personnel (excluding intermittent)	<b>16.0</b>	<b>44.0</b>	<b>22.0</b>	<b>33.0</b>
Total Personnel (including intermittent)	<b>19.2</b>	<b>44.0</b>	<b>22.0</b>	<b>33.0</b>
<b>2000 County Population</b>	257,555	378,098	225,116	301,607
<b>1,000 population per FTE (excluding intermittent)</b>	<b>16.1</b>	<b>8.6</b>	<b>10.2</b>	<b>9.1</b>
<b>1,000 population per FTE (including intermittent)</b>	<b>13.5</b>	<b>8.6</b>	<b>10.2</b>	<b>9.1</b>
<b>County Square Miles</b>	415	576	616	596
<b>Square Mile per FTE (excluding intermittent)</b>	<b>25.9</b>	<b>13.1</b>	<b>28.0</b>	<b>18.0</b>
<b>Square Mile per FTE (including intermittent)</b>	<b>21.6</b>	<b>13.1</b>	<b>28.0</b>	<b>18.0</b>

**Source:** National Association of Counties, Ohio Department of Development, MCSO and the peer sheriff offices

**Note:** Documentation was not available from the Lorain County Sheriff’s Office.

<sup>1</sup> The total number of intermittent employee FTEs is based upon the total number of hours worked within the records and warrants division within a five month period. The peer sheriff offices do not use intermittent employees.

**Table 7-28** shows that MCSO’s population-to-FTE ratio is higher than the peer sheriff offices and the peer average. In addition, MCSO’s square miles to FTE ratio is the second highest and higher than the peer average. As a result, MCSO personnel in the patrol operations are responsible for a greater number of people and square miles than its peers. The use of intermittent employees in the patrol operations allows MCSO to operate with staffing levels and ratios closer to the levels of the Stark County Sheriff’s Office and the Trumbull County Sheriff’s Office; however, the ratios are still higher than the peer averages. A major factor potentially contributing to the higher patrol operations staffing levels at the peers is due the peers’ patrol operations unit performing prisoner conveyance activities, which is not a job function of MCSO’s patrol operations unit (see **F7.5**). Prisoner conveyance activities at MCSO are performed by the records and warrants division.

According to MCSO personnel, approximately 50 percent of the total number of FTEs within the records and warrants division are responsible for conveying prisoners, which equates to about 7.0 FTEs. In order for MCSO to have a staffing level in its patrol operations similar to the peer averages, MCSO would need to add approximately 7.0 FTEs (based upon the square mile to FTE ratio) to 12.0 FTEs (based upon the population to FTE ratio).

Although it appears that MCSO's patrol operations unit is under-staffed as compared to the peers, MCSO has not developed, implemented and monitored key performance measures to more adequately assess staffing levels in patrol operations. Key performance measures related to patrol operations could include the total number of calls dispatched during a given period of time, length of time it takes to dispatch personnel after a call has been placed, and length of time it takes for personnel to respond after being dispatched (see **F7.54** and **R7.28**). In addition, MCSO is not adequately and fully completing the FBI's Uniform Crime Reports (see **F7.55**), which provides data on the number of known and reported crimes within a county. This data, if completed adequately with sufficient detail, could also be used to assess staffing levels within MCSO's patrol operations unit.

**R7.27** Since MCSO has not developed, implemented and monitored key performance measures related to patrol operations, it is difficult to determine the appropriate staffing levels which MCSO should maintain within its patrol operations. In addition, MCSO is not adequately and fully completing the FBI's Uniform Crime Reports (see **F7.55**), which further makes it difficult to fully and completely assess staffing levels in patrol operations.

MCSO should develop, implement and track the use of key management statistics and performance measures in the patrol operations unit. These statistics and performance measures should include response times, crime statistics and trend analyses. MCSO should work with Mahoning County 911 to assist in tracking certain statistics, such as response time, since Mahoning County 911 operates the dispatch center. Without properly developed performance measures, MCSO can not accurately determine the number of FTEs it should have within its patrol unit. Furthermore, performance measures will assist MCSO in determining if it is meeting its objectives and the needs of Mahoning County.

After the performance measure have been developed, implemented and consistently monitored, MCSO should make the appropriate adjustments to its patrol unit to ensure it is meeting the objectives and needs of Mahoning County. MCSO should evaluate the benefits of transferring the prisoner conveyance job function (7.0 FTEs) from the records and warrants division to the patrol operations unit (see **F7.5** and **R7.1**). Stark County's Sheriff Office uses its prisoner transport staff to assist in patrol operations. By transferring the prisoner conveyance job function to patrol operations, MCSO would have additional resources available to assist in patrol operations to deter crime, ensure public safety and help reduce the crime rate within Mahoning County. Prisoner conveyance also appears to more

appropriately coincide with patrol operations as compared to processing records and warrants. Furthermore, MCSO appears to be overstaffed by an additional 3.0 FTEs within its records and warrants division (see **F7.5** and **R7.1**). MCSO should consider transferring 2.0 FTEs from records and warrants to patrol operations and 1.0 FTE from records and warrants to the investigations unit (see **R7.1**). **Table 7-29** adjusts the ratios calculated in **Table 7-28** if MCSO were to transfer a total of 9.0 FTEs from the records and warrants division to the patrol operations unit.

**Table 7-29: Comparison of Patrol Operations Staffing Levels (Revised)**

	Mahoning	Stark	Trumbull	Peer Average
Supervisors	5.0	13.0	6.0	9.5
Deputy Sheriffs	20.0	31.0	16.0	23.5
Intermittent Employees	3.2	0.0	0.0	0.0
Total Personnel (excluding intermittent)	25.0	44.0	22.0	33.0
Total Personnel (including intermittent)	28.2	44.0	22.0	33.0
2000 County Population	257,555	378,098	225,116	301,607
1,000 population per FTE (excluding intermittent)	10.3	8.6	10.2	9.1
1,000 population per FTE (including intermittent)	9.1	8.6	10.2	9.1
County Square Miles	415	576	616	596
Square Mile per FTE (excluding intermittent)	16.6	13.1	28.0	18.0
Square Mile per FTE (including intermittent)	14.7	13.1	28.0	18.0

Source: National Association of Counties, Ohio Department of Development, MCSO and the peer sheriff offices

Note: Documentation was not available from the Lorain County Sheriff’s Office.

F7.54 All dispatching services for the Mahoning County Sheriff’s Office are handled by the Mahoning County 911, which is under the control of the MBOCC. The director of Mahoning County 911 stated that it purchased the Computer Aided Dispatch (CAD) system approximately one year ago, but it has not been installed or implemented into operations. According to the Mahoning County 911 director, the CAD system has not been installed because of a lack of space in the current location. Since the CAD system has not been installed, Mahoning County has no mechanism in place to document the calls for service at MCSO. Additional functions of the CAD system include the following:

- The ability to track and monitor the total number of calls dispatched during a given period of time by pre-defined call types,
- The ability to track and monitor the length of time it takes to dispatch personnel after a call has been placed, and
- The ability to track and monitor the length of time it takes for personnel to respond after being dispatched.

**R7.28** MCSO, MBOCC and the Mahoning County 911 should make it a priority to install and implement the CAD system. As stated in **F7.54**, the CAD system has several features which will increase the monitoring capabilities of services provided by MCSO. Without the installation or implementation of the CAD system, MCSO is unable to monitor its services accurately and cannot determine if its current staffing level in the patrol operations is efficient. Response times higher than its peers or benchmark standards could help MCSO justify the need for additional personnel within its patrol operations.

F7.55 The delivery of police services in Mahoning County can also be studied by comparing key crime data. A common format follows the crimes used by the United States Department of Justice (DOJ), Federal Bureau of Investigation in its calculation of national crime statistics.

MCSO, the Stark County Sheriff's Office and the Trumbull County Sheriff's Office participate in the FBI's voluntary Uniform Crime Reporting (UCR) program, which classifies offenses. Over 17,000 city, county and state law enforcement agencies voluntarily submit data to this nationwide cooperative statistical effort. One classification of offense data is comprised of selected violent crimes and property crimes reported by participating law enforcement agencies. This information is used by the FBI to create its crime index of reported offenses. The second classification of offense data consists of other offenses such as misdemeanors. MCSO reported 369 violent and criminal crimes during FY 2000. However, the reports obtained from MCSO did not appear to be completed with the same level of detail as those obtained by the Stark County Sheriff's Office. More detailed reports would assist MCSO management in making decisions regarding staffing levels of the patrol operations as well monitoring the crime statistics of the jurisdictions directly serviced by MCSO.

**R7.29** While MCSO is currently participating in the voluntary reporting program, it should identify the procedures necessary to allow full participation in the FBI's annual UCR crime reporting statistical effort. Full and complete participation will ensure that this data is routinely and uniformly collected by MCSO in the prescribed format commensurate with over 17,000 other participating law enforcement agencies nationwide. It will also allow for on-going dissemination to the community and for comparison with regional and national crime statistics.

F7.56 ORC §505.511(B) states that a county sheriff's office can assess a \$25 dollar fee for responding to a false alarm resulting from a security alarm malfunction. The county sheriff can assess the fee on each occurrence after the third false alarm in a calendar year in order to defray the costs incurred responding to false alarms. MCSO currently does not bill for responding to false alarms. However, the Stark County Sheriff's Office does bill for responding to false alarms in accordance with ORC §505.511. The supervisor of the records and warrants division is responsible for this function. Approximately \$11,800 was received

by the Stark County Sheriff's Office in FY 2000 and all monies received are remitted into the Stark County General Fund. During the first quarter of FY 2001, MCSO responded to 1,058 false alarms related to security alarms while the Stark County Sheriff's Office responded to 721 false alarms. In addition, according to an article in *The Columbus Dispatch* on June 11, 2001, the Columbus City Police Department collected \$95,150 in fines during FY 1999 and \$152,107 in fines during FY 2000.

**R7.30** MCSO should develop a system which can track the number of false alarms responded to which are a result of a malfunction of a security alarm. In addition, it should develop and implement a system of billing for responding to these false alarms in accordance with ORC §505.511(B) to offset the costs incurred, and collect the fines. MCSO should also include in the collections method steps which will be taken if residents or companies fail to pay fines in a timely and efficient manner. One possible solution is to add the amount of the fine on to the property tax as stipulated in the ORC.

*Financial Implication:* Based upon a similar number of false alarm responses in the first quarter of FY 2001 as the Stark County Sheriff's Office, MCSO could receive approximately \$11,800 per year in revenues to offset expenses incurred while responding to false alarms related to security alarm malfunctions. The exact amount received by MCSO would depend upon several factors including the number of false alarms responded, billing procedures and collection rate.

## C. Financial

### Staffing Analysis

F7.57 **Table 7-30** provides the number of FTE employees working in financial management for MCSO and the peer sheriff's offices. A ratio was developed dividing the FY 2000 expenditures for each county by FTE financial management employees to measure staffing efficiency. Financial management duties generally involve grant writing, budgeting and processing purchase orders and invoices. The financial management staff for MCSO is comprised of a full-time deputy sheriff and full-time civilian clerk, while financial management staff for peer counties are sworn civilian employees.

**Table 7-30: Financial Management Staffing Comparison**

	Mahoning	Stark	Trumbull	Peer Average
<b>Number of Financial Management Staff (FTE)</b>	2.0	2.0	1.0	1.5
<b>FY 2000 Expenditures</b>	\$13,457,154	\$14,800,884	\$8,025,000 <sup>1</sup>	\$11,412,942
<b>FY 2000 Expenditures/FTE</b>	\$6,728,577	\$7,400,442	\$8,025,000 <sup>1</sup>	\$7,608,628

**Source:** MCSO and peer counties

**Note:** Documentation was not available for the Lorain County Sheriff's Office.

<sup>1</sup> Benefits and utilities could not be provided due to the Trumbull County budgeting and tracking process. Total expenditures are adjusted to estimate benefits costs at Trumbull County's Sheriff Office.

**Table 7-30** shows that the ratio of FY 2000 expenditures per FTE personnel at MCSO is the lowest when compared to the peers. In addition, MBOCC will be hiring three full-time employees responsible for writing future grants for County agencies (**F7.67**), which could relieve some of MCSO's financial management staff workload.

F7.58 **Table 7-31** provides the number of FTE employees responsible for the commissary functions for MCSO and peer sheriff offices. Commissary personnel for MCSO and the peers can be both civilian clerks or deputies. Commissary personnel are responsible for collecting and depositing inmates' money for the commissary accounts and recording the activity for commissary purchases, profits and expenditures of profits (see **F7.70** for more detail on commissary functions). A ratio was developed using the average daily population of each county jail and the number of FTE's working on commissary functions.

**Table 7-31: Commissary Staffing Comparison**

	Mahoning	Stark	Trumbull	Peer Average
Number of Commissary Staff (FTE)	2.0	4.0	2.0	3.0
Average Daily Inmate Population (ADIP)	498	347	314	331
ADIP per FTE <sup>1</sup>	249.0	86.8	157.0	110.3

Source: MCSO and peer sheriff offices

Note: Documentation was not available for the Lorain County Sheriff's Office.

<sup>1</sup> The ADIP for MCSO and the Trumbull County Sheriff's Office were calculated by dividing the total number of inmates staying at each jail from February 24, 2001 to April 8, 2001 by the total number of days between that time period. ADIP for the Stark County Sheriff's Department was calculated by dividing the total number of inmates staying at the jail in March, 2001 by the total number of days in that time period.

MCSO had the highest ratio of average daily inmate population (ADIP) per FTE, which indicates the MCSO commissary is utilizing its commissary personnel more efficiently than the peer counties.

**C7.7** As **Table 7-31** indicate, the commissary functions for MCSO operate under a large inmate population, but still have minimal staff dedicated to perform the work. Utilizing limited resources while still being responsible for a large inmate population indicates that MCSO commissary staff are operating efficiently.

**R7.31** MCSO should develop and implement performance measures in order to measure the effectiveness of financial management and commissary personnel. Without properly developed performance measures, MCSO is unable to determine how effective its financial management and commissary personnel are at performing their stated job functions (**F7.61**). Processing financial transactions for a large budget and inmate population could affect performance indicators since the workload may be high and staff could be taking longer to perform job functions. In addition, MCSO should consider the impact that the three full-time grant writers will have on the financial management staffing levels, and it should determine if operations in financial management can be streamlined as a result of the County employing three full-time grant writers.

MCSO should also consider reclassifying the full-time deputy sheriff who is functioning as the fiscal manager to a civilian classification. The job functions of a fiscal manager can be performed by an individual who has experience and an educational background related to finance and accounting. This would allow MCSO to use deputy sheriffs for tasks more directly related to a deputy sheriff's job functions and responsibilities, such as patrol, jail and security operations.

### *Financial Planning and Budgeting*

F7.59 MCSO has developed financial goals and objectives for operating the minimum security jail, the criminal justice center and patrol operations. Examples of some goals include the following:

- Seek opportunities for additional revenue through contracting inmates from outside sources.
- Seek methods to reduce operational costs through innovative programs, policies and procedures.

However, MCSO does not tie budget requests to performance indicators for division operations (see **F7.60**).

**C7.8** The development of financial goals and objectives for MCSO gives MCSO financial direction and places an emphasis on improved fiscal responsibility and accountability. This also shows that MCSO management is interested in cost savings for certain areas, operating within budget allocations and seeking additional revenue sources. In addition, the incorporation of financial goals and objectives into the multi-year strategic and capital plan will meet a requirement of CALEA accreditation.

F7.60 Although MCSO has financial goals, a written directive describing the budget process and who is responsible for budget preparation has not been developed. The standards developed by CALEA state that having this type of budget documentation is a requirement for accreditation. The lack of having a written budget directive results in reduced clarity, uniformity and accountability for the budget process.

**R7.32** MCSO should develop a written directive describing the budget process and who is responsible for budget preparation. The budget directive should have deadlines for scheduled activities, types and use of forms and instructions for preparing and managing the budget. A budget directive could improve clarity, uniformity and accountability for the MCSO budget process. In addition, a written directive describing the budget process would be in compliance with the standards developed by CALEA.

F7.61 MCSO does not tie budget requests to performance indicators for division operations. The lack of tying budget requests to performance indicators for division operations or services could negatively impact the tracking of performance. The strategic plan for the Prince William County Sheriff's Office in Virginia ties performance indicators to the activity costs for a particular program. For example, the strategic plan gives the activity cost and performance indicators for financial management services. The activity cost in FY 2000 for financial management services was \$53,253 with the following performance indicators given:

- Financial services processed,
- Accounting documents processed,
- Payroll documents processed on time,
- State budget actions completed,
- County budget actions completed,
- Financial management cost as a percent of the total budget, and
- Cost per financial management process completed.

**R7.33** MCSO should develop performance indicators for various operations. In addition, MCSO should link the performance measures to the budget. Tying performance indicators to the budget will assist MCSO in tracking its operations. The performance indicators could be used as a evaluation tool to justify increases or decreases in budget requests and allocations.

F7.62 MCSO fiscal management staff use PeopleSoft software to monitor the budget and expenditures. Currently, MCSO has two stations with on-line PeopleSoft budgeting capability. Information contained in the system include budgeted appropriations, expenditures, encumbered amounts and unencumbered amounts for each fund. MCSO staff have indicated the following concerns with tracking budgeted expenditures using the PeopleSoft system:

- MCSO fiscal management personnel have indicated that the lack of monthly budgeting reports makes it difficult to monitor financial transactions. However, MCSO fiscal management personnel have the ability to query PeopleSoft to view desired financial information on a monthly basis.
- MCSO staff have not had any additional training on PeopleSoft since the software was installed in 1998. MCSO fiscal management staff were initially trained on financials and creating purchase orders. The lack of updated training on PeopleSoft could result in all the capabilities of PeopleSoft not being fully utilized because staff may not be aware of updates for the PeopleSoft software.
- MCSO does not have enough stations on-line with PeopleSoft budgeting capability for more employees at the division level to perform sophisticated budget analysis.
- MBOCC has the ability to reallocate funds from one County office to another County office through the use of journal entries. However, MCSO personnel state it does not receive documentation or notice when monies are moved or re-allocated by the MBOCC. This results in a situation where MCSO fiscal management staff may try to pay a bill and not have the funds which are needed.

**R7.34** MCSO should work with MBOCC and the Mahoning County Auditor's Office to address the concerns in **F7.62**. Better communication between the agencies will result in improved monitoring of funds. On-going training on PeopleSoft budgeting software will help MCSO fiscal management staff understand the functionality of the system, key features and upgrades. In addition, MCSO fiscal management staff should monitor the budget expenditures frequently by querying the PeopleSoft system to ensure that it does not over-encumber purchases and ensure that expenditures are controlled.

F7.63 MCSO does not have a written directive governing the maintenance of all cash funds or accounts where its personnel are permitted to receive, maintain or disburse cash. The standards developed by CALEA state that at a minimum the directive should include the following:

- Balance sheet, ledger or other system that identifies initial balance, credits (cash income received), debits (cash disbursed) and a balance on hand;
- Receipts or documentation for cash received;
- Authorization for cash disbursement, including CEO authorization for expenses in excess of a given amount;
- Records, documentation or invoice requirements;
- Persons or positions authorized to disburse or accept cash; and
- Quarterly accounting of agency activities.

**R7.35** MCSO should develop a written directive governing the maintenance of all cash funds or accounts where agency personnel are permitted to receive, maintain or disburse cash. The directive should contain policies and procedures for the items listed in **F7.63**, as well as any special requirements mandated by the ORC (**F7.68** and **F7.70**). A written directive governing the maintenance of all cash funds or accounts improves the internal controls for financial transactions. In addition, a written directive describing the maintenance of cash funds would be in compliance with the standard developed by CALEA.

### *Grant Funding and Other Potential Sources of Revenue*

F7.64 MCSO has contracts with other organizations to provide law enforcement services. According to CALEA, a contract can be defined as a provision of law enforcement services for which a fee is paid based on a precise contractual agreement. The personnel which are used to fulfill the services provided in the contract are paid by the appointing authority (MCSO) ; however, the funding source is the external agency who deposits funds into the proper accounting code (Mahoning County Child Support Enforcement Agency). However, if the contract is within an entity outside of Mahoning County government, the salaries for these individuals are expended from the MCSO budget which could decrease the amount of

available revenues for performing MCSO services. **Table 7-32** indicates all of MCSO’s contracts, the purpose of the contracts and the amounts for FY 2000.

**Table 7-32: MCSO Contracts**

Grant/Contract Name	Purpose	2000 Expenditures (Contractual or Actual Amounts)
<b>U.S. Army Corps of Engineers at Berlin Lake</b>	MCSO provides law enforcement services to Berlin Lake.	\$38,621
<b>Mahoning County Children Services Board (MCCSB)</b>	MCSO provides 1.5 FTE professional investigators to the Mahoning County Children’s Services Board.	\$71,842
<b>Mahoning County Child Support Enforcement Agency (CSEA)</b>	MCSO provides three deputy sheriff’s with portable radio units to provide security.	\$149,409
<b>City of Youngstown</b>	Agreement for Mahoning County jail facilities to hold City of Youngstown prisoners.	\$15,825 <sup>1</sup>
<b>Third-Grade Safety Belt Program</b>	Ohio Department of Public Safety grant to provide for an education program for third grade students on seatbelt safety.	\$1,638 <sup>1</sup>
<b>Office of Catholic Schools Eisenhower/Safe Drug Free Schools Program</b>	MCSO provides Safe and Drug-Free instructional services to Catholic Consortium members.	\$48,223

Source: MCSO

<sup>1</sup> Reflects actual costs of the contract for FY2000.

The Stark County Sheriff’s Office has contracts with various townships. The contracts state that the Stark County Sheriff’s Office will provide security and law enforcement services in the townships. The corresponding townships pass a tax levy for the purpose of reimbursing the Stark County Sheriff’s Office for the cost of services provided. All proceeds received as a result of these contracts are placed into a “sheriff’s policing revolving fund” which the Stark County Sheriff’s Office has created, and the related expenditures from these contracts are expended from the fund. Guidelines for the establishment of a “sheriff’s policing revolving fund” are found in ORC §311.29.

**R7.36** MCSO should consider establishing a mechanism to capture the associated costs and revenues for providing services as a result of a contractual obligation. The mechanism should allow MCSO to track the revenues and expenditures using index codes within either the MCSO budget or the County General Fund budget. This will assist MCSO in ensuring that the services being provided according to the contractual obligation are being reimbursed as required by the contract.

F7.65 The standards developed by CALEA have criteria that govern contractual agreements for law enforcement services. An analysis of MCSO contracts revealed that four of the five contracts met all the criteria for CALEA accreditation (the contract with the City of Youngstown is not a law enforcement services contract and therefore, CALEA standards do not fully apply). The last standard stating “employment rights of personnel under a contract for law enforcement services are not abridged by the provider agency” was not met by the Office of Catholic Schools contract. To meet this standard, the language of the contract should read similar to the CSEA contract, which states that “deputy sheriffs and reserve deputy sheriffs will in no way be regarded as CSEA employees and the sheriff will indemnify and hold harmless the Department of Human Services from any and all claims and/or liability and/or cause of action stemming from the conduct of the said deputy”. It is discernible from the Office of Catholic Schools contract who is to receive services and who is the provider agency, but clear language similar to the CSEA contract is not present. The City of Youngstown contract did not meet this standard because it did not deal with the hiring or loaning of personnel between agencies, but is an agreement between MCSO and the City of Youngstown concerning the boarding of prisoners.

**C7.9** The language in four of the five MCSO contracts adheres with standards developed by CALEA for contractual agreements for law enforcement agencies. Adhering to accreditation standards developed by CALEA for contractual administration ensures that the role of the parties involved in the contracts are clear and provisions are made for any contingencies that may arise.

**R7.37** MCSO should monitor contracts to ensure that all accreditation standards are met. Even though MCSO met the majority of contractual standards required for accreditation, it is important for MCSO to review the language of the contracts in the future since all contracts are not written by MCSO personnel. The accreditation standard not met by the Office of Catholic Schools concerning employment rights should be addressed by MCSO so that employee rights are clearly addressed.

F7.66 The County receives additional revenue through a five-year agreement with Ameritech for the inmate phones at the minimum security jail and criminal justice center. This contract was entered into in October 1997 (under the previous Mahoning County sheriff’s administration) and is set to expire in October 2002. **Table 7-33** compares the inmate phone contracts at Mahoning County, Trumbull County and Stark County.

**Table 7-33: Comparison of Inmate Phone Contracts**

County	Phone Provider	Number of Inmate Phones	Term of Contract	% of Revenue Received by County	2000 Revenue
Mahoning	Ameritech	65	5-year	36%	\$175,978
Stark	Cincinnati Bell	96	3-year	45%	\$219,463
Trumbull	Evercomb Systems	144	2-year	42%	\$203,295 <sup>1</sup>

**Source:** MCSO and peer sheriff offices

**Note:** Documentation was not available from the Lorain County Sheriff's Office.

<sup>1</sup> The \$203,295 reflects the past negotiated contract where the County only received 35 percent of the revenue from the inmate phones. Trumbull County should receive more annual revenues since it is now receiving 42 percent of the revenues.

MCSO received the lowest percentage of revenue from inmate phones of the three counties. More revenue from inmate phones could be received by MCSO if the inmate phone contract was re-negotiated to reflect similar revenue percentages received by the Stark County Sheriff's Department or Trumbull County Sheriff's Department. In addition, MCSO has fewer phones installed in the jail facilities than the peer counties, but has close to the highest average daily population of inmates (**F7.25** and **Table 7-14**). According to the contract, Ameritech is responsible for the installation, operation and maintenance of inmate phones at no charge to Mahoning County.

**R7.38** Upon the expiration of the Ameritech contract, MCSO should re-evaluate contractual options for inmate phones. MCSO should negotiate the inmate phone contract to receive a higher percentage of revenue from the pay phones that is more in line with the peers. MCSO should consider either re-negotiating the contract with Ameritech under more favorable terms or changing phone providers. Re-negotiating the inmate phone contract in order to receive a higher percentage of revenue should provide Mahoning County with additional revenue. In addition, more phones installed at the jail facilities could provide additional revenue.

*Financial Implication:* MCSO could receive additional annual revenue of approximately \$29,000 if the percentage of phone revenue MCSO received under telephone contract was similar to the Trumbull County Sheriff's Office for FY 2000.

F7.67 In addition to the agreement with Ameritech, MCSO receives additional revenue through grants. Grants can be defined as funds awarded for a specified time period through an application process and have to be re-newed on a regular basis. According to the county administrator, three full-time employees will be responsible for writing future grants for County agencies, including MCSO. Currently, MCSO does not spend a significant amount

of time researching grants which it could be eligible for obtaining. **Table 7-34** shows a description and award amount for MCSO grants received during FY 2000.

**Table 7-34: MCSO Grants**

MCSO Grants <sup>1</sup>	Description	Amount in 2000
<b>Driving Under the Influence/Speed Grant</b>	DUI/Speed federal U.S. Department of Transportation grants are designed to: raise public awareness concerning alcohol related crashes, and raise public awareness concerning speed related crashes.	\$65,414
<b>U.S. Army Corps of Engineers at Berlin Lake (Marine Patrol Assistance Agreement)</b>	State of Ohio Chief of the Division of Water-craft matching funds for MCSO to operate a marine law enforcement patrol program.	\$13,084
<b>Cops in Shops</b>	Cops in Shops is a federal U.S. Department of Transportation funded highway safety program designed to reduce the number of fatal and serious physical injury crashes, reduce the number of juvenile DUI's by education and awareness of MCSO, reduce the number under age persons willing to purchase alcohol through education, and increase the amount of safety belt usage.	\$12,000
<b>Law Enforcement Block Grant</b>	The United States Department of Justice grant was used to purchase 8 new police cruisers and 4 used cruisers for MCSO.	\$195,932
<b>Drug Abuse Resistant Education Program (D.A.R.E.) Grant</b>	Pays for additional staff.	\$9,000
<b>Bulletproof Vest Program</b>	Offset costs to purchase bullet proof vests.	12,,194
<b>Total</b>		<b>\$307,624</b>

Source: MCSO fiscal manager

<sup>1</sup> MCSO has submitted the COPS More grant application in March, 2001. The COPS More grant will be used to purchase additional technology for MCSO.

The Law Enforcement Block Grant funds are allocated to Mahoning County and the City of Youngstown. Mahoning County's FY 2000 portion of the block grant was used to pay for new police vehicles for MCSO. MCSO fiscal management staff applied for the remaining grants listed in **Table 7-34**. MCSO could receive more grant revenue if it applied and was awarded the grants the Stark County Sheriff's Office is currently receiving (**Table 7-35**).

**Table 7-35** presents grant types, grant descriptions and amounts for the Stark County Sheriff's Office and the Trumbull County Sheriff's Office. A fiscal officer for Stark County stated that MCSO could qualify for all the federal grants that Stark County is receiving. The fiscal officer for Stark County also stated that MCSO could potentially qualify for other federal grants that pay for bullet proof vests, and other staffing and equipment needs.

**Table 7-35: Stark and Trumbull County Grants <sup>1</sup>**

<b>Trumbull County Grants</b>	<b>Description</b>	<b>Amount</b>
Trumbull County Drug Task Force	Ohio Criminal Justice Services (OCJS) grant used to pay for additional staff	\$83,000
D.A.R.E. Grant	Pays for additional staff	\$34,715
Community Oriented Policing Service (C.O.P.S.) Grant	United States Department of Justice grant paying for additional staff	\$34,715
<b>Total amount received by Trumbull County Sheriff's Office</b>		<b>\$195,457</b>
<b>Stark County Grants</b>	<b>Description</b>	<b>Amount</b>
Cops in Schools (Requires 25 percent match from County)	United States Department of Justice grant covering wages and benefits for 5 full-time (no overtime)	\$208,333
Cops Universal Hire (Requires 25 percent match from County)	United States Department of Justice grant paying for 3 staff	\$64,286
Cops in Shops (Requires 25 percent match from County)	Ohio Department of Public Safety grant paying for additional overtime and wages	\$82,550
Cops More (Requires 25 percent match from County)	United States Department of Justice grant paying for additional staff	\$228,798
Local Law Enforcement Block Grant (Requires 10 percent match from County)	United States Department of Justice grant used for hiring and purchasing equipment	\$75,000
Enhanced Investigation Violence Against Women (Requires 25 percent match from County)	Office of Criminal Justice Services grant covering wages and benefits of 2 deputies (no overtime)	\$71,031
D.A.R.E. Grant (Requires 25 percent match from County)	Grant partially funded internally and by the Attorney General's Office	N/A <sup>2</sup>
<b>Total amount received by Stark County Sheriff's Office</b>		<b>\$729,998</b>

**Source:** Documentation from Stark County Sheriff's Office and Trumbull County Sheriff's Office

**Note:** Documentation was not available from the Lorain County Sheriff's Office.

<sup>1</sup> Grant amounts awarded for a longer time period than one year were adjusted to reflect amount received for one year in order to compare to MCSO grants awarded in FY 2000 (**Table 7-35**).

<sup>2</sup> The Stark County Sheriff's Office did not provide funds received for D.A.R.E. grant.

Stark County Sheriff's Office grants not currently received by MCSO are Cops More, Enhanced Investigation Violence Against Women, Cops Universal Hire and Cops in Schools. MCSO submitted an application for Cops More on May 2, 2001.

**R7.39** MCSO should try to obtain additional grants to offset costs for staff and pay for equipment. MCSO should coordinate with the three full-time County employees who will be responsible for writing grants for Mahoning County to ensure that grants written for MCSO match the goals of the Sheriff (**F7.59**). MCSO could potentially qualify for grants Stark County is

receiving and other federal law enforcement grants. One example of a federal discretionary grant that MCSO could qualify for is the Byrne Discretionary Grant Program, which is designed to support a comprehensive range of law enforcement projects. The Byrne Discretionary Grant Program is awarded through the Bureau of Justice Assistance.

*Financial Implications:* Stark County has received the following grants that MCSO has not received: Cops in Schools (\$208,333), Cops Universal Hire (\$64,286), Cops More (\$228,798) and Enhanced Investigation Violence Against Women (\$71,031). If MCSO were to receive grant funding similar to the Stark County Sheriff's Office, MCSO could qualify for an additional \$572,000 per year for law enforcement staff and equipment. However, as stated in **Table 7-35**, Mahoning County could be required to match 25 percent of the total amount of these grants. Therefore, MCSO could receive about \$429,000 per year in additional grant revenue. As stated in **F7.67**, MCSO could qualify for all of the grants which the Stark County Sheriff's Office is currently receiving.

### *Operations and Uses of the Commissary and Furtherance of Justice Fund*

F7.68 The Furtherance of Justice (FOJ) fund is used by a county sheriff for discretionary expenditures. ORC §325.07.1 stipulates rules governing the use of the FOJ fund which include the following:

- FOJ amount should equal one-half the official sheriff salary.
- Sheriff shall annually file with the county auditor an itemized statement verifying how the funds were expended during the current year.
- Unspent funds shall be paid into the county treasury.

In addition, Auditor of State Bulletin 97-011 clarifies that state-provided supplemental compensation paid annually to the sheriff is not considered when calculating General Fund money for the FOJ. The fiscal officer for MCSO stated that if there are any questions regarding whether or not a potential FOJ expenditure is appropriate, the Auditor of State's legal department is contacted.

F7.69 MCSO furtherance of justice fund expenditures are tracked using spreadsheet software. The Stark County Sheriff's Office and Trumbull County Sheriff's Office also use a spreadsheet to track FOJ expenditures. MCSO spreadsheet used to track the FOJ expenditures contain the date of payment, check number, amount and payee. MCSO fiscal manager also maintains a manual log giving additional description of the payment. To illustrate how the spreadsheet and manual log are used together, consider the following example. The spreadsheet records the check number 1059 to a particular company. The manual log includes an additional description of the payment by stating that the check was for repairing a Breathalyzer. Although a spreadsheet can be used to accurately track FOJ expenditures for the report filed

with the county auditor, a software package such as Quickbooks has additional capabilities that could enhance the tracking of FOJ expenditures.

**R7.40** MCSO should consider purchasing Quickbooks or similar software to track FOJ expenditures. Capabilities of an accounting software package such as Quickbooks include detailed report writing, printed checks, historical record keeping, automatic fund calculations and customization based on user needs. The software package could be used to track purchase orders, FOJ inventory and expenditure information. MCSO fiscal manager should use the accounting software to track expenditure information contained in the manual log, thereby increasing the integrity of the information.

*Financial Implication:* The estimated, one-time cost for Quickbooks 2001 is \$150.

F7.70 MCSO is permitted under Substitute (Sub.) H. B. 480 to receive a profit from purchases made from the prisoner's commissary fund account which can be established in compliance with ORC §341.25. According to Auditor of State Bulletin 97-011, the "profit" is considered to be all operating revenues in excess of operating costs. Auditor of State Bulletin 97-011 further states that all profits must be used to purchase supplies and equipment for the benefit of the inmates incarcerated. MCSO uses the commissary profit to pay for such items as sanitary napkins, law books, razors, washers and indigent packs. MCSO contracts with a vendor to purchase items for the inmates, but the contract is being re-bid. The major of the support services division indicated a new vendor should be approved, and the transition from the old vender should be complete by August 22, 2001.

F7.71 MCSO also contracts with the vendor for software to track commissary expenditures, but the software has certain limitations. MCSO is writing specifications for the new vendor contract to address the following limitations:

- Is not windows-based,
- Is not connected to the network,
- Does not have electronic check-writing capability,
- Does not have automated mailing capability,
- Does not have a pay for stay module, and
- Is not combined with food service.

**R7.41** MCSO should ensure that the new system addresses the limitations in **F7.71**, and monitor the implementation of the contract. The major of the support services division indicated the new vendor will address the limitations listed in **F7.71**, as well as provide MCSO with the ability to bill inmates after they leave the jail. An integrated food service, commissary and pay-for-stay system should provide a better value since software for the three modules do not have to be purchased separately. Having commissary data stored on the network should also reduce the number of calls to the commissary, since MCSO personnel will have access to the data on the network. Furthermore, MCSO should control all data stored in the system and have the ability to grant or limit access to information as needed. MCSO staff should be trained on the system and acquire the knowledge to manage and make modifications to the system.

## D. Technology, Facilities and Vehicle Replacement

### Technology

F7.72 **Table 7-36** provides comparisons of technology staffing levels for MCSO and peer sheriff offices. MCSO employs a systems administrator classified as a deputy sheriff. The MCSO systems administrator spends ten percent of the time tracking vehicle maintenance and ninety percent of the time on technology. Trumbull County employs two civilian technology staff that work primarily with the sheriff’s office, but report to the management information system director under the County Auditor data processing unit. The Stark County Sheriff’s Office has two technology staff who are sworn but not deputized. The systems administrator for the Stark County Sheriff’s Office indicated that having dedicated technology staff working for the office is beneficial because dedicated staff are readily available for support. It also takes a large amount of time to learn the numerous technological systems at a sheriff’s office, so having technology personnel on-site facilitates the learning process.

**Table 7-36: Comparison of Technology Staffing Levels**

	Mahoning	Trumbull	Stark	Peer Average
<b>Number of Technology Staff (FTE)</b>	0.9	1.6	2.0	1.8
<b>Total Sheriff Employees</b>	248	140	247	194
<b>Total Sheriff Employees per FTE</b>	275.6	87.5	124	108

**Source:** MCSO and peer sheriff offices

**Note:** Documentation was not available for the Lorain County Sheriff’s Office.

The total sheriff employees per FTE ratio for MCSO is significantly higher for MCSO than the peer counties, indicating MCSO has a low number of technology staff compared to the total number of employees. However, **Table 7-36** does not include technological assistance provided by the County Data Processing Board. According to MCSO, it receives some assistance from County Data Processing in the form of trouble-shooting and software maintenance, but the assistance is minimal. MCSO’s lack of adequate staffing for technology personnel could result in longer planning time frames for technology projects, training taking longer to perform and computer software and hardware taking longer to install.

**R7.42** Considering that the County Data Processing Board provides technological assistance to all County departments, MCSO should seek assistance from the Data Processing Board in implementing new technology, troubleshooting and other appropriate technological matters.

In addition, MCSO should also consider reclassifying the full-time deputy sheriff who is functioning as the systems administrator to a civilian classification. The job functions of a systems administrator can be performed by an individual who has experience and an educational background related to computer and management information systems. This would allow MCSO to use deputy sheriffs for tasks more directly related to a deputy sheriff's job functions and responsibilities, such as patrol, jail and security operations.

F7.73 MCSO does not have a detailed, up-to-date job description for the systems administrator position. The systems administrator is responsible for overseeing the implementation of technology within MCSO as well as assisting with troubleshooting. However, the systems administrator also indicated the following additional responsibilities for this position: fleet management, grant director for public safety, equipment inventory, general electronic security, phone administrator and any other technology-related responsibilities.

**R7.43** MCSO should develop a detailed job description for the systems administrator. Detailed up-to-date job descriptions should improve accountability for staff and can be tied to performance appraisals. The main duties encompassed in the systems administrator job description should include, but not be limited to the following:

- Assist in the development and administration of the technology budget;
- Assist in the acquisition, use and maintenance of technology hardware and software;
- Coordinate the use of computers with the various divisions of MCSO;
- Develop, evaluate and update the MCSO interests in the two-phased multi-jurisdictional technology plan (see **F7.75**);
- Manage the network system;
- Provide technical assistance to MCSO personnel regarding technology; and
- Assist as a liaison between MCSO, courts, the City technology department, MBOCC and the Mahoning County technology department.

In addition, the job descriptions should also state the proper education required to fulfill this position as well as the relevant work experience and knowledge needed to manage technology throughout MCSO.

F7.74 A formal written technology plan indicating long-term objectives and strategies is lacking at MCSO. A consulting company produced a report in June 2000 on the County-wide project for the utilization of Courtview software for County agencies, but the report dealt only with the implementation of Courtview (**F7.81**) and not other technology projects. See **F7.75** for further discussion on a technology project within MCSO.

**R7.44** MCSO should work together with the data processing board to develop a written long-term strategic technology plan that incorporates all technology that MCSO uses. The plan should

describe MCSO's long-term objectives and how technical staff, funding and resources will help MCSO achieve its long-term objectives. The long-term strategic technology plan should be tied to the operations within MCSO, all County courts and the City of Youngstown to ensure effective and efficient operations between the related entities. The technology systems administrator should be involved in the development, implementation and monitoring of the long-term strategic technology plan. MCSO should also establish an annual review and revision process that will allow the strategic plan to evolve with changes in MCSO, the local community and the field of technology.

The strategic plan should cover all operations within the County and MCSO to effectively manage and utilize the wide-area network (WAN) which links County agencies. The coordination of business operations and educational technology activities helps prevent the purchasing or development of incompatible systems that must later be redesigned or replaced. MCSO's technology plan should address the sequential implementation of different agency operations that use the data from MCSO to ensure that these systems will be able to properly interface with each other.

The following steps should be taken to implement the MCSO planning process:

- Identify and analyze the administrative and operational environment that the strategic technology plan must support,
- Define key goals and objectives of MCSO and establish measurable success factors for those administrative and operational areas,
- Evaluate how existing hardware and software applications support the long-term goals and objectives of MCSO,
- Research significant industry trends relating to technology and governmental institutions or other public sector organizations,
- Determine what technology is needed to help the MCSO achieve its long-term goals and objectives,
- Identify user requirements for software applications as well as e-mail and Internet software, and
- Develop an implementation plan.

The result of this process should be a step-by-step action plan detailing how MCSO expects to meet its long-term goals and objectives given the existing technical architecture. The architecture is a blueprint that specifies the technical infrastructure (hardware, network configuration and system software), software application systems and database design. The proposed strategic technology plan should contain the following elements:

- Realistic detailed timetable,
- Funding requirements and funding sources,

- Individuals responsible for implementation,
- Estimated resource requirements to implement actions including consultants contractors or in-house staffing,
- Expected benefits, and
- Benchmarks to determine progress in meeting standards.

The timetable should be realistic in estimating MCSO's commitment to the implementation of new technologies. MCSO may not be able to quickly finance or support major changes in technology. However, a sound methodology will help MCSO to implement high quality applications with less risk and at a lower cost. The strategic plan as well as the budget should also address the issue of upgrades and future replacement of computer equipment as well as software and associated staff development. Upgrades and replacements are important issues that MCSO should incorporate into its planning and budgeting process.

F7.75 The County and MCSO have jointly developed a two-phased multi-jurisdictional plan for law enforcement technology. County agencies involved in the plan include law enforcement agencies (MCSO, Boardman Police Department (PD), Austintown PD, Youngstown PD); County satellite courts (MCC) (Austintown, Boardman, Sebring and Canfield); Struthers Municipal Court; Campbell Municipal Court; County Court of Common Pleas; Youngstown Municipal Court and other County agencies. The plan involves linking County-wide fingerprints, incarceration data, court data and other relevant information onto the Multi-Jurisdictional Global Index (MGIS) server to facilitate the retrieval of data. Phase 2 involves the implementation of wireless technology for all remote and mobile data sites. Remote sites can be defined as law enforcement posts other than MCSO. Mobile data sites refer to wireless terminals placed in cars that allow officers to enter data and access information while in the field. **Table 7-37** shows necessary technology requirements for the two-phased plan and status of completion for each requirement.

**Table 7-37: Mahoning County Plan for Technology**

Description	Status or Estimated Completion Date
<b>Phase I <sup>1</sup></b>	
MCSO Model TP600 Ten Print Capture Station	Installed
MCSO 10-Print Investigative Fingerprint Input Workstation Upgrade	Anticipated by end of FY 2002 contingent on funding
MCSO Upgrade from DOS-based Jail Management Software to N.T. Server-Based Jail Management Software	Installed
Multi-Jurisdictional Global Index Server	Installed
AFIS Server	Installed
Youngstown PD and Other Police Department Finger-ID Workstations Link to APHIS	All T1 lines are not installed
Mobile Data Terminals and Electronic Reporting to Search, View, and Report Centralized Data	Installed
County-wide Video Arraignment	In testing phase
Link Surrounding Counties to Server	Anticipated by end of FY 2002 contingent on funding
<b>Phase II</b>	
Utilization of wireless technology through sharing space on existing towers and/or constructing new towers	Anticipated by end of FY 2002 contingent on funding
Connect all Remote and Mobile Sites to Local Area Network (LAN)	Anticipated by end of FY 2002 contingent on funding

Source: MCSO systems administrator

<sup>1</sup> Upgrading to Courtview is another technology project affecting law enforcement for Mahoning County, but is discussed separately in **F7.81**.

F7.76 The Mahoning County two-phased multi-jurisdictional technology plan requires the installation of T1 lines for MCSO and County agencies. T1 lines are dedicated phone connections that can carry voice or data transmissions. A total of 26 T1 lines are currently being installed County-wide to facilitate the implementation of the technology utilization plan. T1 lines facilitate online access and video arraignment (**F7.82**). Two T1 lines have been installed for MCSO.

F7.77 The Mahoning County plan for technological utilization will result in new law enforcement capabilities and benefits for the County. The new capabilities and benefits will include the following:

- The criminal justice system will be more efficient due to the networking of data. Information which will be networked by the two-phased plan include court data, incarceration data, fingerprinting, dispatch, and other types of data. In addition, calls for service will be streamlined because law enforcement personnel and other stakeholders will no longer have to call multiple phone numbers to retrieve

information. Personnel will be able to connect with the central depository server to access information.

- Wireless technology will allow law enforcement personnel to verify the identity of individuals in the field through hand-held fingerprint devices.
- Wireless communications will allow for the faster transfer of data, including voice and video transfer of information.
- Mobile data terminals will allow law enforcement personnel to write police reports electronically, save information on a disk, and print reports at a remote location.
- The sharing of space of existing towers and/or constructing new towers will reduce the chance of law enforcement personnel encountering dead spots in coverage.
- Other counties in the area will be able to share information resulting in enhanced tracking of law enforcement data.

**C7.10** The two-phased multi-jurisdictional technology plan will improve the law enforcement technological resources for the County. The plan to link other counties in the area to share information will result in the enhanced tracking of law enforcement information data for the entire region. Technological improvements resulting from the plan include the following:

- Enhanced ability of individuals and organizations to share information,
- Calls for service will be streamlined,
- Efficient electronic police reporting,
- Reduction in dead spots, and
- On-site fingerprint identification.

**R7.45** MCSO should follow-through on plans to implement technology projects contained in the two-phased multi-jurisdictional technology plan. Implementing technology projects in a timely manner will result in quicker tangible benefits for the County, lower implementation cost and increased accountability. In addition, it will allow MCSO to remain on the cutting-edge of current innovative technologies for law enforcement. A comprehensive written technology plan should improve accountability and monitoring of technology implementation (**F7.74** and **R7.44**).

In addition, Mahoning County should benchmark with peer counties on technology implementation issues. Peer counties provided the following information on issues to consider when implementing technology projects:

- Ensure what is bought from a vendor really will meet the organization's needs. A detailed statement of work describing the services and products provided by the vendor and the responsibilities of parties involved in the project are important;
- Employ personnel in-house who have the prior knowledge necessary to implement a particular technology project;
- Consider if vendor maintenance support is adequate. In-house personnel should have the capability to manage the system, make modifications to the technology and maintain control over the system to limit or access to the technology at any time;
- Develop advanced training for technology so that staff accept the change in the work environment; and
- Consider funds available to spend on technology.

F7.78 MCSO intends to institute a formal training program for new technology that will be utilized by staff. The criminal justice center has a classroom that will be used to train MCSO employees on new technology. The systems administrator plans to use the classroom for proficiency testing to identify technology skills an employee is lacking. During the beginning stages of any new technology implementation, employees critical for operations will be trained first and non-critical employees will be rotated into the training schedule. For training on technology that crosses departments (i.e. electronic fingerprinting for the Youngstown PD and other police departments), one primary contact for each department will be used to facilitate training.

Training for MCSO personnel has begun on the jail management software installed in May, 2001. At the publishing date of this report, the training on the jail management software was ongoing. MCSO has also completed the LEADS training on the mobile data terminals. Training on the MGIS server, APHIS server and wireless technology has not been completed, but the systems administrator indicated that minimal user training is needed for those projects. No training protocol has been developed for the County-wide video arraignment.

**R7.46** MCSO should assess the technology training needs for employees and make training of employees a high-level priority. MCSO should establish training on all computer functions for all employees. MCSO should also work with the Youngstown Municipal Court, County Court of Common Pleas and MCC to establish a training protocol for video arraignment. In addition, training should be an ongoing project in order for the employees to utilize all functions which are available through the computers and various software applications.

Instructional and hands-on application training should be used as training options. MCSO will accomplish the instructional and hands-on application training with the classroom proficiency testing. Instructional training will allow employees to see how the system works, take notes on the steps and procedures and ask thought-provoking questions. The hands-on application training will allow employees to utilize the software applications. In addition,

MCSO should develop a training manual for future reference and the training of new employees. In order to provide adequate training, MCSO should establish the following training procedures for technology:

- Determine dates when employees will be trained,
- Determine which employees will be trained,
- Assess the type of technology each employees will be trained on, and
- Assess staff, resources and costs associated with training.

F7.79 MCSO has a contingency plan with guidelines for backing-up data and media storage. Owners (department managers or delegates within MCSO responsible for the acquisition, development and maintenance of applications which process MCSO information) and the system administrator have the responsibilities for carrying out the contingency plan. The systems administrator plans to institute a training program in contingency planning for support staff so that additional personnel will have the necessary expertise in the event of a disaster.

In addition, the system administrator follows the Microsoft Official Curriculum (MOC) for procedures on backing-up data, laying out the configuration of the network, software selection and other computer support functions. The MOC are certification courses designed to help information technology professionals learn to deploy, support and administer Windows 2000 Professional and Windows 2000 Server products.

According to the March 2000 report titled “Recommended Practices for State and Local Governments” from the Government Finance Officers Association (GFOA), “state and local governments have a duty to ensure that disruptions in the provision of essential services is minimized following a disaster.” GFOA outlines the following standards for disaster recovery planning:

- Assign disaster recovery coordinators for each agency or department to form a disaster team;
- Require the creation and preservation of back-up data;
- Make the provision for the alternative processing of data following a disaster;
- Provide detailed instructions for restoring disk files;
- Establish guidelines for the immediate aftermath of a disaster;
- Keep a copy of formal computer disaster recovery policies and procedures off-site to ensure availability in the event of a disaster; and
- Test the computer disaster recovery plan periodically.

F7.80 MCSO’s contingency plan incorporates the GFOA elements of a disaster recovery plan. A description of the MCSO contingency plan is given below.

- The system administrator is responsible for the coordination of a computer emergency response team (CERT) which is mobilized in the event of a hacker intrusion, a virus infection and other security-related events.
- The systems administrator is responsible for periodically backing up all confidential, valuable or critical information resident on the MCSO network server. In addition, MCSO requires the use of at least six sets of back-up storage media tapes to be used in rotation and stored off-site.
- Secure storage of back-up media is the responsibility of the systems administrator. Off-site storage of media from servers should be stored in fireproof safes, at a separate location at least several blocks away from the system being backed-up.
- Owners are responsible for the compilation, regular maintenance and semi-annual testing of contingency plans for systems handling information which they are responsible.
- Other elements of the contingency plan include retention period and encryption of confidential data.

In addition, the MCSO systems administrator indicated that the vendor provides 24-hour a day, seven days a week service in the event that the computer network, which includes the jail management software and administrative software (Microsoft Office) is lost. The systems administrator also indicated that a copy of the contingency plan is located off-site and that restore procedures for data are tested periodically.

**C7.11** A comprehensive disaster recovery plan ensures that the provision of essential services following a disaster are minimized. By having GFOA elements as part of the contingency plan, MCSO is performing according to a set of nationally accepted standards. A current contingency plan will become even more vital when new technology projects included in the two-phased multi-jurisdictional technology plan are implemented (**F7.75**).

F7.81 MCSO and the County courts have record-keeping systems that do not link or interface. MCSO plans to allow for the sharing of jail management and court information through the MGIS server (**F7.77**). The MCSO record-keeping system tracks incarceration information while the County courts tracks case data. A summary of the separate types of record-keeping systems and the information tracked within those systems is as follows:

- MCSO tracks the incarceration record of inmates using the DOS-based Lock Down Jail Management software. Examples of items tracked include arrest information, property, costs, length of stay, date of incarceration, list of charges and medical

information. MCSO is in the process of upgrading to the server-based DataNet jail management software.

- Courtview Management Application tracks case data for the County courts, clerk of courts and MCC. Courtview is a DOS-based software package that operates on dummy terminals. Courtview tracks case data including: plaintiff, defendant, case number, judge, plaintiff's attorney, defendant's attorney, bond postings, trial dates, trial times, case disposition, court costs and other relevant case information. The County courts are currently trying to upgrade the system to Courtview 2000 which would be Windows based. Courtview data then could be replicated to the MGIS server to allow other organizations to have on-line access to court information (F7.77). MCSO would then have the capability to view court information.

In addition, MCSO does not possess a global records management system software package. Currently, tasks related to the records room and court services, such as logging police report and assigning case numbers, are performed manually or by using spreadsheet technology. A global records management system software package could streamline operations and save staff time currently devoted to performing these tasks.

**R7.47** MCSO should follow through on its plans to allow for the sharing of jail management and court data on the MGIS server. The integrated sharing of information will allow the County courts to see arrest data on defendants. MCSO could use the information from County courts to view court times, court dates, scheduled court appearances, arresting officers and defendants who have posted bond. Other agencies such as the Mahoning County Children's Services Board and Mahoning County Child Enforcement Agency could also view incarceration and court data. Furthermore, MCSO should begin to investigate various global records management system software packages and fully determine the benefits and costs of the different systems. Prior to any purchase of a global records management software package, MCSO should fully examine the benefits and costs of implementing the system as compared to maintaining its current process of performing these job functions.

F7.82 MCSO has the equipment to run two video arraignment proceedings concurrently, but is using the equipment for only the pilot project with the City of Youngstown. The plan for the system is to expand and include cases from the Mahoning County Court of Common Pleas and MCC. Video arraignment cases are performed at a designated location at MCSO and average 10 inmates per hour. Staff stationed during video arraignments include a court bailiff, a court appointed defense attorney, a jail registrar and a deputy sheriff. Equipment needed for video arraignment include televisions stationed at MCSO and the court location and video arraignment hardware. The process for video arraignment includes the following:

- Defendants are placed in the designated video arraignment location,
- Rights of all defendants present are read via a video tape,
- Each defendant appears before the judge in the adjacent room separate from the rest of the defendants (this adjacent room houses the video arraignment equipment), and
- Judges and defendants can see each other on the television screens at each location.

Benefits of video arraignment include the following:

- Public safety is improved by not having to transport inmates to the court location;
- Fuel costs are lower for transporting inmates;
- Staff needed to guard defendants can be reduced;
- Emergencies that involve medical problems can immediately be responded to; and
- Inmate has the ability to sit privately and talk with his defense attorney in the arraignment booth with the door closed while still being viewed through the glass by a supervising deputy sheriff.

**R7.48** MCSO should follow through on its plans to expand video arraignment to the Mahoning County Court of Common Pleas and MCC. MCSO already has the equipment to run two video arraignment proceedings concurrently, and it would have the capability to expand video arraignment to the Court of Common Pleas and MCC. Video arraignments could improve public safety and allow for more efficient utilization of resources.

During the course of this audit, MCSO was making progress on fulfilling its goals and objectives in implementing video arraignments. Video arraignments have been installed and are fully operational in Youngstown and Boardman. In addition, video arraignments have been installed in Austintown, Canfield and the Court of Common Pleas; however, the video arraignments are not yet fully operational.

*Financial Implication:* MCSO could receive annual cost savings from not having to transport inmates to the Mahoning County Court of Common Pleas. The annual cost savings is based data provided by MCSO indicating that a total of 70 prisoners were transported to the Court of Common Pleas during a twelve week period from October to December 2001. Projecting this data over a 12 month period would result in 303 prisoner transports to the Court of Common Pleas. Based upon this projection and the cost to transport inmates to the court (\$8.06), the expansion of video arraignment to the Mahoning County Court of Common Pleas would result in potential annual cost savings of approximately \$2,400. In addition, MCSO could realize additional cost savings by implementing video arraignments at the four County Courts.

F7.83 MCSO currently uses an electronic fingerprinting system to capture and store fingerprints. Components of the system include a Model TP600 Ten Print Capture Station, Automated

Fingerprint Identification System (AFIS) server, and two-print identification license software. The Attorney General's Office provided the original equipment and installation at no cost to MCSO. Prior to the electronic system, separate fingerprint cards had to be manually generated for the FBI, BCI and other sources. The electronic system allows MCSO to print multiple copies of the card to be given to any source that may need it. Before the system could be fully utilized, old ink prints were scanned into digital prints. Old ink prints and new prints captured digitally could now be stored on the AFIS server. The AFIS server allows MCSO to store prints locally as well as share data with other agencies.

The two-print identification license software gives MCSO the capability to fingerprint any two specific fingers (e.g. the right and left index fingers) in order to make a positive identification in the system. The software allows MCSO to confirm identities based on previous bookings and find individuals who attempt to use aliases or give false information at the time of arrest. MCSO has applied for a grant to obtain funding for an upgrade to a ten-print investigative software (**F7.75**). If the upgrade is implemented, MCSO will be able to link local AFIS data regionally with the Trumbull County Sheriff's Office and other jurisdictions. MCSO will also be able to install laptop computer digital scanners in cruisers to scan suspect fingerprints in the field and confirm the person's identify. In addition, the planned ten-print investigative software would allow MCSO to compare unknown latent prints from a crime scene and any other single print with the AFIS server. The Stark County Sheriff's Office and Trumbull County Sheriff's Office already use ten-print investigative software.

In addition to electronic fingerprinting, MCSO has implemented and uses a County Wide Multi-Jurisdictional ImageNet-2000 system (MIJ2000). The MIJ2000 system is a digital photo mug shot software and hardware system that captures mug shots, scars, marks and tatoos as a part of the booking process. The software allows MCSO to compile photo line-ups electronically so that victims/witnesses can view mug shots on a computer. As a result of the MIJ2000 system, MCSO no longer has to use hard-copy photo books. In addition, the digital photos can be printed out at any location where there is a connection to a server, which saves time and transportation for detectives.

**C7.12** MCSO's current electronic fingerprinting will improve the efficiency for researching suspects and verifying the identity of individuals. In addition, MCSO's MIJ2000 system has streamlined the procedures involved with compiling photo line-ups.

**R7.49** Assuming that MCSO obtains the related grant funding, MCSO should make it a priority to implement the ten print investigative software. Upgrading to a ten-print investigative software will result in more accurate and timely identification of suspects. In addition, the ten print investigative software could improve MCSO's ability to find suspects considering that it gives MCSO the ability to link to other law enforcement jurisdictions.

F7.84 The Mahoning County auditor tracks all inventory items valued over \$250 for MCSO. The County sends an annual report which lists all items to be inventoried. In addition, the Mahoning County auditor performs a periodic physical audit of inventory. The last physical inventory audit for MCSO was in 1996.

MCSO uses a Microsoft Access database to track inventory at a more detailed level than the County. An automated inventory system allows for a more effective method of tracking inventory than a manual method since detailed reports can be printed and information can be easily updated. A portable scanner could also be linked to the Microsoft Access database to reduce the amount of time takes to do inventory (**R7.50**). The database tracks the same items as the County as well as purchases under \$250. The database includes the following: County identification number, MCSO identification number, serial number, location, cost, description, owner, purchase order number, date and other applicable information. Inventory is tagged and color-coded based on the year of purchase. MCSO personnel also perform an annual inventory of equipment.

**C7.13** The Microsoft Access database allows MCSO to track inventory at a more detailed level and results in a more efficient way to track inventory data. Information can be easily updated and detailed reports can be printed through a computer database. The Microsoft Access database tracking of inventory operates as a supplement to the County inventory and gives a more accurate account of MCSO equipment.

**R7.50** MCSO should consider purchasing a portable scanner to improve inventory tracking. The scanner should have the capability to interface with Microsoft Access, create customized programs and be durable enough to withstand frequent use. According to the MCSO systems administrator, a portable scanner would reduce the amount of time it takes to do inventory in half. MCSO administration should review budget priorities to determine if it would be feasible to purchase this technology.

*Financial Implication:* The portable scanner would cost approximately \$2,000 for the equipment, and an additional \$1,000 to program the device to meet the needs of MCSO.

### *Facilities*

F7.85 MCSO does not have a formal written strategic or capital improvement plan. The lack of a strategic or capital plan causes accountability to be diminished as a result of no documented objectives, activities and performance measures for the organization. However, the major of support services division provided the following facility strategic goals for MCSO:

- Obtain CALEA accreditation,
- Comply with federal and state standards, and

- Meet all safety codes.

The standards developed by CALEA state that the organization should have a multi-year plan which includes the following:

- Long-term goals and operational objectives,
- Anticipated workload and population trends,
- Anticipated personnel levels,
- Anticipated capital improvements and equipment needs, and
- Provisions for review and revision as needed.

**R7.51** MCSO should develop a formal strategic and capital improvement plan. A strategic and capital plan should be tied to MCSO's budget. Development of a strategic and capital improvement plan will assist MCSO in prioritizing major maintenance requirements, scheduling preventive maintenance, establishing an equipment replacement program and budgeting for the facility.

F7.86 The facility and maintenance budget for MCSO is funded through a separate facility line-item in the General Fund and is not part of the MCSO budget. This is because all facility maintenance and repairs are handled by the facilities management department. MCSO maintenance and facility equipment expenditures are not broken out for this line item, but are combined with County courthouse maintenance and facility equipment expenditures. The director for the facilities management department stated that maintenance and facility equipment expenditures are not separated from the courthouse facilities budget because most repairs for MCSO have been covered under warranty. According to MCSO, most of these warranties lasted for one year and have expired since the facilities were opened in 1996. The facility management department plans to have the MCSO budget for maintenance and facility equipment expenditures separated from the County courthouse since the warranty has expired and facilities staff now have to conduct major repairs on MCSO facilities.

**R7.52** MCSO should work together with MBOCC to develop a budget that is separate from the courthouse maintenance budget. The budget should include a breakdown of repair and maintenance costs. The development of a separate facilities budget should result in improved, more accurate record-keeping.

In addition, MBOCC facility management staff should track repair costs for facilities in a database. Tracking repair costs along with other facilities information should enable MCSO to manage costs more efficiently. If there are extreme increases in repair and maintenance costs, maintenance staff can identify why costs may be rising and address the issue. Developing maintenance priorities, preventive maintenance strategies, the budgeting for facilities will be improved because maintenance staff will be more informed on maintenance

and repair costs. Tracking accurate cost data should allow maintenance staff to monitor budget to actual costs to keep within budget parameters.

F7.87 State minimum standards are the primary source which provides rules governing facility usage for jail facilities. These standards reflect input received from the Ohio Jail Advisory Board serving as representatives of the Buckeye State Sheriff's Association, the Ohio Association of Chiefs of Police, the County Commissioners Association, the Ohio Municipal League, the Ohio Prosecuting Attorneys' Association, the Ohio Township Association and the Ohio Judicial Conference. The Bureau of Adult Detention is responsible for inspecting Ohio jails to assess facility compliance with the standards. The criminal justice center and minimum security jail are inspected annually to determine compliance with the standards. State minimum standards include the following housing requirements dealing with full-service facilities:

- Reasonable efforts shall be made to maintain temperatures in prisoner quarters within normal comfort zone (68 degrees Fahrenheit to 85 degrees Fahrenheit) during daytime hours and not below sixty degrees Fahrenheit at night.
- Cells and surrounding confinement areas shall be finished with non-flammable, non-toxic, washable, predominantly light-colored materials.
- Cells shall be equipped with a sanitary, working flush toilet and one wash basin for every twelve prisoners or the number required by prevailing code requirements.
- Prisoner housing areas shall be equipped with adequate shower/bathing facilities or such facilities shall be available within the security perimeter to prisoners.

The criminal justice center and minimum security jail have achieved full compliance with the minimum standards for jails since 1998. However, the scope of the inspections by the Bureau of Adult Detention do not encompass a comprehensive evaluation of jail operations. An agenda is developed by the Bureau of Adult Detention that picks only certain standards to check. The most recent inspection for the criminal justice center was performed in January 2001, but housing standards for the criminal justice center were not reviewed during that inspection. The February 2000 inspection reviewed selected sanitation standards, but did not cover housing standards. Through the Federal Consent Decree, two federally appointed monitors also periodically spot check the facility for compliance with the Federal Consent Decree standards and all minimum standards, and can take MCSO to federal court if violations are found.

F7.88 Regular facility inspection reports are performed for fire safety equipment, environmental sanitation, elevators, rodent and pest control, and piping. Organizations involved in the inspections include the Youngstown Fire Department (fire safety equipment) Ohio Department of Health (environmental sanitation), Ohio Department of Commerce Division of Industrial Compliance (elevators), an exterminating company (rodent and pest control) and

a fire protection contractor (piping). The following three violations were cited for the most recent inspection reports, but have been corrected during the course of this performance audit:

- Shower heads not working (January 2000),
- Fire extinguishers have expired (October 2000), and
- Temporary double bunking standards in some cells were exceeded (October 2000).

**R7.53** MCSO should perform a comprehensive evaluation of Federal Consent Decree and minimum standards. Standards should be ranked according to the risk non-compliance could pose to MCSO. Assessing all standards helps ensure that MCSO is in compliance with accepted standards. In addition, MCSO should revisit issues noted on fire safety equipment, environmental sanitation, elevators, rodent and pest control and piping to ensure that issues do not reoccur.

F7.89 Sprinkler heads placed in inmate cells break on a regular basis. MCSO has lost 44 sprinkler heads since the criminal justice center opened in 1996 and lost approximately \$2,500 for each broken head depending on the extent of the water damage. MCSO has lost an additional \$25,000 for the water damage to intercom switches and other technology. Sprinkler heads are located seven feet above the ground in each cell and break as a result of inmate tampering. MCSO plans to replace the existing heads with a more tamper resistant model for an approximate cost of \$11,000.

**R7.54** MCSO should follow through on its plans to install sprinkler heads which are more tamper resistant than the previous model. The tamper-resistant sprinkler heads are designed so that the sprinkler head stem is not protruding, thereby reducing the chance of the head breaking.

During the course of this audit, MCSO indicated that it has upgraded the jail sprinkler heads.

*Financial Implication:* The new sprinkler system will cost approximately \$11,000. However, based on historical trends, MCSO could experience an annual cost savings of approximately \$27,000 by preventing inmate tampering.

### *Vehicle Replacement*

F7.90 MCSO has a vehicle fleet consisting of 32 Ford Crown Victoria's, six vans or caravan-type vehicles, four wagons, one motor home, one truck, and ten other vehicles. Seventeen of the cars and five prisoner transport vans are marked. The average age of the vehicles is approximately six years and the average mileage is 78,290. Vehicles are funded through the General Fund and are used for patrol, court security, administration and other services.

The Stark County Sheriff’s Office maintains a fleet of approximately 100 vehicles. The average age of the vehicles is approximately 4.6 years and the average mileage is 61,347. The Trumbull County Sheriff’s Office maintains a fleet of approximately 60 vehicles, with as much as 150,000 miles. **Table 7-38** summarizes the average years and mileage of vehicles at MCSO and the peers.

**Table 7-38: Mahoning County and Peer Vehicle Summary**

	Mahoning	Trumbull	Stark
Number of Vehicles	54	60	100
Average Mileage	78,290	N/A	61,347
Average Age	6	N/A	4.6

**Source:** MCSO and peer sheriff offices

**Note:** Documentation was not available for the Lorain County Sheriff’s Office. The Trumbull County Sheriff’s Office could not provide average mileage and age data.

F7.91 MCSO has outlined a plan to purchase police cruisers and retire aging vehicles. The plan was submitted to MBOCC in February 2000. The plan requested MBOCC to purchase eight 2000 Ford Crown Victoria Police Interceptor cruisers and four used 1997 Crown Victoria Police Interceptor ex-State Highway Patrol cars for a total cost of \$195,932. Total costs to equip the vehicles was estimated at approximately \$80,000. The plan also called for the retirement of twenty-one aging vehicles. The eight cruisers have been purchased through a federal block grant (**F7.67**) and all but five out of the twenty-one aging vehicles have been retired.

**C7.14** MCSO’s plan to purchase police cruisers and retire aging vehicles should be recognized as a needed first step in improving the MCSO vehicle fleet. The eight cruisers have been purchased through a federal block grant (**F7.67**) and all but five out of the 21 aging vehicles have been retired. Outfitting MCSO deputies with the newest vehicles and equipment results in safer vehicles on the road and lower maintenance costs.

F7.92 MCSO does not have a formal vehicle replacement plan. MCSO would like to institute a policy to replace vehicles every three years or 90,000 miles. However, the individual responsible for fleet operations stated that this standard is not realistic since a vehicle may be driven 100,000 miles in a year. MCSO may also have difficulty replacing vehicles according to a 3-year plan due to financial constraints. In addition, MCSO is determining the viability of maintaining the vehicle fleet through a leasing-purchase plan (**F7.93**).

**R7.55** MCSO should work with MBOCC and the Sanitary Engineers Office to develop a vehicle replacement plan. MCSO should have regular meetings with these parties to develop criteria for the plan and discuss any problems that may arise as it is implemented. Since MCSO does

not maintain its own vehicles and is not in control of the funds to purchase the vehicles, consistent monitoring of the replacement, maintenance, and purchasing of law enforcement vehicles is essential. A detailed vehicle replacement plan that has input from MCSO, MBOCC and the Sanitary Engineer's Office should result in lower maintenance costs, improved communication between the agencies and a vehicle fleet that is better maintained.

The Sanitary Engineer's Office should make maintaining MCSO vehicles a priority. It is important for the Sanitary Engineer's Office to track vehicle information to ensure that MCSO's vehicles are being maintained at a high standard. At a minimum, information that should be tracked includes the following:

- A list of the types of vehicles maintained,
- Future vehicle needs,
- Number of vehicles out of service and
- Length of time to get the vehicles back in service (**F7.95**).

If the Sanitary Engineer's Office does not provide evidence and can not fully ensure that MCSO's vehicles are being maintained at high standards, MCSO can not have full confidence in the Sanitary Engineer's Office that vehicles are safe and being well-maintained. Furthermore, the overall quality of public safety in Mahoning County could be adversely impacted if MCSO's vehicles are not being maintained at a high standard.

F7.93 MCSO purchases new police vehicles via the State of Ohio, Department of Administrative Services (DAS) negotiated contract price. MCSO has purchased eight new Ford Crown Victoria vehicles for FY 2001 with a federal block grant (**F7.67**). MCSO also can acquire used State patrol vehicles that have over 80,000 miles.

MCSO is considering the option of purchasing vehicles through a leasing-purchase plan. However, there is a possibility grant dollars may not be used to fund this type of plan. According to the systems administrator for MCSO, the leasing-purchase plan would involve a 3-year plan with a \$1 buy-out after the three years. Vehicles also could be driven for unlimited miles. The Sanitary Engineer's Office would perform the maintenance repairs not included in the vehicle warranty. MCSO plans to purchase Ford Crown Victoria's, but any type of vehicle can be purchased under the plan. In addition, the dealership will equip the vehicles according to MCSO specifications. The primary benefit to this type of arrangement is that MCSO will be able to have newer vehicles on the road resulting in decreased maintenance costs and safer vehicles.

The City of Girard Police Department performed a cost/benefit analysis of the leasing-purchase plan for vehicles in 1989 and successfully acquired 16 vehicles. The captain for

the City of Gerard Police Department indicated the following important considerations for performing the cost/benefit analysis:

- Track annual milage driven and maintenance costs for vehicles,
- Lease vehicles in quantity;
- Review bids to determine if costs are below DAS price, and
- Assign vehicles as take-home to keep milage and maintenance repairs down.

**R7.56** MCSO should continue to search for the best methods to acquire vehicles. Acquiring vehicles through different methods such as a leasing-purchase plan, grants, DAS, bidding and acquiring used highway patrol vehicles gives MCSO a wide array of options for maintaining the vehicle fleet. MCSO should consider performing a cost/benefit analysis to determine which methods will allow MCSO to acquire high quality vehicles at a low price. Auditor of State staff working on the performance audit could not perform a costs/benefit analysis because annual milage and maintenance costs are not tracked by MCSO or the Sanitary Engineers Office in a reproducible format (i.e. maintenance tracking software) (**F7.95**). The analysis should consider the following:

- Costs associated with vehicle acquisition and equipping and maintaining vehicles,
- Warranty coverage,
- Acquire vehicles in quantity;
- Review bids to determine if costs are below DAS price, and
- Considering assignment vehicles as take-home to keep milage and maintenance repairs down.

F7.94 MCSO vehicles are maintained by the County Sanitary Engineers Office (SEO). The Sanitary Engineers Office operates a maintenance shop and fuel depot for County vehicles. Maintenance goals for the County Sanitary Engineers Office are safety, reliability and cost-control. Work performed by the Sanitary Engineers staff comprises preventive maintenance that includes 5,000 mile oil changes and brake checks and most other maintenance jobs such as windshield replacement and front end work. The Sanitary Engineers staff tries to use parts from old County cars taken out of service in order to save on repair costs. Mechanics also have access to Michelle's Auto Repair Standards CD-ROM package which lists step by step maintenance instructions for every car built in the United States.

F7.95 The Sanitary Engineers Office does not have a software package to track maintenance data on vehicles. Sanitary Engineers Office staff track maintenance data manually using worksheets. In the past, the maintenance software the office wanted to purchase was too advanced for the Windows 95 software that the office had available, but now it has Windows NT software which is compatible with the maintenance software.

In addition, a copy of the work order detailing the repairs completed for each vehicle is given to MCSO staff. However, MCSO is unable to track items such as oil changes, wiper blade replacement, who worked on the car, amount of labor, and what time that the employee started and finished on the car because it is not documented by the County Sanitary Engineers Office.

**R7.57** MCSO should work together with the Sanitation Engineers Office to determine what fleet management software to purchase to track maintenance and repair data on vehicles. The software needs to have the capability to interface with the Automated Fuel Management system (**F7.96**) and track data elements such as oil changes, wiper blade replacement, who worked on the car, amount of labor, and what time the employee started and finished on the car. The software should also be user friendly.

Comprehensive maintenance and repair data should also be compiled annually for MCSO vehicles and reviewed by the Sanitary Engineer's Office and MCSO. Auditor of State staff working on the performance audit could not perform an analysis of compiled maintenance and repair data because annual milage and maintenance costs are not tracked by MCSO or the Sanitary Engineers Office in a reproducible format (maintenance tracking software). An outcome of the annual compilation should include total cost per vehicle (maintenance costs, repair costs, fuel costs and insurance costs). The annual compilation of total cost and cost per vehicle, coupled with other accurate vehicle information such as annual mileage will allow for a determination of trends through the calculation of operational ratios and statistics. This management information can then be used to review the efficiency of maintenance operations and facilitate decisions regarding vehicle purchase and replacement. These functions should be easily performed through the effective use fleet management software.

*Financial Implication:* Prices for fleet management software vary, but this type of software is generally available for under \$500. Companies also will often allow customers to download a software demo. The Sanitary Engineer's Office could take advantage of downloading the software demo before purchasing the software to ensure that it is user-friendly and applicable to a public safety fleet.

**F7.96** County employees use a card with a PIN number to activate the gas pump for fueling. The card tracks the amount of fuel used for each vehicle. Costs for fueling are then billed to the Office of Management and Budget or the applicable County agency. Limitations of the fuel card include the inability to interface with a personal computer, inflexibility to track milage or other data and the inability of the fuel card to allow for an interface with a maintenance module.

The Sanitary Engineers Office has purchased an Automated Fuel Management system for an approximate cost of \$15,000. The Automated Fuel Management system should improve

transaction tracking, improve report writing, allow for the installation of a maintenance module and interface with a personal computer. The implementation of the Automated Fuel Management System has taken longer than necessary because the Sanitary Engineer's Office had computers which could not interface with the new software of the fuel management system. However, the new fuel system was installed in May 2001. Capabilities of the Automated Fuel Management System include the following:

- Twenty-four hour unattended fueling;
- Activation can be done with a card (optical or magnetic stripe) or ChipKey;
- Key or card can be locked out of system and product, quantity, and transactions can be restricted for any account;
- Four fuel island terminals can be connected per location.
- Identification number (PIN) that is personalized;
- Reports which give price, inventory, pump and product total reports;
- Odometer entries stored in system;
- 10,000 cards and 1,800 transactions can be stored on the system;
- Capability of interfaces with personal computer;
- Serial communication ports for printer, terminal and modem;
- Menus that give on-screen help options; and
- Capability for maintenance module to be installed to work in conjunction with new system.

**C7.15** The Automated Fuel Management system should improve transaction tracking and report writing, and interface with a personal computer. An upgrade to a window-based system allows MCSO to keep pace with current technology. The capability to interface with a maintenance module should allow the Sanitary Engineer's Office to comprehensively track vehicle maintenance, milage and fuel usage (**F7.95** and **F7.96**).

F7.97 MCSO has a take home and vehicle assignment policy for vehicles, but does not track the benefits of the policy. Eligibility to take home vehicles is based on rank where majors, captains and lieutenants are permitted to take home vehicles. In addition, some officers who are on-call twenty-four hours a day have take home privileges. Eleven out of approximately 50 vehicles are permitted for take home use. The rest of the vehicles in the fleet (excluding speciality vehicles) are pooled with officers sharing vehicles. MCSO requires documentation indicating locations the vehicle was driven, milage and the times the vehicles were in use. In addition, MCSO personnel are not permitted to park the vehicles on the street.

The Stark County Sheriff's Office and Trumbull County Sheriff's Office have policies for how officers are assigned vehicles. Each officer for Stark County Sheriff's Office is assigned a vehicle but are not permitted to take it home. The vehicle is rotated between shifts (day,

afternoon and night) to reduce wear on the vehicle. The Trumbull County Sheriff's Office also has a single-assignment policy where every officer is assigned a vehicle.

**R7.58** MCSO should assess and monitor the benefits of its vehicle take home and assignment policy. Allowing officers to take vehicles home could increase the visibility of law enforcement in the community if MCSO personnel are seen driving around town or to-and-from work. MCSO should also compare purchase, maintenance and replacement costs for pooled vehicles versus single-assignment and link vehicle assignment to the vehicle replacement policy (**F7.92** and **R7.55**). Potential benefits of single-assignment vehicles include lower maintenance costs because officers should take better care of cars and put less miles on cars compared to pooled vehicles. Pooled vehicles should allow for a reduction in the number of vehicles in MCSO's fleet.

## Financial Implications Summary

The following table is a summary of estimated additional annual revenues, estimated annual cost savings, estimated future cost savings and estimated one-time implementation costs resulting from the above recommendations. MCSO should consider the potential effect certain recommendations might have on the incarceration of individuals within its facilities.

Recommendation	Estimated Additional Annual Revenues	Estimated Annual Cost Savings	Estimated One-Time Implementation Costs
<b>R7.11 Implementation of quartermaster system</b>		\$95,000 <sup>1</sup>	
<b>R7.17 Increasing the City and federal reimbursement rates for housing City and federal prisoners</b>	\$126,600		
<b>R7.18 Implementation of “pay-to-stay” program to offset costs of imprisonment</b>	\$87,000 <sup>2</sup>		
<b>R7.20 Implement a user fee schedule for medical services</b>	\$5,600 <sup>2</sup>		
<b>R7.21 Reduction in staffing within courthouse security</b>		\$361,800	
<b>R7.24 Upgrading the court-security technology</b>			\$3,000
<b>R7.26 Implementation of transport fee into court costs for county courts</b>	\$6,440		
<b>R7.30 Implementation of fee for response to false alarms resulting from security alarms</b>	\$11,800		
<b>R7.38 Re-negotiation of phone contract</b>	\$29,000		
<b>R7.39 Pursue and obtain additional grant funding for new programs and additional staff</b>	\$429,000 <sup>3</sup>		
<b>R7.40 Purchase of software to track FOJ expenditures</b>			\$150
<b>R7.48 Reducing transportation costs by expanding the video arraignment system to the Court of Common Pleas</b>		\$2,400	
<b>R7.50 Purchase equipment and software for equipment inventory</b>			\$3,000
<b>R7.54 Installation of new tamper-resistant sprinkler system in MCSO facilities</b>		\$27,000	\$11,000
<b>R7.57 Purchase fleet management software</b>			\$500
<b>Totals</b>	<b>\$695,440</b>	<b>\$486,200</b>	<b>\$17,650</b>

<sup>1</sup> Implementation of a quartermaster system would require start-up costs. However, as stated in **R7.11**, the start-up costs were not able to be estimated due to limited available information.

<sup>2</sup> The annual additional revenues could be greater depending upon MCSO’s collection rate.

<sup>3</sup> The amount of grant funding is dependant upon the success which MCSO has in obtaining new grants and other criteria used to determine specific dollar amounts of potential grants.

## **Conclusion Statement**

MCSO is responsible for ensuring its community is safe and secure, protecting its citizens, conducting criminal investigations and housing prisoners. MCSO's operations have historically been impacted by factors such as funding being cut due to repeals of the sales tax, a federal consent decree being mandated and services being minimized. These factors (and many others) can all have an impact upon the public perception of MCSO.

In terms of staffing, the area that MCSO should make a priority to address is the staffing levels within the courthouse security and patrol operations units. Based upon the amount of square feet maintained per FTE, the number of cases per FTE and the number of patrons per FTE, MCSO's courthouse security unit appears to be significantly overstaffed as compared to the peers. Based upon the analysis conducted in this report and a study conducted by the Nyce Company, MCSO should consider reducing at least 8.0 courthouse security FTEs. Prior to reallocating staff from the records and warrants division to patrol operations, MCSO should develop, implement and track key management statistics and performance measures in the patrol operations unit. These statistics and performance measures should include response times, crime statistics and trend analyses. After the performance measure have been developed, implemented and consistently monitored, MCSO should make the appropriate adjustments to its patrol operations unit to ensure it is meeting the objectives and needs of Mahoning County.

MCSO has minimized the leave types which are included in the "hours worked" category during the computation of overtime similar to the guidelines set forth in the FLSA. This assists MCSO in striving to minimize overtime costs. Another effort by MCSO to minimize operational costs is by establishing a maximum of five days for its employees to file a grievance and also using an informal step in the grievance process. These two activities help MCSO limit the amount of administrative time spent conducting investigations, conducting meetings and writing reports. In future collective bargaining agreement negotiations, MCSO should consider negotiating the elimination of sick leave from the "hours worked" category when computing overtime and renegotiating the number of guaranteed minimum hours in compensation when an employee is called in to work. However, when negotiating future collective bargaining agreements, MCSO and the County should take into consideration the compensation and salary rates for MCSO's employees. Based upon an analysis performed in this report, MCSO's deputy's compensation package is 18.1 percent below the peer average.

As stated previously, MCSO has had to contend with minimized funding which resulted in MCSO not being able to provide all of the services which it normally would be able to. One potential solution to increasing available revenues in order to offset expenses are to develop and implement better billing practices and procedures for the housing of City and federal prisoners. In addition, it should also re-evaluate the reimbursement amounts which are charged on a frequent basis to ensure that it is being adequately reimbursed for the cost of housing prisoners. An additional option to

obtain additional revenues is to develop and implement a “pay-for-stay” program as authorized by ORC §341.06 and §341.02. Under this section of the ORC, a county sheriff can assess fees upon prisoners for room and board; medical and dental treatment costs; administrative processing costs and property damage resulting from the prisoners confinement.

Additional revenues could also be available through grant funding. The Stark County Sheriff’s Office has made a concerted effort at obtaining additional grant funding while the MCSO has spent little resources in this area. During the course of this audit, the MBOCC hired three individuals who are going to be devoted to grant writing for all agencies within Mahoning County. MCSO should make it a priority to use these individuals as a resource because additional grant funding will assist MCSO in purchasing new and additional equipment, as well as hiring additional staff.

MCSO has made great strides at implementing technology to increase the operational efficiency and effectiveness of its operations. Advancements which MCSO has implemented include digital imaging of fingerprints, upgrading the jail management software and implementing video arraignments with the City of Youngstown. MCSO is also planning on implementing the video arraignment system County-wide after the testing phase has been completed. It has also applied for a federal grant which will assist MCSO in the utilization of wireless technology. This will allow MCSO personnel and other agencies within the County to connect to the MCSO software systems from remote and mobile locations. However, while MCSO is making strides in the area of technology it should place an emphasis on working with the Mahoning County 911 to get the CAD system operational. The CAD system will not only be a benefit to the Mahoning County 911, but it will also assist MCSO in preparing the necessary report to monitor its operations as well as evaluate the staffing allocations in its patrol operations.