



Essex County Sheriff's Department



Kevin F. Coppinger
Sheriff

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October 18, 2017

Honorable Karen E. Spilka
Chairwoman
Senate Ways and Means
State House, Room 212
Boston, MA 02133

Honorable Jeffrey Sanchez
Chairman
House Ways and Means
State House, Room 243
Boston, MA 02133

Mr. Michael J. Heffernan
Secretary
Administration and Finance
State House, Room 373
Boston, MA 02133

RE: Compliance and Reporting of 1599-1690 of Chapter 47, Acts of 2017

Honorable Chairs/Mr. Secretary,

The Essex County Sheriff's Department is eager to clarify our operational needs to the Legislature and to be held accountable to a reasonable budget that does not rely on supplemental funding. Compliance with the language put forth in line item 1599-1690 is a vital step in providing the necessary transparency to set an appropriate budget.

In an effort to form an "apples to apples" comparison between 14 disparate sheriff's departments, the Massachusetts Sheriffs' Association took the lead on creating a central document that includes each individual response. Regrettably, the submission from the MSA excluded Essex County's narrative. This oversight diminishes our efforts to overhaul financial operations, human resource practices, and vendor relationships – initiatives that we expect the Legislature would applaud and should be recognized as we partner with you to move to establish a fiscally responsible budget for our department.

We respectfully request that you accept this *complete* response to 1599-1690, and make special note of cost savings initiatives already implemented, such as the privatization of inmate medical/mental health services and inmate meals. Due to those private employees not being on the Commonwealth's payroll, this could easily be misinterpreted as not part of our care and custody spending in this exercise. While "apples to apples" may appear to make analysis more straightforward, it fails to account for what makes our operation unique: our Detox Programs, Offices of Community Corrections, Pre-release Center, Civil Process Offices, and numerous inmate programs designed to reduce recidivism.

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Please find the attached narrative as submitted to the MSA along with the section-by-section monetary response to 1599-1690 and personnel-level detail of how employees are compensated and categorized.

I welcome an opportunity to answer any questions or provide additional information as needed. Thank you for your time and consideration.

Respectfully,

A handwritten signature in blue ink, appearing to read "Kevin F. Copping", is written over the printed name and title. The signature is stylized with a large initial 'K' and a long, sweeping underline.

Kevin F. Copping
Sheriff

cc: Ex. Dir. James Walsh
MSA



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October 16, 2017

Honorable Karen Spilka
Chairman, Senate Ways and Means
State House, Room 212
Boston, MA 02133

Honorable Jeffrey Sanchez
Chairman, House Ways and Means
State House, Room 243
Boston, MA 02133

Honorable Chairs,

As requested in the reporting requirements for Massachusetts Sheriffs contained in line item 1599-1690 of Chapter 47, Acts of 2017, I offer the following responses. As part of our efforts for complete transparency and accountability, the information below is being provided to not only answer your specific requests but also to provide you a greater understanding of the scope and depth of the operations of the Essex County Sheriff's Department.

The Essex County Sheriff's Department consistently has one of the highest inmate populations of Sheriffs' Departments in the Commonwealth. Unfortunately, for the past several years, our funding has not been commensurate with our operational needs.

The Essex County Sheriff's Department operates the Middleton House of Correction, the Lawrence Pre-release and Re-entry Center, the Women in Transition Center, three Offices of Community Corrections, two Civil Process offices, and the Essex County Regional Emergency Communications Center. All of these entities are operated by employees of the Essex County Sheriff's Department. The total number of full time employees is 613. Further detail of staffing is included in the attached.

As a new Sheriff who took office just over nine months ago, my goal, with your cooperation and assistance, is to bring financial stability to the Essex County Sheriff's Department. I hope you will see from the above that I have already begun that process. It is my intent to achieve these savings while maintaining the safety and security of the public, our personnel, and our inmates. Our goal is to increase accountability at all levels within the organization, become leaner and more efficient, while providing a safe and enriching environment for 10,000+ inmates per year across nine facilities throughout Essex County.

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However, our budget has been traditionally underfunded for the last several years and we have relied upon supplemental budgets to cover the deficiencies. This makes the task of operating an agency of this size very difficult. I do have one request of you if I may and I respectfully ask for your help – work with me to provide Essex County with a reasonable budget and then hold me accountable. I am committed to a transparent and publicly accountable administration, one that understands and respects the value of taxpayer dollars.

If you have any questions or need any further information on any of the above items, please contact me at 781-844-6546 or our Chief Financial Officer, Bryan Hightower, at 978-750-0239. Thank you in advance for your time and cooperation. I look forward to working with you.

Respectfully,

A handwritten signature in blue ink, appearing to read "Kevin F. Copping", with a long horizontal flourish extending to the right.

Kevin F. Copping
Sheriff

A section by section response to the reporting requirements outlined in line item 1599-1690 of Chapter 47 of the Acts of 2017 is attached. All data is effective July 8, 2017.

The following is a direct response to this portion of the legislation:

provided further, that each office shall identify cost saving measures including, but not limited to: (a) developing innovative personnel initiatives, including reducing overtime costs and the ratio of personnel to supervisors; (b) consolidating inmate medical and other vendor services across offices; and (c) establishing uniform standards and programming across offices

New Fiscal Plan and Cost Savings Initiatives

Upon taking office in January, 2017, my new Administration has put together a comprehensive Fiscal Plan to review current expenditures for the agency as a whole to help identify areas where better fiscal efficiency can be realized. The below items represent key components of this plan:

- **Fiscal and Operational Audits**
 - With the assistance of State Auditor Suzanne Bump, a complete, department-wide transitional audit (as of 12/31/16) is currently underway focusing primarily on our fiscal expenditures. A full report is expected by year's end.
 - From an operational point of view, a "Correctional Management Review of the Essex County Sheriff's Department" was conducted in May, 2017 by Creative Corrections Inc., a nationally recognized consulting firm specializing in all aspects of corrections. Their report is in hand and their recommendations are being reviewed and implemented in stages as we seek better efficiency in our operations.
 - A third audit, conducted by Municipal Resources Inc., is also currently underway specifically focusing on the fiscal and operational components of the Essex County Regional Emergency Communications Center. Primary issues being reviewed are staffing levels, management duties, and overtime costs. This audit is required by the Inter-Municipal Agreements signed by member communities but its focus has been expanded to meet goals set forth by the Sheriff's Department. The report is expected to be received by year's end.

- **Formation of Working Groups to Target Areas for Increased Efficiency**
 - Specific working groups, whose missions are to maximize the effectiveness of staffing levels as well as operation and fiscal efficiency, have been formed with members chosen from various ranks including union representation. The four initial working groups are as follows:
 - Staffing and Overtime Working Group
 - Classification Working Group
 - Unit Management Working Group
 - Medical & Mental Health Treatment Working Group
 (The Staffing and Overtime Group is well underway. Classification is soon to come on-line with Unit Management and Medical & Mental Health to become operational over the next few months.)

- **Declaration of a Fiscal Emergency**
 - On September 1, 2017, after receipt and review of our FY 2018 Budget and with input from the Staffing and Overtime Working Group, I declared an agency-wide “Fiscal Emergency” to immediately address funding issues. Specifics include, but are not limited to, the following:
 - A reduction from 40 authorized individuals who can approve overtime to seven. This will help ensure accountability and efficiency, thus reducing unnecessary costs.
 - Reduction and/or elimination of non-essential staffing posts.
 - The assignment of regularly assigned Shift Commanders to oversee uniformed operations on all three shifts. Prior to this, these duties were performed by committee with limited consistency and accountability.
 - Collapsing of posts during times of limited activity and reassignment of personnel to other duties to help eliminate unnecessary overtime.
 - Reduction of non-emergency outside operations so that staff may be utilized to meet internal needs of our Department more efficiently and effectively.
 - Temporary reassignments of personnel from off-site locations or special units to the Middleton House of Correction to staff vacancies otherwise filled by overtime.

- **Consolidation and Reclassification of Positions**
 - We are embracing attrition as an opportunity to repurpose, consolidate, or backfill positions at a lesser rate.
 - We continue to do a department-wide review of all positions, including upper-level management and administrative staff, in terms of duties and responsibilities, while ensuring the missions of each position are in line with the vision of the new Administration.

- **Video Conferencing**

- Essex County has actively endorsed the concept of Video Conferencing in conjunction with our courts. We have built out multiple inmate/lawyer conference rooms within our Middleton facility, equipped them with video and audio capabilities, and remotely linked them with the various courts in our jurisdiction. With the cooperation of the Judiciary, many court appearances are now conducted by video conference with the result being a significant cost savings (e.g. transportation, overtime) along with a substantial reduction to a public safety risk in that the inmate does not have to leave our facility. As this concept grows, so will the savings and related benefits.

- **Vendor Accountability**

- A substantial burden on our budget are our health care costs and in particular, the hospitalization of inmates needing medical care. This contract was privatized several years ago but in recent times we have reached out to the vendor to work with us to improve on-site care as much as possible in lieu of hospital visits. While the actual medical costs are often included in the contract, the personnel costs for Deputy Sheriffs assigned to accompany the inmates to the hospital are not. These dollars add up substantially as they are mostly based on overtime. Treating an inmate in-house whenever possible eliminates these costs but also provides for better public safety in that the inmate never has to leave our facility.
- Another area where we are striving to control substantial costs in this regard relates to inmates requiring long-term hospital stays. Working with the courts, we have had some success in using bail or electronic monitoring options when circumstances permit. Again, this eliminates the need for 24/7 coverage with Deputy Sheriffs.
 - NOTE: One extreme case deserves mention. One inmate who has been chronically ill and has been hospitalized for over 3 years, requires 24/7 security coverage due to his risk level. Annual cost - approximately \$450,000.00 for this one inmate. We continue to search for better solutions but unfortunately there are no better options.
- All vendors are under increased scrutiny and longstanding contracts are being reexamined and put out to bid as necessary. Notably,
 - NaphCare (our largest contract at \$8.4M+ annually), our inmate healthcare provider is going to be competitively reprocured after a ten year run.
 - AdCare (the second largest contract at \$2.9M+ annually), our inmate mental health and substance abuse treatment provider, will also be going out for reprocurement.

- Great strides have already been made, such as in inmate meals which Essex County is the Commonwealth's leader in thriftiness, at a record low of \$1.29 per meal.
 - All other vendors ranging from commissary, to vending, to bottled water are being held accountable to our newly appointed Contract Monitor, a new duty assigned to a tenured employee. We are also expanding training opportunities for Procurement and Fiscal staff to utilize all available procurement resources, including leveraging contracts already procured by other departments.
- **State and Federal Surplus Property**
 - These options are now our first choice when purchasing most goods and has allowed us to make critical technology and facility upgrades for pennies on the dollar. We have purchased \$309,546.00 worth of property for only \$1,357.00 in just the last few months.
- **Working Smarter**
 - We are working smarter by implementing software enhancements to streamline paper-laden and bureaucratized processes, readjusting and automating timekeeping functions, and improving communications through a roll call "Digital Headquarters" online bulletin board. Each of these projects has helped us improve our overall cost effectiveness and operational productivity.
- **Working Collaboratively**
 - As one of the larger Sheriff's Departments in the Commonwealth, the Essex County Sheriff's Department stands committed to working collaboratively with any and all public agencies to reduce costs, improve efficiency, and most importantly, provide for the best in public safety while also addressing the needs and safety of our inmate population. We are driven to provide better services while reducing costs. While this may seem a lofty goal, it is one we remain committed to. Today, we already work closely with other Sheriff's Departments, the Massachusetts Department of Corrections, Probation, among others, on not only procurement procedures but best practices in general.

ESSEX COUNTY SHERIFF'S DEPARTMENT -- REPORTING REQUIREMENTS OF 1599-1690

(i) A total staffing number by facility	
Essex County Middleton House of Correctional and Sheriff's Headquarters	468
Essex County Pre-release and Re-entry Center	64
Essex County Women in Transition Center	18
Office of Community Corrections (3 locations)	10
Essex County Civil Process Division (2 locations)	9
Essex County Regional Emergency Communication Center (ECRECC)	44
Total Full Time Employees	613

(ii) The number of personnel defined as care and custody personnel	532
Total Care and Custody Employee Count	532

(iii) The number of correctional officers	C&C
Correctional Officers	329
Senior CO (Sergeants) *Considered Supervisors	79
Senior CO (Lieutenants) *Considered Supervisors	20
Senior CO (Captains) *Considered Supervisors	13
Senior CO I	9
Senior CO II	2
Senior CO III	15
Senior CO IV	1
Total Correctional Officers, Care and Custody, Nonsupervisory	356
Total Correctional Officers, Care and Custody, Supervisory	112
Total Correctional Officers	468

(iv) The number of care and custody supervisory staff	
Care and custody Supervisors (Dept Heads, PREA, Work Release, SI)	25
Care and custody Supervisors (Cpts, Lts, Sgts)	112
Total Care and Custody Supervisory Employees	137

(v) The overall number of management personnel	
Managers, care and custody, excluding the ECRECC (Sheriff, Special Sheriff, Supts, Asst Supts)	6
Managers, non care and custody, excluding the ECRECC	11
Managers at the ECRECC	3
Total Management Employees	20

ESSEX COUNTY SHERIFF'S DEPARTMENT 7/8/17			
C&C Managers	6	0.98%	
Non C&C Managers	11	1.79%	
ECRECC Managers	3	0.49%	
C&C Supervisors	137	22.35%	
Non C&C Supervisors	4	0.65%	
ECRECC Supervisors	10	1.63%	
C&C COs (Non Supervisory)	356	58.08%	
Non C&C Admins	22	3.59%	
C&C Admins	33	5.38%	
ECRECC Admins	31	5.06%	
Total Employees	613	100%	

ESSEX COUNTY SHERIFF'S DEPARTMENT -- REPORTING REQUIREMENTS OF 1599-1690

(vi) A breakdown of salary and wages spent on supervisory staff, management personnel and correctional officers	
Salary and wages of 151 supervisory staff (137 CC + 4 NCC + 10 ECRECC)	
Supervising Staff Base Salary	\$12,550,538.78
Shift Differential (A07)	\$300,357.39
Overtime (A08)	\$1,033,184.13
Roll Call Pay (A09)	\$232,552.15
Holiday (A10)	\$59,164.47
Training (A14)	\$60,954.00
Detail Pay (A20)	\$62,408.80
Education Incentive (AA1)	\$391,038.92
Clothing Allowance (B08)	\$111,500.00
Injured by Prisoner Pay (D24)	\$22,653.39
Total salary and wages of Supervising Employees	\$14,824,352.03

** The number of administrative staff	
Care and custody Administrative Staff (Reentry, Life Skills, Jr. Clerks, Maintenance)	33
Non care and custody Administrative Staff, excluding ECRECC (Finance, HR, IT, Civil Process, Lab)	22
Non care and custody Administrative Staff, ECRECC (Telecommunicators, Secretarial, IT)	31
Total Administrative Employee Count	86
Salary and wages of 86 administrative staff (33 CC + 22 NCC + 31 ECRECC)	
Administrative Staff Base Salary	\$4,917,855
Shift Differential (A07)	\$23,249
Overtime (A08)	\$103,698
Holiday (A10)	\$22,178
Training (A14)	\$27,150
Education Incentive (AA1)	\$146,600
Total Salary and Wages of Administrative Employees	\$5,240,731

Salary and wages spent on 3 ECRECC management staff (as described in section v.)	
Base Pay	\$356,767
Education Incentive (AA1)	\$8,500
Total Salary and Wages of ECRECC Management Employees	\$365,267

Salary and wages spent on 17 management staff (as described in section v.)	
Base Pay	\$2,203,214
Education Incentive (AA1)	\$75,500
Total Wages and Salary of Management Employees	\$2,278,714

ESSEX COUNTY SHERIFF'S DEPARTMENT -- REPORTING REQUIREMENTS OF 1599-1690

Salary and wages spent on 468 correctional officers (as described in section iii.)	
Base Salary	\$21,722,465
Shift Differential (A07)	\$855,024
Overtime (A08)	\$3,409,212
Roll Call Pay (A09)	\$789,981
Holiday (A10)	\$425,125
Training (A14)	\$187,054
Detail Pay (A20)	\$78,460
Education Incentive (AA1)	\$881,698
Clothing Allowance (B08)	\$276,750
Injured by Prisoner Pay (D24)	\$52,977
Total Wages and Salary of Correctional Officer Employees	\$28,678,746

(vii) the percent of appropriated funds expended on care and custody personnel	
Care and Custody Personnel Expenses	85.38%