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## **Introduction and Overview**

Based upon a Request For Proposal issued by the King County Department of Adult and Juvenile Detention (DAJD), the firm of Warren F. Cook and Associates – LLC (WFCA) entered into a contract with the DAJD, to provide consulting services in conjunction with the Integrated Security Project (ISP) at the King County Corrections Facility (KCCF) located in downtown Seattle, Washington.

The consultant participated in a site visit during the week of July 18<sup>th</sup>, 2005, several telephone conversations; and, spent time reviewing the following documents received from the DAJD, while preparing to assist the agency during the 2<sup>nd</sup> on-site visit at the KCCF:

- The recommendations listed in the 1<sup>st</sup> Site Visit Report;
- The Report on the ISP Plan and the DAJD Response;
- The RFP and other associated documents.

The second site visit was timed during the construction work on the 11th floor. During this site visit at the KCCF, the consultant:

1. Reviewed activity reports and logs associated with the ISP Program;
2. Reviewed progress on recommendations from the 1<sup>st</sup> site visit report;
3. Received a project update from the ISP Manager and Supervisor;

4. Observed ISP Escort Officers while supervising contractor staff;
5. Made further recommendations for project improvements; [and]
6. Provided a debriefing for DAJD, ISP, Auditor, and Council Staff.

### **Expected Outcomes of the Report**

The following were established as the expected outcomes for this 2<sup>nd</sup> site visit report:

1. Overall view of the safety, security, and project efficiencies;
2. Evaluation of the escorts ability to appropriately support contractors;
3. Validate use and adjustments for the Escort Officers Program staffing;
4. Document observations and identified cost savings measures;
5. Make recommendations for program improvements.

### **On Site Activities**

On November 27, 2005, the consultant traveled to Seattle, Washington to prepare for the associated work activities. The following is an overview of the work conducted by the consultant during this 2<sup>nd</sup> site visit:

Monday – November 28<sup>th</sup>:

- ✓ Received project update from DAJD Management Staff;
- ✓ Toured construction areas of the KCCF and observed Escort Officers.

Tuesday – November 29<sup>th</sup>:

In addition to observing Escort Officers working with contractors, the consultant toured the facility with KCCF, Council, and Auditor Staff.

Wednesday – November 30<sup>th</sup>:

The consultant shadowed various Escort Officers supervising contractors and toured the construction areas with KCCF and Auditor Staff.

Thursday – December 1<sup>st</sup>:

- ✓ Met with Project Manager Jerry Smith and Sgt. Doug Justus;
- ✓ Attended a contractor meeting conducted by Turner Construction Superintendent Scott Schurman.
- ✓ Observed both ISP Escort Officers and KCCF Jail Operations Staff, as they worked together to facilitate efficiencies for contractor staff.
- ✓ Attended a Central Control Training Plan Briefing conducted by Sgt. Justus for Command Staff.

Friday – December 2<sup>nd</sup>:

- ✓ Provided a debriefing for DAJD Management Staff;
- ✓ Provided a debriefing for Audit and Council Staff.

## Observations and Associated Recommendations

As with the first site visit, the consultant was asked to address the following questions with regards to the implementation of the ISP:

1. “Does the current system for tracking and managing escort officers ensure reasonably efficient use of the escort officers, maintain adequate safety and security, and support the timely and successful completion of the construction project?”

*The consultant found that the current system of tracking and managing the escort officers is still maintaining maximum efficiency, safety, and security; while ensuring that the project, contractors, and jail operation activities remain on schedule.*

2. “Compared to the current staffing plan, are there alternative staffing levels, approaches to providing security, or ways to deploy escort officers that would lead to material savings, maintain adequate safety and security, and support the timely and successful completion of the construction project?”

*The consultant observed that the current staffing strategy is not only fiscally prudent, but the escorts are in some cases doing double-duty to reduce the need for hiring short-term overtime to provide for partial day contractor tasks. A good example of this practice is Officer Walker's pull post, whereby his post is closed from time to time so that he can provide short-term (2-7 hour periods) contractor escorts. While they do this, they have to be careful that this modality to save precious dollars does not encumber the routine escorts required to keep the project on schedule. The consultant is confident that Sgt. Justus is utilizing the mode in a highly prudent fashion, while the escort officers are giving 'their all' to save ISP funds wherever possible.*

It is noteworthy that to date, the ISP Escort Officers have accounted for over 45,000 tools and implements, as documented through their highly accountable check-out and check-in inventory procedures. In addition, not one tool has been found unaccounted for during the entire project.

The continuing coordination between Sgt. Justus and Superintendent Schurman (Turner Construction) results in maximum efficiency, as they



work together to increase the efficiencies of contractors, subs, and jail operations staff through the innovative scheduling of the ISP Escorts.

The consultant is impressed by the monitoring activities of the Council and Auditor staff. Periodic tours of the site by their representatives allow them to view the progress of the project and the efficiencies realized by the escort officers.

*The consultant again recommends that Council and Auditor staff should take the time to shadow an ISP Escort Officer, to observe their relentless and excellent work in support of the ISP Project and its contractors.*

Sgt. Justus has implemented and now publishes an “ISP Escort Officers Program Monthly Activity Report”, for distribution to DAJD Management Staff, The Council, Auditors, and others, showing the monthly figures and the cumulative totals experienced during the project.

*The consultant recommends that a section be added to the report to list noteworthy activities that will occur during the upcoming month, so that interested persons can observe them.*

The consultant was pleased to see the ongoing relationship and dialogue occurring among the DAJD Management Staff, the ISP Escort Officer Program Staff, the Council, the Auditors, County Project Staff, and Contractors. Through this ongoing dialogue, all entities keep current on project activities and milestones, while making suggestions and appropriate adjustments, where warranted.

The in-service training for the ISP Escort Officers assigned is ongoing. Sgt. Justus' meetings with staff provide not only the critical elements to tune up various aspects of the ISP, they also include valued input from the officers regarding cost-saving adjustments. The consultant found that the officers that were newly assigned to the project (11 days) had the same level of project knowledge and competency of those that had been assigned for extended periods of time; exhibiting the level of training received.

The consultant noted that several thousand photos have been taken during the project by one of the officers. It appears as though these photos have not been cataloged or placed on topical CDs. These photos are valuable, in that they have captured the progress of the ISP Project for archival purposes. In

addition, these photos if available to various stakeholders could be used for briefings and presentations surrounding the project.

*The consultant recommends that the officer be given at least 8 hours of release time during, at least each of the next 4 months (January-April), so that these photos can be assembled and available for topical viewing.*

The consultant was asked to review the effectiveness of placing 2 escorts upon floors experiencing ISP contractor activities; i.e. one officer staying on the floor and one officer serving as a shuttle escort to move materials and contractors to and from the floor.

*After reviewing the rationale and observing the use of these officers, the consultant makes the following recommendations:*

- 1. The rationale and strategy of these assignments is prudent in maintaining consistency and ensuring that the contractors are provided the committed support to alleviate contractor "wait or down time". If only one officer was assigned to monitor both the contractor activity on the floor and provide the escort requirements, one function would stop during times that the escort was involved with the other. This could slow down the progress of the project, as contractors*

would have to wait for the escort officer to return to the floor to gain access to more supplies or required tools, secured within the contractor staging areas on the floor.

2. *An important portion of this strategy involves King County's liability with regards to contractor and agency staff. Due to the continuous jail operations during the project, the consultant feels that there should always be a King County employee (ISP Escort Officer) in the areas where contractors are working to ensure that the interests of King County are looked after.*
3. *The most important part of this strategy involves fire/life-safety considerations. An ISP Escort Officer should always be present with contractor staff to ensure that should an emergency (or lockdown) occur, the officer can ensure that persons can be safely evacuated to ensure their safety.*

*Note: The life-safety incident involving the quick actions of Officer Connor is a good example of this need. Had she not been "on-site" when the contractor went down, the incident could have been deadly.*

*It should be noted that Sgt. Justus should monitor this modality to ensure that these assignments meet the operational efficiencies of the ISP.*

The consultant continues to be impressed by the attitude of the operational staff at the KCCF. He did not observe any dissenting statements or impressions from any of the jail officers contacted during both visits. The entire KCCF staff are on board to support the needs of the project and ISP Escort Officers. The significant delays in elevator use, the disruption due to 'wire pulls', and equipment moves are taken in stride, receiving highly professional responses. A good example of this was the preparation for the work on the 11<sup>th</sup> Floor, where over 630 inmates were moved within the KCCF building – without any incidents.

Noteworthy were the consultant's observations of ISP Escort Officers and Jail Operations Officers working together in a congenial fashion, as they facilitated the frequent movement of contractor staff through areas inhabited by inmates. Their diligent ongoing collective efforts are highly important to the efficiency of the project, as contractors move to and from their work areas without delays.

Working with local law enforcement agencies, the ISP has totally avoided any delays or disruption to intake and transport activities, due to the great work of the ITR Staff (working with reduced staffing) and the Escorts.

Also noteworthy are the efforts of the KCCF Medical staff, as they continue to provide a high level of quality inmate health care service throughout the operation areas of the KCCF affected by the ISP.

The excellent work exhibited by the three officers assigned to develop the training manual for the new Central Control is truly outstanding. Working for a short period of time, these officers developed an extensive manual that will allow staff to easily learn the routine and emergency functions of the new Status Control System. It should be noted that the 11 page outline for the new manual describes the true comprehensiveness of their labors.

*The consultant recommends that Sgt Justus produce a monograph for submittal to The National Institute of Corrections Jail Center, describing the ISP Escort Officers Program, focusing on the planning process, project implementation, supervision, contractor relationships, the interface with a facility containing inmates during constructions activities, coordination, and associated adjustments that have made this truly unique project work.*

## **Summary**

The consultant continues to be impressed with the ISP Escort Officers Program. This stellar program is highly accountable and currently efficient. The program therefore does not need to make overall staffing adjustments at this time. The recommendations of the 1<sup>st</sup> site visit (with the exception of the ISP Escort Officer job shadowing by Council and Auditor Staff) were implemented. The continual routine changes and escort adjustments coordinated through the efforts of Sgt. Justus, with the valuable input from the officers, continue to appropriately improve efficiencies for the program, resulting in significant cost savings for both King County and the contractors working within the KCCF. In addition, the relationship and coordination between the ISP and the KCCF Jail Operations Staff is outstanding; continuing to provide uninterrupted custodial and inmates services for the jail and local law enforcement intake and booking needs.

## **Future Activities**

The consultant will join Sgt. Justus to co-author an article describing the project and associated processes for publication in a future issue of "American Jails" (official publication of the American Jail Association).

The 3<sup>rd</sup> consultant visit will occur the week of May 8<sup>th</sup>, 2006, when the County will identify additional tasks related to construction security and the use of escort officers including, but not limited to:

1. Review activity reports and logs associated with the ISP Program;
2. Review progress on recommendations from the 2<sup>nd</sup> site visit report;
3. Assess whether suggested improvements to the management system were implemented;
4. Meet with the ISP Manager and Supervisors to discuss the project;
5. Observe ISP Escort Officers while supervising contractor staff;
6. Make further recommendations, as needed based on the daily reports and direct observation, and work with the project team to determine whether alternative ways to deploy escort officers on housing floors is worthwhile, while recommending practical approaches for testing;
7. Provide an debriefing for DAJD, ISP, Auditor, and Council Staff;
8. Prepare a report summarizing all findings and recommendations within two weeks after the site visit.

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*Principal Warren F. Cook* serves his clients, based upon more than 38 years of practical experience in criminal justice activities. He serves as an expert witness and provides advice to legal firms regarding litigation associated with enforcement and jail operations, agency liability, staff responsibilities, and client care within criminal justice agencies.

His experience includes the development, commissioning, and direct operation of several corrections facilities; having served as a police officer, corrections officer, sergeant, jail manager, facility commander, jail inspector, and executive advisor; retiring as a Sheriff's Captain. During his career, he has managed staff scheduling, internal affairs, training, planning, research, booking intake facilities, a court security and transport unit, a restitution and work release center, high security special management units, direct and indirect (podular and dormitory) units, and alternative community correctional programs.

He has served on the design and transition teams for several correctional medical/mental health units, intake processing units, and new justice center jails (adult and juvenile). He has also served as project manager, responsible for the timely constitutional upgrading, remodeling, and the expansion of several corrections and criminal justice facilities.

Working as a consultant for more than 18 years, he has worked with over 400 agencies throughout the nation in the areas of programming-development-plan reviews for new enforcement, corrections and 911/communication facilities. His services have included operational analysis, policy and procedure development, administrative and records processes, staffing analysis, construction security plans, and security assessments / upgrades. Also addressed were transition planning and staff training for new jail and justice centers. He has a national reputation; and, is well known for his ability to assist agencies focusing with a risk management approach to ensure safe, efficient, constitutional, and cost-effective operations.

Several years ago, he co-authored several professional articles and the development of a training program for The American Jail Association, dealing with the dynamics of the criminal justice intake process. Utilizing the program {*"Intake – The First 72 hours"*}, he has trained over 200 professionals in this high-liability activity, including proper design, human issues (medical and mental health screening), associated processes, identification, policies, procedures, and training for intake staff. Included within this important risk management program are suicide prevention processes, critical medical services, and client safety. *U.S. Supreme Court Justice Sandra Day O'Connor cited the work on this program in her opinion given in Atwater v. City of Lago Vista (Texas).*

Over the past 10 years he has been instrumental in the development of enforcement and jail facilities within Native American jurisdictions. In 1995, he was part of a team that surveyed several tribal facilities. He was again called upon in 2000 to perform more reviews to assist Native American tribal authorities with the upgrading, planning and development of new facilities and programs for both adults and juvenile clients.

In 2004, he developed the FF&E (Fixtures, Furniture and Equipment) Plans for two new Native American facilities, a staffing plan for a new facility, and is currently working as the prime consultant for the development and construction of an adult and juvenile campus facility. He enjoys his role, while assisting Native American tribes with the upgrading and modernization of their criminal justice facilities and programs.

He has served as an advisor to architectural firms during the programming and design for several correctional facilities (both adult and juvenile).

He developed and facilitated the implementation of an 'alternatives to incarceration' program for Lancaster County in Lincoln, Nebraska. This program was part of an overall plan to reduce jail overcrowding. Utilizing a calling program to remind persons charged with crimes of their court dates, it has reduced FTA (Failure To Appear) incidents, warrants, arrests, and jail time. The program also included a community service work program, so offenders could work off levied fines, rather than sitting them out unproductively, in jail.

He continues to work for the betterment of those planning to enter and those working within the criminal justice field. He remains active as an educator serving the students of Portland Community College in their Criminal Justice Program; and, as an active trainer for The National Institute of Corrections and The American Jail Association.

In October of 2004, he was honored by Sam Houston State University, when he received an invitation to address the members of The Correctional Management Institute of Texas, presenting materials that he developed.

He has been invited to present a paper at the Oxford Round Table on Criminal Law and Justice at the Harris Manchester College in the University of Oxford (England) in 2006.

He has and continues to develop and publish professional articles/programs for the betterment of staff and public agency operations. In addition, he maintains currency within the profession through his active membership with the American Correctional Association, the American Jail Association, and as a working Board Member of the Oregon Criminal Justice Association. {11.05}