



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

December 17, 2013

Motion 14027

Proposed No. 2013-0399.1

Sponsors Lambert

1 A MOTION accepting a report of a nationally recognized
2 jail operations consultant to evaluate consultant reports,
3 proviso responses, audits and department planning efforts
4 related to the operations of the county's adult detention
5 facilities conducted in the last ten years as required by the
6 2013 Budget Ordinance, Ordinance 17476, Section 48,
7 Proviso P2, as amended.

8 WHEREAS, the King County council in the 2013 Budget Ordinance, Ordinance
9 17476, Section 48, Proviso P2, as amended by Ordinance 17619, Section 20, Proviso P2,
10 required the approval by motion of a report where the department of adult and juvenile
11 detention engaged the services of a nationally recognize jail operations consultant, the
12 CNA Corporation, and

13 WHEREAS, the consultants were asked to evaluate past consultant reports,
14 proviso responses, audits and department planning efforts related to the operations of the
15 county's adult detention facilities conducted in the last ten years, and

16 WHEREAS, the report:

- 17 1. Evaluates the recommendations in past documents;

18 2. Determines which have been completed, which are not viable, which would
19 be beneficial operationally or financially to implement and which require further study;
20 and

21 3. Provides for those recommendations that would be beneficial to implement
22 an implementation strategy and a timeline that takes into account ongoing planning
23 efforts, and

24 WHEREAS, the executive has transmitted to the council with this motion the
25 report called for in the proviso;

26 NOW, THEREFORE, BE IT MOVED by the Council of King County:

27 The report demonstrating the department of adult and juvenile detention's

28 response as identified in Ordinance 17476, Section 48, Proviso P2, as amended, which is
29 Attachment A to this motion, is hereby accepted.
30

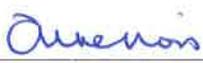
Motion 14027 was introduced on and passed by the Metropolitan King County Council on 12/16/2013, by the following vote:

Yes: 8 - Mr. Phillips, Mr. von Reichbauer, Mr. Gossett, Ms. Patterson,
Ms. Lambert, Mr. Dunn, Mr. McDermott and Mr. Dembowski
No: 0
Excused: 1 - Ms. Hague

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON


Larry Gossett, Chair

ATTEST:


Anne Noris, Clerk of the Council

Attachments: A. Optimal Operation of King County Jails Report

Optimal Operation of King County Jails

Karl Becker

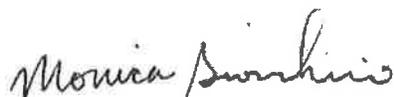
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August 2013



Approved for distribution:

August 2013



Monica Giovachino, Managing Director
Safety and Security
Institute for Public Research

This document contains the best opinion of CNA at the time of issue.
It does not necessarily represent the opinion of the Sponsor.

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Executive Summary

The King County Department of Adult and Juvenile Detention (DAJD) has undergone a series of external reviews, audits, and pro-viso-directed studies of its operations over the last ten years. These reports have generated 68 specific recommendations addressing virtually all aspects of DAJD operations. Given the number and scope of these reports, the DAJD has commissioned this study to assess the status of these recommendations, place them in context with national best practices, and identify those that have the greatest potential for achieving operational and efficiency improvements, given the current environment facing the department.

CNA's review indicates that of these 68 recommendations, 32 have been implemented and are either reflected in current DAJD operations or were implemented in response to specific conditions that no longer exist and are therefore moot. The table at the end of this Executive Summary lists these implemented recommendations. We have consolidated duplicate recommendations from different reports into 21 distinct proposals that either are or have been implemented over the last ten years. No further action is required on these recommendations.

Our analysis also identifies 22 recommendations that either have not been implemented or are under current review, and 14 recommendations that either have been partially implemented or are ongoing in nature. We have conducted further analysis on these recommendations and have categorized them according to the following criteria:

- Category A: Recommendations that should be implemented and that will result in significant performance improvements and/or operational efficiencies.
- Category B: Recommendations that merit consideration, but that have a low probability of immediate impact upon DAJD.
- Category C: Recommendations that should be rejected because they are not viable or will have a negative impact upon DAJD.

The following tables summarize CNA’s assessment of pending recommendations and assign each to one of the categories listed above. Again, where necessary we have consolidated duplicate recommendations for presentation purposes.

Table 1. Category A: Recommendations that should be implemented

Recommendation	Comments
Reduce KCCF floor control staffing on 3rd shift.	Reduces staffing by 7 FTE’s.
Prepare cost estimates for capital initiatives.	Analysis of rehab/replacement costs for KCCF.
Partner with cities in King County to ensure adequate and affordable regional jail capacity, with shared risks and a fair sharing of costs.	Partially implemented; addresses need to coordinate use of regional jail capacity.
Develop an emergency response team at each facility.	Significant deficiency in current DAJD operations.
Install self-contained breathing apparatuses (SCBAs) in sets of two at both facilities.	Significant deficiency in current DAJD operations.
All policies reviewed and revised annually.	Can be implemented with an expanded roll call.
Develop and provide a minimum of 24 hours of viable annual training for all custody staff.	Significant deficiency in current DAJD operations.
Develop annual evaluations of all staff.	Significant deficiency in current DAJD operations.
Acquire a fully integrated jail management system.	Will replace an obsolete system and create opportunities for process/admin efficiencies.

The recommendation on KCCF 3rd shift staffing will provide immediate savings upon full implementation. The recommendations on policy briefings, emergency response teams, and SCBA equipment will require approximately \$300 thousand in additional resources. The recommendations on training and the jail management system are both critical, but are multi-million dollar issues, and will realistically require further study to develop an implementation strategy.

Table 2. Category B: Recommendations that merit consideration

Recommendation	Comments
Examine alternative staffing at KCCF & MRJC.	This is done on an ongoing basis. Further review may identify incremental changes/savings.
Assign responsibility for population forecasts to an independent entity.	This may have benefit in the context of a regional approach to forecasting and jail capacity management.
Partner with cities in King County to ensure adequate and affordable regional jail capacity, with shared risks and a fair sharing of costs.	Partially implemented; this may have benefit in the context of a regional approach to forecasting and jail capacity management.
Increase the frequency of safety checks in ITR and use technology to document.	Frequency has been increased. The technology to document checks is inexpensive.
Explore inter-agency process improvements in court detail transports.	Proceed with Line of Business analysis to develop process improvements.
Renegotiate labor agreements to change provisions which increase operational costs.	Needs to be addressed through the collective bargaining process.
Lower or eliminate the use of comp time.	A significant cost that needs to be addressed through the collective bargaining process.
Establish a full video court program.	Discussions are ongoing.

The above recommendations all have limited potential for operational improvements or efficiencies; or, have a low probability of immediate success.

Table 3. Category C: Recommendations that should be rejected

Recommendation	Comments
Use the West Wing for Work Release.	Limited operational benefit, not cost-effective.
Build up to four new housing units at MRJC when needed in the future.	Not necessary.
Re-evaluate use of MRJC and/or close MRJC.	Negative operational impact that outweighs potential savings.
Raise capacity limits.	Not necessary.
Consolidate booking.	Negative operational impact that outweighs potential savings.
Contract food services.	Negative operational impact that outweighs potential savings.
Implement cook-chill food service.	Not cost-effective.
Raise per diem rates for DOC.	Not feasible.

The recommendations listed above are either unrealistic, inapplicable to the current policy environment, or would have a negative impact upon core DAJD operations.

Table 4. Implemented recommendations

Recommendation	Comments
Develop staffing models for DAJD facilities.	DAJD has a state-of-the-art staffing needs model.
Review relief staffing when double-celling MRJC.	Implemented, not necessary at this time.
Review alternative staffing when double-celling MRJC.	Implemented, not necessary at this time.
Change method for adding activity officers at MRJC.	Implemented.
Consider using non-detention staff to perform clerical tasks associated with the booking process.	Reviewed, current assignment of correctional officers is appropriate.
Increase double bunking at MRJC.	Implemented, not necessary at this time.
Modify use of KCCF West Wing 1st Floor.	Implemented.
Close housing units during population decline.	Implemented.
Develop a realistic population forecast.	The current model is continually being updated. Evaluation of alternative models could lead to improved reliability.
Report on reliability of population forecast and variance in contract revenues.	Implemented.
Conduct a peer review of model operations and capacity management practices.	Implemented.
Remodel ITR.	Implemented.
Retain booking at the MRJC but reduce hours of operation.	Implemented.
Assess ITR.	Implemented.
Streamline ITR processes.	Implemented.
Review classification.	Implemented.
Implement Lean for psych services.	Implemented.
Develop a financial plan and/or approach for setting fees for contracts with cities.	Implemented.
Install cameras in ITR and sally port.	Implemented.
Investigate video visitation.	Currently in RFP process for vendor selection.

Table 4. Implemented recommendations

Recommendation	Comments
Develop a business plan to identify savings.	Implementing the LOB approach to financial management.

These recommendations have either all been implemented or are in an ongoing process of implementation.

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Section1: Introduction

On June 28, 2013, the King County Department of Adult and Juvenile Detention (DAJD) entered into a contract with CNA, a not-for-profit research firm specializing in the analysis of justice system and homeland security issues, to evaluate previous consultant reports, DAJD budget proviso responses, audits, and department planning efforts related to the operations of the county's adult detention facilities.

These reports, all developed over the last ten years, resulted in over 60 specific recommendations directed at improving the operational efficiency of the DAJD. However, during the period in which these recommendations were developed, a number of the policy assumptions and specific issues facing the jail system experienced significant change. The purpose of this project is to revisit all of the external analyses developed over the last ten years in order to identify those recommendations that remain viable. In addition, CNA's review evaluates the potential utility of viable recommendations, particularly in the context of the best operational practices found in correctional facilities throughout the United States. We also prioritize those recommendations that will have the greatest positive impact on the King County correctional system and, where appropriate, provide an implementation strategy and timeline. Project findings will provide an outline for the future optimization of DAJD operations.

Project approach

Consistent with the requirements for the project outlined in the county's original RFP, CNA developed a very aggressive review schedule in order to provide King County policymakers with timely analysis on the key issues facing the DAJD. We obtained all relevant reports, provisos, and related documents in early July and conducted an intensive review of these materials; and conducted an on-site review of DAJD operations the week of July 22nd, interviewing operations staff, jail health and psychiatric services providers, department finance and program analysts, and key jail systems. In the final week of July, we finalized our analysis of recommendations produced by previous con-

sultant reports, DAJD budget proviso responses, and audits. Our approach in evaluating past recommendations consisted of the following elements:

- Recommendation documentation: What were the key elements of the recommendation and what was the context for its development? What was the desired outcome or rationale?
- Status: What is the current status of action on the recommendation? What happened and why?
- Viability: Does the recommendation have a reasonable probability of attaining its objective, and is that objective still relevant?
- Alignment with best practices: Is the recommendation consistent with recognized best practices in the operation and management of correctional systems?
- Operational impact: What potential operational and/or program benefits will result from the recommendation? What are the chief risks to achieving these described benefits? What is the timeline for realizing any positive benefit from the recommendation? What is the likelihood that the recommendation could create unanticipated outcomes that would negate any benefits and result in negligible or negative impacts on operational performance?
- Financial impact: What is the potential fiscal impact of the recommendation? What are the risks to achieving any described benefits? What is the timeline for realizing any fiscal benefit from the recommendation? What is the likelihood the recommendation could create unanticipated outcomes that would offset any projected positive fiscal impacts?
- Need for further study: Are there any research questions we were unable to address and any additional data required to address the impact of the recommendation?
- Implementation Strategy: If the recommendation is still pending and we project a positive impact, what approach can be taken to development of an implementation strategy? What is the amount of time required for recommendation benefits to offset implementation costs?

Organization of the report

This report begins with an analysis of the recommendations made in key reports, audits, and proviso responses developed by and/or for the DAJD over the past ten years. Through this analysis, we identified the common themes addressed by these studies and examined how the key issues facing the DAJD have evolved over the last ten years. This section of the report examines the context in which the recommendations under review were made and the DAJD's overall response.

We then assess the specific recommendations by subject area. Although the reports cover a wide range of topics, many of the recommendations across reports are interrelated and seek to address common issues: operations; staffing; psychiatric services; intake, transfer, and release; technology; capacity management; and, finance. Our analysis examines the effectiveness of the various recommendations in responding to these core areas.

The final section of the report provides a summary matrix of our analysis of each specific recommendation contained in the reports, audits, and proviso responses provided by the DAJD for our review.

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Section 2: Document review summary

In this section we provide a list of the documents collected and reviewed as part of our analysis. The reports can be divided into two distinct categories: 1) official governmental operating documents (i.e., County Auditor’s office and County Council generated documents); and 2) reports commissioned by the county in response to specific provisos made on its behalf. We note this distinction in the table below using a “G” to denote official government documents, and a “PR” for those reports completed in response to a specific proviso set forth by the DAJD and/or the County Council. For each document, we provide the title and purpose of the report. We then present our comprehensive analysis of each recommendations noted in these reports in Section 3.

Table 5. Document summaries

Title	Type	Purpose
King County Department of Adult and Juvenile Detention: Adult Detention Operational Master Plan, June 2004.	G	The Operational Master Plan represents a major undertaking to identify possible efficiencies that should help reduce the cost of DAJD operations or temper cost increases should outside factors cause DAJD’s workload to increase. In total, this report makes 22 recommendations for the DAJD to consider in an effort to reduce operational costs.
Performance Audit of Jail Overtime, Report No. 2006-06, King County Auditor’s Office, October 9, 2006.	G	The purpose of this report was to complete further development and evaluation of the OFM with the objective of using it for its 2008 operating budget proposal.
Jail Planning and Operations Performance Audit, Report No. 2010-04, King County Auditor’s Office, December 7, 2010.	G	The purpose of this report was to assess: how overtime currently budgeted, how it is used in the jails, whether the current use of overtime cost-effective and could some overtime be avoided.
Memorandum of Agreement Between the United States Department of Justice and King County, Washington Concerning the King County Correctional Facility (2009)	G	Describes the terms of the settlement between the federal government and King County regarding litigation over conditions at the jail.

Table 5. Document summaries

Title	Type	Purpose
Ordinance 16984, Section 48, Proviso 1 (2011)	G	This proviso directs DAJD to study specific areas of its operations for potential cost reductions and efficiencies by scrutinizing its operations. The proviso allows for the engagement of outside experts to assist in looking for ways to update and streamline practices, particularly with regard to staffing; intake, transfer, and release (ITR) functions; and the inmate classification system.
Proviso Response – Operational Master Plan (OMP) Options	PR	Describes the response to recommendations contained in the 2004 Operations Master Plan.
Ordinance 16984, Section 48, Proviso 2 (2011)	G	In response to this proviso, the DAJD reviewed and analyzed the following five areas: 1) optimal use of secure detention capacity, including cost-effective staffing models; 2) how other jurisdictions address declines or increases in secure detention population; 3) a review of the county's secure detention classification system; 4) how other jurisdictions have successfully reduced jail operating costs; and 5) alternative fee-setting strategies for contract jail services.
Inmate Classification System Technical Assistance Report #11, US Department of Justice, National Institute of Corrections, June 15, 2011.	PR	External evaluation of the DAJD's classification system.
Department of Adult and Juvenile Detention Proviso 2: Jail Practices and Efficiency Review, 2011	PR	Review of responses to 2010 audit.
Ordinance 16984, Section 48, Proviso 3 (2011)	G	Proviso 3 instructs DAJD to review and analyze booking and release operations at the King County Correctional Facility (KCCF) and Maleng Regional Justice Center (MRJC).
Jail Intake/Transfer/Release Assessment, US Department of Justice, National Institute of Corrections, August 26, 2011.	PR	External evaluation of ITR processes.
Review of Psychiatric Services, Department of Adult and Juvenile Detention, July 31, 2012	PR	The 2012 Adopted Budget, Ordinance 17232, included a proviso directing the Department of Adult and Juvenile Detention (DAJD) to review "programs serving inmates requiring psychiatric or other staff-intensive behavioral services such as suicide watch, that, at a minimum, identify and evaluate proposed options for: 1) alternative staffing plans to reduce the costs associated these detention populations; 2) potential capital improvements that could result in reduced costs; 3) the potential use of jail health staff for the provision of the supervision of these populations; and 4) policy changes needed for the county to either not accept these inmates when they are not a public safety risk or allow for the transfer of these inmates, after intake procedures, to a more therapeutic setting."

Table 5. Document summaries

Title	Type	Purpose
Ordinance 16984, Section 48, Proviso 4 (2011)	G	Proviso 4 required the DAJD to show its methodology and planning assumptions for its secure adult population forecast for 2012 and future years.
Ordinance 16984, Section 48, Proviso 5 (2011)	G	Determine whether DAJD can continue booking operations at the Norm Maleng Regional Justice Center intake, transfer, and release (ITR) program.
Booking Operations at the Maleng Regional Justice Center (MRJC)	PR	Review of options to reduce booking hours at MRJC.
Ordinance 16984, Section 48, Proviso 6 (2011)	G	"Prepare each month a report showing the projected number of average daily population and the expected revenues for inmates held in secure detention under contract with the county as adopted in 2011 budget and compare the projected data to actual average daily population and the actual revenue billed showing the variance between projected and actual data."
Ordinance 17232, Section 48, Proviso 1 (2012)	G	"Continue to prepare and submit each month to the council a report showing the projected number of average daily population and the expected revenues for inmates held in secure detention under contract with the county as adopted in the 2012 Budget Ordinance and compare the projected data to actual average daily population and the actual revenue billed showing the variance of between the projected and actual data."
Ordinance 17232, Section 48, Proviso 2 (2012)	G	"...notify the council by letter of any notice of termination or other requested change initiated by the state of Washington to the current inter-local agreement between the Washington state department of corrections and the department of adult and juvenile detention authorized in Ordinance 17003 for the provision of secure detention services. The executive must file a letter of notification as required by this proviso within five days of the receipt of a request for change to the inter-local agreement from the state in the form of a paper original and an electronic copy..."
Ordinance 17232, Section 48, Proviso P3 (2012)	G	"...prepare a report reviewing "programs serving inmates requiring psychiatric or other staff-intensive behavioral services such as suicide watch, that, at a minimum, identifies and evaluates proposed options for: 1) alternative staffing plans to reduce the costs associated these detention populations; 2) potential capital improvements that could result in reduced costs; 3) the potential use of jail health staff for the provision of the supervision of these populations; and 4) policy changes needed for the county to either not accept these inmates when they are not a public safety risk or allow for the transfer of these inmates, after intake procedures, to a more therapeutic setting."

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Section 3: Operational assessment

This section of the report presents our analysis of the key recommendations made to the DAJD over the past ten years. These key issues are organized by the five core areas under which they align: staffing; capacity management; intake, transfer, and release; operations and programs; and, administration. Our analysis is structured to provide a summary of the key elements of each recommendation, and its implementation status, viability, alignment with best practices, and its overall impact on DAJD management and financial operations.

3.1 Staffing

The staffing of King County's correctional facilities has been examined extensively over the last ten years in response to multiple recommendations calling for analysis of staffing patterns and operational practices at both the KCCF and the MRJC. The DAJD has largely implemented all those recommendations that are consistent with good operational practice. Many of the recommendations and past reports seem predicated on the assumption that there are better models available for the DAJD to follow in staffing its facilities and, if these models were implemented, staff savings would result.

The CNA project team did not conduct a staffing analysis of the KCCF or the MRJC. However, our initial assessment of the operation of these facilities is that their staffing patterns and deployment of officers are consistent with their physical design, operational philosophy, and professional best practices. Current staffing levels are largely a function of the facility designs, operational use, and contractual labor agreements governing work practices. In short, there is no alternative set of standards or models that, if applied to these facilities, would result in dramatically different staffing requirements.

We also note that the DAJD has developed one of the most sophisticated models for projecting staffing requirements in use by any jail system in the United States. The Operational Forecast Model (OFM)

provides DAJD managers with an effective tool in projecting staffing requirements.

3.1.1: Staffing Models

Recommendations:

- Develop staffing standards for the department's facilities. This type of model should include a set of standards based on supervision requirements of inmates at the various security levels as well as the physical design of each jail (Operations Master Plan, 2004, p.198).
- The department should complete further development and evaluation of the Operational Forecast Model (OFM) with the objective of using it for its 2008 operating budget proposal (Performance Audit of Jail Overtime, Report No. 2006-06, 2006).

Status: The first recommendation calls for developing a staffing model for the department's facilities. This requires identifying a set of standards based on the supervision requirements of inmates at the various security levels and the physical design of each housing unit. The recommendation directed the DAJD to take the lead in developing a staffing model that would also include communicating the method by which the DAJD determines staffing levels for their facilities. To a large degree DAJD has implemented this recommendation through the development of the OFM. This model projects staffing requirements based on the type and number of inmates housed in housing units, policies that have been developed, and a standard formula for computing relief factors required to provide coverage for staff during their absences.

The model has been used for a variety of purposes including:

- budget development
- operational planning
- facility planning
- jail contract forecasting
- measuring the impact of policy changes

The model is very complex, but basically it identifies the posts that need to be filled in the DAJD and the number of hours in a year needed to fill them, inputs the availability of staff to fill these posts (using historical data to identify scheduled and unscheduled leave time), then compares this data and outputs the shortage (or overage) in available staff along with an estimated overtime needed to fill the posts. The model allows the agency to conduct “what-if” scenarios and measure the impact on staffing and overtime if posts were closed or added, if leave time increased or decreased, and if staffing levels were increased or decreased. It is used to provide analysis to decision makers in the budget process. As a result, the model is intended to be a predictor of staffing and overtime needs and not a tool designed to reduce costs.

The model produces numerous reports on staffing deployment and supports the DAJD’s roster management system. The model is one of the most sophisticated applications providing analysis and needs assessment of correctional facility staffing that we have seen, on both the state and local level.

The second recommendation calls for more complete development of the OFM and integrating its use into the agency’s budget development process. This recommendation was implemented, and since 2008 the OFM has also been used to attempt to optimize the most efficient mix of overtime and staffing in DAJD’s jails.

Viability: The 2006 audit reported that the OFM could, with limitations, provide the least costly mix of full-time staff and overtime. The plan was to modify the existing OFM and use estimated leave usage and statistical analysis to calculate how much overtime will be generated by different levels of officer staffing. In response to a request of the King County Auditor, the model was validated in 2006 by demonstrating it could recreate the prior year’s actual outcomes. We note that overtime expenditures in 2008 were nearly as high as the level in 2007. In 2009, overtime fell significantly and has since fluctuated between \$6.3 and \$7.0 million.

Based on the 2006 model validation, it appears that the OFM is a viable predictor of staff and overtime needs. However, since 7 years have passed since this initial validation and changes have been made to the model, we recommend another validation be performed.

Alignment with best practices: The staffing model currently used within the DAJD should be recognized as one of the most extensive and elaborate models available throughout the country. All the key elements required in the development of a staffing model are present in various degrees and clearly identify recognized posts and when those posts are required to be filled. This information is presented to facility administrators and shift commanders in a format that is easy for them to use. In addition, data are maintained and tracked that identify staff scheduling, post deployment, leave time, and overtime use. Use of the model clearly qualifies as a best practice.

Operational impact: The recommendation presented in the OMP was to provide a model that would make it possible for anyone to objectively determine how much staff is needed to operate the jail. Although the model provides this information is provided, there are two areas of concern that prevent this recommendation from currently being recognized as fully implemented.

The first concern is in the presentation format used. Part of the recommendation refers to making the model possible for anyone to objectively determine how much staff is needed to operate the jail. All the information appears to be present through spreadsheets, tables, charts, and graphs; facility personnel who work with the data on a regular basis can easily determine staffing requirements. However, it is the belief of the project team that the way the information is presented may make it difficult for stakeholders who do not frequently review the data on a regular basis to be able to determine staff needs. Providing the information in a more user friendly and more condensed format may help achieve this recommendation.

The second concern regarding the staffing model is in how the shift relief factor is formulated. A high relief factor will result in recommending more staff than required. A low relief factor will result in insufficient staffing levels. In the corrections industry, a shift relief factor commonly refers to the average number of staff that should be budgeted to fill a specific post assignment based on staff availability to fill the post, the shift configuration (hours per shift), and the required number of days the post must be filled in a year.

The shift relief factor is normally determined by taking the number of hours in a year the post is required to be filled on a shift and divid-

ing that number by the average number of hours an individual in the position classification is available to fill a post assignment throughout the year. For example, if an 8-hour post is scheduled to be filled 365 days per year and the average employee is available 1600 hours after leave time is used, the shift relief factor is 1.825. (365 days x 8 hours = 2,920 hours) divided by 1600 hours. The shift relief factor identifies the average number of FTEs required to fill an 8-hour post continuously throughout the year.

The average number of hours an individual in the position classification is available to fill a post is determined by identifying the original number of hours scheduled to work (2080 hours) and subtracting the average number of hours the individual was not available to fill a post. This is often referred to as net annual post hours (NAWH) and includes time for scheduled leave, unscheduled leave, training, and break time.

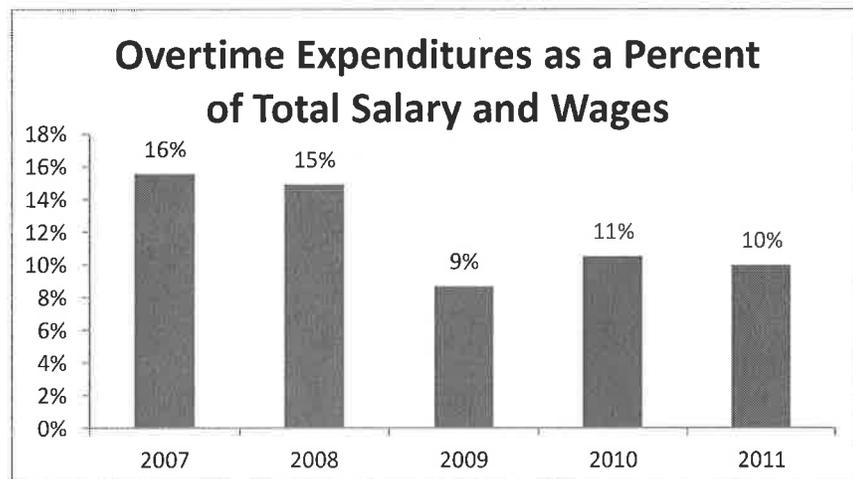
The concern with the current staffing model is how the current shift relief factor is determined. For example, in most jurisdictions when personnel are unable to fill a post assignment during a regular scheduled work day, that time is recognized as part of the shift relief factor. In the current model, training and break-time hours are not included in the formula. The current model recognizes all training hours as overtime. This method may be an accurate reflection if personnel are never pulled from their post assignment for the purpose of training; however, training personnel indicated that although most training results in overtime, staff are occasionally pulled from a post for the purpose of training. That period of time off the post should be reflected in determining the shift relief factor.

Break time also influences the number of hours per year staff are available to fill a post assignment. The average amount of time an officer within the DAJD is not available to fill a post as a result of being on break is approximately 200 hours per year. These hours are not recognized in determining net annual post hours or the shift relief factor. Staff reported that since most relief hours are absorbed by personnel assigned to posts assignments that include providing relief as part of their responsibilities, those hours are not recognized in determining the shift relief factor. This method of calculation results in personnel assigned to post assignments such as ITR, Activity Officer, and Rovers being considered available to meet remaining responsibil-

ities on average for approximately four hours per shift. Although a post analysis was not completed, traditional responsibilities in similar positions in other jurisdictions require more than four hours of coverage. The current method of calculating a shift relief factor may need to be refined to more accurately reflect staffing needs.

Financial impact: OFM can provide valuable input in the budget planning process by identifying the most cost effective mix of overtime and staffing levels. This should provide guidance to the county when setting DAJD's budgeted headcount levels. We do note, in the chart below, that overtime expenditures as a percent of total salary and wages decreased after the DAJD began using the OFM model for this purpose.

Figure 1. Overtime expenditures as a percent of total salary and wages



By 2009, overtime expenditures as a percent of total salary and wage expenditures had fallen from 16 percent to 9 percent. If overtime had remained at 16 percent in 2009, then actual overtime expenditures would have been \$4.5 million higher. While the reduction in expenses cannot be solely, or even primarily, attributed to OFM, use of the model allows the DAJD to determine the impact of various scenarios of the use of staff and overtime, thus optimizing overall staff utilization. The model provides the agency with a highly effective tool for efficient management of staff resources.

Need for further study: We recommend a re-validation of the OFM, with particular attention paid to the overtime/staff mix component of the model.

Implementation plan: None.

3.1.2: KCCF Staffing

Recommendations:

- Vacate floor control in KCCF tower during third shift (Operations Master Plan, 2004, p. 132; 2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 1).
- Change staffing on floors in KCCF tower on all shifts: move floor control to core, reduce activity officers, create a response and movement team, and add a third post to central control (Operations Master Plan, 2004, p. 132; 2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 1).

The following analysis is based on a review of documents, interviews with facility administrators, and a brief tour of the facility. The CNA project team did not conduct a post assignment analysis to determine exact staffing levels required based on overall operations.

Status: The above recommendations identify alternative approaches to staff the core and floor controls located on housing floors in KCCF. Specific recommendations include vacating floor control posts in the KCCF tower on the third shift; changing staffing on floors in the KCCF tower on all shifts, including moving the floor control post to the core; reducing the number of activity officers; creating a response and movement team; and adding a third post to central control. None of the alternatives had been implemented at the time of the review.

The current staffing pattern used by the DAJD on inmate housing floors is set by the Hammer Settlement Agreement. The Hammer Settlement allows for a degree of flexibility as noted in the following: "It is within King County's discretion to amend the KCCF staffing plan from time to time as circumstances change. If King County reduces the number of control positions or the positions set forth in the staffing pattern, it shall notify the Hammer plaintiffs' counsel of the change, the reason for the change, and the effective date of the

change.” The Settlement further states “That this settlement agreement shall not be construed to prohibit King County from redeploying central and control posts; provided the operational functions currently performed by floor and central control officers are continued.”

Viability: Each of the recommendations presents a viable option worthy of further consideration. The first recommendation calls for vacating floor control posts in the KCCF tower on the third shift. The second advocates changing staffing on floors in KCCF tower on all shifts including moving the floor control post to the core, reducing the number of activity officers, creating a response and movement team and/or adding a third post to central control.

Alignment with best practices: The Hammer Settlement allows for a limited degree of flexibility in regards to post assignments, including the use of floor control posts. The first recommendation calls for eliminating the floor control posts in the KCCF tower during the third shift. This approach to closing posts on the night shift when there is little or no activity in the facility is very common in our experience. Closing this type of post cannot be classified as a “best practice.” Rather, it is generally considered a reasonably safe response to limited or reduced resources. It is important to note however, that it is very rare to see two jails operate under identical conditions. The noted variations between jurisdictions include the use of break time; the physical design and location of floor control in relation to the housing units; the availability of roving or stationary staff on the floor; the type of inmates being housed; the availability of surveillance and communication equipment; remote oversight capabilities; scheduled activity levels during the shift; the position classification of staff assigned to the post and the capability to operate most of the floor control functions in an alternative site. All these factors come into consideration when considering appropriate staffing plans that, when applied effectively, will not compromise the safety and security of the facility.

Closing a floor control post will reduce facility staffing requirements, but increase the level of operational risk in a facility. Closing this post on the third or night shift significantly reduces this risk, as there is very little movement or activity in most correctional facilities at this time.

Operational impact: Based on current operating practices, physical design, and the adjustments made as a result of the Integrated Security Project, closing the floor control post on the third shift when facility activity is at a minimum, is a feasible alternative to achieve operational efficiencies. However, this practice will eliminate the one post that has visual contact with the floor wing officers. Accordingly, in conjunction with closing this post we recommend:

- A third central control post should be added on the third shift for the primary purpose of managing video surveillance and movement control throughout the floors.
- Two-way radios equipped with duress alarms should be considered mandatory equipment for all staff assigned to the floors.
- No additional reduction in security posts should be made on any of the KCCF tower floors on third shift.

Based on our survey of available information, we recommend no further changes to KCCF officer posts at this time. A more definitive assessment of KCCF staffing requirements will require a thorough analysis of all post assignments based on a detailed review of workload responsibilities, including a comprehensive evaluation of intermittent posts and a relief factor that recognizes training hours at a level acceptable to the DAJD.

Financial impact: Closing the floor control posts on third shift, while adding a third post in Central Control will reduce correctional officer staffing requirements as well as require one-time capital expenditures to support the new operational model. The DAJD is conducting a review of capital and operating changes that may be needed to implement this recommendation. The review will produce a refined estimate of the potential investments required to implement this recommendation and achieve net cost savings.

Need for further study: Prior to any staff reduction, the KCCF should conduct a pilot study on the third shift to determine the operational effectiveness of operating the floor control centers through central control to determine the impact the recommendations may have on overall tower functions during the shift.

Implementation plan: Pending outcome of pilot study.

3.1.3: MJRC Staffing

Recommendations:

- Examine alternative ways for covering activity/relief needs for units that are double-bunked at the MRJC. (Operational Master Plan, 2004, p. 110 & p. 198).
- Evaluate alternative staffing patterns when MRJC is double-celled. Alternative patterns identified include the use of overtime, use of intermittent posts, and/or a mix of longer and shorter work days (Operational Master Plan, 2004, p. 110 & p. 198).
- Change method for adding activity officers at MRJC. (Jail Planning & Operations Performance Audit, 2010, p.25).

Status: The recommendations above all address staffing requirements at the MRJC under conditions of double celling. Based on documentation and staff interviews, the past practice of double celling to a level of 180 percent of capacity resulted in the addition of a second officer to supervise the housing unit and an additional officer to provide relief for the contractual breaks that the officers receive. Each officer receives two 15-minute breaks and one 30-minute break each shift; therefore, each housing unit required two hours of coverage when the officers were taking their various breaks. As a result, the DAJD added a relief officer for every three double celled units. That relief officer was typically assigned to relieve officers for their breaks, which accounts for 6 hours of their 8-hour workday. Keeping in mind that these officers also receive their mandated breaks, this accounts for an additional hour. The relief officers also performed other duties, such as escorting inmates to central service areas.

The application of this policy was discontinued due to the decline in the population and the end to double bunking at the MRJC. Staff reported that the current policy is to establish a maximum capacity of 115 inmates, a level at 180 percent of capacity, in a housing unit. When more than 64 inmates are present, a second officer is required. Based on current population levels, this practice has not been needed recently.

Viability: Adding staff to assure adequate supervision once the housing unit population level exceeds an acceptable level is a viable and realistic recommendation. Given current population levels, however, this is a purely hypothetical issue.

Alignment with best practices: In respect to alignment with best practices, correctional facility staffing levels vary based on type of population supervised, scheduled activity level, and housing design. Some states have established jail standards with fixed staff-to-inmate ratios. For example, jails in Texas require one officer for every 42 inmates. In others, the ratio may be as high as 1:72. The American Correctional Association and National Institute of Corrections do not support the use of a flat staff-to-inmate ratio in determining staffing requirements as it ignores the type of inmate being supervised (i.e., work release versus ultra), scheduled activity levels, and housing design. It is generally recognized that when double ceiling occurs in larger housing units, additional security personnel are made available. The past policy of the DAJD in adding staff at the MRJC with increasing facility population levels appears to be consistent with most nationally accepted practices.

Operational impact: Given current population levels, the past policy of adding staff in double ceiling conditions is a moot issue. However, it is worth noting that the primary impact of this policy was to allow the housing units to function in a normal manner entirely consistent with the direct supervision approach, despite the elevated population levels. Other approaches, such as locking up half of the inmates in a unit during officer breaks, while less staff-intensive, are inconsistent with the overall approach of direct supervision in facilitating a safe, low-stress environment for staff and inmates.

Financial impact: Because there is no need for additional officers, given current population levels at the MRJC, these recommendations have no current fiscal impact. However, the practice of providing relief for correction officers in direct supervision operations without impacting the inmate schedule was a costly approach. Each relief officer post must be covered seven days per week over the course of two shifts. For a single post, it takes nearly two officers to man that post over the course of seven days. Accordingly, adding posts to provide relief and assure accepted staff/inmate ratios at all times was a staff-intensive policy.

Need for further study: No further study is needed. The issue is moot given current population levels at the MRJC. A more definitive assessment of staffing requirements under various population and policy scenarios would require a comprehensive post and staffing analysis of facility operations.

Implementation plan: None.

3.1.4: Use of Non-Detention Staff

Recommendation: Consider using non-detention staff to perform clerical tasks associated with the booking process (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3).

Status: The recommendation to conduct a review has been implemented. We reviewed position classifications and post assignments within the ITR and, as a result of the review, no significant changes in staffing patterns have been recommended.

Viability: The recommendation is viable. Not all tasks in a correctional facility must be performed by a correctional officer. Particularly in areas such as ITR, there are a number of functions or work processes that can be performed equally well by civilians or correctional officers. Given the significantly lower cost of civilian personnel compared to correctional officers, ongoing analysis of which tasks may be assigned to civilians is a viable approach to achieving greater efficiencies in operations.

Alignment with best practices: Appropriate use of civilian staff in booking and intake areas is an accepted best practice in jail administration. Relatively few systems exclusively use uniformed personnel throughout the intake process. The exact mix of correctional officer and civilian staff in the booking process varies, although the general practice is to use officers in the initial stages of the booking process where duties require direct contact with incoming arrestees.

Operational impact: Our analysis indicates that an appropriate mix of detention and non-detention staff currently provides services within the ITR. The presence of multiple detention staff within the ITR provides a visible presence of security in the area, which is particularly critical in the booking process given the potentially volatile environment of arrested individuals in the process of transfer to the custody

of the DAJD. The presence of an adequate number of uniformed staff provides the capacity for a quick, effective response to incidents and provides needed flexibility in filling various post and/or relief assignments. Moreover, the presence of security staff in ITR positively impacts civilian staff perceptions of their own wellbeing and their ability to perform their responsibilities.

Financial impact: As the current staffing pattern in ITR appears appropriate, there is no fiscal impact associated with this recommendation.

Need for further study: None.

Implementation plan: None.

3.2 Capacity Management

The numerous recommendations on capacity issues follow the arc of how this issue has evolved over time. Most of the recommendations in the Operations Master Plan address the issue of how to increase capacity given the projected growth of the population at that time. Later reports and provisos focus instead on the most efficient use of a system with excess capacity resulting from a drop in the number of inmates committed to the county jail system and the loss of municipal jail inmates to SCORE and other alternative facilities. Recommendations on increased double celling that were appropriate at the time of the Operations Master Plan in 2004 are moot issues in today's environment.

Some recent recommendations have suggested closing the MRJC as a means to increase overall system efficiency. We believe such a move would be short-sighted. The MRJC is in many respects a model facility that provides safe, efficient jail services to the county. Most large jail systems around the country that have experienced significant drops in their jail populations (like King County) have stabilized, and some are now beginning to grow again. The capacity provided by the MRJC is a resource that the county may likely need in the near future. Moreover, closing the MRJC will place additional operational strain on the KCCF, which is an aging, poorly designed facility that is difficult to manage under the best of conditions. Finally, the presence of the MRJC booking services, though limited in hours of operation, allows law enforcement agencies throughout southern King County to

minimize the amount of time their officers allocate to offender transport and booking, thereby providing more patrol time.

The two most significant long-term issues addressed in capacity management recommendations were the long-term plan to replace the KCCF and the need to coordinate the use of jail beds on a more regional basis. The KCCF is an aging facility that will need substantial capital repairs to assure its continued use for the foreseeable future. The issue facing the County is whether a large investment in the current facility is wise given the issues with its design and, if not, what course should be taken for planning for a replacement facility. A related issue is the fact that the region as a whole has an excess of jail beds as local communities have developed their own capacities in response to projected increases in jail populations that have never developed. Rather than competing with each other for contracts, a regional approach to coordinating the use of all local jail capacity could provide better value for the taxpayers who are paying for these facilities.

3.2.1: MJRC

Recommendations:

- Double bunk MJRC Units to 180 percent of single cell capacity (Operations Master Plan, 2004, p. 174).
- Add four housing units to the MRJC (Operations Master Plan, 2004, p. 174).
- Change double-bunking policy at the MRJC (Jail Planning and Operations Performance Audit, 2010, page 24).
- Increase double bunking at MRJC (Jail Planning and Operations Performance Audit, 2010, page 24).
- Reevaluate the use of and/or close the MRJC (Jail Planning and Operations Performance Audit, 2010, page 34).
- Evaluate options for reducing jail operating costs, including the possibility of using the MRJC for other purposes (Jail Planning and Operations Performance Audit, 2010, page 34).
- Assess optimal use of secure detention capacity (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 2).

Analyses and recommendations of the optimal use of the MJRC over the last ten years have tracked closely with the changing demand for beds as the DAJD population peaked and subsequently declined. The early recommendations in the OMP to increase double-celling at the facility were implemented as needed. As the population has declined, the facility has reverted back to single-celling and in fact has been able to close several housing units. The population decline ultimately has resulted in calls for consideration for closing the facility and consolidating the county jurisdictional population at the KCCF.

Status: The recommendations to increase double bunking the MJRC were implemented. Before these recommendations were made, MRJC double bunking had been implemented so that the units were occupied at 167 percent of single cell capacity. Double bunking increased the number of beds from 64 to 107. The action further resulted in adding a second officer on the first and second shift. Additionally, a relief officer was added to each operating shift because of the increase in occupancy. It is our understanding that this particular recommendation allowed for the increase of inmate occupancy to 180 percent, which added an additional eight beds and resulted in accommodating 51 inmates above the single cell capacity of 64 in each unit. The increase to 180 percent of capacity was to be accomplished without adding any more staff. Therefore, the only cost of the additional eight inmates was related to incremental costs for food, clothing, etc.

Recommendations to change double bunking policy, make optimal use of detention capacity at the MJRC, and reduce operating costs through closing of housing units have been implemented. As a result of declines in system population levels, the MRJC census has been low enough in recent years to eliminate all double bunking. At its peak, 11 units of the 14 units were double bunked at 180 percent of capacity. At the present time, all operational units are single bunked and two units are closed due to the low population level.

The recommendation to add four housing units at the MJRC is moot given the current excess capacity in the DAJD.

The recommendation to evaluate closing the MJRC is ongoing.

Viability: : As noted above, all recommendations on double celling and adjusting capacity to achieve efficiencies, with the exception of adding four housing units at the MJRC, have been implemented and are viable.

Consideration for closing the MJRC would be hypothetically viable if the county were to lose all of its contracted beds, the population were to continue to significantly decline, or if the county enacted a policy to reduce the jail population to a level that could be managed in just one facility. None of these alternatives appears realistic at the current time. The county has a long-term contract with the City of Seattle, which will provide a stable source of demand for contract beds, and has opportunities to increase its contract population with the state Department of Corrections (DOC). The jail populations in many metropolitan correctional systems have stabilized following several years of decline and, in some cases, are starting to once again increase. King County's jurisdictional population will likely take a similar course. These factors reinforce the ongoing need for the MJRC. Moreover, though limited in hours of operation, the MJRC does provide service for law enforcement agencies and courts located in southern King County, facilitating their access to jail system booking and thereby allowing police officers to better use their patrol time.

The MJRC is in all respects a model direct supervision correctional facility and appears to operate in an extremely safe, professional manner. The facility is well-maintained and will be a valuable resource for the DAJD going forward. Closure of the facility would force increased crowding of the population in the KCCF, a facility that is much more difficult to operate safely. Absent a very dramatic drop in the system's population, closure of the MJRC should not be viewed as a viable alternative.

Alignment with best practices: The practice of double bunking cells that were originally designed for single cell housing is a practice that is a standard response of jail systems to over-crowding. Double bunking a 60 or 70 square-foot cell has become accepted practice for many jail systems throughout the nation. As long as services can be provided, inmate classification is carefully administered, and sufficient programmatic and recreational opportunities are available, the practice can be implemented with little disruption to the jail operation. Add-

ing staff to supervise the inmate population is a proper method to mitigate operational disruption caused by the higher inmate census.

Conversely, closing housing units as a system's population declines is a standard best practice that has been adopted by many jurisdictions to achieve efficiencies in operations. However, jail systems have largely not closed entire facilities in response to population declines. Instead, most have chosen to use lower population levels to reduce excessive levels of overcrowding that had developed as jail populations peaked.

Operational impact: The MJRC effectively managed the increase in double celling when the staff implemented that policy. Relief officers were added as needed to maintain acceptable inmate/staff ratios. The closing of housing units was accompanied by commensurate reductions in facility staffing.

Financial impact: The DAJD has used MJRC capacity to effectively respond to both increases and declines in system population levels. The savings attained by increasing double celling when necessary and closing units as the population has declined have been recognized and built into the DAJD's budget development process.

Need for further study: The DAJD has demonstrated the ability to make flexible, efficient use of the MJRC, double celling the facility in time of high population levels and closing housing units at times of low population. The facility is well operated and maintained and is a valuable asset for the King County criminal justice system. No further study is required at this time.

Implementation plan: None.

3.2.2: KCCF

Recommendations:

- Consider replacing the King County Correctional Facility with a modern, direct supervision jail with housing units similar in design to those at the MRJC (Operational Master Plan, 2004, p.177).
- Prepare cost estimates for remodeling the KCCF (Operational Master Plan, 2004, p.198).

Status: There are no plans in progress to replace the King County Correctional Facility. The available operational capacity compared to current and projected population levels, current physical condition, proximity to the courts, and type and condition of housing options make it an acceptable source of system capacity at this time. Repairs to the facility are proceeding on an as-needed basis.

Viability: Based on the current condition of the KCCF, and the operational capacity, site and funding required to develop a replacement facility, the recommendation to replace the KCCF is not viable or realistic at this time. Preparing cost estimates for needed remodeling or repair work is both viable and necessary.

Alignment with best practices: The proposed recommendation to replace the KCCF with a direct supervision jail design is consistent with current industry best practices. The concept to use direct supervision is endorsed by the American Jail Association, American Correctional Association and National Institute of Corrections for select populations. The term “direct supervision” in the industry implies much more than just officers being assigned to the housing area and providing direct contact with inmates. It includes a management philosophy that encourages professional interaction between staff and inmates while maintaining safety for those involved.

Direct supervision jails can generally be less expensive to build and, through improved sight lines, provide a safer design. Other reported savings may include reduced vandalism, improved supervision, a wider range of architectural options, and acceptable levels of sanitation and orderliness.

The KCCF was designed in the early 1980s, and direct supervision jails were first introduced in the mid- to late 1980s. There are five double-tiered floors in the KCCF tower that provide inmate housing, and the maximum capacity of the KCCF tower is limited to 1,262 by the Hammer Settlement Agreement. The KCCF tower provides a combination of housing through cells and dormitories. In comparison with industry best practices, the design is not consistent with current direct supervision jails.

Despite the lack of immediate and near-term demand for new larger and more efficiently designed facilities, long-term capital planning

for the replacement of the KCCF and the addition of more units at the MRJC should begin. Should the inmate population increase in the future, the county will need to replace KCCF because of its age, inefficient design, and diminishing return on maintenance and remodel investments. Replacing a facility like the KCCF and adding units at the MRJC will require significant investments, and decisions to make those investments will inevitably involve an extended and thoughtful process. Consequently, capital planning must begin so the county is ready to make those investment decisions when the time comes.

In addition to the planning for capital assets such as facilities, planning for the acquisition and replacement of other long-term assets needed to run detention operations is part of capital planning. Among the items needing consideration for replacement are jail management technology including hardware and software, kitchen and laundry equipment, vehicles, communications equipment, security and locking systems, HVAC, video equipment, firearms, officer safety equipment, and other items that may cost from several thousand to several million dollars to acquire, build, or develop.

Planning and control of capital asset expenditures is critical to the long-term financial health of a governmental entity. Spending on capital assets requires significant financial resources, and those decisions are usually difficult to undo; they will impact a government agency for many years. Planning for and acquiring new and replacement assets should be aligned with the strategic plan.

Best practices for capital planning for these items require including them in the long-term capital plan, inventorying and assessing their condition and useful life, prioritizing replacement of assets based on the assessment, and annually evaluating what needs to be considered for inclusion in each annual or biennial budget.

According to DAJD staff, the department has been under budget the past two years, yet very little has been done in the way of spending on aging equipment or acquisition of a new jail management system. In addition, no planning or setting aside of funds for such large purchases has occurred. Without a strategic approach to funding and acquiring equipment and other long-term or fixed assets, the department will be faced with a continued struggle to replace an item

after it is no longer functional, which frequently leads to paying more for an item compared to going through the normal purchase and acquisition process that allows for finding the best product at the most reasonable price. Also, the lack of long-term capital planning usually results in the need for supplemental budget requests that can create chaos for a department's budget that is already stressed. The finance section estimates that more than \$1.5 million in capital assets need to be considered and replaced over the next several years. In order to accomplish this within six to eight years, \$200 thousand to \$250 thousand should be budgeted each year.

Operational impact: Replacing poorly designed facilities with more efficiently designed facilities would ultimately lead to more efficient jail operations. Efficiently designed facilities would allow the county to manage the inmate population with fewer staff per inmate as well as provide a safer and more secure environment for staff, visitors, and inmates.

The proposed alternative submitted to replace the KCCF with direct supervision housing units larger than 64 beds was reported to be slightly more staff efficient than the MRJC, and the savings would offset only a small fraction of the cost of a new jail. Direct supervision jails are currently considered to be a best practice in the corrections industry and can lead to improved operational efficiencies when managed in a manner consistent with a direct supervision philosophy.

The issue of a site for a replacement facility is significant. Proximity to the courts is a key issue for jail location. If a replacement facility was to be developed on the current site of the jail, replacement capacity would have to be developed for the duration of demolition and construction.

Financial impact: It is not possible to determine the fiscal implications of the recommendations related to replacing the KCCF, adding units at the MRJC, or even extensive remodeling of the KCCF since no decisions have been made concerning DAJD long-term space needs. In addition, decisions related to the long-term space needs of the DAJD should to be linked to a more detailed forecast of the amount and types of jail system capacity required over the next ten years.

To adequately plan for the replacement or upgrade of capital assets such as the jail management system, kitchen and laundry equipment, officer safety equipment, and similar assets, at least \$200 thousand to \$250 thousand should be budgeted each year.

Need for further study: Notwithstanding the fact that replacing the KCCF is not viable at this time, the facility is aging and will require substantial capital repairs in the future to assure its continued operation. The county should build on prior studies, and conduct a thorough building system review of the facility, in the context of future projected system capacity requirements, to determine the magnitude of rehab and maintenance projects required to extend the useful of the facility. Depending upon the results of this review, if future maintenance costs are excessive, the county should begin the process of planning for a potential replacement facility.

Implementation plan: None.

Recommendation: Remodel at least two floors of each wing of the KCCF to allow for direct supervision, recreation and visitation within the wing and use of fewer staff (Operations Master Plan, 2004, Page 123).

Status: This recommendation has not been implemented. The issues are the capital costs involved in the proposed modification and the loss of beds. Moreover the KCCF was not designed for this supervision approach. Even with the modifications proposed, the facility would be attempting to force an inmate management approach into a physical space that is simply not designed or appropriate for direct supervision.

Viability: Not viable.

Alignment with best practices: Best practices call for utilizing facilities consistent with the design philosophy underlying the layout of housing and functions. Forcing direct supervision into a facility not suited for this type of supervision is not a best practice.

Operational impact: None, not viable.

Financial impact: None, not viable.

Need for further study: None, not viable

Implementation plan: None, not viable.

Recommendations:

- Make changes to the first floor of the west wing of the KCCF to reduce staffing (Operations Master Plan, 2004, Page 120).
- Use the west wing of the KCCF for work release (Operations Master Plan, 2004, Page 181).

Status: The proposed changes to 1st floor housing in the west wing of the KCCF were implemented with the completion of the ISP in 2010:

King County is currently studying the feasibility of moving the DAJD's work release program into the West Wing of KCCF. The results of that study should inform policy makers and any accompanying decision process. The west wing of the KCCF was originally designed to be a work release facility; however, due to overcrowded conditions experience in the late 1980's the West Wing was repurposed for the housing of minimum security inmates. As a result, the male work release population was moved to the old jail located on one floor of the King County Courthouse. Housing was provided in cells, and population levels were such that sufficient space was available to occupy all the inmates on one floor.

Viability: The movement of the DAJD's work release program to the west wing is a viable alternative. Sufficient space appears to be available in the west wing of the KCCF to provide housing for the male work release population. However the overall benefit of such a move is minimal.

Alignment with best practices: In May 2013, the U.S. Department of Justice Bureau of Justice Statistics published their annual report on Jail Inmates at Midyear. The report found that only 0.009 percent of all persons under jail supervision in June 2012 were assigned to work release programs, work gangs, and other alternative work programs. The national trend over recent years when considering supervision programs outside the facility has shown an increase in the number of individuals assigned to programs such as electronic monitoring; home detention, and community service with less use of work release programs. Most agencies no longer offer work release programs be-

cause of the alternatives available and the costs associated with operating the programs. For agencies providing work release, the American Correctional Association's nationally recognized standard is to ensure that individuals assigned to work release are housed separately from inmates being held in the jail facilities. The current use of the King County Courthouse and the use of a dedicated floor in the west wing at KCCF would both be consistent with national standards.

Operational impact: At the time of CNA's review, the west wing of KCCF was not being used to house any inmate population. The project team took a tour of the area and interviewed personnel regarding the operational practices. The west wing was originally constructed to be a work release facility and, as such, was designed to be separate from the secure tower. The previous inmate population levels were such that they influenced the decision to move the work release program to the King County Courthouse to ensure appropriate bed space would be available for the secure population. Designing the facility into two distinct areas provided the necessary separation needed to minimize contact between the secure population and the work release population, which is a key element in maintaining the integrity of the program.

If the work release program was moved to the west wing, individuals assigned to the program would be housed in a minimum security setting rather than in modified secure cells, food service delivery could be expedited, and backup support could be provided in a more efficient manner. Staffing requirements appear to be identical in either location.

Financial impact: The OMP reported that one of the presumed benefits of moving the work release program out of the King County Courthouse would be that the space would be freed up for other uses. As reported by the Facilities Management Division (FMD), removing the work release program from the courthouse would be an expensive venture. The conversion of space to maximize use would require the removal of cells on the floors that currently provide the support to hold up the floor above. Alternative support would be required in addition to providing traditional space modifications. In addition, structural costs for a second entrance may be required to maintain separation between the work release inmates and minimum security population that could be housed on a separate floor within

the wing. As noted above, because the staffing requirements appear to identical, there would be no staff cost savings associated with the move.

Need for further study: The FMD is currently leading a study of the possibility of using the West Wing of KCCF for a number of purposes, including possibly work release. Our general conclusion based on national trends, best practices, and our limited review of King County's program is that there appears to be little benefit to a move of the work release population to the west wing. As an alternative, the county should evaluate its continued operation of a work release program. The use of day reporting, electronic monitoring, and other community sanctions have been found by many jurisdictions to be much more cost-effective programs for transitioning offenders back into society, while offering many of the same features as traditional work release. The results of the FMD-led study will provide more detail in relation to this issue.

Implementation plan: None.

3.2.3: Population Forecasting

Recommendations:

- County Council and the County Executive should consider assigning jail population forecasts to an outside, independent entity (Jail Operations and Performance Audit, 2010, page 36).
- Develop a realistic population forecast (Jail Operations and Performance Audit, 2010, page 36).
- Provide a report showing forecast methodology and assumptions for 2012 and future years (2012 Adopted Budget, Ordinance 16984, Section 48, Proviso P4).
- Prepare a monthly report showing the projected average daily population and the expected revenues for inmates held in secure detention under contract (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 5).
- The DAJD should continue to submit monthly jail population forecast reports showing projected ADP and revenue from contracts (2012 Adopted Budget, Ordinance 17232, Section 48, Proviso 1).

Status: The recommendations related to the jail population forecast have been implemented in part. The DAJD is in full compliance with recommendations to prepare a monthly forecast on ADP and projected contract revenue. However, there is little in the way of explanatory narrative in those reports that explains why the forecast may differ from actual experience. Consequently, it is up to the reader to wade through the numerous tables, charts, and graphs to understand fluctuations in average daily population (ADP) and deviations from projected ADP. However, DAJD’s staff does provide verbal explanations of the monthly reports at Criminal Justice Council meetings and other public forums.

DAJD has also complied with the proviso requiring a report that details the current forecast methodology and assumptions for future population levels. However, with regard to the auditor’s recommendation that the jail population forecast be assigned to an outside, independent entity, the population forecast is still prepared by in-house DAJD staff.

Population trends. The DAJD has seen a steady decline in the ten-year average adult daily population over the last 14 years. As seen in Table 1, the adult average daily population (ADP) has declined an average 1.9 percent per year over the most recent 10-year period and an average 5.3 percent over the most recent 5-year period. The larger annual percentage decrease in the recent 5-year time frame was fueled mainly by almost 350 offender decreases in 2012. Since 2012, however, the adult inmate population has stabilized and remained flat at a level of approximately 1,950 offenders.

Table 6. King County Department of Adult and Juvenile Detention annual ADP

Year	Adult ADP	Yearly Percent Change
2003	2,382	
2004	2,446	2.7%
2005	2,592	6.0%
2006	2,658	2.5%
2007	2,720	2.3%
2008	2,570	-5.5%
2009	2,397	-6.7%

Table 6. King County Department of Adult and Juvenile Detention annual ADP

Year	Adult ADP	Yearly Percent Change
2010	2,347	-2.1%
2011	2,201	-6.2%
2012	1,946	-11.6%
2013	1,947	0.1%
10-Year Change		-1.9%
5-Year Change		-5.3%

A closer look at the most recent 17 months of data show stabilization on both the number of adult population bookings and the overall length of stay (LOS) of those bookings. A negligible increase of total bookings in 2013 to date has been accompanied by a shortened LOS of just over 1 day, keeping the overall population unchanged. From an analytical perspective, the adult population looks to have stabilized and, barring any large policy changes, can be assumed to continue at this level.

Table 7. King County Department of Adult and Juvenile Detention annual ADP, bookings, and LOS from January 2012 through 2013 YTD

	ADP	Total bookings	Length of Stay (LOS) in days
2012	1,946	2,792	21.68
2013 YTD Avg.	1,946	2,850	20.57
Numeric Change	0	58	-1
Percent Change	0.0%	2.1%	-5.1%

Projection Methodology. The DAJD utilizes a third party forecast model called Jail4cast. The model was developed by DAJD staff and converted to an interactive software tool by Looking Glass Analytics. The Jail4cast software is a component of change model that utilizes the idea of individual status groups multiplied by an established length of stay to forecast individual populations based on these parameters plus user defined assumptions. Assumptions include projected admissions into the population, subgroup and legal status definitions, and potential policy implications.

King County utilizes Jail4cast as part of a larger forecasting effort completed annually. The effort consists of the following components:

1. Compiling 5 years of jail status and LOS data;

2. Obtaining the Office of Financial Management's King County demographic projections;
3. Meeting with the Policy Assumptions Group to anticipate future policy implications;
4. Establishing admission assumptions utilizing data from #2 and decisions from #3;
5. Building/uploading data into Jail4cast;
6. Producing results and preparing the briefing report.

Table 8 below presents the accuracy results of this model for the past 30 months by gender and total. Female estimates were under-forecasted by an average of 4 percent per month. Male estimates were over-projected by an average of 6 percent per month. The total error rate was 5.2 percent per month for the 30-month tracking period.

Table 8. Adult ADP monthly tracking of forecast accuracy

Month-Year	Actual Female	Projected Female	% Difference	Actual Male	Projected Male	% Difference	Actual Total	Projected Total	% Difference
Jan-11	170.4	147	-15.9%	1,406	1,425	1.3%	1,576	1,572	-0.3%
Feb-11	154.8	147	-5.3%	1,417	1,425	0.6%	1,571	1,572	0.0%
Mar-11	140.1	147	4.7%	1,373	1,425	3.7%	1,513	1,572	3.8%
Apr-11	142.4	147	3.1%	1,360	1,425	4.5%	1,503	1,572	4.4%
May-11	153.7	147	-4.6%	1,384	1,425	2.9%	1,538	1,572	2.2%
Jun-11	162.1	147	-10.3%	1,370	1,425	3.9%	1,532	1,572	2.5%
Jul-11	156.5	147	-6.5%	1,354	1,425	5.0%	1,510	1,572	3.9%
Aug-11	141.4	147	3.8%	1,365	1,425	4.2%	1,506	1,572	4.2%
Sep-11	149.2	147	-1.5%	1,377	1,425	3.4%	1,526	1,572	2.9%
Oct-11	138.4	147	5.9%	1,360	1,425	4.5%	1,499	1,572	4.7%
Nov-11	139.5	147	5.1%	1,303	1,425	8.6%	1,442	1,572	8.3%
Dec-11	141.3	147	3.9%	1,288	1,425	9.6%	1,429	1,572	9.1%
Jan-12	135.1	147	8.1%	1,300	1,425	8.8%	1,435	1,572	8.7%
Feb-12	131.1	147	10.8%	1,269	1,430	11.3%	1,400	1,577	11.2%
Mar-12	136.8	147	6.9%	1,329	1,430	7.0%	1,466	1,577	7.0%
Apr-12	145	147	1.4%	1,325	1,430	7.3%	1,470	1,577	6.8%
May-12	140.9	147	4.1%	1,326	1,430	7.2%	1,467	1,577	7.0%
Jun-12	144.6	147	1.6%	1,322	1,430	7.5%	1,467	1,577	7.0%
Jul-12	160.1	147	-8.9%	1,336	1,430	6.6%	1,496	1,577	5.1%
Aug-12	160.2	147	-9.0%	1,297	1,430	9.3%	1,458	1,577	7.6%
Sep-12	144.5	147	1.7%	1,293	1,430	9.6%	1,437	1,577	8.9%
Oct-12	160.6	147	-9.3%	1,294	1,430	9.5%	1,454	1,577	7.8%

Table 8. Adult ADP monthly tracking of forecast accuracy

Month-Year	Actual Female	Projected Female	% Difference	Actual Male	Projected Male	% Difference	Actual Total	Projected Total	% Difference
Nov-12	164.7	147	-12.0%	1,315	1,430	8.1%	1,479	1,577	6.2%
Dec-12	158.6	147	-7.9%	1,286	1,430	10.1%	1,444	1,577	8.4%
Jan-13	162.8	148	-10.0%	1,321	1,440	8.3%	1,484	1,588	6.5%
Feb-13	171.3	148	-15.7%	1,353	1,440	6.0%	1,525	1,588	4.0%
Mar-13	177.2	148	-19.7%	1,373	1,440	4.6%	1,550	1,588	2.4%
Apr-13	180.4	148	-21.9%	1,389	1,440	3.5%	1,569	1,588	1.2%
May-13	171.9	148	-16.1%	1,385	1,440	3.8%	1,557	1,588	2.0%
Jun-13	174.9	148	-18.2%	1,393	1,440	3.3%	1,568	1,588	1.3%
Avg. % Difference			-4.4%			6.1%			5.2%

Viability: The recommendations related to the jail population forecast are still valid. Since the DAJD continues to issue monthly reports on ADP and the population forecast, these recommendations should be considered implemented. The recommendation to give responsibility for the jail population forecast to an outside entity appears to be an alternative proposed to improve the performance of the forecast. This is a viable approach to developing correctional system population forecasts used by many larger jurisdictions, but depends upon the existence of an outside entity with the requisite technical skills and subject matter expertise to manage this challenging task.

Alignment with best practices: The strengths and weaknesses of the DAJD's current approach to population forecasting relative to professional best practices in correctional system population forecasting are summarized below:

Forecast Strengths:

- Policy group involvement. Producing accurate correctional population forecasts relies on three main components: accurate historical data; a reliable, tested, and sound forecasting model; and unchanging policies. Oftentimes, the most accurate and reliable model can prove useless if new policies and procedures are enacted that undermine the data used to build the model. Convening local stakeholders and policy makers to review the historical data used to build the model and impart

to them wisdom and judgment on future changes to the system helps to alleviate this unknown.

- Inclusion of OFM's King County demographic projections—particularly the at-risk population. A wide array of data can have both a direct and indirect impact on factors that underpin a correctional system's long-term projection. These factors can be separated into two major categories—external and internal. External factors reflect the interplay of demographic, socio-economic, and crime trends that produce arrests and offenders' initial entry into the criminal justice process. Criminologists have long noted that certain segments of the population have higher rates or chances of becoming involved in crime, being arrested, and being incarcerated. This is known as the "at-risk" population, which generally consists of younger males. The high crime rate ages are 15 to 25, while the high adult incarceration rate is between the ages of 18 and 35. When the at-risk population is expected to increase in a jurisdiction, one can also expect some additional pressure on criminal justice resources, all things being equal. Inclusion of the county demographic population forecast, particularly the at-risk population, can provide valuable insight into the future of admissions into the King County adult detention population.
- Identification and analysis of ten individual status groups. Jail populations are fast moving, complex groups of offenders whose releases and length of stay are often dependent on court processes and procedures. Identifying these populations by legal status can aid in predicting an offender's length of stay and assist in jail bed-space planning. Sentenced offenders will typically stay longer and require more services. Pre-trial offenders move quickly and require easier access to the courts. Further disaggregating by felony and misdemeanor adds to the refinement in accurately predicting length of stay. The ten groups currently used in the King County forecast model are: pre-sentence felons, sentenced felons, pre-sentences felony violators, sentenced felony violators, pre-sentence misdemeanor violators, sentenced misdemeanor violators, pre-sentenced misdemeanants, sentenced misdemeanants, felony others, and misdemeanor others. It is assumed these groups are also ana-

lyzed by gender, although there is no evidence in the forecast brief to support this.

- Forecasts produced by gender. Forecasts produced by gender typically are more useful than forecasts that are not. Male and female incarcerated populations usually have differing internal and external factors and can sometimes produce dramatically different trends. It is important that these populations be analyzed and forecasted separately to ensure the most accurate forecast is produced. Also, producing forecasts by gender aids in planning decisions, as these populations require different and separate housing requirements.

Forecast Weaknesses:

- Use of Jail4cast. Although the Jail4cast model has a history of being used in King County, it falls short on many features a typical jail forecast model should contain. The Jail4cast model is superior to traditional statistical models (ARIMA, moving average, etc.) in that it does account for disaggregated length of stay statistics to be built in. However, it falls short of other methodologies currently being used on correctional populations in the following areas:
 - Not a true simulation model. Although there is a LOS variable involved in the Jail4cast model, there are no multiple movements possible that would denote a true simulation. There is no interplay of movement between statuses, which limits the ability of the model to mimic true jail system behavior. Offenders in a jail system rarely stay in one legal status throughout their entire stay, and this information is useful in determining how a jail can be used most efficiently. Building a complex simulation model that mimics these movements by offender type would add accuracy in both the data presented and the resulting forecast by legal status.
 - Not stochastic. The Jail4cast model works off the basic calculation of admissions x LOS = population for the offender subgroups defined by the user. However, the model uses this simple calculation for all offenders within a subgroup. A more advanced stochastic or “Monte-Carlo” simulation model could add a layer of complexity on these calcula-

tions. The Monte Carlo simulation techniques add an element of randomness to the simulation model. Random numbers are generated and used by the simulation process to determine the offender group composition and LOS associated with a system. Individual cases are processed by the model through a series of probability distribution arrays or matrices that provide computations for specific cases.

- Exclusive usage of one forecasting methodology over many years. As stated in the 2011 forecast brief, DAJD has a long-standing relationship with Looking Glass Analytic to support use of the Jail4cast model. As the weaknesses stated in this section show, a more comprehensive search for alternative forecast methodologies is warranted.
- No complex report of data used for model. The brief provided for the 2011 forecast does a good job of describing the forecast methodology and future external policy implications; however, it does not present the actual data used to build the forecast model. Summary tables describing the admissions assumptions and the data used to build the model should be included in the forecast brief every year. Providing this data will allow readers and policy makers to compare data year to year and establish trends in the system.
- No peaking factor with forecasts. Jail forecasts are volatile and on any given hour can deviate from the monthly ADP by up to 20 percent. A peaking factor, preferably by gender, should be determined and applied to the forecast.
- No classification forecasts. Most complex simulation models can also allow a user to produce an overlay forecast by classification level. Classification level forecasts can be particularly useful to jails in determining adequate bed-space planning. The creation of an intake or holding locations forecast can also prove useful in efficient jail planning.
- Accuracy. A good jail forecast model should have an average accuracy of less than 5 percent every month. Deviations from the 5 percent rule for more than three consecutive months should trigger a review of the forecast and assumptions.

DAJD's 2011 forecast brief does a good job describing the forecast methodology and helping readers to understand changes in policy; however, it does not provide the actual data used to build the forecast. Summary tables describing admission and release assumptions, for example, should be included in the forecast brief. This information will allow policymakers to compare data year to year and help understand trends in the criminal justice system.

Operational impact: There are clear operational implications to population forecasting. Effective short- and long-term decisions on resource requirements and budgetary needs rest on accurate projections of future population levels. Moreover, a sophisticated population model can project the impact of different policies on system population levels, enabling stakeholders to make informed policy decisions. A clearer understanding of the variables that influence fluctuations in the jail population subgroups (e.g., felons, misdemeanants, males, females, special-needs inmates) allows the county to better respond to changes in the jail populations and how make operational adjustments to deal with those changes.

Financial impact: Having more accurate population forecasts, having a clearer understanding of the factors that influence the forecast, and the county's ability to more quickly respond to changes in the jail population can have significant fiscal implications. For example, it is possible that a more accurate forecasting methodology and model could have prevented or greatly minimized the negative consequences that led to the building of the SCORE facility and the corresponding loss in county revenue.

Need for further study: The DAJD should seek improvements in its jail population forecast. There are a number of research institutes and professional forecasters with projection methodologies and models that can enhance what the DAJD is already doing and help to better inform decision makers. One area for further study is the potential for development of a regional jail population forecast that addresses the detention populations of all of the municipalities in King County. The benefits of a regional approach to correctional system planning are discussed in another section of this report, but as noted above, any effective approach to planning—be it at the county, city or regional level—must rest upon improved forecasts of actual system needs.

Implementation plan: DAJD should examine alternative approaches to jail system population forecasting. This will entail developing an RFP for a research institute, university, or professional forecaster to provide a forecast model, train DAJD staff in its management, and provide technical support as needed. DAJD program analysts have the requisite expertise to develop the specifications for this RFP, working with King County Procurement. Based on our experience with forecasting models, we project the cost of such an initiative to be up to \$50,000. Depending upon the technical ability of the a given model to interface with DAJD databases, the likely timeline for full implementation for a new projection methodology, including the procurement process, should be less than 6 months. The primary risk to success in improving the accuracy of forecasts with a new projection methodology is a lack of internal DAJD resources to adequately support management and use of a new system. This risk can be mitigated by increasing the role of the consultant or vendor who supplies the model, but will result in increased costs to the DAJD.

3.2.4: Regional Planning

Recommendation: Partner with the county's cities to help ensure adequate and affordable jail capacity with shared risk and fair costs (Jail Planning and Performance Audit, 2010 report).

Status: The recommendation for partnering with King County cities to help ensure adequate and affordable jail capacity with shared risk and fair costs has been implemented in part. The county has a long-term contract with the City of Seattle to hold its inmates. The county also has contracts with other cities in the county to hold inmates, but those contracts do not require those cities to house all their prisoners. Instead, those cities have the ability to house their prisoners in other jail facilities in the region if the cities are able to get better per diem rates. However, there is no real "partnering" with the majority of cities to make better use of excess jail capacity, plan for future capacity needs, or share jail operating costs.

Viability: The recommendation is still viable and needs to be pursued. There are a couple of ways this could be accomplished. For example, the county could seek to reestablish a working group with the county's cities similar to the JAG (Jail Administration Group) and JOG (Jail Operations Group) as forums to jump start regional crimi-

nal justice planning and better management of the region's detention capacity.

Alignment with best practices: Although there is no widely accepted best practice related to regional criminal justice planning, there are a number of jurisdictions that do conduct regional planning activities. The National Institute of Corrections has a well-developed technical assistance program that is a model for developing a regional approach to jail capacity management.

Operational impact: Regional planning in and of itself does not have a direct operational impact; however, if the county is able to maximize the use of its jail capacity through regional planning by increasing the use of its jail beds, it would help lower its unit costs, share operating costs and risks with participating jurisdictions, and allow for more efficient use of county jail resources, including staff.

Financial impact: It is not possible to determine the fiscal impact of regional planning at this time. However, if the regional planning effort results in better use of both county and municipal jail facilities with associated lower per unit costs for all jurisdictions, more efficient cost sharing between the county and municipalities, and better use of tax payer dollars, it would have positive fiscal implications for the entire region.

Need for further study: There is a real need to pursue opportunities to restart regional planning. At some point, the jail populations in the region will increase as the region's overall population continues to grow. Consequently, better management of the region's jail capacity could help eliminate or greatly reduce the need to expand jail capacity over the long-term.

Implementation plan: The County Council should direct the County Executive to reach out to regional jurisdictions to establish (or reestablish) a regional forum dedicated to bringing the region's criminal justice stakeholders together to open communication and planning around making better use of the region's detention facilities. King County should take the lead in establishing a regional criminal justice planning effort to make better use of the region's detention facilities and, in particular, more efficient use of the county's jail facilities. This effort should include the use of a regional jail population

forecasting capability that can disaggregate a regional jail population forecast into forecasts for each jurisdiction participating in the regional planning effort.

3.2.5: Justice System Processing

Recommendations: Develop a system for inter-agency review of criminal case processing (Operations Master Plan, 2004, p. 198).

Status: Case processing efficiency is one of the issues that the Criminal Justice Council reviews on a periodic basis. To the extent that a forum has been established for review of this issue, the recommendation can be considered implemented.

Viability: While the recommendation for development of a system to review case processing is viable, the larger issue of coordinating policies to improve the efficiency of processing individuals through the justice system remains problematic. The diversity of stakeholders in the justice system, each with different interests and operational challenges, make policy coordination difficult.

Alignment with best practices: The objective of coordinating policies and operational practices across the different agencies in the justice system is a recognized best practice.

Operational impact: Recent data indicate that actual length of time to trial or case resolution is lengthening.

Financial impact: Improvements in case processing translate into shorter lengths of stay in DAJD facilities and an overall lower ADP. This reduces marginal costs for operations.

Need for further study: Justice system analysts in King County should examine the drivers behind the slowing of case processing through the courts and identify potential policies that would reverse this trend.

Implementation plan: Proceed with the ongoing Line of Business analysis to develop process improvements in this area.

3.3 Intake, Transfer, and Release

Recommendations to improve the flow and efficiency of the ITR process, particularly at the KCCF, have largely been implemented and have resulted in improvements in operations. The DAJD's classification system is one of the best we have seen in a major jail system. Recommendations to consolidate or reduce booking services at the MRJC have resulted in reduced booking hours at that facility. We believe this is a reasonable approach to balancing the services needed by law enforcement agencies in southern King County with the need to achieve greater efficiencies in the correctional system.

Recommendation 3.3.1: Remodeling

Recommendations:

- Remodel ITR (in parallel with the ISP construction) to improve security, support jail health's strategic plan, align with future technology, and reduce staffing (Operations Master Plan, 2004, p. 116).
- Remodel ITR area in parallel with the ISP construction to improve security, support jail health's strategic plan, align with future technology, and reduce staffing (Adult Detention Operational Master Plan, 2004, p. 116; 2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 1).
- The King County Council should consider requesting the executive to commission an independent analysis and business process mapping study of DAJD's intake, transfer, and release workload that identifies workload components and maps key processes of inmate intake, transfer, and release; measures time required to provide security supervision, to complete tasks (time motion or random moment study) and sets benchmark performance targets; coordinates such study with any development by DAJD of an automated inmate transfer and release data system; and makes recommendations for staffing and other resources needed to address current workload and changes in the nature and volume of the workload (Jail Planning & Operations Performance Audit, 2010).
- Provide a report showing an independent analysis and business process mapping of the department's intake, transfer, and re-

lease workload (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3).

The above recommendations all are directed at reviewing the processing of offenders through the intake process at DAJD facilities, with an objective of streamlining the process and workflow to the extent possible. The recommendations ultimately resulted in an extensive review of ITR operations by National Institute of Corrections technical resource providers, Bill Crout and Ron Freeman. Their report makes a number of specific recommendations to improve the operational efficiency of the ITR.

Status: The recommendation to remodel the ITR in parallel with the ISP project was begun in 2006 and is now fully implemented. As a result of this remodeling, the floor plan was opened to streamline the receiving and release process, and to promote a team approach toward accomplishing the desired tasks. The design was modeled after the ITR area and booking process at the MRJC, which had been found to be very effective. The remodel introduced a more flexible receiving and release process, increased the number of holding cells, and both expanded and improved the space available for health and fingerprinting staff functions. As a result of the adjustments the number of corrections officer and corrections technicians was reduced.

The later recommendations contained in the Jail Planning & Operations Performance Audit and Proviso 3 of 2011 Adopted Budget, Ordinance 16984, Section 48, for an independent analysis of ITR operations, were implemented in an external review of the ITR processing by the National Institute of Corrections. This report produced a number of recommendations, many of which had implications for system-wide operations issues. These recommendations addressed areas such as the need for a comprehensive modern electronic jail management system; life safety issues; improve visual supervision of inmates; and the presence and activity of Jail Health Services within the ITR. Due to their impact beyond ITR, these specific recommendations are addressed separately in other sections of this report.

Viability: The recommendations for remodeling and analysis of process flow were viable and, as noted above, have been implemented.

Alignment with best practices: All of the recommendations reviewed are consistent with recognized best practices found in the industry. The completed ITR remodel has allowed for management to more effectively provide a team approach to addressing ITR related work responsibilities. In terms of priority, the single most significant recommendation that is still pending relates to the need for a modern jail information management system. Such a system could streamline the current process even more to a level that would be more consistent with nationally recognized intake and receiving operating systems. The existing jail management systems now in use require duplicative manual entry of required inmate-related information; do not have the ability to merge data; and, in many circumstances, require two to three times the amount of time to enter, retrieve, and review data necessary to make informed decisions.

Operational impact: As noted, the ITR remodel recommendation and implementation has resulted in a reduction in staff and an improved efficiency level within the intake, transfer, and release area. Additional recommendations implemented, including the improvement in the frequency and quality of inmate wellness checks, work responsibilities being completed by personnel assigned to appropriate position classifications, and the availability of additional surveillance cameras in the ITR and Sally Port areas, increase the security in an area that can often times be unpredictable.

Financial impact: The remodeling of the ITR area at the KCCF reportedly allowed for the elimination of the 24/7 ITR floor control post and a property-related post assignment that resulted in the elimination of 0.5 corrections technicians. These actions eliminated 6 FTEs and produced savings estimated at \$400,000. These savings were realized from 2005 to 2007, as the remodel was completed.

Need for further study: External follow up reviews have been completed and report that the most significant limiting factor associated with the current operation of the ITR process is the lack of an electronic integrated jail management system that can assist in streamlining the intake, data collection, and release process and enhance efficiency levels. This issue is discussed in the information technology section of this report.

Implementation plan: None.

3.3.2: MRJC Booking

Recommendations:

- Retain booking at the MRJC but reduce the hours of operation (Operations Master Plan, 2004, p. 199).
- Consolidate booking procedures at the MRJC and KCCF (Operations Master Plan, 2004, p. 167).
- Continue booking at the MRJC with a reduction in hours and a reconfiguration of staffing (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 6).

Status: DAJD booking and release functions continue to operate at both facilities. The KCCF serves as the primary booking location for the DAJD and operates seven days per week on a 24-hour basis. The MRJC booking function operates five days a week, excluding holidays, between six and seven hours per day. Release functions occur 24 hours per day and are supported by MRJC transportation unit when MRJC booking and release operations are closed. The facility on average provides booking and release 35 hours per week. Operating hours at the MRJC have been adjusted since the initial recommendation as a result of the 2011 Proviso that directed continued booking operations at the MRJC with reduced hours.

Viability: The Proviso 6 recommendation to continue operating booking at MRJC has been implemented. The initial recommendations have been repeatedly reviewed with the consistent recommendation to continue the booking and release operations at both facilities and to operate the MRJC during select periods of time. The primary issue is proximity to a booking facility for police agencies in south King County. The availability of booking at the MRJC allows law enforcement agencies in the area to quickly process their arrestees and return to duty. By contrast, if booking was consolidated at the KCCF, these officers could face prolonged trips to book arrestees, particularly during rush hour. This could diminish law enforcement services in south King County communities.

Alignment with best practices: Reducing service hours at satellite facilities is a standard best practice to achieve overall efficiencies while preserving basic services.

Operational impact: The primary impact of the reduction in working hours at the MRJC ITR has been on King County law enforcement agencies that typically utilize the facility for booking purposes. The additional workload diverted to the KCCF ITR has been manageable.

Financial impact: The implementation of Proviso 6 in 2011 reportedly has saved \$700 thousand on an ongoing basis, compared to full-time booking operations at the MRJC.

Need for further study: The number and type of admissions should continue to be monitored on a regulated basis to determine the cost-effectiveness of continuing intake and release operations at both facilities.

Implementation plan: None.

3.3.3: Classification

Recommendation: Review the county's secure detention classification system, comparing it to other jurisdictions and national best practices (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 2).

Status: The recommendation has been implemented. The county commissioned a study of its classification system that was conducted by the National Institute of Corrections (NIC) in 2011. The NIC report concluded the "jurisdiction operates a well-designed classification system that is valid in every respect." The report did identify areas of improvement that needed to be addressed. Our review found DAJD's classification system to be sound and managed with adequate resources as currently there are 23 corrections program specialists dedicated to the classification function.

Viability: The recommendation is viable and has been implemented.

Alignment with best practices: The existing classification system in DAJD generally aligns with industry best practices and nationally recognized classification standards. The classification instrument is a closely modified version of the classification system endorsed by the National Institute of Corrections. It uses a verifiable objective scoring instrument that has identified objective risk factors. It has a documented override process which requires supervisory review and has the staff resources needed to ensure the system's integrity. The number of classification level overrides reported by staff appears to be

performed at an appropriate level; however, we believe tracking the number of overrides being approved on a monthly and quarterly basis should be maintained to monitor the decisions being made in comparison with the classification scoring system.

Operational impact: It is in the best interest of jails that inmates are accurately placed into an appropriate security level (minimum, medium, close, maximum or ultra) based on objective risk factors. An effective inmate classification system can be used to improve the management of a jail and enhance planning. It improves the security and control of inmates by identifying and providing appropriate custody and surveillance levels for each group and by assisting corrections staff in knowing what kind of inmates are where. Ultimately it can reduce violence, escape, and suicide attempts in the jails and save tax dollars.

Financial impact: The cost of a classification system mainly resides in the personnel needed to maintain the system. DAJD's classification system has the staff resources needed to ensure classification is completed in a timely and accurate manner. The costs of failing to maintain a sound classification can be extensive, resulting in increased violence toward staff and inmates, increases in inmate suicides and escapes as well as potential litigation expenses.

Need for further study: As noted earlier, an audit of overrides should be conducted and DAJD should make better use of aggregate classification data in inmate housing planning.

Implementation plan: None.

3.3.4: Safety Checks.

Recommendation: Increase the frequency of inmate safety checks in the ITR to 15 minutes. Ensure employees document the exact times of checks instead of reporting quarter hours and ensure supervisors review documentation on a regular basis. Consider a technology solution to documentation (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3).

Status: The recommendation to conduct inmate safety checks in the ITR has been implemented; however the routine safety checks are conducted every 30 minutes instead of every 15 minutes as recom-

mended. DAJD staff indicated only individuals identified as at-risk receive a safety check every 15 minutes. Due to the improved physical layout of the area, supplemented by surveillance technology and a holding cell design that provides increased visibility into the cell, the 30 minute checks appear to be sufficient for routine cases. Documentation verifying checks are provided which identify exact times the checks were conducted and supervisory reviews are conducted. The recommendation to identify a technology solution as a tool to provide documentation has been reviewed including the use of the proposed jail management system however no new technology has been identified or secured.

Viability: The recommendation is viable; however we agree with DAJD that 30 minute safety checks are acceptable for most detainees, given the current layout and operation of the ITR.

Alignment with best practices: Absent a camera system that monitors all holding cells, a standard routine of safety checks on individuals held in intake unit holding cells is an operational requirement in jails. Documenting these checks can be an issue. Electronic verification systems and guard patrol systems are a recognized best practice that has been used in many correctional facilities to ensure tours occur and to provide an accurate record of tour data.

Operational impact: Maintaining the current system of 30 minute checks will meet the intent of the recommendation.

Financial impact: A complete electronic guard duty verification system for up to 10 check-points, including software and a reporting system can be purchased for under \$2,000.

Need for further study: None.

Implementation plan: Assign to the Chief of Administration the responsibility to work with King County Procurement to determine product specifications for an electronic guard duty verification system; and then authorize him to purchase systems for the KCCF and MRJC ITR's.

3.4 Operations and Programs

The recommendations in this area cover a broad spectrum of issues. On the positive side, the application of the Lean approach to redesigning the management and provision of psychiatric services in the jail system has been an outstanding success, which has resulted in better outcomes and substantially reduced program resource requirements. The DAJD and Jail Health Service's approach to achieving these improvements should serve as a national model. However, we also note the failure of the DAJD to implement recommendations to develop emergency response teams and install critical fire safety equipment. Both of these issues are vital elements of basic correctional facility safety and security, and are routinely found in the vast majority of large jail systems. The failure to invest resources in these areas is a questionable risk management policy.

3.4.1: Emergency Response

Recommendations:

- Install self-contained breathing apparatus (SCBA's) in sets of two at both facilities. Assign a safety officer to conduct annual staff training and maintain the SCBA's in working order (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3).
- Develop an emergency response team at each facility; provide the team special training and equipment (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3).

Status: The recommendation to install SCBA's has not been implemented due to unavailability of resources. SCBA's were removed from the facilities under a previous administration based on the lack of available training and the cost associated with maintaining the equipment. Similarly, at the time of the review the recommendation to develop emergency response teams had not been implemented. However, a proposed emergency response team plan has been submitted for consideration and is pending review. Specific details of the proposed plan were not provided. The current practice is to rely on both ITR personnel and any available detention staff to assist in case of an emergency. Staff reported there has been an increase in the number of staff trained in the use of force and the use of a Taser within the DAJD during the past year. Staff assigned to both facilities

ITR's, are identified as first responders but do not have access to necessary safety equipment or training.

Viability: Each of the cited recommendations appears to be appropriate, viable, and should be considered essential initiatives that would significantly improve the safety and security of DAJD facilities. Through the availability of sufficient resources, equipment, training, and the development of goal-oriented policies and procedures each of the recommendations that have not been implemented could be attained.

Alignment with best practices: Operating a facility consistent with industry best practices in safety and security should be considered a high priority. The self-contained breathing apparatus has long been a standard piece of safety equipment used in local detention facilities throughout the nation in the event of a fire or an incident resulting in hazardous breathing conditions. The device allows officers to perform limited duties including the completion of fire evacuation. In detention facilities it can mean the difference between saving lives and not saving lives. In facilities that are aligned with best practices, policies and procedures regarding rescue and/or evacuation in case of a fire or other hazard must be in place. Regardless of the details identified in the policy, employees working inside the facility during a hazardous condition should be provided necessary safety equipment to safely and effectively do their job. Current DAJD practice does not provide respiratory equipment protection. As a result the DAJD current practice is not consistent with industry best practices.

Similarly, the use of a trained emergency response team in a large jail is a core best practice related to assuring the safety and security of both staff and inmates in the management of incidents and emergencies that can and do occur in correctional facilities. Best practices in facility security administration recognize the importance of quickly and effectively responding to incidents as they occur, preventing escalation of the incident and larger scale disorder. Critical functions such as cell extractions or restraining violent offenders for example, are facilitated with specialized training and equipment targeted to highly qualified correctional officers. It is very uncommon for a correctional system of the size and complexity of the DAJD to not maintain a special response team. The DAJD's non-compliance with best

practices in emergency response places it at a distinct disadvantage in responding to critical incidents.

Operational impact: Installing effective fire safety systems requires funding and a commitment to staff development, maintaining facility safety and obtaining appropriate respiratory equipment. The proper use of SCBA's requires a written respirator protection program including significant training, ongoing testing of equipment and fit testing for employees. This all takes time, time off post assignment and/or overtime expenditures depending upon the availability of personnel. However, as noted above, maintenance of an emergency response system in the event of a fire is a basic life/safety element of correctional facility operations and should not be considered an optional expense that can be avoided. The liability associated with the preventable loss of life in the event of a fire in a jail would far exceed any cost savings achieved by not funding an essential component of an effective fire response program.

With regard to emergency response, ITR officers are designated as first responders and often called upon to assist in the event of an emergency. As a result the sudden removal of officers away from the ITR can present the potential for liability issues. In operating an ITR there is a great deal of unknown including who is being admitted, when they are being admitted and how many are being admitted. As a result the workload level varies throughout the day as does the potential for high risk behavior. There may be time periods when staff are available to respond and time periods when their response could lead to security concerns within the ITR. An additional concern shared by command staff was the availability of alternative detention staff. The concern is that all staff do not have handheld two-way radios and may not become aware of the emergency response situation. As a result a limited number of staff may respond.

The recommendation indicates that rather than utilizing ITR as the "first responders," both facilities would benefit from a designated Emergency Response Team. Each shift would have a predetermined number of trained emergency response officers assigned to the shift that work a regular post until they are activated. These officers would have the special training and equipment to respond to such emergencies. An emergency response team would specifically benefit the DAJD based on the current limited ongoing training provided for

DAJD officers. As reported there is no current formalized emergency response training beyond the limited amount of training that is provided during the initial new hire training program.

The primary elements most agencies use in emergency response management include ensuring that detention staff are properly trained in emergency response related areas; requiring that designated first responders are clearly identified on the daily shift roster (i.e. the use of an asterisk, "FR", etc.); assuring the availability of appropriate equipment; and assigning first responders to intermittent posts where they can more easily be detailed away from their normally assigned post duties. Implementation of this recommendation will require appropriate training, access to communication equipment (radios), and the development of an approved emergency response policy which defines the response protocol.

Investing in fire safety equipment and emergency response is essentially a risk management decision. The DAJD's lack of resources to fund these functions results in the agency accepting larger risks.

Financial impact: The cost of equipment and training for both the SCBA's and development of emergency response teams is substantial. The price of fully equipped SCBA units can approach \$4,000. Regular maintenance is an additional charge. Use of the systems requires initial training of 4 hours and specialized ongoing training consisting of approximately 4 hours per year. The cost of establishing a SCBA system will depend on the number of units as well as the number of staff to be trained in their use. The recommendation for two units in both ITR's would result in an equipment cost estimated at \$16,000. SCBA's are required to be used in pairs. Assuming 2 ITR officers on each shift (3 shifts at KCCF and 1 shift at MRJC) receive SCBA training, this total 13 staff. Annual training costs for these staff, at an overtime rate of \$53.11 per hour, would result in a cost of \$5,500, for a total program cost of \$21,500.

Emergency response team cost is more a matter of the training required and the number of staff elected for the teams. Most large correctional facilities maintain a 4-person emergency response team on each primary shift. Three shifts x (4) seven-day posts (they should be assigned to intermittent posts) equals about 20 staff in total. Training requirements total approximately 8 hours per month. The time re-

quirements for training then are estimated at 1,920 hours annually. Covering this with overtime, assuming an hourly rate of \$53.11, results in a training cost of \$102 thousand.

Emergency response teams have been shown to reduce staff injuries in responding to incidents. The use of qualified personnel operating effectively can reduce the number of workman's compensation and light duty cases that result from untrained staff.

Need for further study: None.

Implementation Strategy: Development of SCBA and emergency response capability begins with the development of policy and procedures to establish the parameters of the programs, equipment requirements, and operational design. The Operations Commander of the KCCF should lead this effort, supported by the Sergeant in charge of the Policy and Training Unit. Once policy has been developed, the DAJD Deputy Director should lead training development. The Chief of Administration should work with the Performance, Strategy and Budget Office to obtain funding, and with County Procurement to specify and manage the acquisition of required equipment.

3.4.2: Psychiatric Services

Recommendation: Explore options for reducing costs of psychiatric services within the Jail (2012 Adopted Budget, Ordinance 17232, Proviso 3).

This proviso recommendation directed the DAJD to review programs serving the DAJD's psychiatric population and evaluate proposed options for:

1. Alternative staffing plans to reduce costs associated with these detention populations;
2. Potential capital improvements that could result in reduce costs;
3. The potential use of Jail Health staff for provision of supervision of these populations; and
4. Policy changes needed for the county to defer or transfer appropriate inmate-patients with psychiatric needs.

DAJD and Jail Health Services (JHS) addressed these options in a July 31, 2012, report. By that time, some piecemeal changes had been made that reduced staffing and costs, but it was recognized that a full and common understanding of the entire jail process related to psychiatric services and housing was needed to attain greater efficiencies. The Psychiatric Services Array project was launched in March 2012 to provide that comprehensive system view. The approach used a Lean management process improvement engaging staff from Jail Health and DAJD to work together to improve operations. Along the way, recommendations have been implemented, resulting in some remarkable changes rendering the prior cost saving options obsolete.

Status: Psychiatric services within the King County Jail have undergone significant changes over the last year as a result of the Psychiatric Services Array project. The Psychiatric Services Array project addressed the flow and management and significantly reduced the volumes of psych inmate-patients.

Table 9. Volumes of psych inmate-patients

	A year ago...	Today...
Inmates in psych housing on 15-minute checks	78	4
Inmate-patients in psych housing	160-180	75

These changes represent a 56 percent decrease in total psych population and a 95 percent decrease in the population requiring 15-minute checks.

The DAJD and JHS achieved these changes through a coordinated review of the entire system for identifying and treating inmates with mental health issues. The Psychiatric Services Array project mapped out the Intake/Transfer/Release process and found a number of areas that were inefficient. The Array project found that the population in psych housing was greatly reduced by doing a more comprehensive mental health screening at intake, simplifying the housing options, developing and applying more consistent criteria for who goes into psych housing, improving coordination of critical handoffs throughout the system, and creating a collaborative working environment between DAJD and JHS. Now, the psychiatric service focuses on hospital-level care, rather than having the additional responsibility for those inmates who are managing their behavior and do not have acute mental illness.

Table 10. Changes in psych-inmate housing

What's Changed	A year ago...	Today...
Types of psych housing	...there were seven different types of psych housing. On 7E alone, there were three. Clinicians didn't have a clear set of criteria for placement across this wide array of housing options: psych receiving, isolation, acute, sub-acute, sheltered, group, and transitional. Furthermore, there was a lack of communication between DAJD and JHS staff on who was on 15-minute check.	Psych housing is simplified into three levels: 1. Red—most at risk for suicide, sees therapist every day 2. Yellow—major mental illness and severe functional issues, seen 1x/week for therapy, 4x/week by a Psych Evaluation Specialist (PES) 3. Green—acute mental illness with moderate functional impairment, group programming introduced
Psych receiving and 15-minute checks	... inmate-patients held in Psych Receiving were there for any number of reasons: they were mentally ill, they were uncooperative at intake, staff would defer assignment to other units. Because of the uncertainty of their dispositions, all were placed on 15-minute watches.	...with more comprehensive mental health screening at intake and the clarity of criteria for who goes in-to Red, Yellow, or Green housing is much clearer, and psych receiving is no longer needed.
Communication and training between DAJD and JHS	...managing the psych population was challenged by the lack of effective communication between DAJD and JHS staff	...working together in the Psychiatric Services Array using Lean process improvement has contributed greatly in opening up communication at all levels between DAJD and JHS. DAJD officers are now being trained in how to deal effectively with psych inmate-patients.

With the psych inmate-patients numbers greatly reduced, especially on 15-minute checks, alternate staffing plans, capital improvements to reduce costs, and policy changes aimed at reducing psych volumes are no longer needed.

Viability: The greater efficiency gained by implementing the Loop 1 and 2¹ of the Psychiatric Services Array project has allowed a shift in philosophy to occur. Now the focus is on identifying who is at risk and treating them, rather than assessing and waiting for an incident. Loop 3 will focus on stabilization of the inmate-patients as they transi-

¹ Loop 1 focused on Intake and Assessment. Loop 2 focused on Housing, Care and Security.

tion back into the community. So far, there have been no major negative repercussions in other housing units or operations because of the Psychiatric Services Array changes. When something needs to be addressed, the system is “tweaked” before it becomes a major issue. The changes brought about by the Psychiatric Services Array project seem to be viable. They have resulted in streamlined processes, placement of inmate-patients in the right setting to achieve the best possible outcomes, and staffing efficiency. The improved DAJD and JHS working relationships at all levels promoting transparency, collaboration, and respect helps ensure the ongoing viability of the program changes. The program of changes to the management of psychiatric care at the DAJD is definitely viable and effective.

Alignment with best practices: Using a Lean approach to retooling processes is an innovative approach to jail system operational analysis. The Lean approach was developed in the automobile manufacturing industry and has been shown to be effective in a range of settings. Lean has been used in healthcare for a number of years where the focus on gaining operational efficiency and improving user experience are paramount. The dramatic changes in managing the psych population that has occurred over the last year are arguably “best practice” with compelling statistics to show improvement. The benefits of increased collaboration and the improved working relationships between the DAJD and JHS staff that historically have been at cross-purposes are tremendous.

In this regard, DAJD’s use of the Lean approach in realigning psych service processes is a model for correctional systems seeking to achieve substantial work process efficiencies and productivity improvements. The successful use of Lean by DAJD in effect sets a “best practice” standard for correctional system administration.

Operational impact: To say the jail is not a treatment facility is not accurate. JHS does provide health care treatment even though the jail is not considered a therapeutic environment. With the efficiencies gained through the Array project, JHS has achieved the following operational improvements:

- JHS is able to devote 1.5 FTEs to trying to get those mentally ill inmate-patients who need it into hospital beds at release from the jail;

- Providers are able to spend more time on clinical interactions and less time on documentation. Prior to the Array project, documenting a single 5-minute encounter, would take 40 minutes. Now, with the creation of note templates, documentation is reduced to 10 minutes;
- The psych outpatient clinic backlog at both KCCF and MRJC has been eliminated; and
- It is possible to provide higher levels of treatment.

There are a number of efforts being undertaken by JHS to connect their patients to programs and services in the community. The payoff will be better outcomes for their patients and, over time, fewer inmates presenting with psychiatric issues. Examples include:

- Improved placement of acutely mentally ill in need of ongoing hospital treatment in community beds;
- Enrolling eligible jail inmate-patients in health plans as the Affordable Care Act is implemented. Assisting inmate-patients in enrolling in Medicaid or a subsidized Exchange plan will be one step closer to assuring access to care in the community;
- Working with community providers on continuity of care for mentally ill offenders, recognizing that jail is one stop in their journey.

On the DAJD side, the operational impact due to the reduction of inmates in 15-minute watch status from the high 70s to fewer than 10 has been significant in reducing operational staffing requirements. This improvement has made the DAJD's ongoing reduction in staffing and overtime over the last year possible.

As shown in the table below, when Loop 1 started in December 2012, there were 12 posts assigned to 15-minute checks. By June 2013, there were 3 posts, resulting in a reduction of 9 posts assigned for 15-minute watches.

Table 11. Snapshot of post level changes for 15-minute checks

Psych Support Post Levels	Dec 2012	June 2013
F07-E 15" CK 1	3	0
F07-E 15" CK 2	3	0
F07-N 15" CK 1	3	3

Table 11. Snapshot of post level changes for 15-minute checks

Psych Support Post Levels	Dec 2012	June 2013
F07-N 15" CK 2	3	0
Daily Post Level Totals	12	3

Table 12. Snapshot of post level changes other psych support

Psych Support Post Levels	Dec 2012	June 2013
F07-E MIO		3
F07-E RELF	3	0
F07-N MIO		3
F07-N RELF	3	3
F10-N RELF	1	0
Daily Post Level Totals	7	9

In total, Psych Support posts went from 19 to 12 since the Psychiatric Services Array Loop 1 project was implemented. Note that these figures do not include constant watch or coverage of those housed in the infirmary and are in addition to the base staffing of 19 posts for the 7th floor.

In addition, the intent is to provide training for crisis intervention every year and ongoing training for custody officers in managing the psych population.

Financial impact: The Psychiatric Services Array aligned staff resources and work processes with best clinical practices in order to improve inmate-patient outcomes. Some areas have already had a direct impact on reducing staff hours and costs, such as the reduction of inmate-patients on 15-minute checks. Other realignment will increase staff needs, at least in the near term, for programs like enrolling inmate-patients for Medicaid or other health insurance coverage. Long term, costs will be reduced by investing now in enrolling inmate-patients, providing a greater level of psychiatric services and therapeutic environment while in jail—made possible by creating more efficiency in how providers spend their time, and connecting with community providers as inmate-patients transition out of jail, because fewer inmates will present with psychiatric issues. JHS staff is documenting measurable outcomes to be able to track effectiveness over time. For example, recidivism rates by individual inmate-patients

will be documented before and after implementation of the Psychiatric Services Array process changes.

As described above, the DAJD is experiencing significant manpower savings from the reduction in 15-minute checks, enabling a reduction in both FTEs and overtime. Further analysis is required to precisely identify the amount of savings directly attributable to the Lean process changes on custody staffing requirements.

Need for further study: Loop 3 of the Psychiatric Services Array project will focus on stabilization of the inmate-patient. "Closing the loop" for the entire psychiatric services inmate-patient journey will enable the JHS and DAJD to assess the full impact of the project. Plans are underway to use Lean process improvement on the medical services. The Array project has shown such great success in achieving goals; applying a similar process to other non-medical areas of jail operations holds great potential for achieving additional operational efficiencies.

Need for further study: Already in place.

3.4.3: Women in Detention

Recommendation: Evaluate issues of importance to women in detention (Operations Master Plan, 2004, p. 193).

This recommendation followed the work of a King County Women's Advisory Board that was commissioned in 2001 to review issues related to services for women who are incarcerated. A report was written and findings and recommendations were made concerning a fairly broad scope of women's issues.² The report's recommendations covered a wide array of areas, but can be summarized as follows:

- Establish more affordable housing options for women leaving jail, including clean and sober housing for women with children and women in domestic abuse situations.

² An Analysis of Services for Women in the King County Adult Detention System, King County Women's Advisory Board, 2001

- Improve discharge planning and linkages between women being discharged from jail, including community supports and resources.
- Increase mental health services for women in and out of jail.
- Provide more chemical dependency treatment opportunities for women in and out of jail.
- Provide more small-group counseling opportunities for women in jail to address issues such as domestic violence, life skills, self-esteem, job readiness, and self-care.

Additional issues presented by the advisory board members concerned the assignment of additional female officers to supervise the female detainees versus the current practice of having a mixture of the male and female officers supervising the detainees. Concern was also raised that female inmates may not be receiving equal program opportunities that are available to males, because female inmates constitute a much smaller number than males. The needs of female offenders relating to programs and services is complicated by the fact that female offenders generally serve shorter sentences than males and the time available for case management and treatment is often insufficient to impact the needs of the offender. This is an area that was raised by this group as an issue that complicated providing female offenders the services.

Status: The issue of female offender programming and treatment is evolving and ongoing. DAJD has added a number of programs for female offenders in the 9 years since this recommendation was made. Recently a domestic violence program and a GED program for female offenders have been initiated. Development of programs for females as well as male offenders has been challenged by a lack of resources, and as a result, most program delivery in the DAJD is provided by volunteers. The DAJD continues to work with the Women's Advisory Board to identify program needs and address the issues contained in the report.

Viability: The recommendations contained in the Advisory Board Report are designed to improve services and service delivery for female offenders. However there are a number of factors that inhibit successful implementation and limit the viability of the recommendations. Many of the recommendations are not within the control of

DAJD and can only be provided by community service organizations in the community that are not connected to the justice system. These are social issues that are typically not addressed in the criminal justice system. These issues are best managed by collaboration between community service organizations, government, and the criminal justice system and can be coordinated by DAJD by improving case management and discharge planning activity as women offenders are released. Success on this issue is further inhibited by the fact that many women detainees are released after short stays, and the opportunity for case management to intervene is limited.

Alignment with best practices: Providing services to female offenders and developing community linkages between criminal justice and social service organizations are acknowledged best practices. Recognition that female offenders are typically subject to abuse and have a need for domestic abuse protection and treatment, substance abuse services, mental health services, and parenting assistance is widespread. The development of collaboration between social service agencies in the community, along with government agencies to include corrections is certainly in alignment with best practices we have observed.

Operational impact: The benefits of improving services and programs for female offenders, especially in the areas of mental health services, substance abuse, and discharge planning are of great importance to reducing recidivism and providing opportunities for an offender's successful return to the community. The presence of these programs and community linkages can enhance the offender's recovery. As stated above, one of the major issues facing the provision of services to this population is the limited time that staff has to make connections with these offenders as their incarceration and release often take place in close proximity with one another. Once the offender is released, DAJD no longer has the authority and responsibility for addressing her issues.

Financial impact: One of the difficulties with enhancing services for female offenders is that many of the programs that would benefit them occur in the community and are subject to financing from entities other than the county. The county certainly has authority and responsibility to improve services on-site at the two jail facilities. Many of the services that are needed, however, are provided by not-for-

profit organizations and governmental entities that provide funding for social service activities.

Need for further study:

- The 2013 Adopted Budget, Ordinance 17232, Proviso 3 called for the development of options for investing monies into evidence-based services that reduce recidivism and provide effective reentry for incarcerated individuals and individuals leaving incarceration and returning to the community. The DAJD's response to this proviso specifically prioritized the development of new programming for female offenders who have been victims of domestic violence.
- The DAJD has committed to further study of the issue of programming for female offenders. The Department will add an Inmate Welfare Fund Coordinator who will perform a gap-analysis of potential disparities between female and male programming in the coming year.
- Evaluate the specific recommendations of the Women's Advisory Board and determine what programs and activities have been funded, as well as those deferred and/or not funded.
- Evaluate the need for further working group activity and refinement of recommendations.
- Review and evaluate mental health services on-site at the DAJD facilities and note any improvements made in terms of funding and operations metrics.
- Study the effects of attempted enhancements of improving linkages between the criminal justice system and social service organizations in the community that provide services to female offenders.
- Evaluate the impact of other programs for female offenders to include substance abuse treatment, domestic violence treatment, case management, and educational programs.
- Conduct further evaluation of housing options for female offenders, as well as the availability of program space to conduct expanded treatment.

- One department cannot address the various issues. A comprehensive approach with participation from King County agencies, the courts, community services and non-profit organizations would increase the likelihood of success.

Implementation plan: None.

3.4.4: Policy and Procedure Review

Recommendation: Appoint a management level person to maintain the policies and procedures; all policies should be reviewed on an annual basis and revised as needed; develop a brief daily program to review a different policy each day (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3, p. 12).

Status: This recommendation was made as part of the Intake, Transfer, and Release review, under Proviso 3, in September 2011. The recommendation indicated that policies and procedures were available to staff online; however, limited opportunities were available for staff to review these policies. Its premise is that the DAJD could be at risk of having staff perform outside the established policies as a result of the lack of a formal policy review process.

The recommendation has been partially implemented through the designation of staff to maintain policies and procedures. The DAJD has designated a sergeant at the KCCF under the Policy and Training Unit to have split responsibilities to include daily oversight of managing policy and procedures. Policies are in the process of review and are reported to be updated as needed. Daily briefings remain at approximately five minutes and primarily involve verification of attendance and post assignments. Formal opportunities to review and discuss policies are limited, although policies are accessible and remain available for staff to review.

Viability: The opportunity to review and discuss overall policies in formal setting remains limited due to the design of the current staff training program and short period of time where detention staff are in attendance at the daily briefing. Summary presentations may occasionally be presented during the briefing period. In the absence of a more comprehensive approach to staff training, the viability of effectively orienting staff on system policies and procedures will be problematic.

Alignment with best practices: Most jurisdictions operating in alignment with industry recognized best practices provide a combination of ongoing policy review and staff training to ensure personnel are made aware of established policies. This includes designating staff to ensure policies and procedures are maintained, are annually reviewed for modification if necessary by department command personnel, and are disseminated to staff in a manner to increase the effectiveness of the facilities communication system. Most often the forum used to share policy updates is during formal training sessions and during pre-shift briefings that are traditionally longer than five minutes in duration.

Currently the DAJD provides personnel with the opportunity to review policies; however, it is designed more as an elective process than as a formal process that ensures personnel are familiar with updated policy and policy changes. As a result, it is difficult to ensure all staff are familiar with approved procedures that are designed to assist employees in successfully carrying out their assignments. Consistent with best practices is the fact that the staff is now reviewing policies, and designated staff are responsible for maintaining the integrity of the DAJD policies.

Operational impact: A significant portion of the recommendation submitted in the proviso has been implemented. Staff responsibilities have been expanded to include the maintenance and updating of policies and procedures. Although opportunities are available for staff to review existing and revised policies, those opportunities require a level of staff initiative of which the staff do not always take advantage. Expanding opportunities for staff to become familiar with key operating policies and procedures would benefit the DAJD by increasing officer compliance with management-prescribed rules for operational performance. Most often the forum used to share policy updates in most correctional systems is during formal training sessions and pre-shift briefings that are traditionally longer than five minutes. The issue of training is discussed elsewhere in this report.

Financial impact: Developing a meaningful training program that provides adequate policy orientation for staff will take staff away from regularly scheduled post assignments. To assure post coverage during staff training will require additional overtime or FTEs. Assuming 24 hours of annual training to cover annual review of policies and up-

dated procedures, the additional officer time required to meet this need would be approximately 18,000 hours. Assuming an overtime hourly rate of \$53.11, this level of training would cost approximately \$1 million. Building this training into the relief factor and hiring FTEs to cover the additional staff requirements would require approximately 12 additional staff at an estimated annual cost of cost \$35.11 per hour or \$884 thousand. Expanding the pre-shift briefing by an additional 10 minutes, two days per week, for an expanded pre-shift briefing to cover policy orientation would require staff to work 8.24 hours per shift on average and result in an increased cost of approximately \$185 thousand in overtime.

Need for further study: None.

Implementation plan: Explore the option of expanding the pre-shift briefing on select days (not more than two days per week) for the purpose of staff development and policy review and familiarization. Negotiate the increase in pre-shift briefing time with the union. Adjust the overtime budget to cover the additional expense. The Sergeant over the Policy and Training Unit should develop brief training materials on key policies that can be addressed in the pre-shift briefing.

3.4.5: Food Service

Recommendations:

- Explore the feasibility and cost-effectiveness of using the cook/chill system at MRJC and operating KCCF and juvenile detention kitchens as rethermalization facilities (Adult Detention Operational Master Plan, p. 127).
- Based on the consultant's interpretation of a recent change in state law, contract the preparation of food for all detention facilities. (Adult Detention Operational Master Plan, p. 127).

These recommendations were included in the 2004 Adult Detention Operational Master Plan. The report was unable to determine whether the use of cook/chill methods would, in fact, provide significant savings and recommended further study of the issue. The report also compared the food costs in the DAJD to those in Pierce County where the food operations had been privatized. Based on this comparison, the report estimated a possible annual savings of between

\$526 thousand and \$762 thousand per year through privatization of food service.

Status: The existing cook/chill system has never been fully utilized in DAJD. A study commissioned in 2006 to evaluate DAJD's ability to use the existing cook/chill system concluded that while the cook/chill system could be reinstated in DAJD, it would require significant expenditures and was not feasible. Today, much of the cook/chill equipment is obsolete and unusable.

DAJD management has considered potential privatization of food service as a means to reduce spending. Based on the Department's analysis, further exploration of privatization is not being considered at this time.

Viability: Cook/chill systems were developed in the 1970's as an alternative to the traditional cook and serve method of food service. In the cook/chill process, food is first fully cooked and then is chilled. At a later time when the food is to be served, it is reheated in a process called rethermalization. Cook/chill requires a large kitchen that can prepare bulk food, blast chillers or tumbler chillers to "quick chill" the cooked food, large refrigeration units to store the cooked food, and reheating units near each point where food is served. Because of its stated ability to bulk prepare and chill the food, cook/chill lends itself to a centralized food production operation. The operation of a cook/chill system can be complicated and specific training is required. Additionally, there are food preparation requirements that exist specifically for a cook/chill environment.

The Regional Justice Center was originally intended to be a central food preparation center with distribution to KCCF and the juvenile facility, and its original design included the installation of cook/chill equipment. However, the centralized food concept was never implemented as facilities continued to cook and serve food for their own population. As a result, the cook/chill equipment has been sparingly used over the years.

As reported by the DAJD Food Services Supervisor, several factors have arisen since 2004 that limit the viability of resurrecting the existing cook/chill system;

- Much of the original cook/chill equipment is no longer compatible with the facilities energy system. Since the cook/chill equipment was installed, both MRJC and KCCF have been converted from steam heat to gas. Much of the original cook/chill equipment operated on steam heat and as a result will no longer function. Additionally, the chiller can no longer be maintained because a vendor cannot be found to service it.
- The juvenile facility has specific USDA requirements for their meals, and their menu is significantly different from the adult detention facilities. Therefore, a central cook/chill operation would not be able to prepare meals for the juvenile facility.
- Only two of the three daily meals in adult detention are hot meals. The lunch meal is a cold sandwich which would not benefit from cook/chill.
- Special diets represent 10 to 15 percent of the meals prepared by DAJD. Due to the specialized nature of these meals, they would not be prepared using cook/chill.

A study completed for the department in 2006 evaluated the potential to begin full-scale cook/chill production from MRJC. This evaluation listed several conclusions:

- The original staffing levels upon which the decision to purchase and install cook-chill equipment in the Regional Justice Center significantly understated the real food service staffing needs.
- Cook/chill food preparation is potentially a viable option for large operations where economies-of-scale can offset the large initial costs associated with the space and equipment requirements. However, for smaller operations, cook/chill does not appear to be cost-effective and may have serious drawbacks.
- There are a limited number of meals and a limited variety of meals that can be made using the existing DAJD cook/chill equipment.

If the county were still interested in cook/chill, it would likely have to purchase an entirely new system at a significant expense. Cook/chill equipment is known to have a very high up-front cost for the equipment and its installation, and these costs can quickly rise to over \$1

million. The obsolescence of the original equipment, along with the expense of replacing it, makes this recommendation no longer feasible.

Regarding privatization, before any recommendation can be provided to contract for food services, a thorough study of the costs and benefits of privatization versus the current model should be undertaken. Simply comparing current food cost per meal to private vendors ignores many other factors that must be considered before a definitive decision could be made. Privatized food services have been in existence in jail and prison systems for decades and exist across the country and internationally. They have been found to be a viable alternative to the locally operated model as they often result in lower overall food costs to an agency. However, the ultimate responsibility for the quality and content of food remains with the agency. This means that even in a private food operation, DAJD would still need to provide strict monitoring of food quality and content and ensure that safety and sanitation are maintained.

In addition to the cost per meal, a department evaluation of private vs. local food production must consider a number of factors including:

- The quality of food served. Food quality has a direct impact on the morale of staff and the attitudes of inmates. Palatable, nutritious food can help ensure the improved operation of a correctional facility. Whether using private vendors or locally operated kitchens, the quality of food served has been identified as a component of many major jail and prison disturbances in past decades.
- Portion size. Portion size, just like food quality, can have an impact on the attitudes of inmates and the overall tenor of a facility.
- Accuracy of billings. In the past, some privatized food services operations have been charged with overcharging. For some cases, this was tied to faulty components of the contractual agreement with the vendor.
- Staff turnover. Staff hired by private food vendors can have lower salaries than the public employees they replace. This can

lead to higher turnover and interfere with the ability to provide quality food products.

- Costs of staff in the current model compared with costs of staff in the private model. In the private model, the analysis must also account for the costs associated with monitoring the food services contract.

The other issue that affects the viability of this recommendation is its impact on organized labor. Local food service staff are members of the local union, while staff employed by a private firm are usually not unionized. Therefore, privatizing does impact the local bargaining units and would likely be strongly opposed by their membership. The impact of a major privatization initiative upon the DAJD's relations with its staff labor organizations is a serious concern, which must be taken into account in any consideration of potential benefits. With this caveat, privatization is a viable option for achieving efficiencies in DAJD food service delivery

Alignment with best practices: One of the advertised benefits of cook/chill is that it can reduce staffing costs and often cook/chill vendors indicate this savings can offset or surpass the initial cost of the cook/chill equipment. While this staff savings may exist in a hospital setting, or in a very large scale production kitchen, it has not been routinely found in correctional settings. For a hospital, staff members cook the food in a central kitchen and distribute it to hospital wings throughout the day. Because food is prepared in advance in a cook/chill system, experienced cooks may not need to work during all hours of operation. This allows for less experienced and less expensive employees to be hired for reheating the food and working on tray-line, making it a cheaper scenario than having to batch-cook food throughout the day. In a jail setting, the ability to separate experienced cooks from less experienced cooks is not always feasible. Additionally, food service staff in corrections are not only responsible for food preparation but also have an equally important secondary responsibility of providing training, oversight, and monitoring of the inmates working in food services. Even when food is not being produced, such as during clean up or serving, kitchen staff must be present to oversee their inmate workers. Therefore, we are unable to verify if any staff time savings result from the installation of a cook/chill system in a correctional setting.

Through our experiences reviewing the operations of numerous jails across the country, we have seen cook/chill operations fully in use and also we have seen some that stand unused. For example, in Maricopa County, Arizona, the county jail system has cook/chill installed, and its Food Factory was originally planned to be a cook/chill production center. However, this food production model is not in use, and the original cook/chill equipment has either been modified for their current food preparation use or is unused. On the other hand, Miami-Dade County has four main jails and uses a partially centralized food preparation system. One of the larger jails has cook/chill equipment installed and prepares and chills bulk food and tray food to be reheated at some of the other facilities. The food services supervisor in Miami-Dade is very pleased with how their system functions, but has no estimates for any savings cook/chill may generate over a normal cook/serve operation.

The issue of privatization and best practices is complicated. In many cases, private food firms can have a lower cost per meal due to their buying power, consistency of practices, lower personnel costs, and adherence to strict portion control. Comparing cost per meal across organizations, however, can be misleading as there often are different methods involved in the calculation. The DAJD staff states that no fixed cost per meal with labor included has been developed. The Food Services Supervisor indicated that the cost of raw materials needed per meal is approximately \$0.79. This amount appears to be lower than the cost per meal found in many correctional systems. For example, a 2013 study of food services in state departments of corrections performed by the Association of State Correctional Administrators (ASCA) found raw food costs ranging from as low as \$0.55 per meal (Alabama) to \$1.51 (Georgia). The average raw food cost per meal was \$0.99 per meal.

However, when comparing meal costs to the rates charged by private vendors, labor cost must be factored into the equation. At this point it becomes more complicated to estimate DAJD's cost per meal including labor. Currently there are 31 staff employed in food services in DAJD. Assuming their average salary and benefits total \$60,000 per employee, and assuming the agency prepared 2,487,701 meals last year, then labor adds another \$0.75 to each meal bringing the total cost per meal including labor to \$1.59, or \$4.37 per day. This is a very rough approximation of system food service costs. Any serious analy-

sis of the potential benefits of privatization would necessitate a much more rigorous analysis of actual DAJD food and labor costs. A 2009 survey of contracted jail food service in large jails ranging in population from 1,335 to 3,567 found an average daily food service cost (including labor) of \$3.01 per meal. Even taking into account some modest rise in cost since 2009, the daily cost of contracted food service in large jails appears to be significantly below the level spent by King County.

Table 13. Food service costs by county

County	2009 ADP	Food Service Cost	Cost per Inmate per Day
Wake	1,335	\$1,890,177	\$3.88
Prince George's	1,460	\$1,383,883	\$2.60
Mecklenburg	2,496	\$3,977,685	\$4.37
Davidson	3,567	\$3,054,662	\$2.34
Travis	2,434	\$2,083,920	\$2.34
Average	2,258	\$2,478,065	\$3.01

Despite the cost advantages provided by privatization, it is not fair to conclude that privatization is an industry best practice. Considerations of food quality, accountability, and labor relations are significant factors that have led many large jurisdictions to continue to operate their food services, despite apparent cost savings. These considerations must be given significant weight in any evaluation of the potential utility of privatization. It is our opinion that DAJD should give consideration to the potential to contract our food services. They should conduct an evaluation of the benefits and detriments of privatized food services that does not solely focus on food costs.

Operational impact: A cook/chill food system would have considerable impact on the operation of the DAJD food services and its daily jail actions. If this system was centralized, food service staff would have to be retrained to learn the food preparation and safety requirements of cook/chill. Additionally, some food services staff from the remote sites may need to be reassigned to the central kitchen location, and delivery staff would be needed to transport food from the main production center to the serving sites. A food transportation system would also need to be acquired and maintained to ensure the proper temperatures are held during transportation twenty (20) miles from the MRJC facility. A study of the electrical system would be

needed to ensure it could handle the electrical draw needed by cook/chill equipment.

Secondly, there is the concern that food quality from a cook/chill system is lower than the quality from a cook and serve kitchen. Patient surveys in hospitals have found that food prepared frozen and reheated using cook/chill does not taste as fresh and often has an unusual texture. The quality of food served to staff and inmates is an important factor in the operation of the facility. Most staff in jails typically cannot leave grounds for lunch so are limited to food they carry in or food served in the kitchen. For inmates, the food options are even fewer, and poor food quality has been identified as a key issue in many of the serious incidents that have occurred in jails and prisons in past decades.

Privatizing the food services operation does not remove King County from responsibility for the food produced. Poor quality or inadequate portion sizes, whether prepared by the current county staff or by a private firm, could have an impact on the overall operation of DAJD.

Financial impact: The expense of a new cook/chill system, food transportation vehicles and re-heating stations would be significant with little verifiable long-term savings to the county. However, based on the data reviewed, privatization could reduce the average cost per meal by a significant amount and result in substantial savings. The amount of this estimated saving is dependent upon DAJD developing an accurate cost per meal based on actual expenditures that can be compared to private vendor's prices.

Need for further study: If the county desires to further study the potential use of cook/chill, we recommend they visit locations that have successfully implemented similar systems. Further, prior to any action on this recommendation, further study is needed in the following areas:

- The agency should develop a cost per meal using the factors typically identified in the cost per meal that includes raw food costs, supplies (napkins, utensils, trays, etc.), and labor.
- The department should conduct a study of the financial and non-financial costs and benefits of private vs. public operation of its food services.

As noted above, any privatization initiative needs to be evaluated in the context of the current labor issues facing a jurisdiction. Effective management of any correctional system requires good management relations with line staff, ensuring that both parties are aligned in terms of work approach. The cost savings that may be achieved through privatization of food service can easily be offset by the operational and management problems caused by a hostile labor/management relationship.

Implementation plan: None.

3.4.6: Court Detail

Recommendation: Savings in court detail depend primarily on other agencies reducing their requests for transports. Work with the courts and jail health services to identify potential efficiencies (Operations Master Plan, 2004, p.170).

Status: This recommendation requires a significant level of cooperation and the willingness to recognize the value to providing an efficient cooperative venture from multiple entities including, in part, representatives from Superior Court; District Court; DAJD; Jail Health Services; and a multitude of community health service representatives. While strides have been made to a limited degree with representatives from the District Court and Jail Health Services on achieving efficiencies in court detail operations, the issue does not appear to be a priority. No formal discussions on this issue are taking place within the Criminal Justice Council.

Viability: The recommendation presents a challenge as the issue requires a commitment from representatives across the entire criminal justice system. The DAJD's role is primarily that of providing a service, making certain the inmate is present when requested, rather than as the sole source leading to enhanced efficiency. Workload responsibilities are most often determined by entities outside the DAJD, and the viability of this recommendation is dependent upon the commitment made by those entities involved. As such, the viability of the recommendation is uncertain.

Alignment with best practices: In recognizing best practices in this area, it is essential that court, medical, and detention staff work cooperatively in the design and implementation of the transport system.

This requires mutual understanding of limitations and the costs associated with operating outside the system. At a minimum, on-going formal and informal discussions should occur; written policies and procedures should be developed that govern the transportation from both outside the facilities and from one facility to the next; procedures should emphasize safety and timely access to courts and services; electronic scheduling should be used; sufficient staffing levels should be available to maintain compliance with the approved transport procedures; and video technology should be considered when possible.

The current transport/court detail division as reported appears to be operating in line with some of the better jail jurisdictions. Best practice policies and procedures have been established and are reported to be routinely followed; staffing levels dedicated to the division did not appear to be significantly deficient, although a post analysis was not completed; qualified leadership was available; and on-going effective communication with some representatives of the criminal justice group were occurring.

As found in the majority of jurisdictions, the most challenging component to achieve maximize efficiency in this area is the ability to get stakeholders to adjust their schedules when needed in exchange for maximizing cost effectiveness. Most jurisdictions have different degrees of success in this area. In discussions with DAJD personnel, we found that this appears to be the case in King County. Staff reported that a degree of progress has been made in this area with Jail Health Services and District Court.

Some agencies have expanded the use of video court technology to reduce the transportation to court, while others have implemented or expanded the use of telemedicine. These technologies have upfront costs but can generate savings in the long term. We note that video court and telemedicine technologies are addressed in another recommendation.

Operational impact: The Court Detail Division is primarily responsible for ensuring inmates are present in court and/or for medical services. Secondary responsibilities may include assisting facilities in a variety of ways such as conducting security shakedowns, back-filling posts, and assisting in emergency response related issues. The work-

load required of the division is significantly affected by the activities and schedules of others, including agencies outside the DAJD. As a result, the court detail division is primarily considered a service provider to those entities. Their workload is determined mostly by the number of appointments/court hearings and the times that are set by others. The more consistent the schedules and transport-related activities, the more efficient the division can be. Working outside the established schedules can often lead to additional DAJD costs at a rate that exceeds routine practice. Unfortunately for the DAJD, the schedule is normally set by others outside the DAJD.

Financial impact: Court and medical transports can have a significant expense for DAJD. These details are labor intensive and typically can require a high ratio of staff to inmates. For 2012, DAJD indicated that court detail represented 12,498.54 hours of correctional officer time. Every 10 percent reduction in the court detail hours would represent more than \$65,000 in savings based on the average correctional officer overtime pay (\$52.50/hour). The keys to fiscal efficiency in this area are the ability to establish scheduling, control additional transport activities, apply a roster management model that reflects workload and staffing requirements, and provide sufficient staffing levels. Appropriate staffing levels on the surface appear to be available, and a staffing model is used that exceeds the quality used in most jurisdictions. The scheduling and non-routine activities are most often determined by entities outside the DAJD and if this is not controlled, desired efficiency levels may not be reached.

Need for further study: It has been reported that formal discussions between key stakeholders have previously been initiated in the past, and the interest levels as time goes on and appears to either be re-focused on other areas and/or the discussions on efficiency transport scheduling appear to fade. This area needs to continue to be monitored, the results shared with stakeholders, and formal communication channels kept active.

Implementation plan: None.

3.5 Administration

Recommendations to address a variety of issues in the administration area face significant challenges to implementation. Staff training is a major issue for the DAJD. The national standard for correctional officer training is 40 hours annually. DAJD officers receive 6 hours of training. To bring the level of training up to the standard will cost in excess of \$1.3 million. The requirement to perform annual staff evaluations is a basic feature of most management systems. However, the extremely flat organization of the DAJD, with very large spans of operations to manage and control makes it difficult to impose this as an additional requirement on already heavily burdened supervisory staff.

Many of the issues involved in the cost of operations of the DAJD revolve around staff compensation and work rules. King County staff salaries and benefits are high relative to most other jurisdictions. Mandatory break times increase the need for relief staff. The use of comp time, in particular, contributes to high costs.

One of the biggest issues facing the DAJD is how to proceed on replacing its current inmate information management system, which dates back to 1974. We are unaware of any major correctional system operating on a technology platform that is this old. The system is difficult to support, creates numerous redundancies in entering and managing data, and creates inefficiencies throughout the system. At some point, the system will have to be replaced. The projected cost of a comprehensive system replacement is \$9 million to \$10 million.

3.5.1: Staff Development

Recommendations:

- Develop and provide a minimum of 24 hours of viable annual training for all custody staff and specifically develop and provide training for ITR as a specialty assignment (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3).
- Develop annual evaluations of all staff, and provide supervisors with training on the effective use of evaluations (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3).

Status: Annual staff training has not been developed to provide a minimum of 24 hours of viable training including specific training

for staff assigned to the ITR. The expense of overtime backfill of staff attending classroom training and the need to fund operational demands are the primary reasons cited for not implementing this recommendation. Currently, corrections staff receives on average 6 hours of classroom training annually. This classroom training is supplemented by online and on-shift training. This represents an increase over prior years training levels.

Similarly the recommendation to conduct annual personnel performance evaluations and to provide training to supervisors on the appropriate method of implementing and utilizing the performance evaluations has not been implemented.

Viability: Each of the cited recommendations appears to be appropriate and viable and should be considered positive initiatives that would contribute to a more efficient operation when properly funded and applied. Through the availability of sufficient resources, equipment, proper prioritization, and the development of goal-oriented policies and procedures, each of the recommendations that have not been implemented could be attained.

Alignment with best practices: The near universal standard for correctional officer training requirements is 40 hours annually per officer, with staff in special assignments receiving somewhat more. Civilian personnel typically receive 20 hours annually. DAJD officers receive approximately 6 hours of training per year. The recommended level of training falls far short of best practice standards and actual DAJD practices are even farther removed from acceptable levels.

Providing annual performance evaluations to staff is generally considered a required minimum standard for personnel administration in virtually all modern organizations. Best practices generally address the quality of the evaluation and methods to follow up on identified performance issues, with the presence of a staff evaluation system a given.

Operational impact: Staff development leads to better trained staff and more qualified personnel completing required tasks. Training is one of the most effective risk management tools available to correctional administrators. Providing staff with the best available knowledge on management expectations and how to perform their

duties has a direct correlation to operational performance, particularly in a correctional facility working environment where issues of security and safety are omnipresent. The creation of an adequate training program would create a need for additional staff or overtime, as it will take staff away from regular post assignments for the equivalent of one work week per year.

The absence of personnel evaluations makes it difficult, if not impossible, to document staff performance and identify areas of needed improvement. The performance evaluation exists just as much to hold supervisors accountable for managing their staff as it does for the documentation of worker performance. Creating a system of personnel evaluation will create an additional burden on supervisory staff. This is particularly an issue in the DAJD, which appears to have extremely broad spans of control, with supervisors responsible for a very large number of line staff. Implementing a conventional performance evaluation system, with annual and quarterly reviews, in this type of organizational structure could prove problematic. This issue begs the question of whether the current organizational structure of the DAJD is conducive to effective management and control of staff. That issue, however, is beyond the scope of this review.

Financial impact: According to DAJD staff, correctional officers currently receive approximately 6 hours of training annually. In order to reach the recognized best practice standard of 40 hours of annual training, each officer would require 34 additional hours of training. Assuming a roster of 504 officers, this equates to 18,144 additional hours of training. If this time off post is built into the relief factor, this corresponds to 12 additional officers. With an average FTE cost with benefits of approximately \$106 thousand, this corresponds to an additional cost of \$1.3 million.

There are no significant direct costs associated with the administration of regular performance evaluations, assuming the county or DAJD already has the administrative framework for management of performance evaluations. The more significant cost, as noted above, is the intangible time required of supervisors to perform this additional duty.

Need for further study: Creation of a full-scale training program and performance evaluation system are significant initiatives which will

require substantial investment and work by DAJD administrators. Particularly in the area of training, NIC can provide substantial assistance in identifying a model for a training program that could meet DAJD's operational needs. DAJD staff should also visit nearby jails with training programs to help inform their future planning.

Implementation plan: Pending further study of personnel and training program requirements.

3.5.2: Staff Compensation and Comp Time

Recommendations: Take steps to eliminate the use of comp time and to lower the amount of vacation, holiday, and comp time leave that can be taken so the caps more closely match the amount of leave that can be covered by existing staffing levels (Performance Audit of Jail Overtime, Report No. 2006-06, 2006).

Status: The DAJD and King County, working with the King County Corrections Guild (KCCG) have taken steps to reduce the usage of compensatory time off (comp time) by reducing the maximum number of hours that may be accrued by bargaining unit members. According to staff interviewed, at one time there was no limit on employee accrual of leave time. A 1997-1999 agreement was provided that indicated there was a 120 hour maximum accrual in that contract. That contract also contained an exception for the first 90 days of the contract period to permit a 240 hour accrual. This indicates all parties to agreements had been working to reduce the maximum accruals for quite some time. Moreover, in this agreement the maximum accrual of hours was a non-replenishable total to be accrued in a year.

Under the current KCCG Collective Bargaining Agreement (CBA), the maximum accrual balance is limited to 82 replenishable hours. Additionally it states that "any use of two consecutive days or more of non-protected leave (vacation and/or compensatory time) shall require a minimum of 24 hours' notice. The implication of that statement is that one day or a day and a half of vacation or comp time requires no notification whatsoever.

Viability: The recommendation to lower the accrued comp time has had a positive impact on overtime usage. Overtime per correctional officer has dropped from 193 hours per correctional officer in 2010

to a projected 142 hours in 2013. However, overtime for sergeants has change little in the past three years and continues to average nearly 260 hours per year. Another factor in helping to reduce overtime for corrections officers has been the addition of FTEs in relief positions, which reduces reliance on overtime, provides a better mix of over-time/FTE for operational flexibility and perhaps even efficiency gains.

The reliance on comp time as an alternative to paying overtime has come into disfavor in recent years as departments that have 24/7 operations have learned that comp time (which is earned at time and one half according to FLSA and bargaining agreements) costs the same or even more than overtime when hours earned are eventually taken. This does not typically occur in regular (8:00 to 5:00, 5-day per week) office settings, where staff who work late or on a weekend just take time off at a later time. The requirement to pay the time and one-half overtime premium is based on exceeding the 40-hours per week standard. In law enforcement and especially detention operations where work goes on 24 hours per days 7 days per week (24/7) there is often no opportunity to “repay” hours earned quickly (within the week) to avoid paying the one and one half time premium because there are few if any opportunities to give time off without the need to cover a shift by another employee. In King County not only does the overtime premium kick in once 40 hours are worked in a week, it kicks in after 8 hours per day. Regardless of whether overtime is paid or comp time is earned, the rate is one-half times the regular hourly rate.

An employee who has earned comp time may request time off, and his or her shift will need to be covered either by staff on relief posts or it may need to be back-filled with overtime paid to or comp time earned by another officer. In this instance, the 8 hours worked earns the employee 12 hours of comp time or payment of time and a half for the 8 hours worked. If comp is taken instead of payment of overtime, there will be an accrual of 12 hours of comp time, which can be taken at a later date. Those 12 hours of accrued comp time earned requires the repayment of 12 hours of comp time off, which could in turn require 12 hours of overtime to be paid to another officer or officers to cover the shift(s) or the equivalent of 18 hours of pay. This situation could be further exacerbated by offering even more comp time instead of paying overtime. As noted in the County Auditor’s re-

port, this is not an efficient use of public resources. The County Auditor correctly noted in the 2006 performance audit on jail overtime, that because "...officer absence must be covered by someone, comp time generates the need to cover leave in the future and this coverage is typically worked at an overtime rate." The Auditor concluded that comp time is on average 50 percent more expensive than paying overtime for the extra shift work. We agree with that conclusion.

Additionally, because staff need not give notice of using comp time (or vacation), planning for coverage is not possible and the shifts can seldom be covered by relief staff because they are already covering planned time off.

As the example shows, comp time leads to more comp time and/or eventually overtime pay, which is paid at a time and one half premium. There are many leave time options for DAJD staff and the county pays for most of the leave types with its generous benefits program. The following table shows just how much leave time was taken by the approximately 540 correctional officers and sergeants in 2012 (as of 7/23/13 there were 498 CO and 38 sergeant positions filled). This figure amounts to 549 hours per year or 67 shifts (work days) per staff member.

Table 14. Corrections officer and Sergeant leave use hours by type for 2012

Leave type	KCCF	RJC	Combined
<i>Corrections officers</i>			
Comp time	19,673.70	9,456.44	29,130.14
Holiday	17,576.89	8,035.59	25,612.48
Vacation	53,874.83	27,897.70	81,772.53
<i>Subtotal scheduled</i>	<i>91,125.42</i>	<i>45,389.73</i>	<i>136,515.15</i>
Administrative	2,475.51	2,230.41	4,705.92
Bereavement	1,013.08	694.45	1,707.53
Family sick	14,481.94	3,614.86	18,096.80
Furlough repl	-	-	-
Guild business	-	-	-
Jury duty	310.46	433.01	743.47
Military	3,973.62	964.06	4,937.68
Military activate	5,465.73	3,627.48	9,093.21
No pay	10,065.44	3,493.72	13,559.16
Sick	59,108.58	26,159.43	85,268.01

Table 14. Corrections officer and Sergeant leave use hours by type for 2012

Leave type	KCCF	RJC	Combined
<i>Subtotal unscheduled</i>	96,894.36	41,217.42	138,111.78
Facility total	188,019.78	86,607.15	274,626.93
<i>Sergeants</i>			
Comp time	1,934.14	2,855.54	4,789.68
Holiday	1,305.52	892.52	2,198.04
Vacation	5,049.56	3,250.93	8,300.49
<i>Subtotal scheduled</i>	8,289.22	6,998.99	15,288.21
Administrative	3.00	-	3.00
Bereavement	98.04	24.51	122.55
Family sick	705.93	169.38	875.31
Furlough repl	-	-	-
Guild business	-	-	-
Jury duty	-	-	-
Military	-	-	-
Military activate	-	-	-
No pay	490.20	-	490.20
Sick	2,939.80	2,224.11	5,163.91
<i>Subtotal unscheduled</i>	4,236.97	2,418.00	6,654.97
Facility total	12,526.19	9,416.99	21,943.18
DAJD total	200,545.97	96,024.14	296,570.11

Source: DAJD Roster Management System 7/16/13

The preceding table shows the department incurred leave time of 296,570 hours in 2012. Of that 151,803 hours (51 percent) were scheduled leave, while 144,767 hours (49 percent) was unscheduled. Of all leave for both pay groups (COs and sergeants) 90,073 hours (30.4 percent) was for vacation, 87,732 hours (29.6 percent) for sick leave, 34,402 hours (11.6 percent) for comp time, and 27,811 hours (9.4 percent) was for holidays. Those four categories account for 81 percent of all leave taken.

Alignment with best practices: Correctional systems across the country have come to understand the detrimental effect of offering comp time versus paying overtime for hours that exceed regular hours in a work period. Limiting the “maximum accrual” to 80 hour is a good first step but does not go far enough to minimize the negative impact comp time has on overtime costs. Because the balance may be replen-

ished so long as it is below the cap, the benefit of limiting the balance to 80 hours is minimal. Comp time will continue to be earned and taken with the need for additional overtime to cover it. The use of it should be eliminated entirely.

Operational impact: The earning of comp time increases the total number of scheduled and unscheduled days off available to an officer and thereby increase the level of regular or overtime relief required to cover their absence. Additional hours must be worked by another officer to make up for hours not available because of the leave. In most cases, given the staffing level and lack of relief staff, this is an overtime officer. This, in turn, leads to more comp time earned or even more overtime paid. The elimination of comp time or reducing the maximum accrual to 20 hours would take some time to implement but could be accomplished within 12 to 18 months.

The elimination of comp time or reducing the maximum accrual to 20 hours should make planning and developing a shift relief formula more accurate, reduce the need for staff to work so many extra hours beyond regularly scheduled hours, and reduce overtime costs. Correctional officers are still averaging 13.3 hours per month in overtime and sergeants 24.5 hours in overtime, as of July 2013. This means correctional officer are earning overtime on about 9 percent of their work days and sergeants are earning overtime 15.4 percent of the days they work.

Another aspect of high overtime usage is the detrimental long-term effect of working excessively long hours. Law enforcement and corrections officials have come to understand the negative impact that long work hours and few days off have on their respective staffs. Staff working in stressful environments, such as jails, needs time away from work. Working an additional two or three 8-hour extra shifts per month can take its toll when it is done month after month. It must be pointed out that some staff work little overtime so when overtime averages 13 to 24 hours per month; it means some staff are working 20 to 30 hours or more extra per month. Also it must be noted that when the extra hours worked are converted to comp time instead of paying overtime there are even more additional hours being worked.

Not only are the overtime hours excessive compared to most jails we have studied, the use of leave time is high as well. Since 2010, correc-

tional officers have averaged 484 hours of leave time each year, or about 40 hours per month. Sergeants have averaged 512 hours per year over the same 3.5 year study period, or 42.7 hours per month. So, at the same time staff are working two or three days of overtime in a month they are taking five days off on leave. As can be seen in the table on the preceding page, of that total leave time taken about 10 percent of it is for compensatory time or about 2,400 hours per month; most all of which needs to be covered by staff working overtime. Besides compensatory time, the other types of leave time shown in the table need to be covered either by staff assigned to relief posts for that purpose or by staff being paid overtime.

The following table provides the same information as in the previous table with one exception - the hours of leave time are shown on an annual basis in the previous table, which may or may not have much meaning to the casual reader, but the information is displayed as shifts per day of leave instead of hours per year of leave. This gives the reader a better picture of how much leave must be covered by relief posts or staff working overtime each day.

Table 15. Corrections officer and Sergeant leave use by number of shifts per day by type for 2012

Leave type	KCCF	RJC	Combined
Corrections officers			
Comp time	6.58	3.16	9.74
Holiday	5.88	2.69	8.57
Vacation	18.02	9.33	27.35
<i>Subtotal scheduled</i>	<i>30.47</i>	<i>15.18</i>	<i>45.65</i>
Administrative	0.83	0.75	1.57
Bereavement	0.34	0.23	0.57
Family sick	4.84	1.21	6.05
Furlough repl	-	-	-
Guild business	-	-	-
Jury duty	0.10	0.14	0.25
Military	1.33	0.32	1.65
Military activate	1.83	1.21	3.04
No pay	3.37	1.17	4.53
Sick	19.77	8.75	28.52
<i>Subtotal unscheduled</i>	<i>32.40</i>	<i>13.78</i>	<i>46.19</i>
Facility total	62.88	28.96	91.84
Sergeants			
Comp time	0.65	0.95	1.60

Table 15. Corrections officer and Sergeant leave use by number of shifts per day by type for 2012

Leave type	KCCF	RJC	Combined
Holiday	0.44	0.30	0.74
Vacation	1.69	1.09	2.78
<i>Subtotal scheduled</i>	<i>2.77</i>	<i>2.34</i>	<i>5.11</i>
Administrative	-	-	-
Bereavement	0.03	0.01	0.04
Family sick	0.24	0.06	0.29
Furlough repl	-	-	-
Guild business	-	-	-
Jury duty	-	-	-
Military	-	-	-
Military activate	-	-	-
No pay	0.16	-	0.16
Sick	0.98	0.74	1.73
<i>Subtotal unscheduled</i>	<i>1.42</i>	<i>0.81</i>	<i>2.23</i>
Facility total	4.19	3.15	7.34
DAJD total	67.07	32.11	99.18

Source: DAJD Roster Management System 7/16/13

As the table shows, the 296,570 hours of leave time in a year from the previous table means about 100 shifts per day that staff (correctional officers and sergeants only) was off duty on leave, based on 2012 data. We understand that some of the leave is for military, jury duty or other leave that is not really an employee benefit but a duty, but those shifts must still be covered. To cover shifts beyond what is included in the relief factor staffing, requires correctional officers and sergeants to work extra shifts or partial shifts. To make the point again, those are hours worked to cover leave beyond what is covered by relief posts and requires payment of the time and one half premium whether the time worked is paid as overtime or accrued as comp time.

Financial impact: The cost of overtime to the county for DAJD operations is projected to exceed the 2013 budgeted amount by more than \$2 million (45.7 percent). Moreover, the \$2 million additional cost does not include benefits associated with that overtime amount. For adult detention operations (MRJC and KCCF), the overtime cost is projected to exceed to the budgeted amount by about \$1 million out of the combined \$4.25 million budget, or about 23 percent. Just how much overtime can be attributed to back filling shifts due to more

staff off duty than anticipated (and therefore not included in the relief factor) is not known based on available data. The elimination of comp time would lead to a reduction in overtime paid.

We estimate the savings by completely eliminating the accrual of comp time could exceed \$1 million per year. The \$1 million amount is based on current usage of comp time at 2,273 hours per month by corrections officers and sergeants at both detention facilities. If the average hourly overtime rate is \$50/hour and if only 75 percent of comp time is covered by overtime, it would cost approximately \$1,023,000 to cover those shifts using other officers. The 75 percent of comp time covered by overtime is used as a conservative estimate by the consulting team and is not based on any specific data provided. Again, if the employee working extra hours takes comp time rather than paid overtime, the 8 hours worked earns 12 hours of comp time, which leads to 18 hours of pay or additional comp time and so on.

The County Auditor acknowledges that the benefits part of the compensation package earned by DAJD uniformed staff is so high that the cost of overtime for the department is less expensive than hiring new staff. So, although overtime may be less expensive than hiring more FTEs, it is still very high because of the use of compensatory time, and it could be reduced substantially.

Need for further study: The Auditor's 2006 performance audit of jail overtime confirms the detrimental impact of current compensatory time policy. Additional study of payroll records and expenditures would need to be done to confirm that limiting comp time balances to 80 hours does not go far enough to reduce overtime costs associated with earning and using comp time.

Implementation plan: In future bargaining sessions between the county and its uniformed staff bargaining units, efforts should be made to eliminate the use of compensatory time. The County Council should direct the County Executive and the Office of Labor Relations to work to reduce balances (e.g., cap at 20 or 40 of non-replenishable hours) in the next bargaining agreements for each of the employee groups, followed by consideration of complete elimination in subsequent CBAs, should the reduction prove effective in reducing accruals and not negatively impairing operations.

3.5.3: Collective Bargaining

Recommendation: Renegotiate CBAs to increase flexibility in staff assignments; reduce the number of job classifications and expand the use of inmate labor. Evaluate inconsistencies between existing labor agreements with the purpose of establishing more consistent recognized practices between the agreements (Adult Detention Operational Master Plan, 2004, p. 198).

The premise of this recommendation is that some of the operational inefficiencies present in DAJD operations are the result of the eleven labor agreements, of which six apply to employees of adult detention facilities. In addition to those CBAs, there are other labor agreements for services performed within the DAJD including, in part, Jail Health and AFIS.

The number of labor agreements increases the workload on management. These labor agreements also involve personnel that work in other agencies, including staff from other agencies that work within the DAJD facilities. The way the agreements have been developed over time, limits DAJD's ability to control efficiency levels, negotiate contracts, and operate the facilities.

Status: DAJD and King County have a long-standing history of supporting employees' rights to collectively bargaining. The numerous personnel leadership changes and variations in philosophical approaches to jail operations have contributed to some inconsistencies. As a result, there are elements in various agreements that limit management's options in regards to applying more efficient practices within the DAJD. Ongoing reviews of existing agreements occur on a regular basis, and specific issues are identified by management personnel as a point of focus. As noted above, one of the difficulties in addressing specific language in an agreement is that agreements often impact staff working outside the DAJD. Staff interviews revealed that some of the current focus areas include employee wages; parking, compensatory time, and access to meals.

Viability: Ongoing efforts appear to be in place that address specific issues within the agreements. However, discussions with management personnel indicate there does not appear to be a plan developed to focus on addressing inefficiencies and any broad constraints resulting from operating within the numerous labor agreements. The viability

of achieving what would amount to significant concessions from labor over practices that have been negotiated and granted in the past appears extremely limited. Moreover, the issues described in the OMP go beyond the authority of DAJD and are more a function of long-standing county government labor relations policies. The recommendation to renegotiate these practices does not adequately take into consideration this context.

Alignment with best practices: Best practices in the industry start with having personnel assigned who understand the bargaining relationship and can develop a well prepared negotiation team to identify and address impact issues. This requires a significant amount of staff investment in time and knowledge development. The Deputy Director of the DAJD, supported by the Director and HR personnel, devotes a great deal of time in this area. Some larger jurisdictions will have dedicated personnel that are assigned specifically to labor relations.

Some of the general constraints that limit management cited in the OMP include the following:

- The contracts have different beginning and expiration dates. This results in changes in labor practices to go into effect at different times for various employees. Implementation is more complex than if all the time frames were the same.
- Contract negotiations are time consuming. Having fewer contracts would decrease the workload of DAJD management as well as the expense of time away from the job for bargaining unit employees that are involved in contract negotiations.
- Although there has been an attempt to synchronize the language where possible throughout the six contracts, combining the contracts would decrease the likelihood of making an error in labor practices.
- Having job classes under different bargaining units means employees do not have reversion rights when there is a reduction in force. In other words, if a correctional officer is "laid-off," he/she cannot revert to a previously held corrections technician position because the corrections technicians are in a dif-

ferent bargaining unit. Thus, DAJD has the potential of losing employees in which they have invested.

- DAJD's ability to influence contract negotiations is limited in those situations where the bulk of the employees for a particular bargaining unit are not employed by DAJD. An example is the Construction Crafts unit, where only 4.5 percent, or 27 out of 599 of the covered employees are employed by DAJD.
- Because jail health services are provided by a separate Department of Health, DAJD's ability to control service delivery is limited. Communication and cooperation between the two agencies has, reportedly improved in the recent past, although the separate labor agreements upon which DAJD has no control remains a constraint.

These types of issues are not uncommon within jurisdictions with strong labor unions and a historical commitment to collective bargaining, as is the case in King County.

Management staff reported two of the areas that are currently being addressed are eliminating compensation for employee parking and access to free meals. These are two benefits that are rarely found in the industry and are inconsistent with general practices within the industry.

Operational impact: The recommendation strongly encourages the renegotiation of the CBAs with a focus on increasing flexibility in staff assignment, reducing job classifications, increasing inmate labor opportunities, and establishing more consistent practices between the agreements. Some of the more specific constraints mentioned in the OMP which may have an impact on operational efficiency include the following:

- Officers are required to be given two 15-minute rest periods, inclusive of travel time, and a 30-minute meal break per shift. These breaks are at the employer's expense due to the fact that employees must remain available for duty. Consequently, DAJD must provide relief personnel during three different times to each officer assigned to a dedicated or continuous post during each shift. Staff assigned to an intermittent post do not require meal/break relief personnel.

- The Human Resources Division, assisted by DAJD, negotiates for wages. Wage negotiations mean that DAJD cannot fully predict future costs and that wage increases are different under the various contracts.
- The variety of CBAs means that some of the bargaining unit groups are small, which creates an inefficient business model. This is particularly true when backfilling for absences. An example is the corrections technicians versus correctional officers. The corrections technicians are a small group that requires the use of overtime in order to maintain their staffing levels. This is in contrast to the relief pool within the correctional officers that can be used to backfill for absences without the use of overtime. Another example is correctional officers and classification staff. At one time, officers completed classification work. Now that the classification staff is in a separate bargaining unit, officers no longer do this work. Again, the need for overtime arises when classification staff members are absent.
- Article 18 of the Corrections Guild indicates that the CBA constitutes the whole and entire agreement between the parties. However, there are a number of memorandums of understanding (MOUs) that have never been incorporated. When a new CBA is negotiated, the MOUs are simply reprinted with a new date. This means that one must be aware of all the MOUs as well as the contract language. Incorporating the MOUs into the new contract reduces the complexity of the agreement and implies a whole and entire agreement.
- At one time, many of the routine maintenance functions such as cleaning and painting at KCCF were performed by inmates. These functions are now being performed by trades workers. This reportedly results in increased costs (not only in terms of trades worker wages, but trades workers must be escorted by correctional officers), decreased sanitation, and increased inmate idleness. One solution is to have a vocational program similar to the one at the MRJC where a community college provides a janitorial training program for inmates. Although a pilot program is being discussed, the funding is temporary and there are a couple of potential labor constraints. First, trades workers may be displaced and correctional officer escorts would no longer be required.

- The chain of command does not include lieutenants. Captains run the three shifts and various program areas such as court detail at KCCF and ITR at the MRJC. This is reportedly a result of legal action when the current KCCF building opened. The lieutenants successfully argued to a superior court judge that they were performing captain duties, and all lieutenants were upgraded, including the shift commanders. The result is increased cost.

Financial impact: The hypothetical fiscal impact of achieving significant concessions in the collective bargaining process is dependent upon which inefficiencies are addressed, the extent to which the identified issues are addressed, and how they are addressed. The cost savings can be significant in a number of different areas; however, they cannot be determined until a plan has been developed and specific areas of focus are identified. Moreover, the likelihood of achieving significant concessions from labor without corresponding increased costs in other areas as part of the bargaining process is extremely unlikely.

Need for further study: Further study by DAJD and the Office of Labor Relationships should be given to prioritizing those specific operational policies, currently governed by CBA, that hold the greatest realistic potential to provide achievable efficiencies.

Implementation plan: None.

3.5.4: Revenues

Recommendations:

- Consider alternative fee-setting strategies to help mitigate financial stress on the county's criminal justice system and reduce costs (Jail Operations and Performance Audit, 2010, page 34).
- Raise rates charged to the State Department of Corrections; make full use of capacity to achieve economies of scale and lower operating costs (Jail Operations and Performance Audit, 2010, page 17).
- The County Executive will notify County Council of any changes requested or initiated to change agreements between the

state Department of Corrections and DAJD contracts (2012 Adopted Budget, Ordinance 17232, Section 48, Proviso 2).

Status: The recommended use of alternative fee-setting strategies has been implemented, as evidenced by the county's successful long-term contract with the City of Seattle. Similarly, the terms of the proviso requiring the County Executive notify the County Council of rate changes in the DOC contract has also been implemented. The auditor's recommendation to raise rates has not been implemented.

The 2013 DAJD budget projects 2013 revenue to be \$19.9 million. The sources of revenue include contracts with local agencies, the state, and federal agencies. In addition to contracting of its facilities' beds to be used by inmates of other jurisdictions, the department receives funds from federal grants and entitlement programs and for fees earned by work crews.

The department has entered into a long-term contract with City of Seattle through 2030. This contract accounts for 57.7 percent of DAJD contract revenue, according to the adopted 2013 budget. The next largest portion of contract bed revenue (28.1 percent) is derived from the State of Washington Department of Corrections (DOC). The DOC uses King County detention beds for housing of parole violators. DAJD and DOC are currently negotiating per diem rates and are exploring two other contracting opportunities.

The rates charged by DAJD for jail services depend on the level of service provided. Basically, there is the charge to book an inmate, daily maintenance (room and board), and higher rates or surcharges for the infirmary or psych unit housing. Rates charged to the DOC have historically been lower than rates charged to cities. This is typical in other systems because there are generally lower costs associated with DOC inmates. There is generally much less processing involved to intake and release a DOC inmate, and inmates with major medical problems are sent back to DOC and they are not having to be transported to court.

Recent legislation contained in Senate Bill 5034 offers opportunities for additional contracting of bed capacity and sets maximum daily rates. Offenders who violate the terms of their community supervision will continue to be subject to a rate not to exceed \$85 per day,

while one new program offers a rate not to exceed \$70 per day and another, not to exceed \$65 per day. One opportunity is to house short-term offenders within 120 days of release who would otherwise be transferred to a state facility, which should result in lower costs for the state and income for the jail. The other opportunity allows the state to contract with jails for the provision of housing, healthcare, and programming for 300 minimum or medium security offenders. Obviously, these inmates could move from one category and rate to another overnight, which will present challenges for the administrative units of the department to ensure proper accounting and billing; but with adequate time to plan and develop strategies, especially with their long outdated jail management system, the department should be prepared for this challenge. These rates are even lower than other contract rates; but because of the need to cover the marginal costs of additional inmates, they should be considered as viable options. In this case, there would be no negotiation as rates are established in state law. But as long as rates cover marginal costs, they should result in a positive contribution margin for the county.

Viability: Alternative fee-setting strategies are viable, have been implemented, and contribute to filling excess bed capacity in the county system. By not having to consider full cost recovery, the county can negotiate rates with potential customers and provide competitive rates that will make the county an attractive partner for the housing of inmates. If the county were not able to price its service offerings below full cost, it may not be able to fill its beds and will have even less funding to cover its costs.

In the past 20 years, King County has experienced a fragmentation of the secure detention system. Due to rising prices, cities moved their misdemeanants to lower priced jail space in other counties. At the same time, forecasts indicated that the county would run out of secure space within a decade. As a result, certain cities banded together to build a multicounty misdemeanor jail to meet their needs (SCORE). However, in the last four years, there has been a decrease in population, and as a result, King County, SCORE and other local detentions/corrections facilities all have excess capacity. Excess capacity of bed space is not a unique situation in King County or the state of Washington. Public and private corrections systems across the country are dealing with the same issues. It is a buyers' market. By working together to put inmates in the most appropriate settings consistent

with their needs, the providers' strengths, and the geographic location, agencies can help minimize costs to all taxpayers. But in order to achieve the maximum efficiency, rate setting will need to be based on a market approach.

Recent legislation offers the DOC additional opportunities to contract with local jurisdictions for two programs. By reaching an agreement with the DOC, the county may further reduce its excess capacity while fully recovering marginal costs (variable costs and contributing to other costs of operations). Again, this amount will be less than full cost recovery but will provide a significant contribution toward fixed costs. Each bed filled with inmates under contract marginally increases costs while reducing the unit cost per inmate.

The auditor's recommendation to use full cost as the method to determine contract rates (full cost recovery) is difficult to implement and is not viable in a competitive environment. Full cost recovery is more typically used in a regulated environment where rates are set or approved by a regulatory agency to cover costs and, in the case of for-profit entities, profit. A better strategy is a negotiated process that ensures variable costs are fully recovered; any amount beyond that provides a positive contribution margin to cover other costs, which are fixed and do not vary proportionally with the inmate populations.

Housing of inmates in the state of Washington, like in many other states that have excess bed capacity at both state and local levels, is very competitive. When supply goes up, prices will go down. By approaching rate setting with a business strategy rather than a mindset of full cost recovery, the county will fare better in the future. Recent negotiations with the city of Seattle and the creation of a long-term contract are examples of how this strategy works and should prove beneficial to both parties. The points raised in the recommendation that the county should strive to reduce its jail operation costs in a responsible manner and achieve efficiencies through economies of scale are valid. But the argument that if the county can achieve those goals, it can achieve contracting rates that are competitive with other jurisdictions has little merit. The full costs of operation should have no bearing (other than covering the marginal cost of an additional inmate) on rate setting. Rate setting should be based on negotiating the best deal given the circumstances of the marketplace, the department, and its potential customer(s).

Alignment with best practices: The flexibility to negotiate without regard to full cost recovery is a recognized best practice in a competitive market for correctional bed space. By negotiating a price(s) somewhere between what is only covering variable costs and covering all costs, each participant in a negotiation can achieve some level of financial benefit. For the county contracting out excess capacity, this arrangement provides a positive benefit so long as the variable costs of housing inmates are covered. Margins beyond that provide recovery of fixed costs so all amounts above the variable cost associated with one inmate are a benefit to the department. By having the ability to negotiate with potential customers, the county can cover its variable costs and have margin to contribute to recovery of fixed costs. How much margin will depend on the negotiations and what alternatives potential customers may have.

The forethought into not requiring full cost recovery makes sense since every contract should be considered, not by whether it fully recovers costs, but by how much it contributes to the fixed costs while covering its variable costs. We do agree with the auditor's other recommendation to strive to reduce costs. Reducing costs will help improve margins and can lead to lower rates.

Operational impact: Filing empty beds with DOC and other contract inmates will add only marginal costs (variable costs such as food, clothing and linen maintenance, medicine, and medical costs). At a certain point, additional staff will be needed once beds are filled to the extent that closed housing units would need to be reopened if the demand was sufficient, or if decisions are made to double bunk inmates in certain housing units, or if security and safety concerns arise. Additional staffing needs are not direct variable costs but rather step-variable costs that will increase based on reaching different levels of activity. Thus, even though a standard or a benchmark target may exist—for example one that says we should on average have a 1 to 4 or a 1 to 6 ratio of officers to inmates in a jail or in a housing unit of a specific type— it does not require the hiring of an officer for each additional 4 or 6 inmates. But when the population grows by several dozen over a few months and then stays at that level, or when a contract is negotiated with the state or local jurisdiction for an expected 100 additional inmates, the jail needs to consider increasing its staffing by an appropriate number and those estimated costs should be considered as part of the variable costs for that contract.

Financial impact: By covering variable housing costs, any margin above that will contribute revenue to reducing the amount of DAJD costs that are taxpayer funded. As population increases beyond what can be safely housed within existing idle cells and dorms, hiring additional staff needs to be considered.

Need for further study: Further study is not needed. DAJD and its legal representatives can negotiate contracts to bring in additional revenue for the county and reduce taxpayer sourced funding.

Implementation plan: The county should continue to negotiate contracts based on covering variable costs and providing an acceptable contribution margin toward covering other costs. This will require an understanding of its costs to better prepare the DAJD and the county legal staff to negotiate rates and to more fully understand how taking or leaving a rate, such as the ones established for the DOC by the state legislature, could impact overall costs, cost per inmate, ADP, and other key performance metrics.

3.5.5: Technology

Recommendations:

- DAJD should acquire a fully integrated jail management system (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso S3).
- Install additional recording cameras in the ITR and the vehicle sally port. Use care in areas where female inmates may be in various states of undress. Do not consider cameras for replacing direct supervision (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3).
- Investigate the use of video visitation within the jail system (2011 Adopted Budget, Ordinance 16984, Section 48, Proviso 3).
- Create video court at KCCF (Operations Master Plan, 2004, p. 151).
- Support technology projects that may improve and streamline operations (Operations Master Plan, 2004, p. 151).

Status: The recommendations on installation of recording cameras in the ITR and the vehicle sally port have been implemented. Additional security cameras and monitors have been installed in both the ITR and the vehicle sally port to enhance and support staff initiated security inspections in those areas. The recommendation on installation of a video visitation system is in the process of implementation. Implementation of a full video court system to reduce inmate movement at the KCCF requires working closely with courts to address their issues with a technology alternative to personal appearances in court. While the DAJD supports use of video court hearings, the courts' movement toward adoption of technology in this area has been cautious and deliberative. Both parties continue to meet and explore potential use of video courts that meet the courts' needs while reducing the court detail staffing requirement on the part of the DAJD.

The primary technology issue facing the DAJD is the need to replace its current inmate management system, with a modern, integrated jail information management system. The current system was developed in 1974, runs on mainframe technology, and is based on an obsolete file structure and programming language. The current system is functional, but requires duplicative manual entry of required inmate-related information, is not capable of merging data, and in many circumstances requires two to three times the amount of time to enter, retrieve, and review data necessary to make informed decisions. Supporting this system is a major challenge for technology staff assigned to DAJD.

Viability: The primary challenge to the viability of acquiring a new jail management system is the level of investment required. IT staff estimate the full cost for a replacement system at \$8-\$9 million. Given the current financial conditions facing the county, this level of cost substantially lowers the viability of implementing the recommendation.

Alignment with best practices: The cost of new information systems and the commitment to reengineer work processes to take advantage of technology to achieve greater efficiency and effectiveness are major challenges for all correctional agencies. The challenges faced by DAJD in moving forward with replacement of its current antiquated system are consistent with the experience of many systems around the

country. DAJD is fortunate to have an excellent IT support staff that has kept the current system functional and managed to make ongoing improvements technological support for the agency despite a lack of resources. That said, reliance on a 1974 technology platform to support key operational processes is a far departure from best practices.

Operational impact: DAJD/KCIT IT staff, working closely with DAJD subject matter experts, have identified 2,230 opportunities for operational efficiencies that can be attained with a new jail management system. The use of an integrated jail management system will provide valuable information on a readily available basis to all approved parties. The ability to eliminate redundant data entry in the booking process will open the way to reengineering intake and booking processes to achieve substantially greater efficiencies. Improved reporting on key operational performance metrics will be available. Overall system stability will be improved, diminishing current support requirements.

Financial impact: IT has received authorization to hire additional staff to begin planning for acquisition of a new information management system. A significant amount of work will go into research on the development of the RFP and examination of alternatives available in the procurement process prior to the county committing to a project. Given the projected cost of a comprehensive system, the DAJD should consider breaking up acquisition of the system into smaller modules. This strategy has drawbacks. It will likely extend the amount of time required to achieve a comprehensive system and cost more in the long run than single acquisition of a comprehensive system. The implementation of a major system in discrete modules will require interim operation of parallel systems that will need to communicate and share data for some period of time, vastly complicating system support issues. However, given resource availability issues in the county, breaking up the acquisition into smaller, more affordable packages to achieve affordability is worth serious consideration.

Need for further study: DAJD IT staff should continue to study potential management information system requirements and specifications, as well as alternative approaches to procurement, as discussed above. If consideration is given to breaking up acquisition of the system into modules, DAJD should give serious consideration to the pri-

oritization of module implementation and the associated operational and support issues.

Implementation plan: Pending a decision on if, how, and when to move forward on acquisition of an inmate management information system.

3.5.6: Financial Management

Recommendations: Develop a consolidated financial, strategic, and business plan for adult detention that addresses, identifies, and evaluates:

- Optimal use of county jail capacity,
- Options for reducing jail operating costs,

Consider other potential cost-savings opportunities and strategies that may be suggested by jail management and staff (Jail Planning and Performance Audit, 2010).

Status: In implementing this recommendation, the DAJD with support from the county's Office of Performance, Strategy and Budget (PSB) created a working group to approach the recommendation in a strategic decision-making methodology in conformity with other county PSB initiatives that involve thinking differently about what a department does, who its customers are, and what its products and desired outcomes are. This Line of Business (LoB) approach to planning and budgeting is new but is a logical follow-up to principles established in the Lean management approach to strategic decision making and to finding ways for continuous improvement and becoming more efficient with taxpayer and other funds used by governmental agencies.

As a result, the functions of adult secure detention were disaggregated from the department as a whole to look at them as a line of business that revolved around facility and inmate security, inmate health, and inmate identification. This is a new, collaborative approach to planning. It involves developing a 10-year multi-agency plan (and budget) that, for this line of business, includes functions performed by the Department of Adult and Juvenile Detention (DAJD), Jail Health Services (JHS), and King County's Sheriff's Office (KCSO) Automated Fingerprint Identification Services Unit (AFIS).

Among the goals of the unit is to produce a roadmap document with the following components:

- Strategic context that includes a value stream map of business processes, identifies key products and customers, and identifies key issues affecting the line of business.
- Baseline capacity forecast that projects demand for key products assesses production capacity and forecasts costs for the LOB.
- Problem identification that identifies those key questions that need answers.
- Alternative analysis section that identifies possible alternatives in response to key questions.
- Recommendations and budgets for alternatives that help inform the budgeting process.

The working group quickly developed a draft charter that is to be adopted by the end of the third quarter of this year. A core team of staff, from the three LoB agencies and PSB, have been working together since January of 2013. The group has met regularly with LoB leaders throughout the process and has had three formal decision-making sessions with Executive leadership since the start of the year. The Line of Business Plan will be transmitted with the Executive Proposed budget in September. The Line of Business Plan will include recommendations for longer-range strategic options for jail planning and provide the basis for the 2014 budget submittal.

Viability: As the initiative gains traction with these and other departments, the new planning and budgeting approach could lead to the resolution of many of the challenges facing the DAJD and the county, including the ones raised by the auditor's 2010 report on jail planning and operations, but it will likely be a long-term solution.

Alignment with best practices: The Line of Business approach to long-term strategic planning is relatively new to government operations with roots in the manufacturing sector. We are unaware of any best practices to point to of successful implementation in the criminal justice sector of government. However, there are numerous success stories that show how government agencies have adopted

strategic, continuous process improvement, performance management initiatives that have resulted in positive outcomes. We anticipate this could have similar positive results. Nevertheless, the long-term nature of this approach is a concern. The track record of government agencies sustaining multi-year operational planning initiatives is not good.

Operational impact: The operational impact will depend on recommendations made and how each of the departments is able to implement them within their organization.

Financial impact: The fiscal impact cannot be determined at this time; however, this approach is not expected to cost more than current practices and hopefully less.

Need for further study: This is a long-term approach to immediate issues facing the DAJD. So, as acceptable solutions are agreed upon, they should be rolled out and implemented.

Implementation plan: Given the nature of government, with new elections every few years, long-term initiatives can go off track as stakeholders grow impatient, as budget cycles impact resources, and as elected officials and department heads change every few years. Initiatives such as this require a strong champion to help stay the course. King County has that now at several levels with a strong County Executive, Deputy County Executive, and respected, knowledgeable, and equally strong department heads that will be charged with carrying out the implementation strategies as they come forth. Nevertheless, with the extended time frame comes risk.

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Section 4: Conclusion

The following matrix summarizes CNA's analysis of past recommendations to improve the efficiency of the DAJD over the last ten years. We have designated the status of the recommendation (whether it has been completed); its viability; whether it conforms to recognized best practices in jail management and operations; whether the operational and financial impact of the recommendation has been or will be beneficial; whether further study is required; and whether an implementation plan is necessary at this time.

The source of the recommendations cited below are the 2004 Operations Master Plan, designated as "OMP;" the Performance Audit of Jail Overtime, Report No. 2006-06, designated as "OT Audit;" the Jail Planning and Operations Performance Audit, designated as "JPOPA;" and the various provisos and proviso responses identified by the number and year of the proviso.

Table 16. Recommendations matrix

Recommendations	Reference	Status	Viable	Best Prac- tice	Operations Impact	Financial Impact	Further Study	Impl. Plan
3.1 Staffing								
Staffing models - developing staffing standards for the department's facilities	OMP p. 198	Comp	Yes	Yes	Beneficial	Beneficial	Re-validate	NA
Complete further development and evaluation of the OFM with the objective of using it for its 2008 operating budget proposal	OT Audit	Comp	Yes	Yes	Beneficial	Beneficial	Re-validate	NA
Alternative Staffing at KCCF	OMP p. 132; 2011 P1 & P2	Not Comp	Yes	No	Mixed	Unknown	Post analysis required	NA
Reduce KCCF floor control staffing on 3rd shift after ISP	OMP p. 132; 2011 P1	Under review	Yes	No	Reduced staffing	Beneficial	Yes	Pilot study
Third Shift Floor Control at KCCF								
2011 P1	Under review	Yes	No	Visual contact w/wing officers lost	Reduced staffing	Beneficial	No	Pilot Study
Examine alternative ways for covering activity/relief needs for units that are double-bunked at the MRJC	OMP p. 110; 2011 P3	Comp	Yes	Yes	NA	NA	No	NA
Evaluation of possible alternative staffing patterns when MRJC is double-celled	OMP p. 198	Comp	Yes	Yes	NA	NA	No	NA
Change method for adding activity officers at MRJC	JPOPA p. 25; 2011 P1 & P2	Comp	Yes	Yes	NA	NA	No	NA
Consider using non-detention staff to perform clerical tasks associated with the booking process	2011 P3	Comp	Yes	Yes	Current staff pattern appropriate	None	No	NA

Table 16. Recommendations matrix

Recommendations	Reference	Status	Viable	Best Practice	Operations Impact	Financial Impact	Further Study	Impl. Plan
Staffing Alternatives at KCCF and MRJC	2011 P1	Partially Comp	Yes	Mixed	Mixed	Unknown	Post analysis required	NA
3.2 Capacity management								
Increase double bunking at MRJC and review staffing plan to achieve economies of scale	2011 P1 & P2	Comp	Yes	Yes	NA	NA	No	NA
Double bunk MRJC Units to 180% of Single Cell Capacity	OMP p. 109; 2011 P3	Comp	Yes	Yes	NA	NA	No	NA
Increase Hammer Capacity of KCCF	OMP p. 163	Not Comp	No	No	NA	NA	No	NA
Expand the Regional Justice Center	OMP p. 174	Not Comp	No	No	NA	NA	No	NA
Replace the KCCF	OMP p. 177	Not Comp	No	Yes	NA	NA	Yes	NA
Changes to the First Floor of the West Wing	OMP p. 120; 2011 P1	Comp	Yes	Yes	NA	NA	No	NA
Remodel KCCF for Direct Supervision	OMP p. 123	Not Comp	No	No	NA	NA	No	NA
Use the West Wing for Work Release	OMP p. 181	Not Comp	Yes	No	Not Beneficial	Not Beneficial	No	NA
Preparing capital cost estimates for the more promising options identified in the OMP	OMP p. 198	Not Comp	Yes	Yes	Beneficial	Beneficial	Yes	NA
*Optimal use of county jail capacity	JPOPA	Ongoing	Yes	Yes	Beneficial	Unknown	Yes	NA
*Partnering with cities in King County in pursuit of ensuring adequate and affordable regional jail capacity, with shared risks and a fair sharing of costs	2011 P2	Ongoing	Yes	Yes	Beneficial	Beneficial	Yes	NA

Table 16. Recommendations matrix

Recommendations	Reference	Status	Viable	Best Practice	Operations Impact	Financial Impact	Further Study	Impl. Plan
The King County Council, in collaboration with the Executive, should consider assigning adult detention population forecast responsibilities to an entity, such as the Economic Forecast Council, that can provide independent, timely and transparent forecasts that are reliable and can be used to inform and support:	2011 P2	Not Comp	Yes	No	NA	NA	Yes	Yes
Close housing units and/or contract to fill beds during population decline	JPOPA p. 5	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Realistic population forecast	2011 P2	Comp	Yes	Yes	Beneficial	Beneficial	Yes	Yes
Change double-bunking policy at RJC	JPOPA p. 24	Comp	Yes	Yes	Beneficial	Beneficial	No	NA
Build up to four new housing units at RJC when needed in the future	JPOPA p. 21,22	Not Comp	No	No	NA	NA	No	NA
Re-evaluate use of MRJC and/or close MRJC	JPOPA p.30	Not Comp	No	No	Not Beneficial	NA	No	NA
Raise capacity limits	JPOPA p.25	Not Comp	No	No	Not Beneficial	NA	No	NA
Use population forecasting model & report	2011 P5	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Population forecasting model & report	2011 P4	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Assess optimal use of secure detention capacity, including examples of the most cost effective staffing models for secure housing units	2011 P2; JPOPA	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Provide examples of how other similarly situated jurisdictions address declines or increases in secure detention population	2011 P2	Comp	Yes	Yes	Beneficial	Beneficial	No	No
DOC Inter-local Agreement	2012 P2	Ongoing	Yes	Yes	Beneficial	Beneficial	No	No
Population Reporting	2012 P1	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Inter-agency review of criminal case processing	OMP p. 198	Ongoing	Yes	Yes	Beneficial	Unknown	No	No

Table 16. Recommendations matrix

Recommendations	Reference	Status	Viable	Best Prac- tice	Operations Impact	Financial Impact	Further Study	Impl. Plan
3.3 ITR								
Intake, Transfer, and Release Remodel	OMP p. 116; 2011 P1	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Consolidated Booking	OMP p. 167	Not Comp	Yes	No	Not Benefi- cial	Beneficial	No	No
Retain booking at the MRJC but reduce hours of operation	OMP p. 199	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Increase the frequency of inmate safety checks in ITR to 15 minutes. Document the exact times of checks and have supervisory review documented as well. Consider a technology solution to documentation.	2011 P3	Partial Comp	Yes	Yes	Beneficial	Beneficial	No	Yes
The King County Council should consider requesting the executive to commission an independent analysis and business process mapping study of DAJD's intake, transfer and release workload that:	See 2011 P3	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Streamline operations in other areas, such as ITR	JPOPA p. 30; 2011 P3	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Booking could continue w/ a reduction in hours and a reconfiguration of staffing.	2011 P6; OMP, p.198	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Review County's secure detention classification system, comparing it to other jurisdictions and national best practices	2011 P2	Comp	Yes	Yes	Beneficial	Beneficial	No	No
ITR Remodel	OMP 116; JPOPA p.30; 2011 P2	Comp	Yes	Yes	Beneficial	Beneficial	No	No
3.4 Operations & Programs								

Table 16. Recommendations matrix

Recommendations	Reference	Status	Viable	Best Practice	Operations Impact	Financial Impact	Further Study	Impl. Plan
Develop an emergency response team at each facility; provide the team special training and equipment	2011 P3	Not Comp	Yes	Yes	Beneficial	\$102,000 cost	No	Yes
Install self-contained breathing apparatuses (SCBA) in sets of two at both facilities. Assign a safety officer to conduct annual staff training and maintain the SCBAs in working order.	2011 P3	Not Comp	Yes	Yes	Beneficial	\$21,500 cost	No	Yes
Implement Lean event for psych services array	2012 P3	Ongoing	Yes	Yes	Beneficial	Beneficial	No	No
Women in Detention	OMP p. 193							
Appoint a management level person to maintain the policies and procedures. All policies reviewed and revised annually. Develop a short daily program to review a different policy each day.	2011 P3	Partial Comp	Yes	Yes	Beneficial	\$185,000 cost	No	Yes
Food Service Alternatives - Contract	OMP p. 127	Not Comp	Yes	No	Not Beneficial	Unknown	No	No
Food Service Alternative - Cook/Chill System	OMP p. 127	Not Comp	Yes	No	Not Beneficial	Not Beneficial	No	No
Court Detail - Explore Interagency Process Improvements to Increase Court Detail Efficiency	OMP p. 170	Ongoing	Yes	Yes	Beneficial	Beneficial	No	Ongoing
3.5 Administration								
Develop and provide a minimum of 24 hours of viable annual training for all custody staff. Specifically develop and provide training for ITR as a specialty assignment.	2011 P3	Not Comp	Yes	Yes	Beneficial	\$1.3 million	Yes	Yes
Develop annual evaluations of all staff, and provide supervisors with training on implementing and utilizing the evaluations	2011 P3	Not Comp	Yes	Yes	Beneficial	None	No	Yes

Table 16. Recommendations matrix

Recommendations	Reference	Status	Viable	Best Prac- tice	Operations Impact	Financial Impact	Further Study	Impl. Plan
Take steps to eliminate the use of comp time and to lower the amount of vacation, holiday and comp time leave that can be taken so the caps more closely match the amount of leave that can be covered by existing staffing levels	OT Audit, 2006	Partial Comp	Un-known	Yes	Beneficial	Beneficial	Yes	NA
Consider a renegotiation of collective bargaining agreements to include: options for reducing jail operating costs, including the possibility of using RJC for other purposes.	OMP p. 198	Not Comp	No	No	Beneficial	Unknown	Yes	NA
The King County Executive should develop a consolidated financial, strategic and business plan for adult detention that addresses, identifies and evaluates alternative fee-setting strategies for jail services aimed at enhancing revenues in order to mitigate the financial stress on the criminal justice agencies in the County's public safety system	2011 P2	Comp	Yes	Yes	Beneficial	Beneficial	No	Ongoing
Install additional recording cameras in ITR and the vehicle sally. Use care in areas where female inmates may be various states of undress. Do not consider cameras for replacing direct supervision of inmates.	2011 P3	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Investigate the use of video visitation within the jail system.	2011 P3; OMP p. 151	Comp	Yes	Yes	Beneficial	Beneficial	No	No
Technology development	OMP p. 151	Ongoing	Yes	Yes	Beneficial	Mixed	Ongoing	No
Technology - Create Video Court at KCCF	OMP p. 151	Ongoing	Yes	Yes	Beneficial	Unknown	Ongoing	No
DAJD should acquire a fully integrated jail management system.	2011 P3	Not Comp	Yes	Yes	Beneficial	\$9-10 million cost	Yes	NA

Table 16. Recommendations matrix

Recommendations	Reference	Status	Viable	Best Practice	Operations Impact	Financial Impact	Further Study	Impl. Plan
The King County Executive should develop a consolidated financial, strategic and business plan for adult detention that addresses, identifies and evaluates potential cost-savings opportunities identified by the report and cost-saving strategies that may be suggested by jail management and staff	2011 P2	Comp	Yes	Yes	Beneficial	Beneficial	No	Ongoing
Raise rates charged to DOC	JPOPA p. 7	Not Comp	No	No	None	Unknown	Yes	NA
The King County Executive should develop a consolidated financial, strategic and business plan for adult detention that addresses, identifies and evaluates methods to lower operating costs	JPOPA p. 23	Comp	Yes	Yes	Beneficial	Beneficial	No	Ongoing
The King County Executive should develop a consolidated financial, strategic and business plan for adult detention that provides examples of how other jurisdictions have successfully reduced jail operating costs	P2: pg. 6	Comp	Yes	Yes	Beneficial	Beneficial	No	No
The King County Executive should develop a consolidated financial, strategic and business plan for adult detention that provide examples of alternative fee-setting strategies for contract jail services	2011 P2	Comp	Yes	Yes	Beneficial	Beneficial	No	No

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