



**KING COUNTY**

1200 King County Courthouse  
516 Third Avenue  
Seattle, WA 98104

**Signature Report**

**August 30, 2010**

**Motion 13302**

**Proposed No. 2010-0355.2**

**Sponsors Dunn**

1           A MOTION acknowledging receipt of a report by the  
2           office of management and budget in the executive office on  
3           the feasibility and plan for consolidation of responsibilities  
4           for the provision of security and weapons screening at King  
5           County courthouses, as required in the 2010 Budget  
6           Ordinance, Ordinance 16717, Section 19, Proviso P1.

7           WHEREAS, the office of management and budget worked with representatives of  
8           superior court, district court, the sheriff's office, the prosecuting attorney's office, the  
9           department of adult and juvenile detention, and the facilities management division, and

10          WHEREAS, the report includes a review of existing services, and

11          WHEREAS, a proviso in the 2010 Budget Ordinance, Ordinance 16717, requires  
12          acceptance by motion of a report addressing the feasibility of consolidating responsibility  
13          for the provision of security and weapons screening at King County courthouses, and

14          WHEREAS, in discussions on this motion and attached report, the executive has  
15          recommended a course of action;

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

17          Receipt of the report describing the feasibility of consolidation of responsibility  
18          for the provision of security and weapons screening at King County courthouses, which is

19 Attachment A to this motion and supporting legislation, which is this motion, is hereby  
20 acknowledged in satisfaction of Ordinance 16717, Section 19, Proviso P1.  
21

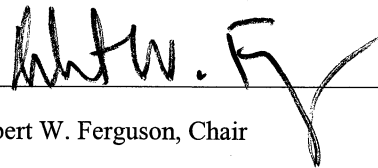
Motion 13302 was introduced on 7/19/2010 and passed by the Metropolitan King  
County Council on 8/30/2010, by the following vote:

Yes: 8 - Ms. Drago, Mr. Phillips, Mr. von Reichbauer, Mr. Gossett,  
Ms. Hague, Ms. Patterson, Mr. Ferguson and Mr. Dunn

No: 0

Excused: 1 - Ms. Lambert

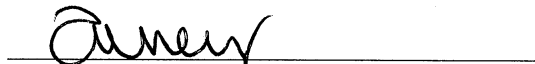
KING COUNTY COUNCIL  
KING COUNTY, WASHINGTON



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Robert W. Ferguson, Chair

ATTEST:



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Anne Noris, Clerk of the Council

**Attachments:** A. King County Courthouse Security Proviso Response June 15, 2010

## **KING COUNTY COURTHOUSE SECURITY PROVISO RESPONSE JUNE 15, 2010**

### **EXECUTIVE SUMMARY**

The 2010 Adopted Budget included a proviso in the Office of Management and Budget's (OMB) section requiring a report on courthouse security.

#### **P1 PROVIDED THAT:**

Of this appropriation, \$100,000 shall not be expended or encumbered until the council reviews and, by motion, acknowledges receipt of a report and supporting proposed legislation from the office of management and budget detailing a review of the feasibility and a plan for consolidating responsibilities for the provision of security and weapons screening at King County courthouses. The office shall transmit the report to the council by June 15, 2010. The office of management and budget, working with representatives of the superior court, district court, office of the prosecuting attorney, sheriff, the department of adult and juvenile detention, the facilities management division and the security oversight committee created through Ordinance 16007 shall review the manner in which current security services are provided and make recommendations to consolidate the responsibilities for courthouse security. The report shall include a review of existing services, a summary of the work of consultants that have been reviewing county facility security as part of the county's security operational master plan and recommendations from the security oversight committee. The report shall include a review and analysis of the costs and supporting revenue structure of the potential new structure for providing security. The office shall use this work to develop supporting proposed legislation for council review that would allow for the consolidation of security services and weapons screening. The legislation shall include recommendations for reorganization and transfer of staff to the agency that will have full responsibility for security services and a plan for adequately funding the proposed organization. The report and legislation shall also identify the executive's plans for negotiating and implementing agreements with the collective bargaining units affected by the proposed consolidation, the schedules, resources needed for implementing program changes and milestones for consolidation.

OMB staff worked with staff from the Department of Executive Services, Facilities Management Division (FMD), the King County Sheriff's Office and consulted with the other criminal justice agencies in preparing this report.

The report is prepared in the context of the 2011 budget, which has a projected \$60 million deficit in the General Fund. The ongoing structural deficit, which is driven by the gap between the statutory limitation on revenue growth below the rate of inflation and the historic growth of expenditures in excess of the rate of inflation, has been exacerbated in recent years by the largest economic recession since the Great Depression. While security consultants hired by the county have identified a host of changes that could be undertaken to strengthen courthouse safety, the county's financial reality limits what can be implemented in the near term.

This report recommends the consolidation of weapons screening through the transfer of the Security Screeners from FMD to the Sheriff's Office effective January 1, 2011. This transfer can occur as part of the 2011 budget process. Currently, management of weapons screening is bifurcated with budget and basic human resources responsibilities for the Security Screeners housed in FMD, but with day-to-day supervision of the Security Screeners provided by King County Sheriff's Office employees. This cumbersome structure creates numerous management inefficiencies and impedes the county's ability to realize operational efficiencies in weapons screening. Greater operational efficiencies have the potential to provide a higher service to the public and county employees who use the courthouses, as well as to alleviate some of the budget constraints on the unit. As a first step toward preparing the 2011 Executive Proposed Budget, all General Fund agencies, including the Security Screeners, have been asked to identify a 12 percent reduction in their budget. For the Security Screeners, this amounts to a \$330,000 reduction.

Transferring the Security Screeners to the Sheriff's Office is one step towards consolidating responsibility for courthouse security. Security dispatching, as well as after hours security provided by Security Officers would still be under the control of FMD and the bifurcated management system would continue to exist at that level.

In addition to recommending the Security Screeners be transferred to the Sheriff's Office, the County Executive also recommends that the costs of consolidated Court Protection Unit (Marshals and Security Screeners) be charged to customer agencies like a central rate. While it is unusual for General Fund agencies to charge one another for an ongoing service, charging for the costs of security has many benefits. Moving the costs of security into agency budgets will make more tangible the fact that the agencies are customers of courthouse security and as such they should play an active role in identifying the appropriate level of service and funding for security. Charging the costs of security will facilitate the negotiation of explicit agreements between the Sheriff's Office and building tenants in terms of level of service and the associated budget. It will also encourage agencies to evaluate the costs and value of security alongside other functions in making budget decisions. Fundamentally, treating courthouse security as a priced service will help to foster a shift in thinking about services and budget toward a more customer-oriented approach allowing managers to make judgments regarding the value of services for their function while meeting the public's need for efficiency and economy. This shift is essential if King County is to redefine how it budgets and meet the daunting challenges it faces in maximizing the efficient use of taxpayer dollars. Defining the administrative methodology of a security central rate will require discussions among courthouse tenants and OMB and will be considered in preparation of the 2011 Executive Proposed Budget. Building tenants do not support a security central rate.

## **I. OVERVIEW OF SECURITY IN KING COUNTY COURTHOUSES**

King County operates 11 courthouses, including the King County Courthouse (KCCH) in downtown Seattle, the Maleng Regional Justice Center (MRJC) in Kent, the Youth Services Center (YSC) at 12<sup>th</sup> and Alder in Seattle, the seven outlying District Court courthouses (Aukeen/Renton Technical College, Bellevue, Burien, Issaquah, Redmond, Shoreline, and Vashon), and the Involuntary Treatment Court (ITA Court) at Harborview Medical Center.

These courthouses are among the first facilities that come to mind when citizens think of King County government and are among the primary sites at which the public access county services. Citizens utilize the courthouses if they have matters before the Superior or District Courts, as well as to pay fines and file papers with the courts. In addition to the courts, the Prosecuting Attorney's Office (PAO), the Department of Judicial Administration (DJA), and some indigent defense services, as well as the administrative offices of the King County Sheriff's Office and the Department of Adult and Juvenile Detention (DAJD) are housed in the courthouses. KCCH is also home to the King County Council, the legislative branch of government, as well as some miscellaneous functions such as the Law Library. The Sheriff's Office also contracts with the Office of Public Defense, Veterans Administration, and the Washington State Court of Appeal to provide Marshals for security.

The major tenants of the courthouses and their square foot occupancy estimates are detailed in Table A.

**Table A: Courthouse Tenants by Square Footage\***

**King County Courthouse**

<b>Agency</b>	<b>Square Footage</b>	<b>Percent of Total</b>
Dept. of Adult and Juvenile Detention	54,563	10.20%
Dept. of Judicial Administration	52,022	9.72%
District Court	30,862	5.77%
FMD	25,130	4.70%
King County Council	42,068	7.86%
King County Sheriff	57,357	10.72%
Office of Information and Resource Management	541	0.10%
Office of Public Defense	377	0.07%
Other	2,917	0.55%
Prosecuting Attorney	90,131	16.84%
Superior Court	179,096	33.47%
<b>Total</b>	<b>535,064</b>	<b>100.00%</b>

*DJA includes law library space*

*KCSO includes AFIS*

**Regional Justice Center**

<b>Agency</b>	<b>Square Footage</b>	<b>Percent of Total</b>
Dept. of Adult and Juvenile Detention	18,340	8.08%
Dept. of Judicial Administration	24,523	10.80%
District Court	6,214	2.74%
FMD	4,197	1.85%
King County Sheriff	40,426	17.80%
Office of Public Defense	635	0.28%
Other	365	0.16%
Prosecuting Attorney	17,304	7.62%
Records and Licensing	541	0.24%
Superior Court	114,533	50.44%
<b>Total</b>	<b>227,078</b>	<b>100.00%</b>

*DAJD excludes secure detention space*

*DJA includes law library space*

**Youth Service Center**

<b>Agency</b>	<b>Square Footage</b>	<b>Percent of Total</b>
Dept. of Adult and Juvenile Detention	126,498	66.42%
FMD	3,868	2.03%
Other	535	0.28%
Dept. of Judicial Administration	2,698	1.42%
Prosecuting Attorney	11,600	6.09%
Superior Court	45,242	23.76%
<b>Total</b>	<b>190,441</b>	<b>100.00%</b>

*DAJD includes secure detention space*

**District Court Satellite Locations**

<b>Location</b>	<b>Square Footage</b>
Redmond Courthouse	12,016
Burien Courthouse	12,203
Shoreline Courthouse	11,996
Issaquah Courthouse	16,520
Bellevue Courthouse	12,729
Aukeen Courthouse	15,270
<b>Total</b>	<b>80,734</b>

*District Court has temporarily moved from the Aukeen Courthouse to the Renton Technical College due to Green River Flooding concerns.*

\* Source: FMD Rates, 2011 PSQ

King County has long provided security at its courthouses in accordance with the Revised Code of Washington (RCW) 9.41.300, which prohibits the possession of a weapon in court facilities. In addition, court order 04-2-12050-1 SEA requires the King County Sheriff's Office and the Department of Executive Services, Facilities Management Division (FMD) to "use appropriate electronic screening devices and/or search all persons and property entering court facilities." The order did not contemplate specific interior security duties beyond the perimeter weapons screening. Nonetheless, both FMD and Sheriff's Office, along with DAJD employees provide an array of services that support security throughout the facilities.

Security at county courthouses takes three basic forms: weapons screening, courtroom security, and facility security.

Weapons screening stations designed to stop people from entering the buildings with prohibited items such as guns, knives, and the other objects that could be used as weapons are the most visible security function in the courthouses. They are staffed by armed Sheriff's Office Marshals or Deputies<sup>1</sup> and civilian FMD Security Screeners. Every person who enters a courthouse must pass through a magnetometer at a weapons screening station and all bags or items brought into courthouses are subject to search. The major facilities (KCCH, MRJC, YSC, and ITA court) have X-ray machines staffed by Security Screeners. At District Court facilities, Deputies search all bags by hand.

King County Sheriff's Office Marshals also rove the KCCH and MRJC, providing security in corridors and courtrooms at the request of the courts. These officers are available to respond to threats whenever the courthouses are open to the public. Due to staffing and budget constraints, the Marshals are not always available to respond to all requests for their presence in courtrooms. DAJD Court Detail Officers are also present in courtrooms to accompany and monitor in-custody defendants only and are not figured into the day-to-day operation of court security.

The Facilities Management Division provides another level of security that is less visible in county facilities. FMD operates two major dispatch centers at KCCH and MRJC. At these centers, Security Dispatchers monitor hundreds of cameras at all types of facilities throughout the county from the Major Accident Response and Reconstruction lot where vehicles involved in crimes are stored, to the King County International Airport, to the courthouses. Dispatchers play a key role in coordinating all components of the county's security system by dispatching both FMD employees and Marshals through radios and telephones. Dispatchers coordinate responses to building emergencies, as well as distress alarms that may be activated by county employees. Security Officers are present in selected county facilities to respond to facility issues.

The mixture of services and agencies involved in courthouse security requires constant collaboration and communication among all participants. This mixture poses some challenges, particularly as there is no single point of authority for all security matters, but does benefit from the specialized expertise each agency brings to the matter of security.

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<sup>1</sup> It is anticipated that the six Deputies currently stationed at the District Court facilities will be converted to Marshals by the end of 2010.

## **II. USAGE OF WEAPONS SCREENING AT THE KING COUNTY COURTHOUSE**

King County courthouses are busy places. On a typical workday, thousands of people enter KCCH and MRJC and hundreds of people access the YSC, the various District Courts, and ITA court. The volume of people entering the courthouses, combined with the nature of court matters, both criminal and civil, make security at county courthouses a paramount issue.

In 2007, OMB conducted a utilization study that counted the number of people using each of the four entrances to the KCCH. The data showed 32,000 persons a week visiting the building. The visits were divided nearly evenly amongst days of the work week, with Monday and Tuesday experiencing slightly higher utilization than Wednesday, Thursday, and Friday. The courthouse is primarily accessed through the 3<sup>rd</sup> and 4<sup>th</sup> Avenue entrances, with more limited traffic entering through the Administration building tunnel. Table B details the number of people entering KCCH for each hour of the day and Table C provides a graphical comparison of usage among the entrances.

Entrance data show clear peaks in the number of people entering the courthouse at different times during the day. At these times, the need for weapons screening personnel is greatest. At all entrances, the peaks coincide with predictable times when county employees and potential jurors are entering the building: the 8:00 a.m. hour when employees and jurors are starting their day and the 1:00 p.m. hour when they are returning to the building after lunch.

Since 2007, when these data were collected, the 4th Avenue entrance hours of operation have been reduced from 6:00 a.m. to 6:00 p.m. to the current hours of operation of 7:30 a.m. to 3:30 p.m. People are able to exit at 4<sup>th</sup> Avenue until the building closes. In addition, the hours of operation of the loading dock are now 8:00 a.m. to 12:00 p.m.



**Table B - 2007 Daily Traffic Counts  
All King County Courthouse Entrances**

**Monday**

Hour	3rd Ave.	4th Ave.	Tunnel	Dock
6:00	70	80	54	
7:00	355	248	113	
8:00	572	452	118	1
9:00	293	236	69	7
10:00	348	202	78	12
11:00	233	168	55	6
12:00	521	307	63	11
13:00	589	392	84	10
14:00	237	172	77	1
15:00	186	141	43	0
16:00	109	72	14	
17:00	38	26	9	
<b>Total</b>	<b>3,551</b>	<b>2,496</b>	<b>777</b>	<b>48</b>

**Tuesday**

3rd Ave.	4th Ave.	Tunnel	Dock
71	76	45	
279	222	91	
774	548	142	2
270	282	80	2
329	187	81	4
218	139	58	3
454	281	87	8
611	327	68	7
210	124	69	2
161	125	67	5
74	59	24	
18	5	16	
<b>3,469</b>	<b>2,375</b>	<b>828</b>	<b>33</b>

**Wednesday**

Hour	3rd Ave.	4th Ave.	Tunnel	Dock
6:00	67	81	46	
7:00	358	230	106	
8:00	584	519	156	11
9:00	334	237	75	1
10:00	194	187	66	1
11:00	215	168	55	1
12:00	377	324	69	3
13:00	667	335	48	2
14:00	201	181	96	3
15:00	196	148	56	1
16:00	87	90	31	
17:00	28	10	7	
<b>Total</b>	<b>3,308</b>	<b>2,510</b>	<b>811</b>	<b>23</b>

**Thursday**

3rd Ave.	4th Ave.	Tunnel	Dock
77	66	38	
240	197	79	
551	471	131	4
311	229	100	1
321	212	81	8
239	157	49	8
387	314	69	5
617	405	53	1
261	168	62	1
155	109	64	4
110	73	26	
34	49	13	
<b>3,303</b>	<b>2,450</b>	<b>765</b>	<b>32</b>

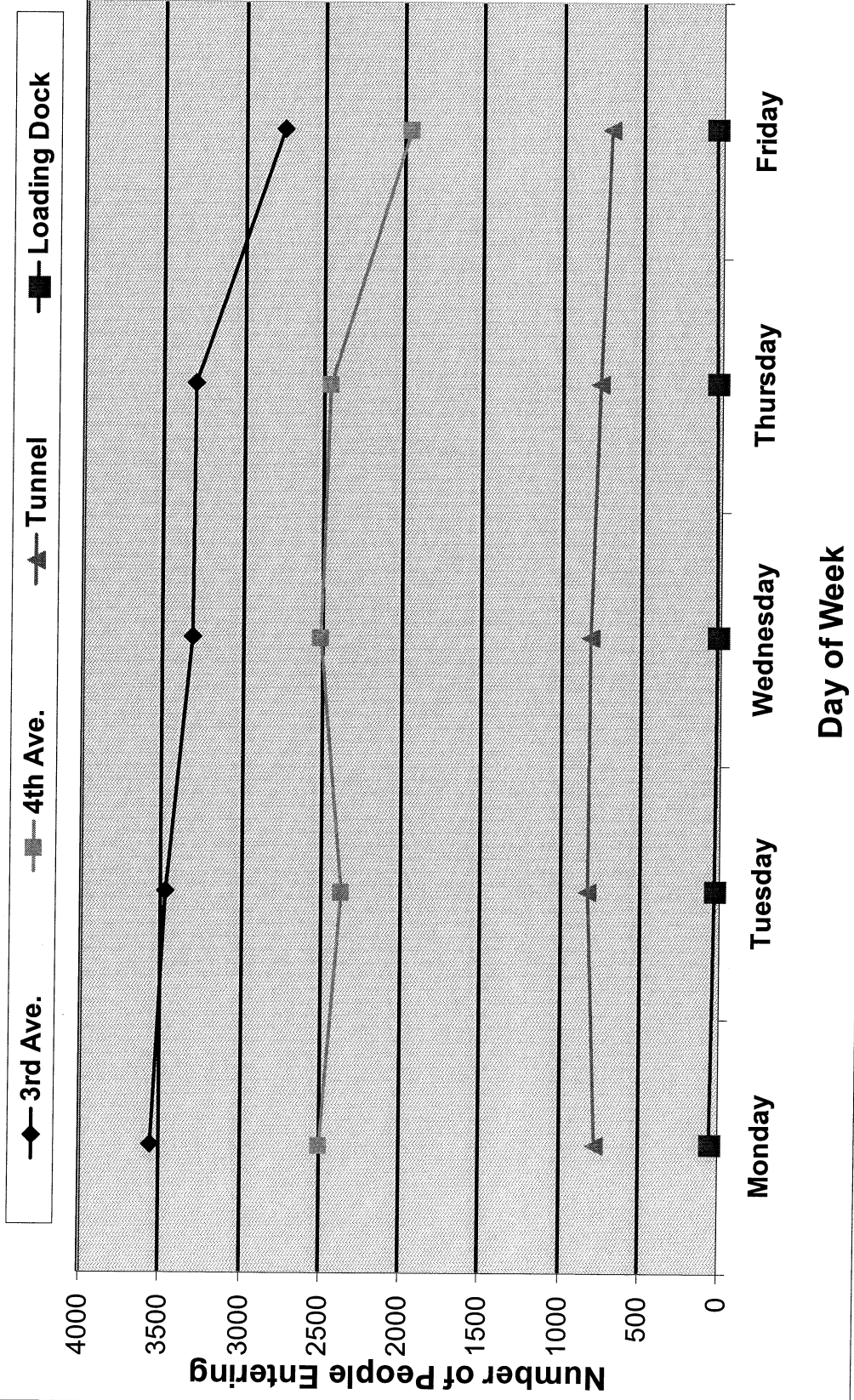
**Friday**

Hour	3rd Ave.	4th Ave.	Tunnel	Dock
6:00	53	47	12	
7:00	206	172	80	
8:00	489	345	79	5
9:00	323	230	74	5
10:00	246	188	59	5
11:00	238	126	80	5
12:00	289	192	104	14
13:00	411	287	85	9
14:00	198	190	69	1
15:00	180	117	34	3
16:00	85	55	15	
17:00	38	9	5	
<b>Total</b>	<b>2,756</b>	<b>1,958</b>	<b>696</b>	<b>47</b>

**Total**

3rd Ave.	4th Ave.	Tunnel	Dock
338	350	195	
1,438	1,069	469	
2,970	2,335	626	23
1,531	1,214	398	16
1,438	976	365	30
1,143	758	297	23
2,028	1,418	392	41
2,895	1,746	338	29
1,107	835	373	8
878	640	264	13
465	349	110	
156	99	50	
<b>16,387</b>	<b>11,789</b>	<b>3,877</b>	<b>183</b>

Table C - Weekly Traffic Counts



### III. COUNTY SECURITY PERSONNEL

Personnel from FMD, the Sheriff's Office, and DAJD must cooperate on a daily basis to ensure the safety of the public and county employees at the courthouses. A description of the various security personnel in King County courthouses and their specific functions is provided below.

#### **King County Sheriff's Office (KCSO) Employees**

##### KCSO Court Protection Marshal – 21.0 FTE

Court Protection Marshals are special commission officers whose powers are defined by the King County Sheriff. They are armed and have full arrest authority while they are on duty. Marshals are required to have served as police officers or reserves previously and to have graduated from a state certified police academy. Those Marshals whose police experience is outside the state of Washington are required to complete the state equivalency academy before working for the county. Marshals are distinguished from Sheriff's Deputies is that their arrest authority does not extend beyond their hours or location of work and they are not assigned county vehicles. While Marshals are responsible for the security of courtrooms and court personnel, while DAJD Court Detail officers are responsible for guarding and monitoring inmates while they are in the courthouses. Marshals are asked to use effective human relations skills, as well as good judgment in determining whether and how to take emergency security action without the initial assistance of additional law enforcement personnel. Specific Marshal duties include:

- Provide armed security at screening stations at courthouse entrances whenever the buildings are open to the public
  - Oversee and assist with weapons screening stations at courthouse entrances
  - Hold property that people relinquish while they are in the courthouse
  - Provide information, directions, and assistance to the public
- Rove the courthouses as they are able
- Respond to calls for service and assistance
- Investigate and document security related incidents
- Enforce the law and make arrests as needed
- Discourage unacceptable and unlawful behavior
- Intervene to prevent problem situations from escalating
- Remove individuals from courtrooms and courthouses as needed
- Assist other law enforcement agencies
- Provide escorts as needed.

##### KCSO Lead Marshal – 3.0 FTE

Lead Marshals have all the authority and responsibilities of Marshals and also provide supervisory support for their units. Lead Marshals coordinate with Sergeants to supervise Marshals in the Court Protection Unit. Specific Lead Marshal duties include:

- Schedule other Marshals
- Processing absence requests

- Arrange for special Marshal presence in courtrooms at the request of the court
- Perform supervisory role when Sergeants not present.

#### KCSO Deputy – 6.0 FTE

Historically, King County Sheriff's Deputies have provided security and weapons screening at the seven outlying District Court courthouses. These are fully commissioned officers who are armed and have full arrest authority. Deputies at District Court facilities perform the same functions and have the same responsibilities as Marshals, with a few exceptions. There are no X-Ray machines at the District Court courthouses and the Deputies search bags brought into the courthouses by hand. It is anticipated that the six Deputy positions at District Court facilities will be converted to eight Marshal positions by the end of 2010. This will provide additional staffing in the Court Protection Unit, allowing more backfill and relief, as well as some budgetary savings, without affecting the security services provided at District Court buildings.

#### KCSO Court Protection Unit Sergeant – 2.5 FTE

Sergeants are fully commissioned law enforcement officers who have supervisory authority over Marshals and Deputies. Sergeants have considerable latitude for independent actions and decision making. In addition, the Court Protection Sergeants' role has evolved to include supervising Security Screeners. From a management perspective it is easier and more efficient if the Sergeants are responsible for daily tasks such as filing posts if Security Screeners are late, providing Screener training, and other day-to-day monitoring rather than referring every matter through FMD management for response. Specific Court Protection Unit Sergeant duties include:

- Supervise Marshals and Security Screeners on a day-to-day basis
  - Approve vacation and sick leave for Marshals and Security Screeners
  - Schedule Marshals and Security Screeners
  - Provide training for Security Screeners
  - Document performance of Marshals and Security Screeners
- Conduct investigations of complaints against Marshals and implement disciplinary action as warranted
- Responsible for training court protection Marshals
- Conduct performance reviews of Marshals
- Support investigations into complaints regarding Security Screeners
- Act as a liaison to other county entities, such as the court, FMD, as well as outside law enforcement agencies
- Attend inter-departmental meetings related to courthouse security
- Take command at the scene of an emergency and direct/request resources until a more senior officer arrives.

#### KCSO Captain – 0.50 FTE

Captains are distinguished from the Sergeant rank in their responsibility as a police administrator for an entire contracted agency, or their responsibility for an entire precinct or section. Currently, Captain dedicates approximately half of his time to court security matters. Specific court protection unit related duties include:

- Supervise Sergeants
- Review Standard Operating Procedures and implement changes as needed
- Communicate with courthouse tenants on security related matters
- Provide incident oversight on high profile matters
- Attend inter-departmental meetings related to courthouse security.

## **Facilities Management Division Employees**

### FMD Security Screeners – 33.5 FTE

Security Screeners ensure persons entering courthouses do not carry weapons or other prohibited articles into the courthouses. Although budgeted and administered in FMD, Security Screeners are supervised on a day-to-day basis by Sheriff's Office Sergeants and work side-by-side with Marshals at weapons screening stations. Specific Security Screener duties include:

- Operate x-rays, magnetometers, and hand wands
- Provide information, directions and assistance to the public.

### Lead Security Screeners – 3.0 FTE

Persons in this job classification perform the job of Security Screeners, but with additional lead duties, including:

- Plan, schedule, coordinate and assign work for Security Screeners
- Monitor performance of Security Screeners to ensure work is meeting applicable standards
- Schedule leave and prepare payroll forms for Security Screeners
- Assist Sheriff's Office Sergeants with training.

### Security Officers – 16.0 FTE

Security Officers provide unarmed guarding and patrolling of county premises to protect the county, personal property, and personnel against fire, theft, vandalism, illegal entry, and other hazards. Security Officers are present in the King County Courthouse and the Maleng Regional Justice Center, 24 hours per day, 7 days per week and provide emergency call-out and coordination of building related issues. They are also present in the Youth Services Center, Yesler Building, Chinook Building, and Administration Building during the work day, but are not present in the outlying District Court Courthouses. Security Officers are required to have knowledge of current law enforcement practices and procedures, security operations policies and procedures, police defensive tactics, use of force theories and practices, and criminal and civil legal protections for persons and property. Specific Security Officers duties include:

- Patrol courthouses periodically to check doors, windows, and gates for security
- Observe departing personnel to protect against theft of county property, examine credentials of individuals prior to admittance to restricted areas
- Provide escort services to employees after hours
- Remove trespassers or unauthorized individuals from county premises or grounds

- Remove or detain hostile/ aggressive individuals threatening the public, county employees or property
- Support Building Services duty manager to respond to building related emergencies, such as malfunctioning elevators, Heating Ventilation Air Conditioning (HVAC), electrical, plumbing, and other building maintenance and operational issues
- Coordinate and communicate information relating to emergency building repairs and responses
- Provide information and assistance in a professional manner to visitors or the public
- Prepare accurate, clear and comprehensive activity, incident and service reports.

#### FMD Security Dispatcher – 7.0 FTE (Courthouses only)

Security Dispatchers are responsible for monitoring cameras, closed caption televisions (CCTV) and intrusion alarm systems and dispatching via radio and phone, appropriate personnel to incidents from local and remote King County sites. Specific Security Dispatcher duties include:

- Monitoring over 200 cameras in multiple county facilities
- In security emergencies dispatch court protection Marshals/Deputies, various protection, fire, and medical agency personnel
- Dispatch county maintenance staff for emergency repairs
- Receive and respond to after hours emergency requests for repairs in courthouses and other county facilities
- Dispatch Building Services duty manager to respond to building related emergencies, such as malfunctioning elevators, HVAC, electrical, plumbing, and other building maintenance and operational issues
- May be expected to perform the duties of a Security Officer.

#### FMD Security Sergeants – 3.0 FTE

Security Sergeants are first line supervisors of Security Officers, responsible for supervising, scheduling, and training subordinate staff. Security Sergeants, and Specific Security Sergeant duties include:

- Oversee staff access to buildings
- Schedule Security Officers
- Make work assignments
- Coach, mentor, and train staff
- Coordinate site investigations when Human Resources and/or outside law enforcement are involved
- Review of daily activity logs and prepare reports
- Analyze existing security systems/programs and recommend changes.
- Implement after-hours weapons screening
- Act as alternate Fire Safety Director or Acting Security Chief in their absence.

### FMD Security Chief – 1.0 FTE

The Security Chief operates a County Security program and reviews and evaluates the work of supervisory staff. The Chief also assists in hiring permanent and temporary personnel. Specific Security Chief duties include:

- Hire, train and evaluate performance of subordinates
- Prepare unit policies and procedures for all sites
- Prepare fire safety and emergency evacuation plans for all buildings
- Coordinate emergency building services issues with Building Services Superintendent.

### **Department of Adult and Juvenile Detention Employees**

#### Court Detail Corrections Officers – 59 FTE

Court Detail Officers are responsible for the safety and security of in-custody defendants as they are transported to and from detention and while they are in the courtroom only and are not figured into the day-to-day operations of courthouse security. Officers assigned to this detail carry weapons while in the courtrooms and are knowledgeable in the use of force. Court Detail Officers are specially trained in defensive tactics and de-escalation techniques, and carry 800 megahertz radios in order to communicate throughout and across buildings. They can respond to duress alarms; however, their first responsibility is to guard the inmate they are escorting in court.

Table D provides a summary of the types of personnel, services, and equipment present at each King County courthouse.

While FMD and Sheriff's Office personnel work to collaborate and keep the county courthouses safe, the bifurcated nature of security, particularly in the area of weapons screening, poses challenges. There are inherent communications challenges when personnel from two different departments must work together to provide an integrated service. In particular, it is not always apparent to outside entities which agency is responsible for what personnel or for what function. Additionally, the current configuration of personnel leads to administrative inefficiencies. Coordinating the Security Screeners and the Marshals/Deputies takes effort on the part of the Sheriff's Office and FMD management in excess of what would be required if the two were consolidated. For example, the Sheriff's Office Sergeant is not responsible for investigations into complaints regarding Security Screeners, but he or she does have to support such investigations, leading to a duplication of effort in FMD and the Sheriff's Office. Indeed, liaising between the two offices is a time-consuming effort. Further, the bifurcation of management for weapons screening creates obstacles to finding operational efficiencies in the screening process. Most importantly, there is no single point of authority of security matters in King County courthouses.

Table D - King County Courthouses Security Profile

<i>Building Profile</i>	KCCH	MRJC	District Courts	YSC	ITA	VA/OPD & Appeals*
Number of Entrances	4	2	6	2	2	3
Hours of Operation	3rd/Tunnel: 6am-6pm 4th: 7:30am-3:30pm Dock: 8am-Noon	Main: 6am-6pm Dock: Tue & Fri 10am-Noon	Main Entrances: 8:30am-4:30pm	Main: 6am-5pm Dock: 9am-Noon	Main: 7am-5pm Patient: 7am-5pm	3rd & 4th Floors: 8:30am-4:30pm

*Current Staff Assigned*

Deputies	0	0	6	0	0	0
Marshals	10	5	0	2	2	2
Lead Marshal	1	1	0	1	0	0
Screeners	16.5	6	6	3	2	0
Lead Screener	2	1	0	0	0	0
<b>Total</b>	<b>29.5</b>	<b>13</b>	<b>12</b>	<b>6</b>	<b>4</b>	<b>2</b>

*Services Provided*

Entrance Screening	✓	✓	✓	✓	✓	Appeals only n/a
Remands	✓	✓	✓	✓	✓	✓
Trespass Enforcement	✓	✓	✓	✓	✓	✓
Contraband Seizures	✓	✓	✓	✓	✓	n/a
Emergency Response (fire/med)	✓	✓	✓	✓	✓	✓
Secondary Screening	✓	✓	n/a	n/a	n/a	n/a
Escorts	●	●	n/a	●	n/a	●
Courtroom Presence	●	●	n/a	●	n/a	n/a
Police Liaison	●	●	n/a	●	n/a	n/a
Perimeter Checks	●	●	n/a	n/a	n/a	n/a

- ✓ Performed on a regular or as needed basis
- Performed on an intermittent basis when staffing allows
- n/a Function not performed

\* At the Washington State Court of Appeals Marshal operates screening equipment; services provided as needed, M-F; hours vary

Note: Actual day to day staffing is impacted by availability of personnel, roaming needs, and hours of operations, i.e., operational needs determine



#### **IV. SUMMARY OF SECURITY OVERSIGHT PANEL RECOMMENDATIONS**

The Security Oversight Panel was created in late 2007 by Ordinance 16007. The Panel consists of the director of FMD, representatives from OMB, Public Health—Seattle & King County, Risk Management Division, the Sheriff's Office, the PAO, Superior Court, District Court, and the Assessor's Office. The Panel is currently chaired by a member of the King County Council. For the past two years, the Panel has met regularly to discuss emergency security issues at all county courthouses and has overseen the work of the TRC Consultants, who have been hired to conduct a countywide security review. The Panel has attained a number of accomplishments, including convening the team that developed the Request for Proposals that led to the hiring of TRC Consultants to conduct a countywide security assessment and to develop security templates for county buildings based on risk evaluations. The Panel has also instigated a series of security improvements, including producing and installing emergency contact signs in the KCCH elevator lobbies, funding the installation of 21 key card access devices in KCCH, creating a work group that developed a plan for a web based Incident Reporting system and designed an online reporting form with procedures and protocols for its use, and overseeing the development of a video to play at the 3<sup>rd</sup> Avenue entrance of KCCH instructing people how to move through the screening station quickly. The Security Oversight Panel has the following goals for 2010:

##### Short-Term (*first quarter 2010*)

- Install second flat-screen monitor in Courthouse Third Avenue lobby and implement security procedures video display
- Exit signage for Courthouse Third Avenue entrance
- Sandwich board "closure" sign for Courthouse Fourth Avenue Entrance
- Add reminder about security notification and duress alarms to paychecks and advices
- Post master list of AEDs online and disseminate information about availability, location and recertification schedule
- Survey of county agencies to locate any unregistered AEDs and add to list
- Develop notification procedures for security equipment failure
- Approve ordinance implementing Code of Conduct at the Youth Services Center.
- Approve \$1.5 million in security improvements to the Youth Service Center
- Develop alternative for staffing Courthouse Information Desk, perhaps using recuperating personnel.

##### Mid-Term (*3-6 months*)

- Consider increased use of Courthouse intercom system, with new protocols and codes
- Establish protocols for entrance, exit and seating in family court to separate perpetrators and victims in protection order cases, and/ or add the presence of armed security
- Improve controlled substance confiscation protocol
- Security incident training video and/or handbook for new employees on alarms, mail, threats, notifications, lockdowns, evacuations, location of emergency equipment such as EMT kit, AEDs and first aid kits
- Form a threat assessment team to respond to threats with a personal safety plan
- Review completed security assessment templates and develop plan for implementation.
- Review security improvements for Involuntary Treatment Court.

### Long-Term (6 months+)

- Support legislation to exempt birth date of public employees from public disclosure
- Support legislation for enhanced penalties on crimes within 1,000 feet of a courthouse
- Transfer of security screeners to the Sheriff's Office
- Review status of proposal to transfer City Hall Park to King County, or sign long-term lease
- Develop and implement RADAR program
- Add Crime Prevention Through Environmental Design standards to county building design standards
- Install sight-obscuring window coverings in Courthouse when funding is available
- Install sight-obscuring window coverings at District Courts when funding is available
- Add key card access and security cameras to District Court locations and Family Court Services when funding is available
- Develop security policies and/or a Security Master Plan based on report compiled by TRC
- Consolidate security operations in one agency

## **V. SUMMARY OF SECURITY CONSULTANTS WORK**

In 2009, FMD and the Security Oversight Panel engaged TRC to conduct a needs assessment for county security. TRC made a series of recommendations divided into three categories: 1) Operational changes (no tech), 2) Physical changes (low tech), and 3) Technological improvements (high tech). The recommendations were made without consideration of cost or the historical nature of some of the facilities that limits the county's ability to retrofit for security. Given the sensitive nature of the consultants work and recommendations, not all of the consultant's recommendations are included in this report. Additional information can be provided in private briefings. Progress that has been made in implementing the recommendations is noted in italics. The recommendations include:

- 1) Create and staff a Chief Security Officer or Director of Public Safety and Security position at the county executive level with strategic accountability and effective influence and consistent singular authority responsible for setting or enforcing security policy.

*The county's ability to implement this recommendation is hampered by the severe financial crisis and ongoing structural deficit in the General Fund.*

- 2) Develop a Security Master Plan.

*Phase 2 of TRC's work includes an Implementation Plan to develop a strategy for improving county security over time, with a listing of no or low cost recommendations. The primary work product of Phase 2 of the TRC contract is the creation of security templates for various types of county buildings, such as office buildings, public health*

*clinics, courthouses, and jails. The templates are designed to help the county identify different risk levels at different facilities based on their tenants, functions, and public access and to identify appropriate security measures based on risk.*

- 3) Consolidate court protection and screening personnel. Security personnel should be cross trained for screening duties, given powers of arrest, be armed, and be proficient in English.

*See options below regarding consolidation of court protection and screening personnel. Giving security personnel powers of arrest and fire arms would entail converting civilian positions into Marshals and would be cost prohibitive in the current fiscal environment.*

- 4) Background checks for pre-employment screening should be the same for screening staff as for Court Marshals.

*Security Screeners have historically undergone and continue to undergo the same pre-employment screening as the Marshals, except that Security Screener applicants do not take a polygraph. Both positions are screened through the Sheriff's Office's background screening process.*

- 5) Increase staffing levels for court protection to enable coverage of multiple high profile trials, screening oversight, and roving duties.

*The county's ability to implement this recommendation is hampered by the severe financial crisis and ongoing structural deficit in the General Fund.*

- 6) Implement a countywide security incident reporting, collecting and dissemination mechanism.

*The business case for a security incident system using a web-based interface has been developed. The project is fully funded by Risk Management and FMD, has received conditional approval from the county's Chief Information Officer and Budget Director, and is before the Project Review Board. Full implementation of the project will require additional coordination among county agencies and a clear definition of responsibilities related to the maintenance and operations of the system.*

## **VI. TRANSFERRING SECURITY SCREENERS TO THE SHERIFF'S OFFICE**

Ending the bifurcated management of weapons screening by transferring the Security Screeners to the Sheriff's Office is a first step toward consolidating all courthouse security functions. The presence and responsibilities of FMD Security Officer and Security Dispatchers in courthouses will require continued coordination with Sheriff's Office Staff.

The transfer of the Security Screeners to the Sheriff's Office has been proposed previously, and all parties are in agreement that this is a reasonable move; however, when it was proposed in the

2010 Executive Proposed Budget is was not approved for financial reasons. The transfer is worthy of reexamination, particularly in the context of initial discussions regarding screening station efficiencies begun by FMD, the Sheriff's Office, and other criminal justice agencies.

In anticipation of the potential transfer of the Security Screeners, the Sheriff's Office has performed analysis to identify the level of funding it thinks necessary for Security Screener staffing, overtime, training, and supervision. The 2010 Adopted Budget for the Security Screeners includes 36.5 FTEs and effectively contains no budget for training, overtime, and equipment. The Security Screeners unit has historically relied upon salary savings to meet its overtime requirements. Based on an analysis of previous usage, the Sheriff's Office projects an annual need for \$141,000 in overtime, training, and supplies. Because weapons screening duties were expanded at ITA court recently with no commensurate increase in Security Screener FTEs, another 1.5 FTE Security Screeners are seen as needed to make the unit whole. In addition, the Sheriff's Office requests 1.0 FTE Sergeant for security supervision for the 38.0 FTEs that would be added to the Sheriff's Office. The total request, over and above the 2010 Adopted Budget is \$378,946 in 2010. The 2011 impact would be greater due to inflation.

<b>Table E - Sheriff's Office Request</b>	
Additional Funding for Supervision	\$137,724
1.5 screeners for new post at Involuntary Treatment court	\$99,417
Training	\$9,495
Overtime	\$70,000
Annexation and personnel contras	\$62,310
<b>Total \$378,946</b>	

It is assumed that responsibility for weapons screening equipment (magnetometers and x-ray machines) will follow the Security Screeners in any transfer.

## **VII. OPTIONS FOR TRANSFERRING SECURITY SCREENERS TO THE SHERIFF'S OFFICE**

### **Option 1: Status Quo – No Transfer or change in budget or staffing**

#### **Pros**

- No impact to the General Fund.

#### **Cons**

- Continued bifurcated management of weapons screening
- Unclear point of service provision and accountability
- Continued difficulty in resolving HR and budget issues
- Continued time-consuming coordination between the Sheriff's Office and FMD
- Continued challenges to realizing operational efficiencies.

### **Option 2: Transfer the Security Screeners to the Sheriff's Office with no change in budget or staffing**

#### **Pros**

- No impact to the General Fund
- Ends bifurcated management of weapons screening
- Establishes single point of accountability
- Streamlines supervision of all components of weapons screening
- Eliminates need for time-consuming coordination between FMD and the Sheriff's Office
- Easier to realize operational efficiencies at screening stations.

#### **Cons**

- Added workload to Sheriff's Office for recruiting, hiring, performance appraisals, and HR investigations of security screeners (currently less than 0.25 FTE in FMD)
- Does not meet Sheriff's Office identified supervisory span of control
- Does not meet Sheriff's Office identified overtime and training budget needs.

**Option 3: Transfer Security Screeners to the Sheriff's Office, plus \$29,000<sup>2</sup> (annual amount) for the equivalent of 0.25 FTE HR support to the Security Screeners**

**Pros**

- Limited impact to the General Fund
- Ends bifurcated management of weapons screening
- Establishes single point of accountability
- Streamlines supervision of all components of weapons screening
- Eliminates need for time-consuming coordination between FMD and the Sheriff's Office
- Easier to realize operational efficiencies at screening stations

**Cons**

- Added workload to Sheriff's Office for recruiting, hiring, performance appraisals, and HR investigations of security screeners (currently less than 0.25 FTE in FMD)
- Does not meet Sheriff's Office identified need for overtime, training, and supplies
- Does not meet Sheriff's Office identified supervisory span of control.

**Option 4: Transfer Security Screeners to the Sheriff's Office with \$378,946 for overtime training, 1.0 FTE Sergeant, and 1.5 FTE Security Screeners**

**Pros**

- Ends bifurcated management of weapons screening
- Establishes single point of accountability
- Streamlines supervision of all components of weapons screening
- Eliminates need for time-consuming coordination between FMD and the Sheriff's Office
- Makes it easier to realize operational efficiencies at screening stations.
- Provides funding for overtime and training as identified by the Sheriff's Office
- Provides funding for Sheriff's Office to achieve a standard supervisory span of control.

**Cons**

- Maximizes impact to General Fund and increases budget deficit by \$378,946
- Replaces less than 0.25 FTE in FMD dedicated to HR matters with 1.0 FTE for supervision.

All of the options above should include further work to find efficiencies in weapons screening at all facilities. At a March 23, 2010 meeting convened by FMD, representatives of the Sheriff's

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<sup>2</sup> In 2010, the total annual cost of an HR position in FMD is \$116,259, of which \$89,708 is salary and \$26,551 is benefits. The Sheriff's Office believes that FMD resources dedicated to administering the Security Screeners exceeds 0.25 HR FTE.

Office, the Prosecuting Attorney's Office, Superior Court, District Court, King County Council, and OMB brainstormed potential ways to find efficiencies in weapons screening. These ideas included: transitioning to a 10-hour day for some screeners, restricting building hours further, developing an alternative method for screening county employees, and contracting out screening work. Further exploration and implementation of efficiency ideas will be difficult with the current bifurcated management system. If successfully implemented, efficiencies may generate savings that partially offset the need for additional overtime, training, and supervisory funding.

## **VIII. EXECUTIVE RECOMMENDATION**

The King County Executive recommends implementing Option 3 effective January 1, 2011 as part of the 2011 budget process. Transferring the Security Screeners to the Sheriff's Office in 2010 would immediately address the inefficiencies and complications created by a bifurcated management system. In addition, unifying budgeting and management of weapons screening will facilitate efforts to find and implement efficiencies. The funding equivalent to 0.25 HR FTE (\$29,000 annually) would help address the administrative burden of 36.5 additional FTEs in the Sheriff's Office. This recommendation assumes that the Sheriff's Office will continue to implement the current operational model with supervision provided by Lead Security Screeners and the existing 2.50 FTE Sheriff's Sergeants and 0.50 FTE Captains.

It is not anticipated that there will be labor challenges to transferring the Security Screeners to the Sheriff's Office. The Security Screeners are currently represented by Local 117, and are aware of the likelihood of this transfer and have indicated no major opposition, although the union reserves the right to bargain any effect of the transfer.

Legislation to implement the transfer will be part of the 2011 Executive Proposed Budget.

The General Fund faces a projected \$60 million deficit in 2011. All General Fund agencies have been asked to identify a 12 percent reduction as they prepare their request budgets. For the Security Screeners, this amounts to a \$340,000 reduction. Implementation of this reduction will be addressed in the 2011 Executive Proposed Budget process through discussions among FMD, the Sheriff's Office, and OMB, as well as other agencies located in county courthouses.

## **IX. SPREADING THE COSTS OF SECURITY**

In addition to recommending the Security Screeners be transferred to the Sheriff's Office, the County Executive also recommends that the costs of consolidated Court Protection Unit (Marshals and Security Screeners) be charged to customer agencies like a central rate.

One means to define the rate would be to use the square footage allocation in the current FMD rate model (see Table A). The costs could be double budgeted, or a series of contras or loan-out arrangements could be established. It may be necessary to distinguish among tenants in terms of the level of service they receive. For example, while all tenants benefit from weapons screening, Superior Court is the primary customer for roving Marshals in courtrooms. It may be appropriate to break security costs into two components (weapons screening and roving/courtroom Marshals) and spread the costs using different methodologies. The exact method for spreading costs will need to be discussed with the Sheriff's Office, as well as all the

customers of courthouse security particularly as courthouse tenants do not support the notion of a security central rate.

While the vast majority of the tenants of county courthouses are General Fund agencies and it is unusual for General Fund agencies to charge one another for an ongoing service, charging for a consolidated Court Protection Unit has many benefits. Moving security costs into agency budgets will make more tangible the fact that the agencies are customers of courthouse security and as such they should play an active role in identifying the appropriate level of service and funding for security. Charging the costs of security will facilitate the negotiation of explicit agreements between the Sheriff's Office and building tenants in terms of level of service and the associated budget. It will also encourage agencies to evaluate the costs and value of security alongside other functions in making budget decisions. Fundamentally, treating courthouse security as a priced service will help to foster a shift in thinking about services and budget toward a more customer-oriented approach allowing managers to make judgments regarding the value of services for their function while meeting the public's need for efficiency and economy. This shift is essential if King County is to redefine how it budgets and meet the daunting challenges it faces in maximizing the efficient use of taxpayer dollars.