

DEPARTMENT OF ADULT AND JUVENILE DETENTION
Juvenile Division
2009 Budget Proviso Response

Executive Summary:

This report responds to a proviso in the 2009 Adopted Budget (Ordinance 16312) that requested a report describing the span of control and supervision with the Department of Adult and Juvenile's juvenile detention division. The proviso stated:

...\$100,000 shall not be encumbered or expended prior to the review and approval by motion of a report describing the span of control and supervision within the department of adult and juvenile's juvenile detention division. The report shall include: a review of the current staff and supervisor assignments within the juvenile division; identification of secure detention and other division staff; a description of existing span of control and supervision for the division, with specific discussion on how staffing and supervision change when the detention population is below projected levels; identification of collective bargaining agreement provisions that relate to span of control and supervision; and recommendation for changes in supervision or staff assignment that might produce savings.

The report details the span of control and supervision of DAJD's Juvenile Division including summarizing supervisor responsibilities, number of staff reports, and how staffing has changed with population changes. DAJD is committed to providing high quality detention programs and services to youth involved in the criminal justice system with the long term, overall goal, that addressing change in youth behaviors today will prevent the youth from entering the adult criminal justice system. In order to accomplish this, DAJD has created a staffing model designed to operate a safe and secure program.

Finally, the report outlines two recommendations:

1. *Continue to review policies and practices to find the most efficient staffing models*

DAJD continues to be guided by best practices from other jurisdictions as well as changes in the behavior and classification of the youth detained to inform policies and practices.

2. *Continue to work with criminal justice partners to reduce the secure detention population, thereby providing opportunities for impact to staffing and supervision*

DAJD Juvenile Division continues to work with criminal justice agencies to support initiatives in an effort to reduce population, which will impact staffing and supervision.

Background:

DAJD Juvenile Division is an integral criminal justice partner with courts, prosecuting attorney, public defense and community agencies to maintain and promote public safety. The division is governed by federal, state and local statutes, ordinances and policies which include the Code of Federal Regulations (CRF); Revised Code of Washington (RCW); Washington Administrative Code (WAC); Juvenile Detention Alternative Initiative standards and accreditation; Prison Rape Elimination Act (PREA).

These funded and unfunded mandates along with the departmental mission, vision and goals encompass the objective, as well as the requirements, to support the health, well-being and safety of juveniles in our custody.

As new mandates develop and existing mandates are revised, the department must be flexible and maintain sufficient staffing levels to meet the on-going challenges of the criminal justice community.

The budget proviso issued for the fiscal year 2009 presented the Department of Adult and Juvenile Detention (DAJD) Juvenile Division an opportunity to

- review of the current staff and supervisor assignments within the juvenile division;
- identify secure detention and other division staff;
- describe existing span of control and supervision for the division, with specific discussion on how staffing and supervision change when the detention population is below projected levels;
- identify collective bargaining agreement provisions that relate to span of control and supervision; and
- recommend changes in supervision or staff assignment that might produce savings.

I. Review and Identification of Current Staff and Supervisor Assignments

The DAJD Juvenile Division contributes to the public safety of the citizens of King County and Washington State by operating safe, secure, and humane detention facilities and alternatives to secure detention in an innovative and cost-effective manner. Attachment A illustrates and describes the current staff and supervisor assignments, or posts, in the Juvenile Division.

As illustrated in Attachment A, there are a total of 155.5 FTE's in the Juvenile Division, of which 99 are Juvenile Detention Officers (JDO), who provide direct services, safety, and security to detained youth. The JDOs report to 11 Supervisors, who provide day to day management of the secure detention program, and the Supervisors all report to one Chief of Operations, who provides oversight of the secure detention program and staff. In addition, the Division has 4.3 Medical/Mental Health contract providers, who are not DAJD staff and are not included in the FTE total. The provision of the secure program equates to 71% of total employees in the division.

The remaining 29% of the employees in the division provide alternatives to detention, administrative services, intake assessment, health and program services, and/or food service. All of these functions are direct reports to the Division Director. Laundry service is provided to the juvenile division by the adult division.

In addition to the direct services provided by employees, the Juvenile division contracts with other entities for specific expertise in order to provide the full range of mandated services. Those contracts include:

- University of Washington Department of Pediatrics/Adolescent Medicine and Child Psychiatry for medical and mental health/psychiatric services.
- King County Library System to provide library services for detained youth.
- Education services to detained youth are provided through an Memorandum of Understanding (MOU) with Seattle Public School.
- A Chaplaincy Program is provided via MOU, currently with World Vision.
- Women's health/STD services are provided via MOU with Public Health – Seattle & King County.
- A contract with YouthCare provides case management services to detained youth.
- Alternatives to Secure Detention have various contracts and MOU for specific operational requirements.

III. Span of Control and Supervision for the Division

A critical element of any detention facility is the appropriate determination of the supervisor/employee span of control. The most efficient and responsible span of control promotes open lines of communication to ensure adherence to policies affecting daily operations. In addition, an appropriate span of control ensures that supervisors have the ability to effectively train employees, mentor them, and counsel appropriately, thus preventing more serious problems from developing. In a Detention facility, as in other institutional settings, an appropriate span of control ensures proper response during emergencies and ability to provide for continuity of operations during emergencies.

The organizational chart, Attachment A, delineates the span of control and supervision for the Division with a more detailed description of supervisory position responsibilities below:

- Division Director (1 FTE): Responsible for policy adherence and day-to-day operations. All Juvenile staff report up through their chain of command to the division director. There are 27 FTE's who are direct reports to the Division Director.
- Chief (1 FTE): Manages the secure Detention floor and Corrections Supervisors. In total, the number of FTEs under the Chief's command is 110 FTEs. Of those, there are 11 corrections supervisors whom are direct reports to the Chief.
- Corrections Supervisors (CS) (11 FTEs in total): CSs in 2009 supervise 99 JDOs. CS's are on duty day and swing shift with primary responsibility between Intake and the Detention Floors. In addition, on day shift Monday through Friday, 1 CS performs as an administrative CS.
 - Intake CS: primary responsibility for ensuring that admissions, discharges, property, and court orders are handled appropriately. The Intake CS interfaces with the Court to clarify court orders when necessary.
 - Detention Floor CS: primary responsibility for ensuring that detainees are appropriately monitored and follow the structured schedule.
 - Administrative CS: In addition to direct supervision of JDOs assigned to court and transportation, the primary responsibility for this assignment is managing the JDO master schedule outlined in the Guild Collective Bargaining Agreement.
 - See Attachment B for specific posts for each of the 11 Supervisors.
- Health Services Administrator (1 FTE): Manages the health and mental health services for the Division and supervises all health contracts, with supervisory responsibility for a total of 16.3 FTEs.
- Food Service Supervisor (1 FTE): Supervises the day-to-day operation of the kitchen and meal preparation, including 6.5 FTEs.

IV. Staffing Response to Changes in Detention Population

Background on Staffing

The current policy in effect is a staffing level of one officer to 14 youth for the detention floor to ensure adequate housing coverage. Historically, the population count has been 80% boys and 20% girls. For example, if the population is 80, then, normally, 60 youth would be male (5 living halls) and 20 youth would be female (2 living halls). In addition, JDOs are also responsible for staffing central control, intake-release, health clinic, floor control, court runners, transports and detention policy posts. See attachment B for a diagram noting the post staffing on each shift with post descriptions. (Note attachment B portrays the number of posts needed for each shift; it does not count JDO FTE's (99 FTEs)).

As with any mandated 24 hour a day, 7 days a week, 365 days a year operation, it requires more than one FTE to fill a post due to sick leave, vacation, and administrative leave. In order to fully operate the juvenile division 24/7/365, it requires 1.64 FTEs to fill one 24-hour post each shift. This is slightly less than the Adult Division "fill rate" of 1.78. Determining the correct "fill rate" requires balancing the cost of the additional FTEs salary/benefits/ hiring costs, vs. the cost of overtime, vs. the intangible cost of impacting the work/life balance that employees require. The challenge to staff posts is heightened with scheduled and unscheduled leave usage due to long-term and intermittent FMLA, administrative leave, and vacation slots as bargained with the Juvenile Detention Guild Collective Bargaining Agreement.

There are additional staffing needs to operate the facility on a 24-hour/7-day per week basis in order to safely run the facility and comply with federal/state laws and policy. These items are often times filled with overtime personnel:

- Youth on extreme suicide watch require 1:1 care, which requires an additional officer to be posted in the Health Clinic, as per policy. A total of 3 youth housed in the Infirmary requires, by policy, an officer to be stationed in the Clinic on days and/or shifts that normally do not have an officer.
- Opening additional living units due to normal temporary increases in propulsion (e.g. a Friday night) and/or a threshold of separations between youth (either due to court order or gang affiliation) that cannot be managed with a lower number of living halls.
- Class A felons, or youth being transported over long distances, which require two (2) officers for transportation, instead of the usual 1 officer, by policy.
- Transporting youth to court-ordered treatment. In the past few years, as court-ordered treatment has expanded, this duty has required transport by two officers to out-of-county locations (e.g. Yakima treatment facilities).

Changes in Detention Population

A responsible approach to determine the appropriate staffing levels must address strategies to accommodate a sudden drop in Average Daily Population (ADP) that can be implemented quickly and dismantled should the population unexpectedly spike. For

example, when the boys' count drops below fifty-six (56) the Juvenile Division reconfigures the Control Posts to eliminate one post without compromising safety and security. This in turn allows the Division to cancel overtime otherwise needed for additional and unanticipated staffing needs. Population counts are reviewed every eight (8) hours by shift supervisors in order to maintain peak efficiencies in staffing.

A sustained ADP decrease does not immediately translate to staffing impacts. DAJD continues to actively analyze the secure juvenile detention population. Juvenile population may rise and fall throughout a year, depending on numerous factors such as the economy, crime trends, time of the year, and changes to state law. For example, in 2008, the annual ADP was 90; however, the high month was May at 108 ADP. The chart below illustrates the ADP and the high month since 2002, as well as the ADP for 1998 to 2001, as a reference.

Year	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2 nd QTR 2009
Average Daily Population	191	165	148	128	118	109	105	109	105	95	90	89
Highest Monthly ADP					Nov	Feb	Mar	Jun & Aug	Nov	Jun	May	April
					125	122	127	114	119	112	108	101

Source: The DAJD Detention and Alternatives Report for Year End 2002 to 2nd QTR 2009.
<http://dajd.metrokc.gov/dajd/dar/docs/dar.shtml>

The appropriate level of staff must be maintained for month-to-month fluctuations. Even though the annual ADP had decreased from 118 in 2002 to 90 in 2008 (the last full year of data) for a total decrease of 28 ADP or 24%; the actual high month declined only 13%.

The Division has facilitated the downward trend in ADP with a concentrated effort to enhance alternatives to secured detention, the Juvenile Division by shifting three JDOs from secure detention to Alternatives to Secure Detention (ASD) in 2007. In doing so, the Department eliminated the need for additional FTEs to improve ASD with a new weekend reporting program. The new weekend reporting program provides structured programming for youth who have been sentenced for seven (7) days, with five (5) days held in abeyance if they complete the weekend.

V. Collective Bargaining Agreement Provisions Related to Span of Control

There are no specific provisions in the Collective Bargaining Agreement related to span of control or supervision.

VI. Recommendations

1. *Continue to review policies and practices to find most efficient staffing models*

DAJD continues to be guided by best practices from other jurisdictions as well as changes in the behavior and classification of the youth detained to inform policies and practices. This continual learning environment has created and will continue to create efficiencies. One example is the conversion of three JDOs to provide increased alternative to detention services. DAJD is committed to providing high quality detention services to youth in the criminal justice system.

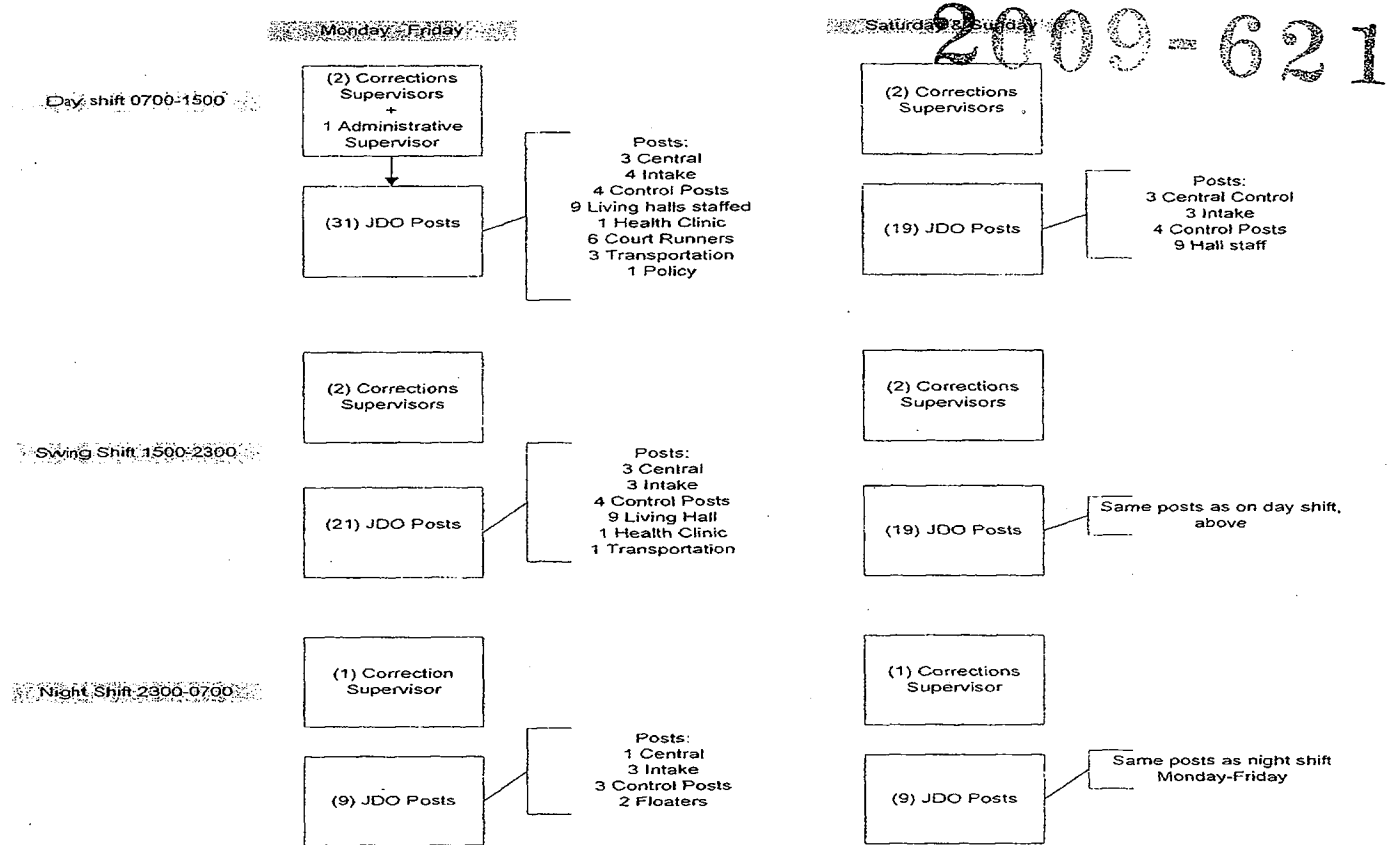
2. *Continue to work with criminal justice partners to reduce the secure detention population, thereby providing opportunities for impact to staffing and supervision*

DAJD Juvenile Division continues to work with criminal justice agencies to support initiatives as an effort to reduce population which will impact staffing and supervision. Some of the efforts include:

- Expansion of Alternatives to Secure Detention - **Weekend Reporting** implemented in 2008; unlike other ASD programs, youth are ordered directly into Weekend Reporting on predetermined reporting dates for two consecutive weekend days. Seven days of confinement are suspended upon satisfactory completion of the weekend.
- **Step Down:** This program is an integral part of population mitigation for the Division that works collaboratively with Superior Court on ongoing initiatives that will help reduce the population in Secure Detention. This program provides an "expeditor" who reviews the juvenile sentenced population regularly and consults with the court if the juvenile may be eligible for ASD placement.
- **"Good Time":** Previously, sentenced youth who meet behavioral criteria were eligible for "good time" which reduced their sentence by 20%, calculated in increments of one day off for each five days sentenced. Effective April 1, 2009, however, Good Time for juvenile detainees was changed to align with practice in the adult system. Good Time will be 33.3% or 1/3 of the original sentence, calculated in increments of one day off for each three days sentenced.

I. Operations Staff and Supervisor Assignments

Attachment B



Central Control: Controls movement in and out of secure detention perimeter. Monitors all security equipment and internal communications. Controls and monitors all activities related to visiting. Maintains safety and security of the Central Control area.

Intake: Processes new admits, conducts initial medical screening and searches, and inventories personal clothing and property. Processes detainees being released. Responsible for tracking detainees' locations and status while in detention. Reviews for accuracy and completes required documentation relating to admit/release/pass process. Maintains safety and security of Intake area.

Control Posts: Monitors all electronic security equipment in support of each Living Hall. Controls movement in and out of Living Halls. Conducts visual and auditory monitoring of detainees while housed in their cell. Provides back up assistance to assigned Living Halls during emergencies. Maintain safety and security of Post area.

Living Halls: Directly supervises detainees assigned to Living Hall. Conducts and monitors all required programming including school, library and physical exercise. Ensures the health, safety and welfare of detainees assigned to Living Hall. Maintains safety and security of Living Hall area.

Health Clinic: Controls movement in and out of Health Clinic area. Monitors all electronic security equipment. Conducts and documents visual and auditory monitoring of detainees housed in the Infirmary. Maintains safety and security of Health Clinic area.

Court Runners: Controls movement in and out of Court and Court Holding Area. Escorts remanded youth to Intake for processing. Transports and directly supervises detainees in court. Facilitates communication between Court, Intake and Screening. Maintains safety and security of Court area.

Transport: Transports detainees outside the secure detention perimeter. Directly supervises detainees while being transported. Maintains security equipment and vehicles. Provides break relief for dedicated posts.