



King County

**Metropolitan King County Council
Budget and Fiscal Management Committee**

Agenda Item No.: 7
Proposed No.: 2011-0409

Date: December 6, 2011
Prepared By: Clifton Curry

SUBJECT

A MOTION adopting a report where the department of adult and juvenile detention provides a review of booking and release operations and the King County Correctional Facility and the Norm Maleng Regional Justice Center, as required in Ordinance 16984, Section 48, Proviso P3.

SUMMARY

As part of Department of Adult and Juvenile Detention's (DAJD) 2011 Executive Budget, the council adopted several budget provisos. This motion and report address Proviso 3, which required a detailed review of the operations of the DAJD's Intake, Transfer, and Release (ITR) operations at both the department's Seattle and Kent jails.

The report attached to this motion responds to one of six DAJD provisos adopted in the 2011 Budget. The department's report addresses the proviso requirements by providing information on the following five areas:

1. a comprehensive review of booking and release operations at the King County Correctional Facility (KCCF) and the Maleng Regional Justice Center (MRJC);
2. completion of "business process mapping" of booking and release functions at both jail facilities;
3. completion of a detailed staffing analysis identifying the time and resources necessary to provide security, supervision and other operational tasks at both facilities;
4. identification of performance benchmarks for ITR operations at both facilities; and,
5. completion of an analysis of the use of ITR time and resources for planning, budget development and contract fee setting.

DAJD has identified some savings from this review (already implemented at the MRJC), has used the analysis of ITR costs in revising "booking fees" as part of its municipal jail contract negotiations, and also notes that it will use the recommendations in the report as a basis for improving ITR operations in 2012. The adoption of this proposed motion

with proposed amendments would accept the department's report in response to the 2011 Budget proviso.

BACKGROUND

The King County Department of Adult and Juvenile Detention (DAJD) operates one of the largest detention systems in the Pacific Northwest. DAJD operates two adult secure detention facilities--the King County Correctional Facility (KCCF) in Seattle and the Maleng Regional Justice Center (MRJC) in Kent--and is responsible for over 43,000 bookings a year and houses an average of 2,000 pre- and post-adjudicated felons and misdemeanants every day. The department's employees supervise inmates at every security level from minimum to ultra-high security. DAJD's Juvenile Detention Division is responsible for the operation of the county's juvenile secure detention facility that houses 80 offender youth on an average daily basis in Seattle.

Additionally, in 2002, the council adopted as county policy that secure detention would only be used for public safety reasons. As a result, the county has developed alternatives to secure detention, provides treatment resources to offenders, and provides other community services to offenders to reduce recidivism. Alternatives to secure detention and treatment programs for adults are administered through the department's Community Corrections Division that manages approximately 6,000 offenders annually. The division also provides services to the court to support placement decisions for both pre-trial and sentenced inmates. Alternative programs for juvenile offenders are provided through the Juvenile Detention Division.

DAJD's 2012 budget is \$130.1 million and 936.5 FTEs and should be viewed along with the Jail Health Services budget for 2012 of \$28.7 million and 159.75 FTEs. Therefore, the county's total projected 2012 jail expenditures total \$158.8 million.

Intake, Transfer and Release Operations. DAJD operates an Intake, Transfer, and Release (ITR) program at both the KCCF and the MRJC. Intake includes the "booking" of arrestees from law enforcement officers and the acceptance of inmates being transferred throughout the state as part of "chain" program that moves inmates from various county jails to other jails or to state prison. Chain transfers are the responsibility of the state Department of Corrections and King County Sheriff's Office. The other transfer function at the jail is the movement of inmates from the KCCF and MRJC either between the two facilities, or to allow inmates to appear in court at locations throughout the county. The release function ensures that inmates leaving the facility are properly released.

The intake (booking) of inmates includes a variety of physical search, screening, and movement responsibilities. When booking an individual, the department must review and verify that inmates are being correctly detained, determine if the arrestee has additional warrants, make observations and recommendations related to the arrestees' behavior, medical and psychological issues, and determine identification through the county's AFIS system. In addition, staff in the ITR supervises inmates who are awaiting

release on bail/bond or waiting to be moved into their jail housing assignments. Inmates in the ITR may be under the influence of drugs or alcohol or be mentally ill, and their behavior may range from compliant to violent to subdued and withdrawn. The multitude of factors surrounding intake may sometimes require the use of force and restraints or placement into special holding cells. The MRJC has a limited number of holding cells that can be used for potentially dangerous or special need arrestees.

In operating the intake function, the department operates the ITR as a “counter function” and must maintain staffing for all hours of operations, regardless of the volume of arrestees. To meet constitutional requirements and ensure proper safety within the facility, the department must ensure that it has a full complement of staffing available to handle multiple services for each individual when the counter is open, including jail health staff. Staffing and associated costs can be reduced in proportion to the number of hours that the “counter” is open, but generally cannot be reduced when arrest volumes decline.

According to the department, corrections officers assigned to ITR also provide a critical backup to other areas of the jail. ITR officers provide security for nurses, classification personnel, fingerprinting personnel and other non-uniform staff who assist in processing inmates through booking and release. Officers assigned to ITR often serve as backup for emergency responses or other incidents in the other parts of the jail.

The ITR function at the KCCF operates 365 days a year, 24 hours each day. For the last several years (through 2010), the ITR at the MRJC has accepted bookings from law enforcement between the hours of 8:00am and 5:00pm, Monday through Friday (including holidays). This year, as a result of work related to another 2011 Budget proviso, the department re-aligned its ITR operations at the MRJC. As part of the Executive’s Proposed 2011 Budget, the department’s budget included closing the MRJC to all bookings and redirecting all MRJC bookings to the KCCF. This proposed reduction would have reduced the department’s costs by almost \$2 million and reduced 21.0 FTEs including correction officers, corrections technicians, classification staff, and screeners. The proposal would have only closed the booking portion of the program to law enforcement, while maintaining the staff necessary for transfers and releases.

The council, during its budget deliberations, heard from south county law enforcement agencies concerning the impacts of this proposal. As a result, the council added back \$500,000 to the DAJD budget and required the executive to investigate how it could continue to operate its booking function at the MRJC in 2011. DAJD transmitted its plans for booking operations at the MRJC in February, which were adopted as Motion 13478. Based on its work in developing the proviso response, the department has continued booking using limited hours and reduced staff. This operational model was implemented on January 16, 2011 at the MRJC Intake, Transfer and Release program (ITR), having ITR open for limited hours, 10:00AM and 4:00 PM Monday through Friday (excluding holidays).

Prior Jail Reviews. Since 1999, the county has conducted several reviews of DAJD's operations. Prior to the completion of the remodel of the KCCF, the council required the completion of comprehensive Operational Master Plan. In addition, the King County Auditor has completed several reviews of jail operations, most recently completing a review in December 2010. In its most recent review, the auditor noted that DAJD should review prior recommendations for operational savings to reduce future jail costs.

2011 Budget Provisos. As part of its 2011 budget deliberations, the council recognized that every opportunity for General Fund savings should be pursued. DAJD's budget is one of the largest General Fund agency budgets and the council recommended several provisos requiring that the department review its operations for any potential savings. The council adopted six DAJD budget provisos in the 2011 budget related to improving operations and providing more transparent information for oversight. The report associated with this Proposed Motion responds to one of the six provisos to the 2011 Adopted Budget. Of the six, three provisos (P1, P2 and P3) direct DAJD to study specific areas of its operations for potential cost reductions and efficiencies. This is the second proviso directly related to ITR operations (as noted above, Motion 13478 accepted the DAJD response to the proviso related to ITR operations at the MRJC earlier this year).

The proviso in the 2011 Adopted Budget directs DAJD as follows:

Of this appropriation, \$250,000 shall not be expended or encumbered until the executive transmits and the council adopts a motion that references the proviso's ordinance, section and number and states that the executive has responded to the proviso. This proviso requires that the department of adult and juvenile detention provide a report showing an independent analysis and business process mapping (where "business process mapping" is defined as a technique that identifies both barriers to efficient operation and duplication of effort and also offers benchmarks for how operations can be improved) of the department's intake, transfer and release workload that identifies workload components and maps key processes for inmate intake, transfer and release at both of the county adult detention facilities. The report should also contain data on the time and resources required to provide security supervision and to complete other operational tasks through the use of time motion or random moment study, and should also set benchmark performance targets for each of the component operations. The report should make recommendations for staffing and shall identify any other resources needed to address current workload and any changes in the nature and the volume of the workload that would indicate the need to add or reduce resources. The report shall also show how the time and resources data will be used for facility utilization and operations planning, budget development, contract fee setting and contract revenue projections. This required report must be reviewed by the King County auditor before transmittal and must incorporate any changes or comments suggested by the auditor. The executive must transmit to the council the report and motion required by this proviso by September 30, 2011.

As required by the 2011 Adopted Budget, DAJD completed its review and transmitted the response attached to this motion.

ANALYSIS

This report is in response is one of six provisos in DAJD's 2011 Adopted Budget. This proviso required that the DAJD complete a comprehensive review of its ITR operations at both of its adult jail facilities. The council has already reviewed and accepted a similar proviso response that required the department to develop plans for maintaining booking operations at the MRJC. The savings and efficiencies reported in that response have been included in this review. This attached report addresses the specific requirements identified in the proviso.

Independent Analysis of ITR Operations. DAJD engaged the federal National Institute of Corrections to provide an independent analysis of the department's ITR operations. The National Institute of Corrections (NIC) consultants provided a review of the booking and release operations at both the KCCF and the MRJC and compared them to other jurisdictions and national best practices, as well as making recommendations for improving the effectiveness and efficiency of these functions. The consultants noted that the department's ITR operations were well managed but could benefit from some changes. The NIC consultants made ten recommendations for change, including recommending that the department replace its antiquated jail management system. A business case for replacement has been prepared and the replacement is being reviewed in relation to other county information technology priorities. DAJD reports that it is preparing to implement some of the NIC recommendations and will be studying other longer-term recommendations as part of its 2012 work plan.

Business Process Mapping. In its 2010 report on jail operations, the County Auditor recommended that DAJD "map" its ITR business processes to identify inefficiencies and duplication of effort. The auditors also noted that mapping operations can also lead to more efficient methods and allow for reducing costs. The council adopted the requirement to complete this type of mapping process as part of this 2011 proviso. To address this requirement, the department convened a multi-disciplinary business process workgroup that reviewed 75 process maps related to the ITR and identified barriers to efficient operation, duplication of effort and opportunities for improvement. According to the DAJD report, the reviews indicated that, while there are opportunities for improvement, the ITR operation does not have significant options for improving efficiency, absent the implementation of new information technologies. The department notes that the group identified several opportunities for efficiencies and operational improvements, there were no major process changes recommended by this review.

Identify necessary time and resources to provide security and supervision. DAJD reviewed and analyzed workload data for the booking and release functions at both of its facilities. DAJD found that while the data indicates that the number of bookings are lower, the department's ITR-related workload has not declined. The department reports

that ITR workload has actually increased due to the number of incidents involving high risk inmates and Department of Justice required documentation. The department did use this analysis to develop a base staffing level for both facilities.

Identify Performance Benchmarks for ITR Operations. DAJD completed a literature review of national jail and corrections organizations documenting performance benchmarks for booking operations. The department identified five performance benchmarks for ongoing monitoring. DAJD reports that it will use this data for improving management oversight and to identify efficiencies.

Describe how time and resource data will be used for operation and budget planning and monitoring, as well as contract fee setting. The department reports that it has developed, as part of its proviso work, additional reporting tools to more accurately monitor time and resource data on a regular basis. DAJD notes that it will use these tools to provide an annual comparison of staffing and workload indicators. These comparisons will form basis for preparing and analyzing the department's budget requests. In addition, DAJD notes that the time and resource data developed in the proviso report has helped inform the county's recent contract negotiations with cities in modifying the booking fee, as well as for developing projections for the city's future use of county jail facilities.

The department reports that it will implement the recommendations made by the NIC consultants and the process mapping work group in 2012. In addition, DAJD notes that it will make regular and ongoing use of the numerous reports that were developed to inform this proviso response. Performance indicators for ITR will be tracked and reviewed over time to compare subsequent performance to baseline data gathered in 2011. On an annual basis, the workload and staffing in ITR will be reviewed to inform budgeting, planning, and facility utilization and operations. The department has indicated that it will use the data from this proviso response, and the others it has completed, to establish a work plan for 2012 to improve jail operations and investigate potential savings.

The adoption of this proposed motion would adopt the department's report in response to the 2011 Budget proviso. However, staff are recommending a amendment to have the council accept, rather than adopt the report.

AMENDMENT:

This proposed motion was transmitted by the executive with language stating that the adoption of the motion would "adopt" the DAJD's report. Staff are recommending that the committee consider an Amendment and Title Amendment to change the motion's language from "adopted" to "accepted," acknowledging that the proviso response addresses the required elements from the proviso, but that the council is not bound by its final conclusions.

INVITED:

Claudia Balducci, Director, Department of Adult and Juvenile Detention

ATTACHMENTS:

1. Proposed Motion 2011-0409 with attachment
2. Executive Transmittal Letter, dated September 28, 2011
3. Amendment 1
4. Title Amendment T1

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KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

December 5, 2011

Motion

Proposed No. 2011-0409.1

Sponsors Patterson

1 A MOTION adopting a report where the department of
2 adult and juvenile detention provides a review of booking
3 and release operations and the King County Correctional
4 Facility and the Norm Maleng Regional Justice Center, as
5 required in Ordinance 16984, Section 48, Proviso P3.

6 WHEREAS, the King County council in Ordinance 16984, Section 48, Proviso
7 P3, required the approval by motion of a report where the department of adult and
8 juvenile detention reviews and reports on the results of a comprehensive review of
9 booking and release operations at the King County Correctional Facility and the Norm
10 Maleng Regional Justice Center, and

11 WHEREAS, the executive has transmitted to the council with this motion the
12 report called for in the proviso, and

13 WHEREAS, the report includes:

- 14 1. A review of booking and release operations and workload;
- 15 2. Analysis of business process maps of booking and release functions;
- 16 3. Data on the time and resources necessary to provide security, supervision and
17 other operational tasks in both facilities;
- 18 4. Identification of performance benchmarks for intake, transfer and release; and

19 5. A review of the use of time and resource information for planning, budget
20 development and fee setting;

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

22 The report demonstrating the department of adult and juvenile detention's review
23 of these options identified in Ordinance 16984, Section 48, Proviso P3, which is
24 Attachment A to this motion, is hereby adopted.

25

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

Larry Gossett, Chair

ATTEST:

Anne Noris, Clerk of the Council

APPROVED this _____ day of _____, _____.

Dow Constantine, County Executive

Attachments: A. King County Department of Adult and Juvenile Detention Intake, Transfer and Release Review

**King County
Department of Adult and Juvenile Detention**

Intake, Transfer and Release Review

**A Report to the King County Council
September 2011**

**Proviso 3: ITR Business Process Mapping and Staffing/Workload Analysis
Final Report**

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Proviso 3: ITR Business Process Mapping and Staffing/Workload Analysis Final Report

I. Executive Summary

The 2011 Adopted Budget, Ordinance 16984, Section 48 (P3), included a proviso directing the Department of Adult and Juvenile Detention (DAJD) to conduct an extensive review of its intake, transfer and release (ITR) operation. The review, undertaken by DAJD, consisted of the following elements:

- A three-day site visit by two consultants from the National Institute of Corrections (NIC);
- Convening a work group to review ITR process maps and identify duplication of efforts, barriers to efficiency, and opportunities for improvement;
- Compilation and analysis of workload and staffing data to identify base staffing and variables that affect the workload in ITR;
- Identification of five performance indicators, and development of the associated reports, to monitor the effectiveness of the ITR operation.
- Identification of ongoing processes and mechanisms so that workload data can inform facility utilization and operations planning, budget development, contract fee setting and contract revenue projections.

The review took hundreds of hours of staff time, resulted in the development of new reports and monitoring capability, and generated several conclusions and recommendations for improvement.

The following is a list of primary conclusions of the ITR review:

- Workload in the ITR is less efficient because of the department's antiquated data systems. DAJD staff, business partners, and internal and external consultants *all* conclude that the ITR operation would be made more effective through the implementation of a modern data system to automate manual processes and improve the efficiency of ITR work flow.
- NIC consultants concluded that "Director Balducci and her staff are operating two well managed facilities with very limited resources." Recommendations for improvement to ITR are suggested "tune-ups" for the jail system to assist with efficiency and cost effectiveness.
- Review of process maps indicated that while there are opportunities for improvement, the ITR operation does not have significant options for improving efficiency absent the implementation of new technologies.
- Although the total number of bookings has declined over time, this has only a marginal impact on workload by shift. The workload in ITR has increased given a more complex population, increased reporting requirements, and increased documentation of incidents.
- ITR staffing at KCCF and MRJC is comparable (after the reduction in staffing and costs at MRJC that were implemented earlier in 2011) and reflects a base level of staffing that is appropriate to the workload of the operation.

Proviso 3: ITR Business Process Mapping and Staffing/Workload Analysis Final Report

Moving forward, the department will implement the recommendations made by the NIC consultants (provided on pages 9-11 of this report) and the process mapping work group (provided on pages 13-15 of this report). In addition, DAJD will make regular and ongoing use of the numerous reports that were developed to inform this proviso response. Performance indicators for ITR will be tracked and reviewed over time to compare subsequent performance to baseline data gathered in 2011. On an annual basis, the workload and staffing in ITR will be reviewed to inform budgeting, planning, and facility utilization and operations.

I. Introduction

In response to a proviso in the 2011 Adopted Budget, DAJD conducted a comprehensive review of booking and release operations at the King County Correctional Facility (KCCF) and the Maleng Regional Justice Center (MRJC). Over an 8-month time period, DAJD staff have done extensive review and analysis of the workload for the intake and release functions of the operation. The review included a three-day site visit by two consultants from the National Institute of Corrections and hundreds of staff hours spent reviewing work process maps, analyzing newly obtained workload data, and identifying performance indicators to ensure that the ITR operation is both cost effective and fully supportive of the goal of operating safe, secure and humane detention facilities.

This report is organized in nine sections as follows:

- I. Executive Summary
- II. Introduction
- III. Scope and Methodology
- IV. Background and Overview
- V. Independent Consultant Review and Analysis
- VI. Comprehensive Review of Current ITR Practices and Business Process Mapping
- VII. Performance Indicators
- VIII. Booking, Staffing and Workload Review and Analysis
- IX. Conclusions and Next Steps

II. Scope and Methodology

The proviso in the 2011 Adopted Budget (Ordinance 16984, Section 48 Department of Adult and Juvenile Detention, P3), directs DAJD as follows:

Of this appropriation, \$250,000 shall not be expended or encumbered until the executive transmits and the council adopts a motion that references the proviso's ordinance, section and number and states that the executive has responded to the proviso. This proviso requires that the department of adult and juvenile detention provide a report showing an independent analysis and business process mapping (where "business process mapping" is defined as a technique that identifies both barriers to efficient operation and duplication of effort and also offers benchmarks for how operations can be improved) of the department's intake, transfer and release workload that identifies workload components

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Final Report**

and maps key processes for inmate intake, transfer and release at both of the county adult detention facilities. The report should also contain data on the time and resources required to provide security supervision and to complete other operational tasks through the use of time motion or random moment study, and should also set benchmark performance targets for each of the component operations. The report should make recommendations for staffing and shall identify any other resources needed to address current workload and any changes in the nature and the volume of the workload that would indicate the need to add or reduce resources. The report shall also show how the time and resources data will be used for facility utilization and operations planning, budget development, contract fee setting and contract revenue projections. This required report must be reviewed by the King County auditor before transmittal and must incorporate any changes or comments suggested by the auditor. The executive must transmit to the council the report and motion required by this proviso by September 30, 2011, filed in the form of a paper original and an electronic copy with the clerk of the council, who shall retain the original and provide an electronic copy to all councilmembers, the council chief of staff and the lead staff for the law, justice, health and human services committee and the budget and fiscal management committee or their successors.

The proviso specified five areas of review; the following table lists the review areas, the work performed to respond to the review, and conclusions for each area.

Review Area	Review Performed	Conclusions
Provide a report showing an independent analysis of the department's intake, transfer and release workload.	Two consultants from the National Institute of Corrections spent three days reviewing the booking and release functions at both facilities.	The consultants provided recommendations in five areas, with their main recommendation that the DAJD replace its antiquated computer systems.
Conduct business process mapping that identifies workload components and maps key processes for inmate intake, transfer and release at both of the county adult detention facilities.	The department convened a multi-disciplinary business process improvement work group that reviewed 75 process maps developed by MTG Management Consultants. The review identified barriers to efficient operation, duplication of effort and opportunities for improvement.	The review process highlighted three areas of inefficiency that, if changed, may result in cost savings. Other areas were identified that may not result in direct cost savings, but would increase the efficiency and improve the flow of operations in the intake, transfer and release (ITR) area.
Identify the time and resources necessary to provide security supervision and to complete other operational tasks.	New workload data for the booking and release functions at both sites was compiled, reviewed and analyzed. This review included identification and analysis of the variables that impact the workload and may not be reflected in the data.	The time and resource review yielded three primary conclusions: 1) The decline in bookings from 2006 to 2010 does not substantively decrease ITR workload as the decline on a per shift basis is marginal and because the type of bookings that declined were those that require the least resources to process.

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		<ol style="list-style-type: none"> 2) Over the past four years, ITR workload has increased as measured by incidents involving high risks inmates and Department of Justice reporting requirements. 3) The base correctional staffing level – the minimum level required to open and maintain ITR operations - for MRJC and KCCF is comparable following the 2011 changes to booking operations at MRJC.
<p>Identify performance benchmarks for ITR.</p>	<p>Websites and literature of national jail and corrections organizations were reviewed along with workload data to identify performance benchmarks.</p>	<p>The following five performance indicators were identified for ongoing monitoring by the department:</p> <ol style="list-style-type: none"> 1) Intake Level – the number of intakes received by hour, shift, and day. 2) Booking Level – the number of booking records created by hour, shift, and day. 3) Time between Intake and Booking – the time an inmate is held in ITR from initial entry into the facility until a booking record is created. 4) Inmates in Booking Area Level – number of individuals in the booking area at a given time requiring security supervision by intake officers. 5) Time between Intake and Movement to Housing – the time an inmate is on the intake floor prior to movement to housing or release.
<p>Show how time and resources data will be used for facility utilization and operations planning, budget development, contract fee setting and contract revenue projections.</p>	<p>This work resulted in the development of new reporting tools to more accurately monitor time and resources data on an ongoing basis. This includes regular staffing analysis to review staffing hours as compared to hours of operation. Additionally, this review identified responsibilities associated with ITR post assignments that are not specifically related to an ITR function.</p> <p>DAJD’s new city contracting fee methodology is presented in detail in the department’s response to Proviso 2. The new tools presented here are integral to the development of the booking fee in future years.</p>	<p>Using these new tools, the department will:</p> <ol style="list-style-type: none"> 1) Do an annual comparison of staffing and workload and adjust accordingly. 2) Evaluate changes in hours of operations against a post-to-hours-of-operation ratio to determine staffing needs. 3) Recalculate the per-booking cost annually based on ITR workload (as measured by staff time performing ITR functions and total numbers of bookings). 4) Increase or decrease ITR staffing in the annual budget process giving considerations to base staff requirements, performance

		markers and workload calculations.
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III. Background and Overview

A well-functioning intake, transfer and release operation serves the needs of law enforcement agencies and the courts, while expediting inter-facility transfers to ensure efficient use of jail capacity. The intake (often called booking) of inmates includes a variety of search, screening, and movement responsibilities, including review and verification that inmates are being correctly detained; verification of additional warrants; observation and recommendations related to behavior, medical and psychological issues; as well as processing court documents. Officers supervise inmates who are waiting for their housing assignments. These inmates may be under the influence of drugs or alcohol or be mentally ill, and their behavior may range from compliant to violent to subdued and withdrawn. The multitude of factors surrounding intake may sometimes require the use of force and restraints or placement into special holding cells.

The department operates two adult facilities with booking and release operations. The MRJC booking operation has operated five days a week from 8:00 AM to 5:00 PM since 2003. In January 2011, operating hours were reduced to six hours per day from 10:00 AM to 4:00 PM five days per week, and operations were ceased on national holidays. The department also operates the KCCF booking operation seven days a week, 24 hours a day. By operating at least one facility on a continuous basis, law enforcement agencies have a secure facility to process and detain misdemeanor and felony arrestees at all hours of the day.

The physical location of booking and release operations at both facilities is known as the Intake Transfer and Release or ITR area. Work in the ITR area involves significant coordination and collaboration. Staffing is provided by four agencies that have full time staff working directly in ITR and these staff interface with more than 75 law enforcement agencies who book into KCCF and MRJC. Corrections Officers in ITR also regularly interface with King County District and Superior Courts, municipal courts and staff of cities that contract with King County for jail beds.

Booking Operations at MRJC Differ from Booking Operations at KCCF

Although booking operations occur at both KCCF and MRJC, the workload and functions in ITR are quite different at the two sites because the primary population served at each is different. Both the workload and the population at the MRJC are more predictable and volume is significantly lower. In the first half of 2011, 20 percent of the bookings in the County’s adult facilities occurred at the MRJC. Of these, more than half were from the cooperative chain, which is a cooperative inter-state system for moving inmates. Inmates coming into the MRJC on the cooperative chain have already been incarcerated, will not be under the influence of drugs or alcohol, and the corrections staff from the transferring facility have and can provide to DAJD insights into the individual’s behavior. This is not the case for bookings at the KCCF where inmates are coming in off the street. Individuals may be coming in under the influence of drugs or alcohol, which may make them more combative and less able to respond to questions and move through the intake process efficiently. If an individual is being booked for the first time, he may be violent or unpredictable in his behavior and DAJD does not have records of past institutional behavior that may warn staff of how an individual might react in custody. Not only

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is the workload at KCCF greater, but it is also less predictable both in terms of volume and the needs of the population.

The Work of ITR is Complex and Interrelated Across Staff Functions

Corrections Officers assigned to ITR are responsible for a multitude of tasks that support booking and release of jail inmates as well as transferring and moving them between facilities. ITR officers provide security for nurses, classification personnel, fingerprinting personnel and other non-uniformed staff members who assist in processing inmates through booking and release and who work in ITR 24 hours per day. See Appendix A for a table that provides an overview of ITR workload by function and agency.

Legal and Regulatory Requirements Increase Complexity

ITR operations are directed in part by legal and regulatory requirements. Managing within these legal and regulatory requirements has substantially increased the complexity of ITR operations and often forms the basis of current practice. ITR operations are affected by three legal agreements:

- Hammer Settlement Agreement (which requires accreditation by the National Commission on Correctional Health Care (NCCHC));
- United States Department of Justice Memorandum of Agreement; and
- *Wells vs. Seattle*.

Also, the requirements of *Grew vs. King County* were captured in statute as Revised Code of Washington 10.79. An overview of legal and accreditation requirements and the associated operational impacts is provided in Appendix B.

Recent Changes to the ITR Function Have Increased Efficiency

KCCF Remodel Overview

In 2006, the ITR area at KCCF was remodeled and reconfigured as part of the facility-wide integrated security project (ISP). As a result of this remodel, the floor plan was opened up to promote work completion by function and to shift work to a team approach. The remodel changed the capacity in the area based on the philosophy that newly incarcerated individuals should be moved out of ITR and into housing units as expeditiously as possible. The change also increased the number of isolation cells to better manage individuals who are intoxicated, mentally ill, or have behavior issues, and expanded the space available for health and fingerprinting staff functions. The change in floor plan allowed for the elimination of ITR floor control and as a result DAJD realized staffing efficiencies. Specifically, 5.5 FTE corrections officers and 0.5 FTE corrections technicians were eliminated from the ITR Budget over a three-year period between 2005 and 2007. This reduced ongoing operating costs by \$400,000.

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Final Report**

Booking Data Continues to be Used in the Calculation of City Contract Fees

As discussed in the companion proviso, P2, the time and resource data helped inform the County's recent contract negotiations with cities in the development of the booking fee as well as city use projections in future years.

Specifically, the booking fees in the new agreements are lower, in large part, because portions of the booking fee have been moved into the costs for the daily fee. As a result, daily fees are higher. However, because the booking fee is charged only once and upfront, as compared to the daily fee, which is incurred for each day a city inmate spends in the jail, the reduction in the booking fee is much greater than the increase in the daily fee. This approach addressed an important concern of the cities that the booking fees were too high and allowed the County to reasonably recover its costs.

Adjusting Operating Model to Reduce Costs and Provide Appropriate Level of Service

2011 Changes to MRJC Booking

In February of 2011, the department submitted a response to another proviso in the 2011 Adopted Budget, which Council accepted via Motion 13478. This proviso directed the department to "provide a report demonstrating how the department could continue booking operations at the Norm Maleng regional justice center intake, transfer and release program" (King County 2011 Adopted Budget, Ordinance 16984, Section 48 Department of Adult and Juvenile Detention, P6). In response to this proviso, the department conducted an assessment of options and concluded that booking operations could continue at the MRJC with a reduction in hours and a reconfiguration of staffing.

Under this new operational model, the MRJC ITR

- is available for reduced hours and fewer days per year. ITR is open from 10 a.m. to 4 p.m., Monday through Friday, not including holidays.
- is supported, in part, by the \$0.5 million restricted allocation in the 2011 Adopted Budget.
- operates with fewer staff (as compared to 2010).
- continues to serve the cooperative transport chain/shuttles.

The new model was implemented as a pilot on January 16, 2011. During the first 6 months of operating the new model, the department has closely monitored ITR operations and assessed positive and negative impacts of the change. Monitoring has included review of staffing and workload to ensure that there is adequate staff to maintain safety and security and to complete the required daily workload. The overall assessment of the effectiveness of this change is that it is working and as a result, with limited additional risk, the department has realized true efficiencies in its ITR operation at the MRJC. Data for the first six months of 2011 indicate that in spite of reduced operating hours, the intake unit at MRJC will process a similar number of

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individuals this year as it did last year. Evidence of the efficiency is that the cost of running ITR at MRJC in 2011 is \$0.7 million less than in 2010.

V. Independent Consultant Review and Analysis

The National Institute of Corrections (NIC) provided a review of the booking and release operations at both facilities in comparison to other jurisdictions and national best practices, as well as recommendations for improving the effectiveness and efficiency of these functions.

NIC Consultant Methodology and Recommendations

The on-site visit was conducted on August 9-11, 2011, by William Crout and Ron Freeman. In advance of the visit, the consultants were provided with and reviewed a large quantity of materials, including the DAJD's policies and procedures that relate to booking and release, staffing plans, booking/release data, and relevant settlement agreements. While on site, the consultants observed the booking and release processes, interviewed staff, and reviewed data systems. There was also an administrative meeting and an exit conference that was attended by the DAJD Senior Leadership Team members.

On August 26, 2011, DAJD received and accepted the consultants' report, entitled "Jail Intake/Transfer/Release Assessment" (NIC Technical Assistance No. 11J1045). See Appendix C for the consultants' report.

The consultants provided recommendations in 5 areas. The following is a brief discussion of the more substantive recommendations.

- *The department would benefit from a modern computer system to automate work in ITR and throughout the facility.*

The consultants were explicit in stating that first and most importantly, to improve performance and increase the efficiency of the work, DAJD and the intake/booking process would benefit from a modern jail management system (JMS) to automate work that is currently performed manually. Furthermore, during the exit conference, the consultants stated that if there is only one recommendation that is acted upon, it should be this one.

- *More formal training on special duties, emergency response, and policies and procedures is needed to ensure the work is done consistently and well.*

The consultants' recommendations in this area primarily focused on increased training to meet the defined roles and responsibilities of ITR. Staff working in ITR should be provided with standardized and documented training annually to confirm that work is completed consistently across staff.

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- *Corrections officers are performing data entry and other clerical tasks that distract from their responsibility to manage safety and security.*

Corrections officers do all the data entry of inmate demographic, charge, and other intake data. While doing this, they are looking at a computer screen which compromises their ability to effectively manage security. Staff are also answering phones and responding to queries from the courts, which do not support security operations and do not require a corrections officer to do the task.

- *Safety checks of inmates in cells are a paramount function of the three pillars of corrections management and should be elevated to a higher level of importance.*

The consultants recommended that safety checks in ITR be done more frequently, with the times accurately documented, and staff should be trained on what they need to do during a safety check. The consultants also suggested that additional recording cameras be installed in ITR to mitigate risk. Cameras would enhance safety checks because should there ever be a question, they provide documented proof of the completion of safety checks at specific times.

The table below provides a list of the recommendations by category, the department’s response, and planned next steps.

NIC ITR Consultant Recommendations and Work Plan

#	Subject	Recommendation	Potential Efficiency?	Response	Work Plan
1	Jail Management System (JMS)	It is our opinion that the most critical need for both facilities, KCCF and MRJC, is a fully integrated jail management system. Based on our observations and review, it is our opinion that DAJD begin the process of acquiring a JMS.	Yes	We concur with the consultants’ recommendation. The department has prepared a detailed documented business case for the replacement of the current JMS. However, this project has a significant estimated cost at \$9.6 million.	For the 2013 budget process, the department will work with the Executive’s Office and King County Information Technology to revise the business case and identify opportunities for funding a modern jail management system.

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2	Training	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.	Yes	The department appreciates the value of the training recommended by the consultants and has an established 40-hour booking training course and manual. However, the department's training budget is currently entirely used to complete mandated training requirements.	Conduct review of the current booking manual to be completed by 12/15/11. DAJD will determine the cost of a booking class.
3	Personnel Evaluations	Develop annual evaluations of all staff, and provide supervisors with training on implementing and utilizing the evaluations.	No	This recommendation presents contractual issues that would need to be negotiated through the collective bargaining process.	Follow-up through County-wide performance evaluation system implementation and collective bargaining.
4	Non-Detention Staff	Consider using non-detention staff to perform clerical tasks associated with the booking process	Yes	This recommendation presents labor issues that would need to be addressed through the collective bargaining process.	Department leadership will follow-up with labor negotiators to confirm feasibility of next steps.
5	Self Contained Breathing Apparatuses (SCBA)	Install 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.	No	We concur with the consultants' recommendation. SCBA's were removed from the facility under a previous administration based on associated training and equipment costs.	Identify costs of installation, the annual costs of maintaining SCBA's including the annual training needed, and develop an implementation plan. The department will look for grants as a potential funding source for this effort.
6	Emergency Response Team	Develop an Emergency Response Team at each facility; provide the team special training and equipment.	Yes	We concur. Implementation of this recommendation will streamline both the emergency response function and the ITR functions.	Identify associated costs and implementation plan.

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7	Policies and Procedures	Appoint a management level person to maintain the policies and procedures. All policies reviewed and revised annually. Develop a short daily training program to review a different policy each day.	No	The Policy and Procedure section, one Sergeant and one officer, is supervised by a Captain. The department's Senior Management Team reviews all Policies and Procedures prior to implementation. Currently, the policy and procedure staff is preparing a work plan to streamline policy review and establish annual review.	In the 2nd quarter of 2012 present Senior Mgmt with new policy and procedure process. Revise policy (1.01.010) to include annual review.
8	Safety Checks of Inmates	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 technological solution to documentation.	No	We concur with the recommendations regarding documenting safety checks, and will further investigate a technological solution. Increasing the frequency of inmate checks in ITR will require the addition of staff, or the elimination of other duties of officers in ITR.	Reinforce the need for accuracy in timekeeping with ITR officers on a monthly basis. Complete a market search for available technology solutions by 12/31/2011 to include acquisition costs.
9	Video Cameras	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.	No	DAJD is in the process of installing a number of cameras with recoding capability. The department will review the planned placement of cameras with the consultant's recommendation in mind.	Review of camera placement by Oct 31, 2011.
10	Video Visitation	Investigate the use of video visitation within the jail system.	Yes	DAJD agrees that video visitation is a good concept, but one that would not directly impact ITR. It would require a capital investment within the facilities.	Refer this recommendation to the existing groups exploring the costs and benefits of video visitation in the jails.

VI. Comprehensive Review of Current ITR Practices and Business Process Mapping

Overview

The department convened a multi-disciplinary business process improvement work group (Work Group) to review ITR process maps developed by MTG Management Consultants as part of the SIP/Sea-King replacement project.¹ The Work Group was comprised of at least one representative from all disciplines and agencies that work in ITR. The group met five times over a period of two months and reviewed 75 process maps for intake and release. As transfers are a function of inmate management and not booking and release, this area was not reviewed by the group. This group defined key functions and workload drivers in ITR and documented areas of duplication and opportunities for efficiency. The work group sessions were facilitated by Chuck Davis, a business process improvement specialist and facilitator with the County's Alternative Dispute Resolution Office.

Areas of Duplication and Barriers to Efficiency

The Work Group reviewed each process map and discussed the steps within each process. Process maps for each of primary booking and release functions are provided in Appendix D. Through this review, the Work Group identified several opportunities for improvement as well as barriers to efficiency in the current system. First and foremost, the Work Group identified the lack of a modern jail management system (JMS) as a barrier to efficiency of the work in ITR. A jail management system would automate work and processes (such as the credit for time served calculation) that is currently done manually. It would electronically sequence and trigger work across the different disciplines in ITR. For example, the jail health staff would be notified of a new booking through their electronic health record rather than going to boxes and looking for new booking packets. Forms that are currently filled out by hand with the same information (such as names and Booking Arrest number) written over and over again would be generated electronically. The table below lists additional barriers to efficiency and areas of duplication that the Work Group identified. However, it is noteworthy that absent the implementation of new technology, opportunities for improvement are limited.

¹ In 2010 a project was initiated to begin the process of replacing most of DAJD's core business computer applications with a new Jail Management System (JMS). A team of DAJD operational experts worked with the project manager from King County Information Technology and the MTG consulting firm to document business processes and requirements. The project manager also developed a Business Case/Conceptual Review document as the basis for a funding request.

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Barriers to Efficiency and Areas of Duplication

Issue	Description	Ideas for Resolution	Next Steps
Accuracy of information in the electronic superform is poor which means corrections officers must look up and correct the inaccurate information.	Law Enforcement Officers (LEOs) do not always verify address and other information when filling out the superform (based on incorrect information on the arrestee's ID or on failure to verify pre-populated information). Assuming that 25% of the superforms are completed incorrectly and it takes 5 minutes for an officer to correct them, improving the accurate completion of the forms may decrease overall intake processing time.	DAJD Director sends a letter to Law Enforcement Agencies (LEAs) asking for increased accuracy and/or raises the issue through available regional forums such as the Regional Jail Group and the King County Police Chiefs Association. If this does not work, explore the possibility of refusing to process incomplete forms or charging an added fee to cities for incomplete forms.	Review agreements with LEA's regarding completion of e-superform. Draft and send letter to LEAs. Contact regional committees and place the issue on an appropriate agenda for discussion with representatives of LEAs.
Property intake is cumbersome and holds up the pre-book process.	The property intake process requires much back and forth by the corrections officer and it is handled multiple times and in multiple places, which sometimes results in losing/misplacing property. Assuming that the back and forth and inventorying of property more than once during the booking process adds an additional 5 minutes to the booking process, eliminating this duplication would reduce overall intake process time, thereby increasing workflow and reducing time and risks associated while an inmate remains in ITR area.	Go back to "old" way and inventory property later in the booking process.	Determine new steps and when/where property inventory will take place.
Wristbands are put together manually by staff, which requires cutting out pictures and identification information	This is slow and time consuming. Assuming that the process of assembling wristbands was reduced from 5 minutes down to 1 minute,	This was identified as a process improvement to be included with a new JMS. Consider purchasing the equipment to print photos and	Assess cost and possible funding options. Confirm that this change would actually save time if implemented without the benefit of

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and inserting it into wrist band.	this change has the potential to free corrections officers to perform other tasks related to their core security role, such as active supervision of inmates (specific examples include increasing the frequency of security rounds, and providing better supervision of inmate when removed from holding cells for interviews).	information directly onto wristbands.	a JMS.
The mainframe computer system shuts down on a nightly basis for maintenance and backup.	During this time bookings are not processed because information cannot be verified in the computer.	Shut down less frequently or during times of day known to have fewer bookings.	Discuss with KCIT to determine what is done, why and potential options to decrease impact on work.
Emergency response can disrupt the booking process.	ITR staff respond to emergencies in other parts of the facility. If staff are called to respond to an emergency, then booking process stops until staff have returned to the booking area.	Consider not having booking staff respond to emergencies.	This would shift responsibility for this work to other staff in the facility. This would need to be explored to confirm that it would not have negative consequences for either ITR or other parts of the facility.
Identification at pre-book is not always accurate.	Incorrect or unknown identification delays the process through every step and also results in going back to correct work that was done under the incorrect ID.	Consider implementing the thumbprint scanning unit (using AFIS mobile ID project) in ITR independent of the implementation of a new JMS.	Work with AFIS to assess cost and possible funding options, including the AFIS levy for equipment. Confirm that this change would actually save time if implemented without the benefit of a JMS.
All charges for the current booking, warrants and other outstanding matters are not consistently identified up front.	Charges and warrants affect how a detainee is processed and if they are not known up front, this results in extra work and re-doing some work later in the booking process.	Accurately identify charges and warrants as early as possible in the process and set the expectation with staff that adequate time at pre-book must be taken to do this.	The ITR Captain shall set expectations with staff.

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<p>Property tagging at KCCF has to be re-done if bags are tagged incorrectly.</p>	<p>The property system was not implemented at KCCF as it was intended. Bags are not tagged to specific spots in the carousel, so if tagged incorrectly, tagging must be re-done.</p>	<p>Implement the property-tagging system that was intended for ITR as part of the remodel project.</p>	<p>Estimate associated cost-benefit and make a decision to move forward or not.</p>
<p>Booking Arrest (BA) numbers may not be assigned early enough in the process.</p>	<p>At various stages of the pre-book process, staff members are checking the computer to see if a BA number has been assigned so that it can be written on forms.</p>	<p>Consider assignment of the BA earlier in the process or change the order of work, so staff members do not need to check back for the BA before a process can be completed.</p>	<p>Identify options and implement.</p>

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VII. Booking, Staffing and Workload Review and Analysis

Substantial Shift in ITR Workload Over Time

As previously indicated in this report, the workload in ITR is variable depending on the number of individuals being brought to the facility for booking at a given time, coupled with the behavior and needs of each of those individuals. Workload is further impacted by events in other parts of the facility, such as emergencies, that may slow down or stop work in ITR. This section discusses the following issues:

- Population is becoming increasingly complex.
- Incident reporting requirements have increased substantially.
- Special populations increase the workload.
- Booking and release levels drive workload

The Population is More Complex

Over the past few years, the department has experienced an increase in the complexity of issues and the level of security of people coming in to the adult jails. For example, in 2007 the proportion of minimum security inmates in DAJD custody was higher (52 percent) than medium and close security inmates (48 percent). That share has shifted in the opposite direction with 47 percent of inmates as minimum classification and 53 percent as medium or close security in 2010. Both the percent of maximum security inmates, as well as the absolute number, has increased as the total population has declined. The following table illustrates the shift in classification mix at the adult facilities from 2007 to 2010.

	2007	2010
Minimum	1,263 ADP (52.3%)	972 ADP (46.7%)
Medium	771 ADP (32.0%)	725 ADP (34.9%)
Close/Maximum	378 ADP (15.7%)	382 ADP (18.4%)

Incident Reporting Requirements have Increased Substantially

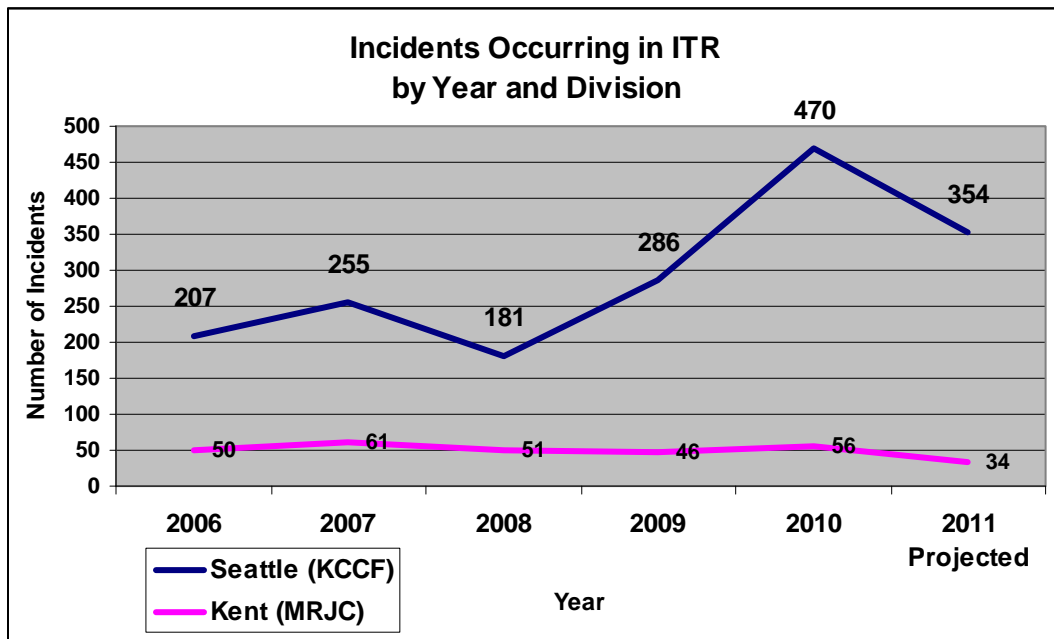
Workload in ITR has also increased as a result of external influences, such as the Memorandum of Agreement (MOA) with the US Department of Justice (DOJ), which adds additional complexity to reporting and documentation of uses of force in ITR, as well as additional activities devoted to suicide prevention. While over recent years, the total number of bookings in ITR has decreased, workload has not decreased proportionately. Numbers alone are not an accurate measure of ITR workload.

The workload in KCCF ITR has increased in recent years as the department's MOA with the DOJ requires detailed reporting on all uses of force and non-routine uses of restraints. Each incident requires all officers involved in the incident, plus those witnessing, to submit reports. These reports are compiled and summarized with comments and observations by the ITR Sergeant. Each report can involve 30 to 45 minutes of staff time, plus the time to resolve the incident. These reporting requirements impact the availability of staff to manage safety and security and complete the primary booking and release tasks. As a result, an increased level of staff to support is needed to maintain ITR operations while officers are completing reports.

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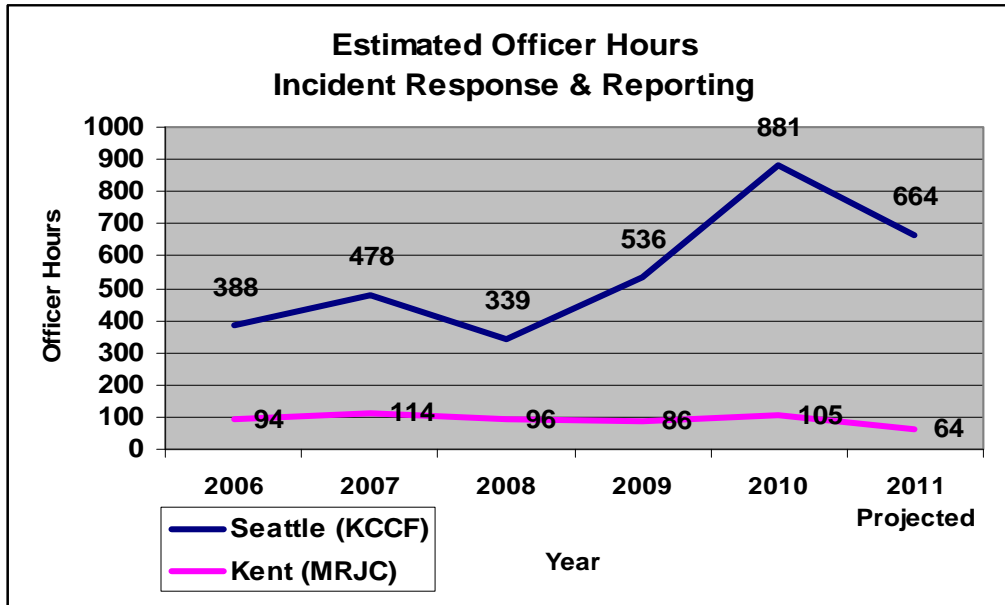
The graph shown below provides an overview of the number of documented incidents in ITR, by year, between 2006 and 2011 (2011 is projected based on data for the first six months of the year using a straight line estimate). The graph shows that:

- There is a substantially larger number of incidents at KCCF than there is at MRJC. This is a result of a more complex population served in ITR and the fact that the total number of individuals booked into the facility is greater at KCCF.
- There has been a significant increase in reported incidents over time. The department believes that this is largely attributable to increased reporting requirements.



To the extent that each incident requires staff time to resolve and to document, this graph also demonstrates that the workload in ITR has increased over time. Each incident involves an estimate of 2.5 officers and takes from 30 to 60 minutes to resolve, which includes time of response, required movement of inmate out of ITR, and report writing. Incident related workload for 2010 was 202 percent higher than the average level of incidents (232) for the four (4) preceding years. The projected levels for 2011 continue to be higher than 2006-2009. Estimated workload in hours for corrections officers related to incident response is shown in the graph below.

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Special Populations Increase the Workload

DAJD must accept and house inmates with major medical, behavioral and psychiatric problems. These individuals are housed at the KCCF and typically booked directly into that facility. A booking can be refused (known in the system as a deferral) for medical reasons pending evaluation by Harborview Medical Center. However, following medical clearance, these individuals frequently return to the facility and likely have ongoing medical needs that must be addressed during their incarceration. In addition, it is common for the jail to book persons under the influence of alcohol and or drugs, those with mental illness, and individuals with behavioral problems. These special populations create a difficult and unpredictable processing environment and often impact the length of time it takes to move a person through the booking process.

MRJC ITR operation accepts inmates with medical and or psychiatric problems if brought to the facility, but does not house these inmates. As with KCCF, the booking can be refused pending evaluation at a medical facility. If advised by an arresting agency of a booking with psychiatric problems, the agency is requested to book the inmate at KCCF.

Booking and Release Levels Drive Workload

During the first half of 2011, the average daily population (ADP) at both facilities combined was 2050. At the KCCF, the ADP was 1356 (66 percent of the total population) and at the MRJC it was 694 (34 percent of the total population). The following tables provide the numbers and percentages of bookings and releases, by site, for the first half of 2011. These tables clearly demonstrate that the majority of the booking and release workload takes place at the KCCF.

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Booking and Release Levels by Site January through June 2011

Site	No. Bookings	Percent of Total	No. Releases	Percent of Total
KCCF	16,030	80%	12,837	65%
MRJC	3,931	20%	6,953	35%
Total	19,961	100%	19,790	100%

Five Year Comparison of Total Bookings

Year	2006	2007	2008	2009	2010
Bookings	53,433	53,699	48,235	44,796	43,019
Releases	53,204	53,799	48,407	44,942	42,917

Five Year Comparison of Total Booking by Division

KCCF					
Year	2006	2007	2008	2009	2010
Bookings	44,036	43,578	38,949	37,694	34,892
% Change	Base Year	(1.05%)	(13.06%)	(16.82%)	(26.21%)
Change in Bookings by Day	Base Year	(1.25)	(13.90)	(17.38)	(25.02)
Change in Bookings by Day and per Shift	Base Year	(0.42)	(4.63)	(5.79)	(8.34)
MRJC*					
Year	2006	2007	2008	2009	2010
Bookings	9,397	10,121	9,286	8,221	7,944
% Change	Base Year	7.70%	(1.20%)	(14.30%)	(18.29%)
Change in Booking by Day	Base Year	1.98	(0.30)	(3.22)	(3.98)
Change in Booking by Day per Shift	Base Year	1.98	(0.30)	(3.22)	(3.98)

* One shift

In comparing the total annual number of bookings year-to-year, there is an overall decline in the number of individuals being booked into KCCF and MRJC.

- The decline in booking at KCCF from 2006 represents a decrease of approximately eight bookings per shift. This amounts to an estimated reduction of between 80 and 160 minutes of staff processing time per shift, assuming an average booking time of 10-20 minutes for a minimum risk inmate.

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- The 80-160 minute time estimate is reflective of time required to process minimum risk inmates whose decrease has contributed to the decline in overall bookings (as noted earlier in this report).
- Booking activity varies considerably from shift-to-shift and day-to-day. The magnitude of variation can be by more than 30 bookings on a shift from one day to the next. The standard deviation by day averages 6.7954 on weekdays and 6.3115 on weekends. The table below shows the statistical variation of workload data for January through June 2011.

KCCF Statistical Workload Variation Data: Jan-Jun 2011				
Shift & Day of Week	Mean	Std Dev	Min	Max
KCCF-1 st Shift Weekdays	23.5426	5.8971	11	47
KCCF-2 nd Shift Weekdays	39.2868	7.0932	19	63
KCCF-3 rd Shift Weekdays	30.8062	7.3959	14	47
Average Std Dev		6.7954		
KCCF-1 st Shift Weekend	13.6538	4.3006	4	24
KCCF-2 nd Shift Weekend	26.3077	5.8228	15	45
KCCF-3 rd Shift Weekend	41.5000	8.8111	23	60
Average Std Dev		6.3115		

Additional data on booking and release levels for 2011 by month and day of week is provided in Appendix E, pages 1-4.

Staffing Review

The staffing review focused exclusively on the KCCF as MRJC ITR staffing was reviewed and changed earlier in the year in response to another proviso in the 2011 Adopted Budget. The staffing review was also limited to the booking process because booking is the most significant component of the workload in ITR. In performing this review, the following was assessed:

- ITR Assignment Level Monitoring
- ITR Base Staffing Criteria
- Staffing Analysis Methodology
- ITR Corrections Resources per Hours of Operation
- Use of ITR posts to support non-ITR functions

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ITR Assignment Level Monitoring

DAJD monitors staff level assignment to ITR to ensure staffing is consistent with planned level and to manage variance if there are unexpected staff absences (such as an illness). A report developed as a result of the proviso work shows planned staffing levels (annual budgeted staffing) and actual levels. The data was obtained from the DAJD Roster Management System. Appendix F provides a report sample showing planned verses actual post coverage in ITR for KCCF 1st shift.

ITR Base Staffing Criteria

Base staffing requirements for a jail intake facility are diverse and therefore different than established staffing levels for other types of businesses and other areas of the jail where the population is more known to staff and the workload is more predictable. Jail intake facility staffing levels must balance the staffing to maintain an efficient operation, while ensuring that there is enough staff present to safely manage inmates in the booking area and to provide timely service to arresting agencies.

The following is a list of criteria that must be considered when staffing the intake function:

- Corrections officers have primary responsible for the safety of all participants involved in intake processing, staff as well as inmates.
- Corrections officer staffing levels must be sufficient at all times to provide continuous control and observation of inmates being processed or held in the intake area.
- Staffing levels must be sufficient to
 - respond immediately when staff or inmates are threatened.
 - respond immediately when inmates become uncooperative, aggressive or require physical restraint.
 - effectively manage inmates under the influence of alcohol or drugs, with medical issues requiring monitoring and with severe psychological problems.
- The level of risk encountered varies based on the clientele processed by the intake center. Intakes received from the Department of Corrections (DOC) or transfers received from other institutions present known risks. Inmates received directly from the street present unknown risks to the intake center and, therefore, the center must be staffed at levels reflecting this higher risk.
- Staffing levels must be sufficient to allow key intake processes to occur at the same time to maintain efficient flow of supporting activities in ITR (performed by a range of staff positions) such as intake, booking, dress out, fingerprinting and identification, and health screening.
- Completion of booking process and movement to housing should occur in a timely manner to reduce risk to inmates. Delays contribute to an increase in uncooperative and disruptive inmate behavior.

Staffing Analysis Methodology

During July 2011, DAJD staff received three days of staffing analysis training provided by the National Institute of Corrections. Consistent with NIC's recommended methodology for

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analyzing staffing, the department conducted a review of ITR staffing that included the following components:

1. **Charting Activity:** Through process mapping, the activities performed within ITR were identified. The characteristics of the activity were discussed - when they occur, activity level, and risks presented by the activity. To the extent possible, the evaluation of activities in ITR was aided by development of reports to pull information from automated data collection sources.
2. **Evaluation of Coverage Plan:** Existing coverage plans were reviewed and compared to activities occurring by day of week and hour of day. Periods of apparent low activity reflected in the data were evaluated to assess the cause and to determine if there was activity that was not reflected in the data. For example, low release levels at the start of each shift were attributed to housing headcount activities. During headcounts, movement through the facility ceases, so individuals called for release would remain in the housing unit until the conclusion of the count. This down time provides release officers time to process release documents, check for additional warrants and holds, create lists to have inmate property pulled, and request that inmates be brought to the release area.
3. **Develop Staff Schedules:** Based on coverage plan review, officer schedules were reviewed for opportunities to improve efficiencies. MRJC uses varied start times to support its six hour window of operation to allow for varied staff levels to mirror planned hours of activity. The arrival of the cooperative chains, for instance, is predictable day to day. KCCF uses a varied start time to support coordination of transfers.

ITR Corrections Resources per Hours of Operation

Each of DAJD's ITR operations provides different hours of service and corrections post levels differ by site. MRJC service hours provide agency access for 6 hours per day, Monday through Friday, excluding holidays. KCCF services hours are daily, 24 hours per day. MRJC operation was recently changed to manage a substantial reduction in operating cost by limiting service hours and reducing correctional officer staffing. In developing this plan, the department did a thorough evaluation of what level of corrections officer staffing was required to maximize ITR operations within specified funding limits. The department implemented a new operational plan for ITR at MRJC that used both the funding earmarked in the 2011 Adopted Budget (\$500,000 in Expenditure Restriction 1) and the reallocation of staff from other functions in the facility. The newly defined operational plan served as a cost efficient bench mark for evaluating base corrections officer staffing requirements for the KCCF ITR operation. A comparative analysis of posts [resources] required for an hour of operation between the two operations was performed.

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The table below shows a post-to-hour-of-operation level when comparing all posts managed by ITR command. To make a like comparison, it was necessary to adjust KCCF posts levels to exclude time when corrections officers support non-ITR functions and to remove those activities not carried out in MRJC operations (in other words, those activities performed only at KCCF).

Corrections Officer Posts per Hour of Operation Comparison

Comparison of Operations: Posts per Hour of Operation				
Including Posts Specific to KCCF Operation – not part of MRJC: Not apples to apples				
Division	Operating Hours	Hours per Year	Posts per Year	Posts per Hour of Operation
MRJC	6hrs/M-F excluding Holidays	1,520	1,564.29	1.03
KCCF	24 hrs / 7 days per week including Holidays	8,760	10,845.71	1.24

The following table shows the adjustments made to KCCF post levels and identifies the posts-to-hour-of-operation levels at each point of adjustment. With these adjustments, the KCCF posts-to-hour-of-operation level was 1.04; a comparable level to MRJC level of 1.03.

KCCF Post per Hour, Adjusted

Comparison of Operations: Posts per Hour of Operation				
Excluding Posts Specific to KCCF Operation - not part of MRJC posts functions: Apples to Apples				
Division	When Open	ITR Operating Hours per Year	Posts Hours per Year	Posts per Hour of Operation
KCCF	24 hrs / 7 days per week including Holidays	8,760	10,845.71	1.24
	Less: ITR-HMC RLF (Hospital Relief Function)		(834.29)	
		8,760	10,011.43	1.14
	Less: ITR-TRNSFR1 (Transfer Function 5 days/week)		(260.71)	
		8,760	9,750.71	1.11
	Less: ITR Relief of Central Control (6 hrs/day=0.75 post)		(273.75)	
		8,760	9,476.96	1.08
	Less: ITR Relief of Check-In (4 hrs/day=0.50 post)		(182.50)	
		8,760	9,294.46	1.06
	Less: ITR Relief of Work Release Officers (4 hrs/day=0.50 posts)		(182.50)	
		8,760	9,111.96	1.04

Use of ITR Posts to Support Functions Outside of the ITR Area

The MRJC base operational plan is reliant on incident response and booking and release officer relief coming from officer stations adjacent to the ITR location (such as court detail and housing rovers). KCCF ITR officers are responsible for incident response within their own area and in several other areas of the facility. In addition, they relieve one another and several other posts

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(outside of ITR) during breaks. Therefore the KCCF base plan is reflective of levels to support these demands, as well as the ITR functions.

The table below demonstrates the impact of staff relief to other positions outside of ITR. In the case shown, KCCF first shift coverage has five (5) positions assigned to booking. When these positions are at lunch or on break (indicated by black time period), the staffing level decreases to four (4) positions. This level is further reduced when remaining officers must provide relief to other non-ITR posts such as central control. The “Net Positions in ITR” during these meal and break periods drops to three (3) positions.

Impact of Meal and Breaks on KCCF ITR Position Levels

KCCF-1	Saturday and Sunday Booking - 5 Positions																																			
	1st hr		2nd hr		3rd hr		4th hr		5th hr		6th hr		7th hr		8th hr																					
06:20-14:30	0630	0645	0700	0715	0730	0745	0800	0815	0830	0845	0900	0915	0930	0945	1000	1015	1030	1045	1100	1115	1130	1145	1200	1215	1230	1245	1300	1315	1330	1345	1400	1415	1430			
Position #1																																				
Position #2																																				
Position #3																																				
Position #4																																				
Position #5																																				
	5	5	5	5	5	4	4	4	4	4	5	5	4	4	4	4	4	4	4	4	4	4	5	5	4	4	4	4	5	5	5	5	5			
Relief to Fixed Posts																																				
Central Control #1																																				
Central Control #2																																				
Checkin #1																																				
Checkin #2																																				
Net Positions in ITR	5	5	5	5	5	3	3	3	3	4	5	5	4	4	3	3	3	3	3	3	3	3	5	4	3	3	3	3	5	5	5	5	5			
Minimum Operations																																				

Note: Shown is one relief scenario, actual relief schedule may vary as required to meet demand/situation

Conclusions and Recommendations based on Staffing and Workload Review

The following conclusions and recommendations are drawn from the ITR workload and staffing review.

- Bookings and releases have declined. This change is associated with a decline in the minimum security population, a population having limited impact on the ITR workload because this population has fewer behavior, medical and mental health issues and risks.
- A reduction of 8-10 bookings per shift has been offset by increased workload associated with increased reporting and documentation of incidents occurring in ITR, in compliance with the DOJ Agreement.
- Increased screening and supervision requirements of special needs populations have also increased workload and decreased intake efficiency.
- Use of ITR posts to support non-ITR functions, such as central control and main entrance check-in post relief, results in intermittent coverage of ITR posts at KCCF. Therefore to correctly assess resources used in ITR operations, a detailed review of specific activities performed is required and identification of base staffing must take non-ITR responsibilities into account.

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- The comparison of current ITR posts-per-hour-of-operation indicates that base ITR staffing levels at KCCF and MRJC are similar.
- Workload and staffing should continue to be reviewed each year to determine the required level of staffing to meet workload. This analysis should continue to inform DAJD budget requests, as has been done in DAJD's 2012 budget request.

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VIII. Performance Indicators

A comprehensive review of credible jail websites and organizations yielded no industry performance benchmarks for the intake and release function. For this reason, performance indicators were identified internally during the review of business process maps and workload components. The following sections discuss recommended indicators of performance and the methodology for collecting associated data. As these are newly identified indicators, a starting point for measuring them would be to collect 2011 baseline data for comparisons in subsequent years.

Key Markers

Intake/release processes have some markers captured during booking and release record creation that can be used to monitor the efficiency of the process and activity levels. These jail booking system markers are obtained through DAJD's Detention Billing Information System (DBIS). The recent upgrade of DBIS permitted the development of on-line reports to aid management in assessing changes in booking and release levels, delays in processing, and areas where resources may be better distributed to meet workload. The following new performance indicators were derived (and are described in Appendix H):

- Intake Level
- Booking Level
- Duration Between Intake and Booking
- Level of Inmates in Booking Area
- Duration between Intake and Movement to Housing

The new performance indicators that have been identified permit a better understanding of the ITR operational complexity. In the past, the levels of booking and release were the reported indicators of workload and a measure of operational performance. New indicators take a system approach as implications of delays and shifts in workload are evaluated through review of the duration between intake and booking record creation, the duration an inmate remains in the ITR area, and the level of inmates on the ITR floor at any given time. ITR operational efficiency is defined by its ability to move inmates through the process, reducing the level of inmates in the intake area and, thereby, minimizing risk to inmates and staff. The level of system efficiency achieved is not only dependent on time from intake to booking record creation, which drives the initiation of other processes, but also of efficiencies achieved through reduced process times for personal recognizance, medical and psychiatric and jail classification interviews, for AFIS processing and on the number of jail incidents occurring in ITR.

DAJD developed an extensive selection of reports using these data markers to report performance indicator values. Samples of these reports are provided in Appendix E. A description of each report, the performance indicator illustrated by the report and the implication of changes in indicator values is provided in Appendix I. Using these reports and the review of activities not captured by automated means, DAJD has assessed ITR coverage and

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officer deployment plan levels for effective and efficient use of resources. Enhancement of data collection opportunities through features commonly found in “state of the art” Jail Management Systems in use today will allow development and monitoring of additional indicators.

IX. Conclusions and Next Steps

Conclusions

Several conclusions have been drawn throughout this document. The following bullet points recap and briefly discuss each of those conclusions.

- ***The department must continue to seek resources for modern data and jail management systems.*** It is noteworthy that all elements of the ITR review came to this conclusion. DAJD’s data system is more than 25 years old and as such there is limited automation of processes that could increase the efficiency of staff, decrease risk, and enhance the availability of documentation and reporting.
- ***The ITR operation is well managed, but would benefit from tune ups that could improve efficiency and cost effectiveness.*** The NIC consultants provided recommendations for improvements to the ITR operation in 5 different areas. However, the first bullet captures the primary conclusion of their three-day site visit.
- ***Review of process maps indicated that, while there are opportunities for improvement, the ITR operation does not have significant options for improving efficiency, absent the implementation of new technologies.*** The process map review was facilitated by a business process improvement specialist and a multi-disciplinary team of highly experienced staff. Although the group identified several opportunities for efficiencies and operational improvements, there were no major process changes recommended by this review.
- ***The total number of bookings has declined over time, but there has been a concurrent increase in other workload requirements.*** This review highlighted the significant differences between the ITR operations at KCCF and MRJC. For both sites, although the overall number of bookings has declined, the complexity of the population and the associated workload has increased during this same time period, particularly at KCCF.
- ***Current Staffing at KCCF and MRJC is comparable and appropriate for the workload in ITR.*** Staffing and workload review performed for this report was focused on KCCF, because significant review of MRJC occurred earlier in 2011 in order to respond to a different proviso. Posts associated with ITR at KCCF provide support to other areas of the facility and this must be controlled for in order to accurately determine ITR staffing levels. When this is taken into account, correctional resources based on comparative posts-per-hour-of-operation are similar for KCCF and MRJC, though KCCF is receiving a

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higher risk population. Base staffing levels are required for ITR to address safety and security of operations. The level of corrections staff present is driven by process flow requirements, risks created by population received and level of inmates in process.

Next Steps

The department will pursue implementation of the recommendations made by the NIC consultants (provided on pages 10-12 of the report) and the process mapping work group (provided on pages 14-16 of the report), as possible and within budget and legal/labor requirements. In addition, DAJD will make regular and ongoing use of the numerous reports that were developed to inform this proviso response. Performance indicators for ITR will be tracked and reviewed over time to compare subsequent performance to baseline data gathered in 2011. On an annual basis, the workload and staffing in ITR will be reviewed to inform budgeting, planning, and operations.

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Appendix A - ITR Staff Functions

<u>Agency/Staff Group</u>	<u>Key Functions in ITR Related to the Booking Process</u>	<u>Type of Staff</u>
-	-	-
DAJD - booking and release staff	<ul style="list-style-type: none"> • Complete pre-booking process. • Alert Jail Health Services (JHS) if positive responses to health deferral screening questions. • Complete booking process. • Security and inmate management until inmate is transferred to housing. 	Corrections Officers, Sergeants, and Technicians
DAJD – Intake Services Unit (ISU) City of Seattle – Personal Recognizance (PR) Screeners	<ul style="list-style-type: none"> • Interview defendants booked into the jail in order to provide information to the court for the first appearance hearing. The DAJD-ISU target population is the county-responsible defendants with felony and misdemeanor charges. The City of Seattle PR Screeners target population is Seattle defendants with misdemeanor charges. 	Personal Recognizance Investigators
DAJD - Classifications	<ul style="list-style-type: none"> • Conduct primary classifications interviews in ITR for - DHRC (disciplinary history risk codes), DOC (Department of Corrections), and women (particularly if receiving space is limited or unavailable). • Process Immediate Transfer Forms for new bookings. • Process 24-Hour Move forms for new bookings. 	Corrections Program Specialists
King County Sheriff's Office (KCSO) – Automated Fingerprint Identification System (AFIS)	<ul style="list-style-type: none"> • Take high quality fingerprints for the AFIS database in support of crime scene processing. • Take booking photos and confirm identification. • In some cases collect DNA samples. • Alert DAJD if fingerprinting indicates that the individual has aliases or was booked under the incorrect name. 	Identification Technicians
Public Health – Seattle & King County (PHSKC) – Jail Health Services (JHS)	<ul style="list-style-type: none"> • Follow-up health deferral screening – if issues are identified by the corrections officer • Health receiving screening 	Nurses

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Appendix B – Overview of Legal and Accreditation Requirements and Implications

<u>Settlement/Regulatory Body</u>	<u>Year</u>	<u>Sunset Clause</u>	<u>Facility</u>
Hammer Settlement Agreement	1998	N	KCCF
<p>Requirements:</p> <ul style="list-style-type: none"> ·Individuals with a history of violent institutional behavior must be immediately referred to classifications for review in ITR, prior to transfer to a housing floor of the facility. ·Maintain National Commission on Correctional Health Care (NCCHC) accreditation. <p>Operational Implications:</p> <ul style="list-style-type: none"> ·Requires corrections officers to check for past behavior history while in the facility. ·Requires classification review in ITR for certain populations and associated movement to housing units, rather than to the receiving floor. ·NCCHC accreditation requires health screening in ITR and that corrections officers performing any screenings receive health training. DAJD corrections officers only perform deferral screenings. 			
United States Department of Justice Memorandum of Agreement	2009	January 2012	KCCF
<p>Requirements:</p> <ul style="list-style-type: none"> ·Detailed reporting on all uses of force and non-routine uses of restraints. ·Prompt identification and management of individuals at risk for suicide. <p>Operational Impacts:</p> <ul style="list-style-type: none"> ·Use of force reporting requires a detailed report from every individual who was present or witness to the use of force. ·Corrections officers ask additional questions of arresting law enforcement officers for identification of suicidal inmates. 			
Grew vs. King County Also RCW 10.79 (same year)	1983	N	All
<p>Requirements:</p> <ul style="list-style-type: none"> ·Strip searches may only be conducted when there is “reasonable suspicion” or probable cause. <p>Operational Impacts:</p> <ul style="list-style-type: none"> ·This requires CO to apply legal standards in determining whether “reasonable suspicion” or probable cause exists as well as document same. 			

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Wells vs. Seattle	2003	N	All
<p>Requirements: ·A privacy curtain/screen for individuals undergoing strip searches or changing into institutional clothing.</p> <p>Operational Impacts: ·Space must be configured to accommodate this requirement and monitoring is adapted to ensure safety and security.</p>			

National Commission on Correctional Health Care	Ongoing	NA	KCCF MRJC
<p>Requirements: ·J-E-02 “Receiving Screening” requires that receiving screening is performed on all inmates on arrival at the intake facility to ensure that emergent and urgent health care needs are met.</p> <p>Operational Impacts: ·Corrections officers performing the deferral screening must receive health training. ·If health issues are revealed at intake during initial health deferral screening, the individual is assessed by health staff in ITR.</p>			



**US Department of Justice
National Institute of Corrections**

***JAIL INTAKE/TRANSFER/RELEASE
ASSESSMENT***



**Bill Crout and
Ron Freeman
Technical Resource Providers
August 26, 2011**



US Department of Justice

National Institute of Corrections

Disclaimer

RE: NIC Technical Assistance No. 11J1045

This technical assistance activity was funded by the Jails Division of the National Institute of Corrections. The Institute is a Federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe and just correctional services.

The resource persons who provided the on site technical assistance did so through a cooperative agreement, at the request of the King County Department of Adult and Juvenile Detention, and through the coordination of the National Institute of Corrections. The direct onsite assistance and the subsequent report are intended to assist the agency in addressing issues outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the views of Mr. Bill Crout and Mr. Ron Freeman- Technical Resource Providers. The contents do not necessarily reflect the official views or policies of the National Institute of Corrections.

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INTRODUCTION

The King County Department of Adult and Juvenile Detentions (DAJD) operates the largest jail systems in the Washington State with a system capacity of 3039 beds and approximately 43,000 bookings per year. These inmates are housed in one of two detention facilities located in the greater Seattle area. The two facilities are the King County Correctional Facility (KCCF) in downtown Seattle and the Maleng Regional Justice Center (MRJC) located in the suburban town of Kent, approximately 20 miles from Seattle.

Director Claudia Balducci was appointed to her position in October 2010 taking command of the DAJD. Since that date she has worked diligently to improve the operations of the entire department. As part of her efforts to improve the quality of services being provided to the citizens of King County, she invited the National Institute of Corrections (NIC) into her jail system with the intention of identifying areas of operations that can be improved.

This report reflects the observations, conclusions and recommendations of Mr. Bill Crout and Mr. Ron Freeman who served as contract "Technical Resource Providers" (TRPs) during its recent *Intake/Transfer/Release Assessment*. Together, both of these independent contractors have over 64 years of experience in law enforcement and jail operations. This report reflects several days of review of materials prior to arrival and three days of on-site activities. Although this is a relatively short period of time to complete an assessment of the ITRs, both TRPs are confident that major issues affecting this jail system and its intake/transfer/release function have been identified.

The TRPs wish to recognize the hard work performed by Ms. Jeannie Macnab and Captain Roberta Johnson in making this assessment possible. They gathered a myriad of data and records for the TRPs to review, organized staff for interviews as requested and served as the direct contact between the TRPS and the DAJD during the three very full days spent on-site.

BACKGROUND - CIRCUMSTANCES THAT LED TO REQUEST

Request:

On February 3, 2011, Director Claudia Balducci requested assistance by the National Institute of Corrections to perform an operational review of the King County DAJD intake-transfer-release (ITR) function. The purpose of this review was to compare the DAJD facilities to similar jurisdictions and national best practices. The director requested the NIC consultants to make suggestions improving the effectiveness and efficiency of the functions within the ITR area of the two facilities.

At the same time Director Balducci requested additional reviews including a review of DAJD's classification system. On May 25 - 27, 2011, NIC Technical Resource Providers (TRP) Randy Demory and Scott Hoke performed an evaluation on the DAJD classification process. They issued a report to King County on June 15, 2011.

Methodology:

The NIC contracted with two TRPs (Bill Crout and Ron Freeman) to conduct the assessment. King County appointed Ms Jeannie Macnab, Senior Policy Analyst with the Office of Performance Strategy & Budget as the liaison with the TRPs. The TRPs conducted the assessment in three phases: These phases were:

Phase I

Phase I was the preparation and a document review prior to the on-site assessment. The TRPs requested a number of documents from the King County DAJD to begin becoming familiarized with the operations of the jail system in general, and specifically the ITR. These documents included, but were not limited to, :

1. post orders and/or job descriptions for intake and release staff;
2. staffing allocations for the intake/release areas;
3. policies and procedures for activities associated with the intake/release function;
4. a schematic floor plan of the intake/release areas of the jails;
5. any flow chart showing how an inmate moves through intake, the court transportation process and housing.
6. documentation of the jail's Jail Management System;
7. any statistical data on the intake process to include incident reports for the last six months;
8. information on pending or recent litigation where the intake/release process played a role;
9. all forms used by intake staff, including, but not limited to, initial classification forms, medical and mental health pre-screening forms, clothing and property inventory forms, "booking" forms; release forms, and any other forms not mentioned.
10. Reports describing overtime used to perform the tasks necessary with the intake/release function

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Phase II

Phase II was the on-site work that was completed by the TRPs. During the on-site portion of the assessment we interviewed the Director, key administrative staff and line staff who performed the functions that we were reviewing. At the conclusion to the three days on-site we provided a debriefing to the Director and any other key individuals. At this debriefing, TRPs provided a list of preliminary recommendations for improvements to the ITRs as well as a preliminary assessment. It was our intention that this entire process be as transparent as possible and that this report will not contain any surprises.

Phase III

Phase III is the report writing phase. The TRPs returned to their homes and completed a draft document containing the ITR assessment, including recommendations. The lead TRP will provide this draft in electronic form to the Director. The TRPs request that the Director and her staff review the document to ensure that there are no factual mistakes. After the review is completed, the final report will be completed and distributed to the Director in hard and electronic form. A copy of this report will also be provided to the NIC.

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INITIAL ASSESSMENT

The TRPs, in consultation with Ms. Jeannie Macnab, developed the following schedule to guide their activities and to ensure that specific DAJD personnel and others, were available while on-site.

Date/Time	Activity	Participants	Location
Tuesday 8/9			
0830 AM	Initial Meeting	DAJD Leadership, Jeannie Macnab, TRPs	Maynard Room Admin Building
1000 AM	KCCF Facility Tour	Capt. Roberta Johnson TRPs	KCCF
1200 NOON	LUNCH		
1:20 PM	Interview	Capt Johnson and Clark, Don DiJulio, TRPs	KCCF Admin Conference Room
2:30	Interview and Observe	Jail ITR Staff, TRPs	KCCF ITR
4:30 PM	Day's Wrap -up	Capt Johnson, TRPs	KCCF Admin Conference Room
Wednesday 8/10			
8:30 AM	Interview and Observe	Jail ITR Staff, TRPs	KCCF ITR
9:30 AM	Travel to RJC	Capt Johnson, TRPs	
10:00 AM	MRJC Facility Tour	Major Bauttista, Capt Johnson, TRPs	MRJC
12:00 NOON	LUNCH		
1:00 PM	Interview and Observe	Major Bauttista, Capt Johnson, TRPs	MRJC ITR
4:00 PM	Travel to KCCF	Capt Johnson, TRPs	
Thursday 8/11			
8:30 AM	Review Staffing and Workload	Capt Johnson and Don DiJulio, TRPs	KCCF Admin Conference Room
9:30 AM	Interview and Observe	Capt Johnson, Ron Kintner (PR Supv.) TRPs	KCCF
10:30 AM	Exit Preparation	TRPs	KCCF Admin Conference Room
12:30 PM	Lunch Meeting Pre-Debrief	Jeannie Macnab, Don DiJulio TRPs	Off-Site
2:00 PM	Debrief	DAJD Leadership, Jeannie Macnab, TRPs	King County Courthouse
5:00 PM	Conclude visit		

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On August 9, 2011 we met with Director Claudia Balducci , her executive staff and Ms. Macnab. Director Balducci welcomed us and introduced us to her key administrative staff in attendance at this meeting. They included:

- Claudia Balducci, Department Director
- Jeannie Macnab, Sr. Policy Analyst, Department of Executive Services
- Don DiJulio, IT Project Manager
- Pat Presson, Finance Manager
- Bernie Dennehy, Corrections Program Administrator
- Gordon Karlsson, Facility Commander, KCCF
- Hikari Tamura, Deputy Director
- Todd Clark, Captain, KCCF
- Roberta Johnson, ITR Captain, KCCF
- William Hayes, Facility Commander, MRJC
- Jonathan Swift, Chief Administrative Officer

Director Balducci stated that she had taken command of the DAJD on October 2010. Since 2003, there have been eight different directors appointed to lead the DAJD It is her goal to maintain consistency in the future and do everything in her power to improve the operations of the DAJD. She stated that the people at the table were the future of DAJD for the next five years. She further related that she wished for the process to be transparent and was particularly interested in finding cost-effective measures that could be taken to improve operations without jeopardizing the safety and security of the public, staff, and inmates.

We presented an overview of their professional backgrounds and their understanding of the assessment's goals. Director Balducci committed that the TRPs would have an unfettered access to all areas of the jail and to all relevant documentation. Captain Roberta Johnson, the commanding officer in charge of the system's ITR process was assigned to us as liaison for the three days we were on-site

A round table discussion took place where the dynamics of the DAJD were described to us. Each participant described their current role and issues related to the operations of the two detention facilities. We concluded the initial meeting with Director Balducci and her staff with the agreement that we would all meet on Thursday, August 11 at 2:00 p.m. to discuss the findings and recommendations by us

INTAKE/TRANSFER/RELEASE SYSTEM ASSESSMENT

PHYSICAL PLANT ASSESSMENTS

We were provided with a tour of both of the facilities that make up the King County jail system on the first and second day. Both of these facilities had a functioning ITR unit where we concentrated our time and attention. It is important, however, to view the ITR process within the context of the entire jail system. The following physical plant descriptions are intended to provide an overview of the buildings that make up the King County jail system.

King County Correctional Facility (KCCF):

The KCCF is a high-rise structure located at 500 Fifth Street, Seattle WA. It is in close proximity to the County Administrative Building (across the street) and the Downtown Courthouse Building to which it is connected via a two block long "sky bridge" (enclosed corridor). This facility was originally opened in 1986 to serve as the only county jail. This facility consists of a high-rise tower and the "West Wing." Housing in the main jail tower consists of old linear style units of single and double occupancy cells and small dorm units with remote supervision. The West Wing contains dorm units operated in a direct supervision model.



The main ITR for the county is at the KCCF and was recently remodeled. The remodel provided much needed open space between the different functional areas and eliminated a number of bottle necks to increase the number of arrestees that can be processed at any one time. The space was remodeled so that the various events that occur when an arrestee is processed into the jail can occur in a logical sequence. The remodel was limited by the footprint of the high-rise jail above it (with piers), however it is a significant improvement over the old ITR design as described by staff.



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Once the arrestee's paperwork (booking) has been completed by custody staff, the (now) inmate is further processed by having digital images taken of their fingerprints, tattoos, and face by Sheriff's Department civilian personnel who operate the Identification section. These personnel often supervise inmate moving them from holding cells, to the identification equipment and back.

The location of the holding cells - around the outside of a core area - results in limited visibility into these cells unless staff are directly in front of them. Consequently, supervision in the cells that are not directly in front of the booking stations occur at least every half-hour or whenever staff walk by the cells. In addition, there is no open seating area where arrestees/inmates may sit outside of cells until they are process out of the facility or housed, such as exists at MRJC. Again, this design was limited by the footprint of the building and not a design flaw in the remodel. This area is about as well designed as possible given the space limitations.



Once the identification work is completed, the inmates are moved into holding cells across from medical and mental health staff. Again, these civilian (medical) staff may move the inmates out of their holding cells to be interview and more in depth medical and mental health evaluations are completed.

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The inmate bulk and valuable property storage occurs in a hallway adjacent to the main ITR. The inmate release dress-out area is appropriately located adjacent to the inmate property room.. Bulk property (clothing) is placed into bags that are hung on a "cleaners style" rotating rack for the duration of the inmate's stay. Valuables are deposited by the arresting officer(s) directly into through the property window to property room staff eliminating the need to have booking staff handle them.



The one major limiting factor to the KCCF ITR is the very narrow vehicle sallyport. This space is lower so that larger interstate buses may not enter. It also is extremely narrow - severely limiting the number of vehicles that can use it in any given period of time. This is especially problematic when the transportation bus is using the area, and when there is high usage by local law enforcement. Staff relate that during peak usage times, local law enforcement must line up on adjacent streets for their turn in the booking area. This means that these officers are delayed in returning to their cities for more time than is necessary.

Both the entry and exiting of the vehicle sallyport occurs on extremely steep streets. Jefferson Street, which serves as the entrance to the vehicle sallyport, is pictured on the right. Staff relate that top heavy vehicles such as busses, appear ready to tip over while turning into and out of the sallyport.



Although the ITR is very limited by space, the recent remodel resulted in a much more efficient design. The absence of sobering cells (padded floors) within this area did cause us some concern (see recommendations).

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Maleng Regional Justice Center (MRJC)

The MRJC is located in Kent Washington, a suburb of Seattle that is about 20 miles from the city center. This facility was opened in 1997 and is adjacent to a justice complex. The housing units are primarily direct supervision pods, mostly of which contain 64 inmates. (The picture to the right is taken from the vehicle sallyport toward the ITR.) Although the physical plant is much newer and well designed, and was previously a 24/7 operation, due to very severe budget cuts, the ITR is only open six hours a day.



The booking counters are located directly across from the entry doors to the ITR. It is obvious that a great deal of planning had occurred in the design of this facility. The ITR was open, and logically designed so that the flow of arrestees/inmates can be processed in an efficient and safe manner.

One feature that was not present in the KCCF ITR was an open seating area where compliant inmates can sit while being processed into the facility.



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While the open seating concept works well for compliant arrestees/inmates, there are an adequate number of holding cells to hold the various classifications of individuals entering this facility. The only cell types that are not included in this facility are safety cells (padded walls and floors) and sobering cells (padded floors). These two protective housing cells are not currently needed at MRJC due to the limited operating hours, but would be needed if this facility is returned to a 24/7 ITR.

The MRJC ITR is a well designed and extremely clean facility. It's capacity is currently being underutilized due to budget constraints that limit operating hours.

RECOMMENDATIONS

As a result of Phases I and II of this assessment, we make the following recommendations for improvement in the efficiency of operating the ITR process within the DAJD jail system:

Jail Management System:

It is our opinion that the most critical need for both facilities, KCCF and MRJC, is a fully integrated *jail management system*. An integrated jail management system would positively impact the efficiency and effectiveness of the entire Intake, Transfer and Release (ITR) functions of both facilities. The current system, SIP (Subject in Process), has been in effect since the mid 1970's. The lack of a modern system has resulted in:

- A cumbersome system combining a non integrated data entry process with a manual requirement.
- The manual completion and tracking of the *Superform* which then becomes part of the inmate packet.
- The adoption of a second non-integrated system - BARS (Booking and Referral System) - that was developed without DAJD input. Line staff commented that they have to routinely go into BARS and “clean up” the fields that have already been filled in by local law enforcement which takes time away from their security role in the ITR.
- The lack of an electronic process for:
 - The writing, tracking and approval of Use of Force Reports
 - The writing, tracking and approval of Incident Reports
 - Logging security checks
 - Integrated Booking system
 - Arresting Officer Questions
 - Intake Questions
 - Health Screening Questions
 - Inmate Imaging System
 - Integrated Transfer/Transport system

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- Classifications System
 - Inmate Grievances
 - Inmate Accounting System
 - Custody and Commitment System
- An inability to efficiently query reports based on an integrated system.

Based on our observations and review, it is our opinion that DAJD begin the process of acquiring a JMS. The steps toward this process are:

- Determining their JMS requirements
- Contacting the NIC Large Jail Network for information on similar sized organizations that have made the transition to a modern Jail Management System
- Conduct a site visit of those facilities with both management and operational staff
- Determine which JMS system would work best for DAJD. The three options are:
 - An off the shelf JMS System
 - Customized JMS System from a vendor
 - Homegrown system developed with in-house expertise.
- If the decision is to purchase a JMS from a vendor, develop a "Request for Information "(RFI)
- Define phases of implementation based on funding and timeline.

The benefits of a modern fully integrated JMS system are many. A few obvious benefits are:

- The ability to move away from manual entry and tracking, thus saving money on paper forms and folders.
- Easy access to information and reports and line staff and management.
- Less staff time doing data entry and more time spent focusing on the safety of the staff, the security of the facility and the well being of the inmates.
- Ability to respond more efficiently to Public Records Act because all information will be in one system and not on several disparate systems.
- The potential for the consolidating PR staffing resources by the efficiency gains from having all decision points by the various user agencies loaded into the JMS system so the manual process is removed.

Staffing and Personnel:

We recommend that the DAJD consider a number of changes to its staffing and personnel policies. These include:

- Training
 - Develop and provide a minimum of 24 hours of viable annual training for all custody staff to maintain proficiency and for staff development.
 - Develop and provide formal training for specialty assignments including, but not limited to, staffing the ITR, classification and fire/life safety

- Personnel Evaluations
 - Develop at least annual evaluations of all staff based upon articulated duties and attributes using legal and defensible personnel practices.
 - Provide staff supervisors with training on implementing the personnel evaluations.
 - Utilize the evaluations in a positive manner to acknowledge good work traits and correct poor work traits.

- Non-Detention Staff
 - Consider using non-detention staff to perform clerical tasks associated with the booking process thus freeing detention staff to focus on safety and security.
 - Consider changing the policy that allows non-detention staff (medical and ID staff) from escorting inmates to/from their holding cells. This task should be handled by detention staff.

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Emergency Procedures:

During our time spent at both KCCF and MRJC we identified several areas of concern with respect to emergency procedures for ITR that could also impact the entire operation at both facilities.

The absence of SCBA's (Self Contained Breathing Apparatus) in both facilities:

During our visit we learned that the SCBA's were not located in either facility's ITR, who, by policy are the facility's first responders. It is our belief that in the event of a fire the DAJD officers working inside the facility must be supplied with the necessary safety equipment to safely and effectively respond to smoke, fire or other airborne substance that would make breathing difficult or impossible. We found this particularly concerning given the fact that KCCF is a tower facility with a multi floor design and conducting an evacuation of any size would be problematic, especially during a fire event. It is our opinion that the SCBA's be placed in sets of two throughout both facilities and that regular training of staff occurs, at least an annual basis. This training could be done by assigning the role of *safety officer* as a collateral duty of a jail officer or training officer who would then be responsible for maintaining the SCBA's in proper working order. This safety officer would also assist the training unit with scenario based training of staff so that staff and management understand the expectations of the use of this piece of equipment. With SCBA's and proper training, in the event of a fire, staff would then be able to better evacuate the facility in a timely manner as well as having the ability to escort fire personnel to the location of a fire. DAJD should look into grants for the funding of this equipment through the Department of Homeland Security or other grant programs.

Using ITR Staff as First Responders

Based on the limited staffing throughout the facility, ITR officers are often called upon to be the first responders in the event of an emergency. Taking key officers away from this critical area of ITR without backfilling those positions poses potential risk and liability issues. What we also found is that there are not enough radios for each of the staff, not only in IRT but around the entire KCCF facility, and at times these staff without radios have to respond outside the facility to the parameter or other emergencies within the facility. Without the ability to communicate via the radio, places the officer not only at risk but weakens the ability for ICS, Incident Command System, to be properly utilized.

Rather than utilizing ITR as the "first responders ", we feel that both facilities would benefit from an Emergency Response Team, commonly known as a CERT (Correctional Emergency Response Team) or a SRT (Special Response Team). Each shift would have a predetermined number of these trained emergency response officers assigned to the shift that work a regular post until they are activated.

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These officers would have the special training **and** equipment to respond to such emergencies as a barricaded inmate, a multiple inmate disturbance, hostage situation or any event that goes beyond the training and equipment of current staff. We feel that an emergency response team would especially benefit the DAJD based on the current limited ongoing training for DAJD officers. New officers receive four weeks of initial training followed by four weeks of POST training which usually occurs within the first year of employment. We were told by staff that there is no formalized emergency response training beyond what is given in the initial new hire training program, which is limited.

The benefits of an Emergency Response Team who have the training and equipment are:

- A safer facility for both staff and inmates.
- Reduction in workers compensation and employee injury based on better training and equipment for staff when emergencies do occur.
- More confidence by management that a consistent response will occur from team to team based on regular training of the emergency response team.

Consideration for the formation of an Emergency Response Team should include:

- Policy that governs the team and their activation
- Who will authorize the team deployment
- Who will be in charge of the team
- Training that is consistent with the DAJD policy and is documented in both the individual officers training file and in the team training roster.
- Establish criteria for officers applying for the team
- Funding capability for equipment and staff training

Policies and Procedures:

We noted that the DAJD Policies and Procedures were readily available on-line to all officers who wanted to read them. That said, we were informed by staff that few of them have the time to read these during their shifts. With the little training that is provided, we feel that the DAJD could be at risk of having staff perform their job tasks outside of the approved methods identified in their policies and procedures. Therefore, we recommend:

- A management level staff be appointed as the person required to maintain the policies and procedure
- All policies and procedures be reviewed and, if necessary, revised annually. This should be clearly documented within the document and historic copies should be maintained.
- Develop a daily training sheet where each day a different policy or procedure is identified and discussed. This training format should last no more that 5 minutes per day.

Inmate Management Issues:

During our assessment was on the ITR process, we did note some additional areas where improvements could be made. These included:

- Safety Checks
 - Documentation must be credible. Therefore, if staff are handwriting the times that they make their safety checks, they must write the exact times this is occurring. Rather than 1000, 1030, 1100 and so on, they should be 1003, 1031, 1059.
 - Supervisors should review and initial safety check logs at least twice every eight hours.
 - Consider using technology to document safety checks that can be reviewed by supervisors, maintained for several years and non-changeable once written,
 - Safety checks in the ITR should occur at least every 15 minutes, rather than the 30 minutes currently being performed.

- Digital Cameras
 - We caution the use of cameras in female inmate areas where they may be using the restroom or in various states of undress. Care must be taken to ensure modesty while balancing the need to maintain the security of the facility, staff and inmates.
 - We recommend the use of multiple cameras in high risk areas such as the ITR, the vehicle sallyport, medical and mental health housing and dayrooms. These cameras should be digitally recorded with records maintained according to county policy. These cameras may supplement the supervision of inmates but should never be used to replace that direct supervision.

- Video Visiting

We believe that DAJD should, as soon as possible, investigate the use of video visiting within the jail system. This technology increases the safety of the staff and inmates within the facility and can provide inmates with more frequent contact with their loved ones. It reduces the strain on downtown parking and the use of vehicles on the highways and is in fact, very "green". An excellent example to developing video visiting for a similar sized jail system is in ADA County, Idaho. We recommend that management staff visit that facility and develop a system for King County.

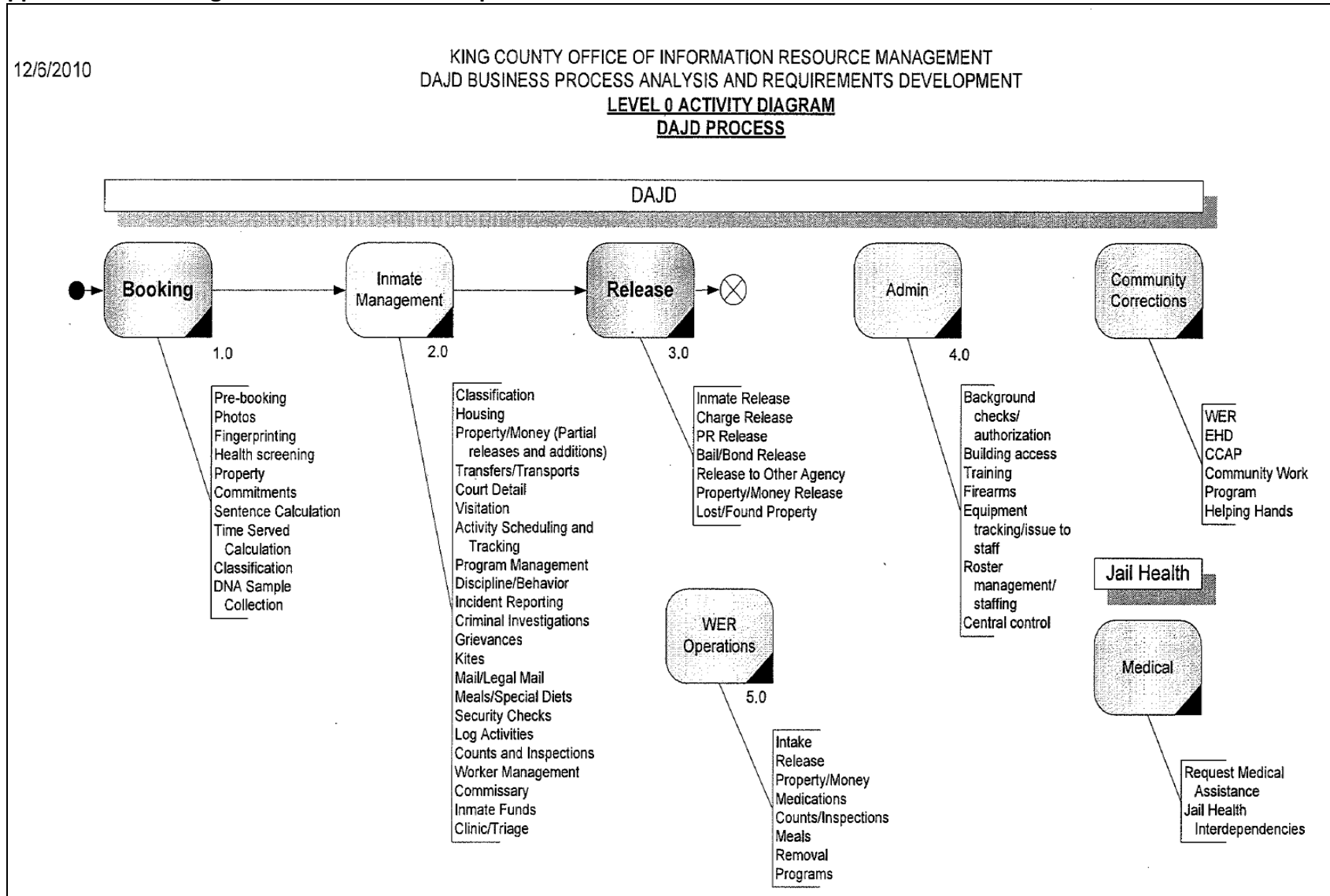
CONCLUSIONS

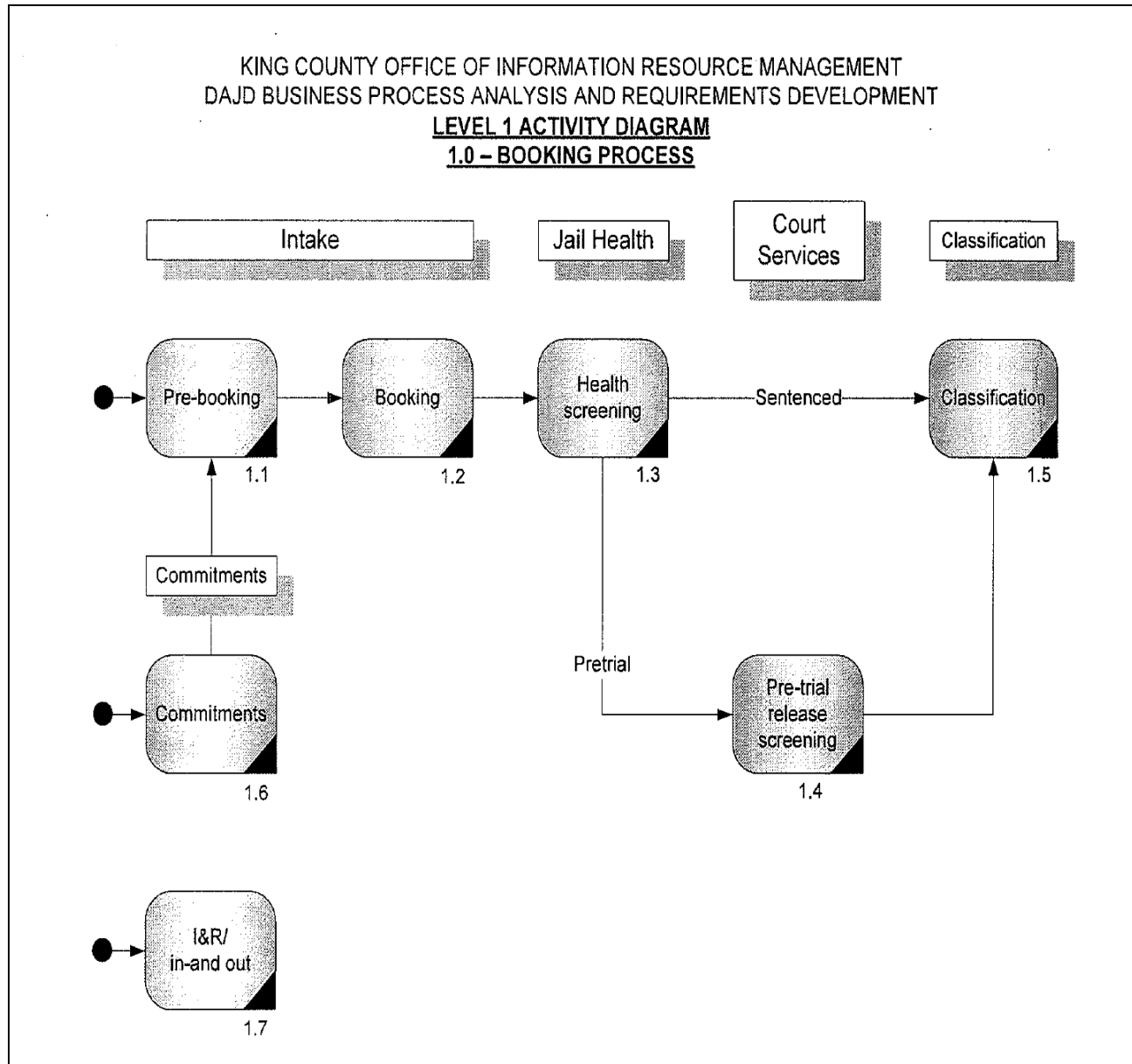
While we have made several recommendations to assist with the efficiency and cost effectiveness of the DAJD, we in no way want the reader to conclude that it is a poor jail system. In fact, quite the opposite is true. We believe that Director Balducci and her staff are operating two well managed facilities with very limited resources. The facilities were all extremely clean and well maintained. Staff were competent and motivated. In short, the recommendations that we made should be viewed as a "tune-up" for the jail system.

We also feel that Director Balducci should be recognized for her dedication and courage to request outside consultants to enter her facilities with open and free movement. She encouraged constructive criticism and we are confident that she will use it to make those incremental improvements that are needed in even the best operated facilities. If the county were to choose only one of our recommendations, we would recommend implementing a well designed "inmate Management System". This system will ultimately save the county many times what it costs it in staffing efficiency.

Finally, we wish to express our deep gratitude with the positive environment that Director Balducci has clearly established for her agency. We recognize that staff morale was jeopardized after having so many directors over such a short period of time, but we acknowledge that Director Balducci is with the agency for the long run and is working hard to make her jail system even more efficient.

Appendix D – Booking and Release Process Maps





**Proviso 3: ITR Business Process Mapping and Staffing/Workload Analysis
Final Report**

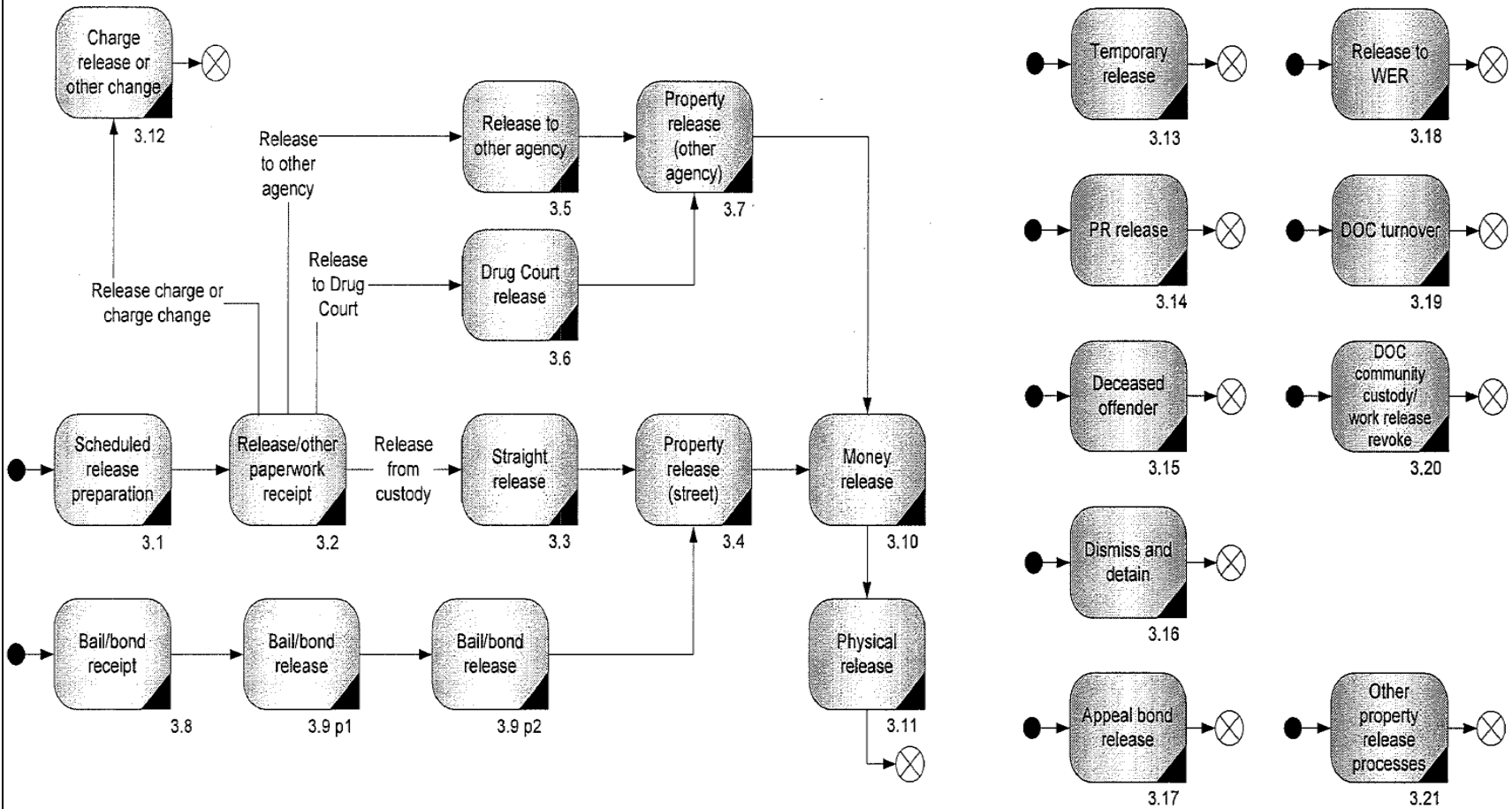
7/20/2010

KING COUNTY OFFICE OF INFORMATION RESOURCE MANAGEMENT
DAJD BUSINESS PROCESS ANALYSIS AND REQUIREMENTS DEVELOPMENT

LEVEL 1 ACTIVITY DIAGRAM

3.0 – RELEASE

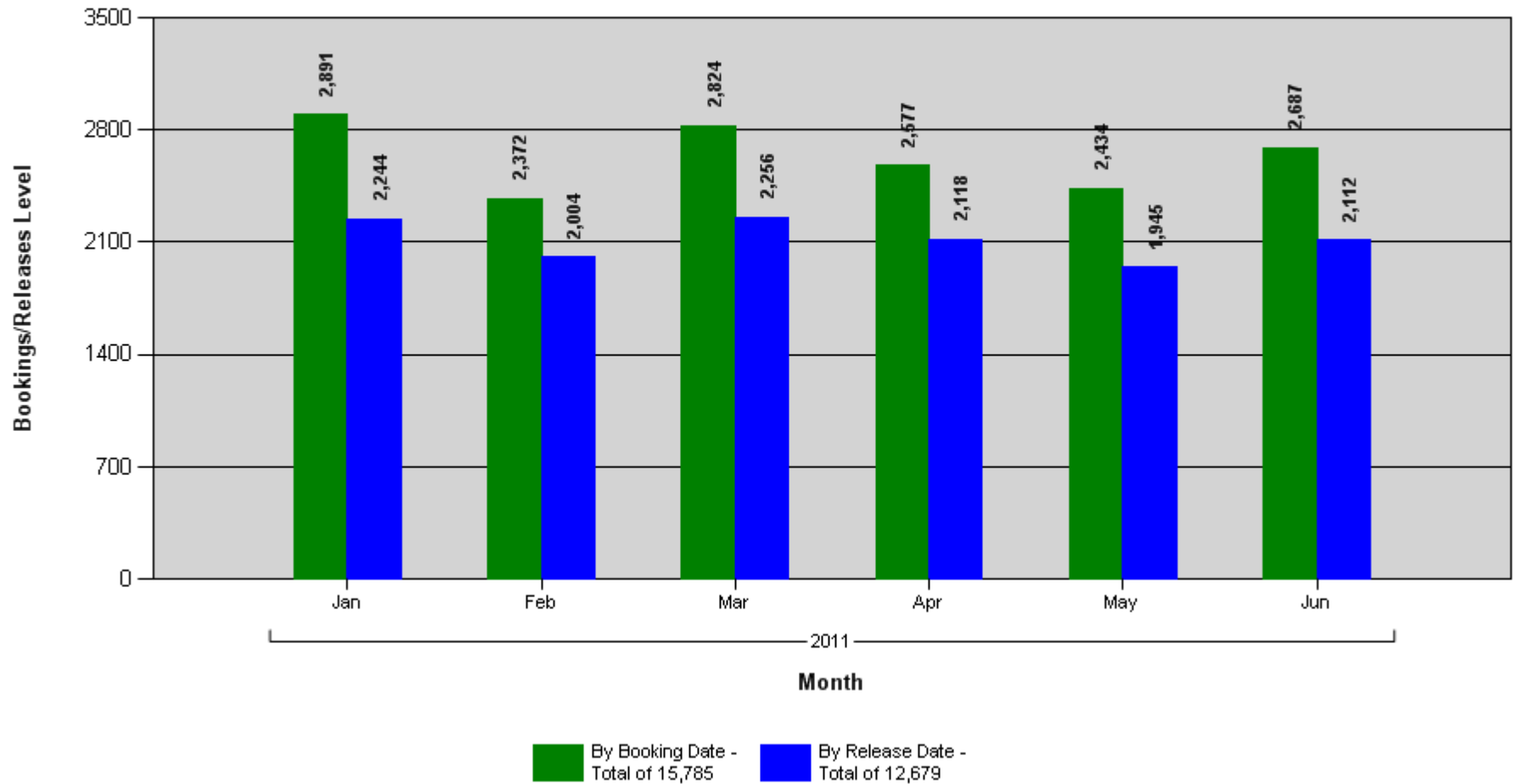
Commitments, Release, Property



Appendix E – Page 1

KCCF Booking and Release Levels by Month

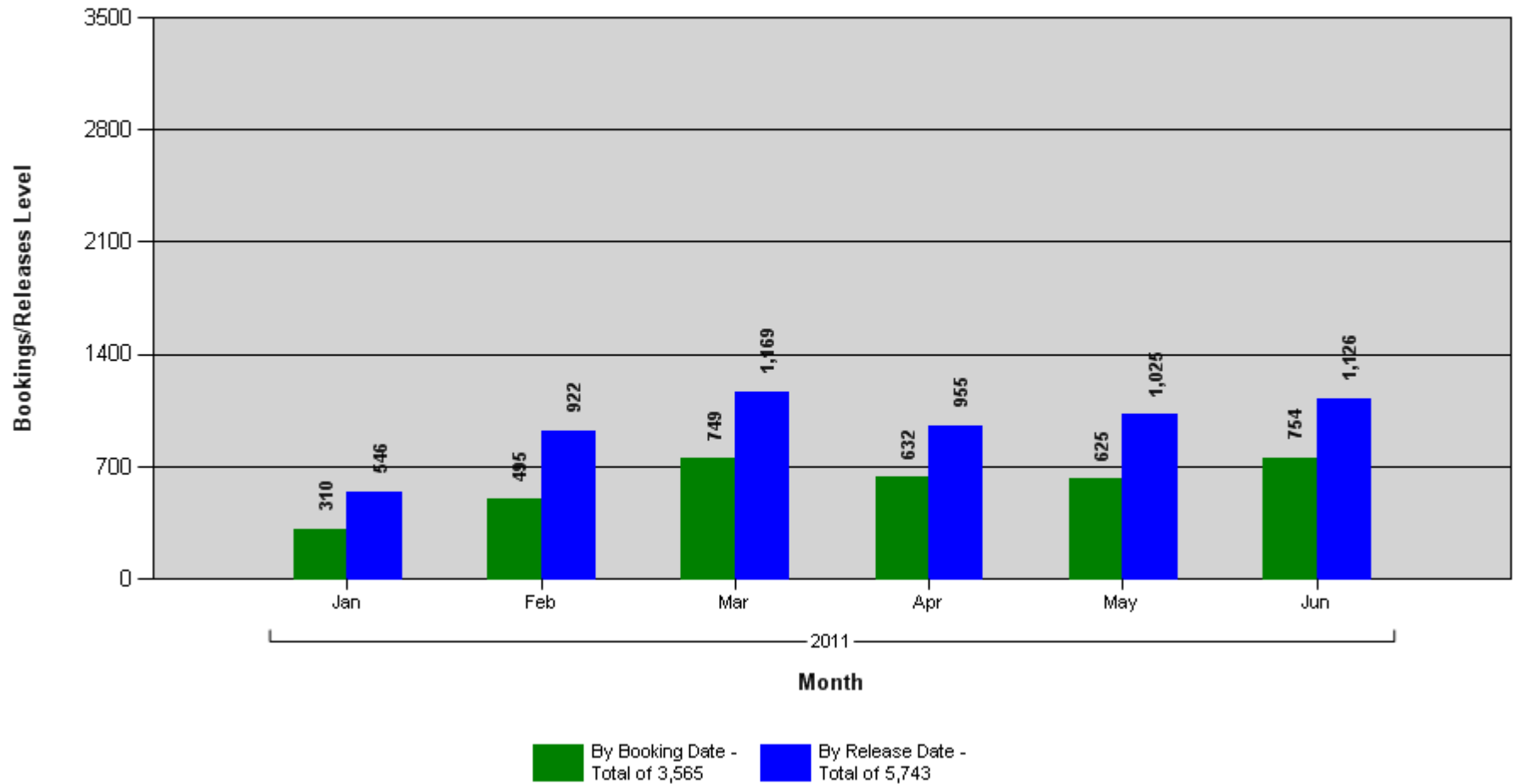
KCCF - Booking/Release Events By Month
Date Range: 01/01/2011 - 06/30/2011 Between Hours 00 and 23
Excluded dates: KC Holidays;



Appendix E – Page 2

MRJC Booking and Release Levels by Month (from January 16, 2011)

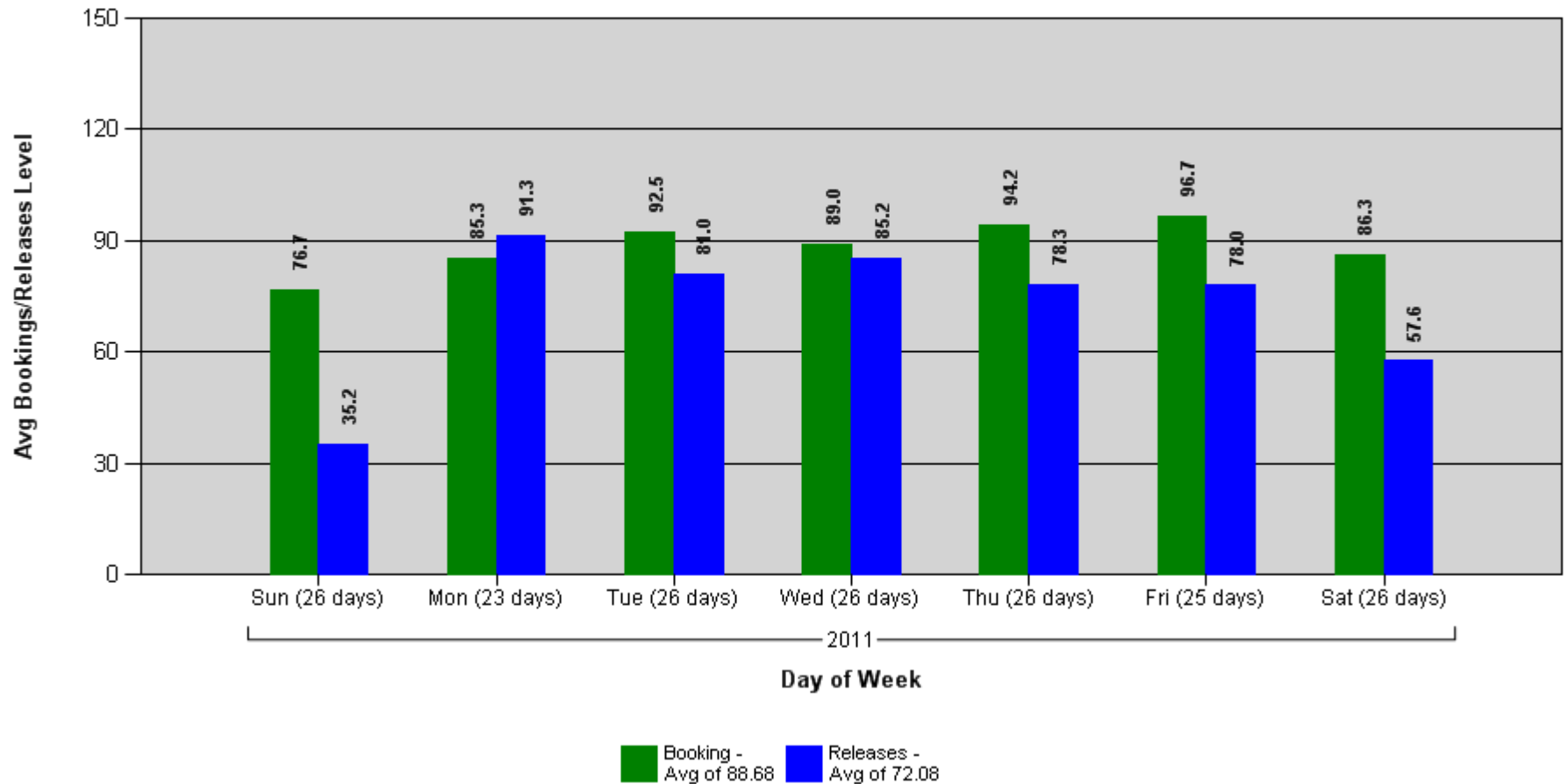
MRJC - Booking/Release Events By Month
Date Range: 01/16/2011 - 06/30/2011 Between Hours 00 and 23
Excluded dates: KC Holidays; Weekends;



Appendix E – Page 3

KCCF Booking and Release Levels by Day of Week

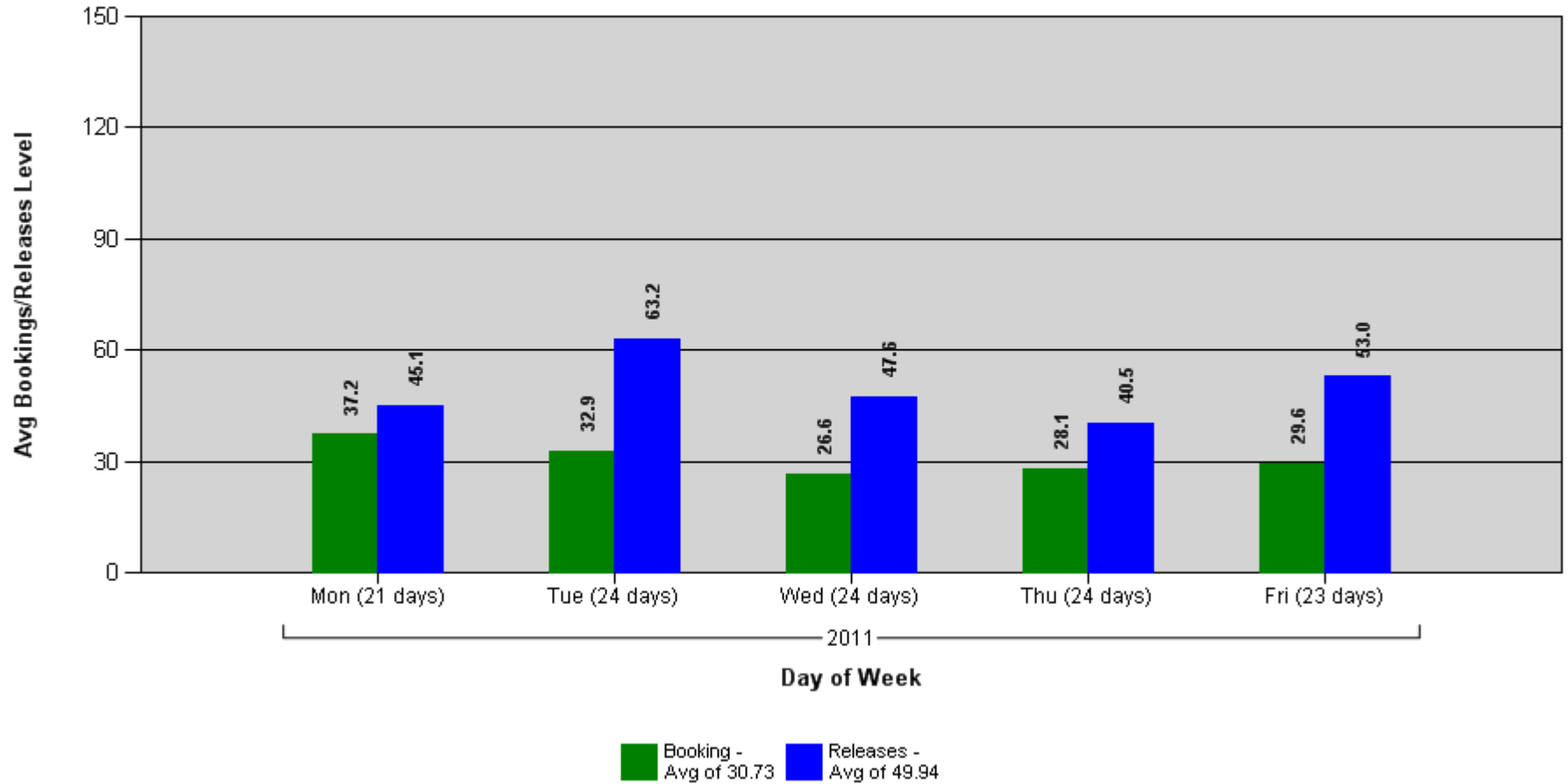
KCCF - Bookings/Releases By Day of Week
Date Range: 01/01/2011 - 06/30/2011 Between Hours 00 and 23
Excluded dates: KC Holidays;



Appendix E – Page 4

KCCF Booking and Release Levels by Month

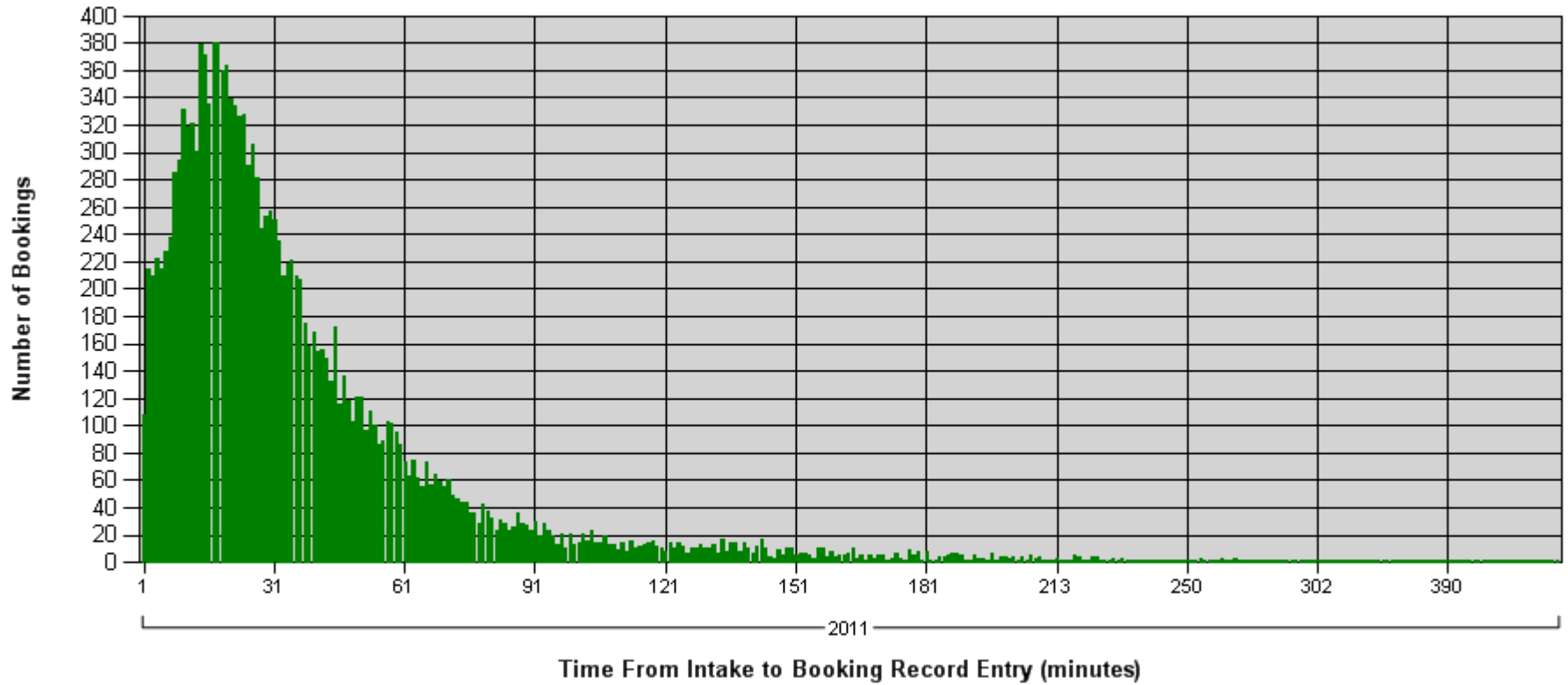
MRJC - Bookings/Releases By Day of Week
Date Range: 01/16/2011 - 06/30/2011 Between Hours 00 and 23
Excluded dates: KC Holidays; Weekends;



Appendix E – Page 5

KCCF – Duration in Minutes between Intake (Receipt of Inmate) and Booking Record Completed

KCCF - Intake to Booking Record Entry Time
Date Range: 01/01/2011 - 06/30/2011 Between Hours 00 and 23
Excluded dates: KC Holidays;

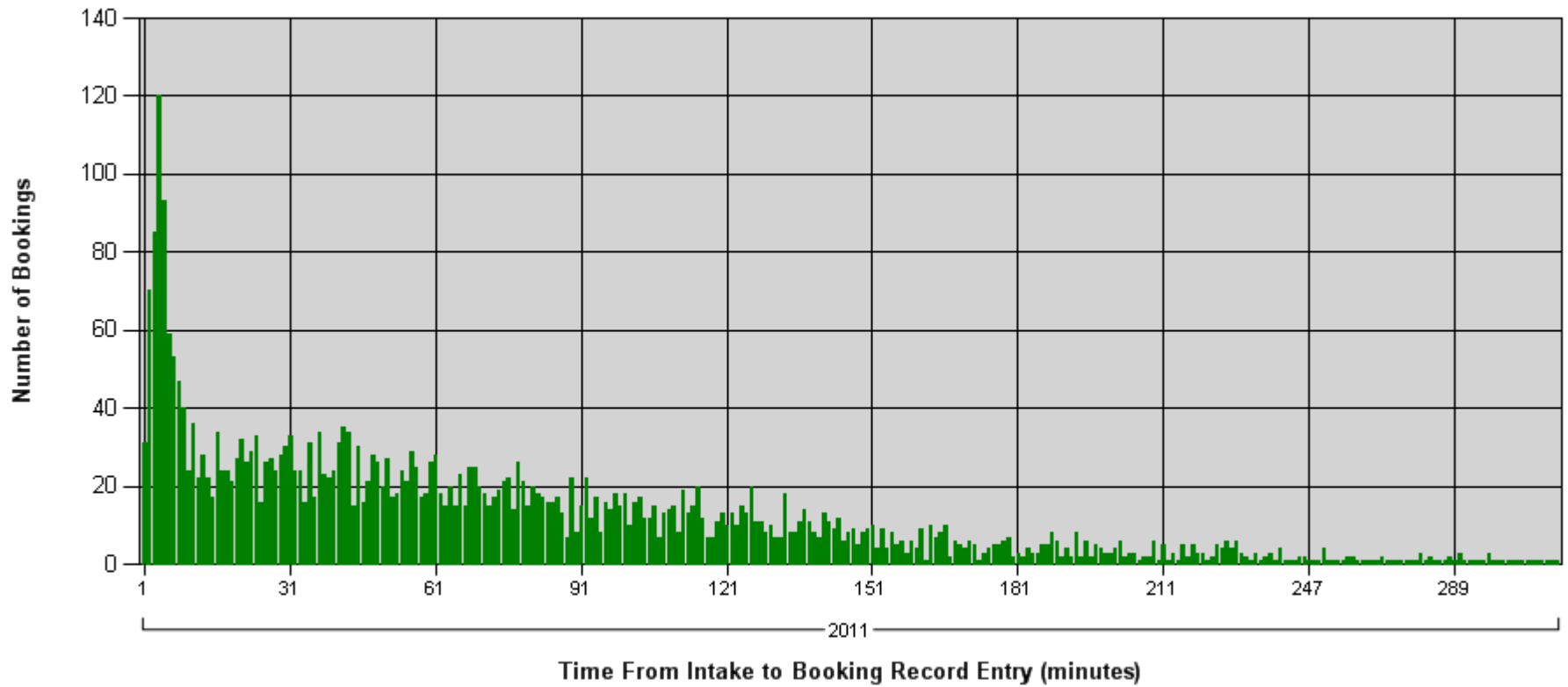


Bookings:
Total 15,785
Avg Minutes 44.51

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MRJC – Duration in Minutes between Intake (Receipt of Inmate) and Booking Record Completed (from January 16, 2011)

MRJC - Intake to Booking Record Entry Time
Date Range: 01/16/2011 - 06/30/2011 Between Hours 00 and 23
Excluded dates: KC Holidays; Weekends;

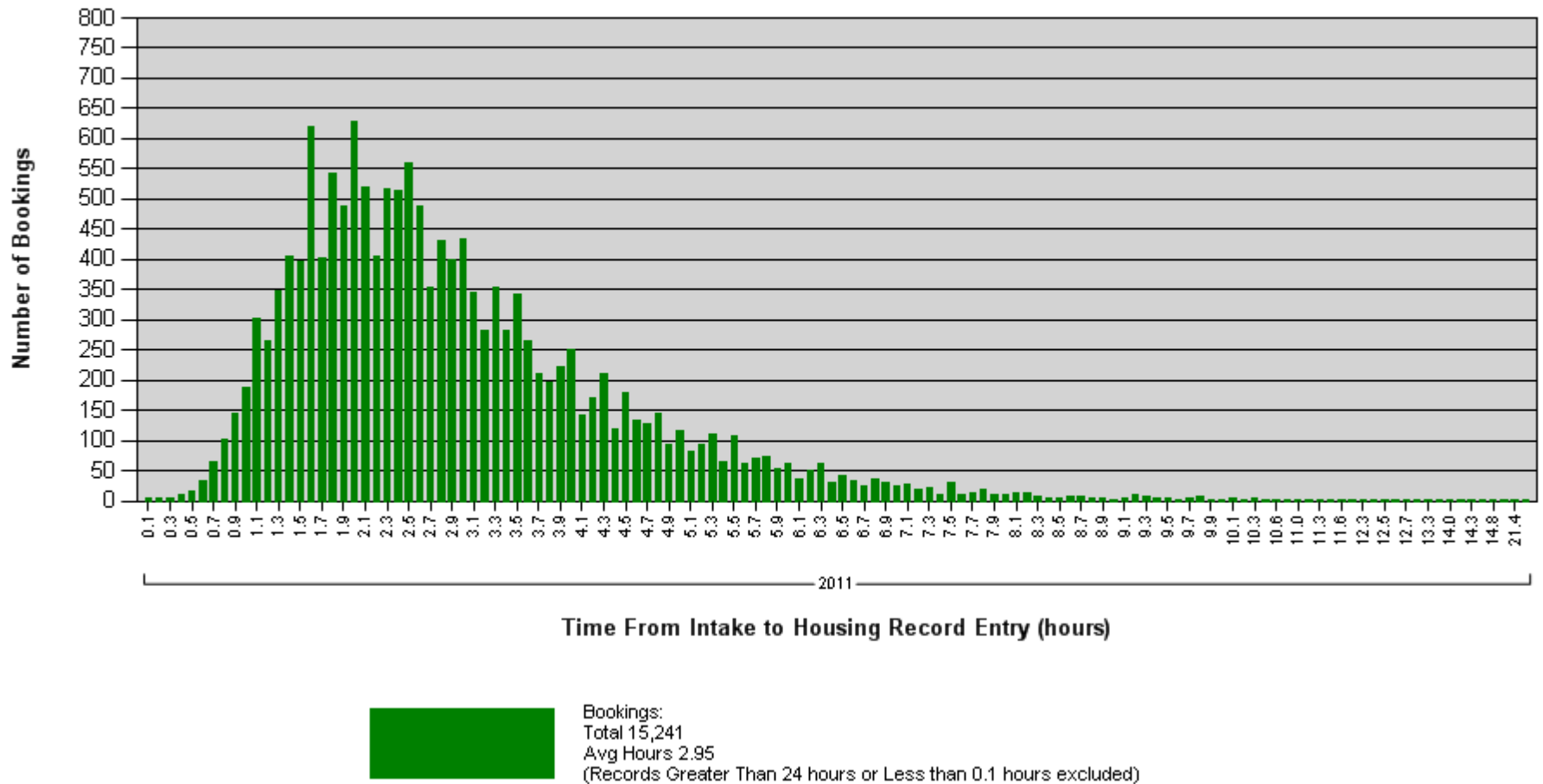


Bookings:
Total 3,565
Avg Minutes 73.65

Appendix E – Page 7

KCCF – Duration in Hours between Intake (Receipt of Inmate) and Housing Assignment Record Completed

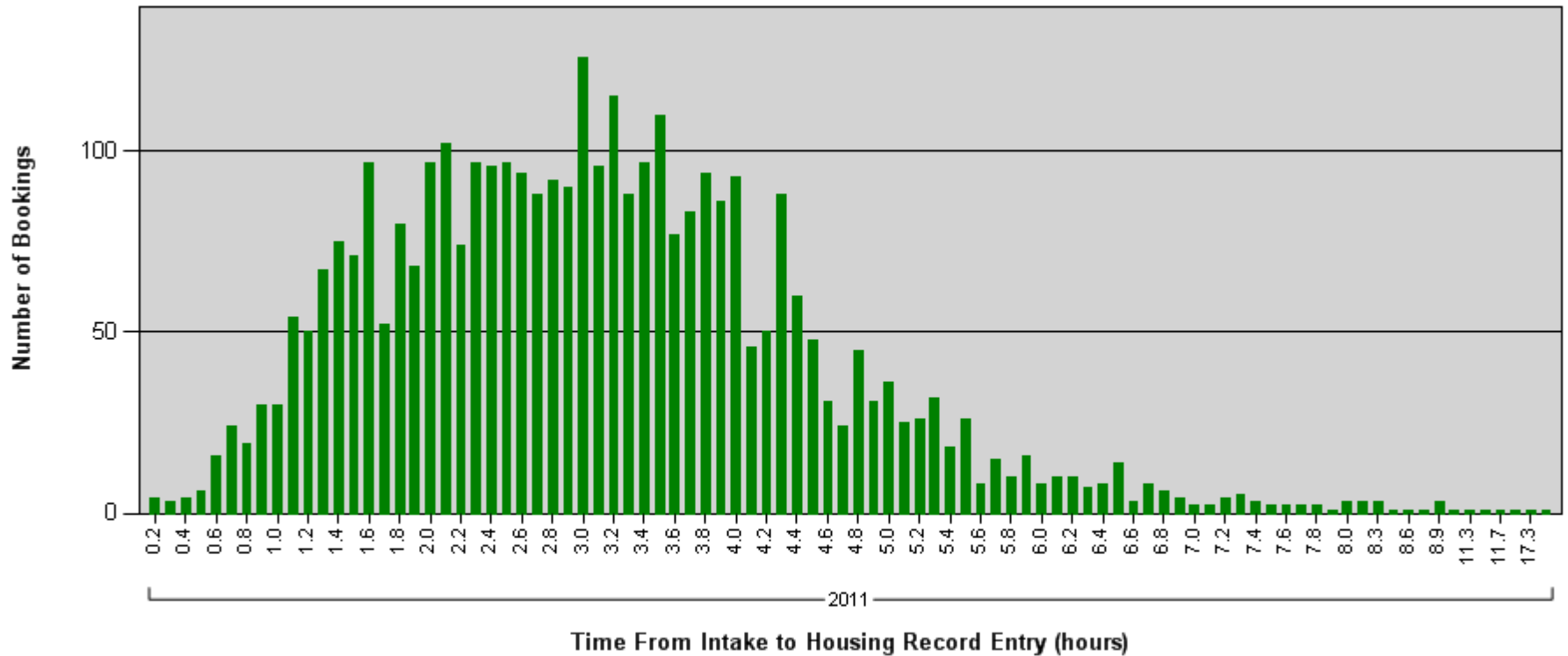
KCCF - Intake to Housing Record Entry Time
 Date Range: 01/01/2011 - 06/30/2011 Between Hours 00 and 23
 Excluded dates: KC Holidays;



Appendix E – Page 8

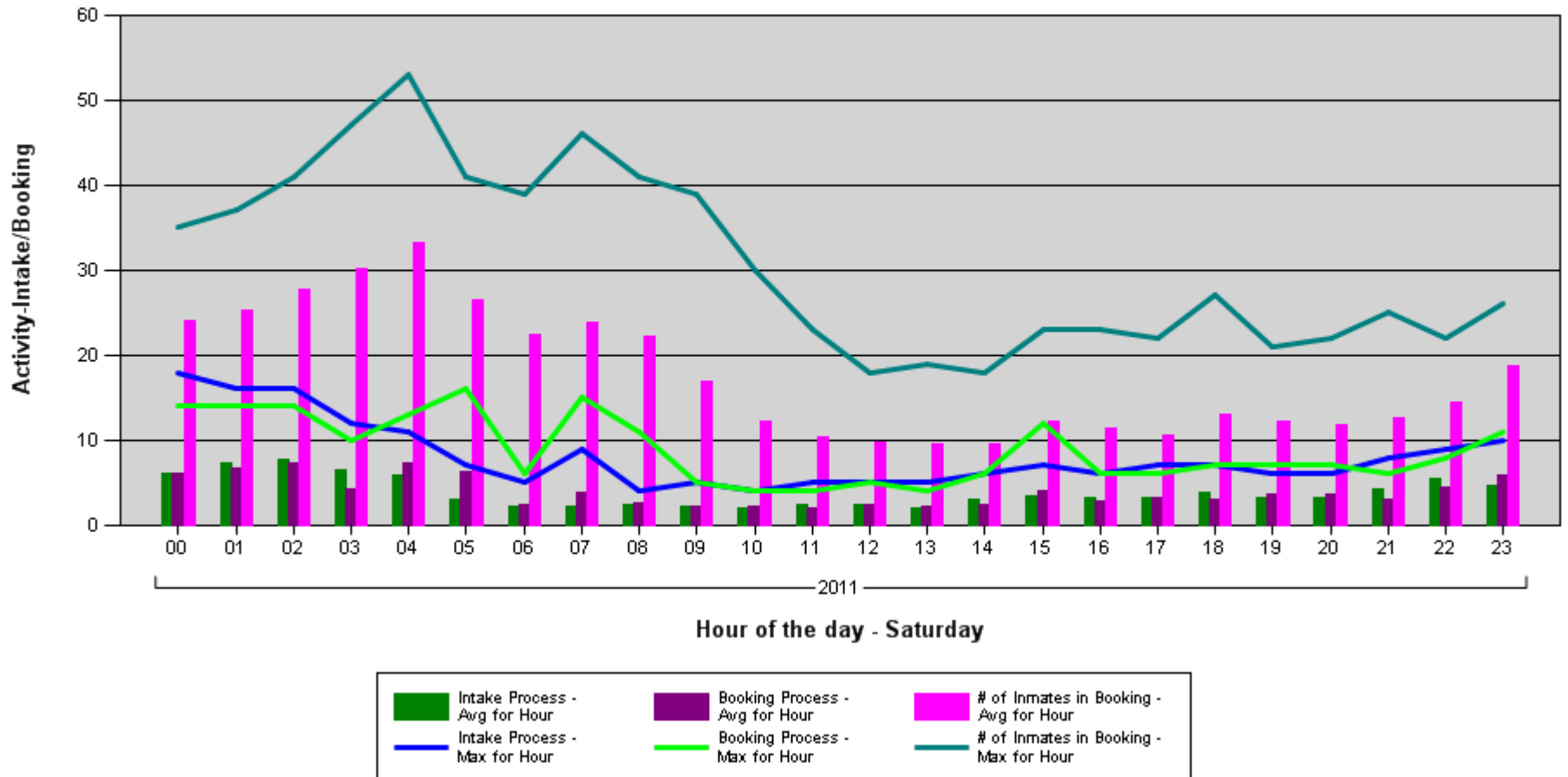
MRJC – Duration in Hours between Intake (Receipt of Inmate) and Housing Assignment Record Completed (from January 16, 2011)

MRJC - Intake to Housing Record Entry Time
 Date Range: 01/16/2011 - 06/30/2011 Between Hours 00 and 23
 Excluded dates: KC Holidays; Weekends;



Bookings:
 Total 3,502
 Avg Hours 3.12
 (Records Greater Than 24 hours or Less than 0.1 hours excluded)

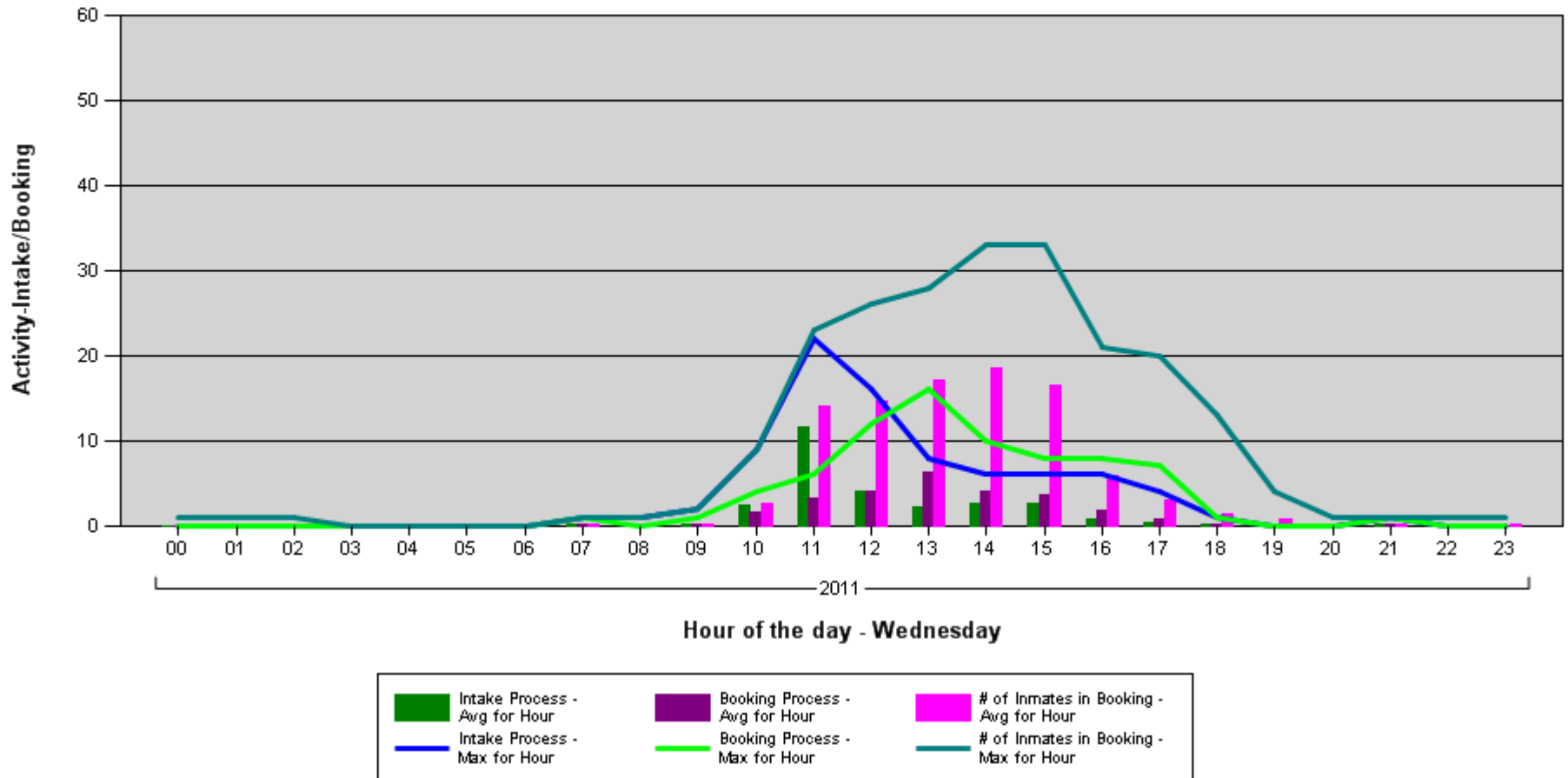
KCCF - Booking Activity By Hour of Day
 Date Range: 01/01/2011 - 06/30/2011 Between Hours 00 and 23
 Excluded dates: KC Holidays;
 Avg for Saturday



Appendix E – Page 10

Report Sample: MRJC – Wednesday Activity Level (from January 16, 2011)

MRJC - Booking Activity By Hour of Day
 Date Range: 01/16/2011 - 06/30/2011 Between Hours 00 and 23
 Excluded dates: KC Holidays; Weekends;
 Avg for Wednesday



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Appendix F – Sample Report: Planned Verses Actual Post Coverage in ITR - KCCF-1

Planned Level		For Post Masters In Effect: 01/16/2011							
KCCF-1									
YEAR	Post Name	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Avg
2011	ITRBOOK#1	1	1	1	1	1	1	1	1.00
	ITRBOOK#2	1	1	1	1	1	1	1	1.00
	ITRBOOK#3	1	1	1	1	1	1	1	1.00
	ITRBOOK#4	1	1	1	1	1	1	1	1.00
	ITRBOOK#5	1	1	1	1	1	1	1	1.00
	ITRBOOK#7-SS	0	1	1	1	1	1	0	0.71
	Booking Subtotal	5	6	6	6	6	6	5	5.71
	COMMIT01	0	1	1	1	1	1	0	0.71
	COMMIT02	0	1	1	1	1	1	0	0.71
	ITRRELEASE	1	1	1	1	1	1	1	1.00
	Commit/Rel Subtotal	1	3	3	3	3	3	1	2.43
	ITRTRNSFR1	0	1	1	1	1	1	0	0.71
	Trnsfr/Trnsprt Subtotal	0	1	1	1	1	1	0	0.71
	ITR-HMC-RLF	1	0	0	0	0	0	1	0.29
	HMC Relief Subtotal	1	0	0	0	0	0	1	0.29
	Total Roster	7	10	10	10	10	10	7	9.14

Actual Level		For Date Range: 01/16/2011 - 06/30/2011							
KCCF-1									
YEAR	Post Name	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Avg
2011	ITRBOOK#1	1.00	1.04	1.01	1.04	1.01	1.00	1.00	1.01
	ITRBOOK#2	1.00	1.00	1.05	1.00	0.97	1.01	1.00	1.00
	ITRBOOK#3	1.00	1.00	1.00	0.99	1.02	0.98	0.99	1.00
	ITRBOOK#4	1.00	1.00	1.00	1.01	1.01	0.97	1.00	1.00
	ITRBOOK#5	0.95	1.01	1.04	0.99	1.02	0.99	1.01	1.00
	ITRBOOK#7-SS	0.00	0.96	1.00	1.00	1.00	1.00	0.00	0.71
	Booking Subtotal	4.95	6.01	6.10	6.03	6.03	5.94	5.00	5.72
	COMMIT01	0.00	1.00	1.00	1.00	1.00	0.99	0.00	0.71
	COMMIT02	0.00	0.92	1.00	1.00	0.98	1.00	0.00	0.70
	ITRRELEASE	1.00	1.00	1.00	1.00	1.00	1.00	0.99	1.00
	Commit/Rel Subtotal	1.00	2.92	3.00	3.00	2.98	2.99	0.99	2.41
	ITRTRNSFR1	0.00	1.08	0.99	1.00	1.00	1.00	0.00	0.73
	Trnsfr/Trnsprt Subtotal	0.00	1.08	0.99	1.00	1.00	1.00	0.00	0.73
	ITR-HMC-RLF	0.99	0.00	0.00	0.00	0.00	0.00	1.00	0.28
	HMC Relief Subtotal	0.99	0.00	0.00	0.00	0.00	0.00	1.00	0.28
	Total Roster	6.95	10.01	10.09	10.03	10.01	9.93	6.99	9.14

**Proviso 3: ITR Business Process Mapping and Staffing/Workload Analysis
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Appendix G

ITR Operations – Posts per Hour of Operation Comparison

2011 KCCF - ITR Operations Post Level by Day of Week - Total Posts/Week										2011 MRJC LIGHT - ITR Operations (from January 16, 2011) Post Level by Day of Week - Total Posts/Week																																																																						
Sum of P	DOW									Sum of P	DOW							Grand Total																																																														
YEAR	Facility	Rost	PostName	Mon	Tue	Wed	Thu	Fri	Sun	Sat	Total	YEAR	Facility	PostName	Mon	Tue	Wed	Thu	Fri	Grand Total																																																												
2011	KCCF-1		COMMIT01	1	1	1	1	1			5	2011	RJC-1	ITR COMMIT	1	1	1	1	1	5																																																												
			COMMIT02	1	1	1	1	1			5			ITR-1	1	1	1	1	1	5																																																												
			ITRBOOK#1	1	1	1	1	1	1	1	7			ITR-1 Release	1	1	1	1	1	5																																																												
			ITRBOOK#2	1	1	1	1	1	1	1	7			ITR-2	1	1	1	1	1	5																																																												
			ITRBOOK#3	1	1	1	1	1	1	1	7			ITR-3	1	1	1	1	1	5																																																												
			ITRBOOK#4	1	1	1	1	1	1	1	7			RJC-1 Total	5	5	5	5	5	25																																																												
			ITRBOOK#5	1	1	1	1	1	1	1	7			RJC-2	ITR-1 Release	1	1	1	1	1	5																																																											
			ITRBOOK#7-SS	1	1	1	1	1			5			RJC-2 Total	1	1	1	1	1	5																																																												
			ITR-HMC-RLF						1	1	2	2011 Total			6	6	6	6	6	30																																																												
			ITRRELEASE	1	1	1	1	1	1	1	7	Grand Total			6	6	6	6	6	30																																																												
			ITRTRNSFR1	1	1	1	1	1			5																																																																					
			KCCF-1 Total	10	10	10	10	10	7	7	64																																																																					
	KCCF-2		COMMIT01	1	1	1	1	1			5	Comparison of Operations: Posts per Hour of Operation MRJC Posts per Hour of Operation <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th>Division</th> <th>When Open</th> <th>Hours per Year</th> <th>Posts per Year</th> <th>Posts per Hour of Operation</th> </tr> </thead> <tbody> <tr> <td>MRJC</td> <td>6hrs/M-F excluding Holidays</td> <td>1,520</td> <td>1,564.29</td> <td>1.03</td> </tr> </tbody> </table>									Division	When Open	Hours per Year	Posts per Year	Posts per Hour of Operation	MRJC	6hrs/M-F excluding Holidays	1,520	1,564.29	1.03																																																		
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			ITRBOOK#5	1	1	1	1	1	1	1	7																																																																					
			ITRBOOK#7	1	1	1	1	1	1	1	7																																																																					
			ITRBOOK#8	1	1	1	1	1	1	1	7																																																																					
			ITRHMC-RLF	1	1	1	1	1	1	1	7																																																																					
			ITRRELEAS1	1	1	1	1	1	1	1	7																																																																					
			ITRRELEAS2	1	1	1	1	1			5																																																																					
			ITRS-BKREL	1	1	1	1	1			5																																																																					
			KCCF-2 Total	13	13	13	13	13	9	9	83																																																																					
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Appendix H – Performance Indicators and Data Markers

1. **Intake Level** – The number of intakes received per time period. Upon an intake clearing medical screen, officer time stamps documents to indicate when the inmate was received. The time is later entered into jail automated booking system as booking date and time. This time data point is used as initial starting point to determine how long processing takes and the length of time the inmate remains within ITR area before moving to housing location or release.
2. **Booking Level** – The number of booking records created per time period. The jail booking system captures a date and time upon assignment of a Booking Arrest (BA) number. This data time reference is used to determine the time between intake of inmate and time of booking record creation.
3. **Duration Between Intake and Booking** – The time period an inmate is being held pending booking record creation. The wait time between intake and booking record creation is an indicator of process flow. The creation of the booking record is critical to efficient completion of tasks dependent on the BA number, such as medical record, AFIS records and screener and classification interviews. The shorter the time period, the more efficient the overall intake process.
4. **Inmates in Booking Area Level** – Level of inmates requiring security supervision at a point in time. Inmates require supervision by intake officers from point of intake until moved to a housing or release location. The jail booking system captures the date and time when a housing or release location is assigned. Using this data time difference between intake and transfer to housing or release, the level of inmates remaining in the intake area can be determined. The level is an indicator of security supervision and observation demand, peaking of activities and processing delays.
5. **Duration Between Intake and Movement to Housing** – The time period an inmate is on the intake floor prior to movement to housing or release. This period is defined by the time between the intake time stamp and the time the inmate is moved to a housing or release location as recorded by entry of jail location. The time period length provides information as to overall efficiency of the intake process, which includes not only the intake and booking record process, but the time to complete medical, psychiatric and PR interviews, complete the AFIS ID process and have the inmate change to jail clothing. Reducing the time period increases system efficiency and reduces duration of supervision and risks to safety and security.

**Proviso 3: ITR Business Process Mapping and Staffing/Workload Analysis
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Appendix I – Performance Indicators and Data Marker Discussion

KCCF Booking and Release Levels by Month

(Sample report provided in Appendix E – Page 1)

The sample report shows the level of bookings for KCCF per month for the first six (6) months of 2011, excluding administrative booking (In & Out bookings). The report parameters accept KCCF, MRJC and In & Out type, date and hour of the day ranges, and also allows user to exclude weekend and King County holiday dates.

Indicator(s): Monthly Workload Levels, Monthly Workload Variation

Implication(s):

- 1) Review level and variation changes to ensure supported by base staffing level of operation.
- 2) Review change in hours of operation
- 3) Review benefits from consolidation of ITR operation

KCCF Booking and Release Levels by Day of Week

(Sample report provided in Appendix E – Page 2)

The report shows the level of bookings for KCCF by day of week for the first six (6) months of 2011, excluding administrative booking (In & Out bookings). The report parameters accept KCCF, MRJC and In & Out type, date and hour of the day ranges, and also allows user to exclude weekend and King County holiday dates.

Indicator(s): Day of Week Levels, Day of Week Variation

Implication(s):

- 1) Review level and variation changes to ensure supported by base staffing level of operation.
- 2) Review change in hours of operation
- 3) Review benefits from consolidation of ITR operation

MRJC Booking and Release Levels by Month

(Sample report provided in Appendix E – Page 3)

The report is the same as described for page 1, above, showing MRJC levels. The report covers the period from January 16 through June 30, 2011, excluding weekends and holidays. The period covers MRJC Light operation through June.

Indicator(s): Monthly Workload Levels, Monthly Workload Variation

Implication(s):

- 1) Review level and variation changes to ensure supported by ITR base staffing level
- 2) Review change in hours of operation
- 3) Review benefits from consolidation of ITR operation

**Proviso 3: ITR Business Process Mapping and Staffing/Workload Analysis
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MRJC Booking and Release Levels by Day of Week

(Sample report provided in Appendix E – Page 4)

The report is the same as described for page 2, above, showing MRJC levels by day of week. The report covers the period from January 16 through June 30, 2011, excluding weekends and holidays. The period covers MRJC Light operation through June.

Indicator(s): Day of Week Levels, Day of Week Variation

Implication(s):

- 1) Review level and variation changes to ensure supported by ITR base staffing level
- 2) Review change in hours of operation
- 3) Review benefits from consolidation of ITR operation

KCCF – Duration in Minutes between Intake (Receipt of Inmate) and Booking Record Completion
(Sample report provided in Appendix E – Page 5)

The report shows the number of bookings completed (intake to creation of booking record) over duration of time, in minutes. The average length of time was 44.51 minutes for 15,785 bookings occurring between January 1 and June 30, 2011.

Indicator(s): Average Duration per Booking - Time between Intake and Booking Record Completion

Implication(s):

- 1) Reduced duration may indicate
 - decreased wait time for creation of BA number required by ITR support personnel, thereby facilitating a reduced overall process flow time from point of intake to housing or release.
 - increased efficiency in booking record creation, e.g., additional training in booking would be expected to produce a decrease in duration relative to booking record creation.
 - a need to review for change in jail incident levels as possible cause
- 2) Increased duration may indicate
 - increased wait time for BA number required by ITR support personnel, thereby increasing overall process flow time. An increase should also be seen in the duration from point of intake to housing or release.
 - intake activity is exceeding capacity available to perform the bookings.
 - a need to review intake level changes by hour of day against planned staff coverage levels.
 - a need to review for change in jail incident levels as possible cause

MRJC – Duration in Minutes between Intake (Receipt of Inmate) and Booking Record Completion
(Sample report provided in Appendix E – Page 6)

The report shows the number of bookings completed (intake to creation of booking record) over duration of time, in minutes. The average duration was 73.65 minutes for 3,565 bookings occurring between January 16 and June 30, 2011. The average time required to complete the booking record is approximately 30 minutes longer than processing on KCCF.

**Proviso 3: ITR Business Process Mapping and Staffing/Workload Analysis
Final Report**

Indicator(s): Average Duration per Booking – Time between Intake and Booking Record Completion

Implication(s):

- 1) Reduced duration may indicate
 - decreased wait time for creation of BA number required by ITR support personnel, thereby facilitating a reduced overall process flow time from point of intake to housing or release.
 - increased efficiency in booking record creation, e.g., additional training in booking would be expected to produce a decrease in duration relative to booking record creation.
 - a need to review for change in jail incident levels as possible cause
- 2) Increased duration may indicate
 - increased wait time for BA number required by ITR support personnel, thereby increasing overall process flow time. An increase should also be seen in the duration from point of intake to housing or release.
 - intake activity is exceeding capacity available to perform the bookings.
 - a need to review intake level changes by hour of day against planned staff coverage levels.
 - a need to review for change in jail incident levels as possible cause

*KCCF – Duration in Hours between Intake (Receipt of Inmate) and Housing Record Completion
(Sample report provided in Appendix E – Page 7)*

The report shows the number of bookings completed (intake to housing assignment or release) over duration of time, in hours. The average length of time was 2.95 hours for 15,241 bookings occurring between January 1 and June 30, 2011.

Indicator(s): Average Duration per Booking - Time between Intake and Housing Assignment or Release

Implication(s):

- 1) Reduced duration may indicate
 - decreased wait time for creation of BA number required by ITR support personnel, thereby facilitating a reduced overall process flow time from point of intake to housing or release.
 - increased efficiency in changing inmate into uniform, AFIS processing, personal recognizance screening, medical screening, classification and movement to housing activities.
 - a need to review for change in jail incident levels as possible cause
 - a need to review for change in inmate risk category; medical, mental and jail classification risks.
- 2) Increased duration may indicate
 - increased wait time for creation of BA number required by ITR support personnel, thereby increasing overall process flow time.
 - intake activity exceeding capacity available to perform bookings.

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- a need to review for changes in intake level by hour of day against planned staff coverage level.
- a need to review for changes in jail incident levels as a possible cause.
- a need to review for changes in inmate risk category: medical, mental and jail classification risks.

*MRJC – Duration in Hours between Intake (Receipt of Inmate) and Housing Record Completion
(Sample report provided in Appendix E – Page 8)*

The report shows the number of bookings completed (intake to housing assignment or release) over duration of time, in hours. The average duration was 3.12 hours for 3,502 bookings occurring between January 16 and June 30, 2011.

Indicator(s): Average Duration per Booking - Time between Intake and Housing Assignment or Release

Implication(s):

- 1) Reduced duration may indicate
 - decreased wait time for creation of BA number required by ITR support personnel, thereby facilitating a reduced overall process flow time from point of intake to housing or release.
 - Increase efficiency in changing inmate into uniform, AFIS processing, personal recognizance screening, medical screening, classification and movement to housing activities.
 - a need to review for changes in jail incident levels as a possible cause.
 - a need to review for changes in inmate risk category: medical, mental and jail classification risks.
- 2) Increased duration may indicate
 - increased wait time for creation of BA number required by ITR support personnel, thereby increasing overall process flow time. intake activity exceeding capacity available to perform bookings.
 - a need to review for changes in intake level by hour of day against planned staff coverage level.
 - a need to review for changes in jail incident levels as a possible cause
 - a need to review for changes in inmate risk category: medical, mental and jail classification risks.

Saturday Activity Level

(Sample report provided in Appendix E – Page 9)

The report provides information on the average and maximum values of intakes, bookings and inmates held on the ITR floor, by hour of day. The sample is KCCF for Saturdays. The report parameters permit selection of KCCF, MRJC or In & Out activity; hour of the day and date ranges; and also allows users to exclude weekend and or King County holiday dates. Output provides graphs by hour of the day for each day of week. Comparing intake levels to booking levels during the hours provides information as to whether booking record creation is keeping up with level of intakes. The level of

**Proviso 3: ITR Business Process Mapping and Staffing/Workload Analysis
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inmates on the floor is an indicator of the number of inmates requiring supervision and of processing efficiency. Maximum values indicate the level of activity experienced during peak demand.

Indicator(s): Intakes to Bookings per Hour; Inmate Level on Floor; Peak Demand and Recovery Period

Implication(s):

- 1) Intake level is greater than booking process level.
 - Booking activity level is not keeping up with intake activity level, creating a backlog in intakes awaiting processing.
 - Booking activity is more complex than intake activity, with uncooperative inmates, large numbers of charge records, etc.
 - Booking officers are involved in activities other than booking, such as performing intake support/backup, incident response, etc.
 - Backlogs increase the number of inmates on ITR floor and cause delay in other ITR processes, such as interview, finger printing, etc.
 - If this occurs over an extended period of time, an increase in number of inmates on ITR floor would be expected, thereby increasing inmate supervision demands.
- 2) Intake level is smaller than booking process.
 - Booking activity level reduces intake backlog in response to peaking of intakes.
 - Booking activity is less complex than intake activity, due to cooperative inmates, a reduced number of charge records, etc.
 - Booking officers are available to reduce delays.
 - Reduced backlog improves ITR process flow by facilitating inmate's timely access to interviews, finger printing, etc.
 - If this occurs over an extended period, a decline in number of inmates on ITR floor would be expected, due to the ability to complete processing and move inmates to housing or release location.
- 3) Inmates in Booking (ITR) Increases.
 - Process delays are occurring that result in a backlog of inmates awaiting processing.
 - The intake process is not efficient enough to address peaking or to maintain effective process flow.
- 4) Inmates in Booking (ITR) Decreases.
 - Process delays are being reduced, resulting in a reduction of inmates awaiting processing.
 - The intake process is efficient in addressing peaking or in maintaining effective process flow.
- 5) Peak Demand and Recovery Period
 - Maximum values reflect peak demand. The critical factor is the number of inmates within the intake area. Average and maximum values are an

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Final Report**

indicator of overall workload, the ability to respond to variation and the overall processing efficiency achieved.

- The slope of increase or decline of inmate levels within the booking area reflects staffing capacity to respond to changes in demand. A rapid increase in the number of inmates on the floor shifts work from one shift to another. The use of intake or booking levels, alone, to determine staffing requirements fails to recognize that workload continues for some period past the actual intake of inmates.

MRJC – Wednesday Activity Level (from January 16, 2011)

(Sample report provided in Appendix E – Page 10)

The report provides information on the average and maximum values of intakes, bookings and inmates held on the ITR floor by hour of day. The sample is MRJC for Wednesdays. The report parameters permit selection of KCCF, MRJC or In & Out activity; hour of the day and date ranges; and also allows users to exclude weekend and or King County holiday dates. The output provides graphs by hour of the day for each day of the week. Comparing intake levels to booking levels during these hours provides information as to whether booking record creation is keeping up with level of intakes. The level of inmates on the floor is an indicator of the number of inmates requiring supervision and of processing efficiency. Maximum values indicate the level of activity experienced during peak demand.

Indicator(s): Intakes to Bookings per Hour; Inmate Level on Floor; Peak Demand and Recovery Period

Implication(s):

- 1) Intake level is greater than booking process level.
 - Booking activity levels are not keeping up with intake activity level, creating a backlog in intakes awaiting processing.
 - Booking activity is more complex than intake activity, due to uncooperative inmates, a large number of charge records, etc.
 - Booking officers are involved in activities other than booking, such as performing intake support/backup, incident response, etc.
 - Backlogs increase the number of inmates on the ITR floor and causes delay in other processes occurring in ITR, such as interviews, finger printing, etc.
 - If this occur over an extended period of time, an increase in the number of inmates on the ITR floor would be expected, thereby increasing inmate supervision demands.
- 2) Intake level is smaller than booking process level.
 - Booking activity level reduces intake backlog in response to peaking of intakes.
 - Booking activity is less complex than intake activity, due to cooperative inmates, a reduced number of charge records, etc.
 - Booking officers are available to reduce delays.

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- A reduced backlog improves the ITR process flow by facilitating an inmate's timely access to interviews, fingerprinting, etc.
 - If this occurs over a period of time, a decline in the number of inmates on the ITR floor would be expected, due to the ability to complete processing and move inmates to housing or release location.
- 3) Inmates in Booking (ITR) Increases.
- Process delays are occurring, resulting in a backlog of inmates awaiting processing.
 - The intake process is not efficient enough to address peaking or to maintain effective process flow
- 4) Inmates in Booking (ITR) Decreases.
- Process delays are being reduced, resulting in a reduction of inmates awaiting processing.
 - The intake process is efficient in addressing peaking or maintaining effective process flow.
- 5) Peak Demand and Recovery Period
- Maximum values reflect peak demand. The critical factor is the number of inmates within the intake area. Average and maximum values are an indicator of overall workload, of the ability to respond to variation and the overall processing efficiency achieved.
 - the slope of increase or decline of inmate levels within the booking area reflects staffing capacity to respond to changes in demand. A rapid increase in the number of inmates on the floor shifts work from one shift to another. The use of intake or booking levels alone to determine staffing requirement fails to recognize that workload continues for some period past actual intake of inmates.

September 28, 2011

The Honorable Larry Gossett
Chair, King County Council
Room 1200
C O U R T H O U S E

Dear Councilmember Gossett:

As required by the 2011 Adopted Budget, Ordinance 16984, Section 48, P3, enclosed is a motion that provides for County Council adoption of a report demonstrating how the Department of Adult and Juvenile Detention (DAJD) reviewed and analyzed booking and release operations at the King County Correctional Facility (KCCF) and Maleng Regional Justice Center (MRJC).

The report responds to one of six provisos to the 2011 Adopted Budget. Of the six, three provisos (P1, P2 and P3) direct DAJD to study specific areas of its operations for potential cost reductions and efficiencies. Throughout the year, DAJD has scrutinized its operations, including engaging outside experts to assist in looking for ways to update and streamline practices, particularly with regard to staffing intake, transfer and release (ITR) functions.

This response addresses five specific areas: 1) a review of booking and release operations at KCCF and MRJC; 2) business process mapping of booking and release functions at KCCF and MRJC; 3) the time and resources necessary to provide security, supervision and other operational tasks in both facilities; 4) identification of performance benchmarks for ITR; and 5) a review of the use of time and resource information for planning, budget development and contract fee setting.

Preparing the response to this proviso took 1524 hours of staff time at a cost of \$79,891, and resulted in the development of new reports and monitoring capability, and generated several conclusions and recommendations for improvement. The following represents the key findings and next steps for each proviso area:

Independent analysis of intake, transfer and release operations

The National Institute of Corrections provided an independent analysis of the Department's booking and release functions at both facilities. It made ten recommendations for change, including that the department replace its antiquated jail management system. A business case for replacement has been prepared.

Business Process Mapping

The department convened a multi-disciplinary business process workgroup that reviewed 75 process maps related to ITR and identified barriers to efficient operation, duplication of effort and opportunities for improvement. The reviews highlighted three areas of inefficiency that, if changed, may result in savings. A number of other areas that may improve operation, but not result in savings were also identified.

Identify necessary time and resources to provide security and supervision

Workload data for the booking and release functions at both facilities were reviewed and analyzed, taking into account variables that impact workload but are not reflected in the data. The data indicate that while the number of bookings are lower, the workload decline is not substantive. Workload, due to the number of incidents involving high risk inmates, and Department of Justice required documentation has actually increased. A base staffing level for both facilities has been identified.

Identify performance benchmarks for ITR

A literature review of national jail and corrections organizations was completed and supplemented with performance benchmarks. Five performance benchmarks were identified for ongoing monitoring by the department.

Describe how time and resource data will be used for operation and budget planning and monitoring, as well as contract fee setting

The department has developed additional reporting tools to more accurately monitor time and resource data on a regular basis. The department will use these tools to provide an annual comparison of staffing and workload and adjust accordingly. In addition, the time and resource data developed in the report helped inform the County's recent contract negotiations with cities in the development of the booking fee, as well as city use projections in future years.

The Honorable Larry Gossett
September 28, 2011
Page 2

If you have any questions, please contact Department of Adult and Juvenile Detention Director Claudia Balducci, at 206-296-1268.

Sincerely,

Dow Constantine
King County Executive

Enclosures

cc: King County Councilmembers
ATTN: Cindy Domingo, Acting Chief of Staff
Mark Melroy, Senior Principal Legislative Analyst, BFM Committee
Anne Noris, Clerk of the Council
Fred Jarrett, Deputy County Executive, King County Executive's Office (KCEO)
Rhonda Berry, Assistant Deputy County Executive, KCEO
Sung Yang, Chief of Staff, KCEO
Frank Abe, Director of Communications, KCEO
Carrie S. Cihak, Director of Policy and Strategic Initiatives, KCEO
Gail Stone, Law and Justice Policy Advisor, KCEO
Dwight Dively, Director, Office of Performance, Strategy and Budget (PSB)
Jonathan Swift, Deputy Director, PSB
Krista Camenzind, Budget Manager, PSB
Claudia M. Balducci, Director, Department of Adult and Juvenile Detention (DAJD)
Hikari Tamura, Deputy Director, DAJD

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1

12/6/11

cjc

Sponsor: Julia Patterson

Proposed No.: 2011-0409

1 **AMENDMENT TO PROPOSED MOTION 2011-0409, VERSION 1**

2 On page 2, beginning on line 2, strike lines 22 through 24, and insert:

3 “The report demonstrating the department of adult and juvenile detention's review
4 of these options identified in Ordinance 16984, Section 48, Proviso P3, which is
5 Attachment A to this motion, is hereby accepted.”

6

7 **EFFECT:** This amendment changes the motion’s language from “adopted” to
8 “accepted,” acknowledging that the proviso response addresses the required elements
9 from the proviso, but that the council is not bound by its final conclusions.

[Blank Page]



12/6/11

cjc

Sponsor: Julia Patterson

Proposed No.: 2011-0409

1 **Title AMENDMENT TO PROPOSED MOTION 2011-0409, VERSION 1**

2 On page 1, on line 1, strike lines 1 through 5, and insert:

3 "A MOTION accepting a report where the department of adult and
4 juvenile detention provides a review of booking and release operations and
5 the King County Correctional Facility and the Norm Maleng Regional
6 Justice Center, as required in Ordinance 16984, Section 48, Proviso P3."

7

8 **EFFECT:** This proposed title amendment changes the motion's language from
9 "adopted" to "accepted," acknowledging that the proviso response addresses the required
10 elements from the proviso, but that the council is not bound by its final conclusions.