



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

November 5, 2013

Motion 13996

Proposed No. 2013-0364.1

Sponsors Lambert

1 A MOTION acknowledging receipt of a report regarding a
2 long-range plan to find efficiencies in the criminal justice
3 system in compliance with the 2013 Budget Ordinance,
4 Ordinance 17476, Section 19, Proviso P5.

5 WHEREAS, the 2013 Budget Ordinance, Ordinance 17476, Section 19, Proviso
6 P5, requires the executive to transmit a motion and report by August 1, 2013, and

7 WHEREAS, the report provides long-range ideas for finding efficiencies in the
8 criminal justice system; and

9 WHEREAS, the report describes a methodology for evaluating how the actions of
10 one agency can potentially save money and create efficiencies in other agencies, and how
11 the executive can appropriately allocate the costs and savings of cross-system changes to
12 all criminal justice agencies; and

13 WHEREAS, the report was developed by the office of performance, strategy and
14 budget in collaboration with the superior and district courts, the department of judicial
15 administration, the prosecuting attorney's office, the department of public defense, the
16 department of adult and juvenile detention, jail health services and the sheriff's office;

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

18 The report relating to finding efficiencies in the criminal justice system in
19 compliance with the 2013 Budget Ordinance, Ordinance 17746, Section 19, Proviso P5,
20 which is Attachment A to this motion, is hereby acknowledged.
21

Motion 13996 was introduced on and passed by the Metropolitan King County Council on 11/4/2013, by the following vote:

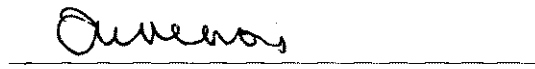
Yes: 8 - Mr. Phillips, Mr. Gossett, Ms. Hague, Ms. Patterson, Ms. Lambert, Mr. Dunn, Mr. McDermott and Mr. Dembowski
No: 0
Excused: 1 - Mr. von Reichbauer

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON



Larry Gossett, Chair

ATTEST:



Anne Noris, Clerk of the Council

Attachments: A. Criminal Justice System Efficiencies Proviso Response

Criminal Justice System Efficiencies Proviso Response

August 1, 2013

Office of Performance, Strategy and Budget

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Introduction

In response to a proviso and series of expenditure restrictions in the 2013/2014 Adopted Budget, the Office of Performance, Strategy and Budget (PSB) convened a group to identify long-range strategies for generating efficiencies in the criminal justice system. The process was highly collaborative and involved leadership and staff from the Department of Adult and Juvenile Detention (DAJD), the Department of Judicial Administration (DJA), the Department of Public Defense (DPD), District Court (KCDC), the Prosecuting Attorney's Office (PAO), Public Health – Jail Health Services (JHS), the King County Sheriff's Office (KCSO), and Superior Court (KCSC), as well as County Council central staff and the PSB Director and staff.

King County government, like all county governments in Washington, faces an ongoing structural imbalance between its expenditure and revenue growth. The County has made major strides in reducing the expenditure growth rate in the last three years, including several initiatives to contain health care cost growth and other efforts to streamline processes and reduce costs. Even with these efforts, costs are expected to grow at about the combined rate of inflation and population growth. Revenue growth, however, rarely reaches this level, largely due to limitations imposed on property taxes. The difference between expenditure and revenue growth rates is now 1-2 percent per year, instead of the 3 percent or more it was in the prior decade.

In addition to being financially necessary, efficiency efforts are also consistent with the King County Strategic Plan Financial Stewardship Objective 1: "Keep the county's cost of doing business down, including keeping growth in costs below the rate of inflation." However, the Executive and Criminal Justice leaders agreed early in the Criminal Justice Efficiencies proviso process that saving money was not the only goal of the exercise. Efficiencies can also include finding better ways to do business that reduce waste and inefficiencies for County staff, improve the quality of service to the public, and address the underlying issues that can lead to involvement in the criminal justice system. In these ways, efficiency efforts align with four objectives of the County's Strategic Plan:

- Service Excellence Objective 2: "Build a culture of performance and improve the effectiveness and efficiency of county programs, services and systems;"
- Service Excellence Objective 4: "Increase access to King County services, personnel, and information;"
- Health and Human Potential Objective 3: "Support the optimal growth and development of children and youth;" and
- Justice and Safety Objective 2: "Ensure fair and accessible justice system."

Equity and Social Justice (ESJ) was a key topic of conversation in the proviso process and all near-term ideas were evaluated for their potential impact on underserved populations. Given the disproportionality existing in the criminal justice system, improvements in services offered, efficiencies

or reduction of processing time in the criminal justice system will aid underserved and underprivileged communities. At the same time, services that reduce these communities' criminal justice involvement will continue to be needed to address and reduce the disproportionality.

Ideas for projects or changes developed in the Criminal Justice Efficiencies proviso process were divided into three timeframes:

- 1) in the planning or early implementation stages in 2013,
- 2) starting planning or implementation in 2014, and
- 3) starting planning or implementation in 2015 and beyond.

For those ideas in 2013 and 2014, lead and affected agencies, performance metrics, risks and barriers, benefits, alignment with best practices, Equity and Social Justice impacts, estimated cost for implementation, and estimated cost savings were identified. For those ideas that have a longer timeframe, only the lead and affected agencies were identified. In many cases, the ideas identified in this report are ideas to explore and further work will be needed to determine if they are viable for implementation. In other cases, projects are either already underway or have commitments for implementation. The status of ideas is identified as they are discussed.

The list of ideas generated is expansive and covers all aspects of the criminal justice system. Five major categories or strategies emerged as organizing themes:

- Diversion and recidivism reduction,
- System and process improvements,
- Regional collaboration,
- Data sharing, and
- Use of video technology.

Due to time constraints, it was not possible to develop precise cost and savings estimates for all ideas. Metrics, as well as risks and benefits and ESJ impacts, should also be considered preliminary. As projects are developed, these measures will have to be refined.

Although outside the scope of a project on *criminal* justice, the proviso process resulted in an agreement by agency leadership to undertake a major Lean process at the Mental Illness or Involuntary Treatment Act (ITA) Court in response to the skyrocketing caseload in that court. Continuous improvement staff from PSB quickly engaged with the request and the project is underway.

The proviso called upon the Executive to identify how efficiency savings across agencies will be allocated among multiple agencies. In the near term, the leaders of the agencies recognize the needs to continue to build trust and to create incentives for finding efficiencies. Thus, over the next few years, individual agencies and branches will receive credit for efficiencies as follows:

1. Agencies that identify efficiencies within their own operations will receive full credit for those savings, unless there are adverse consequences on other parts of the criminal justice system.

2. Efficiencies identified through a group process will be credited equally to all participants in the process, regardless of where actual savings are realized. For example, financial savings identified in the psych services array process will be shared between DAJD and Jail Health. Efficiencies identified by one agency within the budget of another agency will be treated in this same fashion.

Proviso Language

Of this appropriation, \$100,000 shall not be encumbered or expended until the executive transmits a report and a motion that acknowledges receipt of the report, and the motion is passed by the council.

The motion shall reference the proviso's ordinance, ordinance section, proviso number and subject matter in both the title and body of the motion.

The executive must file the report and motion required by this proviso by August 1, 2013, 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 to the budget and fiscal management committee or its successor.

The report shall identify long-range strategies for achieving efficiencies in the criminal justice system.

The strategies shall include, but not be limited to, strategies that can be implemented during the next five years. The report shall identify for each strategy the potential cost savings, how the strategy aligns with best practices, resources needed for implementation, any barriers to implementation, and risks and benefits. The report should also include the methodology that the executive will use to evaluate how the actions of one agency can potentially save money or create efficiencies in other agencies, and how the executive can appropriately allocate the costs and savings of cross-system changes to all criminal justice agencies. The office of performance, strategy and budget shall prepare its report in consultation with council staff and representatives of the prosecuting attorney's office, the department of adult and juvenile detention, district court, superior court, the department of judicial administration, the office of public defense and the sheriff's office.

Diversion and Recidivism Reduction Strategy

Keeping people out of the criminal justice system and helping people who are involved avoid returning repeatedly are key ways to reduce the size and cost of the criminal justice system and have great benefit to the community.

In recent years, King County has adopted many strategies to divert people from the criminal justice system before arrest, before filing, or after filing.

- The Law Enforcement Assisted Diversion (LEAD) program, which has been piloted in Belltown and recently expanded to Skyway, is a pre-arrest diversion program that allows law enforcement, including Sheriff's deputies in Skyway, to direct people with substance abuse issues to treatment rather than jail. It is a cutting-edge program involving collaboration among King County and City of Seattle agencies and has been funded by a MacArthur Foundation grant. An evaluation of the impact of the program is underway.
- In 2011, the PAO launched Program 180, which targets youth charged with low-level crimes who are eligible for diversion under State law, but who were returned from Superior Court's diversion program. As the 180 Program developed, the PAO also began to divert into the program youth who were accused of committing their second misdemeanor offense. Youth who are eligible for the 180 Program are given the opportunity to attend a four-hour workshop. If they participate, the PAO does not file charges against them. To date, over 700 youth have participated in Program 180.
- In partnership with school representatives and Superior Court, the PAO initiated Truancy Attendance Workshops to divert truant youth out of the court system and into school-based workshops designed to connect truant youth, their families, and schools. During the workshop, all three parties work together to develop a plan to get the youth to reengage in the school process. Each party agrees to take one concrete step to implement the plan. Students who participate in the workshop and who reengage in the school process have their truancy case dismissed.

King County has long invested in strategies to address the underlying problems causing criminal behavior to reduce the number of times an individual returns to the criminal justice system. The therapeutic courts – Adult Drug Court, Family Treatment Court, Juvenile Drug Court, and Veterans and Regional Mental Health Court – are explicitly designed to help defendants resolve or treat substance abuse and mental illness issues to reduce criminal involvement. Similarly, the Community Center for Alternative Programs (CCAP) is meant to help people learn the skills and receive appropriate treatment so that they can re-direct their lives away from criminal involvement. In 2012 and 2013, there has been increased interest in re-entry at the State and County level. King County has partnered with the Department of Corrections on a grant to develop a gap analysis that identifies where services are lacking for individuals being released from prison. The County and DOC will continue its partnership in the next

phase of the grant process. Simultaneously, the PAO convened a Reentry Summit to develop recommendations for what all levels of government can do to improve reentry and to enhance an individual's chances for success when released from prison.

The Criminal Justice Efficiencies proviso process identified seven projects that are currently underway or are anticipated in 2014 in the area of diversion and recidivism reduction, as well as four more ideas for exploration in the future. A unifying feature of these ideas is a focus on up-stream interventions to build healthy and informed communities to reduce involvement in the criminal justice system.

1. **Outreach to Ethnic Communities (JJ101):** Superior Court, with support from PSB, conducts an outreach program with the Somali community that brings all components of the criminal justice system and some treatment providers into the community to explain how the American criminal justice system works and to answer questions about particular cases in the community. Community leaders convene and host the meetings, which are open to all community members. The outreach means that families are better informed and better able to advocate for their children when they arrive in court. Because the American justice system has different rules and processes than the Somali system, the outreach is also a way to teach about the law and how to avoid trouble in the first place. This knowledge will help younger siblings avoid some of the trouble that resulted in their older siblings being involved in the justice system. The project is grant funded and the Court would like to expand it to the Latino community.

Lead Agencies: Superior Court, PSB

Affected Agencies: PAO, DPD, community service providers

Metrics:

- # of community meetings
- # of individuals attending community meetings
- # of communities engaged
- # of youth from ethnic communities in the juvenile justice system

Potential Risks & Barriers: An evaluation is needed to assess the effectiveness of the program. The grant supporting the project in 2013 expires at the end of the year. Additional Byrne Justice Assistant Grant (JAG) funding has been identified to fund expansion into the Latino community in 2014. When the JAG funding expires, permanent funding for the project will have to be found.

Potential Benefits: Early engagement with ethnic communities helps families navigate the system and can help prevent justice system involvement by other family members. The project has the potential to address the overall number of youth in the system and, especially, disproportionality.

Alignment with Best Practices: The JJ101 program is being evaluated by the University of Washington Division of Public Behavioral Health & Justice Policy as a potential promising practice/evidence based program.

ESJ Impact: This program specifically addresses over-representation of youth of color in the justice system. By addressing the lack of knowledge and awareness of the justice system among ethnic communities, the program could reduce recidivism for youth already involved and prevent criminal involvement for siblings by educating the family.

Costs to Implement: <=\$150,000 ongoing
for fully expanded program

Potential Savings: TBD

Status: Ongoing

2. **Juvenile Warrant Prevention Continuation and Expansion:** King County Juvenile Court issues nearly 3,000 warrants annually for failure to appear (FTA). The first two hearings of the case – arraignment and case setting – experience the highest rates of failure to appear. Over 15 percent of youth held in secure detention in 2011 were admitted on a warrant. Local research shows that minority youth, especially African American youth, are more likely to fail to appear, resulting in more warrants and warrant-related detention. To reduce the number of FTA warrants, and thereby reduce youth contact with the justice system, Superior Court, with support from PSB, has a pilot project that engaged a community group to contact youth to help ensure they appear at their hearings and avoid FTA warrants. The program serves portions of south Seattle and King County, but not the entire county. A full evaluation of its outcomes is anticipated at the end of 2013.

Lead Agencies: Superior Court, PSB

Affected Agencies: PAO, DPD, DAJD

Metrics:

- # of youth contacted prior to hearings
- # of FTA warrants issued
- Proportion of minority youth receiving warrants
- Proportion of minority youth in detention on warrants

Potential Risks & Barriers: An evaluation is needed to assess the effectiveness of the program. The grant currently funding the program expires at the end of 2013. Byrne JAG funding has been allocated as bridge funding for 2014, but a permanent funding source will need to be found.

Potential Benefits: Reducing warrants decreases the total amount of time a case remains in the system.¹

Alignment with Best Practices: Reserving the use of detention pre-adjudication for only those youth that pose a significant risk to public safety and/or failure to appear is a principle of the Juvenile Detention Alternatives Initiative (JDAI) sponsored by the Annie E. Casey Foundation. JDAI has been adopted in 40 states and is considered a best practice.

ESJ Impact: Preliminary evaluation of the Warrant Prevention Program indicates that it is successful in reducing the number of youth of color with warrants and in detention on warrants.

Costs to Implement: <=\$150,000 ongoing

Potential Savings: TBD

Status: Ongoing

¹ Time on warrant is removed from case processing time calculations for reporting purposes.

3. Risk Awareness, De-escalation, and Referral (RADAR) Pilot: The RADAR pilot is a Sheriff's Office effort designed to (a) identify, assess, and establish cooperative relationships with people who have a history of violence, including those who are violent due to substance abuse, a dangerous mental condition or diminished capacity; (b) engage in cooperative alliance with higher risk individuals and their communities of support through regular contact outside of times of crisis; (c) establish officer/citizen safety protocols, de-escalation techniques, and cooperative, voluntary strategies to secure or remove weapons before a violent event occurs; and (d) share accurate and updated de-escalation information with other officers in order to ensure a safe and consistent response. The Sheriff's Office plans to pilot RADAR in Shoreline.

Lead Agency: Sheriff's Office

Affected Agency: Community service providers

Metrics:

- # of individuals identified for the program
- # of officers receiving de-escalation training
- # of contacts with program individuals that result in violence

Potential Risks & Barriers: Privacy concerns related to gathering health data on individuals. This would be a change to police practice and culture. Funding has not yet been secured, but is being sought from Federal sources.

Potential Benefits: Increased engagement by Sheriff's deputies with the community, especially people with history of violence, mental illness, or substance abuse. There is the potential to reduce violence incidents among program population.

Alignment with Best Practices: RADAR is a new approach to policing and the pilot would have to be evaluated to determine if it has the potential to become a best practice.

ESJ Impact: Unknown, would have to be evaluated

Costs to Implement: \$400,000 one-time
TBD training costs

Potential Savings: TBD

Status: The Sheriff's Office is seeking federal grant funding for the project.

4. **Pilot of King County version of Clean Slate:** Upon release from prison or jail, people often face multiple barriers to successful reentry into the community. For example, if they do not have an official State identification card (ID), they may not be able to access Social Security benefits, local services, and housing. Charges unrelated to the reason for incarceration, such as driving while license suspended, frequently go unresolved during incarceration, which may have resulted in warrants that could lead to arrest. And, people leaving incarceration often lack the skills and knowledge needed to navigate the social services system and to find employment and housing. The Clean Slate pilot would attempt to address these issues and help prepare people and provide needed tools, such as legal ID, to ensure a successful return to the community and reduce the likelihood that people will cycle back into the criminal justice system.

Lead Agency: PAO

Affected Agencies: All County criminal justice agencies & municipal courts and law enforcement

Metrics:

- # of individuals in the program
- # of services provided, by type
- # of re-arrests for program participants

Potential Risks & Barriers: Local and State partners will need to buy into the project and support its implementation. Funding for the program has not been identified and an up-front and ongoing investment in staff will be needed.

Potential Benefits: Arrest and detention rates of participants may be reduced if people are able to utilize services and find a solid footing in the community. Evaluation will be needed to assess outcomes of the program.

Alignment with Best Practices: Modeled after a similar program in Portland.

ESJ Impact: Given the disproportionality in the criminal justice system, taking away a barrier to successful reentry would benefit poor and minority communities; however, the program will have to be purposefully designed to target disadvantaged inmates if it is to lead to a reduction in disproportionality.

Costs to Implement: Start-up and ongoing TBD Potential Savings: TBD

Status: The PAO is in the planning phase of the project.

5. **Expand the Law Enforcement Assisted Diversion (LEAD) Program to Skyway:** The LEAD pilot pre-arrest diversion project is designed to identify individuals with substance abuse problems and direct them to services rather than take them to jail. The ultimate goal of the project is to reduce involvement in the justice system where criminal behavior stems from substance abuse issues. A pilot has been underway in Belltown since 2012 and the program has recently expanded to Skyway. The Skyway expansion involves the engagement of the Sheriff's Office.

Lead Agencies: PAO/KCSO

Affected Agency: DPD, Seattle Police, community service providers

Metrics:

- # of individuals offered the option by law enforcement
- # of individuals diverted from jail
- # of individuals referred to services
- Rates of arrests for individuals in the program

Potential Risks & Barriers: Resources to support expansion to Skyway, particularly in the Sheriff's Office, are limited and it is not clear if the Belltown model can be replicated. The evaluation for the Belltown pilot is not yet complete.

Potential Benefits: Pre-arrest diversion keeps people entirely out of the justice system and addresses the underlying issues that may be prompting criminal behavior.

Alignment with Best Practices: Belltown pilot under evaluation as a potential best practice.

ESJ Impact: Given the disproportionality in the criminal justice system, reducing the number of people entering the system could benefit poor and minority communities; however, the program should be purposefully designed to target disadvantaged individuals and community if it is to lead to a reduction in disproportionality.

Costs to Implement: Covered by MacArthur grant Potential Savings: TBD

Status: Expansion to Skyway underway.

6. Ensure Medicaid Enrollment Under the Patient Protection and Affordable Care Act (ACA): One pillar of the Affordable Care Act is to expand coverage for the uninsured, a group that includes many of the County's jail inmates. Although health coverage does not guarantee access to services, enrolling these individuals into appropriate health plans may increase the likelihood that they will be able to obtain more consistent physical and behavioral health care. These services will address some of the underlying issues that may be the root causes behind their criminal behavior and thereby reduce the likelihood that they will recidivate.

Lead Agency: Public Health and DCHS

Affected Agency: DAJD

Metrics:

- # of individuals booked in jail who are enrolled in Medicaid and receiving relevant services
- # of individuals released from jail who are enrolled in Medicaid as part of a re-entry plan

Potential Risks & Barriers: There will be an increased need for ongoing case management, behavioral health services and treatment beds, and primary care to meet the needs of the newly enrolled. We do not know if and when the community will be able to meet the demand. Also, we know that there are significant barriers due to insufficient housing and employment options for many, which will have negative impacts on this population and their ability to address their health issues.

Potential Benefits: Improved access to primary care and behavioral health services needed to address underlying health and dependency issues that often result in involvement in the criminal justice system.

Alignment with Best Practices: Consistent with the intent of ACA.

ESJ Impact: Improving access to services among poor communities, which correlates with minority communities, could help reduce the disproportionate involvement of poor and minorities in the justice system.

Costs to Implement: Current plan is to use existing resources

Potential Savings: TBD

Status: Planning underway, with enrollment beginning October 1, 2013 and services available January 1, 2014.

- 7. Provide State Identification Cards to Inmates Upon Release:** Many people do not have an official state identification card when they enter or leave jail, which inhibits their ability to access services critical to their re-entry into the community, such as housing, social security benefits, and state programs. A person's identity is established at booking, which means incarceration is an opportunity to issue a valid ID.

Lead Agencies: DAJD

Affected Agencies: State Department of Licensing

Metrics:

- # of State ID cards issued
- % of inmates released without State ID card

Potential Risks & Barriers: The State is reluctant to take on the responsibility or cost for new programs and is currently very busy enacting ACA.

Potential Benefits: ID and Medicaid cards will greatly assist individuals' access to services and housing and successful reentry into the community and reduce the likelihood of recidivism.

Alignment with Best Practices: Consistent with re-entry recommendations and the intent of ACA.

ESJ Impact: Given the disproportionality in the criminal justice system, providing ID and Medicaid cards to inmates will have a disproportionate benefit to minorities.

Costs to Implement: TBD

Potential Savings: TBD

Status: Interest is high, but planning is not yet underway.

- 8. Tiering Misdemeanor Warrants:** A tiered warrants project has been implemented in the juvenile offender case area, where it was successful in reducing the number of youth detained on warrants. In a tiered warrant program, when a warrant is issued the judge can determine if the individual should be arrested when the warrant is served or have his or her court date re-scheduled. Incarceration is highly disruptive for the individual under any circumstance, but when it is for a low-level warrant, such as driving while license suspended, it can be disproportionately punitive and often counterproductive in resolving the issue prompting the warrant. A tiered warrant pilot in District Court may help reduce incarceration on misdemeanor warrants.

Lead Agency: District Court

Affected Agencies: PAO, DPD, KCSO

Status: To be evaluated for implementation in 2015 or beyond.

9. A More Holistic Approach to Public Defense: The Bronx Defenders have modeled a holistic approach to public defense. In the Bronx model, the client receives services from an interdisciplinary group of experts who work together as a team to address the client's needs, both in terms of their criminal defense and with regards to other issues that may help the client improve their well-being and avoid further involvement with the criminal justice system. Public defense staff include many disciplines in addition to criminal law, such as social work, parent advocacy, family law, and immigration law. Because of their direct one-on-one contact with clients, public defenders are ideally situated to see the defendant as a whole person and all his or her issues, rather than see only the case. Bringing the public defense function in house opens up the opportunity of greater coordination and consistent practice among attorneys and support staff, which enables the more holistic approach to public defense.

Lead Agency: DPD

Affected Agencies: PAO, Superior Court, District Court

Status: To be evaluated for implementation in 2015 or beyond.

10. Reconsider Use of Detention for Status Offenders: Washington State is one of the few states in the nation where status offenders (At Risk Youth, Children in Need of Services, and truants) are detained. Finding alternative ways to address the needs of these youth would benefit them and keep them from contacting detention.

Lead Agency: TBD

Affected Agencies: DPD, DAJD, Superior Court, PAO, State agencies

Status: To be evaluated for implementation in 2015 or beyond.

System and Process Improvement

System and process improvements in the King County criminal justice system have taken multiple forms in the past. Some have been focused on a single calendar and involved primarily changes on the part of one agency, others have been spearheaded by one agency to bring system-wide change, and still others have involved multi-agency collaboration in a Lean process improvement exercise. In some instances, efficiencies have been prompted by budget pressures and the need to find ways to provide service at lower costs. In others, an ongoing commitment to streamlining work and ensuring quality and timely service prompted efficiency efforts. No single approach is appropriate in all instances and each has its merits and has resulted in improved efficiency and cost savings. Examples include:

- In response to a \$60 million deficit in the General Fund, defense contractors suggested that savings could be found by changing the staffing and payment model for public defense in child support contempt of court cases. As a result, in 2011, public defense staffing of child support contempt of court cases changed from a credit model where defense contractors were paid for credits earned based on assigned cases and the number of hearings they appeared to an attorney-of-the-day basis in which the County paid for an agreed upon staffing level and the contractors provide defense at the specified contempt calendars. This change did not negatively impact the Court or the quality of defense offered client and it saved the County \$1.5 million annually.
- In 2012, DJA and Superior Court piloted an eOrders system in Juvenile Court. eOrders provides a tool for attorneys and judges to complete court orders in the courtroom during court hearings and file and distribute them electronically. Using eOrders has resulted in more legible court orders, more efficient processing of court orders, and more timely distribution and accessibility of critical information. The response from the judges and the attorneys has been positive and there is great interest in expansion. eOrders not only provides efficiencies and improved legibility of court orders, it also provides an option for processing paperwork for video hearings.
- In response to a series of studies by the Justice Management Institute, Superior Court led an effort to improve court processes in the adult felony case area, starting in 2008. That effort was successful in reducing case processing times in the King County Courthouse in Seattle. The effort was extended to the Juvenile Court in 2012, where differentiated case management is being implemented in 2013. This effort involves collaboration and cooperation with DJA, and defense and prosecuting attorneys.
- Psychiatric services in the County's jails have undergone significant modification in the last several years in response to directives from the Department of Justice monitor. Many of the changes were "tacked on" to prior practice and the result was a set of policies and practices that did not maximize the benefit to inmate patients and required intensive staffing. In this context, Jail Health Services and DAJD partnered in a major Lean process improvement effort, called the Psychiatric Services Array project, that will span over one year and address all psychiatric inmates from those on constant watch and 15-minute checks, to those in group housing, to those in the general population. The purpose of the project is to align staff resources and work processes with best known clinical practices in order to improve patient outcomes. With

standard approaches to well-defined care processes and decreased variability in the provision of clinical care (in quality, thoroughness, and volumes of patients served), psychiatric patients will be able to transition to less intensive levels of care more rapidly, transition back to the community more readily, and achieve reduced recidivism. As a result of the first loop of the Psychiatric Services Array, the number of inmate patients on 15-minute checks has dropped from a daily average of over 70 to below 15. The project is schedule to be completed in early 2013.

The Criminal Justice Efficiencies proviso process identified 13 ideas for potential system and process improvements, 11 of which are either underway or anticipated for 2014 and two will be evaluated in 2015 and beyond.

11. Competency Evaluations and Restorations in the Jail: When a defendant's mental competency to stand trial is in question, he or she must undergo an evaluation, and depending on the outcome of the evaluation, restoration at Western State Hospital in Lakewood. Western State has a backlog of cases and defendants often wait weeks for evaluation and/or restoration. This delay is a hardship for the defendant and significantly slows case processing time. If the County and/or the State were able to perform competency evaluations and restorations in the jail without having to transport inmate patients to Western State the time to resolving competency issues could be greatly shortened, which would reduce case processing times and time spent in jail. Conversations between the County and the Department of Social and Health Services (DSHS) are underway.

Lead Agencies: DAJD & JHS

Affected Agencies: District Court, Superior Court, DPD, PAO

Metrics:

- Wait time for competency evaluations
- Wait time for restorations
- Case processing time for cases involving competency issues
- Reduced wait and jail time for inmates with competency issues²

Potential Risks & Barriers: Outside groups may raise 14th amendment or other concerns about providing psychiatric treatment in a detention setting. There may be labor issues with moving work physically from Western State to King County, but the people performing the work will likely not change. There may be capital costs in the jail.

Potential Benefits: Reduced time for competency evaluations and restorations will reduce case processing time and the time mentally ill inmates spend in the jail.

Alignment with Best Practices: Reducing case processing time and jail stays is a goal of the criminal justice system generally, but providing psychiatric treatment in a detention setting may be controversial.

ESJ Impact: Would need to be evaluated, but none anticipated

Costs to Implement: TBD

Potential Savings: TBD

Status: Conversations underway with the DSHS.

² Time for competency evaluation and restoration is removed from case processing time calculations for reporting purposes.

12. Persuade the State Legislature to Pay for Parents' Representation in Dependency Cases: While the State does not contract with King County for parental defense in dependency cases, it does contract with 25 Washington counties, including Pierce, Snohomish and Spokane. The State Attorney General's Office prosecutes all dependency case in recognition of the State's role and responsibility in these cases where the welfare of children and parental custody rights are at stake. The King County Department of Public Defense has lobbied for funding every year as a matter of equity among counties.

Lead Agencies: DPD/Executive's Office

Affected Agencies: All to the extent that the revenue helps the General Fund

Metrics:

- State contracts for parents' defense in King County

Potential Risks & Barriers: The State's budget crisis makes it difficult for it to take on additional costs.

Potential Benefits: \$2.4 million in revenue to the General Fund annually.

Alignment with Best Practices: Paying for parental support in King County would be consistent with practice throughout the state.

ESJ Impact: Would need to be evaluated, but none anticipated

Costs to Implement: none

Potential Savings: \$1 million to \$2 million annually.

Status: Conversations with State Office of Public Defense underway.

13. Reduce Intake Staffing at Juvenile Detention: Currently, there are two Superior Court Intake Screeners and two Juvenile Detention Officers in the Intake Unit at the Juvenile detention facility twenty-four hours per day, seven days per week. The Court employees apply the intake risk assessment tool and respond to questions from Law Enforcement, while detention officers admit and process youth into detention. There are around 200 admissions per month, or six per day. There is a higher number of contacts, usually phone calls, from Law Enforcement with questions about whether a youth is eligible for booking or other services. In addition to current need, this issue is being analyzed in designing the new Children and Family Justice Center.

Lead Agencies: Superior Court/DAJD

Affected Agencies: Law Enforcement

Metrics:

- Ratio of staff to admissions
- Ratio of staff to Law Enforcement inquiries

Potential Risks & Barriers: Further analysis of the functions performed by staff and appropriate workload measures is needed. There may be labor issues with changing how the work is performed in the unit.

Potential Benefits: Savings related to fewer staff.

Alignment with Best Practices: Staffing to match workload is consistent with the Financial Stewardship Goal in the KCSP.

ESJ Impact: Would need to be evaluated, but none anticipated.

Costs to Implement: none

Potential Savings: 1-2 FTE

Status: Analysis and decision making anticipated in 2014.

14. Review and Evaluate Court Transport Coordination: Roughly every five years, DAJD and Superior Court staff convene to evaluate how calendars and transports can be better coordinated. It will be time for this conversation again in 2014.

Lead Agencies: Superior Court/DAJD

Affected Agencies: PAO, DPD, DJA

Metrics:

- # of escorts/daily calendar
- Court Detail overtime

Potential Risks & Barriers: Minimal due to collaborative process

Potential Benefits: More efficient court and inmate movement management

Alignment with Best Practices: Consistent with the County's continuous improvement initiative.

ESJ Impact: None

Costs to Implement: none

Potential Savings: TBD

Status: Analysis and decision making anticipated in 2014.

15. Discussion of Differentiated Case Management in Superior Court: At present, the caseload system for adult felony cases is an undifferentiated mass of cases. There are too many cases for any single judge to manage, even if it was clear that a designated judge had responsibility for managing them in order to achieve timely resolutions. Differentiated case management would organize the caseload into three main tracks that reflect differing levels of seriousness and complexity of the charge. Judges would establish scheduling procedures and time frames for cases in each track and hold court participants accountable to meeting time frames. The overall goal would be to reduce case processing time for all case types.

Lead Agencies: Superior Court

Affected Agencies: PAO, DPD, DJA

Metrics: Washington Board for Judicial administration case processing time standards:

- 90 percent of all felony cases adjudicated within four months
- 98 percent of all felony cases adjudicated within six months.

Potential Risks & Barriers: Reluctance to change practice among all system players.

Potential Benefits: Decreased case processing time and length of stay for incarcerated defendants.

Alignment with Best Practices: Differentiated case management is an accepted approach to managing judicial workload for cases with different complexity and seriousness.

ESJ Impact: Given the disproportionality existing in the criminal justice system, improvements in services offered, efficiencies or reduction of processing time in the criminal justice system will aid underserved and underprivileged communities.

Costs to Implement: TBD

Potential Savings: TBD

Status: Conversation to be initiated in 2014.

16. Deploy Pre-Trial Risk Assessment (PTRA) Tool, Pending Outcome of Pilot: The PTRA project will provide a research-based risk assessment tool to judges to use when they decide whether or not to release defendants booked into jail or place them in an alternative. The tool will assign a risk for the likelihood to commit a new violent offense, re-offend, or fail to appear for court. It is based on the actual experience of defendants in King County and ultimately supports the consistent use of secure detention for those defendants who pose a risk to the community.

Lead Agencies: DAJD and Courts

Affected Agencies: PAO, DPD

Metrics:

- Failure to appear rates for those released
- Re-offense rates for those released
- Rates of new offenses for those released
- Rates of incarceration against previous period
- Rates of assignment to alternative programs against previous period

Potential Risks & Barriers: It is not yet known if the tool will have significant productive value. Care is being taken to ensure the tool does not have negative disproportionality affects. Implementation could be slowed if the new data system is not available or fully funded.

Potential Benefits: If successful, the PTRA tool can provide research based information to the court of the defendant's risk of failure-to-appear and re-offend and help inform decisions about release and assignment to alternative programs. The tool could help reduce disproportional minority confinement, or at least not make it worse. It may help reduce jail population. The new data system will reduce paperwork and duplicate data entry.

Alignment with Best Practices: Consistent with national best practices.

ESJ Impact: There are many factors affecting disproportionate minority confinement, but a PTRA tool can have a positive impact on disproportionality in decision making, if properly designed and implemented.

Costs to Implement: \$250,000 for technology

Potential Savings: TBD

Status: Pilot phase and tool evaluation will be completed in the first quarter of 2014.

17. Deploy Graduated Sanctions Policy, Pending Outcome of Pilot: The objective of the graduated sanctions pilot project is to implement a system of swift, certain and proportionate graduated sanctions and incentives for offenders in Community Corrections Division (CCD) programs who violate their conditions of release or engage in good behavior. Having an established and well-communicated structure in court orders for how participants in CCD programs will be punished or rewarded will make the best use of limited criminal justice resources by reducing the need to repeatedly return to the court, reduce automatic use of incarceration, improve offender outcomes, and preserve public safety. Overall, the project is targeted at improving offender outcomes and preserving public safety.

Lead Agencies: DAJD and Courts

Affected Agencies: PAO, DPD

Metrics:

- # of court hearings for CCD participants
- # of CCD violations/revocations
- # of warrants issued/served

Potential Risks & Barriers: The Graduated Sanctions pilot is still underway and its evaluation outcome is not yet known. Justice system participants will have to buy into the change in practice. The collaborative development of the pilot should mitigate system resistance.

Potential Benefits: Program participants will know that the system of sanctions and incentives is logical and fair, which should lead to better compliance with alternative programs and better outcomes. Reduced number of hearings will save court time.

Alignment with Best Practices: Consistent with national best practices.

ESJ Impact: Instituting a consistent system of sanctions and incentives across all defendants will ensure that race is not a factor in how sanctions and incentives are applied.

Costs to Implement: \$14,000 for warrant enforcement

Potential Savings: TBD

Status: Pilot phase and evaluation will be completed in the first quarter of 2014.

18. Evaluate Moving Courtroom 1201 Matters to the Current Seattle Municipal Courtroom in the King County Corrections Facility (KCCF): The Superior Court Chief Criminal Courtroom (1201) in Seattle handles the high-volume calendars such as arraignment and case setting. These calendars have a large number of in-custody defendants who are transported for their hearings. The size and configuration of 1201 is not ideal and the Court would like it to be replaced with a better designed space. Seattle Municipal Court (SMC) occupies Jail courtroom #2, which it uses for high-volume calendars. SMC also has vacant courtrooms in its courthouse. Moving matters currently heard in 1201 to Jail courtroom #2 could address many existing issues and potentially generate transport efficiencies and savings.

Lead Agencies: PSB

Affected Agencies: Superior Court, PAO, DPD, DAJD, DJA

Metrics:

- Change to transport practices and costs
- Cost avoidance for moving 1201

Potential Risks & Barriers: Potential labor issues because inmates would be handed off from DAJD corrections officers to Seattle Court Marshals if courtroom moves. Court participants will likely be reluctant to change and workflows may be disrupted and need to be re-designed. Seattle may be reluctant to make the change. Public access is required for all Court matters.

Potential Benefits: Reduced and simplified court transport for DAJD and resolution of security concerns with 1201.

Alignment with Best Practices: Frees up space in a constrained King County Courthouse, in support of the Real Asset Management Plan.

ESJ Impact: None

Costs to Implement: TBD

Potential Savings: TBD

Status: Analysis and decision making in 2014.

19. Track the Impact of District Court's Consolidation at the MRJC: The consolidation of District Court into the MRJC should result in some efficiencies for the Court due to economies of scale and for functions related to the Court, such as jail transport. These impacts should be identified, tracked and reported. The impact to wait times through security should be part of the evaluation.

Lead Agency: District Court

Affected Agencies: PAO, DPD, DAJD, PSB, Superior Court and DJA

Metrics:

- # of jail escorts as compared to the past
- # of District Court supervisors or managers to clerical staff
- Length of wait time at weapons screening station
- # of defendants receiving indigency screening on the day of arraignment
- # of cases per District Court staff

Potential Risks & Barriers: The complexity of the move may make data collection difficult.

Potential Benefits: Efficiencies and cost savings may be possible due to operational consolidation.

Alignment with Best Practices: Consolidating District Court in the south end is consistent with County policy.

ESJ Impact: None

Costs to Implement: \$2.2 million net for capital costs

Potential Savings: TBD

Status: Analysis and decision making in 2014.

20. Identify Veteran Status: The County does not have a way to identify and track all of the veterans who are involved in the criminal justice system. Inmates are asked about veteran status at booking, but it appears that not all veterans identify themselves. Public defenders may ask about veteran status, but the data are not collected consistently or centrally or shared among other CJ agencies. As a result, not all veterans are connected to services for which they are eligible, such as the Veterans Incarcerated Program. Consistent identification and tracking of veterans will help ensure these individuals receive services, are directed to Regional Veterans Court when appropriate, and position the County to compete for grants.

Lead Agency: DAJD, DPD, Courts

Affected Agencies: DCHS, PAO

Metrics:

- # of veterans identified by each agency
- # of veterans connected to services through identification in the criminal justice process

Potential Risks & Barriers: Data collection of this nature requires people to self-identify when asked, which can be challenging under all circumstances, but particularly when people are involved in the justice system. It also requires asking the right question consistently, which in turn requires staff training. There is no single data system in the County to collect this information, nor is there a mechanism to share information among data systems. Only the DAJD data system has a field for veterans status and adding one to the Court systems, which are run by the State, may not be possible.

Potential Benefits: If veterans are identified they can be connected with services and directed toward Regional Veterans Court when appropriate.

Alignment with Best Practices: Optimizes use of the Veterans Levy and Regional Veterans Court.

ESJ Impact: Unknown, will have to be evaluated.

Costs to Implement: TBD

Potential Savings: TBD

Status: Analysis and decision making in 2014.

21. Develop a Plan for Texting and/or Phone Reminders for Hearings: Texting or phoning defendants reminders for hearings has the potential to reduce failure to appear warrants and improve communication overall. While all agencies agree text and phone reminders would be beneficial, it is not clear where that responsibility should lie and if one enterprise system could meet the needs of both court systems. Texting reminders is currently being piloted in Juvenile Court and may be used by some public defenders. Before beginning widespread text reminders, criminal justice agencies will formulate a system-wide plan that identified a coordinated path forward.

Lead Agency: District Court, Superior Court, DPD Affected Agencies: PAO, KCSO, DJA

Metrics:

- Proposal for how to proceed with texting system-wide

Potential Risks & Barriers: Differing needs and processes between the courts may prohibit an enterprise wide solution. Funding will be needed. Compatibility among the various technologies can be challenging and will require technical support for operations and maintenance.

Potential Benefits: Fewer FTA warrants and better communication with defendants.

Alignment with Best Practices: Consistent with 21st century communication techniques.

ESJ Impact: Texting could have a potentially positive ESJ impact if it is a more reliable means of reaching underserved communities, residents of which move frequently and are frequently difficult to contact via mail.

Costs to Implement: TBD

Potential Savings: TBD

Status: Analysis and decision making in 2014.

22. Identify Drivers Affecting Length of Stay (LOS) in the Jail: LOS is one indicator of the overall efficiency of the criminal justice system and a major driver of jail population and cost. It is affected by many factors beyond the case type, such as the need for competency evaluations and restoration, and continuances and other delays in the court calendar. Discussions of LOS data has begun as part of the Adult Detention Line of Business currently underway. Identifying the specific drivers of LOS could highlight particular areas of inefficiency in the system and help focus efficiency efforts where they will have the greatest impact.

Lead Agency: DAJD, JHS

Affected Agencies: District Court, Superior Court, PAO, DJA, DPD

Status: To be evaluated for implementation in 2015 or beyond.

23. Do Not Require Youth to Attend Case Setting Hearings: Requiring Juvenile respondents to be physically present at every scheduled case-setting hearing is unnecessary and results in negative consequences: Respondents are pulled away from school and pro-social activities unnecessarily; parents and guardians of the youth are greatly inconvenienced and often suffer financial consequences to accompany their children to court; needless warrants are issued when youth fail to appear for hearings; and the current system contributes to DMC as minority youth typically face greater challenges to getting to court. On the other hand, the time before hearings is often used by defense attorneys to meet with their clients and this contact would be lost if youth were not required at the hearings.

Lead Agency: PAO, DPD

Affected Agencies: Superior Court

Status: To be evaluated for implementation in 2015 or beyond.

Regional Coordination

Responsibility for criminal justice services is spread among all jurisdictions in the County. Cities are responsible for law enforcement within their boundaries and prosecution, defense, adjudication, and detention of their misdemeanants. The County is responsible for municipal functions in the unincorporated area, as well as prosecution, defense, adjudication, and detention of all juvenile cases and all adult felonies regardless of arresting agency. Because people committing crimes are indifferent to jurisdictional boundaries and regularly commit crimes in multiple jurisdictions, the dispersal of responsibility leads to inefficiencies countywide stemming from poor communication and duplication of functions and facilities. While criminal justice agencies throughout the county provide a high quality of service, the decentralized system results in inefficient use of staff resources, facilities and taxpayer dollars in the aggregate.

One primary way the County has facilitated regional cooperation and efficient use of resources is through its contracting program, which enable cities to take advantage of the economy of scale of County operations. Currently, the City of Seattle books and houses the majority of its misdemeanants in County jails. Twelve cities, as well as Metro and Sound Transit and the Muckleshoot Tribe, contract with the King County Sheriff's Office for police services. Since 2006, twelve cities have contracted with District Court for municipal court services. Starting in November 2012, District Court added a thirteenth city – Auburn – to its contract. The addition of a new city to the contract reduced costs to all contract partners by spreading overhead costs among more jurisdictions and will better connect Auburn to data sources, such as the inmates housed in County jails. The result is better service for the City of Auburn and better use of taxpayer dollars.

The Criminal Justice Efficiencies proviso group identified five ideas for regional efficiencies, two of which are ongoing and three of which could be planned or implemented in 2015 and beyond.

24. Regional Jail Coordination: With the opening of the South Correctional Entity (SCORE) detention facility in September 2011, the decision by many north-county cities to contract with Snohomish County to house their inmates, and the decline in jail populations in the region since 2007, there is significant excess jail bed capacity in King County. Because jails have relatively high fixed costs, the decline in jail populations has not resulted in proportional reductions in costs. Excess jail capacity is an unproductive use of taxpayer dollars and places financial strains on jurisdictions with underutilized facilities. If the cities and King County, along with the State, could find a way to coordinate jail beds, optimize the use of existing capacity, and look for areas to share costs, all entities would benefit.

Lead Agency: DAJD and Executive's Office

Affected Agencies: JHS, other jurisdictions

Metrics:

- # of unused beds in the county
- # of beds used under contract in County facilities
- # of city beds being purchased outside the county's boundaries
- # of DOC contract inmates

Potential Risks & Barriers: Reluctance on the part of cities to trust and partner with the County on the issue of jail usage. County costs for jail services are higher than other jails offering beds. The County will likely need dedicated resources to pursue and implement this idea. The fixed costs of jails constrain the flexibility jail operators have for coordination. It is difficult to encourage greater use of County jails for contracting when there is an abundance of less expensive options.

Potential Benefits: Greater efficiency and coordination among jails would reduce overall costs.

Alignment with Best Practices: Consistent with KCSP Financial Stewardship Strategy 1. B.: "Work with cities to identify opportunities to provide services more efficiently, such as contracting."

ESJ Impact: Would have to be evaluated

Costs to Implement: TBD, could be 1 FTE/TLT

Potential Savings: TBD

Status: Interest ongoing, but time to resolution is uncertain.

25. Regionalize Law Enforcement Facilities and Services: Because there are so many police departments in King County, basic, central services are often duplicated. Consolidation of these services would benefit law enforcement through standardized practices and taxpayers through lower over-all cost. Examples where regionalization might be possible include the Property Management Unit and the Automated Fingerprint Identification System (AFIS) processing laboratory.

Lead Agency: KCSO

Affected Agencies: Other Law Enforcement

Metrics:

- # of cities participating in KCSO contracts
- # of cities agreeing to partner with the County on facilities/services regionalization
- \$ saved due to regionalization

Potential Risks & Barriers: Reluctance on the part of cities to trust and partner with the County and share costs. Agreements would have to be negotiated.

Potential Benefits: Greater efficiency and coordination among Law Enforcement would reduce overall costs.

Alignment with Best Practices: Consistent with KCSP Financial Stewardship Strategy 1. B.: "Work with cities to identify opportunities to provide services more efficiently, such as contracting."

ESJ Impact: Would have to be evaluated, but none anticipated

Costs to Implement: TBD, could be capital costs Potential Savings: TBD
depending on the project

Status: Interest ongoing

26. Regional Tracking and Consolidation of Cases and Warrants for Non-Contract Cities: The current system of issuing and processing warrants is confusing, inconsistent, and inefficient and compromises the overall effectiveness of the criminal justice system. While part of the problem stems from the fact that multiple jurisdictions issue warrants and they are not tracked in a single place, this potential project would focus on the King County warrant process on the theory that the County should improve its own processes before working with cities. Part of the effort would be outreach to the Trial Court Coordinating Council to gather its thoughts on the topic and foster future outreach to cities.

Lead Agency: District Court

Affected Agencies: KCSO, PAO, DPD

Status: To be evaluated for implementation in 2015 or beyond.

27. Jail Transport System Including Jails and Police Departments: Transport of arrestees and inmates is a point of frustration for law enforcement and jails throughout the county. Because there is no coordinated regional transport system, individual police officers must take time off the streets to take arrestees to the appropriate jail. When an inmate is released from one jail, but has a warrant with another jurisdiction, transport must be arranged from one jail to another or he/she is released.

Lead Agency: DAJD

Affected Agencies: KCSO, JHS, other Law Enforcement

Status: To be evaluated for implementation in 2015 or beyond.

28. Convene Operational Staff from Multiple Jurisdictions on Day-To-Day Issues: Up until 2011, the Jail Operations Group (JOG) was a forum where jail staff and law enforcement could identify, discuss and resolve operational issues. The loss of this forum with the new jail contract means that there is no regular place for jail staff and law enforcement from all parts of the county to communicate. The JOG was staffed by one person, paid in part by the County and in part by the cities and housed in Bellevue. Renewing this group could alleviate communications issues and enhance regional coordination.

Lead Agency: DAJD

Affected Agencies: KCSO, non-County agencies

Status: To be evaluated for implementation in 2015 or beyond.

29. Evaluate Potential for Expansion of Community Corrections Division (CCD): Currently, cities have access to Work Education Release through the Jail Services Agreement; however, few take advantage of the program. Cities do not have access to the Center for Community Alternatives Program or Work Crew. If the space for CCD programs is expanded in the future and cities express an interest, it may be worthwhile to expand the programs. In addition, there may be additional need for County-responsible defendants. An evaluation that assessed the effectiveness of the programs with the particular population in King County would be warranted to help inform any expansion plan.

Lead Agency: DAJD

Affected Agencies: District Court, Superior Court, DPD, PAO, DJA

Status: To be evaluated for implementation in 2015 or beyond.

30. Bundle Criminal Justice Contracts: DAJD, District Court, Public Defense, and the Sheriff's Office each of contracts with cities to provide local services. Contracting is beneficial to both the County and the cities because it allows cities to take advantage of the County's economies of scale and the County is able to share its overhead costs more widely. Additionally, when the County provides service, it does so consistently among jurisdictions and brings more data into County systems where it can be used for decision making. It may be advantageous to market these contracts as a package, rather than as standalone agreements and might appeal to more cities, particularly if the County can find a way to reduce costs in the process. Creating bundled contracts will likely involve ending current contracts and a major negotiation effort and would best be timed with the renewal cycle of the contracts. No city contracts for all four services currently, and only a few that contract with two or three agencies.

Lead Agency: Executive's Office

Affected Agencies: District Court, DPD, PAO,
KCSO

Status: To be evaluated for implementation in 2015 or beyond.

Data Sharing

A recurring issue in all of the strategy areas discussed in the CJ Efficiencies proviso process was the lack of effective data sharing among County agencies and among the County and the cities. The County operates multiple data systems, most of which do not interface with one another. As a result, there is a massive amount of duplicative data entry, various agencies do not have access to information that would help inform decisions, and defendants are repeatedly asked the same set of questions. Data fields in the various systems are inconsistent, which makes matching and reconciling data between systems challenging. In fact, the County has to contract out the work of preparing regular data reports that track felony referrals, filing, and resolutions. While the pain of the uncoordinated system is widely felt, the entire problem has not been holistically documented, making resolution difficult. Mapping the data process to identify duplication, pinch points, and other problems could help inform decisions about where resources can be focused and where IT projects can be better coordinated.

Lead Agency: TBD

Affected Agencies: All CJ agencies

Status: To be evaluated for implementation in 2014 or beyond.

Use of Video Technology

In 2012, Criminal Justice agencies and PSB produced a report that identified 18 potential ways to use video technology. The report recommended that two ideas be pursued immediately:

- e-Courtroom: Outfit one courtroom with video and supporting technology to demonstrate the tools available and help court participants become familiar with the technology, and help determine the potential need to upgrade additional courtrooms. The pilot courtroom was up and running in May, 2013.
- Video Visitation: Allowing families, friends, and potentially defense attorneys and service providers to visit inmates in the County's two adult jails via video rather than in person would alleviate the need for people to travel to the jails and reduce the pressure on jail staff to manage visitors. An RFP for the project has been let by DAJD and implementation at the MRJC is expected in 2014.

Lead Agency: Depends on project

Affected Agencies: Depends on project

Status: The ideas in the Video Technology proviso report can be revisited as people become more familiar and comfortable with the technology in the courtroom and in the jail.

Allocating Costs and Savings Across Agencies

The County's criminal justice system involves different agencies and branches that interact in many different combinations. This makes it challenging to identify which organization should get "credit" for identifying an efficiency because the benefit often accrues, in whole or in part, to a different organization.

The County used a 3 percent annual efficiency goal for the 2011 through 2013 budgets, and applied this on an agency-specific basis. For the 2014 budget, the County has shifted to a more general efficiency goal, without specific agency targets. New tools are being deployed to help identify potential efficiencies, most notably implementation of Lean.

The Criminal Justice Efficiencies work group identified a list of ideas to improve the system's operation over the next five years. Some of these ideas would generate operational savings, others might lead to additional revenue, and others would make the system work better without any significant financial consequences. For 2015 and beyond, the leaders of the criminal justice agencies have endorsed a long-term goal of treating the criminal justice system as a whole, with all criminal justice agencies being collectively responsible for finding efficiencies. Individual agencies and branches would not have targets and would not receive credit.

In the near term, the leaders of the agencies recognize the needs to continue to build trust and to create incentives for finding efficiencies. Thus, over the next few years, individual agencies and branches would receive credit for efficiencies as follows:

3. Agencies that identify efficiencies within their own operations will receive full credit for those savings, unless there are adverse consequences on other parts of the criminal justice system.
4. Efficiencies identified through a group process will be credited equally to all participants in the process, regardless of where actual savings are realized. For example, financial savings identified in the psych services array process will be shared between DAJD and Jail Health. Efficiencies identified by one agency within the budget of another agency will be treated in this same fashion.

Some projects will require up-front investments for long-term efficiencies. For example, the County invested in a series of moves in 2011 that allowed for consolidation of space and reduced operating costs county-wide. Proposals needing investments will be evaluated individually and such investments will not count against any agency when considering "credit" for efficiencies.

It is important to note that efficiency "targets" have not been set for agencies in 2014. The emphasis needs to be on finding efficiencies throughout the system in order to continue to make progress in driving down long-term cost growth.

Criminal Justice Efficiencies Ideas List

| | Timing | Idea & Problem Statement | Lead | Affected Agencies |
|---------------------------------------|-----------------|---|-----------|---|
| Diversion/Recidivism Reduction | | | | |
| 1 | Ongoing | Outreach in Ethnic Communities (JJ101) -- A Superior Court program conduct an outreach program with the Somali community that brings all components of the court system and some treatment providers into the community. | KCSC/PSB | PAO, DPD, Community Service Providers |
| 2 | Ongoing | Warrant Prevention Continuation & Expansion -- A Superior Court program that engages a community group to contact youth before their hearings and help ensure they appear at their hearings to avoid warrants. | KCSC, PSB | PAO, DPD, DAJD |
| 3 | Ongoing | Sheriff's Risk Awareness, De-escalation, and Referral (RADAR) Pilot -- The RADAR pilot is designed to (a) identify, assess, and establish cooperative relationships with people who have a history of violence, including those who are violent due to substance abuse, a dangerous mental condition or diminished capacity and train officers to better interact with them. | KCSO | Community Service Providers |
| 4 | Ongoing | Pilot of King County Version of Clean Slate -- Conversations within the PAO and the community-based legal aid clinics are taking place to determine how to assist those who have outstanding legal entanglements (collateral consequences) as the result of previous involvement with the criminal justice system. These collateral consequences are often barriers to employment, housing, education and other opportunities. | PAO | All County CJ Agencies & Municipal Law Enforcement and Courts |
| 5 | Ongoing | Expand the Law Enforcement Assisted Diversion (LEAD) Program to Skyway -- LEAD is a pre-arrest diversion project is designed to identify individuals with substance abuse problems and direct them to services rather than take them to jail. | KCSO/PAO | DPD, Seattle Police, Community Service Providers |
| 6 | 2014 | Ensure Medicaid Enrollment under the Affordable Care Act -- These services will address some of the underlying issues that may be the root causes behind their criminal behavior and thereby reduce the likelihood that they will recidivate. | JHS | DAJD |
| 7 | 2014 | Provide ID cards to inmates upon release from jail -- Lack of an official State ID card inhibits inmates' ability to access services critical to their re-entry into the community, such as housing, social security benefits, and state programs, when they leave jail. | EO, DAJD | State Department of Licensing |
| 8 | 2015 and beyond | Tiering Misdemeanor Warrants -- When a warrant is issued, the judge can determine if someone should be arrested when the warrant is served or have their court date re-scheduled. This could reduce the number of people in jail on warrants. | KCDC | KCSO, DPD, PAO |
| 9 | 2015 or beyond | A More Holistic Approach to Public Defense -- In a holistic model, the client receives services from an interdisciplinary group of experts who work together to address the client's needs, both in terms of their criminal defense and with regards to other issues that may help the client improve their well-being and avoid further involvement with the criminal justice system. | DPD | PAO, KCSC, KCDC |
| 10 | 2015 or beyond | Reduce status offenders held in detention -- Washington State is one of the few places that detains status offenders. Finding alternative ways to address the needs of these youth would benefit the youth and keep them from contacting detention. | TBD | DPD, DAJD, KCSC, PAO State agencies |

| | Timing | Idea & Problem Statement | Lead | Affected Agencies |
|---|---------|---|-----------------------|------------------------|
| System & Process Improvement | | | | |
| 11 | Ongoing | Competency Evaluations and Restorations in the Jail: If the County and/or the State were able to perform competency evaluations and restorations in the jail the time to resolving competency issues could be greatly shortened, given the wait times for Western State. | DAJD/JHS | KCDC, KCSC, DPD, PAO |
| | Timing | Idea & Problem Statement | Lead | Affected Agencies |
| 12 | Ongoing | Persuade the State Legislature to Pay for Parents' Representation in Dependency Cases | DPD/EO | |
| 13 | 2014 | Reduce Intake Staffing at Juvenile Detention -- Currently, there are two Court Intake Screeners and two Juvenile Detention officers in Intake at the Juvenile detention facility at all times. There are around 200 admissions per month, or six per day. There is a higher number of contact from Law Enforcement with questions. It appears staffing levels are greater than needed to manage workload. | KCSC/DAJD | KCSO/Law Enforcement |
| 14 | 2014 | Court Transport Coordination Between DAJD and Superior Court -- Every five years or so, Superior Court and DAJD Court Transport staff convene to evaluate how calendars and transports may be better coordinated. It will be time to renew the conversation in 2014. | KCSC/DAJD | PAO/DJA/DPD |
| 15 | 2014 | Discussion of Differentiated Case Management -- Differentiated case management would organize the caseload into three main tracks that reflect differing levels of seriousness and complexity. Judges would establish scheduling procedures and time frames for cases in each track and hold court participants accountable to meeting time frames. | KCSC | PAO/DPD/DJA |
| 16 | 2014 | Deploy Pre-Trial Risk Assessment (PTRA) Tool, pending successful completion of the pilot -- The PTRA project will provide a research-based risk assessment tool to judges to use when they decide whether or not to release defendants booked into jail or place them in an alternative. | KCSC/KCDC/DAJD | DAJD/DPD/PAO |
| 17 | 2014 | Deploy Graduated Sanctions Practice/Policy, pending successful completion of the pilot -- Graduated sanctions would implement a system of swift, certain and proportionate graduated sanctions and incentives for offenders in Community Corrections Division (CCD) programs who violate their conditions of release or engage in good behavior. | KCSC/KCDC/DAJD | |
| 18 | 2014 | Evaluate moving 1201 matters to the current Seattle Municipal Courtroom in KCCF -- The Chief Criminal Courtroom (1201) in Seattle is not ideal and the Court would like it to be replaced with a better designed and larger space. Moving matters currently heard in 1201 to the courtroom currently used by Seattle Municipal Court in KCCF could address many existing issues and potentially generate transport efficiencies and savings. | PSB | KCSC/DJA/DPD/PAO/DAJD |
| 19 | 2014 | Track impact of District Court Consolidation at MRJC -- The consolidation of District Court into the MRJC should result in some efficiencies for the Court due to economies of scale and for functions related to the Court, such as jail transport. These impacts should be identified, tracked and reported. The impact to wait times through security should be part of the evaluation. | KCDC | DAJD/DPD/PAO/KCSC/ DJA |
| 20 | 2014 | Identify Veterans Status -- The County does not consistently ask if defendants are veterans. As a result, veterans are not connected with services for which they are eligible. By asking for and collecting veterans status, the County could better ensure they are receiving assistance to address underlying issues. | DAJD, DPD, KCSC, KCDC | PAO, KCDCHS |

| | Timing | Idea & Problem Statement | Lead | Affected Agencies |
|-----------------|-----------------|---|---------------|---|
| 21 | 2014 | Develop a Plan for Text or Phone Hearing Reminders -- Texting or automated calls to remind defendants of upcoming hearings could improve attendance at hearings and reduce failure-to-appear warrants. The Criminal Justice system should identify a coordinated plan to implement this technology | KCSC/KCDC/DPD | PAO, KCSO, DJA |
| 22 | 2015 or beyond | Identify drivers for length of stay (LOS) in Jail -- LOS is affected by many factors beyond the case type. Delays in court processing, in competency evaluation and restoration and other factors could be increasing LOS. Strategies to address significant sources of delay will be developed after they have been identified | DAJD/JHS | KCDC, KCSC, DPD, PAO, KCSO |
| 23 | 2015 or beyond | Do Not Require Youth to Attend Case Setting Hearings to Reduce Warrants -- Requiring Juvenile respondents to be physically present at every scheduled case-setting hearing may not be necessary and could result in negative consequences. However, defense attorneys often use the time before hearings to meet with clients. | PAO/DPD | KCSC |
| Regional | | | | |
| 24 | Ongoing | Regional Jail System -- With the opening of the KCSORE detention facility and the decline in jail populations in the region, there is significant excess jail bed capacity in King County. If the cities and King County, along with the State, could find a way to coordinate jail beds and optimize the use of existing capacity all entities would benefit. | DAJD/EO | Courts, DAJD, PAO, OPD, DJA |
| 25 | Ongoing | Regionalize Law Enforcement Facilities and Services -- Because there are so many police departments in King County, basic, central services are often duplicated when consolidation of these services would benefit law enforcement through standardized practices and taxpayers through lower over-all cost. | KCSO | Law Enforcement |
| 26 | 2015 | Regional Tracking and Consolidation of Cases and Warrants for Non-Contract Cities -- The current system of issuing and processing warrants is confusing, inefficient and compromises the overall effectiveness of our criminal justice system. The County will evaluate its processes related to warrants. If successful, outreach to cities would follow. | KCDC | KCSO, PAO, DPD |
| 27 | 2015 | Jail Transport System Including Jails and Police Departments -- Transport of arrestees and inmates is a point of frustration for law enforcement and jails throughout the county. A coordinated regional system could benefit all jurisdictions. | DAJD | KCSO, JHS, Law Enforcement |
| 28 | 2015 | Convene Operational Jail Staff and Law Enforcement To Improve Day-To-Day Operations. A forum for regular opportunities to discuss and resolve day-to-day issues related to jail operations and law enforcement used to exist and it would benefit everyone if it were resurrected. | DAJD | KCSO, non-County Jail and Law Enforcement |
| 29 | 2015 or beyond | Evaluate potential expansion of Community Corrections Division: Cities have access to Work and Education Release, but not Community Correction Alternative Programs (CCAP). Expanding city access and usage, as well as potentially County usage, could benefit the overall Criminal Justice system. | DAJD | KCDC, KCSC, DPD, PAO, DJA |
| 30 | 2015 and beyond | Bundle Contracts -- DAJD, District Court, Public Defense, and the Sheriff's Office each of contracts with cities to provide local services. It may be advantageous to market these contracts as a package, rather than as standalone agreements and might appeal to more cities, particularly if the County can find a way to reduce costs in the process. Creating bundled contracts will likely involve ending current contracts and a major negotiation effort and would best be timed with the renewal cycle of the contracts. | EO | DAJD, KCDC, DPD, KCSO |

| | Timing | Idea & Problem Statement | Lead | Affected Agencies |
|-----------------------------------|---------|--|--------------------|--------------------|
| Data Sharing -- Technology | | | | |
| 31 | 2014 | The County operates multiple data systems, most of which do not interface with one another. As a result, there is a massive amount of duplicative data entry, various agencies do not have access to information that would inform their decisions, and defendants are subjected to an inefficient system where they are asked the same set of questions repeatedly. Beginning to address this systemic problem will entail mapping the data process to identify duplication, pinch points, and other problems. This map can inform decisions about where resources can be focused and where IT projects can be better coordinated. | TBD | All |
| | Timing | Idea & Problem Statement | Lead | Affected Agencies |
| Video | | | | |
| 32 | Ongoing | Increase use of video where appropriate and beneficial -- In 2012, Criminal Justice agencies and PSB produced a report that identified 18 potential ways to use video technology. The report recommended that two ideas be pursued immediately: 1) Outfit one courtroom to be the Courtroom of the Future to demonstrate how technology could work in the court, which was implemented in 2013. 2) Video visitation in the County's two adult jails, an RFP for which has been let by DAJD. Further efficiencies are anticipated to arise as people become more familiar and comfortable with the technology in the courtroom and in the jail. | Depends on Project | Depends on Project |