

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

**A Report to the King County
Council Responding to
Proviso 2 in the 2011 Adopted
Budget, Section 48**

September 2011

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I. Executive Summary:

This report responds to a proviso in the 2011 Adopted Budget (Ordinance 16984, Section 48) regarding the Department of Adult and Juvenile Detention (DAJD). This is one of six provisos in DAJD's 2011 Adopted Budget. Proviso 2 requires DAJD to engage the services of a national expert or group and prepare a report "that evaluates the department's secure adult detention programs ... [and] identifies and evaluates alternatives and national models."

In response to this proviso, DAJD engaged in an extensive review of its adult secure detention facilities to identify and implement practices that might improve the efficiency and management of operations. In summary, the department identified areas for efficiencies and has implemented several of these. It is important to note that other factors outside of DAJD's control have also driven costs upward. For example, as Director Claudia Balducci has previously briefed Council, DAJD is experiencing a very high population of inmates with special security and treatment needs due to psychological issues. This is discussed further herein. Nevertheless, this study and actions taken by the department have resulted in "bending the trend" and expending far fewer dollars than it would have without these efficiencies. The study and actions undertaken include:

- **Continued review of housing utilization in King County Corrections Facility (KCCF) and the Maleng Regional Justice Center (MRJC).** DAJD monitors housing usage throughout the day to identify the need for opening housing units and opportunities to close housing units when the population and classification changes. Using improved methods identified by NIC and DAJD during 2011, DAJD has expanded on prior monitoring work to identify additional utilization efficiencies. As a result, while DAJD's 2011 budget assumed the closure of three housing units, the department has been able to close two additional units so far this year, one male and one female, for a total of five housing units that are now closed, generating savings that offset expenses elsewhere. This approach of opening and closing housing units as circumstances require and permit is the primary way DAJD manages staffing costs based on facility utilization. Opening a unit for a full year costs approximately \$500,000. By monitoring and managing facility utilization, DAJD is able to avoid some unbudgeted costs.
- **Extensive training in staffing analysis to build organizational capacity for continuous improvement.** The National Institute for Corrections (NIC) provided a three-day training of DAJD staff. The Department applied elements of the NIC methodology to identify and implement operational efficiencies, which will allow it to avoid approximately \$1.1 million in overtime costs related to psychiatric housing (see page 10). These are unbudgeted costs, which forced the department to either find savings in other areas of its operations or potentially request supplemental funding. In addition, as specified in the proviso, the department requested that the NIC provide an independent review of its housing operations for potential efficiencies. The NIC was unable to provide this review (see NIC response attached as Appendix A).
- **Live testing of the concept to turn over floor control to central control on third shift in KCCF.** This concept was originally proposed in the 2004 DAJD Operational Master Plan (OMP); however, the Integrated Security Project (ISP) did not include all the equipment necessary to implement the concept, as had been assumed in the OMP. In

response to the 2011 budget provisos, the department has added equipment and conducted live testing of the concept. Closing floor controls during third shift has the potential of reducing costs by as much as \$300,000 per year, but the initial testing did not confirm that the operational change could be done safely. Additional investment and testing would be necessary if the department were to pursue the idea further. (see page 16)

- **Review of peer jurisdictions' practice.** Department staff conducted extensive interviews with eight peer jurisdictions to identify practices that might reduce costs. These peer jurisdictions have undergone significant budget reductions over the past several years and identified a variety of ways in which they managed budget reductions, including changes that King County has already implemented (e.g., use of video court, coordination of court transport scheduling) and a variety of alternative practices that are not currently used in King County (e.g., use of matrix release, use of inmates for jail industries). Many of the practices that are not currently used by DAJD involve significant policy and/or labor changes to current practices and are further discussed beginning on page 23.
- **A systematic review by the NIC of DAJD's inmate classification system.** The inmate classification system establishes levels of risk for all incarcerated individuals and, thus, dictates the type of housing, privileges or restrictions assigned to each inmate while in jail. The NIC found that the department does a very good job of managing classification but, with technology and programming changes, could improve in several areas. The department is moving forward with many of these recommendations. (See Appendix C for the NIC report).
- **Negotiation of a landmark long-term contract with the City of Seattle that uses some of King County's excess jail capacity to provide General Fund revenue and helps Seattle avoid siting and building a new jail.** This new contract guarantees a minimum commitment of jail use by the City of Seattle through 2030. In addition, the County continues to provide jail bed capacity to the Department of Corrections (DOC) for the next several years.

Throughout 2011, in an effort to be more transparent and efficient, DAJD has implemented the changes listed below, some of which have been the subject of other proviso responses.

- **Significant modifications to the population forecasting and planning methodology.** This forecast guides the number of housing units that are planned to be open for operation and therefore informs the basis for DAJD's budget. This change in forecasting method has been integrated into the department's operational planning model and was used in preparation of the 2012 budget. The County Council reviewed and accepted the report on population forecasting via Motion 13521.
- **Negotiations with the State Department of Corrections to increase the number of state violators housed under contract.** Although negotiations are not yet complete, the

goal is to effectively generate revenue by using space in County facilities that would otherwise go unused given our overall inmate population decrease.

- **Implementation of MRJC “booking light” operation.** DAJD’s efforts in 2011 have allowed continued booking operations to serve south-end jurisdictions and to continue to accommodate regional transports at the MRJC. The department accomplished this by a small reduction in hours of operation and by reallocating resources to allow a continued level of service at a significantly reduced cost of approximately \$0.7 million annually. This change was discussed in a proviso response, which the County Council accepted in Motion 13478.

Overall, this review has involved dozens of staff members and well over 1,000 hours of work time. The result is the identification of measures for cost containment and strategies for better managing to existing budget and addressing areas of over spending due to changes in the composition of the inmate population. In addition, DAJD’s budget submittal for 2012 contains further efficiencies to be reviewed by the Council during the budget process. Finally, these reviews will shape the Department’s work plan over the next several years and will help achieve the Executive’s mandate to identify 3 percent efficiencies each year.

II. Scope

This report provides an overview of the activities that the department, in conjunction with experts at the NIC, has undertaken that were outlined in the 2011 Adopted Budget proviso P2 which states:

Of this appropriation, \$100,000 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 the department of adult and juvenile detention to engage the services of a nationally recognized expert or group, such as the National Institute of Corrections, to provide technical assistance to prepare a report that evaluates the department's secure adult detention programs that, at a minimum, addresses, identifies and evaluates alternatives and national models, including, but not limited to: (1) the optimal use of county secure detention capacity, including examples of the most cost effective staffing models for secure housing units; (2) examples of how other similarly situated jurisdictions address declines or increases in secure detention population; (3) a review of the county's secure detention classification system, comparing it to other jurisdictions and national best practices; (4) examples of how other jurisdictions have successfully reduced jail operating costs; and (5) alternative fee-setting strategies for contract jail services. The report shall reflect the following objectives for the county's secure adult detention system: (1) identify efficiencies that will lead to significant cost savings without jeopardizing the safety and security of the jails; (2) maintain safe, secure and humane detention facilities that comply with legal and regulatory requirements; (3) manage jail costs through efficient operations; (4) ensure adequate and affordable regional jail capacity, with shared risks and a fair sharing of costs with King County cities; and (5)

provide alternatives to secure detention in the least restrictive setting without compromising public safety.

The executive must transmit to the council the motion and the report 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.

This report is organized into four sections that are responsive to the five subsections of the proviso: 1) optimal use of secure detention capacity, 2) review of peer jurisdictions (a) how the jurisdiction addresses declines and increases in population and (b) reduction in jail operating costs, 3) review of the County's classification system, and 4) alternative fee setting strategies. The following represents the key findings and conclusions for each area:

Table One : Proviso Response Overview

Review Area	Review Performed	Conclusions
1. Provide a report evaluating the optimal use of secure detention capacity, including examples of the most cost effective staffing models for secure housing units.	<p>The Department closely evaluated the components of our population such as gender, security classification, and special needs to determine if housing units could be consolidated.</p> <p>The National Institute of Corrections provided training regarding the process of undergoing a comprehensive staffing analysis.</p>	<p>The Department made a number of changes to our staffing and housing utilization plans that allowed the closure of five units.</p> <p>The Department is evaluating the nine steps in the NIC staffing analysis process to determine how it can be used to enhance our existing forecasting and staffing model.</p>
2. Provide examples of how other similarly situated jurisdictions address declines or increases in secure detention population.	The Department conducted numerous in-depth interviews with peer jurisdictions.	The review process highlighted a number of ideas that have worked well to management capacity in other jurisdictions. Some of the ideas may result in better management for King County but will require significant system-wide input and support and the support of a new jail management system.

Review Area	Review Performed	Conclusions
3. Review the county's secure detention classification system, comparing it to other jurisdictions and national best practices.	National experts visited King County to assess our Classification system and practices.	The NIC Consultants found that DAJD "operates a well-designed classification system that is valid in every respect. They adhere closely to their well-crafted policies, they continue to rely on a valid classification instrument, their housing plan is developed and maintains the levels of separation needed to protect their inmates, and the due process rights of the inmate population are protected at every step".
4. Provide examples of how other jurisdictions have successfully reduced jail operating costs.	The Department conducted numerous in-depth interviews with peer jurisdictions.	The review process highlighted a number of ideas that have worked well to reduce operating costs in other jurisdictions. Some of the ideas may result in savings for King County but will require significant system-wide input and support and the support of a new jail management system.
5. Provide examples of alternative fee-setting strategies for contract jail services.	The Department has re-negotiated its contracts for jail services including a new approach to contracting, a new fee-setting methodology and a new regional Jail Advisory Group.	The new jail services contract provides operational convenience, predictability of fees, stable revenues, improved economies of scale, and a cooperative future jail planning process. The ILA for this new commitment has been submitted to the County Council and if approved will take effect on January 1, 2012.

III. Optimal Use of Secure Detention Capacity

DAJD uses a coordinated, multi-pronged approach to planning the most efficient housing of inmates.

There are three basic ways to reduce the cost to house inmates: reduce the number of inmates housed in the jail, change the type of inmates held in the jail, or find ways to use fewer staff to supervise the inmates in the jail. Jails usually do not have any control over how many inmates are brought to the jail for booking, nor for how long inmates are kept in custody. The decision to not book certain types of inmates into the jail is a policy choice normally reserved for elected officials. Inmate housing and staffing decisions, however, are within the control of jail management.

In 2011, DAJD started the year with three inmate housing units closed and has been able to close two additional units, even with a slight increase in secure population. The department uses an integrated approach to manage facility utilization that links inmate population forecasting, regular review of anticipated and actual housing unit utilization, use of the Operations Forecasting Model (OFM), and continual review of staff deployment to identify inefficiencies and make adjustments. Internal to the department, this approach has been expanded by work done during 2011 to improve the forecasting methodology, examine practices for inmate classification, review staffing plans, and to reexamine previously suggested strategies. In addition, the Department has continued to work with its contract city partners, the Department of Corrections (DOC), and other stakeholders to manage the levels of inmates they are bringing in so as to maximize use of available capacity.

It is the department's practice to operate only as many housing units as are necessary to preserve the safe, secure and humane operation of the facilities. The department uses a variety of techniques to optimize the use of the facilities. In the short term, DAJD continues to close and consolidate housing units based on the current population mix. In the longer term, the department is reviewing and modifying coverage plans, and looking at alternative technologies to enhance the efficiency of the facility. It is also DAJD's practice to house inmates in the least restrictive housing appropriate to their security classification and their special needs (such as medical or psychiatric status). An inmate's security classification level is based on several factors, including the current offense, experience with the criminal justice system and recent incarceration behavior. Inmates are classified into four security levels – minimum, medium, close, and maximum security. As the security mix and/or needs of the population change, housing units are reassigned based on the current population.

In response to Proviso 2, DAJD commissioned an external review of staffing and completed national level training conducted by NIC.

In July 2011, the NIC presented an extensive training on the process of conducting staffing analysis based on the 3rd Edition *Jail Staffing Analysis* (Rod C. Miller, 2011). The three-day training session was held for roughly 60 attendees, including staff from the Metropolitan King County Council; the Executive's Office; the Office of Performance, Strategy and Budget; the Sheriff's Office; the Regional Automated Fingerprint Identification System; and Jail Health

Services, as well as DAJD employees from all divisions. The training was conducted by Mr. Rod Miller, principal author of the *3rd Edition Jail Staffing Analysis*.

The *3rd Edition Jail Staffing Analysis* lists a nine-step process for developing a complete and thorough approach to jail staffing. Because of significant facility, population and legal differences between jurisdictions, it is not a simple “fill in the blanks” set of forms. Instead, it is a nine step combination of significant self examination and analysis. The nine steps are as follows:

1. Describe the Setting.
2. Chart Activities.
3. Develop a Coverage Plan.
4. Evaluate the Coverage Plan.
5. Develop Schedules and Calculate Efficiency.
6. Calculate Net Annual Work Hours (NAWH).
7. Prepare a Budget.
8. Write the report.
9. Implement and Monitor.

Mr. Miller noted that DAJD already has in place a number of components of the nine steps or elements of the staffing analysis process, and several more that could easily be adapted from its existing activities.

- The department’s OFM captures Net Annual Work Hours and serves to measure the efficiency of the schedule. Mr. Miller was quite complementary of the model and called it “one of the most sophisticated” he has seen. (The OFM is a tool to optimize the mix of FTEs and overtime needed to staff jail operations, based on a previously determined schedule. It is not used to set the schedule.)
- DAJD has solid post orders for regularly scheduled posts and most irregularly recurring posts, with sufficient specificity to create a chart of activities.
- DAJD’s operational budget is sufficiently detailed to meet the NIC staffing model needs.
- DAJD regularly monitors staffing and the need to add or reduce posts based on activity levels.

The NIC process is very intensive in its use of external stakeholder input, especially in the charting of activities, and the development and evaluation of coverage plans. For this reason, Mr. Miller reports the usual process time is 6-18 months for full implementation of the analysis. Agency size, scope of activities and supporting infrastructure are all influences on the time required for implementation.

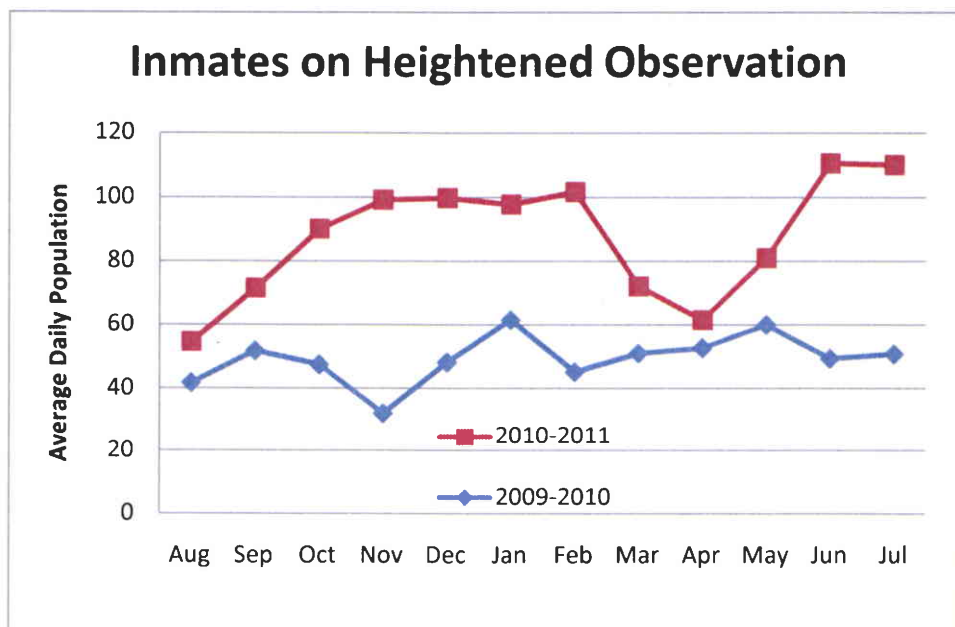
Many of the concepts in the NIC process are already part of DAJD’s staffing approach. In 2011, DAJD has made staffing adjustments in psychiatric housing by using some of these concepts. This is discussed in more detail below. Going forward, the department will create a workplan that describes how it will achieve further efficiencies, using the NIC staffing analysis, and many of the recommendations and ideas developed during DAJD’s 2011 proviso work.

Specific examples of cost savings through staffing efficiencies

Psychiatric Inmates on heightened observation.

The King County Correctional Facility is an indirect supervision facility, with inmates housed in a combination of single cells, double-bunked cells or dormitories. The full range of classification types are housed at KCCF (minimum, medium, close and maximum security), along with inmates needing psychiatric housing and infirmary housing. The most staff-intensive function within the facility is the observation of inmates at a high risk to self harm (“heightened observation”). Beginning in August 2010, DAJD experienced an unexpected and sustained increase in acute psychiatric inmates placed on heightened observation. The increase is illustrated in Figure 1 below.

Figure 1



From August 1, 2009 to July 31, 2010, the number of inmates on heightened observation averaged less than 50 per day. The average from August 2010 through July 2011 is over 90 inmates per day.

Inmates on heightened observation are the most expensive inmates housed within the facility. There are two types of heightened observation, based on displayed behavior: 15-minute checks and constant watch. Fifteen-minute checks require that a corrections officer make a visual inspection of the inmate at least once every 15 minutes on a random basis. Constant watch is one-on-one guarding, and requires a dedicated officer to be continuously observing the inmate. Each inmate on constant watch requires an additional staffing cost of roughly \$1,250 per day, or the equivalent of one 64-inmate housing unit at the MRJC, in terms of the cost of one officer for 24 hours.

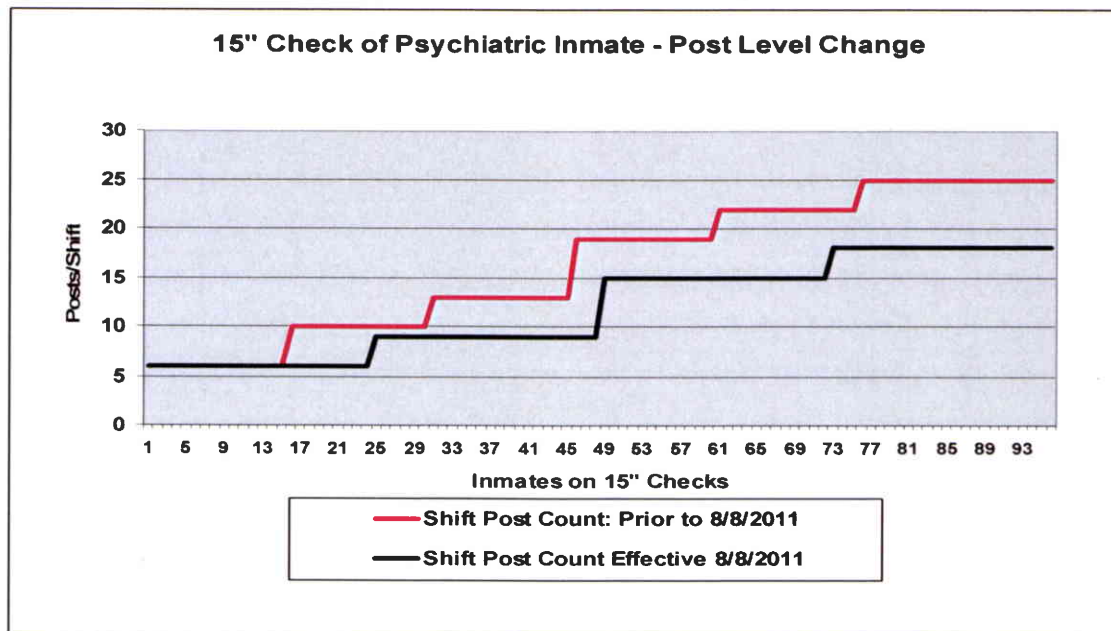
The department assumes some level of housing for psychiatric inmates based on past experience. The 2011 Adopted Budget assumed a need for an average of 13 posts per day (4.3 posts per shift) for psychiatric security support. Through July of 2011, the actual need had been 30 posts

per day (10 posts per shift). The increase of 17 posts per day is covered entirely by overtime and is the equivalent of \$2.6 million on an annual basis, assuming a \$52 per hour overtime rate. This increase was unbudgeted, forced the department to look to other areas of its operations to find savings and raised the possibility of requiring a supplemental request to avoid exceeding its budget authority.

With significantly higher numbers of psychiatric inmates on 15-minute checks, DAJD reviewed the KCCF coverage plan for effectiveness and cost implications, consistent with the NIC staffing analysis model. Until recently, one officer was required for every 15 inmates on 15-minute checks, in addition to the regular unit officer. The department concluded that basing staffing coverage on housing location rather than on the number of inmates on checks was a superior model due to the better alignment of officer tasks and the number of inmates needing checks.

The result of this change is to reduce the officer-to-inmate coverage ratio from 1:15 to 1:24 and to decrease the number of posts for 15-minute checks by seven posts per day. This change will enable DAJD to avoid \$1.1 million in overtime costs on an annual basis. The department implemented this change in August 2011, with immediate results. Figure 2 shows a comparison of the different staffing models on required posts per shift for heightened observation.

Figure 2



The number of inmates on heightened observation remains high.

DAJD's staffing change does not change the number of inmates on heightened observation; it merely mitigates the DAJD costs associated with housing these inmates. Changing the number of inmates on heightened observation is outside of the control of DAJD, but the department is working with JHS and other stakeholders, through the Interdepartmental Committee on the

Prevention of Self Harm, to identify root causes of the increase and to develop a plan to manage the increases more efficiently.

Based on analysis of the inmate population referred to psychiatric observation, there appears to be potential for diversion of some of this population. Roughly 65 percent of the psychiatric population is in custody solely for misdemeanor charges. By contrast, 30 percent of general population inmates are in custody solely for misdemeanor charges. Contract populations, for whom contract jurisdictions pay significant surcharges for psychiatric services, do not appear to be the primary driver of the increase. Further analysis and discussion with criminal justice partners will be needed to determine if it is possible to affect changes to the rate at which persons with significant mental health needs are booked into the jail.

3rd Shift Floor Control

In DAJD's April 2011 response to Proviso 1, which required a status report on implementation of OMP recommendations,¹ the department noted that it was conducting testing around the concept of shifting the functions of the individual floor control stations to the remodeled central control room on 3rd shift (10:30 PM to 6:30 AM), as suggested in the 2004 Operational Master Plan (OMP). Testing was completed in August 2011. Significant safety and security risks were noted by DAJD staff during the testing, some of which may be mitigated by better camera infrastructure, changes to security system programming, increased staff training and changes to policies on emergency responses.

Most of the facility enhancements assumed in the 2004 OMP were not included in the scope of the ISP. The 2004 OMP, authored by Christopher Murray and Associates, suggested that some of the floor control posts in KCCF could be closed on 3rd shift, once the ISP changed the functionality of the security electronics in KCCF and allowed the central control room the ability to assume control of the opening and closing of doors within the inmate housing floors. This recommendation was based on the pre-design specifications of the ISP, and assumed the addition of a significant number of cameras, enhanced camera controls, automation and officer duress alarms.

DAJD conducted initial feasibility testing in early 2011 to determine if the minimum functionality was present for more complete testing of the concept. Noting several deficiencies in basic operations (such as a lack of adequate video monitor capacity in central control), further testing was delayed until those deficiencies were corrected. Full shift testing began in June 2011, and seven shifts of testing were completed by the end of August 2011. Six full shifts were completed with the central control room assuming the duties of at least one of the floor controls. One night of testing was cancelled part way through the shift due to failure of the intercom system.

Central control currently controls all external secure doors, vehicle access and internal secure perimeter doors. In addition, central control handles elevator movement within the building, and is KCCF's central dispatch for radio communications. Central control is staffed by specially

¹This report was accepted via Council Motion 13524.

trained corrections officers, with two officers present at all times. During the ISP, a third control station was added as a "training" station, with the same capabilities as the two regular stations.

Floor control positions currently have the following duties:

- opening doors into each housing unit, the recreation yards, inmate visiting booths (which are used after-hours for temporary isolation, not visiting), the multi-purpose room (used for inmate staging or isolation, not programming), the sally port to inmate elevators, and the sally port to elevator 1
- monitoring cameras that provide views of obscured corners of the recreation yards and multi-purpose rooms
- visual surveillance of non-contact visiting booths
- visual surveillance of inmate workers cleaning in the central core area, including multi-purpose rooms, recreation yards, inmate visiting booths and elevator sally por;
- visual monitoring of housing unit officer;
- coordination and direction of correctional officers and other emergency personnel (medic and fire) responding to codes
- receipt and delivery of documents through the building's pneumatic tube system
- safekeeping, issuance, and logging of restraints, radios, and keys
- control of lights, telephones and televisions in housing unit dayrooms.

Testing Methodology

Testing was conducted with both the current two officer staffing model and an enhanced three officer model in central control. At the start of the shift, central control took over operations from the floor control stations, shutting down from one to five floor control stations. The assigned floor control officer was present at each post for the test, but acted only as an observer during the test, and as a fail safe. As noted above, on one testing day, the floor control officers were required to resume operation from their stations due to a failure of the intercom system. In addition to normal floor operations, two emergency drills were conducted during the test shifts, simulating a critical medical life/safety event (code 'Blue', medical status 2).

Table Two: Third Shift Floor Control Testing Results

Date	Test Floor	Control Room Staff	Comments	Mitigation
6/22/2011	10	3	Test of basic functionality. Intercoms did not correctly transfer from Floor to Central control. Door control functions working correctly, but there was no visual observation of many doors.	Additional cameras need to be installed and integrated into the central control automation. Intercom functions need to be integrated as well.
7/13/2011	8,9	3	Testing expanded. Door control functions worked correctly, but the same issues with visual observation of doors was noted. In addition, several fixed focus cameras were determined to be incorrectly aimed.	As above, additional cameras need, and convert existing cameras from fixed focus to "Pan, Tilt, Zoom" remotely controlled cameras.
7/14/2011	8, 9, 10, 11	3	Testing expanded. Door control functions worked correctly, but the same issues with visual observation of doors was noted. Beginning of shift activity caused the volume of calls to Central Control to exceed the capacity of the officer to adequately monitor staff activity.	As above, need to refocus staff training on procedures for movement within the facility. Consider adding 15-30 minutes to the end of the shift for floor control positions to allow end of shift activity to clear before shutting down floor control stations.

Date	Test Floor	Control Room Staff	Comments	Mitigation
7/14/2011	8, 9, 10, 11	3	Medical emergency drill conducted. 90% response rate from available staff (20 available, 18 responded). 50% (10 officers) arrived within 1 minute, 45 seconds. 90% (18 officers) arrived within 2 minutes 45 seconds. However, all floors, wings and six dayroom doors were left unsecured during the response.	Current response policy assumes the floor control officer will secure door behind the responding officers. Policy and procedure changes will have to be developed and officers trained.
7/21/2011	All Floors 7-11	3	Testing expanded to include the 7th floor (medical and psychiatric inmates). Due to the large number of both DAJD and Jail Health Services (JHS) staff assigned to this floor, activity was noted as "busy as all the other floors combined." JHS complaint received regarding the increased time needed to conduct morning medication rounds. Camera and intercom issues continued to cause issues in addition to the increased workload associated with the floor.	Consider retaining the 7 th floor control station staffing due to the discrete workload associated with that floor.
7/21/2011	All Floors	3	Medical emergency drill conducted. 59% response rate from available staff (22 available, 13 responded). 50% (11 officers) arrived within 1 minute, 51 seconds. 59% (13 officers) arrived within 3 minutes 22 seconds. Central control ensured that all responding officers secured floor, wing and dayroom doors.	The Facility Commander notes that the response goal for an emergency situation is 100% of available (assigned to non-dedicated posts) staff, however due to security concerns, that is often not practical. 59% is an unusually low response rate, however.

Date	Test Floor	Control Room Staff	Comments	Mitigation
8/10/2011 8/11/2011	All Floors	3	No additional issues noted. Significant delays with movement within the facility continued.	With experience and the addition of the technology infrastructure noted above, it is likely that the impacts will be reduced, however, until tested in the completed environment, DAJD will be unable to determine how much movement delay and increased security risk will be present.
8/22/2011 *Partial Test*	All Floors	2	Tested using only the existing staffing (2 officers) in central control. A significant increase in wait time throughout the building occurred, with delays for elevators and exterior perimeter doors as well as housing unit doors normally controlled by floor controls.	Testing was halted when the intercom system was taken down for system maintenance. Without intercoms to verbally verify door call requests or cameras to visually verify, safety was too significantly challenged to continue.

Over the course of testing, DAJD staff noted significant concerns in the following areas:

- Existing cameras do not allow central control officers to see who is requesting entrance to or exit from a floor, or to and from a housing unit on a floor. Testing staff suggested additional cameras would be necessary to implement the change.
- Existing cameras normally monitored in floor control posts are not integrated into the automatic camera call up function in central control. In order to correctly take over the full functions of floor control stations, reprogramming of the Integrated Security Electronics will be necessary.
- Inmate workers currently clean the recreation yards, multi-purpose rooms and visiting booths during 3rd shift. Cleaning times may have to be changed in order to provide adequate observation of the inmates.
- Significant delays in operations were noted during testing. While some of the delays should be reduced with experience, an overall increase in movement times within the facility is expected.
- Different housing floors have different security and activity levels based on the type of inmates housed on that floor. A central control officer noted that the 7th floor was “as busy as the other floors combined.”

Findings

The options, costs, needs for implementation and brief discussion of the risks associated with elimination of floor control in KCCF are contained in Table 3, below.

Table Three: Third Shift Floor Control Cost Benefit Analysis

Action	Savings	Needed to Implement	Cost to Implement		Risks
Close floor control on 8th Floor	1.8 FTE	* Additional or replacement of approximately 15 cameras	* Cost of cameras		<ul style="list-style-type: none"> * Additional workload for central control * Decreased direct observation of the 8th floor. * Increased time in movement times on and off of the floor. * Potential for increased emergency response time.
Close floor control on 8th and 10th floors	3.6 FTE	<ul style="list-style-type: none"> * Additional or replacement of approximately 15 cameras per floor. * One additional central control officer. 	<ul style="list-style-type: none"> * 1.8 FTE * Cost of cameras 		<ul style="list-style-type: none"> * Decreased direct observation of the floors, especially the 10th floor which houses higher security inmates. * Potential for increased emergency response time. * Additional workload for central control is mitigated by the addition of an additional central control officer.

Action	Savings	Needed to Implement	Cost to Implement	Risks
Close floor control on 8th, 10th and 11th floors	5.4 FTE	<ul style="list-style-type: none"> * Additional or replacement of approximately 15 cameras per floor. * One additional central control officer. 	<ul style="list-style-type: none"> * 1.8 FTE * Cost of cameras 	<ul style="list-style-type: none"> * Decreased direct observation of the floors, especially the 10th floor which houses higher security inmates. * The 11th floor is a relatively low activity floor but houses DAJD's highest profile inmates increasing the risk of less direct observation. * Emergency response times will be impacted. * Additional workload for central control is mitigated by the addition of an additional central control officer.
Close floor control on 8th, 9th, 10th and 11th floors	7.2 FTE	<ul style="list-style-type: none"> * Additional or replacement of approximately 15 cameras per floor. The 9th floor cameras changes may be less due to the implementation of the current camera project. * One additional central control officer * Shift extension, likely on overtime, or 15-30 minutes to allow for end of shift movement. 	<ul style="list-style-type: none"> * 1.8 FTE * Cost of cameras * 450-900 additional overtime hours per year due to shift extension 	<ul style="list-style-type: none"> * Decreased direct observation of the floors, especially the 10th floor which houses higher security inmates AND the 11th floor that, which a low activity floor houses DAJD's highest profile inmates. The 9th floor houses female inmates and recently booked inmates. As booking levels are the highest on 3rd shift, the 9th floor experiences a high volume of inmate movement during 3rd shift. * Emergency response times will be significantly impacted. * Additional workload for central control is mitigated by the addition of an additional central control officer.

Action	Cost to			Risks
	Savings	Needed to Implement	Implement	
Close floor control on 7th, 8th, 9th, 10th and 11th floors	9.0 FTE	<ul style="list-style-type: none"> * Additional or replacement of approximately 15 cameras per floor. The 9th floor cameras changes may be less due to the implementation of the current camera project. * One additional central control officer * Shift extension, likely on overtime, or 15-30 minutes to allow for end of shift movement. 	<ul style="list-style-type: none"> * 1.8 FTE * Cost of cameras * 450-900 additional overtime hours per year due to shift extension 	<ul style="list-style-type: none"> * Decreased direct observation of the floors, especially the 10th floor which houses higher security inmates AND the 11th floor that, which a low activity floor houses DAJD's highest profile inmates. * The 9th floor houses female inmates and recently booked inmates. As booking levels are the highest on 3rd shift, the 9th floor experiences a high volume of inmate movement during 3rd shift further increasing the risks associated with lower levels of direct observation. * The 7th floor houses medical and psychiatric inmates, including inmates on 15 minute checks and constant watch. Significant activity occurs on the 7th floor during every shift. * Emergency response times will be significantly impacted as well as all movement throughout the facility. * Additional workload for central control is mitigated by the addition of an additional central control officer.

- Costs for additional cameras and integration into the existing security electronics system are estimated between \$120,000 and \$280,000 depending on the number of floors for which cameras are added.
- Camera costs are for the installation of pan, tilt, zoom cameras in an estimated 15 locations per floor, some of which may currently be fixed camera locations. Costs are based on the costs for similar cameras obtained through the existing recording camera installation project, but do not assume recording capability. In addition to the costs of the camera hardware, programming changes to the security electronics will be necessary to incorporate the new and existing cameras into the automated functions.
- DAJD questions the feasibility of removing the floor control on 3rd shift from the 7th floor, which houses the jail infirmary and inmates with psychiatric needs, under any circumstances due to the volume and type of activity on the floor and the high risk nature of the inmates.

A true test of the feasibility of the concept of closing floor controls on 3rd shift needs to be conducted in the actual working environment envisioned in the 2004 OMP suggestions. Testing by DAJD to date demonstrates that this environment does not yet exist. The department does not recommend going forward with implementing closure of a floor control unless the technology infrastructure is in place and appropriate procedures have been designed and tested with full knowledge of the actual capabilities of all equipment and integration of systems.

The technology implementation is a necessity, apart from potential efficiencies that may result from regular closures of floor controls. The original purpose for remote operation of floor control stations was to allow emergency operation of the system. Testing to date draws into question the effectiveness of even “emergency only” capabilities.

Examples of Optimal Use of Secure Housing

In addition to modifying staffing practices, the department continually reviews the population and classification mix of the population, to determine if housing units can be closed, thereby increasing utilization of the entire system. The department has recently explored restrictions of the types and classification of the inmates at the MRJC, in an effort to close additional units. Previous efforts to reduce population levels assumed the necessity of a balanced population mix, based on available housing types and department policies. Internal review of these policies, in line with the department’s integrated approach for utilization review, produced two areas of consideration for changes in inmate housing: female housing and inmate workers.

The Maleng Regional Justice Center detention facility is a direct supervision facility with the following characteristics:²

- The housing units are podular in nature, with inmate cells arranged around a common area called a dayroom. There are no physical barriers between inmate and officer when

² The U.S. Department of Justice – National Institute of Corrections (DOJ – NIC) Jails Division provides more information regarding direct supervision housing unit at <http://nicic.gov/Downloads/PDF/Library/021968.pdf>

inmates are not secured in their cells. The officer spends his or her shift freely moving about the unit, directly interacting with the inmates.

- MRJC housing units have 64 cells arranged around a dayroom, with an outdoor recreation area directly attached to each housing unit. The facility's current configuration operates 11 general population units, one close custody (higher security) unit, a medical unit and an administrative segregation unit. The medical unit and administrative segregation units are physically divided into an east wing and a west wing. Due to the physical separation each wing of medical and administrative segregation units are staffed separately.

In addition to different physical layouts, the classification of housing units also affects the optimum staffing of the facility. The classification of each unit varies depending on the security level of inmates in residence at any given point in time. The *NIC Facilities Planning Manual* notes:

"Classification, a second adjustment factor, takes into account the flexibility needed to separate populations by characteristics such as gender, risk level, mental health, physical health, and disciplinary segregation. The classification factor provides for those times when the number of inmates in a classification category exceeds the number of beds available for that classification. It creates a planning cushion that allows for the jail's need to have a few open beds within each classification category available at all times for new inmates."

"For example, if a jail holds primarily medium security, post sentenced male inmates, only a small percentage of additional beds may be needed to accommodate temporary classification issues. However, if the jail is a full service facility that holds a mix of male and female inmates, inmates with mental illness, and pretrial and post trial inmates, the percentage of additional beds allowed for is likely to be much higher than facilities that are not full service." Emphasis added.

Female inmates have been consolidated to one housing location at KCCF

Gender issues create inherent inefficiency in utilization rates because jails are required to maintain sight and sound separation between men and women when they are incarcerated. This means that even if a women's unit has empty beds, those beds cannot be used to house male inmates, which can mean that two housing units remain less than half full, even if the absolute number of inmates in the facility suggests that a unit can be closed by combining them.

Female inmates, like male inmates, have different security classification needs. For most of 2011, DAJD operated two female housing units at the MRJC: a minimum security housing unit and a unit that housed medium, close and administrative segregation inmates. The minimum security unit houses up to 64 inmates and the higher security unit housed up to 32 inmates in areas physically separated by classification. Each housing unit requires one 24-hour Corrections

Officer post to operate, Under DAJD policy (Policy 6.01.005, Inmate Classification & Assessment) inmates are not mixed by classification.

In August 2011, DAJD was able to close the higher security unit for female inmates at the MRJC by transferring all but the minimum security inmates to KCCF, thereby filling empty beds in the Seattle facility in units that were open and of the correct classification. This unit closure reduced the need for one 24-hour post at MRJC, without adding an additional post at KCCF.

The consolidation of the higher security female inmates at KCCF is not without costs. The department is monitoring two potential issues related to this change: 1) the potential for increased transport, and 2) familial hardship. With the higher security female inmates consolidated at KCCF, there are a fair number of females that now need to be transported to MRJC for court. The department has an existing transportation mechanism and is closely monitoring the transport of female inmates to MRJC to determine the impact on routine operations. Immediately after making this change, the department received a complaint from the family of a female inmate who had been transferred to KCCF, stating the increased distance from the family's home makes visitation more difficult and places hardship on the family. The department is continuing to monitor these issues to further assess the costs and benefits of this change.

Potential consolidation of minimum security inmates at KCCF.

The department is continuing to evaluate ways to house different classifications of inmates, while maintaining the safety and security of staff and inmates. Much like the consolidation of the female population at KCCF, the department has explored the idea of consolidating all minimum security inmates in areas of KCCF that are specific to housing minimum classification inmates, such as the West Wing and the dormitory units in the South Wings. Consolidation of minimum security inmates into KCCF was constrained by the need to provide inmate workers at the MRJC.

Inmate workers (or trustees) are used by the department to perform many of the necessary "housekeeping" functions throughout the secure facilities. Activities range from providing the basic labor for meal preparation (under the supervision of kitchen staff) to cleaning housing units and doing laundry. The work done by the inmate workers provides a benefit to both the inmate and the County by providing an appropriate structured environment for the inmate to leave the housing unit and to allow the County to avoid the cost of providing the same services by hiring additional FTEs. The continued decrease in minimum security inmates has placed a strain on the number of inmates who qualify as inmate workers. The strain is exacerbated by having the minimum security inmate workers being spread between two facilities.

The department does not advise this practice at this time as the cost of providing housing keeping functions at MRJC through the use of paid FTEs outweighs any staff savings DAJD could recognize from consolidation. However, the department will continue to assess ways of consolidating like classified population into one facility or the other to increase the utilization of specific housing units.

Double Bunking at MRJC

The Auditor suggests that DAJD can double bunk additional units at the MRJC and achieve savings by eliminating housing staff. As part of the review of the MRJC in conjunction with the staffing analysis training, DAJD reexamined the use of what was referred to as the "Consolidated Housing" option (County Auditor Suggestion #3) in the department's response to Proviso 1, the status report on the implementation of the OMP. Under the Consolidated Housing option, general population housing units at the MRJC would be converted from single-bunked to double-bunked, increasing the capacity of a housing unit from 64 beds to 115 beds, an increase of 51 beds.

Cost savings from the Consolidated Housing option are assumed from staffing reductions on third shift, when only one officer is needed to supervise the housing unit. On third shift, inmates do not have access to the day room and one officer can safely supervise the unit. During first and second shift, when inmates have access to the dayroom, two officers are needed when the unit is double bunked. If the Consolidated Housing option was implemented, the department assumes savings of one post on third shift.

There are significant costs associated with implementation of the Consolidated Housing option. Some of the costs associated with the option include:

- Decreased staff available for emergency response. In a single-bunked situation, all general population officers are available for emergency response. In a double-bunked situation, where there are two inmates confined to a single cell, officers may not leave the unit to respond to emergencies in other areas of the facility. The MRJC currently has only 36 officers and two sergeants assigned to 3rd shift, making a reduction in available emergency responders troubling. Emergency responses do happen in jails, as is demonstrated by two recent significant assaults at MRJC, one inmate-on-staff and one inmate-on-inmate, resulting in potentially life threatening injuries since the submission of Proviso 1.
- Increased need for break and relief coverage on 3rd shift. For two double bunked units, an additional 120 minutes of coverage is created. The relief coverage can be absorbed with current resources, but comes at the expense of other work items.
- Officers spend decreased time with inmates in a double-bunking scenario. Due to officer breaks and relief schedules, inmates spend a greater portion of their day confined to their cells when units are double bunked. As the MRJC is a direct supervision facility, officer to inmate interaction is key to the successful management of the housing unit. As inmates spend more time in their cells, and less time in the dayroom, the direct supervision philosophy is undercut.
- Double bunking in a direct supervision environment is also contrary to national standards and best practices for safe and secure operation.

Regardless of the costs or benefits of the Consolidated Housing option, it cannot be implemented at the MRJC with the current population and classification mix. For safety and security reasons, DAJD policy prohibits double bunking classifications other than minimum. There are currently four minimum security units at the MRJC. Two of the units house inmate workers and are not good candidates for consolidation because of the differing work schedules (for example, the

morning kitchen works begins at 3:00 a.m.). An additional minimum unit houses female inmates, which cannot legally be housed with men. The final minimum unit houses the Transitional Recovery Program (TRP), a certified substance abuse treatment program. State Department of Health and Human Services program staff have expressed concerns about housing participants with non-participants and the effect on the programming.

IV. Review of Peer Jurisdictions' Capacity Management and Cost Containment

This section briefly describes the methodology of the department's peer jurisdiction review and provides a summary of the findings.

Methodology

DAJD engaged the NIC's Large Jail Network in developing a sample of contacts in counties around the country that are of similar size, have a similar inmate population, or have recently experienced major declines in inmate population. DAJD also contacted neighboring counties as they have similar cultural and legal environments. Finally, the department took advantage of the opportunity of having a number of NIC consultants on-site throughout the year, including Randy Demory (Captain, Kent County³ Sheriff's Office), Rod Miller (Principal, Community Resource Services, Inc.), Ron Freeman (Major, Ada County⁴ Sheriff's Office), and Bill Crout (Former Deputy Director, California Board of Corrections). DAJD talked with all of these individuals about practices that their jurisdictions have undertaken, or innovative ideas that other jurisdictions have implemented. The following table details the jurisdictions that were contacted, their county and inmate population and other pertinent details for comparison purposes.

³ Grand Rapids, Michigan

⁴ Boise, Idaho

Table Four: Comparison of Peer Jurisdictions

Jurisdiction	Major City	Sheriff Run	County Population	Average Daily Population		Facility Description	Labor Contracts	Community Corrections
				Population	Population			
King County Department of Adult and Juvenile Detention	Seattle, WA	No	1,942,600	2,100	Two Facilities: KCCF - high rise, full service MRJC - direct supervision, limited booking.	Yes	DOC, Cities	Yes
Multnomah County Sheriff's Office	Portland, OR	Yes	726,000	1,225	Four Facilities: MCDC - 440 Capacity full service, no booking MC Inverness - 1,037 Capacity: full Service, no booking Wapato Jail - 525 Capacity, currently empty Courthouse Jail - No overnight use, booking and day holding for court.	Yes	U.S. Marshall and Oregon DOC only	MCSO provides "Close Street Supervision" in additiona to the Department of Community Justice
Snohomish County Sheriff's Office	Everett, WA	Yes	713,335	1,263	Two buildings linked by secure skybridge and tunnel. Staff move freely between.		DOC	Yes
Pierce County Sheriff's Office	Tacoma, WA	Yes	813,000	1,250	Two facilities on same block, connected by secure walkway. Staff move freely between.	Yes	DOC	No
Travis County Sheriff's Office	Austin, TX	Yes	1,024,000	2,400	Two Facilities: Travis County Jail and Central Booking - highrise, downtown adjacent to courts. All booking is in this facility Travis County Correctional Complex - 130 acre campus includes 6 housing facilities and numerous support facilities.	No	No	No

Jurisdiction	Major City	Sheriff		Average		Facility Description	Labor Contracts	Community Corrections
		Run	County	Population	Daily			
Montgomery County	Rockville, MD	No	971,600	1,100	Three facilities: MCDC - 200 Capacity. Intake unit. All booking, screening and classification. MCCF - 1,028 Capacity. All pre-trial or sentences under 18 months. Pre-trial - All inmates are assessed for pre-trial release.	No	Unk.	No
Pineellas County Sheriff's Office	Tampa Bay, FL	Yes	916,542	3,100	52 acre campus. Numerous buildings but all are contained on the same campus. Currently 5 buildings are operationally closed due to budget constraints.	No	No	No
Broward County Sheriff's Office	Ft. Lauderdale, FL	Yes	1,748,000	5,300	Campus facility.	No	No	Yes
Bernalillo County Sheriff's Office	Albuquerque, NM	Yes	662,000	2,483	Single podular facility, distanced from the metropolitan area and Court facilities.	No	Unk.	Yes - Community Custody

The Department scheduled initial conversations with all the jurisdictions noted. The conversations were scheduled to last between 30 and 45 minutes and involved jail administrators, commanders and other personnel who were identified by the jurisdiction as being able to speak authoritatively about capacity management and cost containment practices. DAJD staff used a pre-developed set of questions, based on the requests in the proviso to guide the initial conversation. Those questions are provided in Appendix B. Listed below, in Table 5, are the practices that peer jurisdictions have undertaken in an attempt to more efficiently manage jail capacity and costs.

After completing the initial conversations, DAJD identified three peer counties with which it scheduled more in-depth conversations, involving a broad group of DAJD personnel.

Department staff asked Broward County, Florida; Pinellas County, Florida; and Multnomah County, Oregon if they would be willing to participate in a two hour phone conference with a large group of operational and administrative staff from DAJD. All three counties readily agreed to the request. A second set of organizing interview questions (which can also be found in Appendix B) were compiled and shared with the counties in advance of the phone conference. These three counties were approached because they have all made significant reductions in inmate population and staff in recent years, and have done so in a thoughtful fashion.

Many of the practices detailed below are not feasible for implementation in King County. The jurisdictions that the department spoke with are widely varied in legal and community standards and some of the practices noted below are impractical to execute in King County. Additionally, some of the practices are not advisable, even by the jurisdictions that discussed them, because they violate correctional standards or best practices for safety and security. They have been implemented as cost saving actions only because of the dire financial circumstances in those jurisdictions.

An in-depth discussion of the practices that all eight peer jurisdictions discussed is included in Table 5 below. The table includes a flag indicating a current King County practice, a brief discussion of the risks and issues of implementing a like practice in King County and evaluative flags noting potential labor issues, safety and security concerns and whether there are criminal justice system changes that would be required for implementation. For example:

- The labor flag indicates that this item could be subject to mandatory bargaining, could lead to grievances, could be illegal due to differences between Washington labor laws and those in right-to-work states such as Texas and Florida, or has other possible labor related concerns.
- The safety flag indicates that the practice *could* jeopardize the safety and security of DAJD staff, inmates or the facility by leading to over-crowding, lowering the number of uniformed officers in the facility or other similar concerns.
- The system flag indicates that implementing the practice would likely require extensive input and coordination with other King County criminal justice agencies. Prior to implementing any of these changes, the department would work with criminal justice partners, but this flag indicates that significant time and effort would be required of departments other than DAJD.

- The “other” column indicates potential risks or issues in a discrete area such as the need for capital improvements, a new jail management system, or legal changes to the Hammer agreement.

The following table is intended to provide an overview of the wide range of practices that peer jurisdictions have undertaken to control costs and manage population. It is not intended as an evaluative discussion of potential implementation in King County or as a work plan. The department does intend to use the findings of this survey to inform its regular strategic planning work for 2012 and beyond.

Table Five: Peer Jurisdictions' Practices, Discussion and Risks

Practice	Jurisdiction	DAJD Practice	Description and Issues for King County	Labor	Safety	CJ System	Other
12-hour shifts	Pinellas		Staff move from 8-hour to 12 hour shifts. Requires fewer FTEs to staff the facility. There is disagreement about the use of 12-hour shifts among peer jurisdictions, NIC and staffing analysis trainers. Twelve-hour shifts decrease the flexibility to cover the peaks and valleys of workload and can increase the use of unscheduled leave, but does decrease the number of FTEs required to cover essential posts.	XX	XX		
Across-the-board salary reductions	Travis		If the department's reduction is 5 percent, employee salaries are reduced by 5 percent. Peer jurisdictions in right-to-work states have saved budget by across-the-board salary reductions to uniformed and non-uniformed staff. Given King County's labor environment, this is not a viable option for King County.	XX			
Cap number of court transports	Travis		Travis County capped the number of transports/day to the number of transports that could be reasonably managed in a day. The Court then determines which inmates are to be transported each day. In King County, Superior and District Courts would need to be in agreement with the Executive and DAJD regarding the appropriate number of transports to be made each day.			XX	
Change inmate-to-staff ratio	Travis Multnomah		If staff-to-inmate ratios are pre-determined and standardized, increasing the ratio can save FTEs. In King County, the inmate-to-staff ratio is primarily derived by facility design. For example, the MRJC inmate-to-staff ratio is 1:64, as there are 64 cells in each unit. At KCCF, the inmate-to-staff ratio in certain parts of the facility is controlled by the <i>Hammer</i> lawsuit. Changes to staffing levels in those areas would likely bring a risk of lawsuit. In other areas of KCCF the inmate-to-staff ratio is derived by facility design.	XX			XX
Change Officer Uniform	Pinellas	XX	Some peer jurisdictions have changed the type of officer uniforms to save costs and/or used a jail industries model whereby inmates fix, clean, or construct officer uniforms. King County has already changed the type of uniform that the officers are required to purchase to a lower cost option.				
Change parameters on vacation and sick leave	Snohomish	XX	Last-minute requests for vacation have been eliminated. This has reduced the rate of last-minute/ad hoc leave, and has affected overtime. As staffing levels have been reduced over the past years, the number of scheduled leave slots have been reduced in relation to the reduction in staff. This practice ensures that leave slots are available, while appropriate staffing levels in the facility are maintained.				

Table Five: Peer Jurisdictions' Practices, Discussion and Risks

Practice	Jurisdiction	DAJD Practice	Description and Issues for King County	Labor	Safety	CJ System	Other
Charge Medicaid for hospital stay	Pierce	XX	If an inmate stays in the hospital for over 24 hours, Medicaid can be charged for the costs. King County, through Jail Health Services, recoups medical costs from Medicaid where they can.				
Close facilities	Broward Multnomah Pinellas		Closed facilities to eliminate jail capacity and costs. It is highly unlikely that King County would be able to close the MRJC. The resultant population shift to KCCF would cause overcrowding, increase transportation costs and disrupt court functions.	XX	XX	XX	XX
Close units		XX	Units are administratively closed to reduce FTEs. Due to the facility design of the jurisdictions interviewed, they were able to close entire facilities or buildings, rather than single units, as is the practice in King County. DAJD has practices in place that look at the potential for closing units each day, given population and classification fluctuations.				
Contract with DOC for medical procedure expenditure reimbursement	Snohomish	XX	If the jail is holding a DOC inmate who needs medical attention, DOC reimburses the cost of the procedure. DAJD's contract with the Washington State Department of Corrections provides for reimbursement of extraordinary medical costs that DOC inmates incur while in our facilities.				
Control continuances	Montgomery		Court continuances are closely monitored and limited in use. Limiting or closely controlling the number of continuances granted in criminal trials could decrease length of stay in DAJD's facility, but would require coordination of the judiciary, prosecuting attorney and multiple public defense agencies.			XX	
Control room conversion	Broward Pinellas		Other jurisdictions have converted control room posts from sworn to civilian positions. This is not a likely option for King County given our labor environment. However, we are addressing the option of eliminating floor control posts on 3rd shift at KCCF. The details of that process are detailed in other areas of this proviso response.	XX	XX		
Daily review of schedule by Captain	Snohomish Pinellas	XX	An administrative captain reviews the schedule and population daily to determine if daily programming can be eliminated, and if staff can be reduced or re-deployed to avoid overtime costs. DAJD currently reviews the staffing in the facility each shift and makes decisions about backfilling posts with other officers or calling in overtime.				XX

Table Five: Peer Jurisdictions' Practices, Discussion and Risks

Practice	Jurisdiction	DAJD Practice	Description and Issues for King County	Labor	Safety	CJ System	Other
Dedicated judge for first appearance	Broward	XX	Requiring judges to change courtrooms, rather than have inmates move, makes court transport more efficient. Broward county also increased the number of available calendars from one to two. King County has already consolidated much of its in-custody hearings into courtrooms within the jail.				
Define fiscal capacity	Multnomah Pinellas Pierce		Fiscal capacity is the overarching term for determining a facility capacity, based on staffing and budget. When the capacity is reached, inmates are released. The jail's budget is, then, determined by how many inmates they will house, which limits unforeseen overtime costs. To manage a facility or department to a pre-determined population cap requires a release mechanism or matrix of some sort and also benefits from a pre-booking release mechanism. It requires the coordination of all facets of the criminal justice system in the county as well as the Executive and Legislative bodies in the county. For King County to implement a fiscal capacity would require a great deal of technical work and CJ system-wide policy changes. King County would also need a new method of budgeting to implement a fiscal capacity plan, and a more sophisticated and modern jail management system to enable real time monitoring of the component populations and make notifications when the population reaches the point of forced or emergency release.	XX		XX	XX
Eliminate all satellite facility booking	Travis Broward		This practice eliminates bookings at all but one main jail facility. Booking has recently been scaled back at the MRJC. Eliminating all booking at the MRJC would cause all south county agencies to come north to the KCCF for booking, which takes law enforcement officers off the streets for extended periods of time. Additionally, the statewide cooperative transport would need to be moved to KCCF. There is concern that the busses providing the cooperative transport may not physically fit in the KCCF sally port.			XX	XX
Eliminate doctors on weekends	Pierce	XX	Rather than staffing medical doctors in the facilities on weekends, physician assistants are on duty and M.D.'s are on-call, saving the difference in salary costs. Jail Health staffs multiple M.D.'s on the weekends that supervise the infirmary and hold clinics on Saturday and Sunday. The M.D.'s are staffed during day shift on the weekends.		XX	XX	
Eliminate felony backlog	Pierce		Eliminating the backlog of felony cases reduces the length of stay of pre-trial inmates and reduces the average daily population. Working through the backlog of cases requires an upfront investment of staff time in the Prosecuting Attorney's Office. In the other jurisdictions interviewed, it usually involved plea bargaining the majority of the backlog, which is a policy decision that can only be made by the Prosecuting Attorney.			XX	13609

Table Five: Peer Jurisdictions' Practices, Discussion and Risks

Practice	Jurisdiction	DAJD Practice	Description and Issues for King County	Labor	Safety	CJ System	Other
Eliminate GED Program	Multnomah		Multnomah County eliminated its GED program, saving the costs to facilitate it. The GED program provided by DAJD is a nearly cost-neutral program. Additionally, the county is required to provide school to juvenile declines held in the adult facilities until they turn 18.			XX	XX
Eliminate inmate workers	Broward Pinellas		This practice eliminates inmate workers programs to save the costs of staff that supervise them. Eliminating inmate workers in King County would likely cost the County more than it would save. Inmate workers provide cleaning and janitorial services, food services, and laundry services to DAJD that, without inmate workers, King County would pay for.	XX			XX
Eliminate or modify work release	Broward		Peer jurisdictions have determined that if inmates are safe enough to be in the community for 12 hours a day, they are safe enough to be in the community for 24 hours a day. Most jurisdictions interviewed have determined that staffing a work release facility with corrections officers and staff is prohibitively expensive and have closed their work release facilities. Work release could be modified in King County to include increased use of electronic monitoring, GPS-enhanced electronic monitoring, or removing security staff from the work release facility in the King County Courthouse.	XX		XX	XX
Increase available commissary items/purchases	Pinellas		Increasing the amount or type of commissary that the inmates can access could provide some revenue to the Inmate Welfare Fund (IWF). Some items cannot be included in commissary for safety and security reasons in the facility, but DAJD is looking at what can be increased. Additionally, the revenue is not directed to the General Fund, so DAJD will need to determine what can be funded, within policy for the IWF, with any additional revenue.		XX		
Increase jail industries	Pinellas		Increase and diversify the amount and type of jail industries to increase revenue. Some peer jurisdictions have invested heavily in jail industries, allowing the inmates to manufacture, clean and mend uniforms, and to provide out-of-facility services such as lawn care and maintenance to other state, county and local facilities. DAJD's Community Corrections Division currently provides some of these services. Most of the jurisdictions interviewed that have offset costs of materials and services by using inmate workers are located in right-to-work states and, therefore, not constrained by the same labor environment that King County is.	XX	XX		XX

Table Five: Peer Jurisdictions' Practices, Discussion and Risks

Practice	Jurisdiction	DAJD Practice	Description and Issues for King County	Labor	Safety	CJ System	Other
Increase reliance on community corrections	Broward		Broward County was severely overcrowded and required by DOJ to significantly reduce their secure population. They have relied heavily on the expansion of the Division of Community Control, which has 213 staff responsible for 10,000 ADP of participants in Community Corrections programs. Expansion of Community Corrections in King County would require additional staff and the consistent use of a risk assessment tool, which would require King County to implement a more sophisticated case management tool.	XX		XX	XX
Increase use of video for visitation and court	Travis Bernalillo	XX	Many peer jurisdictions have increased the use of video visitation and video court to reduce the number of transports to court and the use of correctional officer time. DAJD currently utilizes video for some court appearances, primarily for the south county cities involved in the SCORE partnership. DAJD has proposed the reduction of one FTE in the 2012 budget in anticipation of decreased use of video when the SCORE facility opens in late 2011. Increased video use in KCCF will require significant facility upgrades. DAJD continues to look for ways to increase use of video in its facilities.			XX	
Judges move courtrooms, while inmates stay in one place	Snohomish	XX	Instead of taking single inmates to multiple courts, which is an inefficient use of correctional staff, some jurisdictions now have multiple judges report to a single courtroom. Due to consolidation of most in-custody hearings, this is not a large issue for King County. However, more efficient scheduling of Superior Court hearings could help to limit overtime utilization in DAJD's Court Transport unit.			XX	
Limit plea bargains	Montgomery		Montgomery County, Maryland has a policy of limiting plea bargains to sentence lengths that would be served in prison, rather than local jail. This would lengthen criminal sentences, but move them past the 12-month threshold that determines whether they are served in jail or in prison, thereby lowering DAJD's population. This arbitrarily limits the discretion of the Prosecuting Attorney and the Superior Court judges and, therefore, would require significant buy in of King County's separately elected Criminal Justice partners.			XX	
New formulary for pharmacy	Snohomish Pierce	XX	Both Pierce and Snohomish Counties have begun using the new formulary that the Washington State Department of Corrections developed, and have reported significant savings. Jail Health uses and updates a formulary and has achieved pharmaceutical savings and contained cost growth.				XX

Table Five: Peer Jurisdictions' Practices, Discussion and Risks

Practice	Jurisdiction	DAJD Practice	Description and Issues for King County	Labor	Safety	CJ System	Other
Pre-booking release mechanism	Multnomah Pinellas		Courts use a risk assessment tool, based on risk of failure to appear, to release at the front door. Risk is based on failure to appear for hearings/trial. Pre-booking release is one component of a fiscal capacity or capacity management plan. The jurisdictions that budget to a capacity all use a pre-booking release mechanism to control the population flow into the facility. Inmates who would be released pre-trial, based on a standardized risk assessment, would never be booked. A system-wide coordinated risk assessment tool would be required to implement this in King County. A new jail management system would likely be required and our contract for jail beds with the Cities and DOC would need to be addressed. King County is currently developing a post-booking risk assessment tool.		XX	XX	XX
Pre-Trial Diversion	Montgomery		This practice diverts inmates from jail to community programs, reducing population in the facility.		XX	XX	XX
Privatize transport	Pinellas		Pinellas County has contracted all transportation outside of the facility to a private company and reduced staff accordingly, realizing budget savings. This is not a viable option for King County, given state labor laws.	XX	XX		
Publish a list of pre-trial inmates monthly	Broward		In an effort to educate the judiciary on the effects that trial delays have on the jail population, Broward County publishes a monthly list of inmates who have been in custody, pre-trial, for more than 750 days. The report includes the name of the assigned judge and the reasons for the inmates being held pre-trial are discussed each month at their Criminal Justice Council.			XX	XX
Release matrix/capacity plan	Multnomah Pinellas Pierce		A release matrix is one component of a fiscal capacity management plan to determine release policy and the trigger for release. The jurisdictions interviewed that budget to a capacity all use a release matrix with a pre-defined trigger for release (usually 95% of capacity). The release matrix guides the jail in determining which inmates are able to be released when the jail reaches capacity. Each jurisdiction crafts the release matrix for their specific needs and system. A system-wide coordinated matrix would be required to implement this in King County. A new jail management system would likely be required and the contracts for jail beds with the Cities and DOC would need to be addressed.		XX	XX	

Table Five: Peer Jurisdictions' Practices, Discussion and Risks

Practice	Jurisdiction	DAJD Practice	Description and Issues for King County	Labor	Safety	CJ System	Other
Sanction length determined by jail population	Multnomah		Similar to the practice in Broward County of publishing a list of pre-trial inmates with sizable lengths of stay, other jurisdictions provide daily reports of capacity to the courts, which are then used to determine sanction lengths for violations and sentence lengths for jail-length sentences. This practice is used in jurisdictions with a capacity management plan, as a tool for the courts to understand how sanction length might effect the capacity cap of the facility. If the facility is close to reaching its release trigger, courts have the choice of adjusting sanction and sentence lengths.			XX	
Seasonal "variance beds"	Travis		In some jurisdictions, where seasonal increases in population are the norm, facilities or units are opened and staffed for only specific times of the year. King County does not experience seasonal shifts in population great enough to warrant this practice.	XX			XX
Staggered court transport shifts	Snohomish	XX	Some jurisdictions stagger court transportation shifts to more closely match staff with workload and eliminate the underutilization of staff. Changing the court transport shifts to align more closely with the start and end times of the courts is a practice that King County currently follows.			XX	
Use training officer to fill posts when necessary	Snohomish		Peer jurisdictions daily assess the workload of the training officers and if there are no training courses happening in a day and overtime is needed to backfill a security post, the training officer is pulled back to a post and the training post is left unfilled. With a smaller number of new employee trainings due to slower than usual hiring, this is a practice DAJD will be looking in to.				XX

V. Review of King County's Inmate Classification System

DAJD contacted the NIC to request an evaluation of its procedures for classifying inmates and managing their behavior while in custody. The consultant's evaluation concludes:

"We have found that this jurisdiction operates a well-designed classification system that is valid in every respect. They adhere closely to their well-crafted policies, they continue to rely on a valid classification instrument, their housing plan is developed and maintains the levels of separation needed to protect their inmates, and the due process rights of the inmate population are protected at every step. There are some issues yet to be resolved but the organization seems to have the will to proceed and the desire to continue to operate a fully developed inmate classification system. The recommendations found in this report are suggestions that may help the DAJD further enhance what is already a very fine system of inmate classification." (Demory and Hoke, King County Technical Assistance Report 11-J1049, p.19)

Background

Classification, in the context of a jail setting, is the assignment of an inmate's housing type and location in order to maximize the safety and security of the inmate and staff. An inmate's security classification score is based on several different factors, including current offense, experience with the criminal justice system and recent incarceration behavior.

DAJD uses an objective classification system, with the goal of classifying inmates at the least restrictive custody level and maximizing the privileges available to the inmate. Inmates are classified into four security levels – minimum, medium, close, and maximum security. As the security mix and/or needs of the population change, housing units are reclassified.

Methodology

The department's request of NIC was to evaluate the effectiveness of all parts of King County's classification process, train select jail command staff in the general principles of inmate classification and make recommendations for any changes in policy or practices that may be needed to strengthen the jail's procedures. The on-site visit assessed the operation of the component parts of the existing classification processes and assist jail administrators in any way possible.

The on-site visit was conducted on May 25-27, 2011, by Captain Randy Demory (Kent County Sheriff's Office, Michigan) and Professor Scott Hoke (Cedar Crest College, Allentown, Pennsylvania). Captain Demory and Professor Hoke have provided training and expertise to criminal justice professionals nation-wide in the proper application of security classification for inmate population. In advance of the visit, the consultants reviewed a large quantity of materials, including DAJD's policies and procedures that relate to classification, housing, inmate discipline and programming, as well as the inmate handbook, the 2010 Detention and Alternatives report, the Hammer Settlement Agreement and the Department of Justice (DOJ) Memorandum of Agreement, dated January 15, 2009.

On June 15, 2011, DAJD received and accepted the “Inmate Classification System Technical Assistance Report” (Technical Assistance Report #11-J1049) from the consultants. The Technical Assistance report is attached to this report as Appendix C.

Findings

There are three themes in the findings from the Technical Assistance report:

- DAJD’s Adult Classification System meets most of the normally accepted indicators of a fully implemented and objective jail classification system. DAJD classification staff are highly skilled in applying the system and make an appropriate level of override decisions. Several small modifications to scoring details would increase the overall effectiveness of the system, as would regular formal evaluations of the classification system.
- DAJD’s inmate management and classification technology are less than optimal. NIC consultants suggest that a larger number of reports and easier access to data trends would be helpful to continuing to maintain a smoothly functioning system. Captain Demory and Professor Hoke stated that “...DAJD is *decades behind where it should be in the automation of critical jail functions like inmate classification.*” (*Demory and Hoke, Technical Assistance Report #11-J1049 p. 18*) Emphasis added.
- National best practice suggests that increased programming activity and a wider range of housing areas with greater inmate privileges can be a strong behavioral management tool.

The NIC consultants did not find any evidence of potential over-classification, either inherent in DAJD’s criteria or in implementation of the department’s system. To the contrary, they expressed concern that there is potential *under*-classification occurring where inmates may be screened into a lower level of classification than may be appropriate. The concern about under classification forms the basis of one of their recommendations.

Table 6 presents the recommendations found in the consultant report, a brief discussion of background issues associated with the recommendations, and the next steps for evaluation and/or implementation. For most of the consultant’s suggestions, workgroups have been formed to evaluate the concepts, determine the scope of stakeholders in decisions, determine feasibility, and create an implementation and evaluation plan. For recommendations such as # 7, “Maintain the current housing plan,” no work group was needed.

Table Six: Classification Report Recommendations and Next Steps

#	Issue	Background	Next Steps
1	Infraction tracking	Our existing system of categorizing disciplinary infractions lumps multiple actions into the same category. Greater specificity is needed.	An internal workgroup has been established to review the categorization of infractions.
2	Infraction tracking	Reporting of infractions needs to be more granular. More specific categories and housing unit detail in report.	An internal workgroup has been established to review the categorization of infractions.
3	Offense severity scale	DAJD's existing offense severity scale is based on the RCW offense severity and does not take into account the level of violence associated with the crime.	An internal workgroup has been established and is reviewing the offense severity scale and will make recommendations to Senior Management at the completion of their review.
4	Management risk score	Current use of the management risk score is seen as somewhat subjective. Consultants suggest revision of the existing criteria to be more specific and objective.	An internal workgroup has been established and is reviewing the management risk score for greater objectivity.
5	Increase reporting detail	In many areas of DAJD Classification, the existing reports are insufficiently detailed to provide the level of tracking needed to validate the effectiveness of classification. Some of the reports that will need to be examined are: <ul style="list-style-type: none"> * override rates * Population statistics * Classification data * Classification staff * Housing data * Disciplinary data 	Classification reports are being reviewed, and changes are being worked through DAJD's existing process for reporting changes with KCIT.
6	Continue to Invest in classification training	Maintaining the high level of competence of the classification staff will require continued investment in personnel and resources.	Onsite training will be conducted by Classification Supervisors
7	Maintain existing housing plan	Continue the practice of a well-defined housing plan. Monitor compliance with the plan.	Continue current practice

#	Issue	Background	Next Steps
8	Create higher privilege areas	Consider development of housing areas with great privileges, with defined criteria for entry and exit.	The department will review this recommendation and how it will work with our current capacity utilization plan.
9	Increased programming	Productive activity programming that occupies inmates for hours per day put the focus on positive behaviors	Discuss ongoing programs and activities with Program Managers
10	Restructure classification reviews	Current reviews are an update of the primary interview. Focus on the current institutional behavior to reclassify the inmate.	Classification supervisors are reviewing process and procedures related to reviews and will make recommendations to Senior Management at the completion of their efforts.
11	Develop and monitor indicators of under or over classification	Current practice shows indicators of limited under-classification and no over-classification. Develop additional reports to aid in monitoring these conditions.	Current classification reports are being reviewed and changes or additional reports will be requested through DAJD's existing process for change.
12	Review appropriate use of segregation units, especially psychiatric checks	Work to define and reduce the need for inmates on 15 minute checks. Revise staffing for 15 minute checks. Review the policy of housing psychiatric inmates only at KCCF.	This issue is currently being address by another workgroup.
13	Modernize and integrate the inmate management system with the classification and incident tracking systems	According to the NIC, DAJD is 'decades' behind on automating classification, inmate management and incident tracking in one cohesive, integrated system.	A business case has been completed for replacement of our jail management system. We will continue to address the needs and options for replacement.

VI. Alternative Fee-Setting Strategies for Contract Jail Services

New Approach to Jail Contracting

King County has a long history of contracting with cities for misdemeanor jail bed space. During the past 18 months, DAJD and the Executive's Office have worked actively with many cities on jail planning and contract negotiations. Through these efforts, the County established a new working relationship with contracting cities that took into account the changing landscape for jail services in this region, reframed King County's vital role in the region, and informed new approaches to jail contracting.

Unlike ten years ago, cities today have many more contracting options for jail beds other than King County. Currently, most contracting cities have several agreements with different jurisdictions in place. Given this environment, the cities need for jail beds is different and more complex than in the past. Another unexpected change in the landscape for jail services is that King County has more jail capacity, and for a longer period, than forecasted just a few years ago. This changing landscape presented the County with an opportunity to work with contracting cities to move in several new directions. These efforts

- brought an end to the siting process for a new jail to meet the needs of the North/East Cities (May 2010).
- launched a new forum for all partners in the region to work together on jail planning and improving coordination (November 2010).
- developed new contracts that meet the differing needs of contracting cities represented by the Jail Advisory Group, makes use of the County's available jail capacity, supports efficient justice operations, and creates a fee structure that provides better financial predictability for all parties. (August/September 2011).

In particular, these new contracts recognized that the County and contracting cities have many shared or complementary interests, of which fee-setting is just one. Operational convenience, predictability of fees for cities, stable revenues for the County, improved economies of scale for the County jail, and cooperative future jail planning are the key interests that were part of the negotiations. To account for these interests, the County proposed a framework that included two different agreements. Each one involves a package of terms developed to meet the different needs of the cities. Together, they provide the County stable contracting business well into the future.

New Long Term "Floor" Agreement

As announced on April 14, 2011 by Executive Dow Constantine and Mayor Mike McGinn, with the support of several members from both councils, the City of Seattle and King County took the lead in creating the framework for the long term agreement. The result of this work is that the County will be the primary jail for housing Seattle's misdemeanor inmate population for the next 19 years and will commit to providing a prescribed number of jail beds to meet this need. Seattle will benefit from having access to a facility that is convenient to its court and police, but will also commit to paying for a minimum number of beds regardless of its use ("floor"). Moreover, this arrangement included jail fees commensurate with this long term commitment, a more

predictable process for re-setting the fees, and an approach for Seattle to contribute to jail expansion, if it becomes necessary.

The interlocal agreement for this new long term arrangement has been approved by the respective councils of the County and the City of Seattle. It will take effect on January 1, 2012 and replace the existing agreement in its entirety.

New "No Floor" Agreement

As the long term agreement was being finalized, the County and the cities represented in the Jail Agreement Advisory Group (JAG) undertook developing a new agreement for cities that are interested in using the County jail as a secondary facility. While this agreement would share common administrative provisions with the long term agreement, it commits the County to providing a relatively small number of jail beds for a shorter period of time with terms that allow either party to terminate the agreement with a minimum notification of 100 days. Moreover, the cities under this agreement are not required to pay for a minimum number of jail beds regardless of use. The agreement also provides a mechanism for cities to express an interest in a long term "floor" agreement at a later date and for the County to respond as to whether it has the capacity to do so. Another feature of this agreement is that it provides a lower booking fee (\$150-\$196) than the current agreement (\$372 - \$452) by incorporating the majority of booking costs into the daily fee. Otherwise, the process for re-setting the jail fees is the same as the long term agreement.

Consistent with the "Most Favored Treatment" clause of the existing agreement, the County, will send a letter to all cities other than Seattle making these agreements available to contracting cities. If cities do not accept either of these agreements within 60 days, the County is not obligated to offer it to them in the future, per the "Most Favored Treatment" clause of the current agreement.

Fee-Setting Approach

As noted above, the approach to setting jail fees was one part of a complex package of terms to meet the needs of the contract cities and the County. The result is that the County will receive stable and reasonable revenue (\$11.5 million beginning 2012) from these arrangements for many years into the future. During negotiations, the parties sought a fee-setting approach that was fair, predictable, and straightforward. In particular, it was felt that the recent volatility of fees showed that the approach in the current agreement was not sufficiently predictable and too complicated.

Overall, only a few changes to the current cost model were required. Consequently, the fee-setting approach in the new agreements still includes the following features:

- The types of fees continue to include daily maintenance, booking and Work Education Release (WER) fees, and surcharges for medical and psychiatric services.
- The model for calculating the fees includes the same types of direct and indirect costs.

The following changes to the fee-setting approach were made as part of the package of terms in the new agreements:

- The 2012 jail fees in the new agreements are calculated using 2011 budgeted costs and workload instead of 2009 actuals, as required in the current agreement. The lag time of three years is too long, given the recent fluctuations in workload and costs, and would result in fees that were not reflective of current cost and workload trends.
- Fees are updated annually based on an independent inflation index, plus 3 percent for medical related fees or 1.5 percent for non-medical fees. The exception is that every fifth year the fees are recalculated using the cost model detailed in the agreements. Overall, this approach provides the cities more predictability in the fees than the volatility that was recently experienced with the current agreement.
- 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. For 2012, the difference is as follows:

	Current Agreement	New "No Floor" Agreement	New Long Term Agreement -
Base Booking Fee	\$371.85	\$150	\$95
Booking Fee with Screeners	\$451.72	\$195.96	Approx \$141
Daily fee	\$135.51	\$132.01	\$125

The above table illustrates another negotiated feature of the new agreements. Between the two types of agreements, the most favorable jail fees coincide with the new long term agreement. This agreement provides the County with a stable source of revenue for 19 years, as the city is guaranteeing to pay for a minimum number of beds regardless of whether it is using these beds. The more favorable fees were calculated by not including approximately half of the booking costs in the cost model. Consequently, the lower cost basis results in a lower booking fee and a lower daily fee (as less of the booking costs moved to the daily fee).

The County's experience with the jail contracts over the past 10 years shows that fee-setting approaches can be complex and can become a barrier to mutually-beneficial contracting arrangements. The new agreements build on these experiences and include fee-setting approaches that are part of a package of terms that meet the operational and financial interests of all parties.

VII. Conclusion

In response to the Council's six budget provisos to the 2011 Adopted Budget, DAJD updated its methodology for forecasting the inmate population, conducted extensive reviews of operational efficiencies, and engaged national experts to advise on multiple aspects of jail operations. In conjunction with and related to these activities, the department has taken several steps to continue to provide services at decreased cost, which in turn significantly offset cost increases due to factors such as the increase in the number of inmates with special psychiatric needs. The studies commissioned in response to the budget provisos have validated the soundness of DAJD's operations in many respects, while also pointing the way toward improvements and efficiencies to be pursued. The department has now begun to incorporate these multiple studies into a combined work plan that will set priorities and timelines for future implementation, in keeping with both the County Council's intent behind the provisos and the Executive's reform agenda. The results of this work will form the basis for a future focus on operational efficiencies in jail services into 2012 and beyond.



U.S. Department of Justice

National Institute of Corrections

Washington, DC 20534

March 25, 2011

Ms. Claudia Balducci, Director
King County Department of Adult and Juvenile Detention
500 5th Ave
KCF-AD-0600
Seattle, WA 98104

RE: Technical Assistance Request

Dear Director Balducci:

This letter is in response to your letter of request for technical assistance. The following is a summary of the conversation with your team members held on 2/24/2010. I have reviewed the request and am pleased that NIC will be able to assist you in several areas.

1. Operational review of the intake/transfer and release process - NIC will provide you with three Technical Resource Provider (TRPs) teams to consider for this review. NIC will work with you on developing the statement of work for this event. The goal will be to review the entire intake/release process and provide recommendations to enhance the intake/release process. NIC expects the team to be on site for at least three days. The selected team members will communicate with the team selected for the next category since the operations are linked.
2. Review of the classification process - NIC will provide you with technical assistance in this area. The team (2 TRPs) selected for this event will assess your current classification process against best practices and standards for classification. This team will also review your current housing plans. (see #4) Assessing the risks and needs of the inmates is the first step in implementing an inmate behavior management strategy and housing the inmate appropriately is the second. Again, this team will share information with the team selected to review the intake/release operation.
3. Staffing analysis – as I indicated in our conversation we do not conduct staffing analysis for agencies. On a very limited basis we do provide training on the process to enable agencies to conduct the analysis themselves today and in the future. If you wish to pursue this assistance a separate letter would be required. NIC will provide the training for selected staff if funding is available.

4. Capacity and population management - the housing plan part of the request will be included in the classification review. Developing a housing plan that matches your population, provides contingency plans for population increases/decreases, natural disasters or routine activities such as ongoing unit maintenance, is a critical part of the classification process and inmate behavior management strategy.
5. Cost reduction, contracting and jail-bed contract fee setting – NIC does not have any resources to offer in this area in terms of technical assistance. Your participation in the Large Jail Network is an excellent way to reach out to similarly sized jurisdictions facing similar challenges. Peer to peer sharing of information will be most valuable to you.

We look forward to providing technical assistance to King County in the areas noted above. Please let me know if you have any further questions. I can be reached at (800) 995-6423 ext. 71070 or by e-mail fzandi@bop.gov.

Sincerely,



Fran Zandi
Technical Assistance Manager
NIC Jails Division

DAJD
P2 – Proviso Response
Initial Questions for Peer Jurisdictions

King County is entering its fourth consecutive year of reductions to corrections cost during the annual budget cycle. Annual cost reductions have ranged from 3-10 % and will continue into the foreseeable future. As a result, we are contacting counties around the country to learn about effective cost reduction strategies. We are interested in direct jail costs.

Questions:

1. Can you provide a brief overview of your operating structure – number of facilities and beds in each, staffing, shift coverage/staffing (8, 12 or other), and administrative structure (including legal mandates, labor environment).
2. Has your jurisdiction reduced jail operating costs? How much and over what period of time?
3. What areas of your operation were reduced and what were the impacts? Did you reduce in any of the following areas:
 - a. Have you taken steps to reduce your overtime budget, if so what did you do and what was the result? (probe: labor/union implications, part-time or pool of employees?)
 - b. Cost effective staffing?
 - c. Reductions in supplies/services?
 - d. Curbing medical costs? – hospital guarding?
 - e. Transport/court costs?
 - f. Kitchen/food service costs?
 - g. Training?
 - h. Ammunition for practice for weapons-qualified CO's?
 - i. Other areas?
4. Have you implemented staff salary freezes and/or hiring freezes, mandatory furloughs, or reduction of work hours?
5. How do you respond to fluctuations in population either up or down?
6. Do you contract with other jurisdictions for jail beds? What is your fee-setting strategy for these contracts? What are the basic principles of the contract (per day costs, beds guaranteed?)
7. Have you worked collaboratively with your court system and prosecuting attorney to make system-wide changes that contributed to jail cost reductions? If so, what did you do and what was most effective at reducing jail costs?

**Inmate Classification System
Technical Assistance Report**

**King County
Department of Adult and Juvenile Detention
Seattle, Washington**

Technical Assistance Report #11 – J1049

**prepared by
Randy Demory
and
Scott Hoke**

**National Institute of Corrections
Jails Division**

June 15 2011

Introduction

The King County Department of Adult and Juvenile Detention (DAJD) contacted the National Institute of Corrections (NIC) to request an evaluation of its procedures for classifying inmates and managing their behavior while in custody. The assignment was to evaluate the effectiveness of all parts of King County's classification process, train select jail command staff in the general principles of inmate classification and make recommendations for any changes in policy or practices that may be needed to strengthen the jail's procedures. The on-site visit would assess the operation of the component parts of the existing classification processes and assist jail administrators in any way possible.

The on-site visit was conducted on May 25-27, 2011, by Randy Demory and Scott Hoke. In advance of the visit we reviewed a large quantity of materials, including the DAJD's policies and procedures that relate to classification, housing, inmate discipline and programs, as well as the inmate handbook. We were also able to review the 2010 DAJD Detention and Alternatives Report, the Hammer Settlement Agreement, and the Department of Justice (DOJ) Memorandum of Agreement dated January 15, 2009.

On-site Visit Activities

Our contact on this project was Jeannie Macnab, Senior Policy Analyst in the County's Executive Office of Performance, Strategy and Budget. Our main contact within the jail was Program Director Bernie Dennehy, who has the responsibility of overseeing the classification practices of this jurisdiction. We were able to meet with the key administrative stakeholders on the morning of the first day. Present at this meeting were:

- Claudia Balducci, Department Director
- Kari Tamura, Deputy Director
- Jonathan Swift, Chief Administrator
- Willie Hayes, Commander, Regional Justice Center (RJC) jail
- Bernie Dennehy, Classification Program Director
- Brien O'Farrell, Classification Program Supervisor
- Bruce Reeder, Classification Program Supervisor

- Vicki Shumaker, Classification Program Supervisor
- Chris Womack, Classification Program Supervisor
- Jeannie Macnab, Senior Policy Analyst

Following this meeting we were given a tour of the KCCF jail and spent the balance of the day meeting with classification staff and supervisors, learning their systems and protocols, observing classification interviews and auditing some randomly selected classifications. Everyone we met throughout the course of our visit was generous with their time and they are clearly committed to the success of classification and its associated functions. The second day we went to the RJC jail and repeated the process there, as well as meeting with RJC command staff, classification staff and program people. The third day we were back at KCCF, meeting with program staff and medical providers, and then following up with classification staff to wrap up a few details. In the afternoon of the last day we conducted a training session with DAJD command staff exposing them to the philosophy behind objective jail classification and its basic principles. The three-day visit concluded with a debriefing attended by nearly all of the DAJD command staff.

Overview of the King County Facilities

We were given a comprehensive tour of both jail facilities. The King County adult detention facilities consist of two jails with a combined capacity of 3,039 beds. King County Correctional Facility (KCCF), the older jail facility in downtown Seattle, was constructed in the 1980's and consists of a high-rise "tower" and the "west wing" with mostly linear cell blocks made up of single cells, double-bunked cells, and small dorm rooms. It consists mostly of linear remote or podular indirect supervision. In 2010 the monthly average population at KCCF ranged between 1,308 and 1,528, and the current population of this facility continues within this range.

The DAJD also operates a jail at the Maleng Regional Justice Center (RJC) located in Kent, Washington. This newer jail building, opened in 1997, consists mostly of directly supervised pods containing 64 inmates, some with the capacity to be double bunked to 115 beds. The inmate count was 820 on the day of our visit. Booking and classification functions take place at both of these facilities, although street arrests are accepted at RJC only during limited daytime hours.

Key Indicators of an Inmate Classification System

The present inmate classification system used by King County was developed with the assistance of the NIC in the mid-1980's. It has continued to be used with very minor modifications since that time. The classification division is a "full-service" department, conducting all of the services normally associated with inmate classification, such as maintaining a presence in booking, conducting initial classifications, classification interviews, and classification reviews. The classification Corrections Program Specialists (CPS) also make all inmate housing placements, manage housing units, answer inmate kites, and conduct disciplinary hearing.

We compared the classification functions of this facility to the normally accepted indicators of a fully implemented objective jail classification system. These indicators, along with a brief description of this organization's compliance to them, appear below. These indicators were developed and explained in more detail for key administrative personnel in the training we conducted on the last day, and in personal conversations with classification personnel.

1. ***Do objective classification instruments exist that use reliable and valid criteria?*** The classification instrument that this jurisdiction uses was developed specifically for King County with assistance from the NIC in the 1980's. We examined this instrument carefully and it is an objective instrument that uses the normally accepted criteria. It is a valid instrument and it is being properly applied by this jurisdiction.
2. ***Are there are sufficient resources dedicated to the classification function?*** The DAJD has devoted sufficient resources to the work of classification. The unit is properly staffed, supervised and equipped to perform its functions.
3. ***Are meaningful classification interviews are being done?*** Yes, classification interviews are being conducted with each initial classification and with the classification reviews when needed. The interviews we witnessed were meaningful and comprehensive.
4. ***Is there an appropriate use of overrides?*** This jurisdiction has a well-defined policy for conducting overrides and they are being appropriately done and supervised.

5. ***Are inmates being reclassified in a timely and objective fashion?*** The DAJD has detailed policies for classification reviews and we established that this policy is closely followed with a number of different types of reviews being done on both a scheduled and event-driven basis.
6. ***Does a housing plan exist that is consistent with the classification system?*** Both KCCF and RJC have detailed housing plans that are closely followed, well known to staff and revised frequently on an as-needed basis.
7. ***Is the classification system is fully automated?*** King County operates an old-style “main frame” computer that includes a jail system that supports most, but not all important classification functions.
8. ***Are there are regular and periodic formal evaluations of the classification system?*** While the classification functions are well supervised by an adequate number of dedicated classification supervisors who give very close attention to the daily work of the classification system, there are no formal audits or evaluations.

Findings and Recommendations Concerning Inmate Classification

On the final afternoon of our visit we conducted an exit debriefing with the DAJD Director, Deputy Director and most of the command staff who were present in the introductory meeting. We were also joined by KCCF Commander Gordy Karlsson, who was unavailable earlier in the week. The section below records the specific findings and recommendations we made to the command staff for how to fine-tune their already valid objective inmate classification system. The suggestions presented below (in no particular order), if adopted, could be implemented over time in an orderly fashion. We also recommended that the leaders procure the NIC publication *Objective Jail Classification Systems: A Guide for Jail Administrators* by Dr. James Austin for further study, particularly on the subject of information system reports necessary to monitor classification functions.

1. **Develop your ability to track the incidents of unwanted inmate behavior in both facilities.**
Since the goal of any inmate classification system is to prevent acts of violence and other unwanted inmate behavior, one of the most important tools for monitoring the ongoing validation of this jail’s system is a robust ability to track incidents as they occur in the housing units. The DAJD has some ability to do this now, but it currently falls short of what is needed.

To illustrate this, the table below contains the counts of inmate incidents in the first quarter of 2011 that we produced from the raw data sent to us by Jeannie Macnab.

Table 1: Inmate Incidents - first quarter 2011

Type	January	February	March	Sum	Average
AR - Arson	0	0	0	0	0.0
CB - Contraband	38	23	10	71	23.7
DB - Disruptive Behavior	19	12	10	41	13.7
DE - Destructive Behavior	12	8	5	25	8.3
ES - Escape	3	3	2	8	2.7
II - Physical Contact - Inmates	53	28	27	108	36.0
IS - Physical Contact - Staff	14	8	10	32	10.7
OT - Other	27	34	31	92	30.7
RE - Resisting Staff	25	20	13	58	19.3
RF - Refusing Orders	98	108	115	321	107.0
SA - Sexual Act	3	3	3	9	3.0
SH - Sexual Harassment	4	2	3	9	3.0
SM - Sexual Materials	0	0	0	0	0.0
TA - Tampering	26	10	8	44	14.7
TH - Theft	9	9	10	28	9.3
TR - Threats	15	18	12	45	15.0
UA - Unauthorized Area	4	3	6	13	4.3
VI - Verbal Argument - Inmates	0	1	3	4	1.3
VS - Verbal Argument - Staff	53	40	33	126	42.0
totals	403	330	301	1034	344.7

There are two issues to consider with respect to the reporting of institutional infractions. The first relates to specificity. Although the 60 listed infractions are well defined in the inmate handbook, some combine types of behavior that need to be tracked independently of one another. As an example, rule number 208 is, "Sexual Acts/Indecent Exposure." The term "sexual acts" is defined as "Engaging in sexual acts with others" while the term "indecent exposure" is defined as "deliberately exposing parts of the body." Of the nine incidents that occurred in 2011 (identified in the broader category SA in Table 1) it would be important to know which of those acts involved sexual contact and which were simply exposures. That is not possible in the current reporting format. These two incidents are different and need to be identified as different incident codes.

The second issue involves the reporting of the larger categories, identified by the two letter system of abbreviations presented in Table 1. Although helpful to categorize misconduct into larger categories, it is also important to detail the specifics of each category so the administration can more closely monitor inmate behavior. As an example, the category SA (sexual assault) contains three types of behavior: sexual assaults, consensual sexual acts, and indecent exposure. Knowing the rate at which those three separate incidents occurs has value and each may result in the administration taking a different type of corrective action. Inmate behavior should be reported in such as fashion as to allow for problems to be identified and solutions suggested. Larger categories that contain different types of behavior can create difficulties in the identification and response to certain behavior.

To further illustrate this issue, table 2 below contains the top six rule violations in the first quarter of 2011. The top code, RF, includes the infractions for refusing an order during an emergency, refusing cell placements, and refusing a direct staff order or posted order. Approximately 30% of the infractions in this quarter were listed as RF violations, but we don't know which of the three actual infractions they were. The same can be said for all of the categories in table 2. The most notable of these is the code OT (other), which includes 19 infractions in that one category.

Table 2: Top 6 Infractions - first quarter 2011

Type	Sum
RF - Refusing Orders	321
VS - Verbal Argument - Staff	126
II - Physical Contact - Inmates	108
OT - Other	92
CB - Contraband	71
RE - Resisting Staff	58

We recommend that administrators work with either their IT people or with Looking Glass to develop a full range of reports to help them track infractions with detail. It is particularly important that the custody level of the inmates committing the infractions are included in the analysis, as well as the location of the incidents, time, date, day of the week, and officers involved. Beyond just counting infractions, incidents also need to be encoded with other aspects

of the episode that administrators are interested in, such as if force was used, what type of force, were there injuries, did anyone go to the hospital, etc. Samples of these types of reports were left with the command staff attending the debriefing.

2. **Consider refining the severity of offense scale.** DAJD's classification instrument measures the SO, which is the seriousness of the current offense. When inmate classification tools measure the seriousness or severity of offense, they are measuring the level of violence associated with the charge. This is a valid predictor of future inmate violence. The DAJD instrument, like many other classification point additive instruments, divides the severity of offense into four levels, from the highest, SO-4, which contains murder and other extremely violent offenses, to SO-1 which contains minor felonies and all misdemeanors.

The DAJD scale generally follows the logic of a normal severity of offense scale, reserving the highest level for the capital and life-time offenses, with the addition of high-profile cases. The rest of the list basically has group A felonies in SO-3 and group B felonies in SO-2, with group C felonies and all misdemeanors in SO-1. Our only concern was that a reliance on the felony groups may have allowed some low-severity charges to be included with high-severity charges, which would lead to an occasional over-classification. We pointed out some examples while we were on site, such as the inclusion of Animal Cruelty, Promoting Prostitution, Cyberstalking, and felony Violation of a No Contact Order into the SO-2 group.

We suggest that the classification supervisors come up with a severity of offense scale that includes every possible charge that a person may have who comes to this jail. The list will likely be several pages long. Each charge will be placed into one of the four groups, with special attention being given to grouping charges with like severity and violence. The classification supervisors were provided with examples of such severity of offense scales.

3. **Consider moving to a more objective scale for measuring inmate institutional behavior.** The DAJD classification instrument includes a measurement of inmate institutional behavior by the inclusion of a "Security Level" grid that plots an inmate's FC score (a combination of

seriousness of offense, detainer status, escape history, conviction history, and incarceration experience) on a matrix with the inmate's MR score (Management Risk, or institutional behavior.) The Security Level grid for felons is depicted in table 3 below. Notice that it makes no difference to an inmate's custody level if he is judged to be either a MR 1 or MR 2.

Table 3: Security Level for Felons

	MR 1	MR 2	MR 3	MR 5
FC 1	Minimum	Minimum	Close High	Maximum
FC 2	Medium	Medium	Close High	Maximum
FC 3	Close	Close	Close High	Maximum
FC 4	Maximum	Maximum	Maximum	Maximum

Each MR level is defined by policy with each level getting some descriptive bullet points (cooperative, defiant, physically aggressive, or security risk to others, for example) and a further description in narrative form that is several pages long for each MR level. It actually is a very good attempt to objectify what would otherwise be a subjective assessment of an inmate's management risk.

In practice, all classification staff and supervisors acknowledged that the MR scale is applied subjectively. All of the classification staff that we talked to showed us examples of the MR rankings being used interchangeably depending on who were doing the classifying and what custody level they wanted the inmate to end up as. We observed an inmate who had two fights within the last five years and a different inmate who had recently broken someone's nose, scored as a MR 1 (meaning cooperative, compliant, problem free or near problem free behavior) and other inmates with no acts of violence in their records being scored at higher levels. It does not appear that the matrix is functioning as objectively as the designer of the scale probably intended.

During our debriefing we suggested a slight alteration to the scale that would lead to a more objective assessment of inmate institutional behavior, and would be more in conformity with the majority of objective classification instruments. This alteration is depicted in table 4 below.

Table 4: Suggested Revision to MR Scale

	MR 1	MR 2	MR 3	MR 4
FC 1	Minimum	Medium	Close	Maximum
FC 2	Medium	Close	Maximum	Maximum
FC 3	Close	Maximum	Maximum	Maximum
FC 4	Maximum	Maximum	Maximum	Maximum

For this example to work, the facility would have to define specific objective criteria for each MR level. For example, MR 1 could be defined as, “Inmate has had no institutional infractions for violent behavior within the last 5 years, and no other nonviolent infractions resulting in segregation time within the last 3 years.” MR 2 could be defined as, “Inmate had one or two infraction(s) for violent behavior within the 5 years or one infraction resulting in segregation time within the last 3 years.” MR 3 could be defined as, “Inmate had 3 or more violent infractions within the last 5 years or 2 or more nonviolent infractions within the last 3 years.” MR 4 could be defined as, “Inmate has assaulted staff within the last 10 years, or has exhibited violent behavior in 3 or more prior bookings, or has had infractions resulting in segregation during at least 5 prior bookings.”

Once the different MR levels are properly defined, they need to be objectively applied. If an inmate’s record fits the description, he gets the points – if not, he doesn’t. If the classification staff disagrees with the resulting custody assignment they are free to override and mark the custody assignment accordingly.

4. Override rates and practices would benefit from the ability to be more closely monitored.

This jurisdiction has not made a practice of monitoring its override rate. Overrides are well defined in policy, and from what we could tell from our audit of files, are being appropriately done. Classification Supervisor Bruce Reeder was able to produce a report from March and April, 2011, showing an override rate for primary classifications at 9% for one month and 8% for the next. That is right on target with a general rate that we’d like to see, which again suggests that the overrides are being appropriately done.

Still, we suggest that reports be designed to allow for a regular, monthly examination of the override rates for each classification person, that breaks out primary classifications from reclassifications, and indicates whether the override was to a higher security level or a lower one. An example of this type of monthly audit was left with Supervisor Reeder. Overrides are a very important indicator that either all is well with the classification system or perhaps something is wrong, depending on what the rate is from month to month. It is also possible that if the facility makes the change to the MR scale suggested in recommendation number three, it may experience some significant fluctuation in the override rate until staff become accustomed to the new matrix and begin to trust it.

5. **This jurisdiction enjoys the services of a very competent classification staff and supervisors.** This would be a good place to point out that we found the classification staff, both the first-line Corrections Program Specialists and their supervisors, to be experienced and very competent. Most of them were formerly security officers, and they all have years if not decades of experience within the department. They are thoroughly familiar with every aspect of their jobs and from what we could observe, are singularly dedicated to the well-being of the DAJD, the security staff and the inmate population. The administration of the DAJD has staffed the classification unit with adequate numbers and has given them the authority and the resources to do their job. This jurisdiction would be wise to carry on investing in the classification unit with training and continued resources, and these staff members will certainly repay that investment many times over.

6. **Continue to maintain a well-defined housing plan.** This jurisdiction has a well-defined housing plan for both jurisdictions that governs what types of inmates are housed together, and separates inmates based on custody level. Their published housing grids do what a formal housing plan should do, which is define the custody designation for each housing unit and provide for the placement of minimum, medium, close, and maximum custody inmates, as well for special classification areas such as disciplinary segregation units, administrative segregation units, and protective custody units. Our audits in both facilities did not show any inmates mixed in housing units with inmates of other custody levels except in special use areas such as the

medical infirmary. The leaders were cautioned that even in special use areas, minimum custody inmates should never be mixed with maximum custody inmates.

- 7. Consider the advantages of introducing more privileges to selected portions of the inmate population.** This jurisdiction might consider using more privileges as tools to control inmate behavior. All inmates in general population, whether minimum, medium, close, or maximum custody should be afforded privileges and living conditions sufficient to convince the inmates that it is in their own best interest to remain in general population. All inmates should know what privileges they would lose if they were to be reclassified to a higher custody level. They should also know what privileges they would gain if they were to be reclassified to a lower custody level or moved to a “good-behavior” pod reserved for inmates with exemplary behavior.

There was little difference in the privileges between the housing units or custody levels within either the KCCF or RJC facilities. In KCCF in particular, leaders might reconsider what administrative advantages are being gained by the significant amount of lock-down time for the inmates in general population, as opposed to the kind of voluntary compliance that might be had from inmates who have more to lose, privilege-wise. We suggest that the facilities consider testing some good behavior pods or “honor pods” and see if the additional privileges are repaid by fewer rule violations in those units. KCCF already has two or three “over age 45” units, so those might be good locations to start.

- 8. Programs should be continued and if possible, expanded in order to find ways to keep the inmates productively occupied.** Keeping inmates occupied with productive activities is an important part of any inmate behavior management plan. The idea is to keep inmates occupied with productive activities that put the focus on positive behavior instead of negative actions. Experience has shown that inmates want to have access to meaningful activities and they become strongly motivated to behave in order to continue to participate in them.

We were very impressed with the program managers in both facilities. In talking with classification staff we found support for the concept of introducing productive activities and programs. If the facilities are able to find ways to increase programming, the roll of

classification should be to help screen inmates for needs, and then help enroll inmates with specific needs into the programs that may help them. The goal is to look for the type of programs and activities that will occupy the participating inmates for hours at a time every day rather than just an hour or two each week. During some meetings we suggested that the facilities look into the efficiencies and other benefits that could be realized by creating “program pods.” These are housing units where every inmate in the housing unit is active in the same type of programming, such as religious pods, drug treatment pods, sobriety pods, or reentry pods. This concept is very similar to the Transitional Recovery Program operating in L pod at the RJC facility.

9. **Consider the differences between a true reclassification and a review.** This jurisdiction conducts regularly scheduled classification reviews and reviews that are prompted by certain events, but it does not presently function as a true reclassification because there is not a separate instrument that emphasizes current institutional behavior. All reviews are conducted by “refreshing” the primary instrument, mostly because the detention status could have changed or a charge may have been added or dropped. The MR scale is also reexamined based on the inmate’s behavior, but it is somewhat subjectively applied at the review stage as it is during the primary or initial classification.

It is our opinion that this jurisdiction can use the same revision to the MR matrix that we suggested in recommendation number three above (table 4 is reproduced below as table 5 for convenience of discussion purposes). The matrix grid would be the same, but the definitions would change to accommodate the difference between an initial classification and a reclassification. The classification officers would start on the grid with the custody level that is descriptive of the inmate’s last classification, such as an inmate who is Medium custody with an FC 1 score combined with a MR 2. Policy would then detail what sort of recent inmate behavior would cause the inmate to be reclassified either up or down. For example, policy could dictate that if the inmate had no rule violations within the last 90 days, he is now a MR 1, which makes him a Minimum custody inmate. Conversely, policy could dictate that certain infractions would

make him a MR 3 (causing him to become Close) and that a violent infraction would make him a MF 4 (causing him to become Maximum custody).

Table 5: Suggested Revision to the MR Matrix

	MR 1	MR 2	MR 3	MR 4
FC 1	Minimum	Medium	Close	Maximum
FC 2	Medium	Close	Maximum	Maximum
FC 3	Close	Maximum	Maximum	Maximum
FC 4	Maximum	Maximum	Maximum	Maximum

This change would move the review scale towards becoming a truly objective reclassification based on current institutional behavior.

10. **We found no evidence of over-classification.** As we reviewed the housing plan and audited the classification files we examined, we were looking for signs that the facility was systematically over-classifying inmates, or adversely affecting minorities in any discernable way. We found no evidence of that on a systematic basis, although it is always possible the individual cases may be over-classified from time to time inadvertently. Our review of the inmates in custody on the day we visited the RJC facility suggested that there were about 10% maximum and close inmates, 40% medium, 40% minimum, and about 10% unclassified. That is very close to what we would expect to see, and in particular the percentage of maximum and close inmates does not suggest over-classification.

In KCCF we were not able to effectively produce a snapshot of the inmates in custody on one given day like we did at the RJC. The computer system was able to produce a report that shows the number of custody levels resulting from a given range of primary classifications. For example, the 2,083 primary classifications in April, 2011, produced the spread of custody levels seen in table 6 below.

Table 6: Custody Proportions out of 2,083 Cases - April 2011

Type of Custody Level	Percentage of Total Cases
Minimum (1,366 cases)	65%
Medium (535 cases)	26%
Close (125 cases)	6%
Maximum (57 cases)	3%

Looking at a sample of cases taken at booking (such as is done in table 6) is not the same as looking at a sample of cases taken from the “stock” population, or the inmates who stay in custody (such as was done at RJC with the one-day snapshot). In a booking sample, the lower custody inmates are almost always found in greater proportions than in a snapshot of the daily population. Once KCCF is able to produce a report showing the custody levels of a snapshot of the stock population, we would expect the proportion of minimum inmates to be smaller, the proportion of mediums higher, and the proportion of the higher custody inmates somewhat higher.

If anything, we suspect this classification system may be under-classifying instead of over-classifying. We base that suspicion in large part on this jurisdiction’s use of the Management Risk grid discussed in recommendation number three above. It appeared to us that the subjectivity of the MR matrix produced more inmates with a MR 1 or MR 2 score than would be the case if inmate behavior were scored more objectively. The case of an inmate receiving a MR 1 score 60 days after breaking another inmate’s nose is an example. That inmate ended up as a minimum custody inmate, when with most other objective scores that inmate would have been a medium.

11. **Appropriate use of segregation areas.** Each facility housing plan provides separate housing locations for inmates under disciplinary segregation, administrative segregation, protective custody, medical restriction, and psychiatric observation. These housing designations are an important component of an efficient classification system and serve to support the administration’s attempt to control unwanted inmate behavior.

King County is currently experiencing a significant increase in the use of psychiatric observation housing. This has caused a great deal of concern and has led to initiatives that are designed to reduce the population. Given the limitations of the jail management system, however, it has been difficult to identify the cause or causes for the increase. Several suggestions can be made with respect to the analysis and response to the problem:

- It is important to determine if the cause(s) of the increase are a result of internal or external factors. To do this, it is important that the county begin collecting and analyzing data from sources that may be contributing factors. As an example, the administration and medical staff discussed that the increase may be a result of the reduction in community mental health space, or police enforcement practices. If those factors were contributing issues, it would be important to examine admission data relating to the number of homeless inmates entering the facility, the number of inmates with mental health diagnoses entering the facility, and the number of people with misdemeanor charges entering the facility. The administration does not currently have the ability to easily retrieve and review such external data.
- If the review of the external data indicate that external factors have not changed, or may not be the cause of the increase in special housing, it is important to examine internal changes to the identification and housing of mental health inmates. We understand that the involvement of the DOJ may complicate the evaluation of internal changes, but it is necessary to assess these data to the same degree that one evaluates the relevant external data. If it is determined that internal changes have contributed to the increases in the designation of mental health observations, there may be changes that can be made that are commonly accepted in the industry and do not expose any inmate to increased risk of harm.
- The administration has attempted to address some of the difficulties associated with changes in special housing populations through the manipulation of the facility housing plan. However, it is suggested that those efforts continue and that the administration consider the implications of relocating some portions of the mental health population to the RJC. The housing style of that facility may be more conducive to the recovery of mental health offenders than is the KCCF. The current policy is to transfer all mental health inmates who need an increased level of observation from the RJC to the KCCF. Reversing this policy may require operational changes that are too complicated to modify, but it should be evaluated by the administration and mental health staff.
- The administration does make use of a step-down, or transition, process for mental health inmates placed under more frequent observation than general population inmates. This process should continue and is an effective method to deal with the housing problems that come from having such a large number of special housing inmates. In addition, the

administration also uses dormitory style housing for some of the mental health inmates, which is another effective method for dealing with the current housing issues.

- Risk and needs screening are part of the classification process, and classification should support decisions that allow you to use your resources more efficiently. We noticed a couple of things in the mental health area that are unusual in our experience and relate to resources. It is unusual to see fifteen minute block checks required when suicidal inmates are housed in a dorm setting that has good visibility from the outside, and the ratio of deputies required for a given number of inmates on fifteen minute checks seems quite high. We encourage this jurisdiction to continue to examine inmates for suicidal ideation and/or behavior, and to reserve the highest levels of precaution for only those inmates whose needs screening indicates the highest risk of suicide. It may be that many of those who are at lower levels of suicide risk may be safely held in a manner which requires fewer staff resources than the present practice indicates.

12. Work on developing reports and other ways to monitor the effectiveness of the

classification system. It is imperative that the classification process and functions are adequately supervised and audited to insure accuracy, completeness and compliance with policy. Few of the requisite reports exist in the present computer system, although it does seem to adequately provide reports for monitoring the population counts. The following is a list of report types that would benefit the supervision of a classification system.

- Population Statistical Reports – these are the types of reports that allow the facility to track the numbers of inmates in *each custody level and housing unit*, and their race, sex, age, legal status, charges, length of stay and other demographical information needed by the jail's administrators and planners. We stress the importance of associating these demographic data with custody level. The DAJD "Detention and Alternatives" report we reviewed, like many jail reports we've seen, had a series of tables depicting aggregate facility counts by charge status (i.e., sentenced felon, non-sentenced felon, sentenced misdemeanor, etc.). Those data are useful for criminal justice system planners, but for effective management of inmate behavior we are more interested in the trends to be found among the custody levels. For

inmate behavior management purposes, what is happening with medium or maximum custody inmates is more telling than what the trend may be among un-sentenced felons.

- Classification Data Reports – these are the types of reports that count how many inmates are assigned to each custody status, how many overrides were used, and whether classifications are being done in a timely fashion. These types of reports should track both the primary (initial) classifications and the classification reviews.
- Classification Staff Reports – these are the types of reports that count how many classifications are being done by each officer, how many reviews are being done, how many overrides are being done by each officer, what the reasons for the overrides were, and how many of those overrides were up and how many were down. Supervisory staff should also be provided with reports that allow them to track the number and appropriateness of the housing assignments and inmate moves by each staff person.
- Housing Data Reports – these are the types of reports that track whether the inmates are being housed in compliance with the facility’s housing plan. They should provide a wide ability to quickly and easily ascertain, by housing unit, the profiles of the inmates housed there, and how many are correctly housed and how many are mishoused.
- Disciplinary Data Reports – these are the types of reports that allow a facility to track the occurrence of unwanted inmate behavior, as evidenced by incident reports, by custody level and housing unit. These reports provide the very important functions of allowing Detention Center administrators to report their successes in reducing unwanted inmate behavior, to identify “hot spots” within the facility that need extra attention, and to allow for the ongoing validation of the classification system by demonstrating that it is classifying and identifying inmates by misconduct rates.

We do not mean to be overcritical of this jurisdiction’s data analysis efforts, because King County has already taken the proactive step of partnering with an outside analysis firm, Looking Glass, to assist them with making sense of the data stored in its main frame system. That is a progressive step that many other similarly situated large jurisdictions have not taken, and King County deserves recognition for that. However, even with that, the DAJD is *decades* behind where it should be in the automation of critical jail functions like inmate classification. This

surprised us because in every other meaningful regard, the administration and management of these facilities is progressive, modern and current with national best-practices. The complete automation of critical functions with an up-to-date Jail Management System would greatly advance this jurisdiction's ability to analyze data as well as introduce profound efficiencies into the jails' operation. The automation of the incident report system alone, including the writing of reports, conducting hearings, and reviewing outcomes, would yield untold hours saved in efficiencies.

Conclusion

The King County DAJD operates two very well-managed correctional facilities. We were quite favorably impressed with the abilities and professionalism of the command staff of both facilities and the commitment they have made to maintaining proper inmate classification. Director Balducci and her staff appear to be fully dedicated to operating a modern and progressive classification unit incorporating nationally accepted best-practices.

We have found that this jurisdiction operates a well-designed classification system that is valid in every respect. They adhere closely to their well-crafted policies, they continue to rely on a valid classification instrument, their housing plan is developed and maintains the levels of separation needed to protect their inmates, and the due process rights of the inmate population are protected at every step. There are some issues yet to be resolved but the organization seems to have the will to proceed and the desire to continue to operate a fully developed inmate classification system. The recommendations found in this report are suggestions that may help the DAJD further enhance what is already a very fine system of inmate classification.

In our final meeting with DAJD command staff we encouraged them to consider pursuing further technical assistance from the NIC on the topic of Inmate Behavior Management (IBM). Their classification system provides a solid foundation that positions them to receive the almost immediate further benefits that could be found in the proper implementation of all six elements of the IBM program. It is our belief that that foundation, combined with the quality of their staff, would enable this jurisdiction to successfully implement an inmate behavior management plan.

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The resource person who provided the onsite technical assistance did so through a cooperative agreement, at the request of the King County Department of Adult and Juvenile Detention in Seattle, WA 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. Randy Demory and Mr. Scott Hoke. The contents do not necessarily reflect the official views or policies of the National Institute of Corrections.