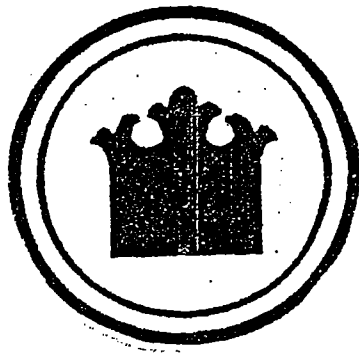
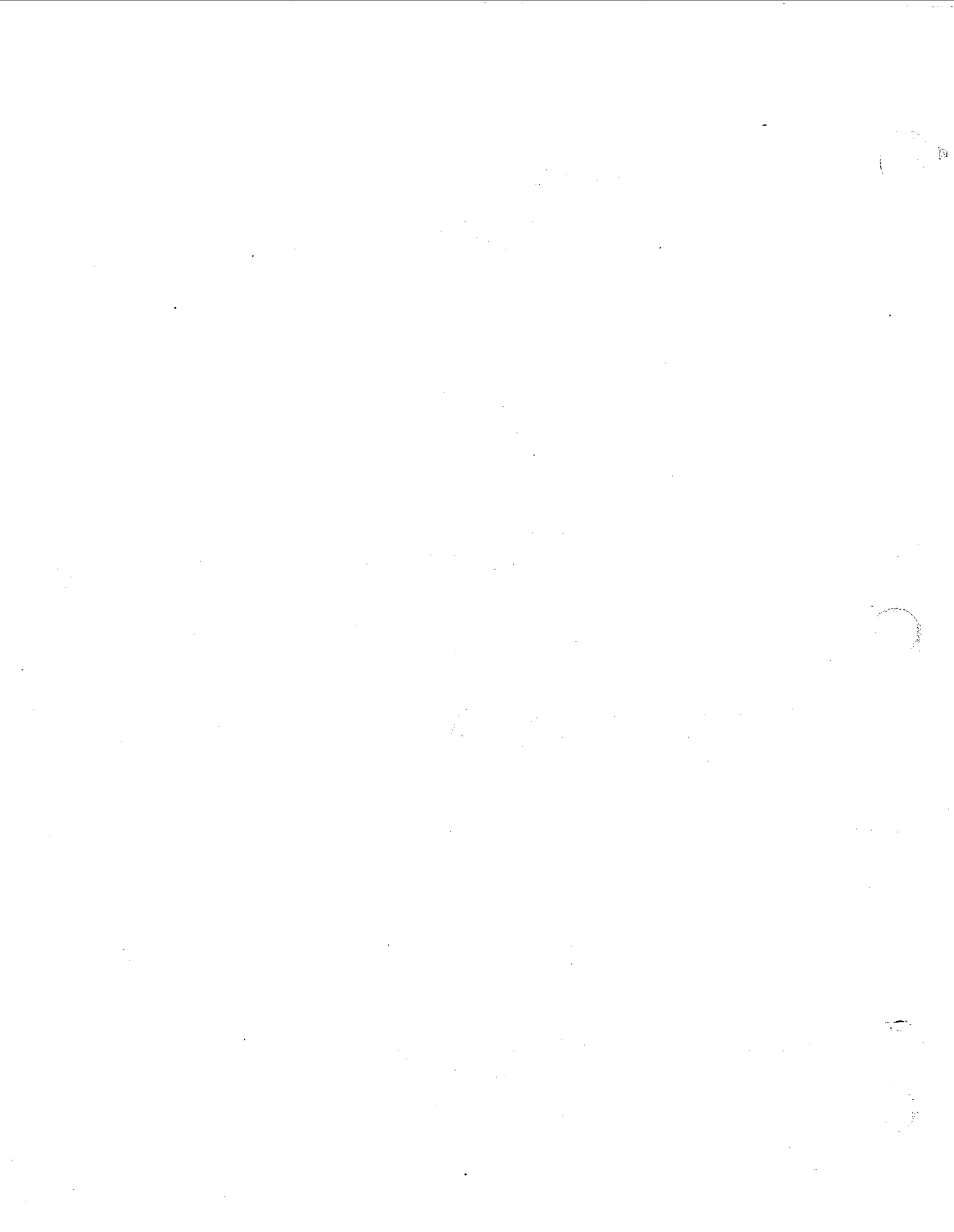


KING COUNTY CORRECTIONAL FACILITY



OPERATIONAL MASTER PLAN

KING COUNTY DEPARTMENT OF ADULT DETENTION
Steve Schwalb, Director
May 30, 1990

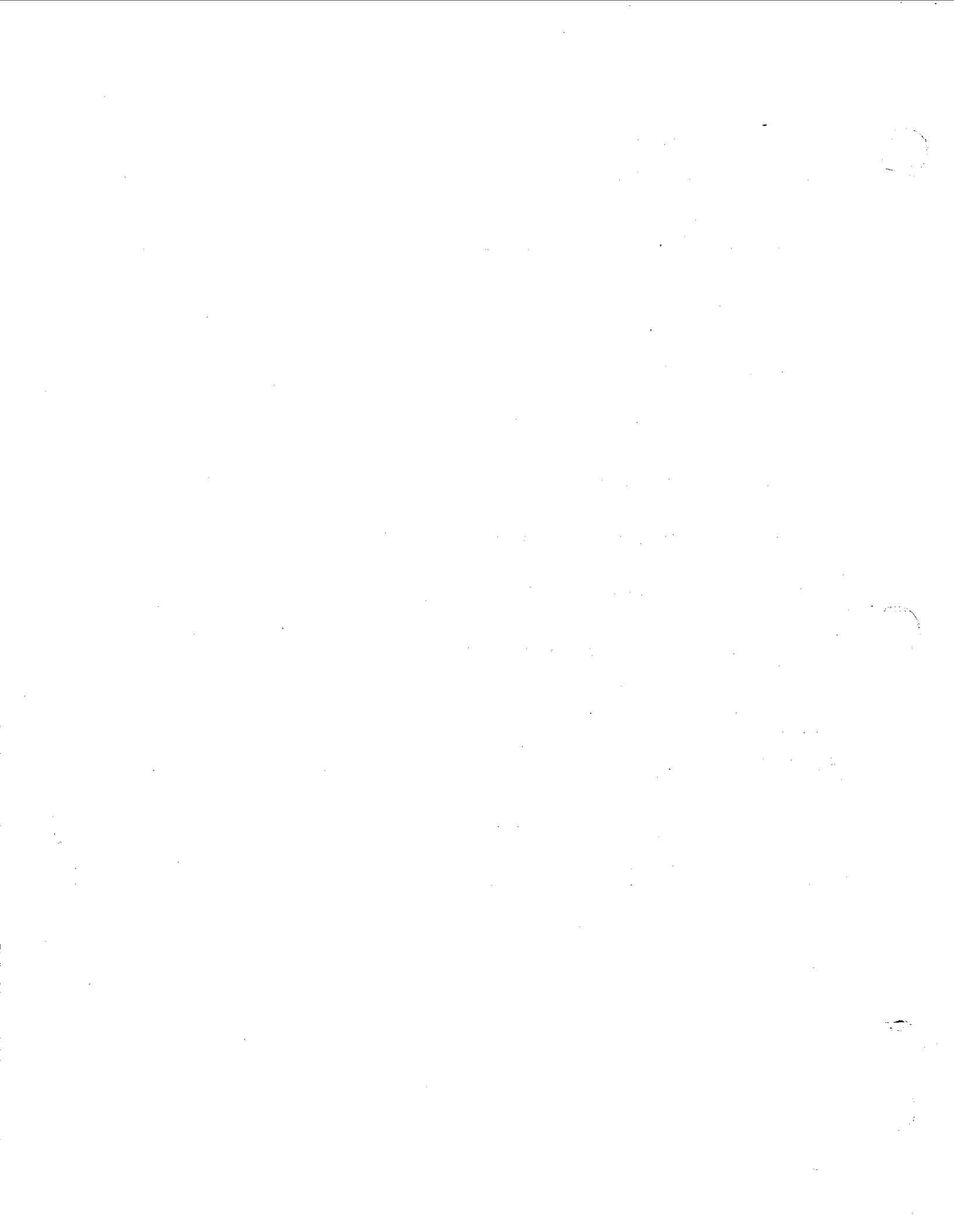


KING COUNTY CORRECTIONAL FACILITY

OPERATIONAL MASTER PLAN

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KING COUNTY DEPARTMENT OF ADULT DETENTION

OPERATIONAL MASTER PLAN

EXECUTIVE SUMMARY

In January of 1987, the King County Executive issued an alert to the public and local government officials that jail crowding had reached levels which, if unabated, would tax the existing capacity of the jail facilities to meet their mandate to provide a safe, secure environment for staff and inmates.

A study and review of the King County Criminal Justice System, conducted by the 1987 Executive Jail committee (Holmquist Committee), concluded that even if all of the committee's jail population reduction strategies were adopted, the County's detention system would still require the development of additional correctional capacity. Based on a subsequent analysis of a consultant's population forecast report, King County Executive Tim Hill has recommended King County initiate a two phase construction approach that would provide an additional 1310 beds by the year 2000, and 1745 by 2010. This increase in bed space requirements is a direct result from:

- Insufficient design capacity of the King County Correctional Facility
- Increased incidence of violent, serious property, and drug related offenses
- Increased emphasis on law enforcement
- Increase in overall King County population
- Lack of institutional alternatives for the mentally ill, alcohol and drug abusing offenders

In response to the increase in the prisoner population, King County has developed and implemented dozens of criminal justice system operational efficiencies, expanded capacity, and contracted for additional correctional space. As a result, approximately 600 prisoners each day are diverted from secure 24 hour residential beds. These prisoners would be held in secure jail beds in nearly every other county in Washington State.

In the course of managing increasing prisoner populations, King County has examined several other potential solutions to the crowding problem, including:

- Restricting booking
- Early release
- Contracting for secure beds
- Developing new programs (non-capital)
- Developing new correctional facilities

Pursuant to these population management studies and analyses; and in the interest of public safety, protecting the integrity of the criminal justice system, and maintaining local control of jail operations, it is recommended that the King County Council review this Operational Master Plan and;

- Concur that additional permanent jail capacity is necessary beyond present levels.
- Adopt the Operational Master Plan.
- Authorize the Executive's scope of work and budget for preparation of the Facilities Master Plan and two phase EIS. This will help to decide; 1) what the options are for providing permanent jail capacity, 2) types of facilities required, and 3) criteria for to be used for potential site selection.
- Review and approve the final planning work schedule.

SECTION I

INTRODUCTION

OVERVIEW

The King County Correctional Facility is currently experiencing a crowding problem. Many correctional facilities locally and nationwide are operating with prisoner populations exceeding capacity. Most jurisdictions, including King County, have made intensive efforts to identify the causes of jail population growth and have shared and introduced dozens of strategies designed to negate or minimize the forces contributing to ever increasing prisoner populations. In January of 1987, the King County Executive issued an alert to the public and local government officials that jail crowding had reached levels which, if unabated, would tax the capacity of the Department to meet its mandate to provide a safe, secure environment for staff and inmates. Formation of a high-level committee of criminal justice professionals resulted in a series of recommendations designed to ameliorate the rate of growth long enough to allow decision-makers adequate time to formulate a more permanent solution to the jail crowding problem. In addition to these reduction strategies, better use of capacity has also been addressed. In spite of these efforts, population levels have reached new peaks and threaten to reach truly critical levels.

In response to this inmate growth, the County has taken a proactive stance to this jail capacity problem as evidenced by the millions of dollars expended in recent years for new programs, new staff and equipment, and expansion of several facilities. Still, the prisoner population continues to grow on an annual basis, fueled by enhanced law enforcement activities and new legislative initiatives.

Construction is not the only resolution to jail crowding. A well balanced approach is required involving not only new confinement space, but continued cooperation among the various criminal justice agencies, as well as perhaps increased use of alternatives to detention for both unsentenced and sentenced inmates. King County can try to minimize the need for additional detention facilities by continuing to aggressively examine and introduce creative non-capital solutions. The Department of Adult Detention (DAD), subject to direction from the Executive and County Council, will assume the lead in identifying and assessing the feasibility and practical value of a variety of non-capital program alternatives within the context of the facility master plan, pursuant to Ordinance Number 8978.

REPORT ORGANIZATION

This operational master plan is organized into seven major sections:

Section I; "Introduction", A discussion on the authorization, mission, and standards governing the Department, as well as an overview of the report.

Section II, "Department of Adult Detention Authorization and Standards", outlines the authorization and mission of DAD specific to King County ordinances, Washington State laws, detention standards, building codes, and mandated and discretionary responsibilities.

Section III, "Problem Statement", presents information on the degree of the crowding problem and the factors contributing to jail crowding.

Section IV, "Programs and Alternatives to New Construction", provides information on the measures King County has taken to address the crowding problem between 1986 and 1990.

Section V, "New Facility Planning Process", outlines the scope of work for the planning process for proposed new King County correctional space. This planning process calls for a six-phase process that culminates with the construction of a new correctional facility that will satisfactorily meet projected prisoner population levels through 2010.

Section VI, "Alternative Solutions to the Crowding Problem", presents the measures King County has considered as alternatives to addressing anticipated population increases. Both near term and long term detention space needs are identified, as are several non-capital options.

The final section of the plan, Section VII, "Conclusion/Recommendations", summarizes the key findings and results of the studies and analyses King County has completed as part of the master planning process.

The appendices and a bibliography of sources that the Department of Adult Detention had referenced in its efforts to manage the population and plan for the future, are also included.

SECTION II

DEPARTMENT OF ADULT DETENTION AUTHORIZATION/STANDARDS

PURPOSE

The purpose of this section is to describe the authority by which the Department of Adult Detention (DAD) operates, and the performance standards which guide this operation. This section also describes each organizational section and how it fulfills the Department's mandatory and discretionary functions.

Department Authorization

The Department of Adult Detention became operational on January 1, 1983, in response to King County Ordinance 6066. This ordinance abolished the Department of Rehabilitative Services established by Ordinance 1872 and split its two divisions (Corrections and Human Services) into separate departments. Through this ordinance amending the County Charter (350.20), and through RCW 70.48 (Appendix 1), the department is responsible for administering and operating the County Jail and alternative detention programs. King County Ordinance 9133 (Appendix 2) reorganized the Department of Adult Detention into two divisions, the Operations Division and Services Division. The responsibilities of each division are discussed further below.

Department Performance Standards

The Department of Adult Detention is responsible for the safe and efficient operation of the county correctional facility under the provision of Washington State Law and the King County Code (2.16.120). (Appendix 3).

The Department of Adult Detention specifically, and correctional facilities generally, are charged with exacting the greatest nonlethal sanction permitted under our constitution: involuntary deprivation of liberty. Thus, the eighth and fourteenth amendments of the United States Constitution apply to the overall conditions of confinement and humane treatment. In addition to the above mentioned state and county laws granting authorization for the Department, operational standards have been established. These laws and rules provide standards for the operation of correctional facilities. Detailed versions of these standards and laws are provided (See Appendices 1-9). In general, they fall into the following categories:

Washington State Laws

The jail operating standards originally emanated from the City and County Jails Act, RCW 70.48, and are reflected in the standards

promulgated by the Corrections Standards Board (CSB) WAC Chapter 289. Effective 1/1/88, the Legislature repealed the aforementioned RCW, abolished the CSB and eliminated the WAC requirements. However, the Legislature mandated, that each county adopt their own set of standards. (See Appendix 1).

State Detention Standards

The CSB standards provided physical plant standards for holding, detention, and correctional facilities. The purpose of these standards was to provide minimum standards for remodeling of existing jails, constructing new jail facilities and for evaluating and measuring conformance of existing jails with physical plant standards in accordance with RCW 70.48.050 through 70.48.080.

The CSB also provided custodial care standards for operating holding, detention and correctional facilities, special detention facilities, and work release facilities. All aspects of the facility are covered, including general administration, staff training, records management, emergency procedures, classification, health care, sanitation, and a host of others. (Appendices 4 and 5)

King County Standards

King County adopted the above WAC and CSB requirements, without change, via Council Motion 7089 on 2/16/88. This motion stipulated that King County Correctional Facilities should also meet federal and state constitutional requirements relating to health, safety, and welfare of inmates and staff, and specific state and federal requirements (Appendix 6).

ACA Detention Standards

King County Council Motion 7089 also provided for consideration of the American Correctional Association (ACA) standards as replacement standards, in the event that the Council and Executive adopted these at a later date. A departmental review of ACA standards compliance is currently pending. A summary of the ACA standards is attached. (Appendix 7).

Judicial Rulings

There have been two federal judicial rulings pertaining to the operation of the Department. In 1979, King County (the Department of Rehabilitative Services) entered into a consent decree in U.S. District Court. The consent decree was intended to remedy conditions of confinement in the old jail by providing a compliance plan. This compliance plan included such facility actions as renovation of health services facilities, purchase of dental equipment, provision of attorney consultation facilities, expansion of recreational facilities, development of programs and construction of the new jail. (Appendix 8).

A stipulated agreement between King County and the American Civil Liberties Union, on behalf of inmates was ordered into the record in Federal District Court in 1990. This agreement stipulated timely transportation of inmates to medical care outside the facility and to court appearances, the security of the facility relating to staffing, and the inmate population capacity of specified inmate dormitory areas. (Appendix 9).

Fire and Building Codes

The correctional facility standards adopted by King County require specific written emergency, fire prevention, fire suppression, and evacuation plans. In addition, King County also has its own fire and building codes (Uniform Fire and Building Code).

AMA Detention Medical Standards

King County's adopted correctional facility standards provide for specific medical standards regarding health care policies, procedures, health screening, access to health care, and maintenance of health care records. The correctional facility is currently not accredited by the AMA. A request for additional resources to re-attain accreditation will be submitted to the Council in June 1990.

I. DEPARTMENT RESPONSIBILITIES

Previous sections have outlined the authorization and standards governing the Department. Within this general framework, the operations of the Department can be divided into mandatory versus discretionary functions.

A. Mandated Responsibilities

The Department provides detention and support services to the Superior and District Courts as well as 28 contracting cities and six other agencies (Department of Corrections, University of Washington, Port of Seattle, U.S. Marshall, State Patrol, U.S. Immigration and King County Police).

King County Ordinance 9133 specifies that the Department shall be responsible for the administration and operation of the King County Correctional Facility and alternate detention programs. The functions of the Department are outlined in ordinance 9133 as follows:

- o House persons arrested, charged, and/or held on investigation of a criminal offense prior to trial or sentencing;
- o House adult persons following sentencing;
- o House adult persons following conviction of a criminal offense and serving terms not exceeding one year;
- o Administer and operate work release programs and other programs

providing alternatives to confinement in the jail, as well as services or support functions directed to reduction of the jail's population;

- o Provide administrative and support services, and inmate social services.

Pursuant to ordinance 9133, the Department of Adult Detention is also responsible for the management and fiscal accountability for the following divisions:

Operations Division. This division is responsible for the secure operation of the county correctional facilities. The functions of this division are subject to the performance standards adopted and include:

- o Book and release inmates, maintain inmate records, process and identify inmate property;
- o Perform functions related to residential and building security, including supervision of the inmate population;
- o Transport prisoners to and from court and provide secure escort of prisoners outside the facility;
- o Perform maintenance and repair duties within the correctional facility and serve as liaison with facilities management for maintenance and construction work not directly provided by the department.
- o Provide nutritional meals daily to inmates including preparation of special meals in response to medical and religious requirements.

Services Division. This division is responsible for the management of inmate programs. These functions which are subject to adopted standards include:

- o Operate alternative incarceration programs which allow selected inmates to maintain gainful employment, education or rehabilitative treatment while serving jail sentences.
- o Classify inmates, evaluate mentally ill or developmentally disabled inmates, including referral to available community programs, review inmates with psychiatric problems and special population groups, provide general population group management, staff inmate council meetings, and provide outside agency access to the jail, including special visitation, library, recreational and educational services.
- o Provide pretrial release services, including interview of detainees for the purpose of recommending release from jail, and

provide supervised release for detainees unable to obtain other forms of release.

- o Provide health care to the inmate population including medical, dental and psychiatric care, in conjunction with the King County Health Department.

B. Discretionary Responsibilities

The Department also performs a number of discretionary functions. These functions, while discretionary, contribute to the efficient operation of the department and its facilities.

Billing. The Department provides billing services to 28 contracting cities and 6 governmental agencies.

Criminal Justice Planning. The Department performs analyses of criminal justice issues, including population trends and statistics, impacts of proposed and adopted legislation, program evaluation, and provides for general agency planning.

II. DEPARTMENT PERFORMANCE

This section describes how the Department of Adult Detention fulfills its mandated and discretionary functions.

The Department's organizational structure, chain of command, and section responsibilities, are outlined in the attached Appendix 10. The authority for the operation of the Department of Adult Detention is vested in the County Executive. This authority has been delegated, via County Charter, County Code and Executive policies, to the Department Director. The Department is organized into several sections. These sections include: Director's Office; Associate Director's Office; Personnel; Administrative Services; Staff Training; Correctional Services; Inmate Management and Services; Food Services; Court Services; West Wing/Work Release; and Intake/Transfer/Release. In addition, a direct working relationship exists with the Health Department and Facilities Management.

Each of the organizational relationships listed above are addressed in further detail below and in the attached organizational charts. Several performance measures have been identified to assess the workloads addressed by different Department sections. Associated performance indicators when applicable, are given for each section. (See Appendix 10).

Director's Office. This section consists of the Director and a Confidential Secretary. The Director provides overall direction for the Department. Sections reporting to the Director include the Associate Directors, Personnel, Administrative Services and Staff Training.

Operations Division. This division is supervised by an Associate Director (Operations). The Associate Director provides managerial direction for sections within the Operations Division, including Correctional Services, Intake/Transfer/Release, and Food Service. The Operations Associate Director also provides coordination between DAD functions and Facilities Management activities.

Services Division. This division is supervised by an Associate Director (Services). The Associate Director manages the Services Division, including Court Services, Inmate Management & Services, and West Wing/Work Release Program, and provides coordination between DAD functions and the Jail Health Services activities.

Personnel. This section consists of the Personnel Officer, Personnel Technicians, and an Office Technician. The Personnel Section provides for all personnel management services and policy advice to management and Department employees. Services include staff recruitment, selection, screening, promotion, pay and benefits programs, recognition, performance evaluations, classifications, labor relations, staff discipline, and retirement. There are 421 Departmental Staff; 288 positions are Correction Officers.

Administrative Services. This section consists of the Administrative Assistant, Program and Management Analysts, Accounting Supervisor, and Bookkeeping, Commissary, Payroll, Billing, and technical/clerical personnel. This section provides policy analysis, legislative liaison, inmate population reporting and analysis, budget development and execution, management information systems, accounting, bookkeeping, cash receiving and handling, staff payroll, inmate trust funds, inmate commissary, prisoner billing, as well as general staff support to the Director's Office.

Training. This section consists of a Training Manager, supported by instructors within and outside the Department. The Training Manager is responsible for providing services including new employee selection and orientation, academy training, instructor training and development, peer sponsors/mentor programs, employee training and development, training evaluation, and interagency training coordination. Department employees receive 40 hours of training each year. New Correction Officers receive 200 hours their first year.

Correctional Services. This section consists of the Captains, Sergeants, Corrections Officers, Jail Aides and some clerical support. Staff in this section have the primary responsibility for services related to institution security, including perimeter and interior security, contraband control, inmate supervision, escort of inmates inside and outside the facility. This section also provides for facility maintenance and supply functions, as well as the laundry.

of Public Health, this section consists of the Health Administrator, Supervisory Nurses, Physicians, Nurse Practitioners, Dentists, Psychiatrists, Pharmacists, Registered and Practical Nurses, and some technical and clerical personnel.

JHS provides health care (under contract) to the Department of Adult Detention for the main jail and the North Rehabilitation Facilities. The JHS provides the primary medical, dental, psychiatric and basic emergency care services on the residential floors, in ITR, in the medical/dental clinic, in a 26-bed infirmary and in a special psychiatric unit. Additional health services for inmates are provided at Harborview Medical Center, Group Health (for members) and University Hospital (obstetrics). Psychiatric care services are also provided by psychiatric evaluation specialists who are DAD employees.

Facilities Management. This section consists of the Facility Plant Manager and the trades staff who provide construction and maintenance services to the Department. Trades represented include carpentry, electrical, electronics, plumbing, painting, utilities engineers, as well as janitorial staff. These services are coordinated by the Maintenance & Supply staff in order to establish work priorities and coordinate security concerns.

Inmate Management & Services. This section consists of the Inmate Management & Services Supervisor, Psychiatric Evaluation Specialists, Case Managers, Correction Officers on special assignment, a Program Coordinator, a Recreation Specialist, and some technical/clerical support personnel. This section provides services including inmate classification and evaluation, involuntary commitment, inmate discipline, housing assignments, inmate programs, volunteer services, education, religious services, and recreation. This section is also the primary liaison with the North Rehabilitation Facility, operated by the Health Department.

In 1989, the section completed 33,133 interviews and housing assignments, conducted 3,527 disciplinary hearings, completed 3630 psychiatric evaluations, and referred 8,686 to the North End Rehabilitation Facility (NRF). A total of 80,000 hours of inmate recreation were provided in 1989 along with 26,910 hours of inmate schooling.

Food Services. This section consists of the Food Services Supervisor, Cook/Bakers and Cook/Helpers. Food Services provides nutritional meals daily to inmates, including preparation of special meals in response to medical and religious requirements. This section also provides staff meals. There were 2,167,000 meals served in 1989.

Court Services. This section consists of the Court Services Administrator, Supervised Release Counselors, Pretrial Screeners and some technical and clerical support personnel. This section provides services including pretrial release, court scheduling and coordination. This section serves as the Department's primary liaison with the courts.

In 1989, this section screened 23,591 cases and released 6,372 cases on personal recognizance. A total of 495 were released on supervised release.

West Wing/Work Release. This section consists of the Unit Manager, Sergeants, Corrections Officers, Case Workers and technical/clerical personnel. This section provides policy advice and services regarding the implementation of unit management, home detention, and work/release services. In 1989, This Division managed a daily average of 132 work release inmates, and 21 inmates on electronic home detention.

Intake/Transfer/Release (ITR). This section consists of the ITR Manager, Sergeants, Corrections Officers, Jail Aides, Receptionists, I.D. Technicians, Records Technician, and Mail Clerk. This section is responsible for the booking and release of inmates, maintenance of inmate records, legal document processing, inmate personal property, inmate identification, inmate mail, bail receipts, processing of institution visitors and responding to personal and telephonic public information inquiries.

In 1989 there were 56,266 bookings to the King County Correctional Facility. There were 56,013 inmates released from the facility.

Jail Health Services (JHS). Managed by the Seattle-King County Department

SECTION III
PROBLEM STATEMENT

Crowding Problem Pre-1986

King County began experiencing jail crowding in the 1970's which ultimately led to a consent decree which was order by the U.S. District Court in June of 1979 (See Appendix 8). The consent decree was intended to remedy conditions of confinement in the jail specific to the rights of prisoners under the first, fourth, fifth, sixth, eighth, and ninth amendments to the United States Constitution. The allegations included: (1) overcrowding of the King County Jail; (2) lack of segregation of pretrial detainees and convicted prisoners; (3) excessive confinement and insufficiency of educational, recreational and vocational programs; (4) inadequate health care; (5) inadequate facilities for confidential conferences with attorneys; (6) inadequate provisions for visits with family and friends; (7) inadequate library services; (8) inadequate provision for detainee hygiene, sanitation and clothing; (9) a lack of adequate ventilation and light; and (10) inadequate staff support.

The consent decree's plan of action called for King County to proceed with acquisition, design and construction of a new jail facility. It noted that any new facility must comply with minimum constitutional standards.

The County's 180-day status report specific to the consent decree noted that the County had made application to the Washington State Jail Commission for a capital project in two phases. Phase one was for the construction of a new jail facility with a capacity of 780 beds, divided approximately 60 percent single cell to 40 percent dormitory, in accordance with the physical plant standards promulgated by the Washington State Jail Commission. Phase two called for the remodeling of the existing facility located in the King County Courthouse and abandonment of existing facility units located in the Public Safety Building.

The timeline for the new facility outlined in the 1979 consent decree is outlined below:

- a. 1979: Environmental Impact Statement filed, preliminary design, commence site acquisition.
- b. 1980: Design, site acquisition, preparation of contract documents.
- c. 1981: Bid contracts, commence construction.
- d. 1982-1983: Construction
- e. December, 1983: Project completed; transfer of detainees to commence.

Following protracted construction, King County opened this new facility in 1986, at a cost of approximately 66 million dollars. The main correctional facility (Tower) had 784 beds and the West Wing (work release) had 300 beds, for a total of 1084 beds.

Crowding Problem Post-1986

King County's new jail facilities opened in early 1986. These facilities were originally planned to accommodate projected King County jail population until the year 2000. The state set capacities for new jail construction, which in King County was 1225, and tied maximum levels of funding to those capacities. In setting capacities, the state assumed that during the intervening period, demographic changes (including a reduction in the 25-40 year old age group as the "baby boom" population moved through the prime incarceration age continuum) would result in a declining at-risk population. As a result, only moderate population growth was anticipated.

A new high rise jail provided only 1084 of the projected 1225 beds. However, with expansion to 216 beds at the North Rehabilitation Facility (NRF) and 30 contracted work release beds, the total capacity of King County's combined correctional facilities exceeded the projected year 2000 need by over 105 beds on the day the new high rise facility was opened in early 1986.

The crowding problem which emerged again in 1986 was not unexpected. Several population projections had previously suggested much higher average daily populations than the State funded figure of 1225. These projections are noted below:

<u>Forecast Year</u>	<u>Source</u>	<u>ADP by Year</u>
1977	Carl Bennett	1560 by 2000
1980	State Jail Commission	1448 by 2000
1983	Arai/Jackson	1525 by 1986
1983	Arai/Jackson	1884 by 2000

Just as these projections suggested, the jail population has experienced continuous and rapid growth, both prior to and following the opening of the new high rise facility. The ADP increased from 726 in 1977, when new jail planning first began, to 1864 in 1989. Peak population days have often exceeded 2000 prisoners.

Table 1 (Appendix 11) shows King County jail population and incarceration rates from 1975 to the present. The incarceration rate, which is the ratio of jail population to county population, has steadily risen. Increases in overall County population alone have not caused the rapid growth in the jail population, relative to policy factors which affect incarceration rates. Changes in crime patterns, sentencing practices, arrest rates, and state legislation mandating incarceration for DWI and domestic violence offenders,

and felony sentencing reform have been viewed as significant contributors to increases in the incarceration rate.

Factors Contributing to Jail Crowding

In addition to insufficient capacity and an increasing incarceration rate, other factors which contribute to jail population growth and crowding are noted below.

o Aggressive Law Enforcement, New Technology and Patrol Strength

The local criminal justice system has stepped up efforts on the "War on Drugs," gangs and gang related offenses, and even "Social Order" offenses such as criminal trespass, prostitution, gambling and liquor violations.

Over 200 additional officers have been added to police forces in King County in the last few years. Advances in technology such as lap top computers and AFIS (Automated Fingerprint Information System), and special emphasis objectives have contributed not only to an increasing population, but to a more serious prisoner population as well.

o Lack of Institutional Alternatives for the Mentally Ill

Despite strong and consistent historical interest in diverting mentally ill prisoners from the King County Correctional Facility, the funding of practical and effective alternatives continues to be insufficient.

o Lack of Space in Drug and Alcohol Programs

As with the mentally ill, availability of affordable drug and alcohol treatment beds or outpatient support programs is also insufficient to the need.

o Misdemeanant Sentences

The average length of stay for sentenced misdemeanant has increased from 8 to 13 days in the last 5 years.

Future Potential Legislative/Policy Impacts:

In addition to new laws and policies already enacted, it is likely that current and future legislation will produce new initiatives that could add to the crowding problem. Examples of potential future policy changes or laws include:

- closure of local municipal jails
- decreasing age of majority
- recriminalization of drinking in public

It is also likely that the full impact of recently adopted legislation has not yet been realized. Examples include:

- predatory sex offenders
- Omnibus Drug and Alcohol Bill
- burglary bill
- goodtime adjustments
- recriminalization of marijuana in Seattle
- Community Placement Bill of 1988

1987 Executive Jail Committee (Holmquist Committee)

In January of 1987, recognizing the implications of the early stages of the emerging crowding problem, the Executive appointed a King County Jail Committee made up of 17 representatives of criminal justice agencies whose collective actions all impact the population of the King County Correctional Facility.

This committee considered carefully and in detail each facet of the operation of the criminal justice system in King County. This examination led the committee to offer 49 separate recommendations for reducing the population and/or moderating the rate of growth. Most of the recommendations were associated with the development of system efficiencies and alternatives to detention. (Appendix 12) A discussion of some of these efficiencies is in Section IV.

The most significant conclusion drawn by the committee was that "even if the bulk of our recommendations are adopted, essential public safety concerns will still require the development of additional jail space in the County."

Problem Statement - Summary

In 1987, the King County Executive issued an alert to the public and local government officials that jail crowding had reached levels which, if unabated, would tax the capacity of the jail facilities to meet their mandate to provide a safe, secure environment for staff and inmates. Formation of a high level committee of criminal justice officials resulted in a series of recommendations designed to reduce or ameliorate the rate of growth long enough to allow decision makers adequate time to formulate a more permanent solution to the correctional facility crowding problem. In addition to these reduction strategies, the department has attempted to make better use of existing capacity, as well as create additional space. In spite of these efforts, population levels have reached critical levels.

King County's new jail facilities which opened in early 1986 were planned to accommodate prisoner populations until the year 2000. The State set capacities for new jail construction, which in King County was 1225, and tied maximum levels of funding to those capacities.

Prior to and following the opening of the new facility, the correctional population has experienced continuous and rapid growth. The average daily population has increased from 726 in 1977, when planning for the existing correctional facility first began, to a population of 1368 in 1986 when the facility was activated. The steady increase continued in 1987, 1988 and 1989, with ADP's of 1481, 1665 and 1864 respectively.

All credible evidence indicates that the increase will continue. The local community's interest in public safety, as evidenced by State Legislation including DWI, domestic violence, the sentence reform act, predatory sex offenders, omnibus drug and alcohol bills, and local ordinances directed at panhandling and alcohol abusers, demonstrates less tolerance for criminal behavior. Other initiatives, such as adding nearly 200 King County-area police, efforts to reduce the backlog of drug cases in the state crime labs, and increased emphasis on enforcing drug laws and addressing gang-related offenses, indicate that the prisoner population will continue to grow. The prisoner population growth trend has created serious operational and population management problems. The ability to continue to accommodate increased prisoner populations within existing facilities and programs that provide for public safety, maintains the integrity of the criminal justice system and does so in a manner consistent with council adopted standards is extremely limited.

SECTION IV

PROGRAMS & ALTERNATIVES TO NEW CONSTRUCTION

Purpose

The purpose of the section is to summarize the measures King County has taken to address the crowding problem between 1986 and 1990. The many initiatives implemented over the past several years were developed and introduced by the Executive, County Council, Judiciary, Office of Financial Management, and DAD. The strategies for managing the population are diverse and have targeted every component of the local criminal justice system. Population management strategies have focused on system efficiencies, program expansion, and developing new programs, as well as the development of additional capacity within existing facilities.

System and Operational Efficiencies

Many initiatives or strategies for maximum utilization of facilities and more efficient operations within the criminal justice system have been adopted and implemented. A brief description of some of the more effective strategies follows.

- o Criteria for release recommendations for judicial review used by Seattle Municipal Court has been broadened.
- o Seattle Municipal Court probation staff were granted authority to expand administrative recognizance release.
- o Law enforcement agencies have conducted training or developed standards to guide and encourage officer discretion in deciding whether to book or cite and release.
- o A credit card bail process for payment of fines and posting of bail has been implemented.
- o Jail reception staff was increased in order to process certain transactions faster.
- o The Superior Court developed carbonized order forms to expedite certification and processing of pretrial release orders.
- o The King County District Courts authorized DAD to accept partial payment and to release upon assurance of payment, all prisoners booked on bench warrants with bail of less than \$250 for fine/restitution owing.
- o The King County District Courts have implemented a calendar for screening/release decisions for prisoners held on outlying district court warrants.

- o The prosecuting attorney has added staff to process presentence material to assure that the sentencing report is completed within four weeks of the date of the conviction/plea. (Were averaging 6 weeks)
- o The Superior Court Judges offer each felon, at the time of sentencing, the opportunity to waive the 30-day jail time now set aside for preparation of an appeal.
- o The Superior Court has implemented a weekly Sentence Reform Act (SRA) sentence modification calendar to hear motions to modify SRA sentences for noncompliance, for in-custody dependents within one week of booking.
- o The county has increased courtroom facilities to accommodate increasing volumes.
- o The local criminal justice system has established a "jail committee work group" to monitor the implementation and development of population management strategies.
- o The Department of Corrections has added an additional weekly transfer of State Prisoners to DOC facilities including parole holds without local charges pending. (saves 3-4 days on time each prisoner held for the state)
- o DAD implemented a "Direct-Reporting" program at the North Rehabilitation Facility for all out-of-custody misdemeanor prisoners sentenced to one, two, or three day commitments. (this lowered the ADP in the tower)
- o DAD has increased the utilization of the pretrial supervised release program from an ADP of approximately 120 to 175.
- o The Seattle Municipal Court has implemented Sunday and evening court calendars.
- o DAD has terminated its Jail Services contract with the Federal Government and no longer accepts U.S. Marshal's prisoners.

Capacity Expansion & Modification Initiatives

- o The North Rehabilitation Facility has been expanded from 191 to 236 beds (Capacity for this facility is rated at 216)
- o The 160 bed work release program has been relocated to the remodeled old jail in the Courthouse. (This provided 168 more bed spaces in the west wing.)
- o Sixty beds have been added to the King County Correctional Facility's West Wing. (Maximizing use of all available square feet)

- o DAD has implemented an Electronic Home Detention Program which has experienced ADP's of 25-35.
- o DAD has expanded the Community Based Contract Work Release beds with the State Department of Corrections (DOC) from 18 to 30.
- o DAD contracts for approximately 25 secure beds with DOC at the state's McNeil Island facility. (These beds are available on a limited basis.)
- o DAD has also assigned anywhere from 150 to nearly 400 prisoners daily to mattresses on the floor to address peak crowding populations.

Summary: Programs and Alternatives to New Construction

King County has conducted a very aggressive long-term campaign to address the crowding problem in a creative manner that reflects the principle of housing and supervising people in a safe, humane, and cost effective manner.

There are hundreds of prisoners assigned to and supervised daily in non-residential security beds or programs. Programs such as the pretrial supervised release, work release, electronic home detention, and the North Rehabilitation Facility divert approximately 600 prisoners daily from the King County Correctional Facility. These prisoners would be in secure jail beds in most other counties in the State.

In addition, the average length of stay (LOS) in King County is currently only 12.3 days. When compared to Snohomish and Pierce County's LOS of 21 and 15 days, King County's timely processing of prisoners provides a population reduction of over 1200 per day (when compared to Snohomish County) and a reduction 300 prisoners per day (when comparing to Pierce County's average length of stay).

King County has expanded capacity both within its own facilities and by contract; utilized non-secure housing space to the maximum extent possible that provides for public safety; and has also implemented dozens of system efficiency measures designed to offset increasing populations.

SECTION V

NEW FACILITY PLANNING PROCESS

PURPOSE

The purpose of this section is to outline the 1988 scope of work for the planning process for proposed new King County Correctional Space if needed. Executive Hill submitted the attached Scope of Work (Appendix 13) to the County Council in August of 1988. Without modification and by a 9-0 vote, the Council adopted the Executive's Scope of Work as King County's formal planning process for the construction of a new correctional facility. The planning process, outlined below, calls for a six-phase process that culminates with the construction of a new correctional facility (and additional program capacity) that will satisfactorily meet projected prisoner population levels through 2010. The six planning phases are as follows:

- Phase I Preliminary work plan
- Phase II King County review/analysis of consultant's population study
- Phase III Program development
- Phase IV Facility development
- Phase V Site study/selection
- Phase VI Construction

The following information briefly highlights and describes the general objectives of each phase of the planning process.

Phase I: Preliminary work plan-1988

In preparation for the development of a formal master plan for a new correctional facility, DAD prepared a work plan designed to assure that all preliminary steps necessary to begin the project were completed by the end of 1988. Outlined below is a summary of the major issues or actions associated with the project's preliminary work plan. (All but number eight have been completed. The Jail Committee Work Group report is on the JCWG 1990 work plan and requires council appointment of two citizens).

1. Develop RFP/job description for the project coordinator position (Attached: Appendix 14)
2. Develop scope of work for a jail population study: Identify population analysis/forecast report objectives and list the data elements and formats required to meet the objectives, i.e., all population data that would contribute to final decisions associated with the facility program operations, design, and construction.

3. Develop an RFP for a population analysis/forecast consultant: In concert with the Office of Financial Management and council staff, develop and submit an RFP for a consultant to forecast prisoner populations for a minimum of 15 years and develop profiles of prisoner status groups and project long term growth of each.
4. Select population forecast consultant: Upon review of applications bids and based on established selection criteria, negotiate and execute a contract.
5. Select project coordinator: Upon review of bids and based on established selection criteria, negotiate and execute a contract for services to be performed in #1.
6. Establish oversight committee: Appoint a correctional facility project oversight committee for the purpose of obtaining specific decisions on program and facility development.
7. National Institute of Corrections (NIC) review of DAD classification system: Initiate a National Institute of Corrections funded technical assistance review and analysis of the DAD prisoner classification system. The purpose of the review is to assure that the current process for determining the needs and requirements for prisoners and for assigning them to housing locations and programs according to their needs and existing resources, is efficient, valid, and responsive to the Department's principle of housing inmates in the least restrictive manner possible. (See Appendix 15).
8. Jail Committee Work Group (JCWG) report: Pursuant to the "Partnership Program" enacted by RCW 72.09.300, the JCWG, acting as a Community Corrections Board, will develop a report on the "King County correctional system philosophy" that states the county's long range correctional philosophy and specifies how the Department of Adult Detention supports the community's corrections mission. Examples of principles or premises of the community's correction philosophy might include: 1) all prisoners should be housed in the least restrictive manner possible that is also safe, secure, humane, and cost effective; 2) conditions of confinement should not contribute to the punishment meted out by the courts; and 3) within the constraints of existing resources, inmates should be provided the maximum number of program opportunities for the purpose of promoting positive and lasting change.

The JCWG document essentially will formalize and define policies concerning the execution of the duties and responsibilities of each criminal justice agency, the nature of their relationships to one another, and their responsibility toward managing correctional resources.

Phase II: King County Review/Analysis of Consultant's Population Report

Phase II called for DAD Staff, Council Staff and OFM Staff to examine the consultant's (Jack O'Connell) report and analysis of the prisoner population and population projections. This work was completed by staff under the auspices of the jail oversight committee, who in turn submitted a planning range for detention beds to the Executive specific to accommodate the number of prisoners the King County Corrections system would have by the year 2010.

The executive submitted a motion (attached Appendix 16) recommending that King County plan a new correctional facility that could accommodate an additional 1745 prisoners above the existing rated capacity of 1623 by the year 2010.

Mr. O'Connell is recognized nationally and locally for his work in jail and prison forecasting. He is recognized as the pioneer of the "components of change" forecast methodology which factors in assumptions on both the impacts of public policy, as well as demographics, on changes in jail populations. King County's forecast assumptions were established by a team of local experts in criminal justice and public policy analysis. Mr. O'Connell's complete report is attached (Appendix 17).

Phase III Program Development (Operational Master Plan) 1990

The program development phase focuses on two primary issues:

1. Matching the projected prisoner population to available facilities and programs; addressing whether new permanent additional jail capacity is necessary beyond present levels and
2. Suggesting alternative methods for handling projected populations. (This issue is addressed more fully in Section VI Alternative Solutions).

A brief outline comparing forecasted population to the current facilities rated capacity is noted below.

Correctional facilities are assigned rated capacities based upon applicable standards and law. Standards tend to be premised upon criteria related to accepted health and safety concerns, and generally specify custodial factors including minimum square footage per inmate, sanitary requirements, shower and toilet to inmate ratios, and related program requirements including visitation, recreation, meal frequency, etc. Prior to the dissolution of the State Corrections Standards Board on December 31, 1987, the Board was responsible for setting rated jail capacities in the State of Washington. Effective January 1, 1988, individual counties are responsible for adopting their own standards. Pending application for accreditation by the American Correctional Association (ACA), King County has chosen to adopt the previous state jail standards. (These standards are attached in Appendices 4 and 5.)

When the new jail facilities were first occupied in late 1985 and early 1986, the rated capacity reflected the design capacity of 1084, which

included 300 beds in the West Wing and 784 in the Tower. Pursuant to modifications in the physical plant standards in 1986, the rated capacity of the West Wing was increased to 375 and the Tower to 846 beds. The Board subsequently agreed to add the Tower's 26 infirmary beds to the official count of rated capacity. Thus, at the time of the Board's dissolution, a combined capacity figure of 1247 for the two units reflected compliance with then existent state standards.

Today, rated capacity of the North Rehabilitation Facility is 216, and the work release program is set at 160, for a total system rated capacity of 1623.

Tower	872
West Wing	375
Work Release	160
NRF	<u>216</u>
	1623

Based on the consultant's forecast and subsequent analysis by the Jail Oversight Committee, the Executive has recommended that King County plan on accommodating a total system population of 2988 prisoners by the year 2000 and 3353 by 2010. (Additional information associated with long term detention needs is noted in Section VI).

Phase IV: Facility Development: (FMP, Program Plan, Design) 1990-1991.

This phase requires the project coordinator to coordinate the development of new correctional space that will adequately address the projected population, utilizing staffing and operating plans that have been approved by the Executive and County Council.

Decisions to be made within this phase include those associated with:

1. The Facility Architecture Program Plan: DAD and project coordinator submit a program plan that includes a square footage listing of functions, specifics related to functional relationships, descriptions of security systems, operations, prisoner classification/facility distribution plan, and management requirements and staffing patterns desired.
2. Schematic Design: From the program plan, an architect prepares schematic designs: drawings and documents illustrating scale and relationship of project components. The design also provides preliminary estimate of construction costs.
3. Design Development: The architect prepares documents defining the size and character of the project as to architectural, structural, mechanical and electrical systems, materials, and security systems appropriate to the project. The construction cost is further defined.

4. Construction Documents: The architect prepares final drawings and specifications that detail all requirements for the construction of the project. When specifying special systems, such as security, the architect relies on technical data supplied by the county or manufacturers.
5. Preliminary Budget: Make decisions for all stages of facility development such as design, construction, purchase of equipment, facility activation, and staffing.
6. Energy Usage and Cost: The project coordinator should coordinate an energy-consumption analysis of the proposed facility's heating, ventilating, and air-conditioning system (HVAC), lighting system, and all energy-consuming systems.
7. Facility Activation Plan and Schedule: Develop an activation plan that includes policies and procedures, personnel selection timelines, a staff training plan; and plans for opening, shakedown and move-in phases. The activation plan should also include written scenarios (a sequencing of tasks for all facility functions) and post orders defining the tasks for each staffing post.

The facility development phase will conclude with decisions on the most appropriate construction approach to be utilized, as well as the most practical source for funding.

Construction Scenarios

Construction scenarios to be considered include the traditional concept, the design/build concept, fast-track concept, and the site adapt concept.

- The traditional approach calls for an architect to draw up plans and specifications, and the County to solicit bids and select the most appropriate bidder.
- The design/build approach calls for a contractor and a second architect to team up to design and construct the facility to meet the county's requirements following their selection based on a lump sum bid.
- The fast track approach is a procedure for acceleration of the building schedule by starting construction at the earliest possible moment, overlapping the design phase. Building phases are sequenced to complete construction of each stage in the order that the building(s) will be occupied.
- The site/adapt approach attempts to take advantage of another community's success in constructing new correctional facilities. Briefly, this approach requires only that the County identify a facility already in operation that meets King County's requirements including facility operations, staffing plans, type of inmate supervision,

prisoner status group served, and size of facility. Once such a facility/program is located, the plans (and perhaps the contractor) are utilized for King County's project.

Funding Options:

The oversight committee, with assistance from OFM, Council, and DAD staff, will review all funding options; perform analysis of each option's impact on the County's financial status; and make recommendations/decisions. Following are potential sources of funding for a new facility that merit consideration:

- Federal government
- State government
- Countywide voter-approved bond issue
- Lease/purchase

Phase V: Site Selection

Consistent with "the full universe of options" approach, the Executive included a proposed site selection process in the 1988 scope of work, in the event the County concluded additional correctional space was necessary. The proposed site selection process was proposed as noted below:

1. Site selection criteria is developed by the Oversight Committee (adopted by motion);
2. A 5-7 member Citizen's Advisory Committee (CAC) is appointed with a narrowly defined scope (adopted by motion);
3. The CAC holds public hearings on selection criteria;
4. Staff develop site alternatives;
5. Based on community input, CAC recommends up to five candidates;
6. Oversight committee reviews;
7. The CAC holds public hearings to advise community of top five candidates, develops additional community input;
8. Oversight committee makes final site decision; recommendation to Executive and Council (adopted by motion);
9. Site selected;
10. Recommended site forwarded to King County Department of Building and Land Development for public hearings re: unclassified use permit; Title 21, King County Zoning Code (Code 21.44.02ob).

The development of siting criteria is now proposed to be a part of the Facilities Master Plan (FMP) process. This siting criteria and examination of potential facility and program solutions for the expected population will all be subject to a two phase environmental review process. A specific schedule for public involvement in these processes will be developed and published. Work on the FMP will implemented after an Operational Master Plan is approved.

In addition, a Draft Scope of Work for the Citizen's Advisory Committee was also included in the 1988 Correctional Space Planning Process Scope of Work and is noted below:

Draft Scope of Work
Citizen's Advisory Committee
Site Selection

The site selection and planning process entails the following steps:

- Defining site needs and objectives.
- Identifying potential sites.
- Gathering information and analyzing each site.
- Evaluating the sites and selecting one of them.
- Acquiring the selected site (if not already County owned).
- Preparing an environmental impact statement.
- Preparing a site master plan.

Site Criteria: (Examples of criteria and/or issues to be considered)

- Site should be centrally located.
- Site should be relatively level for ease of development.
- Site should be close to other appropriate County agencies/programs.
- Site selection should also be based on the following: character of the neighborhood, zoning restrictions, "buildable area" (space for required building and outdoor activity space and service space, including allowances for future expansion); soil conditions; utilities; exposure and orientation of the site; and the ecology of the site.
- Acquisition issues include:
 - 1) Can the property be obtained through negotiation or condemnation?
 - 2) What are the costs to acquire, develop, and operate at the site (i.e., transport costs for inmates)?
 - 3) How much is required to acquire and develop the property?

The selection of a site is also affected by factors concerning its future use including:

- Anticipated future expansion.
- Potential requirements for other facilities (in addition to the correctional facility).
- Likelihood of removing facilities currently on the site.
- Potential for future reduction in operations or space needs of planned or existing facilities.

SECTION VI

ALTERNATIVE CROWDING PROBLEM SOLUTIONS

PURPOSE:

The purpose of this section is to outline alternatives King County has considered as potential and/or partial solutions to the crowding problem. The section is divided into two parts; 1) short term (1990-1993) and 2) long term detention space needs (1993-2000). Many of the alternatives noted below are onerous in that they each represent a very significant departure from the dictates of sound financial management, public safety, and/or the integrity of the criminal justice system. The fact that each of these options has seriously been considered, as well as the fact that most practical interventions have already been implemented, helps demonstrate the seriousness of the crowding problem.

SHORT TERM ALTERNATIVE SOLUTIONS:

The alternatives listed below may be considered as options to manage the population in the short term or at least until 1993. Each option is summarized with brief comments or observations relative to their probable effectiveness.

1. Continual Crowding: The "Status quo" option would allow the crowding to continue and exceed the levels outlined in the 1988 population management plan (Appendix 18). This option threatens the Department's ability to operate the facility in a manner consistent with standards, and would potentially violate the Federal Courts stipulated agreement associated with specific population levels within the correctional facility.
2. Restrict bookings: Several Counties throughout Washington State have adopted policies that authorize the Sheriff or Jail Commander to restrict bookings. Lewis County has a "Priority Booking Status" program where they advise law enforcement agencies of the crowding problem and which specific offenses will not be accepted.

Mason and Okanogan Counties routinely advise law enforcement agencies that "Lids on Bookings" have been imposed due to crowding and they will only accept prisoners arrested or charged with felonies, DWI, warrants and violent misdemeanors. This is similar to Pierce and Snohomish Counties who often restrict most misdemeanor bookings.

After briefings on this option, the King County Police Chiefs Association, Jail Advisory Committee (Representing Suburban Cities) and the Jail Committee Work Group strongly recommended against King County adopting this course of action. These groups argued that booking prisoners often is the only way to positively identify prisoners and to assure that prisoners wanted on more serious charges are not

inadvertently released. These groups found this option even more unpalatable than early releases.

3. Release Prisoners Early: Benton County's Jail Administrator is authorized to release persons convicted of select misdemeanor offenses. Pursuant to Council adopted standards, the Department of Adult detention included this option in the emergency population reduction plan section of the 1988 population management plan. (Appendix 18).

The ability to implement an early release program that would target non-violent offenders who would not threaten public safety may be compromised by the fact that King County has already implemented aggressive programs and policies associated with personal recognizance releases, credit card bail, work release, electronic home detection, intensive supervised release, the mentally ill diversion project, the North Rehabilitation Facility, and the Alcohol Detox center.

The benefits of an early release program in King County are further limited because the crowding problem has been restricted to the KCCF tower 24-hour residential population. This population is primarily medium security prisoners charged with or convicted of felonies.

The plethora of jail diversion programs and the current prisoner profile in the crowded tower, suggest that implementation of an early release program could seriously threaten public safety and certainly would compromise the integrity of the criminal justice system. Nonetheless, an early release or population lid management program has been considered. (Appendix 19).

4. Contract for Secure Beds: DAD recently sent a teletype to every police chief, sheriff and Jail administrator in the State of Washington regarding the availability of jail beds that King County could lease or rent from local area correctional facilities. The beds which could be made available on a temporary basis are listed below.

<u>Facility</u>	<u>Beds</u>
Clallam County	20
Enumclaw City	5
Ferry County	3
Jefferson County	10
Island County	15
Klickitat County	<u>5</u>
Total	58

Transportation, booking and per diem costs, coupled with the fact that most prisoners have multiple jail statuses and open charges requiring access to courts, attorneys and police, make this option a very cumbersome and an extremely cost inefficient alternative that would not substantially address

the projected crowding problem. However, when coupled with other options, it could be somewhat helpful in very short term emergency situations. It is important to note that each jurisdiction consulted cautioned that their own population crowding problems could effectively require them to withdraw their offers.

DEVELOP NEW PROGRAM ALTERNATIVES

The Department continues to consider concepts for new programs intended to reduce or divert prisoners from secure detention beds. Several are noted below. The costs of each viable program option shall be computed and incorporated into the recommendations of the Facilities Master Plan (FMP) document.

1. County Parole: Several jurisdictions around the country have activated County Parole programs. These often are euphemisms for early release. They are simply a mechanism by which a convicted and incarcerated inmate may be released from jail before his/her sentence is complete.

The King County District Courts currently operate a program called "Intensive Supervised Probation." Case managers review prisoners sentenced by the District Court to relatively long sentences who may be candidates for a suspended sentence. After careful screening, eligible prisoners are released from custody and the balance of their sentence is suspended on the condition they comply with the terms of their release/probation. This program is limited to misdemeanants and nearly all accepted prisoners are selected from NRF or the West Wing. Therefore, it generally does not address the crowding experienced in the tower.

1. The Sentence Reform Act of 1984 effectively eliminated parole as an option for sentenced felons. Presentenced felons who are good risks for non-secure supervision are already screened out either by personal recognizance, bail, the felony administrative recognizance release option, or pretrial supervised release. Presentenced misdemeanants who are assessed as likely to appear for court and do not represent a threat of reoffending are also released on personal recognizance. Unless utilized to augment an early release program, the "County parole" concept promises little in the way of effectively reducing or addressing the crowding problem.
2. Community Mediation: This program attempts to divert prisoners from secure confinement prior to sentencing and sometimes even before arraignment by giving the offender an opportunity to "make amends" for the criminal activity instead of prescribing jail time or completing the court process. Some cases would be screened out at arraignment and referred to the program. Staff would interview both the victim and the offenders in order to set up a face to face meeting. At this face to face meeting the victim is allowed to say how the crime affected them and to express their feelings to the offender. The goal of the meeting

is to establish some mechanism or way of having the offender make restitution either directly to the victim or to the community in general. This agreement is written up and then supervised to completion by volunteers or staff. If the agreement is successfully completed, the jail sentence or supervision program is suspended.

Just as with county Parole, the "Community Mediation" concept would have minimal impact on the jail crowding problem, as most prisoners who would be eligible for such an opportunity would also likely be eligible for programs such as electronic home detention, intensive supervised probation, or work release.

3. Community/Work Service Programs: These programs provide judges with a sentencing option other than confinement. Prisoners are offered the opportunity to work off jail time by completing work assignments in the community such as litter control and parks and school grounds maintenance. King County administered such a program within the Department's Court Services section. However, the County Auditor recommended eliminating funding for the program based on the fact that it was not cost effective. The program failed to maintain a sufficiently high number of prisoners for the same reasons mentioned previously. Too often, programs are "competing" for the same type of prisoners, namely--low risk misdemeanants. The number of sentenced misdemeanants who would be eligible for these programs and are also going to be in custody for a significant amount of time, is not sufficient to support additional diversion programs such as these.
4. Treatment Alternatives for the Mentally Ill and Alcohol/Drug Abusers: DAD has considered the potential of targeting these populations for diversion from secure correctional beds, and has concluded that even if such programs were funded, the ADP impact would not offset to any significant degree the projected increases in the population. It is likely that the operating costs of these programs would also greatly exceed the marginal cost of detaining prisoners in jail to serve their sentences who might otherwise be eligible for release to a treatment facility or program.

There are approximately 80 mentally ill prisoners assigned to the jail's psychiatric housing units. All have been sentenced or judged ineligible for pretrial release due to 1) lack of stability in the community and likelihood of failing to appear for court, and 2) likelihood of re-offending or 3) the nature of the charge holding them in custody (many of these prisoners are charged with serious felonies).

The County operates a Mentally Ill Post Book Diversion Project for 80 clients. The project reportedly reduces the time an individual will spend in jail over a one year period by seventy percent. The long range value of the program rests not with its ability to cost effectively reduce the jail's population, but rather to its success in reducing the recidivist rate of chronically mentally ill offenders.

In the short run (5-10 years), programs designed to divert alcohol and drug abusers from secure correctional beds are likely to cost the same or more than corrections beds. The requirement to make the prisoners available for court coupled with the serious charges associated with most of these prisoners housed in the tower, suggests that any alternative housing for these offenders would have to have significant security staff and secure facility and program design. The economies of scale and the number of prisoners charged or convicted of felonies that could not be housed in a facility other than county correctional facilities, appears to suggest that institutional or outpatient programs for substance abusing offenders, (above what exists today), would not be practical, cost effective nor significantly reduce the current or projected crowding problem. When assessing the impact of new programs targeting substance abusing offenders, it is important to note that the King County Department of Human Services, Alcoholism Division, already provides an impressive array of services for these groups. A brief listing follows:

- The County's 208 bed facility at Cedar Hills provides in-patient alcohol and drug abuse treatment services. Of this total, 147 of these beds are contracted with the State for longer term in-patient treatment programs. Thirty-two beds are for intensive alcohol/drug treatment and 16 are for differential diagnosis.
 - The North Rehabilitation Facility houses up to 236 prisoners who receive education and information on alcohol and drug abuse.
 - The Washington Center Treatment facility houses the Detoxification Program which provides medically controlled withdrawal from alcohol and drugs on a 24 hour daily basis. In addition, the Assessment Center provides assessment for all State Alcohol and Drug Addiction Treatment and Support Act (ADATSA) clients. Services include screening, treatment placement, monitoring and follow-up of eligible clients.
 - The ADATAR section programs and administers federal funds for substance abuse outreach, special projects and case management for chronic street people.
 - The Alcohol and Drug Abuse Contract section contracts with community-based agencies to provide outpatient alcohol and drug abuse treatment services.
 - The Treatment and Community Services section is responsible for handling the involuntary commitment process for alcohol and drug related cases.
5. Policy Changes: The King County prisoner population has grown at a faster rate than the County's general population, which serves to highlight the impact of public policy on jail populations. DAD acknowledges that major shifts or adjustments to existing key public

policies could reduce jail populations. However, the changes to public policy that likely would have significant ADP reduction potential, (50+) require legislative or judicial action. Two examples are misdemeanor sentencing standards and changes to the eligibility criteria for electronic home detention.

Misdemeanant sentencing standards that would restrict or minimize the length of sentences, could potentially reduce the prisoner population in an immediate and significant fashion. However decision makers are cautioned to acknowledge that the potential also exists for the standards to add to the population.

At this time, only the King County District Court grants administrative authority to DAD to assign misdemeanor prisoners to EHD. Municipal Court prisoners, most notably Seattle Municipal Court, require judicial approval, which is very labor intensive and time consuming.

Once again, these examples focus on minor or misdemeanor offenders who generally are not housed in the crowded tower facility. The success any new programs or policy changes may have in reducing the crowding or rate of prisoner population growth, must more aptly target medium security and felon populations.

DEVELOP TEMPORARY DETENTION SPACE

In recognition of the crowding problem and the implications associated with the prisoner population increases noted in the population forecast, King County has examined a full universe of options for developing temporary housing. A brief review and summary of the temporary detention space alternatives considered follows. The County considered space such as bootcamps, work camps, military barracks and land, the Public Safety Building, the Yesler Building, the King County Administration Building, barges and the King County Courthouse.

- I. Bootcamps and workcamps: These programs are designed as "Shock Incarceration" type programs where offenders are offered substantial reductions in the length of confinement, if they subject themselves to the rigors of daily exercise, work details and institutional life similar to that experienced in Armed Forces Basic Training. They are generally sited in remote locations and generally require minimum stays of 90 days to six months to be effective.

A preliminary assessment of the practicality of such programs for King County prisoners suggests only minimal value or benefit. Some of the most significant considerations and limitations to effective or full development of these shock incarceration programs include the following.

- o The majority of County prisoners are awaiting arraignments, trials or sentencing and require frequent attendance and transport to courts. The time and expense of transports suggest very remote sites would not be practical.

- o Pretrial or unsentenced prisoners cannot lawfully be compelled to work. Currently, approximately 55% of all King County prisoners have presentence jail statuses. (Many prisoners who are sentenced on one charge also have one or more open charges awaiting adjudication).
 - o Successful bootcamp programs include one year of intense supervision following 90 day to six month stays. Ninety percent of prisoners booked into the King County Correctional Facility are released within 30 days. (80% within 10 days; 60% within 3 days). Research has determined that in order to effect a significant change in one's values and perspectives, there must be sufficient time allotted to "break down" old values before new ones can be impressed upon the subject. The average length of stay of King County prisoners and the need for supervision following release from custody, suggest that the economic and "rehabilitative" benefits associated with bootcamps and workcamps may not be practical within the King County Corrections system. Moreover, the NRF program already provides the community with a satellite (or remote) barracks style low cost detention facility.
2. Military Barracks/Land: DAD has examined the potential of utilizing facilities and/or the land of Federal Government properties including Sand Point, Fort Lawton and Fort Lewis. These options promise little or no potential for King County Correctional operations due to the significant drawbacks noted below.

Sand Point: The barracks are in use year round for reserve training and are not available for rent, lease or sale. The thirty-two bed brig has no room available and Federal law prohibits the confinement of civilians in military correctional facilities.

Fort Lawton: The only unused buildings on the site are three sets of World War II wood structures which were converted and currently used by the reserves for storage. The City of Seattle has evaluated the structures and have concluded that they are unfit for housing. The Department of Defense has indicated they would oppose use of this space for any kind of housing (homeless or prisoners) as it would compromise military operations.

Fort Lewis: Fort Lewis officials have been contacted and report that they would be unalterably opposed to the concept of a temporary or long term King County Jail on Fort Lewis land for two reasons:

- a) The Fort has a strict restricted access policy; and
- b) All land is utilized for training and mock operations exercises.

In fact, the Army is currently making efforts to expand their operations to a Yakima site due to space restrictions at Fort Lewis.

3. Downtown Seattle Buildings: DAD has examined the potential of adapting existing office space or old jail space in several Pioneer Square buildings including the Yesler Building, King County Administration Building, Public Safety Building and the King County Courthouse.

Each facility's potential for adaptive re-use to correctional space was measured against several criteria, examples of which are outlined below:

- o Program Criteria: Identifying how known and required DAD program requirements impact the proposed project.
- o Physical Criteria: Identifying and evaluating the physical characteristics of the buildings which are directly interrelated with the proposed adaptive reuse.
- o Building Use Requirements: Identifying building features which will require modifications by the applicable building codes due to the change in occupancy group from office space (B-2) to a correctional facility (I-3).
- o Community Response: Identifying and assessing potential community and tenant concerns as they pertain to the best perceived/most suitable use of these buildings.
- o Cost Estimates/Financing: Identifying cost considerations and/or feasibility of lease proposals.
- o Time Estimates: Prognosis for development permit processing and other considerations that contribute to project schedule estimates and the ability to be activated prior to emergency population levels in the correctional facility.
- o Flexibility: The ability to expand operations or accommodate shifts in the population, and the ability to reuse the space.
- o Standards: Degree of compliance with Council adopted corrections standards. (Former Corrections Standards Board standards).
- o In addition, the County also examined expansion of Fircrest and the development of satellite barracks-styles housing.

Summary: Temporary Detention Space

King County has thoroughly examined a full universe of options for temporary detention space including proposals for bootcamps, use of military facilities and/or land, existing downtown buildings, Fircrest and temporary modular housing.

When all factors were considered, the jail oversight committee unanimously selected the portable housing option (option "A") as the most appropriate and preferred alternative available for additional temporary correctional capacity. For additional detail on these options and analyses, please reference the attached reports: Feasibility study of the proposed adaptive re-use of the Yesler and King County Administration Buildings (Appendix 20) and the recommendation for phase I Interim Housing (Appendix 21)

LONG TERM/FUTURE DETENTION SPACE NEEDS

As called for in the scope of work for planning new correctional space, King County commissioned a study for the purpose of preparing a jail population forecast and a profile of prisoners that could objectively be used to help make decisions associated with facility design, siting and jail related programs.

The methodology used for the population forecast is referred to as the "components of change" forecasting methodology which takes into account the independent influence of the many variables that impact jail population including: demographic patterns, crime patterns, booking rates and length of stay patterns for six separate jail statuses. King County officials developed over two dozen assumptions associated with the different components of change, which were then factored into the forecast model.

The jail oversight committee reviewed the "King County Jail Population Forecast 1989-2010" report by Jack O'Connell, and developed a planning range for new correctional space. If the assumptions in O'Connell's report and by the Oversight Committee hold, King County must plan on accommodating between 1274 and 1745 additional prisoners by the year 2010.

As noted earlier, King County Executive Tim Hill has submitted a motion (Appendix 16) to the Council recommending that King County embark on a two phase construction approach that would provide the community with an additional 1310 beds by the year 2000, and 1745 by 2010. The Executive's assessment is based upon the following assumptions:

- o New facility capacity must be sufficient to accommodate peak populations
- o New capacity requirements must be based on the rated capacity of existing facilities (1623).
- o The public policy impact on the jail population beyond the "assumption rich years" will correlate to an incarceration rate of 17.6 per 10,000.
- o That there will be a loss of 70 existing municipal jail beds.
- o That the facility must have at least 25 "vacancy or flexibility beds" to accommodate peaks or shifts in the mix of the prisoner population.

Additional information on the projected prisoner population is outlined in the population forecast 1989-2010 (Appendix 17), the attached King County Correctional Facility "planned beds" worksheet (appendix 16) and Executive Hill's motion and transmittal letter of March 30, 1990 (Appendix 16).

DAD plans to examine the potential distribution of the jail population into various classification levels and subsequent assignment to specific housing or program space, as part of the analysis associated with a Facilities Master Plan. The Facility Master Plan (FMP) is scheduled to be submitted to the Council in December 1990.

SECTION VII

CONCLUSIONS/RECOMMENDATIONS

PURPOSE:

The purpose of this section is to summarize the key findings and results of the studies and analyses King County has completed regarding the crowding problem experienced in the King County Correctional Facility. Recommendations for further action specific to these conclusions are also noted.

CONCLUSIONS

1. The King County Correctional Facility has experienced a serious crowding problem, with populations exceeding the design and rated capacities since the facility's activation in 1986.
2. The population is projected to increase, with total system populations forecasted to range from 2882 to 3353 by 2010.
3. The forecasted population levels will exceed the available correctional capacity.
4. The forecasted prisoner population will increasingly be comprised of violent, serious property and drug related offenders.
5. The projected increases in violent, serious property, and drug related offenders suggests that non-incarceration programs alone will be insufficient to accommodate the number and mix of future prisoner populations.
6. There will be a deficit between existing secure and program capacities, and the number of prisoners presented for incarceration, prior to activation of any permanent long term correctional facility(s).

Recommendations

It is recommended that the King County Council approve the Operational Master Plan and proceed immediately to:

- Authorize the Executive's Scope of Work and Budget for preparation of a Facilities Master Plan and two phase EIS. This will help decide; 1) what the options are for providing permanent jail capacity, 2) the types of facilities required, and 3) criteria recommended to be used for potential site selection.
- Review and approve the final planning work schedule.

REFERENCE LIST

The Department has reviewed many articles and monographs associated with jail population management strategies. They were utilized in many ways including developing committee work plans, scoping data analysis activities, and planning and assessing the feasibility of specific programs or non-incarceration alternatives. A listing of a few of the more interesting reference materials follows:

1. Alleviating Jail Crowding: A System Perspective. Andy Hall, et al., Pretrial Services Resource Center, Washington, DC, 1985 (NCJRS - 099462).
2. The Implementation of Effective Case Processing for Crowded Jails: A Manual for Prosecutors. Jolanta J. Perlstein and D. Alan Henry, Pretrial Services Resource Center, Washington, DC, 1986 (NCJRS - 099464).
3. Dealing Effectively with Crowded Jails: A Manual for Judges. Jolanta J. Perlstein and D. Alan Henry, Pretrial Services Resource Center, Washington, DC, 1986 (NCJRS - 099463).
4. Jail Overcrowding: Identifying Causes and Planning for Solutions. Walter H. Busher, American Justice Institute, Sacramento, CA, 1983 (NCJRS - 088340).
5. Jail Overcrowding: Guide to Data Collection and Analysis. Jerome R. Bush, American Justice Institute, Sacramento, CA, 1982 (NCJRS - 087509).
6. Pretrial Release Program Options. Andy Hall, et al., Pretrial Services Resource Center, Washington, DC, 1984 (NCJRS - 094612).
7. Jail Overcrowding: Alternatives to Pretrial Detention. U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, Washington, DC, 1985 (NCJRS - 098251).
8. Jail Population Checklist: An Assessment Survey. National Institute of Corrections, Jail Center, Boulder, CO, 1984 (NIC Jail Center, 1790 30th Street, Suite 440, Boulder, CO 80301).
9. Effectiveness of Supervised Pretrial Release. James Austin, et al., National Council on Crime and Delinquency, 1985 (NCJRS - 099750).
10. Alternatives to Prosecution: A review of Recent Research Findings. Donald E. Pryor and Walter F. Smith, Pretrial Services Resource Center, 918 F Street, N.W., Washington, DC 20004, 1983.

11. Ceilings, Lids, Limits, and Caps. M.M. Bell, National Institute of Justice, Washington, DC 1981 (NCJRS - 082460).
12. The Dilemma of Diversion -- Resource Materials on Adult Pretrial Intervention Programs. Joan Mullen, National Institute of Justice, 633 Indiana Avenue, N.W., Washington, DC, 20004, 1983.
13. An Assessment of Recent Strategies Employed at Cook County Jail to Relieve Overcrowding. Mark Myrent, Illinois Criminal Justice Information Authority, 1989.
14. State of California Jail Overcrowding Management Handbook. Evaluation, Management, and Training Associates, Inc., 1988, 2100 Northrop Avenue, Suite 800, Sacramento, CA 95825.
15. Population Management System: Studies to Examine Jail Overcrowding, 1989. San Diego Association of Governments Criminal Justice Research Unit; Security Pacific Plaza, Suite 524, 1200 Third Avenue, San Diego, CA 92101.
16. The Governor's Statewide Conference on Jail Crowding - November 30, 1988 Report to Governor Booth Gardner. Department of Corrections, P.O. Box 9699, MS:FN-61, Olympia, WA 98504.

