



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

Motion 16644

Proposed No. 2023-0434.1

Sponsors Perry

1 A MOTION acknowledging receipt of a report on
2 programming for adults in detention as required by
3 Ordinance 19546, Section 54, P3, as amended by
4 Ordinance 19633, Section 44, Proviso P3.

5 WHEREAS, the 2023-2024 Biennial Budget Ordinance 19546, Section 54,
6 Proviso P3, as amended by Ordinance 19633, Section 44, Proviso P3, requires the
7 executive to transmit a report on programming for adults in detention accompanied by a
8 motion that should acknowledge receipt of the report, and

9 WHEREAS, the report should be filed by November 30, 2023, and

10 WHEREAS, Ordinance 19546, Section 54, Proviso P3, as amended by Ordinance
11 19633, Section 44, Proviso P3, provides that \$300,000 shall not be expended or
12 encumbered until the executive transmits the report and a motion acknowledging receipt
13 of the report is passed, and

14 WHEREAS, the council has acknowledged receipt of the report transmitted by the
15 executive;

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

17 The motion acknowledging receipt of a report on programming for adults in
18 detention, entitled Adult Programming at the Department of Adult and Juvenile
19 Detention, Attachment A to this motion, is hereby passed in accordance with 2023-2024


Motion 16644

- 20 Biennial Budget Ordinance 19546, Section 54, Proviso P3, as amended by Ordinance
- 21 19633, Section 44, Proviso P3.


Motion 16644 was introduced on 1/23/2024 and passed by the Metropolitan King County Council on 8/20/2024, by the following vote:

Yes: 9 - Balducci, Barón, Dembowski, Dunn, Mosqueda, Perry, Upthegrove, von Reichbauer and Zahilay

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

Signed by:

E76CE01F07B14EF...
Dave Upthegrove, Chair

ATTEST:

DocuSigned by:

8DE1BB375AD3422...
Melani Hay, Clerk of the Council

Attachments: A. Adult Programming at the Department of Adult and Juvenile Detention November, 2023

Motion 16644

**Adult Programming at the
Department of Adult and Juvenile Detention**

November 2023



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actions, the executive should consider the urgency of mitigating the impacts to adults in detention of ongoing staff shortages that result in some residents spending a significant amount of time in their cells each day and seek ways to reduce isolation and potential health impacts to residents in detention that may have resulted in King County jail having the highest national death rate by both suicide and natural causes. 19

II. Proviso Text

Ordinance 19633, SECTION 44. Ordinance 19546, Section 54, Department of Adult and Juvenile Detention (DAJD), P3.¹

PROVIDED FURTHER THAT:

Of this appropriation, \$300,000 shall not be expended or encumbered until the executive transmits a report on programming for adults in detention and a motion that should acknowledge receipt of the report and a motion acknowledging receipt of the report is passed by the council. The motion should reference the subject matter, the proviso's ordinance number, ordinance section and proviso number in both the title and body of the motion.

The report shall include, but not be limited to, the following:

A. A description of programming available at each King County adult detention facility at the time of the report, including the types of programs available, how often they are available, the program capacity, which detention residents are eligible to participate, how many detention residents participate, any costs associated with administering each program and any evaluations of the programs;

B. A calculation of approximately how many hours of life-skill building or therapeutic support programming, or other out of cell social activities, are available per detention resident per day at the time of the report and of how many additional hours of programming or activities would be needed to provide approximately one hour of programming per adult detention resident per day, based on the average daily population of adults in detention in King County;

C. A study of successful life-skill and therapeutic support programming models at adult detention facilities across the United States, including adult detention facilities experiencing staffing shortages and limited financial resources similar to King County adult detention facilities, and a description of best practices and lessons learned from such models as well as from data and recommendations offered by national corrections organizations including, but not limited to, the National Institute of Justice and National Institute of Corrections;

D. A discussion of the levels of staffing, capacity of program providers and facility requirements needed in King County adult detention to: (1) align adult detention programming with national best practices; and (2) accommodate a level of adult programming equivalent to approximately one hour of life-skill building or therapeutic support programming per adult detention resident per day to ensure similar standards are met for all individuals in detention throughout King County;

E. A discussion of the estimated cost and other considerations that would be needed to secure the incremental difference between the requirements identified in subsection D. of this proviso and the resources available at the time of the report; and

F. Identification and provision of a list of near-term, actionable next steps to increase the availability of life-skill building and therapeutic support programming for adults in detention to mitigate the lack of

¹ [Ordinance 19633.pdf](#)

programming and excessive time in cell isolation brought about by staffing shortages, knowing that staffing shortages will not be significantly mitigated in the near term. In prioritizing near-term actions, the executive should consider the urgency of mitigating the impacts to adults in detention of ongoing staff shortages that result in some residents spending a significant amount of time in their cells each day and seek ways to reduce isolation and potential health impacts to residents in detention that may have resulted in King County jail having the highest national death rate by both suicide and natural causes.

The executive should electronically file the report and motion required by this proviso no later than November 30, 2023, 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 or its successor.²

III. Executive Summary

The Department of Adult and Juvenile Detention (DAJD) is pleased to submit this report on programming for adults in detention in response to Proviso 3.

Summary observations to the proviso response:

- Data is not available to support a calculation on hours of programming per person per day across the year or population. By extension, DAJD cannot calculate a 'gap' to the proposed programming.
- Recent conditions reduced the number of active contracts, volunteers, and program staff that provide services. Current activities focus on restoring this program infrastructure.
- Program data on participants currently enrolled in programming shows growth, with an increase in 2023 Q1 and Q2 participation relative to 2022 participation.
- Use of tablets in the near future alone could meet the requested amount of programming for one hour a day for every person.
- A portion of program growth expected in 2024 is through funding from a federal grant, and to retain that growth would require county funding after the grant expires.
- DAJD is currently facing a staffing crisis in its Corrections Officer (CO) ranks, which is straining its ability to provide even basic services. Any amount of additional small group or in person programming would require added staffing to escort and ensure safety during classes.

This report is organized in order of the Proviso 3 wording. Each section begins with the request that is a direct citation from Proviso 3. Then DAJD provides a response.

DAJD responds to Section A with a thorough description of programming available. There are small amounts of a broad array of programming options available upon request by jail residents. Results show slow growth in the number of participants as DAJD builds back up from primarily video visits to in person and group programming options. Programming at the Maleng Regional Justice Center (MRJC) and in general population areas has grown more quickly as it is a less challenging operational environment.

DAJD responds to Section B with an estimate of programming or other out of cell social activities that are available to residents. All persons in general population have daily out of cell social activities

² The due date was amended by Ordinance 19633, Section 44, Proviso P3 to November 30, 2023.

exceeding one hour. In the very near future, with the implementation of tablets, everyone with a length of stay longer than three days will have more than one hour of programming per person per day. That launch is estimated to be complete in March 2024, and DAJD is excited to explore and build on tablet offerings.

Section C includes a discussion of best practices and comparable jail models. DAJD has researched emerging practices and talked to other jails while applying for a 2022 program grant and built on that research in this report. There is no standard or recommended best practice for the duration of programming to offer per person per day. However, DAJD considered the recommendations that do exist. From a range of practices, DAJD adopted use of the more broadly accessible tablet approach. DAJD will need to first monitor initial use of these new technologies to better understand what additional resources might increase their positive impact. DAJD will also be amongst the first to pilot remote group classes in an adult jail setting.

Sections D, E, and F relate to taking near term steps and planning longer term actions to significantly build program capacity. DAJD is in the process today of rebuilding programs following the COVID pandemic. DAJD pursued and won a federal grant to bolster programming resources in the near term. Following recent attrition, staffing grew from one volunteer coordinator staff member at the lowest point, to four volunteer coordinator staff members starting in Q3 of 2023. DAJD is also engaged with the county procurement office to begin new contracts for educational and career services.

Space and officer staffing is a remaining identified barrier to serving larger populations outside of cells. Increases to secured group programming for persons in restricted housing would require more officers to support movement of persons to and from group classes throughout the day.

IV. Background

Department Overview: The Department of Adult and Juvenile Detention (DAJD) operates three detention facilities and various community supervision programs for pre- and post-trial defendants throughout King County. The two adult secure detention divisions are the Seattle Division, which operates the King County Correctional Facility (KCCF), and the Kent Division, which operates the secure detention portion of the Maleng Regional Justice Center (MRJC). The Juvenile Division operates the juvenile detention facility in Seattle. As of October 15, 2023, KCCF housed 746 residents, and MRJC housed 635 residents.

Current Context: About one percent of DAJD's budget supports program services available to adult residents. Most programs are delivered by a mix of contractors, partner agencies, and volunteers. Programs provided in DAJD facilities include education, religion, life skills building, and services that support an individual's return to community. It is offered in DAJD classrooms, in one-on-one settings, and virtually.

DAJD has two full time equivalent (FTE) volunteer coordinator positions, one each at KCCF and MRJC; one FTE administrative support position, and one FTE supervising position supporting delivery of programs for residents. Two additional term limited temporary (TLT) volunteer coordinators have been hired under a grant fund. Programming is also supported extensively and indirectly by other FTE positions, such as corrections officers (COs) who are assigned to escort volunteers and contractors in the facilities and manage resident movement. COs and other staff also conduct visitor background

screening, review resident program requests, room reservations, and so on for providers to deliver programs at DAJD facilities.

The specific programs available to residents are subject to change over time. Current program activities and services are listed in Section A below. Program content generally includes religious programming, education, drug and alcohol counseling, veterans' services, life skills, and recreation. People in custody participate in services voluntarily based on their interest and specific needs. Residents may request to participate in currently available programming at any time. DAJD responds to these requests based on eligibility and resources available. Eligibility refers to an in-custody individual's ability to meet program requirements specific to each program. In addition, DAJD may refer individuals with special needs based on questions asked during booking and intake. For example, an individual must be a veteran in order to participate in veterans' programming.

Until 2022, DAJD's programming budget was primarily funded through the Inmate Welfare Fund from phone and commissary commission revenue. The County's 2023-2024 adopted budget shifted funding of DAJD programming from the Inmate Welfare Fund to direct funding from the County's General Fund, along with increasing the overall budget for programming in support of broader equity and social justice goals. Most programming at DAJD is supported by sources other than its own department General Fund budget, such as volunteers, grants, and partner agency funds. The total DAJD 2023-2024 biennium appropriation for adult resident services is \$3.6 million, representing only about 1 percent of the department's total budget. This appropriation also supports non-programming resident services such as phone technologies and commissary.

Programming options were reduced during the COVID-19 pandemic due to safety requirements and staffing challenges. During the pandemic restricted period, DAJD was able to provide some programming through video kiosks and one-on-one programming. DAJD is rebuilding in-person programming to pre-pandemic capacity along with expanding programming options. DAJD was awarded a federal grant to expand General Educational Development (GED) and journaling programs, and as a result has been able to hire additional temporary volunteer coordinator staff. However, progress on expanding programming is challenged by the high number of vacant correction officer positions and scheduling conflicts and competing use of common areas.

Report Methodology: DAJD strove to clearly respond to the important questions asked in this proviso, under current resources and within the time allowed to assess readily available information. Data and information are drawn from departmental staffing reports, contractor information, program data, annual reports, and a literature review including National Institute for Corrections (NIC), National Institute for Justice (NIJ), Vera, RAND Correctional Education, and American Correctional Association (ACA).

V. Report Requirements

A. A description of programming available at each King County adult detention facility at the time of the report, including the types of programs available, how often they are available, the program capacity, which detention residents are eligible to participate, how many detention residents participate, any costs associated with administering each program and any evaluations of the programs.

This section identifies current and pending programs offered to residents at DAJD’s adult facilities. It includes a description of the programming, capacity, eligibility, participation, and estimated cost. Program descriptions are grouped into six categories:

- Educational
- Creative writing and journaling
- Religious
- Veterans
- Substance use disorders and recovery
- Work/life skills

Costs Associated with Administering Programs

The total DAJD appropriation for resident services is \$3.6M for the 2023-2024 biennium. It is designated to support all resident programs, as well as non-programming resident services including phone technologies and commissary.

Staffing for programming, whether performed by County employees or via contracted staffing, is the primary cost to DAJD of providing residents programs. DAJD has two FTE volunteer coordinators, one in each adult facility, dedicated to programs. These positions are supervised by a 1.0 FTE program manager and supported by 1.0 FTE administrative assistant. In addition, four 1.0 FTEs are budgeted to manage the resident tablet program.

In addition to the directly budgeted programming FTE below, DAJD expends staffing resources elsewhere across the department to support the work associated with programming services to residents. This includes time spent by DAJD FTEs performing background investigations for those providing programming services; reviewing resident eligibility; moving residents to participate in programs; and escorting service providers around the facility. Increases in programming will likely impact CO post requirements for those officers who manage resident movement and ensure safety.

Table 1. DAJD Program Staff Budget

Cost Component	Approximate Budget
8 General Fund Supported FTE <ul style="list-style-type: none"> • 2.0 FTE volunteer coordinators • 4.0 FTE tablet coordinators • 1.0 FTE program manager 	\$989,368

Cost Component	Approximate Budget
<ul style="list-style-type: none"> • 1.0 FTE administrative assistant 	
2.0 Grant Supported TLT	\$303,576 (of which DAJD funds \$130,424)

As discussed above, DAJD does not provide all programming offered to residents. Partner agencies and organizations also provide programming to persons in DAJD custody through volunteers or contracted services which are not funded by DAJD. Although DAJD provides the support for service delivery, DAJD does not have cost information from each of these other agencies or organizations providing programming withing the adult facilities.

DAJD was able to work with other County departments to gather some cost data. For example, DCHS has shared that veterans’ programs offered in DAJD’s adult facilities are primarily supported by the Veterans, Seniors, and Human Services Levy (VSHSL), with an estimated programs value of \$170,000³. Jail Health Services (JHS) works in collaboration with the DCHS Behavioral Health and Recovery Division (BHRD) Diversion and Reentry Services (DRS) Section, to combine pre-arrest and pre-jail booking diversion with post-booking reentry services. Additionally, JHS provides pre-jail diversion, in custody and post-booking re-entry services. These services are funded through various grants and other funding sources outside of BHRD DRS.

A portion of the adult general education development (GED) and cognitive behavior therapy (CBT) journaling programs costs are paid for through a FY2022 Department of Justice (DOJ) grant. The DOJ-BJA FY 2022 Improving Reentry Education and Employment Outcomes grant award funds programming for 2.5 years. It supports two additional full-time term-limited temporary volunteer coordinators identified in Table 1 above. However, as noted, where program costs exceed the grant, DAJD pays for the balance using General Fund dollars. DAJD budget pays for a portion of the two volunteer coordinator positions and a portion of cost for GED test proctors. Technologies funded by King County General Fund include tablets and smart TVs. An overview of programs offered is provided below.

In reviewing the programming overview information below, note that:

- Program specific costs are identified in the lists below. These are costs in addition to the program wide costs outlined above. DAJD does not budget FTEs to specific programs provided at its facilities, and the cost reflects the added per program cost for contractors only.
- The term ‘capacity’ references how the provider defines their capacity, which may be based on staffing hours they deliver and/or maximum class size.
- The term ‘persons enrolled’ references group programs where there is a cohort or class, and it means unique persons enrolled in the program across a unit of time.
- The term ‘persons served’ references the sum of people who accessed a program via one or more of these forums: individual video visits, window visits, and class session participants or enrolled for a program. It is not a unique or unduplicated person count; the same person could attend a session and also request and receive multiple window visits under a single program.

³ With the renewed passage of the VSHSL in August 2023, DCHS has notified DAJD that there will be adjustments made to programs supporting incarcerated veterans. The Veterans Program at the MRJC will pause at the end of 2023 and resume sometime in 2024 once adjustments to the DCHS’s program are made.

- The term ‘persons given materials’ references distribution of unique programming materials to an individual. It approximates unique persons, as these materials are generally not requested more than once. However, the same persons given materials may have also participated in visits or groups, so it could include duplicated persons.
- The term ‘packets completed’ is used instead of materials when it’s not related to the number of persons served. For example, creative writing is also offered as a correspondence course where participation is on a rolling basis. One person could complete 10 weekly writing assignments, and others could complete one prior to release.
- The term ‘persons enrolled per day’ is an average number of daily participants, given that people enter and leave available openings over time. For example, the resident worker program has a certain number of openings and people may enter or leave the program over time.

Educational Programs

Seattle Public Schools High School Completion

Description: Adult basic education and high school diploma programs are provided through Seattle Public Schools – InterAgency School at KCCF. For those unable to attend group classes, the educator meets one-on-one to deliver programming.

Frequency/Capacity: Capacity of the program is based on the availability of two staff. In 2022, all eligible persons who requested service received it.

Eligibility: Persons between the ages of 18-21 who have not received their high school diploma or completed GED.

Participation: In 2022, 24 persons were enrolled at KCCF, and 17 persons were enrolled at MRJC. In Q1/Q2 2023, 36 persons were enrolled at KCCF. Six persons received their high school diploma while in DAJD custody in 2022, five males and one female.

Estimated Cost: Washington State provides these services at no cost to DAJD.

Adult General Educational Development (GED)

Description: This program includes GED instruction and testing at KCCF and MRJC. While many persons in custody will not complete a full curriculum during their jail stay, they can begin their GED education while in detention and resume it in community classrooms free of charge through some local organizations.

Frequency/Capacity: Capacity for GED programming annually is estimated to be roughly 225 students based on two teachers. The program has not started, but it will likely be two-to-four-hour blocks of class, once to twice weekly.⁴

Eligibility: Those eligible are males and females in either facility who are in custody, request services, have not already completed their high school diploma, and are in general population housing to attend group classes. Once operational, attendance will be prioritized to those with length of stay longer than 30 days.

Participation: In 2022, 100 persons were enrolled through Seattle Central College, however in Q1 of 2022 the contract ended. DAJD is in the process of establishing new contracts to increase GED services.

Estimated Cost: The current procurement process estimates a cost of around \$400,000 for 2.5 years.

⁴ Capacity is estimated based on market research. One interested contractor said an instructor for GED can teach 28 participants a day via traditional classroom setting for 8 hrs./week per instructors. [(28 students per week for 3-month class* 4 quarters = 112 per year)* 2 instructors].

Creative Writing & Journaling

Courage to Change Journaling

Description: This in-house journaling program began at KCCF in October 2023. The program is an evidence-based supervision/case management model developed in collaboration with several United States Probation Offices. Through cognitive-behavioral Interactive Journaling® System and interaction with trained facilitators, participants address up to nine modules on risk factors such as peer relationships, seeking employment, and substance use.

Frequency/Capacity: Pilot capacity at KCCF through 2023 is 15 persons at any one time. Instructor capacity could serve up to 60 people per week (2 facilitators, 30 persons each) and operate in both KCCF and MRJC.

Eligibility: Males and Females in MRJC and KCCF in restricted housing locations that are unable to attend group classes, with priority to those with lengths of stay longer than 30 days. Where capacity remains, the program will serve persons who are classified as maximum security and who are not in restricted housing locations.

Participation: This is a new program as of October 2023. There is an initial class of five persons.

Estimated Cost: Supported by DAJD programs employees.

Creative writing

Description: A creative writing group program at KCCF which engages the students in a cathartic process of therapeutic journaling.

Frequency/Capacity: Bi-weekly writing prompts are distributed to participants. There are three volunteers, grown from one to two persons in previous years.

Eligibility: Females in general population in KCCF.

Participation: In Q1/Q2 2023, 18 individuals were enrolled, and 246 packets were completed.

Estimated Cost: Volunteers provide these services at no cost to DAJD.

Religious Programs

Chaplain and Religious Services

Description: Community-based volunteers at KCCF and MRJC lead groups sessions and weekly prayer services, distribute religious items and materials, and/or offer one-on-one window or telephone visits to support the spiritual and emotional needs of persons in custody. Chaplains with fewer requests for service may offer a service to individuals from multiple housing units, whereas chaplains with more service requests may schedule sessions in multipurpose rooms for each unit.

Frequency/Capacity: Capacity for KCCF is currently four volunteer chaplains who serve KCCF three days a week. Capacity for MRJC is currently one volunteer Catholic chaplain serving MRJC full time three days a week, and two other volunteer part time chaplains. Capacity for group service offerings continues to grow, most recently with an added Muslim day of service provided by two part-time Muslim chaplains. Residents with religious affiliations that do not have an available chaplain are offered religious materials upon request.

Eligibility: All persons are eligible.

Participation: In 2022, 601 persons were served at MRJC, and 1,642 persons were served at KCCF. In Q1/Q2 2023, 636 persons were served at MRJC, and 1,509 persons were served at KCCF. In addition, in 2022, 470 persons were given religious materials at MRJC, and 6,496 persons were given religious materials at KCCF. In Q1/Q2 2023, 354 persons were given religious materials at MRJC, and 3,032 persons were given religious materials at KCCF.

Estimated Cost: Volunteers provide these services at no cost to DAJD.

Veteran's Programs

Note: Veterans interested in veteran programs are preferentially housed at MRJC.

Veterans' Health and Wellness

Description: Provided by JHS at MRJC, it is a class focused on the impact past experiences have on current circumstances and well-being. Participants learn to use healthy coping methods and practice new skills in a safe environment.

Frequency/Capacity: Weekly sessions with maximum capacity of 15 per cohort.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 105 persons served in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Heroes Journey

Description: Group non-fiction writing program at MRJC.

Frequency/Capacity: Weekly sessions with maximum capacity of 15 per cohort.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 117 persons served in 2022, 90 persons served in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Life Skills

Description: Weekly group life skills class at MRJC.

Frequency/Capacity: Weekly sessions with maximum capacity of 15.

Eligibility: Medium and minimum security confirmed veterans.

Participation: 142 persons served in 2022, 136 persons served in in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Mindfulness

Description: Mindfulness-Based Stress Reduction (MBSR) and Compassion Cultivation Training (CCT) group program established at MRJC in 2023.

Frequency/Capacity: Weekly sessions with maximum capacity of 15.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 102 persons served in in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Northwest Justice Civil Legal Aid

Description: Legal aid program providing monthly clinics by the Northwest Justice Project at MRJC.

Frequency/Capacity: 1.25 hours/month, with one cohort series every 3 months for up to 15 people.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 5 people served in 2022, 6 people served in Q1/Q2 in 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Resource Reentry

Description: Group reentry services at MRJC to guide veterans through benefits available to them upon release. Those that decline the program or are unable to participate in a group setting are still offered in-person, one-on-one visits, or window visits from the Washington State Department of Veteran Affairs (WDVA⁵).

⁵ DCHS has informed DAJD that the Veterans Reentry Program (referred to as Incarcerated Veterans Reintegration Services or IVRS), which is operated by the Washington Department of Veterans Affairs (WDVA) will pause at the

Frequency/Capacity: Bi-weekly sessions with maximum capacity of 15.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: Group classes: 84 persons served in 2022, 44 persons served in in Q1/Q2 2023. Window visits: 229 persons served in 2022, 86 persons served in 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Transforming Power (previously known as Compassionate Communication)

Description: A series of workshops offered by Projects for a Civil Society at MRJC in weekly using one-on-one, small group, and circle discussion formats to help participants identify what they want for their lives and how to go about achieving their goals.

Frequency/Capacity: 2-3 facilitators provide weekly sessions with maximum capacity of 15.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 117 persons served in 2022, 77 persons served in in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Veterans Yoga Behind Bars

Description: Group yoga program at MRJC.

Frequency/Capacity: Weekly 120-minute group sessions with maximum capacity of 15.

Eligibility: Medium and minimum-security confirmed veterans.

Participation: 73 persons served in 2022, 80 persons served in Q1/Q2 2023.

Estimated Cost: The DCHS VSHSL provides these services at no cost to DAJD.

Substance Use Disorders and Recovery Programs

Celebrate Recovery/Alcoholics Anonymous

Description: Christian faith-based 12-step recovery program available at MRJC.

Frequency/Capacity: Programming is done once weekly, with sessions open to persons from one unit at a time. The service schedule allows for each unit to have an opportunity to attend a program session at least once a month, at minimum. Materials are given as another alternative offering.

Eligibility: General population at MRJC.

Participation: In 2022, in 242 persons were served at MRJC, 3 persons were given materials at MRJC, and 18 persons were given materials at KCCF.

Estimated Cost: Volunteers provide these services at no cost to DAJD.

Substance Use Disorder/Chemical Dependency Program

Description: DCHS (Department of Community and Human Services) through a contracted provider has launched a Modified Therapeutic Community program. The program is a substance use disorder (SUD) treatment program operating in MRJC. This program connects jailed individuals experiencing SUD with treatment while incorporating reentry services.

Frequency/Capacity: Duration is typically up to five hours of services per person, weekly. Prior to COVID it provided 20 hours per person per week in programming. It has a capacity of 36 enrolled persons at any given time. 18 are enrolled as of October 2023, and projected to continue to grow. To use full capacity will depend on DAJD ability to resume housing persons in a single unit.

Eligibility: Eligibility is based on a screening of substance use, and for those in general population housing whose medical, psychological, and security needs allow them to be preferentially housed in MRJC.

end of the year. Oversight of this program will transition to DCHS VSHSL in 2024 and will continue once this transition has taken place. DAJD does not yet know the exact timing of the change.

Participation: In 2022, MRJC had 23 enrollees who attended 307 visits, and KCCF had 12 enrollees. In Q1/Q2 of 2023, MRJC had 34 enrollees and 473 visits with 27 on the waitlist for services.

Estimated Cost: DCHS BHRD provides these services at no cost to DAJD.

Work/Life Skills

Worker Programs

Description: Resident worker programs are available in both MRJC and KCCF to provide life skills education. These participants are housed together. Participants receive safety and skills training, and oversight and management by a working professional for on-the-job training. People learn to be barbers, kitchen bakers and cooks, storefront staff handling commissary, and custodians.

Frequency/Capacity: See participation, below.

Eligibility: Eligibility is people in general population housing, male or female, in either facility.

Participation: In 2022 the MRJC program served an average of 94 residents at a time. In 2022 the KCCF male trustee program served an average of 107 residents at a time. In 2022 the KCCF female trustee program served an average of 4-5 residents at a time. 2023 capacity is anticipated to match 2022 capacity.

Estimated Cost: Total 2022 allocation of awards to resident participants was \$206,826.00.

Parents 4 Parents

Description: The Parents for Parents Program (P4P) works to identify and help reduce some of the barriers to permanency for children of incarcerated parents who are simultaneously involved in the child welfare/dependency court system by educating parents, encouraging them to effectively use their voice. Identifying re-entry and other resources in the community helps to meet the needs of the parents and their families. Trained Parent Allies have been granted permission by DAJD to visit with eligible inmates at KCCF and MRJC.

Frequency/Capacity: Duration of visits with inmates is limited to the availability of the video visit system and/or the ability of the trained Parent Allies to facilitate an in-person visit. After the first initial visit, the Parent Ally determines if subsequent visits will be necessary while the parent remains incarcerated.

Eligibility: Eligibility requirements include an open dependency case in King County. Due to the nature of some charges, permission from the inmate's attorney may be required prior to conducting a visit.

Participation: In 2022, P4P met with 21 incarcerated parents and completed 40 visits. Year to date, in 2023, P4P has met with 10 incarcerated parents and completed 11 visits.

Estimated Cost: P4P provides these services at no cost to DAJD.

Read to Me

Description: Seattle Public Library provides Read to Me programs for both mothers and fathers at KCCF to promote literacy and strengthen a positive family relationship. Participants learn about literacy and make a storybook recording. The children receive the book and the parent's recording to follow along.

Frequency/Capacity: Each program round is three evenings, with each workshop lasting 2.5 hours, for a total of 7.5 hours. Programs are offered approximately once a quarter as Seattle Public Library schedules allow. Mother sessions were available in March, September, and November. Father sessions were available in May and October.

Eligibility: People in male or female general population housing at KCCF. Persons must be able to attend for the duration of the whole three-day program and must have a child seven years or younger.

Participation: The March session for mothers reported six persons. Remaining sessions for Q1-Q2 2023 sessions have pending attendance reports.

Estimated Cost: Seattle Public Library provides these services at no cost to DAJD.

B. A calculation of approximately how many hours of life-skill building or therapeutic support programming, or other out of cell social activities, are available per detention resident per day at the time of the report and of how many additional hours of programming or activities would be needed to provide approximately one hour of programming per adult detention resident per day, based on the average daily population of adults in detention in King County

As noted above, programming provided in DAJD’s adult facilities is primarily provided by volunteers, partner agencies, or by contract. The department does not collect cost data from these organizations. It requests reports of activities that may be provided in a slightly different format by program. The frequency and duration of programming may change daily, weekly, or monthly. This is because the bulk of programming is provided by volunteers or partner agencies and is subject to change based on factors outside of DAJD’s purview (such as available volunteers). As a result, it is not possible for DAJD to calculate how many hours of life-skill building or therapeutic support programming, or other out of cell social activities are available per detention resident per day. In terms of data, DAJD collects the number of resident programming requests and the number of people who receive services, as reviewed in the participation subsection above. The duration of each service, and the number of individuals who choose to not request services, is not recorded.

People in general population units receive more than one hour of out of cell activities in groups under normal operations. Persons in restricted housing are out of cell at least one hour daily but not with a group. In addition, one-on-one programming is available for persons unable to attend a group class due to their higher security classification. Reading material and religious materials are available upon request for everyone.

By the end of March 2024, DAJD expects to have deployed resident tablets at MRJC and KCCF. If used, these tablets will help make at least one hour of programming available to residents in custody longer than three days in all locations. Limited exclusions will exist for those with certain medical, mental health, or behavioral issues that prevent safe use of the tablet. At no cost to residents, tablets will provide self-directed learning, GED practice tests, religious content, access to free legal research materials, a job search module, access to more than 50,000 books, podcasts, and media. Paid premium media content such as movies, music and game are available for purchase by residents. Tablets may allow a resident to receive more phone calls from friends and family because calls are no longer constrained by a limited number of phones in units nor scheduled for a person’s time out of cell.

C. A study of successful life-skill and therapeutic support programming models at adult detention facilities across the United States, including adult detention facilities experiencing staffing shortages and limited financial resources similar to King County adult detention facilities, and a description of best practices and lessons learned from such models as well as from data and recommendations offered by national corrections organizations including, but not limited to, the National Institute of Justice and National Institute of Corrections

The information in this section is provided to meet as much of the Proviso requirement as feasible for the department, while recognizing that it cannot address each element for the reasons discussed below.

DAJD continues to be impacted by the COVID-19 global pandemic and the resulting significant staffing and operational challenges. For example, as of November 1, 2023, DAJD had 120 correction officer vacancies out of its 503 budgeted positions, which is nearly a 24 percent vacancy rate. As a result of these vacancies, the department struggles to maintain the coverage required for basic services. In addition, and as noted above, while the department recognizes the importance of resident programming and is working toward increasing access, DAJD's budget is primarily allocated for facilities and staff required to provide safe and secure detention. As a result of these resource limitations, the department is unable to conduct the depth and breadth of research and analysis necessary to meet this Proviso requirement.

The Department of Justice (DOJ) Federal Bureau of Prisons (BOP) BOP commissioned a consultant to conduct a meta-analysis of programs and outcomes for prison programs.⁶ The analysis defined success as reduced recidivism and remarked that data to conduct the assessment is scarce and incomplete. It also noted that the more predictably powerful indicators of recidivism were age of the person and criminal history. However, the review summarized that every program reviewed always found some recidivism reduction, regardless of the program type.

The department was able to conduct an open-source internet search of professional organizations with a history of work in corrections: Vera Institute of Justice, RAND, National Institute of Justice (NIJ), National Institute of Corrections (NIC), US Marshals, American Correctional Association (ACA), and Department of Justice (DOJ). The review did not yield a recommended amount of programming or which program model is most successful under limited resources.⁷ This review did identify in the Federal Performance Based Detention Standards Handbook recommendation that, "In addition to the minimum period of recreation, the multi-disciplinary committee identifies ways to increase out-of-cell opportunities for recreation, education, clinically appropriate treatment therapies, skill-building, and social interaction with staff and other prisoners."⁸

DAJD contacted and reviewed other jails similar in budget and size according to the Vera Institute, including the Douglas County Department of Corrections and the Salt Lake County Sheriff's Office.⁹ Allegheny County jail has a similar population to King County's prior to the pandemic – just under 2,000 Average Daily Population (ADP). These three similar jail facilities use programming units to co-locate eligible persons for larger group classes, and then provide a lesser degree of programming in other units. Programming units are housing units where people participating in the same program are housed together.

Salt Lake County Sheriff's Office has a similar population to DAJD, with two facilities combined ADP around 1800 and average length of stay (ALOS) slightly less than 40 days. It offers programming only to

⁶ Byrne, J. M. (2020). The effectiveness of prison programming: review of the research literature examining the impact of federal, state, and local inmate programming on post-release recidivism. *Federal Probation*, 84(1), 3-20.

⁷ Keyword search in google scholar, google, and relevant websites.

⁸ Federal Performance Based Detention Standards Handbook (May, 2022). "[The Federal Performance Based Detention Standards \(usmarshals.gov\)](#)

⁹ What Jails Cost, A Look at Spending in America's Large Cities.
[What Jails Cost: Cities | Vera Institute](#)

qualified non-violent persons. Salt Lake uses a programming unit approach with one (1) GED unit of 64 residents working on getting their diploma equivalency. Salt Lake graduates between 60 and 80 persons each year. Salt Lake does not provide details on programming in the other five units.

Douglas County in Nebraska has a jail similar in size to DAJD. It offers stand-alone programs to those in custody at least 30 days. It also deploys a programming unit model where one unit of enrolled persons have access to certain program classes, and other programs are available in more areas.¹⁰ Allegheny County in Pennsylvania provides similar services to DAJD and utilizes programming pods for those in custody more than 90 days co-located to receive additional programming.¹¹ Allegheny County also offers GED classes, and computer literacy classes available. DAJD met with the Allegheny County program coordinators in May of 2022 to learn about their use of tablets for remote programming.

In May 2022, DAJD contacted Allegheny County Jail and Lake County Jail because each attempted innovative remote or hybrid classes for jail residents. Allegheny County Jail reported that using tablets for the larger GED program in was not successful, and it resumed in person classes only. The smaller GED Lake County program using laptops and restricted internet access reported success and continued.

Emerging programming practices from literature review results include a mix of in-cell, dayroom, and classroom options similar to those being considered or pursued by DAJD. Options described in literature reviews and on jail or prison websites include resident tablets and paper packets or correspondence courses for in-cell programming, kiosks, TVs, and 1:1 visiting in dayrooms, and remote and in person classroom group settings. Space, resources, security concerns, and language and disability accessibility are some of the constraints driving programming considerations across the country and in DAJD.

Some CBT or social emotional learning models are designed for one-on-one coaching by certified instructors so that classrooms are not required and some programs provide training to groups to build up expertise in existing non-profits or even correctional staff. The National Institute of Corrections (NIC) provides standardized curriculum and training specific to corrections positions, and one offering is for corrections staff to become CBT trainers certified to deliver curriculum to residents. A form of CBT is being piloted in the DAJD DOJ grant with DAJD volunteer coordinators serving as the interactive journal facilitators.

D. A discussion of the levels of staffing, capacity of program providers and facility requirements needed in King County adult detention to: (1) align adult detention programming with national best practices; and (2) accommodate a level of adult programming equivalent to approximately one hour of life-skill building or therapeutic support programming per adult detention resident per day to ensure similar standards are met for all individuals in detention throughout King County;

¹⁰ Corrections Programs. Justine Wall, Reentry Programs Administrator
[Corrections Program - Douglas County Corrections \(dccorr.com\)](https://www.dccorr.com)

¹¹ Allegheny County Jail. Pre- and Post-Release Services.
[Jail | Re-Entry Program | Allegheny County](#)

As described above, DAJD staffing and resource limitations prevented the department from identifying best practices or standards for the hours of programming to provide to residents. The ACA, NIJ, and NIC recommend using evidence-based programming but identified no minimum quantities.

As noted above, tablets available to all persons with a length of stay longer than three days will provide more than one hour of daily programming. Additional programming will continue to be provided by as documented in this report.

Staffing is a considerable constraint to expanding programming. For each three to four additional organizations providing programming in the facilities, DAJD estimates it would need to add an additional volunteer coordinator position. Volunteer coordinators conduct backgrounding services and provide orientations to individuals who provide services in the facilities. They enroll classes, reserve rooms, gather data, and provide other supporting services to organizations and contractors. In addition to the volunteer coordinators and contractors, corrections officer support is required to facilitate delivery of programming. One additional hour of group programming in restricted housing areas outside of the unit would require at least one more corrections officer post, with one post equating to roughly three corrections officers.

Space also remains a constraint to expanding programming. DAJD facilities do not have enough space to meet a programming goal of one hour of in person, group programming every day. A maximum number of in-person programming hours based on group spaces is estimated to be up 420 people a day out of a population of around 1,500. Less than a third of the DAJD-housed population might receive an hour of group programming a day. This estimate assumes that multipurpose rooms are available. Often, other operations use such spaces, including lawyers and social services requesting professional visits. Table 3 describes common area spaces.

Table 3. Program capacity, unrestrained, by classroom (multipurpose room) space

Facility	Space	Participants
MRJC	<i>*In-Unit MP Rooms</i> (There are 6 smaller unit multipurpose rooms)	<i>5 - 8 persons in each (2 with 6' social distancing)</i>
	E-Unit Room	12 (6 with 6' social distancing)
	Large MP Room	45 (20 with 6' social distancing)
KCCF	Floor MP Rooms 7	24 (12 with 6' social distancing)
	Floor MP Rooms 8	24 (12 with 6' social distancing)
	Floor MP Rooms 9	16 (8 with 6' social distancing)
	Floor MP Rooms 10	24 (12 with 6' social distancing)
	Floor MP Rooms 11	8 (4 with 6' social distancing)

If each space in each facility was used to provide programming at full capacity without constraints (staffing, program availability), an estimated 140 persons would be served at one time. This presumes use of all traditional group meeting spaces (multipurpose rooms) for a group class outside of the cell or dayroom area. With shift changes, meal service times, and volunteers/contractors preference for regular business hours, an estimated six hours may be available for people to attend classes a day. Setting up, conducting, and resetting a one-hour class takes up to two hours. Given this data, the department estimates 140 persons at a time attending three one-hour classes yields an approximately 420 persons served at both facilities per day.

E. A discussion of the estimated cost and other considerations that would be needed to secure the incremental difference between the requirements identified in subsection D. of this proviso and the resources available at the time of the report.

As noted above, DAJD is not able to estimate the difference in cost above current funding to provide an hour of programming per person per day. This is because DAJD does not have a baseline estimate of the number of program hours per resident per day as an average, and the cost to increase programming and the number of residents impacted varies widely from one approach to the next.

In terms of other considerations, the staffing crises in DAJD remains the department’s highest priority. It is also the most urgent issue impacting any expansion of programming options.

F. Identification and provision of a list of near-term, actionable next steps to increase the availability of life-skill building and therapeutic support programming for adults in detention to mitigate the lack of programming and excessive time in cell isolation brought about by staffing shortages, knowing that staffing shortages will not be significantly mitigated in the near term. In prioritizing near-term actions, the executive should consider the urgency of mitigating the impacts to adults in detention of ongoing staff shortages that result in some residents spending a significant amount of time in their cells each day and seek ways to reduce isolation and potential health impacts to residents in detention that may have resulted in King County jail having the highest national death rate by both suicide and natural causes.

The overall health and wellbeing of residents in DAJD facilities is a key priority reinforced in all aspects of DAJD planning. DAJD has invested in a number of large-scale facility safety measures in the past two years that resulted in a significant decrease in in-custody deaths as well as no suicides in over a year. Out of necessity, DAJD implemented effective measures to socially distance people and reduce contact between persons to reduce risk due to COVID-19, but as that danger decreased, DAJD has been able to carefully resume increased social activities.

DAJD continues to look for solutions to expand programmatic offerings. DAJD is taking near-term, actionable next steps using both county-funds and the federal grant resources that DAJD pursued and won. DAJD has recently focused on recruiting programming staff to fill key vacancies. With that staff, DAJD is prioritizing the procurement of new educational contracts under the grant funding, and reestablishing contracts that expired out of necessity during the COVID pandemic. In addition, DAJD resources are currently focused on the implementation of resident tablets throughout its three detention facilities.

DAJD has recently hired five new staff to conduct programs with one more hire expected:

- One new supervisor hired 2023 filling a key vacant position.
- Three volunteer coordinators hired 2023 for a total of four funded volunteer coordinators.
 - Two career FTE funded through county budget.
 - Two TLT FTE primarily grant funded through 2025.
- Two administrative specialists hired to support resident tablets, with another hire pending.

DAJD is in the process of rebuilding programming and establishing contracts, such as:

- GED procurement of two FTE teachers underway, enrollment expected January 2024.
- Statement of work development underway to renew prior educational services whose contracts have expired or will soon expire.
- Journaling program launched October 2023; enrollment expected to grow slowly over time.
- Conducting research on added programs to include additional local reentry services, further expanding GED testing and career service, and career custodial programs.

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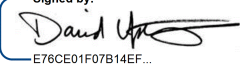
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