

07/29/98

ROB MCKENNA  
LARRY PHILLIPS

Introduced By:

Greg Nickels

pj/comsub

Proposed No.:

98-360

ORDINANCE NO. **13252**

AN ORDINANCE appropriating \$1,043,659 from the Current Expense Fund to the Department of Adult Detention and \$45,045 from the Public Health Fund to Public Health; creating positions in the Department of Adult Detention for population management, and amending the 1998 Budget Ordinance, Ordinance 12926, Sections 42 and 81, as amended.”

BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

SECTION 1. Ordinance 12926, Section 42, as amended, is hereby amended by adding thereto and inserting therein the following:

SECTION 2. ADULT DETENTION - From the Current Expense Fund there is hereby appropriated to:

Adult Detention \$1,043,659

The maximum number of additional FTEs for adult detention shall be: 11.83

SECTION 3. Ordinance 12926, Section 81, as amended, is hereby amended by adding thereto and inserting therein the following:

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SECTION 4. PUBLIC HEALTH - From the Public Health Fund there is hereby

appropriated to:

Public Health \$45,045

INTRODUCED AND READ for the first time this 15<sup>th</sup> day of

June, 1998.

PASSED by a vote of 10 to 0 on this 3<sup>rd</sup> day of AUGUST, 1998

KING COUNTY COUNCIL  
KING COUNTY, WASHINGTON

Rouise Miller  
Chair

ATTEST:

Zuven  
Clerk of the Council

APPROVED this 10<sup>th</sup> day of August, 1998.

POSTER  
Duty King County Executive

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## Adult Detention 1998 Supplemental Request

Attachment A

	1999 FTE	1999 Annualized Amount	1998 Supplemental Request	FTE
<b><u>New Housing</u></b>				
CO: 13th Unit/POST	5.00	233,847	118,503	
Overtime for 13th Unit			156,428	
EHD Security Contract		93,960	46,980	
<b>Total - New Housing</b>		<b>327,807</b>	<b>321,911</b>	
<b><u>Additional Costs of High Population</u></b>				
CO: Release/2nd/NO POST	2.00	92,793	40,014	
CO: Suicide Risk Checks/NO POST	4.00	185,586	80,028	
CO: D & M Units	6.00	278,379	120,042	
CO: Court Detail	2.00	92,793	40,014	
Corr Prog Spec - Hammer Mediation	2.00	115,277	55,002	
General Overtime (Psych Wing, D & M Units, Hospital Guard)		1,060,203	1,060,203	
Overtime Savings from the OFM FTEs O & M		(868,284)	(158,629)	
Housekeeping		16,245	12,184	
Inmate Personal		40,567	30,425	
Food		269,353	202,015	
Uniform for New Officers		-	22,628	
<b>Total - Additional Costs of High Population</b>		<b>1,282,912</b>	<b>1,503,926</b>	
<b><u>Operations Forecasting Model</u></b>	19.00	853,193	68,229	
KCCF 15 CO				
RJC 4 CO				
Overtime Savings from the OFM FTEs - 19		(852,630)		
<b>Total - Operations Forecasting Model</b>		<b>564</b>	<b>68,229</b>	
<b>SUBTOTAL</b>		<b>1,611,283</b>	<b>1,894,066</b>	
<b>LESS:</b>				
D & M Units Contingency			(300,000)	
Projected 98 Salary savings			(401,314)	
Adjustment of Salary lines			(162,371)	
Contingency accounts			(8,277)	
<b>DAD TOTAL</b>	<b>40.00</b>	<b>1,611,283</b>	<b>1,022,104</b>	<b>11.83</b>
<b>Jail Health Services</b>	<b>1.50</b>	<b>383,760</b>	<b>273,479</b>	<b>0.75</b>
<b>TOTAL SUPPLEMENTAL REQUEST</b>	<b>41.50</b>	<b>1,995,043</b>	<b>1,295,583</b>	<b>12.58</b>

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## Jail Health 1998 Supplemental Request

Attachment B

	1999 Annualized Amount		1998 Supplemental Request	
<b>Regional Justice Center</b>				
Asst. Public Health Services Supr. - 6 Months	1.00	60,072	0.50	20,024
.5 Psychiatrist - 6 Months	0.50	55,926	0.25	18,642
Position Benefits		39,438		13,146
Operating Supplies		4,120		4,000
Pharmaceuticals		23,800		23,100
<b>SUBTOTAL</b>	<b>1.50</b>	<b>183,356</b>	<b>0.75</b>	<b>78,912</b>
<b>Other</b>				
Backfill Coverage for Nurses		52,907		51,366
Dental Assistant		11,409		11,077
Disease Intervention Spec. Benefits		18,615		18,073
Dentist Contract		19,903		19,323
Term limited per diem nurse positions		46,350		45,000
		51,220		49,728
<b>SUBTOTAL</b>	<b>-</b>	<b>200,404</b>	<b>-</b>	<b>194,567</b>
<b>TOTAL</b>	<b>1.50</b>	<b>383,760</b>	<b>0.75</b>	<b>273,479</b>

## 1998 Jail Population Issues

### Statement of Issue

Despite the activation of the RJC, the jail crowding problem that has plagued King County since 1987 now threatens to undermine many of the operational, legal and fiscal assumptions that the County's 1998 financial plan is based upon. The current prisoner ADP (Average Daily Population) is exceeding the 1998 projected ADP and department's budgeted capacity by nearly 300 prisoners. **The 1998 budgeted ADP is 2546. The 1998 Year-to-Date ADP is 2788, with the April ADP now at 2928.** Earlier this week the ADP exceeded the 3,000 level. As a result, the department has had to utilize all beds in the KCCF (Seattle Division) that were scheduled to be removed as required by the terms of the *Hammer* mediated agreement. Further underscoring the extent of the problem, is the fact that it now appears that an additional unit(s) must be opened at the RJC in order to maintain safe and secure correctional operations.

### Background and Current Status of Issue

The prisoner population has continued to increase dramatically since the beginning of the year. Over the last four months the population increased by more than 200 ADP from 2626 in January to 2918 in April. The April population (excluding the Immigration unit) established a new monthly record of 2,860 ADP, with peak day counts as high as 2979. This represents the second consecutive quarter of accelerated population growth. Since September 1997 when the RJC was running at its budgeted level, the ADP has increased by 341, a 13.5 percent increase.

This represents the most significant growth in the ADP since the fourth quarter of 1991 when the ADP increased by 200. Unlike the last several years, the recent increase in the population has been fueled by an overall increase in total admissions, specifically felony bookings, as well as the continued increase in the average length of stay of all prisoners.

Even though DAD staff projected that the population would continue to increase following the very robust growth experienced in the fourth quarter of 1997, the rate and magnitude of the growth has been very surprising. The projected ADP for 1998 was revised in September from the budgeted forecast of 2546 to 2686. However, the current population is now averaging more than 146 prisoners above the revised ADP, and over 200-300 ADP at peak levels.

Since the end of last year, the ADP has increased by nearly 15 percent from 2,488 to 2,860. The most dramatic increase in the overall population has occurred in the felony population which has increased by approximately 12 percent and accounts for 82 percent of the entire growth in the population since 1997. In comparison, the misdemeanor population has only increased by 4 percent and makes up only 18 percent of the growth in 1998.

The recent growth in the felony population has been fueled principally by increases in felony drug bookings. Drug bookings now represent nearly 14 percent of all booking activity compared to just 12 percent in 1997, which already exceeded the numbers recorded during the 1989 "War on

Drugs." Seattle's felony drug bookings for the month of March increased by 23 percent over February, while the suburban cities increase was 12 percent.

As noted above, the average length of stay (ALOS) also has continued to contribute to the increasing population and has climbed steadily from 15.9 days since the end of 1997 to 16.4 days in March. The continued increase in the ALOS is directly linked to the disproportionate increase in felony bookings, as felons are in custody for longer periods of time than misdemeanants.

Compounding the crowding problem is the fact that felons are often not eligible (particularly pretrial felons) for community corrections programs such as Work Release, Electronic Home Detention, Work Crews and the North Rehabilitation Facility (NRF). As a result, the majority of these prisoners must be housed in the crowded Tower of the KCCF further exacerbating the challenge to manage the population in a manner that complies with the *Hammer* requirements.

These recent trends suggest that the 1998 ADP clearly will exceed the estimated ADP upon which the department's 1998 budget is premised. Based on the actual experience of the first quarter, DAD staff now project the 1998 ADP to be 2834 with peak periods reaching into the mid- to high 2900s. This is based on the following assumptions: (1) that there will be a 10.4 percent increase in the number of admissions (assumes constant growth based on the first quarter and projected for the rest of the year), (2) that the ALOS will be 16.4 days, and (3) that the population will be distributed by quarter in a manner similar to what was experienced the past 11 years.

Therefore, the increasing population will require the department to house prisoners in *Hammer* beds in the KCCF as well as open an additional dorm at the RJC. In addition, the projections indicate that the 14<sup>th</sup> and last vacant unit at the RJC also may need to be activated in the fourth quarter of 1998. Neither of these units were budgeted for 1998.

It is important to recall that DAD's plan for addressing the crowding problem in the KCCF was to be addressed by transferring both staff and prisoners to the RJC in a phased manner. This, in fact, occurred over several months with the ADP at the KCCF being reduced by 324 ADP from 1710 in March of 1997 to 1386 in August. In addition, approximately 32 staff were re-deployed to the RJC. Unfortunately, 222 of the transferred ADP is in effect now housed again in the KCCF and growing as a result of the recent trends.

### **Budget and Operational Implications:**

The growing population is challenging the Department on all fronts including the ability to meet operational, fiscal and legal objectives (*Hammer* compliance). King County is currently in mediation with plaintiff's related to the *Hammer* agreement, so the balance of this section of this briefing will address only the budget and operational implications of the increasing ADP, as other and more appropriate forums exist to outline in detail the legal issues associated with the growing prisoner population.

The costs and operational implications noted in the supplemental request are premised on the planning assumption that all of the *Hammer* beds in the KCCF will continue to be used for the balance of 1998. For cost purposes, this is the best case scenario. If the results of mediation call for the removal of any or all of the *Hammer* beds, then the costs will go up dramatically as the

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population would be displaced to the RJC. The revenue from the INS contract would be threatened as well. **Under the best case scenario, the KCCF operations will essentially absorb all of the prisoner population and workload planned for Phase II.**

The department will have to implement a crowding management plan that focuses on housing prisoners in a safe and secure manner in both the KCCF and RJC, and at the same time continues to aggressively utilize all existing community security beds. This almost certainly will include utilizing the 13<sup>th</sup> and possibly the 14<sup>th</sup> unit(s) at the RJC. The department also will have to work carefully with and support civil prosecutors during discussions and mediation with the ACLU.

## **Conclusion**

The prisoner population is not expected to decrease throughout 1998. The population is now expected to range from 2,834 to over 3,000 ADP in the second quarter—a level that likely will ensure a legal and public challenge from the ACLU if additional capacity at the RJC is not activated. The growing population and *Hammer* requirements essentially call for immediate action.

7/2/98

Introduced by: GREG NICKELS

Proposed No.: 98-428

ORDINANCE NO. **13253**

AN ORDINANCE approving a financing plan to maintain uninterrupted funding for the county's existing Medic One emergency medical services pending the receipt in 1999 through 2001 of property taxes levied for such purpose pursuant to Ordinance 12944 and approved by the voters of the county at a special election held on February 3, 1998; providing for the public sale and issuance of up to four series of general obligation tax anticipation notes of the county, each in a principal amount of not to exceed \$15,000,000 to carry out such financing plan; providing for the date, form, terms and maturities of said notes; providing for the public sale of the notes and the disposition of the proceeds of sale; and establishing a fund for the payment of the notes.