



**KING COUNTY**

1200 King County Courthouse  
516 Third Avenue  
Seattle, WA 98104

**Signature Report**

**May 23, 2011**

**Motion 13478**

**Proposed No. 2011-0147.1**

**Sponsors Dunn**

1           A MOTION accepting a report demonstrating how the  
2           department of adult and juvenile detention could continue  
3           booking operations at the Norm Maleng regional justice  
4           center intake, transfer and release program, as required in  
5           the 2011 Budget Ordinance, Ordinance 16984, Section 48,  
6           Proviso P6.

7           WHEREAS, the King County council in the 2011 Budget Ordinance, Ordinance  
8           16984, Section 48, Proviso P6, required the approval by motion of a report demonstrating  
9           how the department of adult and juvenile detention could continue booking operations at  
10          the Norm Maleng regional justice center intake, transfer and release program, and

11          WHEREAS, the executive has transmitted to the council with this motion the  
12          report called for in the proviso, and

13          WHEREAS, the report includes: an analysis of the time and resources required to  
14          provide security and to complete other current booking tasks associated with current  
15          operations; and proposals for alternatives that would allow law enforcement agencies to  
16          continue to book arrestees at the facility. The report also includes alternative hours of  
17          operation, different staffing configurations and any other options that allow for continued  
18          booking at reduced costs;

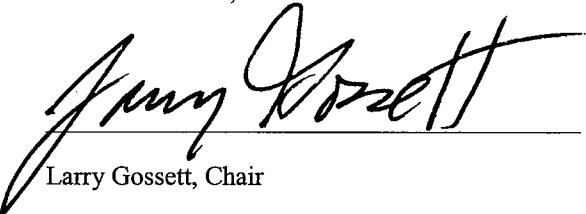
19          NOW, THEREFORE, BE IT MOVED by the Council of King County:

20           The report demonstrating how the department of adult and juvenile detention  
21 could continue booking operations at the Norm Maleng regional justice center intake,  
22 transfer and release program, Attachment A to this motion, is hereby accepted.  
23

Motion 13478 was introduced on 4/11/2011 and passed by the Metropolitan King  
County Council on 5/23/2011, by the following vote:

Yes: 9 - Mr. Phillips, Mr. von Reichbauer, Mr. Gossett, Ms. Hague,  
Ms. Patterson, Ms. Lambert, Mr. Ferguson, Mr. Dunn and Mr.  
McDermott  
No: 0  
Excused: 0

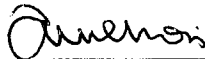
KING COUNTY COUNCIL  
KING COUNTY, WASHINGTON



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Larry Gossett, Chair

ATTEST:



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Anne Noris, Clerk of the Council

**Attachments:** A. Proviso Response - Booking Operations at the MRJC, B. Table 1 - MRJC Booking  
Alternatives and Operational Objectives

I. Executive Summary

This report is in response to a proviso in the 2011 Adopted Budget (Ordinance 16984, Section 48, P6) which requires the Department of Adult and Juvenile Detention (DAJD or “The Department”) to provide a report demonstrating how the Department could continue booking operations at the Maleng Regional Justice Center (MRJC). This response is the first of three provisos related to the Intake, Transfer and Release (ITR) function. The remaining two provisos focus on 1) an update to previous recommendations on the remodel of ITR at the downtown Seattle King County Correctional Facility (KCCF); and 2) an independent analysis of the ITR workload that identifies workload components and maps key processes for ITR at both of the County’s adult detention facilities.

After conducting a preliminary assessment, the Department has concluded that booking operations can continue on an ongoing basis with a reduction in hours and a reconfiguration of staffing at the MRJC.

Under this operational model, booking operations:

- Continue to provide service at the MRJC under reduced hours and fewer days per year;
- Will be supported, in part, by the \$0.5 million restricted allocation in the 2011 Adopted Budget;
- Will operate with fewer staff than 2010 operations with a combination of restricted allocation positions in the 2011 Adopted Budget, restored positions from labor agreements to forego 2011 COLA, and reallocation of positions from other areas of the facility;
- Continue service to cooperative transport chain/shuttles at the MRJC; and
- Will not impact operations at the downtown Seattle KCCF.

The operational model was implemented on January 16, 2011, and is currently being tested. It will be reassessed after 3 months (in April 2011). The Department believes that this approach will limit the adverse impacts that could have occurred under the option of fully closing MRJC ITR operations. However, some risks remain, including 1) delays in processing bookings due to reduced staffing; 2) fewer staff to respond to an emergency within the facility, which increases risk; and 3) increased workloads for remaining staff due to the reduction in staffing.

The limited booking hours approach is, in part, possible because of the historically low level of bookings in the facility and the high proportion of bookings that occur on a predictable schedule (between 11:00 AM and 2:00 PM) due to the cooperative chains, which transport inmates among jurisdictions. The Department will need to closely monitor bookings. If booking levels and population were to increase back to 2007 levels this, staffing approach would need to be reassessed.

This operational model was weighed against a variety of factors and risks outlined in section IV of this report prior to implementation.

## II. Scope

This report provides alternatives and recommendations for continuing the booking function at the MRJC consistent with the proviso in the 2011 Adopted Budget:

*“Of this appropriation, \$500,000 shall not be expended or encumbered until the executive transmits and the council adopts a motion that references the proviso's ordinance, section and number and states that the executive has responded to the proviso.*

*This proviso requires that the department of adult and juvenile detention provide a report demonstrating how the department could continue booking operations at the Norm Maleng regional justice center intake, transfer and release program. The report should contain: (1) an analysis of the time and resources required to provide security and to complete other current booking tasks associated with current operations; and (2) proposals for alternatives that would allow law enforcement agencies to continue to book arrestees at the facility. The department should consider alternative hours of operation, different staffing configurations and any other options that allow for continued booking at reduced costs.*

*This study should make recommendations for staffing and shall identify any other resources needed to address current workload as measured by the current number of bookings and how any of the proposed options would impact workload.*

*The executive must transmit to the council the report and motion required by this proviso by March 31, 2011, filed in the form of a paper original and an electronic copy with the clerk of the council, who shall retain the original and provide an electronic copy to all councilmember's, the council chief of staff and the lead staffs for the law, justice, health and human services committee and the budget and fiscal management committee or their successors.”*

## III. Background: Booking and Related Functions at King County Adult Facilities

A well-functioning intake, transfer and release function serves the needs of law enforcement agencies and the courts, while expediting inter-facility transfers to ensure efficient use of jail capacity. The intake (often called booking) of inmates includes a variety of search, screening, and movement responsibilities, including review and verification that inmates are being correctly detained; verification of additional warrants; observation and recommendations related to behavior, medical and psychological issues; as well as processing court documents. Officers supervise inmates who are waiting for their housing assignments. These inmates may be under the influence of drugs or alcohol or be mentally ill, and their behavior may range from compliant to violent to subdued and withdrawn. The multitude of factors surrounding intake may sometimes require the use of force and restraints or placement into special holding cells. The MRJC has a limited number of holding cells that can be used for potentially dangerous or special need arrestees.

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The MRJC was designed as a direct supervision facility, a philosophy that extends to the intake and release function. This area of the facility uses an open waiting room design where most detainees can be supervised within a group setting. This design encourages positive staff and inmate interactions from the outset of the stay at the facility by actively managing inmate behavior rather than using physical containment or isolation for cooperative inmates. Research has shown that the direct supervision approach to incarceration leads to fewer inmate and officer assaults.<sup>1</sup>

In addition, corrections officers assigned to ITR provide a critical backup to other areas of the jail. ITR officers provide security for nurses, classification personnel, fingerprinting personnel and other non-uniform staff who assist in processing inmates through booking and release. Officers assigned to ITR often serve as backup for emergency responses or other incidents in housing.

Bookings are a “counter function” analogous to the counter at a hotel and maintain a full complement of staffing to handle multiple services for each individual when the counter is open. Staffing and associated costs can be reduced in proportion to the number of hours that the “counter” is open. When the volume of service cycling through the booking counter diminishes, the hours can be reduced or shifted to another facility.

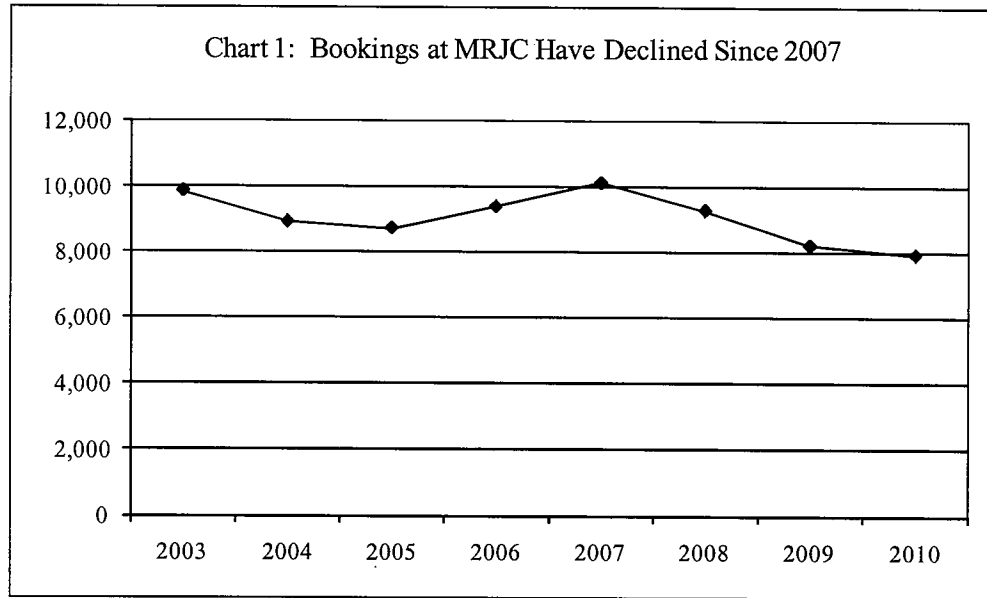
The Department operates two adult facilities with ITR functions. The Maleng Regional Justice Center (MRJC) booking operation has operated five days a week from 8:00 AM to 5:00 PM since 2003. The Department also operates the King County Correctional Facility booking operation seven days a week, 24 hours a day. By operating at least one facility on a continuous basis, law enforcement agencies have a secure facility to process and detain misdemeanor and felony arrestees at all hours of the day.

Over the past several years, the Department has decreased the costs and hours of MRJC as the jail population has fluctuated. In 2001, hours of the MRJC were reduced to 6:30 AM to 9:00 PM 365 days a year; this change reduced costs by \$0.5 million a year. In 2003, bookings hours of operation were further reduced to 8:00 AM to 5:00 PM five days a week, further reducing costs by \$1.0 million per year.

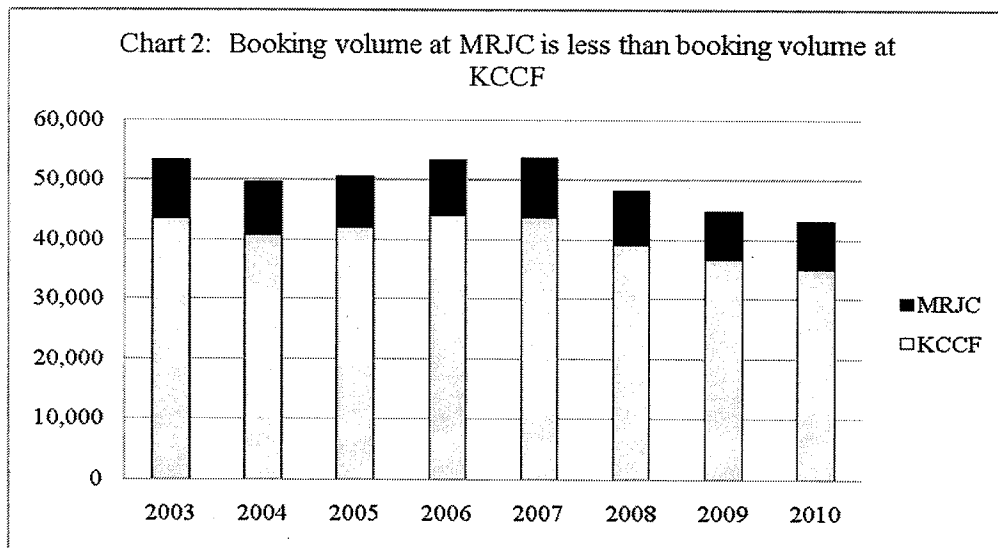
Of the Department’s two ITR functions, MRJC receives the fewest bookings, accounting for roughly 20 percent of the total volume. As Chart 1 illustrates, bookings at the MRJC have declined by 20 percent since 2007. This decrease in bookings directly corresponds to the decrease in the jail population.

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<sup>1</sup> Source: National Institute of Corrections. Direct Supervision Jails, 2010  
Alternatives for Continuing Bookings at the MRJC  
3/29/2011  
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Overall, bookings at the MRJC are roughly 20 percent of the total bookings for King County. Chart 2 shows that the proportionate share of bookings for both facilities since 2003.



In addition, Chart 3 illustrates that the proportion of bookings related to the inter-jurisdictional transport system (cooperative chains) has increased (which includes Department of Corrections inmates). The workload per inmate for transport inmates is less than an off-the-street booking from a law enforcement agency because these inmates have undergone initial screenings and are received on a scheduled basis. The proportion of cooperative chain bookings are expected to increase slightly in 2011 and 2012 as the South King County Correctional Entity facility (SCORE) becomes fully operational and south end cities send increasing numbers of inmates to that facility.

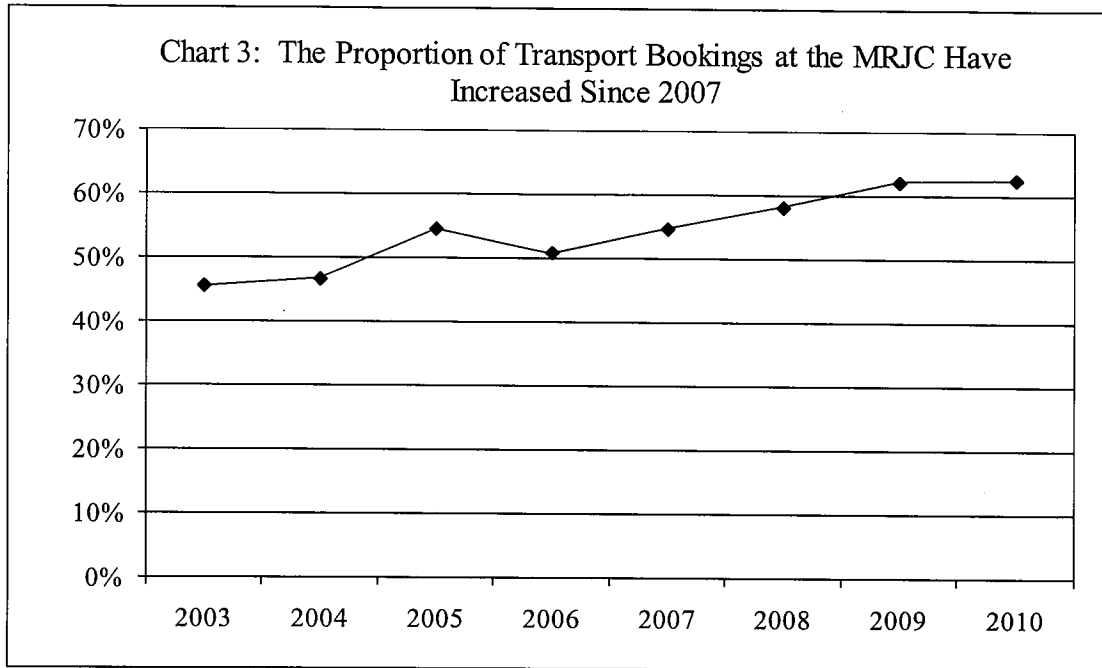
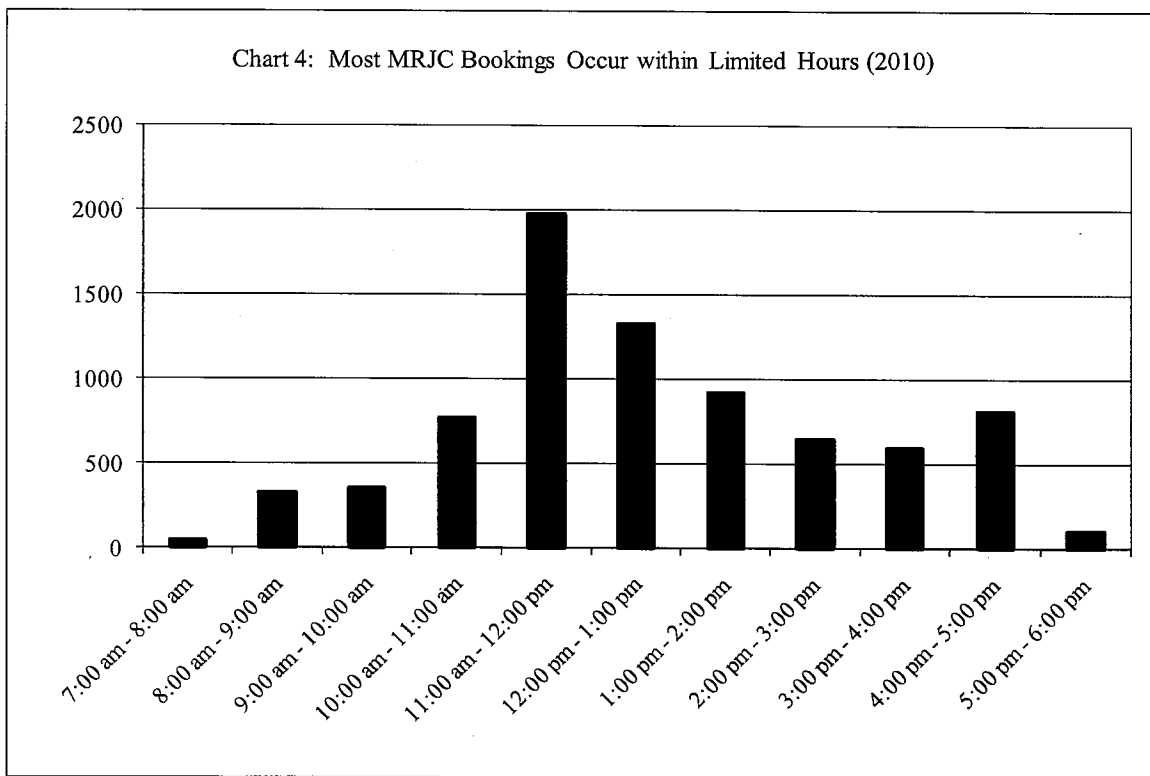


Chart 4 illustrates that bookings at the MRJC are concentrated between limited hours of the day: most bookings occur between 11:00 AM and 2:00 PM. This concentration is due to both the limited number of hours of operation, as well as the proportion of bookings attributable to cooperative chains.



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IV. Alternatives and Recommendation

In response to the proviso in the Adopted Budget, the Department considered three options for MRJC bookings in 2011: 1) maintain bookings through 2011 with reduced/limited hours; 2) close bookings; and 3) maintain booking hours of operations through the first quarter of 2011. These options were evaluated against four operational objectives including 1) reducing costs, 2) convenience for law enforcement and cooperative chains, 3) convenience for courts, and 4) minimizing operational impacts to the MRJC jail facility. This evaluation is summarized in Table 1: MRJC Booking Alternatives and Operational Objectives on the attachment.

Operational Objective 1: Reducing Costs. All three options would reduce the cost of booking operations at the MRJC from 2010 levels. Full closure of booking operations would potentially decrease the Department's budget by \$0.5 million more than the options for limited-hours or maintaining bookings through the first quarter only. However, the full closure and maintaining bookings through the first quarter options did not account for the potential additional costs of inter-facility transfers associated with booking inmates in Seattle and transferring them to permanent housing at the MRJC. These costs would likely reduced the overall direct savings to the County of completely closing the MRJC bookings and increased the non-King County costs of local law enforcement due to increased travel times to bookings in downtown Seattle. In addition, the cost of the limited-hours operation exceeds the \$0.5 million that was added by Council in the Adopted Budget. The Executive Proposed Budget eliminated \$2 million and 21 FTEs for the full closure of ITR at MRJC effective January 1, 2011. Council restored \$0.5 million and 5.0 FTEs to help support keeping ITRO open to some extent in 2011. The restored funding and FTEs are critical to the Department's ability to implement the limited-hours option; however, this operation requires more than the resources than those added by Council. The limited-hours option relies on FTEs that were restored to the Department's budget as a result of the King County Correction Guild agreeing to forego the usual Cost of Living Allowance increase in 2011 and the repurposing of positions from other functions in MRJC. The combined cost of these three elements is \$1.3 million.

Operational Objective 2: Convenience for Law Enforcement. All three options reduce convenience for law enforcement. Law enforcement includes local agencies, King County Sheriff's Office, cooperative chains, as well as the Washington State Department of Corrections (DOC). Full closure of the facility provides the least convenience for law enforcement by increasing time spent transporting detainees to the Seattle facility. In addition, full closure creates additional inconveniences by requiring cooperative chains and DOC to transport groups of detainees to the Seattle facility, which was not designed to accommodate large vehicles in the secure drop off area. This design deficit of the Seattle facility would likely have created on street waiting lines at the downtown Seattle facility. Of the three options, the limited-hour option provided the most convenience to law enforcement within the budget available.

Operational Objective 3: Timely and Accurate Commitments and Release. All three options potentially increase the processing time of paperwork from the courts (e.g. release documents). The limited hours option has the least impact because staffing is maintained to process court paperwork during limited hours and days. Under the other two alternatives there would be no staff available at the MRJC to process court paperwork for most or all of the year. Under these



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alternatives, court paperwork would be processed at KCCF leading to increased complexity and the possibility of delays. Overall, the limited hours option provides the most timely and accurate processing of commitments and release.

Operational Objective 4: Minimize Impact to MRJC Facility. All three options adversely impact the MRJC facility by reducing staff available to respond to emergencies within the facility affecting the time and location for medical screenings, and altering the booking area's staffing configuration away from the direct supervision design of the facility (for further discussion of the importance of the direct supervision design see Section III: Background). However, the limited-hours alternative is the least disruptive to the MRJC facility by providing some level of redundancy to respond in case of an emergency in housing areas of the facility. The full closure and maintaining bookings through the first quarter options would have increased the impact to the MRJC facility by reducing the ability to respond to emergencies (thereby reducing the safety of the facility). In addition, while some medical screenings may be delayed or relocated under the limited-hours option, a higher proportion would have been delayed under the other two options. The timeliness of medical evaluations is important to the humane treatment and efficient classification of inmates.

Recommendation: Limited Hours Alternative and Periodic Reevaluation. The Department recommends continuing booking operations with the limited-hours option at the MRJC because it minimizes service impacts to partner agencies and the MRJC jail facility. The historically low level of bookings combined with the high proportion of transport related bookings makes this option viable.

The limited hours option is possible through staff redeployment, the reallocation of work, "buy backs" of positions from the labor coalition forgoing cost of living adjustments, and the County Council's additional allocation of \$0.5 million and 5.0 FTEs for this purpose.

Due to the low inmate volume, several positions were redeployed within the MRJC facility:

- Two posts dedicated to laundry and maintenance and supply were redeployed to ITR.
- The Transport Coordinator position has relocated to ITR to assist in the booking function.

Some posts will take over work that was previously performed by other staff. For example:

- Third-shift relief officer will take on additional duties in preparing paperwork for transport shuttles.
- Relief officer positions will assist in inmate movement to and from ITR.

These shifts in workload and posts are not expected to have significant adverse impacts on the facility, but will be re-evaluated in April 2011. However, if total inmate volume rises significantly, this approach will need to be reassessed.

Re-evaluating the "Limited Hours Option" periodically. The Department will reassess the success of the "limited hours" option in April 2011 to ensure that criminal justice agencies are not being unduly affected by these operational adjustments and that the functioning of the facility, as well as the safety and security of staff and inmates, are not being negatively affected

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by the reduction and re-deployment of staff. Additional proviso work related to the ITR function across both adult divisions may lead to future adjustments or revisions to this staffing plan.

An operational review will be conducted regularly to ensure that the changes implemented are providing the expected level of service in ITR and other operational areas of the MRJC. The review will include:

- Monitoring the number and timing of street bookings including soliciting feedback from law enforcement on service impacts;
- Examining the frequency and sufficiency of emergency responses in ITR related to altercations or uses of force;
- Monitoring potential adverse impacts to laundry, maintenance and supply and transport operations;
- Monitoring the timeliness of Jail Health screenings to ensure that all inmates are seen within reasonable time frames; and
- Evaluating the actual cost of operations compared to expected cost.

**Table 1: MRJC Booking Alternatives and Operational Objectives - 13478**

	<b>2010 Operations</b>	<b>Option 1: Limited Hours</b>	<b>Option 2: Full closure</b>	<b>Option 3: Extend through March 2011</b>
Hours	8 am – 5 pm M – F Holidays	10 am – 4 pm M – F No Holidays	No service	Same as current hours
<b>Objective 1: Reduce Costs</b>				
Bookings Cost Decrease compared to 2010		\$0.7 million	\$2.0 million	\$1.5 million
Department Budget Decrease Compared to 2010		\$1.5 million	\$2.0 million	\$1.5 million
<b>Objective 2: Convenience for Law Enforcement</b>				
Maintain Law enforcement agency bookings service		Yes, may have longer wait times.	No	Yes for 3 months, then impacts of full closure.
Process cooperative transport/shuttles		Yes, same as current operations; processing will take additional time due to reduced staffing.	Shifted to KCCF; impacts wait times in Seattle.	Same as current operations for 3 months, then impacts of full closure.
<b>Objective 3: Timely and Accurate Commitments and Release</b>				
Process court paperwork/release		Less staff to process daily paperwork. Extends completion time.	Paperwork processed in Seattle facility. Fewer staff reduces timeliness. Some Kent commitment paperwork reviewed in Seattle.	Yes for 3 months, then impacts of full closure.
<b>Objective 4: Minimize Impact to MRJC jail facility</b>				
Emergency response and relief to MRJC housing operations.		Reallocation of staff from other areas for ITR coverage. Staff may be able to respond if inmates are not out in open waiting area.	No support, officer cannot leave release area if inmates are present.	No impact for 3 months, then impacts of full closure.
Medical Screening		Although Jail Health will still see all inmates for intake medical screenings, some of the screenings will be performed in the medical unit to accommodate reduced DAJD staffing and to reduce crowding in ITR.	The space available and number of inmates could delay timely medical evaluation.	No impact for 3 months, then impacts of full closure.