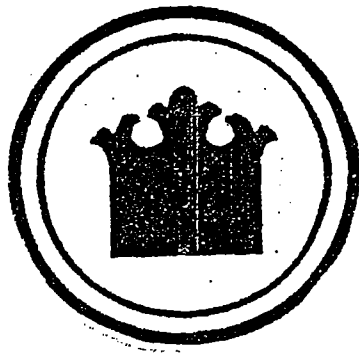
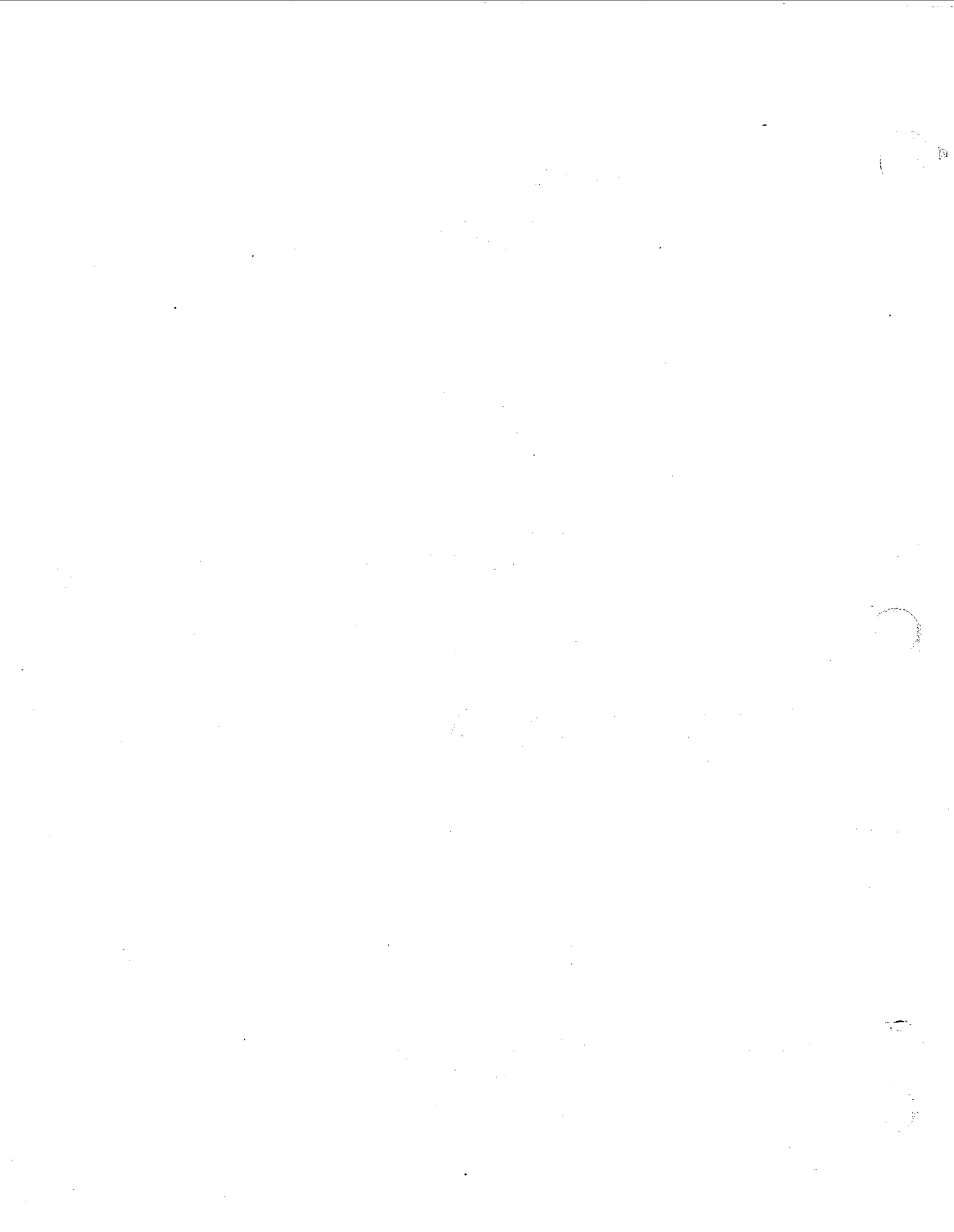


KING COUNTY CORRECTIONAL FACILITY



OPERATIONAL MASTER PLAN

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

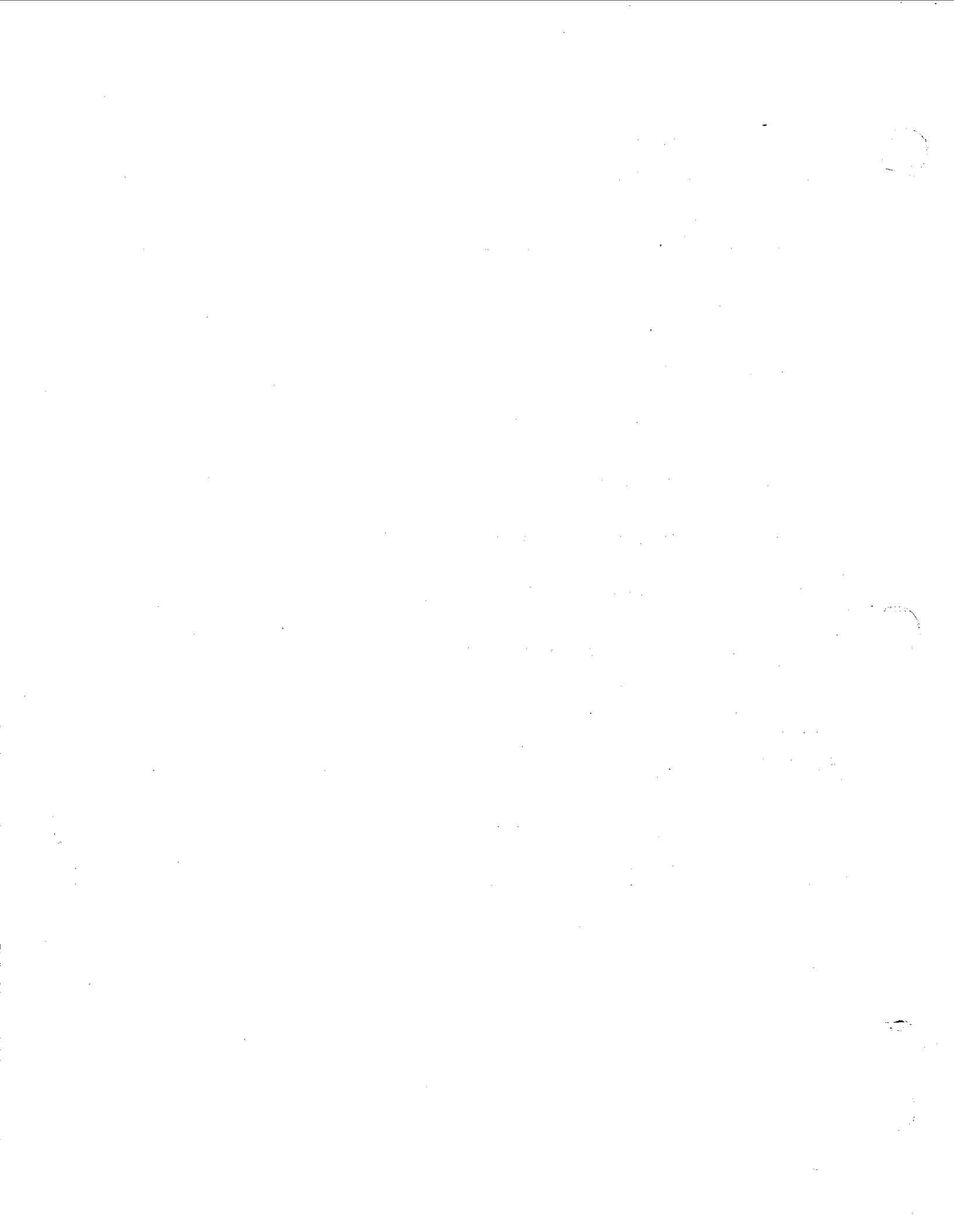


KING COUNTY CORRECTIONAL FACILITY

OPERATIONAL MASTER PLAN

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KING COUNTY DEPARTMENT OF ADULT DETENTION

OPERATIONAL MASTER PLAN

EXECUTIVE SUMMARY

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

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

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

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

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

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

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

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

SECTION I

INTRODUCTION

OVERVIEW

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

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

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

REPORT ORGANIZATION

This operational master plan is organized into seven major sections:

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

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

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

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

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

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

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

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

SECTION II

DEPARTMENT OF ADULT DETENTION AUTHORIZATION/STANDARDS

PURPOSE

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

Department Authorization

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

Department Performance Standards

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

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

Washington State Laws

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

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

State Detention Standards

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

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

King County Standards

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

ACA Detention Standards

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

Judicial Rulings

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

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

Fire and Building Codes

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

AMA Detention Medical Standards

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

I. DEPARTMENT RESPONSIBILITIES

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

A. Mandated Responsibilities

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

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

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

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

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

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

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

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

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

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

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

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

B. Discretionary Responsibilities

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

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

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

II. DEPARTMENT PERFORMANCE

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

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

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

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

