

FIRST ANNUAL MEETING  
JAIL OVERSIGHT ASSEMBLY

Wednesday, November 10, 2004  
City of Renton, Council Chambers, 7th Floor  
4:30 p.m.

**A G E N D A**

- I. Call to Order/Pledge of Allegiance**
- II. Introductions – Gary Long, City Manager, City of Burien**
- III. Jail Assembly and Jail Administration Group Purpose and Overview**
- IV. New Business**
  - A. Election of Executive Committee Representatives**
  - B. Appointment of Fiscal Agent (page 3)**
  - C. Yakima County Update (pages 3-4)**
    - 1. Yakima County Agreement
    - 2. Overview of Usage and Costs
  - D. King County Jail Population Caps (page 5)**
  - E. Review of Other 2004/2005 Work Program Issues (pages 6-12)**
    - 1. Jail Advisory Group (JAG) Administrative Duties
    - 2. Strategic Planning for Local Jail Capacity and Services
  - F. Schedule for Next Meeting (page 12) - consider 2006 budget preparation in timeline**
- V. Adjournment**

**Attachments:**

- A: Assembly Votes (page 13)
- B: Interlocal Agreement for Jail Administration
- C: Second Amendment to Interlocal Agreement between Yakima County and Consortium Cities

CITY OF BURIEN, WASHINGTON

MEMORANDUM

**DATE:** November 4, 2004  
**TO:** City Manager/Administrators and Jail ILA Consortium Members  
**FROM:** Gary Long, Burien City Manager, Co-Chair, City Jail Administration Group  
**SUBJECT:** Materials for Jail Oversight Assembly Meeting on November 10, 2004

---

**I. Call to Order/Pledge of Allegiance**

Jan Roegner, City of Burien City Clerk will be filling in for Jane Cantu, Tukwila City Clerk. Ms. Roegner will call the meeting to order and begin the process of election of officers.

**II. Introductions – Gary Long, City Manager, City of Burien**

**III. Jail Assembly and Jail Administration Group Purpose and Overview**

**IV. New Business**

**A. Election of Executive Committee Representatives**

Section 6.1 of the Jail Interlocal Agreement outlines the roles and responsibilities of the Jail Oversight Assembly. The full agreement is included as attachment B.

**Election of Officers (Section 6.d):** The Assembly must select an Executive Committee of at least 4 members, which would include a chairperson and vice-chairperson. If the three largest jail users (for 2003, this was Seattle -332 Average Daily Population (ADP), Auburn -58 ADP and Bellevue - 31 ADP) are not selected as members, they shall be included as additional members. This provides a total executive committee of seven. The duties of these officers are outlined in Section 6.

The Jail Administration Group (JAG) recommends that the Executive Committee be seven members to ensure adequate geographic representation and representatives from current gateway city jail providers.

The proposed process is to add the three cities, Seattle, Bellevue and Auburn, automatically to this committee and then to nominate and vote on an additional four executive committee members.

Nominations would then be taken for the Chairperson and Vice-Chairperson. The voting is weighted by population (1 vote per 1,000 residents) and is listed in Attachment A.

Per this agreement, representatives from Seattle, Bellevue and Auburn are automatically members of the Executive Committee. These representatives are: Seattle: Deputy Mayor Tim Ceis, Bellevue: Councilmember Grant Degginger and Auburn: Mayor Pete Lewis.

Additional nominations for the remaining positions include:

Issaquah, Mayor Ava Frisinger  
Federal Way, Councilmember Jim Ferrell  
Lake Forest Park, Councilmember Dwight Thompson  
Renton, Mayor Kathy Keolker-Wheeler

Additional nominations will be taken from the floor and added to this list.

***Suggested Motions: I nominate (insert name) to be on the Executive Committee***

A ballot for the four additional representatives will be passed out to the Jail Assembly members. These votes will then be tallied, and the four representatives with the highest number of weighted votes will be added to the Executive Committee.

#### ***Chairperson and Vice-Chairperson***

Once the seven Executive Committee members are selected, nominations will be taken for the Chairperson and Vice-Chairperson from this Executive Committee.

***Suggested Motions: I nominate (insert name) for the position of (insert position name).***

A ballot will be taken on these positions. The members with the most weighted votes will be selected as chairperson and vice-chairperson.

**B) Appointment of Fiscal Agent (subsection b.v):** The City of Tukwila is recommended as the fiscal agent for this agreement.

***Motion: I move that the city of Tukwila will be the Fiscal Agent for the Jail Interlocal Agreement***

#### **C). Yakima County Update**

##### **1. Yakima County Agreement**

The proposed Second Amendment to the current interlocal agreement is attached to this packet for your review. This amendment was negotiated on behalf of the consortium cities during the past 18 months in response to the current low usage of the Yakima beds. The negotiating team included the following representatives:

- Penny Bartley –Manager, Staff and Auxiliary Services Divisions, City of Renton
- Diane Carlson – Director of Intergovernmental Relations, City of Bellevue
- David Cline, Assistant City Manager, Burien
- Jay Covington – City Administrator, Renton

- Catherine Cornwall – Senior Policy Analyst, Seattle
- Jim Kelly – Police Chief, Auburn
- Pete Lewis – Mayor of Auburn
- Gary Long – City Manager, Burien (Chair of the City JAG)
- Jim Montgomery – Police Chief, Bellevue
- David Moseley – City Manager, Federal Way
- Nina Rivkin – Senior Policy Analyst, City of Redmond

All of these representatives recommend approval of this amendment.

The purpose of this amendment was to give financial relief to the cities, to agree to the bed commitment of 440 beds, and to resolve other financial and operational issues such as the process for reconciliation and billing for medical expenses.

Yakima County has stated that they will recommend approval of this agreement in early November and are expecting the consortium cities to approve in December.

If approved, this agreement provides a reduced cost of beds for up to 100 of the 440 bed commitment. This is estimated to result in savings of approximately \$1.3 million for all consortium cities in 2005 and increases to more than \$1.8 million of annual savings by year 2010.

In addition, this amendment creates a process for quarterly and annual reconciliation, and establishes appropriate medical and therapeutic charges.

## 2. **Overview of Usage and Costs**

The consortium cities are not using their full capacity of 440 beds. Current usage is approximately 280 beds, which is about 63% of capacity. At 71% of capacity is the break-even point at which the Yakima Beds are at the same cost as having inmates in the King County Jail. Whereas the cost of these beds is less than at King County, the unused beds are a significant cost to some cities. The amendment is meant to provide financial relief while the consortium cities determine better ways to more effectively use this jail capacity. Many cities have already changed their policies, such as sending pre-trial prisoners to Yakima County, which has increased usage of the Yakima County facility. A review of all jail capacity and current usage for the past three years indicates there should be sufficient demand for the Yakima capacity in the next 2 years, especially once King County implements its population caps at the King County jail for consortium cities.

The JAG recommends cities work together to:

- implement practices to get better use of Yakima bed capacity
- send pre-trial prisoners to Yakima and use Yakima County as a “preferred provider”
- decrease use of King County Jail facility
- create local “gateway” jails to better manage population
- create common jail management policies: e.g. booking, transportation

***Motion: I move that Second Amendment to the Interlocal Agreement between Yakima County, Washington and the Consortium Cities be recommended for approval by the membership in substantially the form as attached.***

The Consortium Cities include Algona, Auburn, Town of Beaux Arts Village, Bellevue, Black Diamond, Bothell, Burien, Carnation, Clyde Hill, Covington, Des Moines, Duvall, Federal Way, Issaquah, Kenmore, Kirkland, Lake Forest Park, Maple Valley, Medina, Mercer Island, Newcastle, Normandy Park, North Bend, Pacific, Redmond, Renton, Sammamish, SeaTac, Seattle, Shoreline, Skykomish, Snoqualmie, Tukwila, Woodinville and Town of Yarrow Point, Washington, and Yakima County, Washington

**D) King County Jail Population Caps**

Per the agreement with King County for jail services, in 2005, King County has the right to limit the cities to 250 beds effective January 1 and to 220 beds effective July 1. Staff from King County have stated they will impose the 250 bed cap for cities effective January 1, but probably won't need to impose the 220 bed cap in 2005..

- The cities have reduced their use of the King County Jail by 55% since 2001.

**City Use of the King County Jail by Year**

	2001	2002	2003	2004 Aug YTD	Change 2001-2004
Seattle	409	313	250	188	(220) -54%
Cities	239	193	108	105	(134) -56%
<b>Total</b>	<b>648</b>	<b>506</b>	<b>358</b>	<b>294</b>	<b>(354) -55%</b>

- Through August of 2004, the cities have used on average 294 beds at King County.

**2004 City Use of the King County Jail by Month**

	Total Contract City ADP	Cities	Seattle
February 2004	309	128	181
March 2004	292	119	173
April 2004	315	120	195
May 2004	299	114	184
June 2004	270	73	197
July 2004	287	90	197
August 2004	285	93	192
<b>2004 Average</b>	<b>294</b>	<b>105</b>	<b>188</b>

- In order to meet the King County cap of 250 beds, the cities need to collectively reduce their bed use by 11% - 15%.
- During the remainder of 2004, JAG and JOG will work with cities and King County to ensure cities collectively meet King County jail population caps.

E) **Review of Other 2004 and 2005 Work Program, Budget and Assessments (subsection b.i):** A recommended annual assessment, budget and work program approved by the Jail Administration Group is attached on pages 6-11 and as discussed under Item C.2 “Overview of Usage and Costs” (page 4).

*Proposed Motion: I move that the proposed 2004 and 2005 Work Program, Budget and Assessments described below be approved by the Assembly and recommend referral to each of the member Cities for its acceptance.*

- A. The 2005 JAG Budget Authority shall be up to \$228,484.
- B. The 2005 Assessment will be up to \$145,484 (\$228,484 less \$83,000 carry over from 2004). The initial billing to cities will be limited to \$67,250 to fund a part-time jail administrative consultant and a jail planning study.
- C. With a recommendation from the JAG to revise the scope of work or address professional services costs that may exceed the available funds, the Assembly Executive Committee may authorize a second billing to cities up to a total of \$145,484.

**Jail Advisory Group (JAG) Recommendation for the Proposed 2004 and 2005 Budget for Jail Interlocal Agreement**

**Budget Highlights**

The 2004 and 2005 budget recommendation is based on the initial planning efforts of the Jail Advisory Group (JAG) and the Jail Operations Group (JOG). The proposed budget provides for the following:

- 2. Administration of jail agreements by a contract professional or consulting firm
- 3. Initiation of long-range jail planning efforts by a consulting firm
- 4. Reimbursement to the City of Tukwila for services as the fiduciary agent pursuant to the jail interlocal agreement.

**Professional Services Contract**

- JAG Administration: This service would begin in 2005 and therefore there are no expenses in 2004. The proposed budget would cover up to a full-time level of service, but the initial assessment would support a part-time level of consulting services. The initial level of service will be evaluated in 2005 by the JAG. Please see attached proposed *JAG Administrative Duties* (page10).
- Jail Planning: The initial draft plan expenditure authority is set at \$80,000 to be spent starting January 1, 2005. As part of the Jail Interlocal Agreement (section 6.1.b.iii), future planning for jail capacity is an important decision for all cities.

“Section 6.1.b.iii: New Misdemeanant Facilities. The Assembly shall receive recommendations from JAG and/or JOG regarding alternatives for assessment and planning for new misdemeanor secure jail facilities, proposals to site or create jail facilities, options for non-secure alternative facilities or programs and issuance of long term debt for construction of such facilities and then either approve, reject, or modify the recommended alternative.”

- The proposed jail planning work will begin the process of a multi-year effort to analyze all possible alternatives for future jail capacity. Please see attached *Proposed Scope of Services - Strategic Planning for Local Jail Capacity and Services* (page 11 &12).
- With a recommendation from the JAG to revise the scope of work or address professional services costs that may exceed the available funds from the initial 2005 assessment of \$67,250, the Assembly Executive Committee may authorize a second billing to cities up to a total of the 2005 Assessment of \$145,484.

**Annual Assessment** - Revenue to implement jail interlocal agreement

- The 2004 annual assessment of Cities was \$88,000.
- 2004 costs are estimated to be \$5,000 (due to late implementation of contract jail administration) and the balance of the 2004 assessment, \$83,000 will carry-over to 2005.
- The 2005 JAG Budget Authority shall be up to \$228,484.
- The 2005 Assessment will be up to \$145,484 (\$228,484 less \$83,000 carry over from 2004). The initial billing to cities will be limited to \$67,250 to fund a part-time jail administrative consultant and a jail planning study.
- With a recommendation from the JAG to revise the scope of work or address professional services costs that may exceed the available funds, the Assembly Executive Committee may authorize a second billing to cities up to a total of \$145,484.
- Any unspent funds will be carried over to future years.

**2004/2005 Costs and Revenue**

Costs for Contract Services	2004 Budget	2005 Budget Authority		2005 Initial Assessment & Expenditure Authority
JAG Administration	\$0	\$93,234		\$55,000
Supplies/Printing	\$0	\$10,000		\$10,000
Jail Planning	\$0	\$120,000		\$80,000
City of Tukwila	\$5,000	\$5,250		\$5,250
<b>TOTAL COSTS</b>	<b>\$5,000</b>	<b>\$228,484</b>		<b>\$150,250</b>
<b>REVENUE</b>				
<b>Annual Assessment</b>	<b>\$88,000</b>	<b>\$145,484</b>		<b>\$67,250</b>
<b>Carry forward</b>	<b>\$0</b>	<b>\$83,000</b>		<b>\$83,000</b>
<b>TOTAL REVENUES LESS EXPENSES</b>	<b>\$83,000</b>	<b>\$0</b>		<b>\$0</b>

<b>City Assessments</b>			
<b>Revenues by City: Formula based on Population and Yakima Bed Commitment</b>			
<b>Revenues by City</b>	<b>2004</b>	<b>2005 Budget Authority</b>	<b>2005 Initial Assessment</b>
Algona	\$ 250	\$ 250	\$ 250
Auburn	\$ 10,056	\$ 16,897	\$ 7,587
Beaux Arts Village	\$ 250	\$ 250	\$ 250
Bellevue	\$ 6,462	\$ 10,859	\$ 4,875
Black Diamond	\$ 250	\$ 250	\$ 250
Bothell	\$ 728	\$ 1,223	\$ 549
Burien	\$ 1,432	\$ 2,406	\$ 1,080
Carnation	\$ 250	\$ 250	\$ 250
Clyde Hill	\$ 250	\$ 250	\$ 250
Covington	\$ 705	\$ 1,185	\$ 532
Des Moines	\$ 2,622	\$ 4,406	\$ 1,978
Duvall	\$ 250	\$ 250	\$ 250
Enumclaw	\$ -	\$ -	\$ -
Federal Way	\$ 5,571	\$ 9,360	\$ 4,203
Hunts Point	\$ 250	\$ 250	\$ 250
Issaquah	\$ 647	\$ 1,086	\$ 488
Kenmore	\$ 921	\$ 1,547	\$ 694
Kent	\$ -	\$ -	\$ -
Kirkland	\$ 2,717	\$ 4,566	\$ 2,050
Lake Forest Park	\$ 665	\$ 1,117	\$ 502
Maple Valley	\$ 493	\$ 828	\$ 372
Medina	\$ 250	\$ 250	\$ 250
Mercer Island	\$ 1,109	\$ 1,863	\$ 837
Milton	\$ 250	\$ 250	\$ 250
Newcastle	\$ 269	\$ 452	\$ 203
Normandy Park	\$ 250	\$ 250	\$ 250
North Bend	\$ 350	\$ 588	\$ 264
Pacific	\$ 250	\$ 250	\$ 250
Redmond	\$ 3,456	\$ 5,806	\$ 2,607
Renton	\$ 4,393	\$ 7,381	\$ 3,314
Sammamish	\$ 1,282	\$ 2,154	\$ 967
SeaTac	\$ 1,229	\$ 2,065	\$ 927
Seattle	\$ 33,793	\$ 56,782	\$ 25,495
Shoreline	\$ 3,497	\$ 5,876	\$ 2,638
Skykomish	\$ 250	\$ 250	\$ 250
Snoqualmie	\$ 250	\$ 250	\$ 250
Tukwila	\$ 1,637	\$ 2,750	\$ 1,235
Woodinville	\$ 468	\$ 787	\$ 353
Yarrow Point	\$ 250	\$ 250	\$ 250
<b>Total All Cities</b>	<b>\$ 88,000</b>	<b>\$ 145,484</b>	<b>\$ 67,250</b>

# 1. Jail Advisory Group (JAG) Administrative Duties - DRAFT

## **Basic Function:**

Under the direction of the Jail Advisory Group (JAG), perform a variety of duties relating to the administration of three interlocal agreements dealing with jail services for King County cities. Provide staff support by developing strategies and policies relating to current and future jail management and services. This will be a professional services contract with either an individual or with a consulting firm.

## **Representative Duties:**

- Perform a variety of administrative tasks relating to contract management, including scheduling meetings, preparing agendas, and writing meeting summaries for the Executive and full JAG boards.
- Support the JAG in developing operational policies and procedures to resolve issues. Examples include: develop a protocol with King County on the transfer of inmates from the medical and psychiatric units; allocation of King County jail beds among the cities; disposition of Bellevue land and use of the proceeds from the sale of the land.
- Booking Alternative Study: Review current booking practices within King County and propose more efficient methods to have alternative booking facilities with local cities rather than with King County Government.
- Respond to and evaluate complaints involving the contracts.
- Be able to forecast near-term population trends and analyze implications for the collective group and individual cities as needed.
- Monitor populations housed within King County and Yakima County Jails.
- Prepare and maintain a variety of reports of a statistical nature identifying general usage of jail facilities.
- Communicate inmate population and concerns to the JAG Executive Board for resolution.
- Establish policies and procedures that support the mission of the JAG.
- Develop, plan, coordinate and evaluate activities that support, or enhance the function of the JAG or the relevant contracts.
- Research potential funding or grant sources available for jail construction.
- Provide information, analyses, and other support to JAG regarding strategies for handling city inmate population.

## **Required Knowledge:**

- Familiarity with the criminal justice system, including corrections, civil and constitutional rights.
- Current trends in correctional facilities and recent court cases affecting jail operations.
- Organization and planning skills.
- Principles and practices of contract management and negotiation.
- Principles and practices of managing interlocal agreements.

## **B. Strategic Planning for Local Jail Capacity and Services**

### **DRAFT Scope of Services**

#### **Purpose**

The King County Jail Administration Group representing a consortium of 37 cities in King County Washington is requesting proposals to create a strategic plan for local jail capacity, booking and alternative sentencing services in King County in order to plan for the most effective means to provide detention facilities for city inmates for the next twenty years. Included in this review would be how proceeds from the sale of joint property will be used to help finance the options proposed.

#### **Background**

In 2001, King County Government negotiated a long-term contract with its 37 cities to eliminate city misdemeanor population from King County detention facilities by 2012. A consortium of King County cities negotiated a long-term contract with Yakima County to house city misdemeanants until 2010. King County cities negotiated an interlocal agreement with each other to coordinate jail services and plan for long-term jail capacity and facilities after the conclusion of these two agreements. This strategic planning process will begin in 2005 and is expected to identify and analyze several options which may include: one or several new jail facilities, expansion of current local jail facilities, continuation of contract services with other jurisdiction, changes in current criminal justice policies and procedures, or combinations of all these alternatives.

#### **Overall Design**

##### **Phase I: Project Initiation**

- Create Steering Committee to work with JAG in providing oversight of project to include the following:
  - Include Executive Committee Members and other interested Assembly Members
  - Jail Administration and Operation Group representatives
  - Stakeholder representatives from criminal justice system: police, jails, courts, prosecution, and defense
- Finalize Project Scope and Timeline
- Create criteria for analyzing long-range capacity and facility options

##### **Phase II: Fact Finding/Data Collection**

- Review available documentation and historical usage information
- Develop and conduct survey of stakeholders
- Conduct interviews with key stakeholders
- Conduct additional research on detention facility planning
- Identify recent changes in criminal justice policy
- Review relevant variables in projecting jail capacity. Include crime and arrest rates, demographics, economic trends, and types of crimes.
- Review the current criminal justice court process and identify ways to create a more efficient system
- Review alternatives to incarceration and current practices
- Document Findings

**Phase III: Analysis**

- Create ten to twenty year forecasts for demand of jail capacity and alternative sentencing services based on several scenarios
- Identify and assess potential capacity and facility alternatives to meet the projected demand.
  - Identify cost/benefits of each alternative
  - Evaluate each alternative based on the criteria originally established
- Identify major issues for future jail planning
  - Include best practices, location, pricing models, and coordination with criminal justice system

**Phase IV: Reporting**

- Develop conclusions and recommendations
  - Implementation schedule, projected costs and alternatives
- Develop draft report
- Present final report

## **F. Schedule for Next Meeting**

- A. Suggested Timeframe is early enough for budget preparation.
- B. May/June or August/September

*Motion: I move that the next Assembly meeting be scheduled by the Jail Administration Group in a timeframe that is early enough for 2005 budget preparation for cities.*

## **V. Adjournment**

*Motion: I move to adjourn the Assembly meeting.*

**Attachment A: Assembly Votes**

**April 1, 2004 OFM Populations**

<b>County Municipality</b>	<b>Census 2000</b>	<b>Estimate 2003</b>	<b>Estimate 2004</b>	<b>Assembly Votes 1 per 1,000 rounded</b>
King	1,737,046	1,779,300	1,788,300	
Incorporated	1,387,812	1,427,457	1,432,505	
Unincorporated	349,234	351,843	356,798	
Bellevue	109,827	116,400	116,500	117
Seattle	563,376	571,900	572,600	573
Algona	2,460	2,590	2,605	3
Auburn part	42,901	43,890	43,670	44
Beaux Arts	307	302	300	1
Black Diamond	3,970	3,995	4,000	4
Bothell part	16,119	16,250	16,250	16
Burien	31,881	31,480	31,130	31
Carnation	1,893	1,905	1,895	2
Clyde Hill	2,890	2,830	2,790	3
Covington	13,783	14,850	15,190	15
Des Moines	29,267	29,120	29,020	29
Duvall	4,616	5,460	5,545	6
Enumclaw part	11,116	11,140	11,160	11
Federal Way	83,259	83,500	83,590	84
Hunts Point	443	445	450	1
Issaquah	11,212	15,110	15,510	16
Kenmore	18,678	19,200	19,170	19
Kent	79,524	84,210	84,560	85
Kirkland	45,054	45,630	45,800	46
Lake Forest Park	12,871	12,750	12,700	13
Maple Valley	14,209	15,730	16,280	16
Medina	3,011	2,970	2,955	3
Mercer Island	22,036	21,840	21,830	22
Milton part	814	820	800	1
Newcastle	7,737	8,320	8,375	8
Normandy Park	6,392	6,345	6,400	6
North Bend	4,746	4,680	4,660	5
Pacific part	5,373	5,525	5,545	6
Redmond	45,256	46,480	46,900	47
Renton	50,052	54,900	55,360	55
Sammamish	34,104	35,930	36,560	37
Sea Tac	25,496	25,100	25,130	25
Shoreline	53,296	52,730	52,740	53
Skykomish	214	210	210	1
Shoqualmie	1,631	4,785	5,110	5
Tukwila	17,181	17,230	17,240	17
Woodinville	9,809	9,905	9,915	10
Yarrow Point	1,008	1,000	990	1
Total Votes				1437