

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

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| AGENDA TITLE: Regional Jail Update |
| DEPARTMENT: City Manager's Office |
| PRESENTED BY: Julie Modrzejewski, Assistant City Manager |

PROBLEM/ISSUE STATEMENT:

King County cities are facing the difficult challenge of providing jail bedspace for our cities in the future. Currently, the jail model for meeting the incarcerated misdemeanor population in King County is a complex system of county and municipal jails and multiple contracts. In 2001, King County and its contracting cities, including Shoreline, negotiated a new contract that substantially reduced cities' use of the King County jail facilities. This contract established a timeline and population caps to remove the cities' misdemeanor population from county facilities by 2012.

In the same year, cities, which included Shoreline, agreed to contract with Yakima County, located in eastern Washington, in order to secure jail beds needed in excess of the King County caps until 2010. With approaching contract expiration dates of 2010 and 2012, it is imperative that King County cities address the jail bedspace needs within the near future and beyond.

RECOMMENDATION:

No action is required. However, the purpose of this presentation is informational and provides to the Council an update on the jail planning efforts of the Jail Task Force. In addition, members of the Jail Task Force are seeking input from their City Councils on whether planning efforts are on the right track.

BACKGROUND:

Following the newly negotiated contract with King County, in 2003, a group of 37 King County cities, which includes Shoreline, negotiated an interlocal agreement with each other to coordinate jail services and to plan for long-term jail capacity and facilities. As a result of this interlocal agreement, in 2005 the consortium of cities initiated a long-range jail planning process. In order to oversee contract administration, coordination, and the progression of the strategic planning process, the city consortium established the following groups:

- Jail Oversight Assembly (JOA): Also commonly referred to as “the Assembly” or the “Jail Assembly,” is made up of one elected representative of each of the 37 cities that decided in 2002 to collaborate on solutions to the cities’ jail bed access. The two cities that chose not to join the collaborative effort are Kent and Enumclaw.
- Jail Administration Group (JAG): JAG was formed to represent the 37 cities; the official members of the JAG are policy-level and law enforcement leadership representatives of the largest users of the King County jail, plus three members appointed by the Suburban Cities Association (SCA). Julie Modrzejewski, Assistant City Manager, is one of three alternates for SCA.
- Jail Task Force (JTF): The Jail Task Force is the newest of these groups and the members were appointed by both the Assembly (the elected officials) and the JAG (policy/law enforcement representatives) and their charge is to develop a region-wide jail bed solution for all JAG cities. Members come from 11 of the JAG cities, of which Mayor Bob Ransom is an actively participating member. The cities directly represented are:

| | | |
|------------|-------------|-----------|
| Auburn | Federal Way | Renton |
| Bellevue | Issaquah | Seattle |
| Burien | Kirkland | Shoreline |
| Des Moines | Redmond | |

Timeline: 2001 to the Present

The following is a general timeline of significant events that have taken place since King County notified the cities regarding their insufficient bedspace for cities in 2001.

- 2001: ○ King County informs cities that there is no room; find other jail options
- 2002: ○ Cities negotiate a new contract with King County, which caps beds to 220 (cities are able to use up to 330) - Contract Expires - 2012
- Cities negotiate a contract with Yakima County for a total of 440 beds - Contract Expires - 2010
- 2003: ○ JAG/Assembly formalized by interlocal agreement
- 2006: ○ Consultant (Ricci Greene) hired to advise on needs assessment and future options
- Ricci Greene presents final report in December
- 2007 ○ Assembly appoints Jail Task Force in March
- Task Force and JAG evaluating options currently

The two large jail contracts will expire within the next five years: the Yakima County contract ends in 2010; the King County contract ends in 2012. These contracts represent over three-fourths (3/4) of the jail bedspace the cities rely on now.

- o Yakima County Contract: Yakima County is currently undertaking a population projection study to inform them of their bed needs and whether they will have beds available for contracting after 2010. The study should be completed in mid-2008. Based on current use, Yakima officials have indicated there should be some beds available for contract (potentially 200 beds).
- o King County Contract: King County's own growing need for felony jail beds will max out all of the available beds in King County facilities by 2015. The County projects that its needs alone will exceed the capacity of the downtown jail and the Regional Justice Center (RJC) in Kent by over 500 beds by 2024. If the County is able to expand the RJC, this may address their future needs. In early July, King County's Department of Adult and Juvenile Detention expressed an interest in partnering with the JAG cities. Clearly, this option makes the planning effort more complex and it will need to be further explored.

JAG Cities Current Jail Bed Needs

There are roughly 1,000 jail beds available through various contracts and municipal jails:

| <u>Agency</u> | <u>No. of Jail Beds Available to the Cities</u> |
|---------------------|---|
| King County | 330 |
| Yakima contract | 440 |
| Issaquah municipal | 62 |
| Renton municipal | 50 |
| Auburn municipal | 51 |
| Kirkland municipal | 12 |
| Other contract beds | 55 |
| Total | 1,000 |

Approximately a third (1/3) of the jail beds are located in King County jails - the downtown correctional facility and the Kent Regional Justice Center and nearly half (1/2) are in Yakima County. Other jails are used both by the cities that operate them and by other cities either on a "reserved bed" contract, or as an as-needed basis. For all the JAG cities, Seattle is the biggest bed user needing approximately a third (1/3) of the total beds followed by Auburn, who is considering a potential annexation.

The chart below provides Shoreline's average daily population (ADP) from 2004-2007:

| City of Shoreline Jail Population from 2004-2007 | | | | |
|---|-------------|-------------|-------------|--------------|
| | 2004 | 2005 | 2006 | 2007* |
| Average Daily Population (ADP) | 20.6 | 31.7 | 37.6 | 28.5 |

*Annualized using Jan - July data

JAG Cities Future (20-Year) Jail Bed Needs

In 2006 the Jail Advisory Group retained a consulting firm, Ricci Greene Associates, to complete the following:

- o A needs assessment to establish future misdemeanor bedspace capacity requirements. The study included an analysis of misdemeanor population characteristics and growth trends, and jail bedspace projections were generated by also assessing system practices impacting jail use, including alternatives to incarceration.
- o Several strategic options for meeting future bedspace requirements, which were generated through workshops with the JAG and city consortium and based on identified goals, planning assumptions, and criteria.

The report was completed in December 2006. The report estimates that for all JAG cities by 2011, approximately 1,175 beds will be needed and in 20 years, in 2026, an estimated 1,450 beds will be needed. Programs that provide alternatives to incarceration, such as electronic home detention that reduce jail bed need, have already been factored into the projected bed need (alternatives reduce the need by about 10%).

The chart below provides Shoreline's ADP projections from 2011 to 2026, in five-year increments:

| City of Shoreline Jail Population Projections from 2011-2026 | | | | |
|---|-------------|-------------|-------------|-------------|
| | 2011 | 2016 | 2021 | 2026 |
| Average Daily Population (ADP) | 41 | 44 | 46 | 49 |

Preliminary Findings of the Jail Task Force

The primary charge for the Task Force is to examine all options provided by the Ricci Greene report; update the options taking into account events that have happened since the report was delivered, and narrow all the options to one or two that best address the cities' needs.

The Task Force has been meeting since early May. Several important agreements have been reached on what will be recommended to the Assembly:

- Contract beds are not an option to fulfill all of the cities' needs. As a practical matter, this option is not available for the long-term because of the limited availability of contract beds. Some beds may be able to be secured through contracts; however, the availability would be much less than the total needed.
- Limited contract beds are available for female inmates. In addition, King County currently detains the majority of city inmates with serious medical or psychological conditions.
- In the case of Yakima, there are also transport and inmate access issues due to the geographical distance of the jail. Likewise, there is limited availability of beds for female inmates and Yakima cannot detain inmates with serious medical or psychological conditions.
- Contracting limits control of availability, cost, and quality of services for cities.

Therefore, the Task Force is looking at options that build new jail(s). What remains unanswered at this time is for what entities, how many beds, and how many facilities.

The Task Force is scheduled to make a recommendation to the Assembly in early December for the options analyzed and a draft scope work for a feasibility study, and subsequently, the Assembly is to review and provide approval of the scope of work.

Parallel Jail Planning Efforts

Other jail planning efforts are underway by cities in addition to the planning of the Jail Task Force. The Task Force is monitoring the progress of these efforts because they affect the options under review by the Task Force.

- Four Cities in South King County: Renton, Tukwila, Federal Way and Des Moines, under the acronym "SCORE," are planning for a new jail in south county. They are planning to spend \$175,000 for a "feasibility study," which will include analysis of specific sites, construction costs and operational costs, as well as a facility plan and programming for a 500-600 bed facility. Non-SCORE south county cities have been invited to join SCORE and would need to contribute financially to the planning work to join (the cumulative bed need of these non-SCORE cities is less than 50 beds, which could be accommodated in a new jail).
- Auburn: Auburn is studying replacement of their jail with a 150 bed jail to serve their own needs.
- Seattle: Seattle projects a bed need of 440 beds within 20 years. They are discussing whether or not they want to build their own jail or partner with cities and/or King County to meet their bed need. It is anticipated that Seattle will make a decision in October about which option to pursue.
- Kirkland: Kirkland is reviewing their bed need and replacement of their 12-bed jail, concurrent with their annexation work. Kirkland's bed need is not large enough to impact the options being reviewed by the Jail Task Force.

Feasibility Study

The Assembly has provided some funding (\$100,000) for a feasibility study; however, it is anticipated that the cost will be much higher. The study will analyze the recommended options, acreage, site requirements, and locations that meet these requirements, capital cost, operating cost, and the cost of services that will make a new jail system work, as well as how to best provide booking and medical-psychiatric care services.

Capital and operating costs have seen a very dramatic escalation over the past years. It has been estimated that the capital cost of building a new jail increases by as much as 12% per year; making the old adage, "time is money," ring true. More concretely, the Ricci Greene report estimates that the capital cost per bed is between \$225,000-250,000.

Variables Impacting the Feasibility Study: The variables that impact the options being reviewed by the Task Force are:

- o SCORE and Auburn Planning: SCORE cities are beginning a feasibility study for a new 500-600 bed jail to accommodate the majority of the bed need in south King County excluding Auburn. Auburn is reviewing replacement of their jail with a 150 bed jail.
- o Seattle: Seattle needs to inform the Task Force if options that meet their bed need of 440 beds should be analyzed in a feasibility study. These options could include one jail (632 beds) to meet the needs of Seattle and the north/east cities or could include two jails, one in Seattle (440 beds) and one in the north or east (192 beds).
- o King County Needs: King County has expressed an interest in partnering with cities to meet the county and cities' bed need. Further discussion is needed to clarify this option. King County may need up to 511 beds; however, they may be able to meet their needs by expanding the RJC and expanding the use of alternatives.

The Task Force anticipates having more information on these variables in October. The Task Force will need to know which cities and how many beds to plan for, and thus narrow the options and draft a feasibility study for Assembly review.

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Approved By: City Manager  City Attorney _____