

Thurston County Correctional System Analysis



FINAL REPORT

February 2012



4317 6th Avenue, SE, Suite 201
Olympia, Washington 98503
www.mgtcriminaljustice.com

Table of Contents

■ Preface		■ 6.0 Long Range Needs	69
		Work Release Program Housing	80
■ Executive Summary	i	■ 7.0 Projected System Costs	83
■ 1.0 Background	1	■ 8.0 Dormitory Conversion to Indirect Supervision	87
■ 2.0 Jail Population Projections	3	■ 9.0 Local Community Use of the ARC	95
Thurston County Trends	5	■ 10.0 Video Court	97
Population Projections	12	■ 11.0 Options Program	99
■ 3.0 Capacity Management Alternatives	15	Current Programs and Services	99
Current Jail Capacity	15	■ 12.0 Long Term Planning	102
Inmate Housing Assignment	18	Long Term Use	102
Work Release Program Housing	21	■ Appendix A: Thurston County Jail Population Statistical Data	105
Annex Building Condition	21	■ Appendix B: MGT Population Project Methodology	116
Jail Condition Overview	22	■ Appendix C: Thurston County ARC Classification Tracking Template	119
ARC Housing Capacity	24		
Current Jail System Capacity Needs	26		
■ 4.0 Classification	29		
Jail Classification System	29		
Classification Instrument	31		
Classification Outcome	31		
Observations and Findings	35		
■ 5.0 Operational Costs	38		
Jail Operations Spending	38		
Jail Staffing	39		
Authorized Positions	40		
Staff Deployment	41		
Current Staffing Level Requirements	42		
Work Schedule	48		
Alternative Work Schedule	51		
Revised Staff Scheduling	56		
Fail Labor Standards Act	56		
ARC Staffing	62		
Other Cost Drivers	68		

Preface

In May 2011, Thurston County selected MGT of America, Inc. to develop a best/practice affordability analysis of the following issues:

- **Jail Population** - What is the outlook for future growth in the jail population?
- **Capacity Management** - What are the primary alternatives available to house the County's jail population using one or both of the county's two facilities, the current Jail and the Accountability and Restitution Center (ARC)?
- **Classification** - Can the current offender population be appropriately housed in the ARC, given the classification profile?
- **Cost** - What are the costs and benefits associated with these alternatives?
- **Jail Bed Leasing** - Is there a feasible business model for the leasing of County jail beds?
- **Long-Term Needs** - What future facility development may be required to provide a long-term solution to house projected offender population levels?

In the development of this analysis, MGT gathered and reviewed an extensive range of data made available by Thurston County. Additionally, MGT project team members conducted interviews with justice system policymakers, administrators, and staff; observed current jail operations; and reviewed both the physical plant and layout of both the Jail and the ARC.

Over the course of this project Thurston County policymakers and staff were extremely generous with their time in facilitating our understanding of the issues involved in a very complicated project. We appreciate the candor and cooperation offered by those who participated in this project. We wish to particularly acknowledge Robyn Sederberg who coordinated our many interviews and meetings and facilitated much of our information gathering, Captain George Eaton who made himself continually available to our answer our questions about jail operations and the ARC, and Pat Brown who was able to provide us with system data critical to the completion of the project on schedule.

Executive Summary

The recommendations in this report are intended to provide guidance and options for Thurston County to consider in their effort to transition to the Accountability and Restitution Center (ARC). This report makes the following key conclusions:

- The county can consolidate all of its jail operations in the ARC.
- Effective staffing and management of the ARC will require establishment of a Shift Commander post (lieutenant) that is not included in the minimum operating staff complement (i.e., the post is responsible solely for management of security operations and should not be used in relief of line officers).
- To make this work, double celling in the ARC needs to be maximized in a manner consistent with accepted professional practices. The county should also examine the possibility of building a minimum security female dorm unit at the ARC to facilitate population management.
- If the county wishes to continue its Work Release program, the best alternative is to convert an existing building near the ARC into housing for that purpose. Phasing out work release in favor of electronic home monitoring and day reporting is much more cost-effective.
- In the long-term, the county will need to develop an additional housing unit for the female population at the ARC.

Principal recommendations for the County include:

- 1. Develop plans to relocate the operation of the county correctional system out of the current jail. While some portions of the jail may continue in use as temporary court holding units, the current operation of the jail in this facility represents a major potential liability for Thurston County**
- 2. Move the work release program out of the annex facility as soon as possible. In the interim, avoid housing inmates in the facility that are not in the Work Release program and who must therefore be confined to the building.**
- 3. Initiate a procedure that requires classification staff record and maintain data on the departure of the scored classification level, including the nature and reason for each departure. This data should be analyzed on a regular basis in order to determine the appropriateness of the departures and the impact they are having on the management of the population.**
- 4. In developing plans for the operation of the ARC, Thurston County should initiate steps to minimize making custody and placement decisions on the availability of bed capacity. Additionally, no matter which facility is used, Thurston County should take immediate steps to minimize the mixing of custody levels and the mixing of certain types of special needs inmates.**
- 5. Review the need to validate the classification instrument for the Thurston County population. A simple validation study of the facility and the identification of the key classification factors and elements would ensure that the classification of offenders is completed accurately and consistent with their needs.**

6. Mandate that reclassification occur when new information is obtained and/or there is a status change in the offender's status.
7. Check the data used to calculate relief factors on a regular basis to ensure that rosters represent an accurate reflection of current relief staffing requirements.
8. Operating the jail with current post assignments and shift schedules requires 110 staff to avoid heavy reliance on overtime to meet ongoing operational needs.
9. Negotiate a Modified 12 hour work schedule as a replacement for the 9/80 work schedule. A Modified 12 hour work schedule retains the same number of scheduled work hours as employees scheduled to a 9/80 or 10/80 work schedule. An employee will be scheduled to work 80 hours in a 14 day work period, consisting of six 12-hour days and one 8-hour day in a 14 day work period, however the staff will be scheduled in a manner more consistent with meeting post responsibilities. Staff briefings should be modified to include expansive use of the current county authorized e-mail system and revised supervisory post responsibilities.
10. Establish a work schedule that allows staff assigned to the M-12 schedule to have three consecutive days off every other week. Consider a work schedule that provides a day off rotation of three days at least every other week. Work schedules such as: 3-3 or 2-2-3-2-2-3 should be considered. The latter schedule will allow employee to work no more than three consecutive days and have a three-day weekend (Friday, Saturday, and Sunday) off every other week.
11. Establish an employee time and attendance accountability system sufficiently flexible to record starting and departure times for all personnel. All staff should be required to account and document their hours on the job.
12. Establish a base roster of 100.59 positions to operate the jail. This staffing level is predicated upon changing the current 9/80 schedule. The proposed roster includes reductions in the number of supervisory positions, adds a staff assistant position, and eliminates a CDP post.
13. Establish a base roster of 109.55 positions for full operation of the ARC upon its activation. This staffing level assumes changing to a combination of 10/80, Modified 12 hour (M-12) and 4/10 work schedules, and does not include work release staffing.
14. Contract out food service operations to reduce costs and improve service. This would reduce staffing requirements by 5 positions.
15. Increase the level of double celling in the ARC secure pods and add four beds to each dormitory in order to provide sufficient capacity for the ARC to house peak county jail population levels. . If capital funds are available, the construction of an additional female dormitory for minimum and medium security offenders should be considered.
16. Convert the existing Al's Welding building into a facility to house the Work Release and Options programs.
17. Retain the direct supervision model for dormitory housing unit supervision.
18. Thurston County should not attempt to lease beds at the jail to other units of government. The amount of demand for beds and the fixed costs associated with operating a dedicated unit for local governments do not create an economically viable scenario at this time.

- 19. The county should consider expanding its use of its electronic home monitoring, day reporting, and day jail programs, while reducing its work release program, as a way of keeping its jail population numbers down and realizing cost savings while maintaining alternative supervision options that can keep the community safe.**
- 20. The county should review the demographic profile of its in-custody population at the main jail, to determine if there are trends of offenders being sentenced to in-custody jail time who might otherwise meet criteria for the non-jail bed programs. This would allow the county to identify whether more offenders could be sentenced to non-jail bed programs at the time of conviction.**
- 21. The county should immediately implement a system to begin tracking performance outcomes of its options program participants, in order to quantitatively assess the success of its programs. Such data will help the county to determine which programs are effective, thus assisting decision makers to determine which programs to continue and/or expand, and which to downsize or eliminate.**

1.0 Background

In January 2011 Thurston County completed phase one of the Accountability and Restitution Center (the ARC). The ARC is a 104,000 square foot, 352 bed correctional facility, located in Tumwater, approximately three miles from the county's courthouse complex and current 405 bed jail.

The impetus for the ARC goes back to a previous sheriff's administration. It was originally envisioned as a satellite facility to the current jail and was to be built in phases over time to eventually replace the existing jail structure. Sheriff's staff at the time studied and visited various models and made the decision to move forward with a direct supervision model for the ARC, in contrast to the indirect supervision model at the current jail.

In 2008 an operational analysis was conducted by county personnel to determine if operating two separate jail facilities was financially feasible for the county. They determined that the county could save \$2.5 million annually by consolidating the two jails into one location. At the time, the Board of County Commissioners recommended moving forward immediately with a phase two of the ARC. This phase would consist of 244 beds in addition to phase one's 352. These 596 beds would accommodate all Thurston County inmates, with the exception of the work release program inmates. The idea was that the work release program would remain at the old jail site until such time that additional funding was secured to add those beds to the ARC, which would then result in consolidating all jail functions at the ARC.

To fund phases one and two of the ARC, two funding mechanisms were planned. Phase one would be funded by a detention sales tax and phase two by a real estate excise tax. In the county's economic condition at that time, these two taxes were seen as viable and solid funding mechanisms to accomplish the county's goals for construction and completion of the first two ARC phases.

The unforeseen economic downturn brought the county's plans and timelines to a halt. Phase one of the ARC was built, but phase two was put on hold. Initially the county planned to identify and secure alternate funding to complete phase two construction in order to fully implement the recommendations of the 2008 county personnel study. The estimated range to do so was between \$9 million and \$14 million, depending on the number of beds to construct and court activities to include at the ARC.

In addition, the economic downturn has adversely impacted the county's ability to move into and open the ARC. Cuts in sheriff's office staff, and the fiscal issues with adding sufficient personnel to staff a direct supervision model facility, have meant that the ARC has been sitting vacant since completion of phase one.

1.0 Background

Meanwhile, the current jail facility is, in the opinion of many county stakeholders, no longer an adequate facility. Built in the 1970s to house 88 inmates, it has been expanded over the years and now has a total capacity of 316 beds. During the recent four month period of April through July 2011 its Average Daily Population (ADP) has been 331.6 inmates. During this time period, an average of 20.6 inmates has been housed on the floor in the main jail. These numbers do not include approximately 60 work release inmates in the Options Annex, co-located at the mail jail site. The Annex is a very inadequate facility.

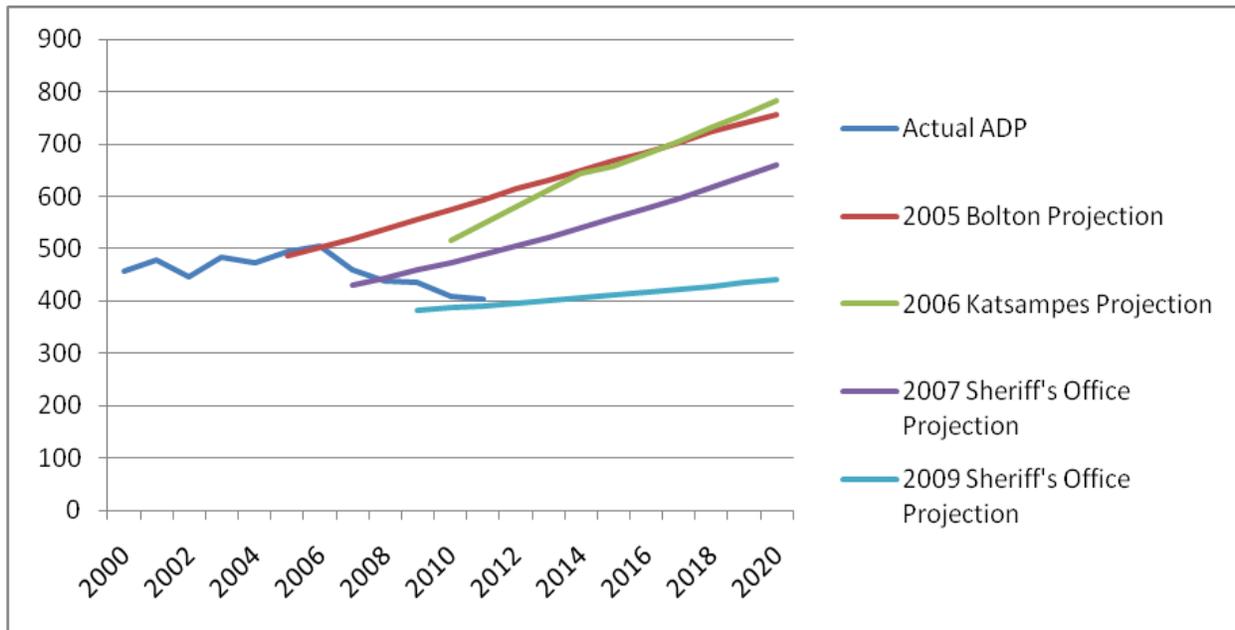
While the ARC would appear to have the capacity to house the current jail population numbers better than the current jail facility, the mix of beds and housing compositions do not make this a certainty. For example, the number of cells, dormitories, and secure beds must be factored in, as well as how minimum, medium, and maximum security classified inmates must be managed. Inmates' gender must also be factored into the housing mix.

Given the continuing economic downturn and the unacceptable situation of maintaining an empty ARC facility while the current jail's condition is inadequate to continue meeting the county's correctional housing needs, county officials committed in the spring of 2011 to seek options to determine the best affordable model for utilizing one or both of the county's correctional facilities. This report seeks to meet this objective.

2.0 Jail Population Projections

Sustained jail population growth in the years 2002-2006 created conditions of severe crowding at the Thurston County Jail. This crowding, combined with the increasingly decrepit physical condition of the jail and the annex, provided much of the impetus for the construction of the ARC. Thurston County commissioned and/or developed a series of inmate population projections to determine what the likely capacity needs for a new facility would be. With the exception of the most recent projection developed by the sheriff's office in 2009, all of these projections extrapolated from the steady growth that occurred in the jail population from 2000 – 2006, missing the decline in the jail population that has occurred since that time. As a result, planning for the ARC was predicated upon projections that significantly overstated the actual jail capacity needs of the county. **Exhibit 2-1** shows the actual Average Daily Population (ADP) of the jail over the last ten years and the population forecasts that have been developed for the county.

EXHIBIT 2-1
Thurston County Jail Population: Actual vs. Projected

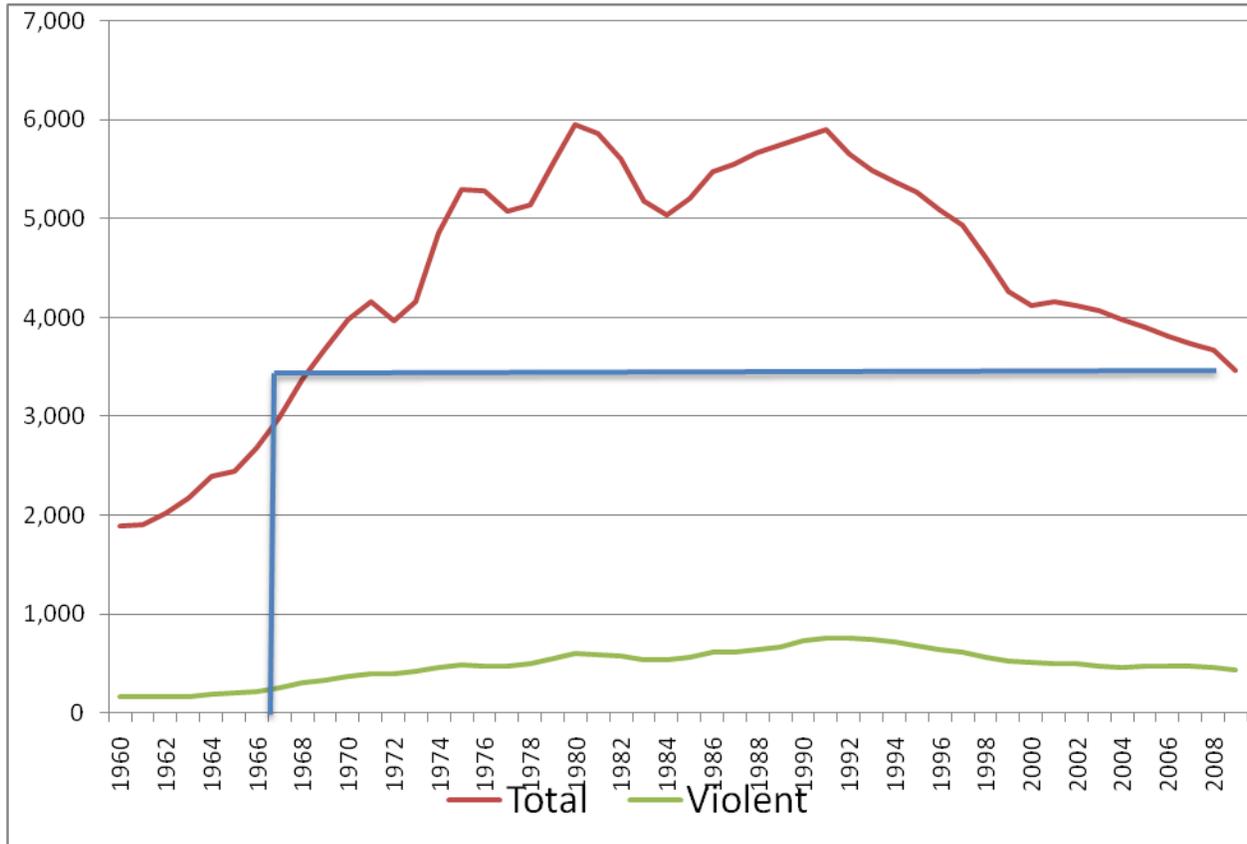


Source: Thurston County.

2.0 Jail Population Projections

Declines in the local jail population are consistent with national trends. As shown in **Exhibit 2-2**, the United State's overall crime rate and violent crime have fallen steadily and now approach levels that existed in 1969.

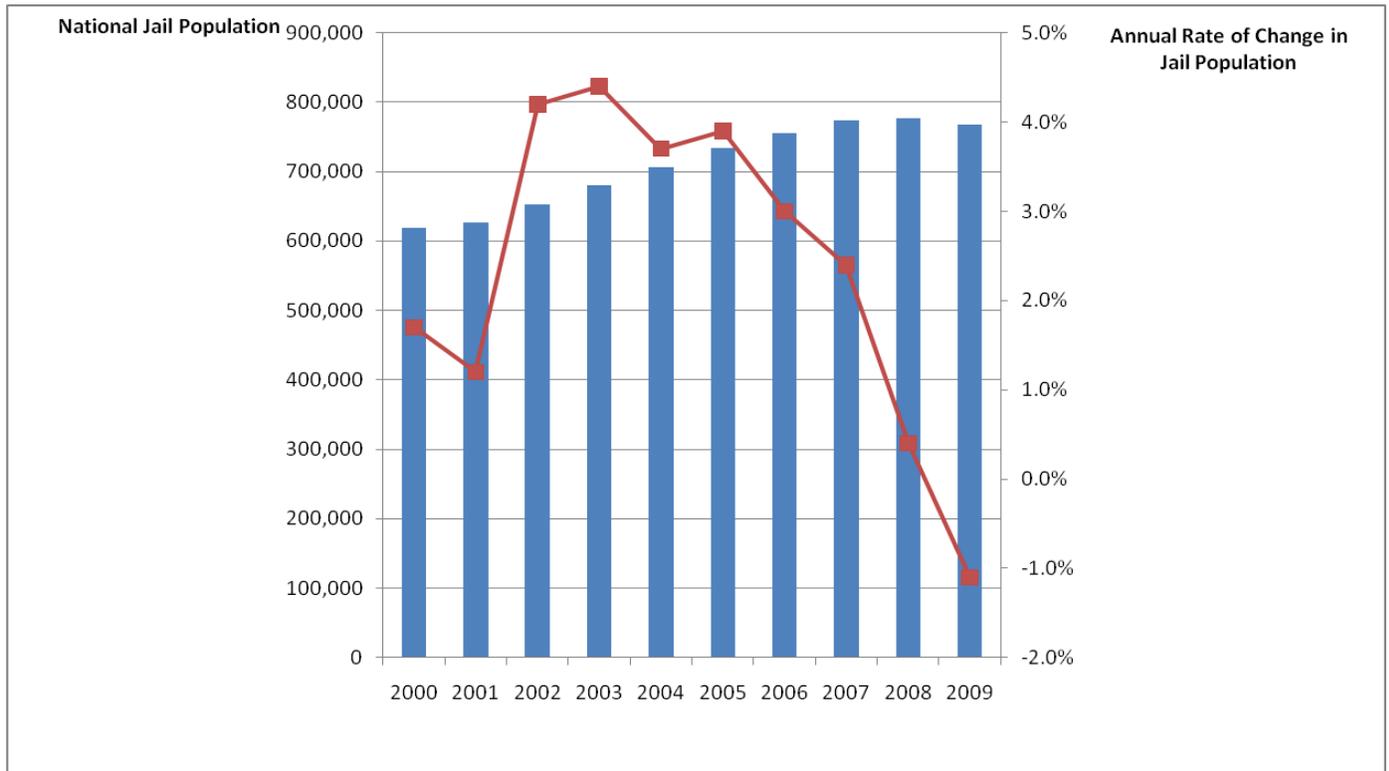
EXHIBIT 2-2
US Total and Violent Crime Rates 1960-2009



Source: Bureau of Justice Statistics, Department of Justice.

Nationally, the significant growth in the jail population that occurred from 2000–2005, moderated significantly in the latter half of the decade, showing an actual decline over the last three years. **Exhibit 2-3** shows the overall national jail population from 2000–2009, as well as the rapid decrease in the rate of growth that has occurred since 2005.

**EXHIBIT 2-3
National Jail Population Trends, 2000–2009**



Source: Bureau of Justice Statistics, Department of Justice.

Thurston County Trends

Examining demographics and crime rates in Thurston County over the last ten years provides a foundation for the development of new population projections. Over the past ten years the population of Thurston County has grown by nearly 50,000, an annual average increase of approximately 2.1 percent. However the total number of reported crimes has remained remarkably flat, with only 300 more crimes reported in 2010 than were reported in 2000, despite the increase in the county’s population. Crime rates for the county all fell substantially over the past decade, with the total crime rate falling by 17 percent, the property crime rate falling by 18 percent and the violent crime rate falling by 8 percent. Correspondingly, Superior Court filings experienced an annual average decline of 1.2 percent. The only data suggesting upward pressure on the justice system was an increase in the demographic group most prone to criminal activity, males aged 18–39, which grew by an annual average of 3 percent, nearly mirroring the increase in adult arrests that occurred during the time period.

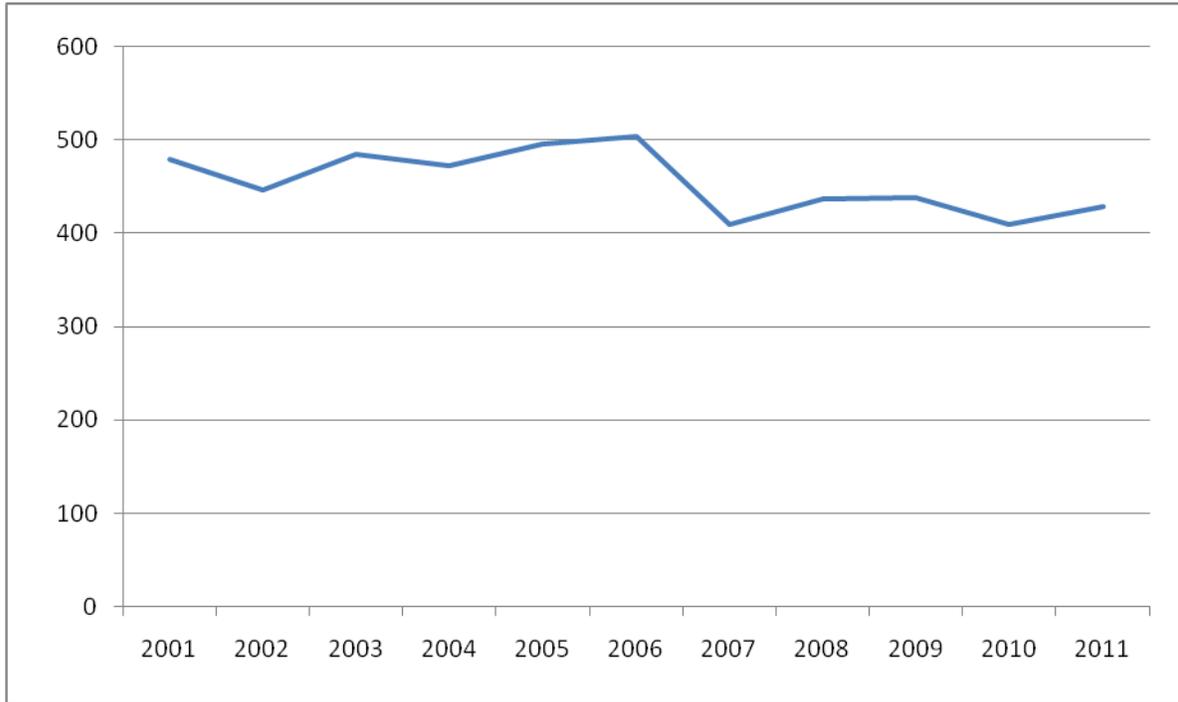
**EXHIBIT 2-4
Thurston County Historical Crime & Population Trends**

Year	Resident Pop.	Total Reported Crime	Rate per 100,000 Residents	Total Reported Violent Crime	Violent Rate per 100,000 Residents	Total Reported Property Crime	Property Rate per 100,000 Residents	Males Ages 18-39	Adult Arrests	Superior Court Filings
2000	204,300	8,575	4,197.3	557	272.6	8,018	3,924.6	43,213	4,187	1,824
2001	210,200	9,027	4,294.5	575	273.5	8,452	4,020.9	44,419	4,143	1,785
2002	212,300	8,956	4,218.6	626	294.9	8,330	3,923.7	45,507	4,639	1,950
2003	214,800	8,073	3,758.4	578	269.1	7,495	3,489.3	46,703	4,417	2,122
2004	218,500	8,909	4,077.3	592	270.9	8,317	3,806.4	48,088	4,092	1,860
2005	224,100	9,232	4,119.6	596	266.0	8,636	3,853.6	49,855	4,256	2,030
2006	231,100	8,428	3,646.9	596	257.9	7,832	3,389.0	51,639	4,770	1,802
2007	238,000	7,904	3,321.0	503	211.3	7,401	3,109.7	53,393	4,644	1,780
2008	245,300	8,978	3,660.0	630	256.8	8,348	3,403.2	55,332	5,018	1,923
2009	249,800	8,100	3,242.6	616	246.6	7,484	2,996.0	56,789	4,282	1,590
2010	252,400	8,801	3,486.9	631	250.0	8,170	3,236.9	57,979	5,261	1,540
Avg. % Change	2.1%	0.6%	-1.5%	1.7%	-0.4%	0.6%	-1.5%	3.0%	2.8%	-1.2%

Source: Office of Financial Management: Washington State County Criminal Justice Data Book; Washington Statistical Analysis Center.

A more specific examination of population levels at the Thurston County Jail shows that the jail ADP increased moderately from 2002–2006 and then experienced a significant decline. The population at the jail in 2010 was actually 11 percent below the population level in 2000. This trend is shown in **Exhibit 2-5**.

**EXHIBIT 2-5
Thurston County Jail ADP 2000–2010**



Source: Thurston County Sheriff's Office.

In breaking down the jail population into its primary subgroups, this basic trend holds for the overall male and female populations at the jail, as well as for the felony population. However, the comparatively smaller misdemeanor population, while declining from peak levels experienced mid-decade, still shows an increase over the ten-year period. The traffic violation population at the jail, while small in number, shows significant variability over the last ten years. These trends are shown in **Exhibit 2-6**.

**EXHIBIT 2-6
Thurston County Jail Population composition 2000–2010**

Year	Male	Female	Felony		Misd.		Traffic		Detainer	Other
			Male	Female	Male	Female	Male	Female		
2001	410.3	69.2	269.1	50.9	65.5	8.4	72.1	9.4	2.4	1.6
2002	38.2	63.7	244.3	42.0	67.2	8.9	65.5	11.7	5.1	1.3
2003	412.9	72.1	276.3	49.3	111.3	18.5	19.7	3.3	5.6	1.1
2004	405.3	67.3	273.8	46.8	123.3	19.6	3.1	0.1	2.3	0.5
2005	424.7	71.1	285.8	49.9	125.9	19.2	8.5	1.5	2.7	2.4
2006	425.9	78.3	299.3	54.2	96.5	19.8	26.5	3.4	3.0	1.4
2007	344.3	65.6	249.7	45.3	79.2	17.8	12.5	2.3	2.9	0.1
2008	370.7	66.4	264.0	48.3	90.1	16.5	13.7	1.3	2.3	0.1

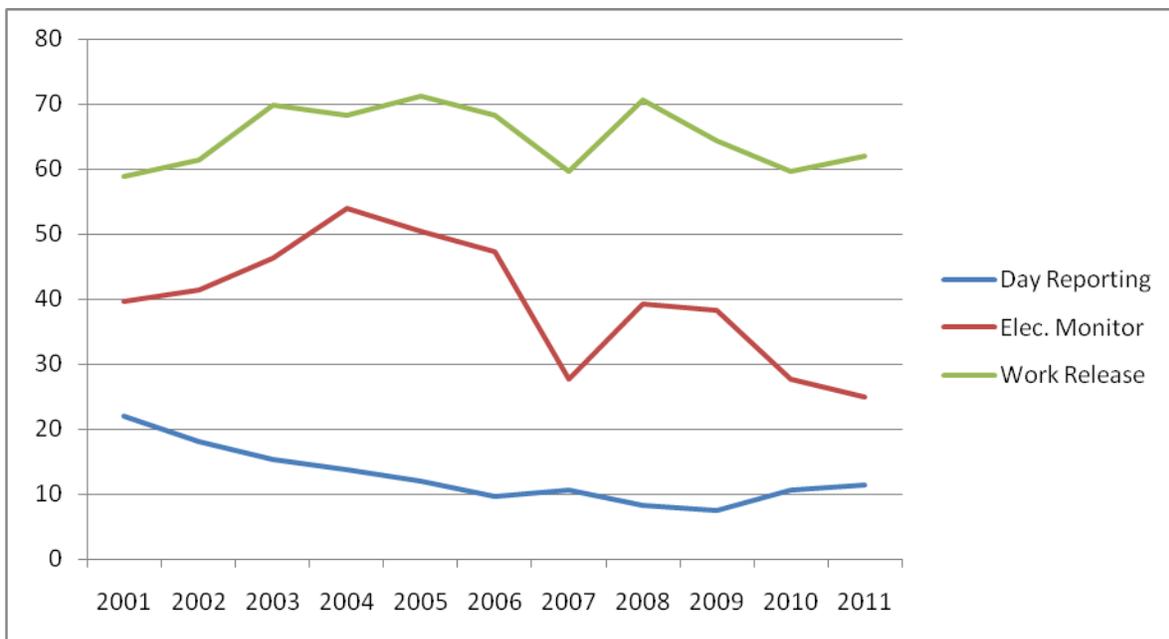
EXHIBIT 2-6 (continued)
Thurston County Jail Population composition 2000–2010

Year	Male	Female	Felony		Misd.		Traffic		Detainer	Other
2009	369.3	69.0	265.0	48.2	80.7	17.0	19.9	3.2	4.0	0.1
2010	344.3	65.6	249.7	45.3	79.2	17.8	12.5	2.3	2.9	0.1
2011	366.9	61.1	258.7	41.1	87.7	17.0	17.2	2.8	3.5	0.1
Avg. % Change	88.1%	-0.9%	-0.1%	-1.5%	5.2%	10.7%	22.5%	-	13.5%	0.0%

Source: Thurston County Sheriff's Office.

In terms of program assignment, while the general population at the Jail has declined by 12 percent in the last ten years, participation in the Electronic Monitoring and Day Reporting programs has declined by approximately 50 percent as shown in **Exhibit 2-7**. The Work Release population by contrast has shown relative stability. This suggests that the county's first choice in jail diversion programs has consistently been work release, using electronic monitoring and day reporting only to the extent necessary as required by crowding conditions at the Jail.

EXHIBIT 2-7
Diversion Program ADP Trends

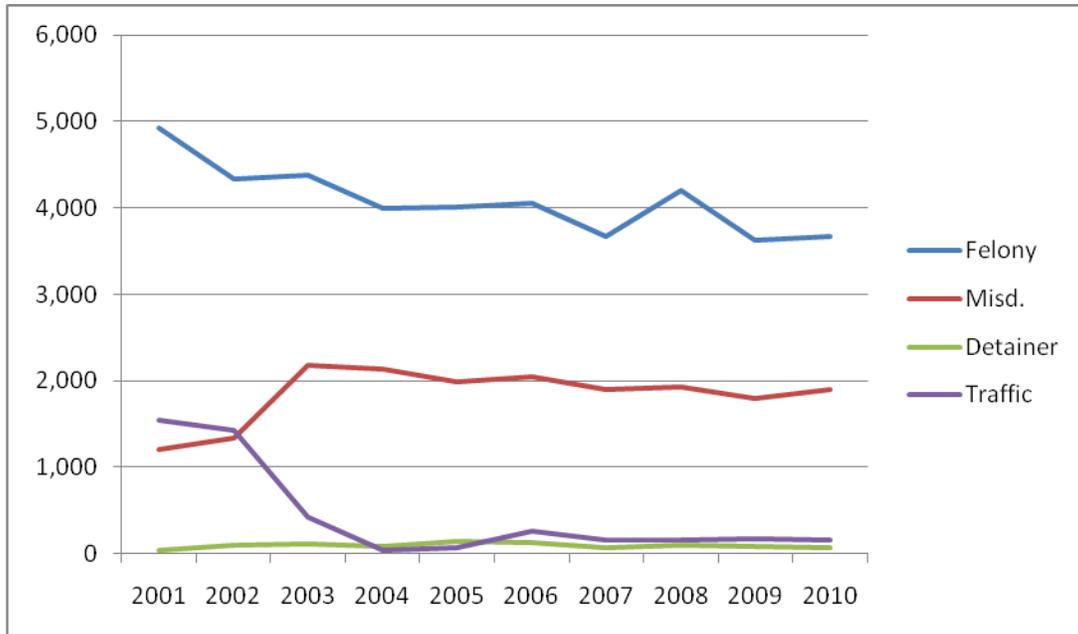


Source: Thurston County Sheriff's Office.

2.0 Jail Population Projections

Overall bookings into the Jail have declined on average 3.2 percent annually over the last ten years. However, while felony bookings have declined by 18 percent, misdemeanor bookings have been roughly stable following a significant increase in 2002. This increase has been offset somewhat by a dramatic reduction in bookings for traffic offenses.

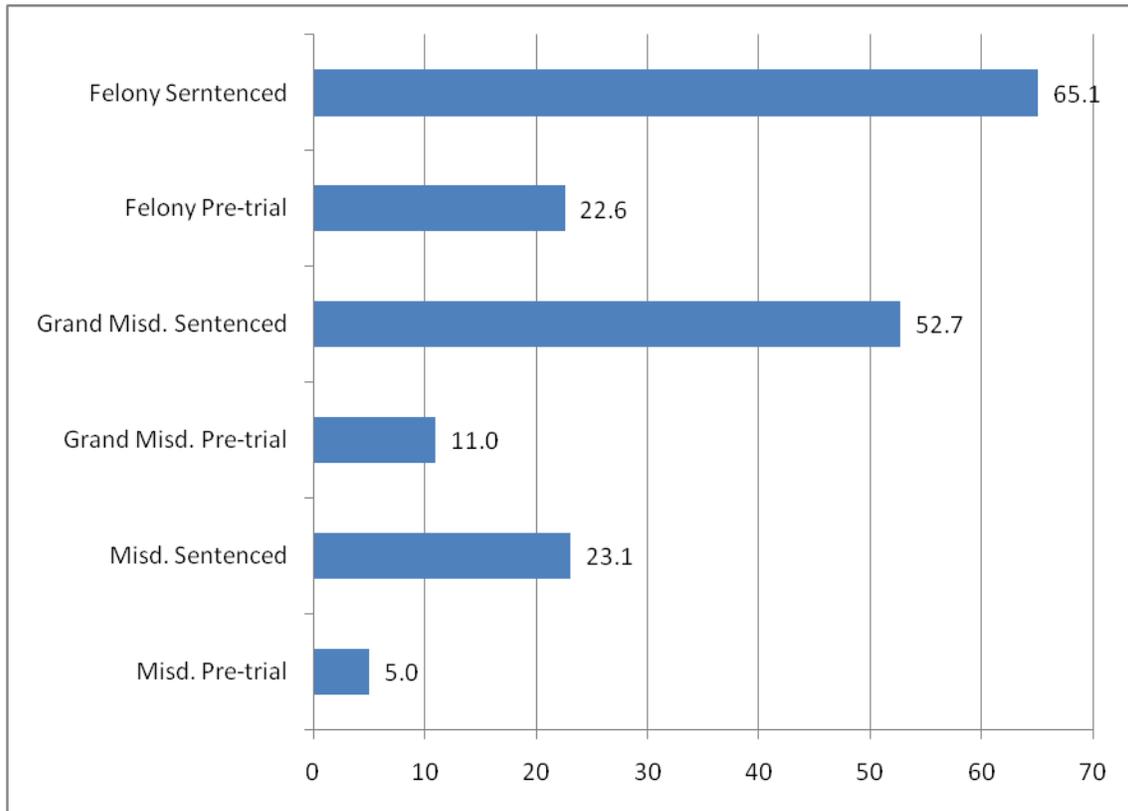
EXHIBIT 2-8
Jail Booking Trends



Source: Thurston County Sheriff's Office.

Average Length of Stay (ALOS) at the jail also follows the general pattern of peaking in the 2005-2006 period, then declining to roughly Year 2000 levels. The current ALOS in total for the offenders released from the Thurston County Jail is 25.6 days. **Exhibit 2-9** shows the current ALOS for different categories of offenders released from the Jail over the last twelve months.

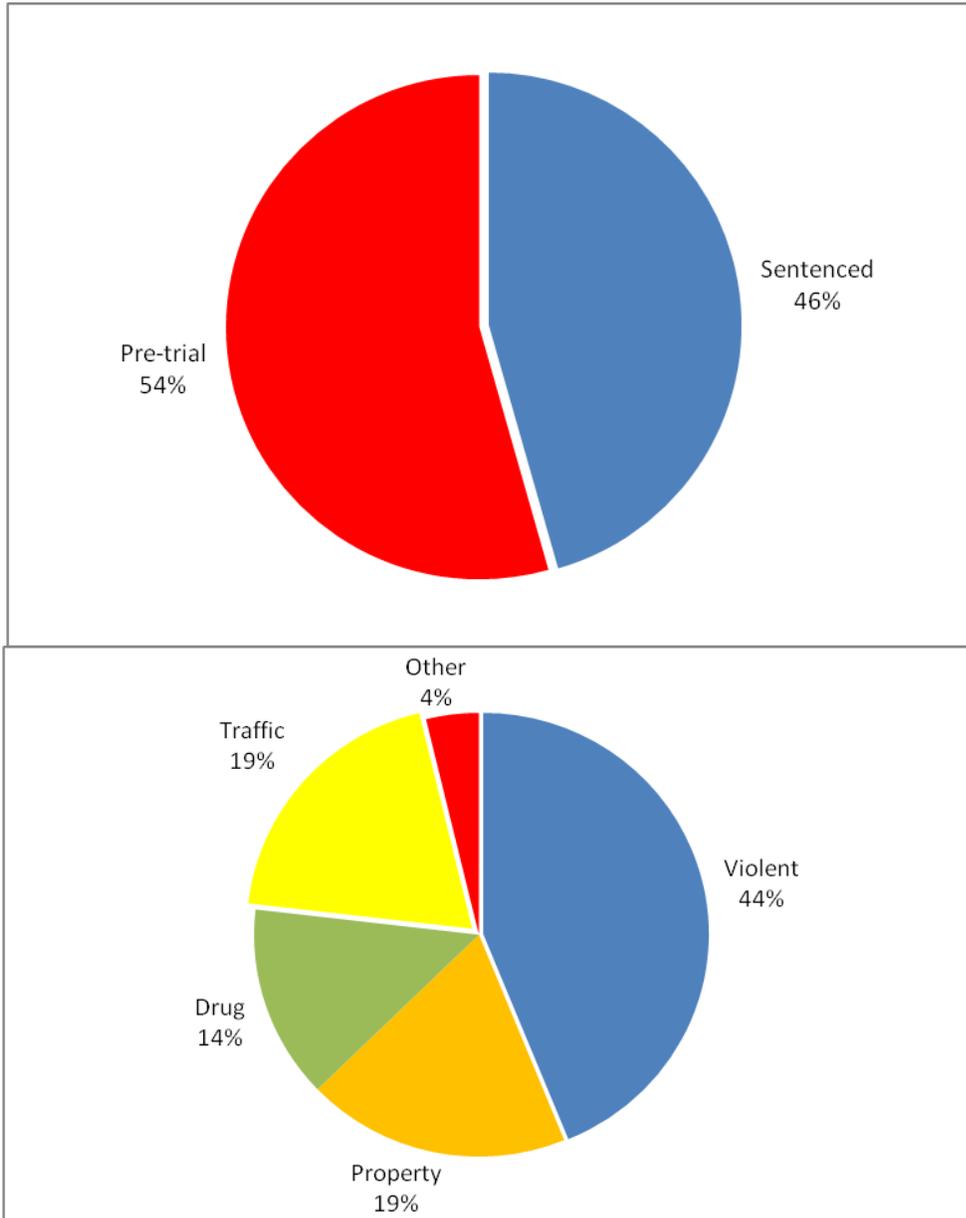
EXHIBIT 2-9
Thurston County Jail Average Length of Stay by Charge & Status



Source: Thurston County Sheriff's Office.

Looking at the composition of the current population, 44 percent of the inmates in the jail are held on a charge of a violent offense, followed by 19 percent of the population in the property and traffic offense categories respectively. Offenders held on a drug charge make up 14 percent of the current population. In terms of status, pre-trial offenders make up 54 percent of the population.

EXHIBIT 2-10
Current Jail Population



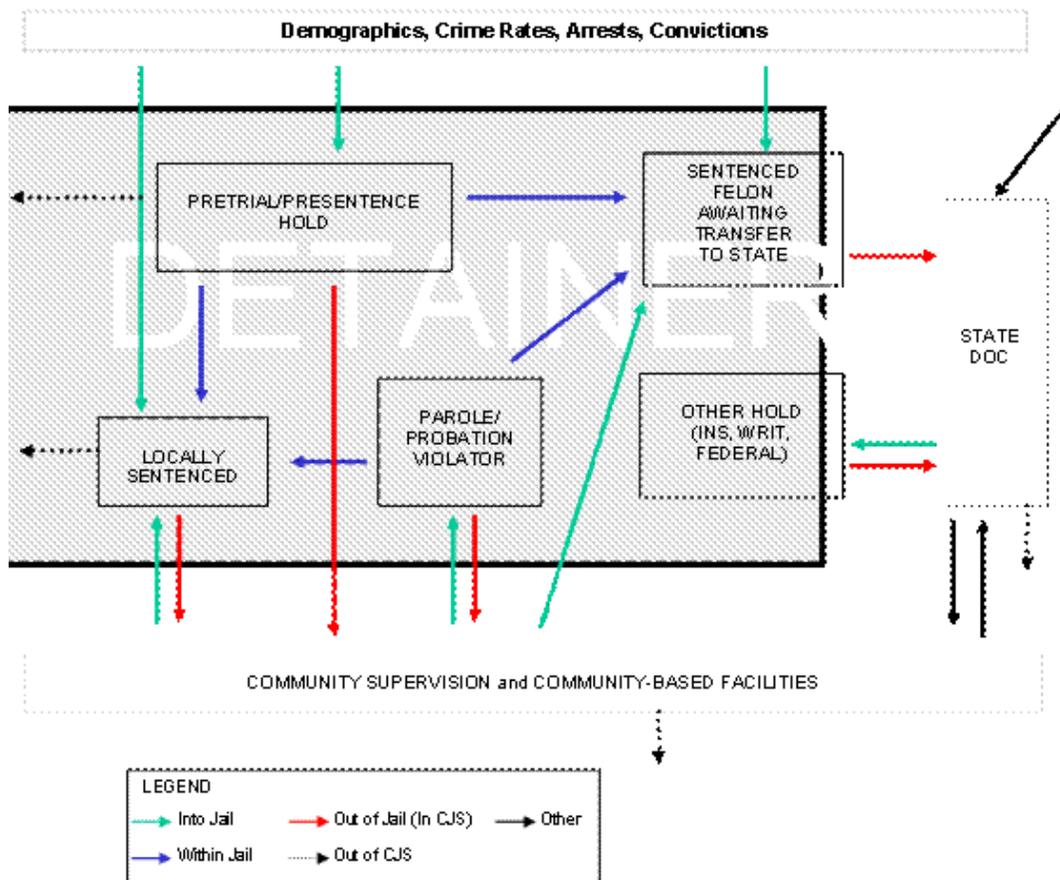
Source: Thurston County Sheriff's Office.

Appendix A includes additional data on the current jail population as well as a profile of individuals moving through the jail system.

Population Projections

In developing a projection of the future growth of the Thurston County Jail population, MGT used a statistical simulation that models the movement of subgroups of key populations through the justice system. **Exhibit 2-11** shows the interplay of the different factors and process flows that the model simulates.

EXHIBIT 2-11
Jail System Population Dynamics



Source: JFA & Associates

Appendix B contains a description of this statistical model (known as the Prophet Simulation Model), which has been cited by the General Accounting Office as one of the most advanced forecasting methodologies in use by researchers today.

An analysis of the above data for Thurston County indicates a continuation of current trends, resulting in minimal growth in the jail population. The most significant immediate trends with a direct impact on the jail population are a declining crime rate, a very slow growth in the number of bookings

2.0 Jail Population Projections

into the jail (projected at an annual average of 0.045%), and a stable ALOS. It should be noted that these trends are consistent with the experience of many other mid-size and large jail systems nationally.

Based on these trends, a “base” ten year projection of the county jail population is summarized in **Exhibit 2-12**. Using the trend data and detailed release data, our analytical model indicates that given current justice policies and programs, the Thurston County Jail average daily population will grow to 426 by 2021. This represents an average annual increase of 0.39 percent.

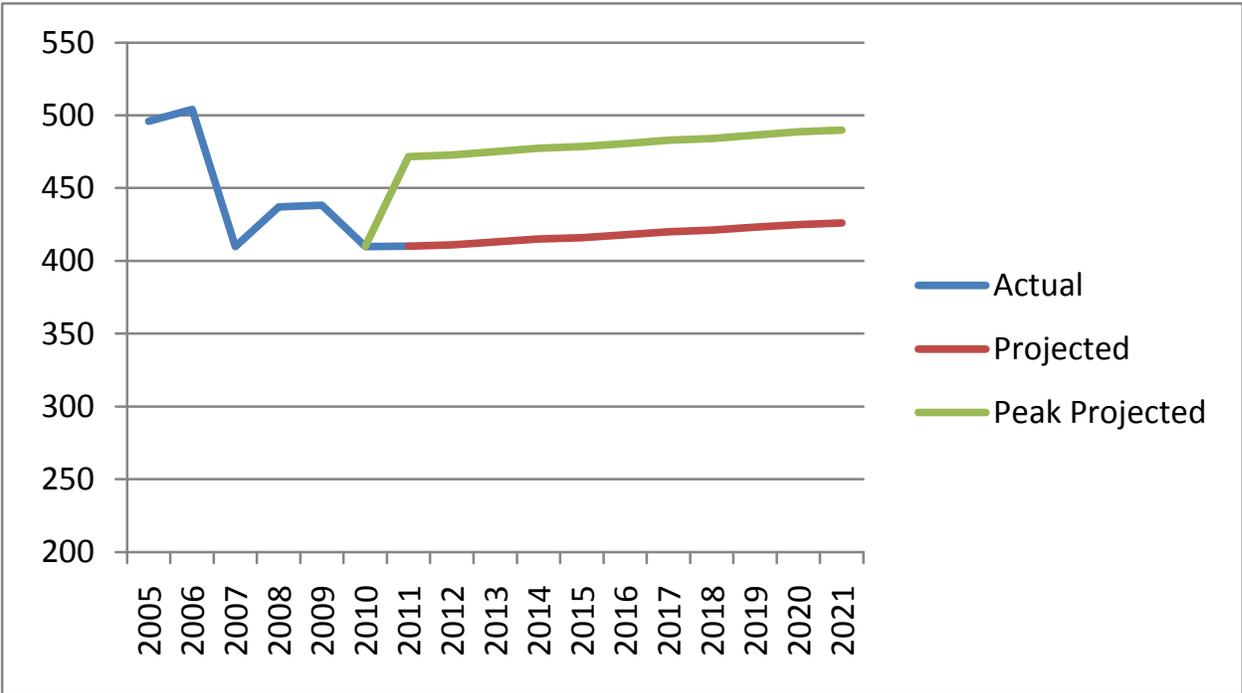
EXHIBIT 2-12
Thurston County Jail Population Projections

Year	Bookings	ALOS	ADP	ADP w/ High Peak
2007	5,821	34.8	410	-
2008	6,391	33.9	437	-
2009	5,709	36.0	438	-
2010	5,821	25.6	410	-
2011	5,844	25.6	410	472
2012	5,868	25.6	411	473
2013	5,891	25.6	413	475
2014	5,915	25.6	415	477
2015	5,938	25.6	416	478
2016	5,962	25.6	418	481
2017	5,986	25.6	420	483
2018	6,010	25.6	421	484
2019	6,034	25.6	423	486
2020	6,058	25.6	425	489
2021	6,082	25.6	426	490

Source: MGT of America, Inc.

Exhibit 2-13 summarizes the projected ADP and forecasted peak capacity needs. The peaking factor takes into account seasonal fluctuations in the daily population, which can cause spikes in the ADP, and the fact that classification and jail population management often require separation of population groups that prevent complete, efficient utilization of jail capacity. The peaking factor projection is higher than the base projection but should be used to determine the jail’s capacity needs. The peaking factor indicates that the jail will require 478 beds by 2015 and 490 beds by 2021.

EXHIBIT 2-13
Jail Population Projections with Peaking Factor



Source: MGT of America, Inc.

3.0 Jail System Capacity

The central issue facing the Thurston County Jail is the need for sufficient capacity to securely and effectively manage the county's current and projected jail population in a fiscally efficient manner. The availability of the ARC presents an opportunity for the county to address this issue. The following analysis examines the capacity resources available to the county.

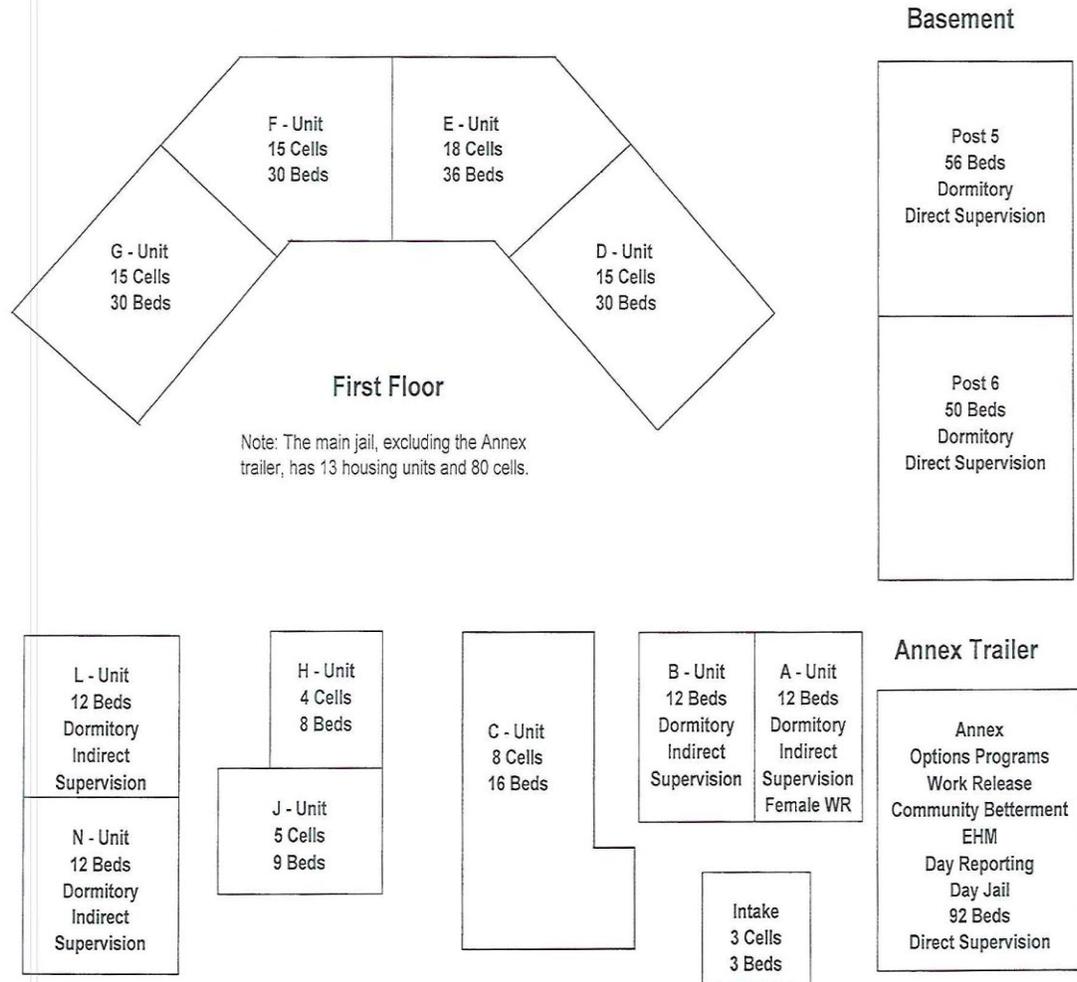
Current Jail Capacity

The Thurston County Jail began its operational life in 1978 when it opened with a capacity of 86 beds. It was expanded by a building addition in 1985 which increased the total design capacity to 165. Increased need for beds resulted in loading the physical facility with additional beds and a new "operational capacity" of 313 inmates. Relocatable modular structures were placed on the correctional center site in 1997. The modules were designed to house 56 beds in dormitory style. The occupancy loading was later increased to an operational capacity of 92 inmates. **Exhibit 3-1** provides a summary of the layout and capacity of the jail.

**EXHIBIT 3-1
Thurston County Jail Layout & Capacity**

Current Jail Design

Main Jail: 316 Beds Annex: 92 Beds Total: 408 Beds



Current Jail Design

Source: Thurston County Sheriff's Office.

In total, the Thurston County Jail contains 316 beds, comprised of 162 beds in cells and 154 beds in dormitories. The ADP in the jail over the four month period reviewed for this project has averaged 332 offenders, which has necessitated sleeping offenders on the floor on an ongoing basis. The county also maintains a work release program in the Annex Module adjacent to the main jail which has a capacity of 92 beds. The program has averaged 59 offenders during the review period. **Exhibit 3-2** summarizes the current housing and population practices at the jail.

**EXHIBIT 3-2
Thurston County Jail Capacity and Population**

Housing Unit	Population	ADP	Capacity	Comments
Male				
Dormitory				
B-Dorm	72-hr. Classification	18.0	12	Inmates frequently housed on the floor.
Post 5	Minimum - Inmate Workers/CDP	49.9	56	Labor agreement not to exceed 50 inmates
Post 6	Minimum Custody	48.1	50	
Cells				
C-Unit	Medical - Protective Custody	14.3	16	
D-Unit	Medium Custody	33.2	30	Inmates frequently housed on the floor.
E-Unit	Maximum Custody/Ad Segregation	24.5	36	
F-Unit	Medium Custody	33.1	30	Inmates frequently housed on the floor.
G-Unit	Minimum Custody	33.2	30	Inmates frequently housed on the floor.
H-Unit	Disciplinary Lockdown	4.4	8	
Observation	Close Observation/Intake	1.75	3	
Options				
Annex-East	Work Release/Minimum Custody	39.1	46	
Annex-West	Work Release/Minimum Custody	39.1	46	
Female				
Dormitory				
L-Dorm	Medium Custody	15.6	12	Inmates frequently housed on the floor.
N-Dorm	Minimum Custody	14.9	12	Inmates frequently housed on the floor.
Cells				
J-Unit	Maximum/Ad Segregation	5.7	9	
Options				
A-Dorm	Work Release/Day Jail/Workers	14.5	12	Inmates frequently housed on the floor.
Contract				
Benton	Primarily minimum or medium	1.6	0	May include additional county facilities.
Overall Total		390.95	408	95.8% of overall operating capacity.

Source: Thurston County Sheriff's Office.

Inmate Housing Assignment

Inmates admitted to the facility are initially assigned to one of two primary housing units. Males are housed to B-Unit, a 12-bed dormitory located on the main floor of the jail pending completion of the risk assessment and classification process. Male inmates requiring special housing due to medical, protective custody, or high risk concerns may be housed in either C-Unit or E-Unit depending upon their classification level. Both C and E units provide secure housing through the use of single and double cells.

Female inmates are initially housed in either L or N units which are each 12 bed open dormitories located on the main housing floor of the jail. Maximum security or special housing population female inmates are housed in J-Unit which provides secure housing for up to nine inmates.

Within 72 hours of admission all inmates are classified through the use of an objective classification system to determine their risk assessment level. Once an inmate has been classified they are normally transferred to one of several housing units based on their gender and risk level. In total there are eleven different housing options for males and three internal housing options for females. Each unit is designed to house a specific population type. The three cells located in Intake/Booking are used to temporarily house an inmate requiring close observation and can house either male or female inmates. Normally units designated to provide special housing such as: Disciplinary, Protective Custody, Medical, or male Work Release are operating at slightly less than capacity and housing units designated for general population inmates are operating at or above capacity.

One of the primary purposes of the classification process is to ensure inmates are properly housed in an environment consistent with their risk level. However, due to limited housing space at the Main Jail Complex, the following operating practices inconsistent with this principle are often applied:

- Inmates from different risk levels are routinely housed together;
- Inmates are reclassified to a higher or lower level to meet housing space availability;
and
- Inmates are issued a mattress to sleep on the floor.

These three practices occur on a regular basis within each classification level and create significant potential liability for the County. **Exhibit 3-3** shows how the jail's current capacity is utilized by classification category.

**EXHIBIT 3-3
Jail Housing by Population Classification**

Thurston County Main Jail Complex Housing		
Housing Unit	Population Classification	Capacity
Male		
Dormitory		
B-Dorm	Intake	12
Post 5	Minimum – Workers	56
Post 6	Minimum	50
G-Unit	Minimum	30
Annex/Trailer	Minimum Overflow - Work Release - Work Crew	92
Cells		
C-Unit	Medical - Protective Custody	16
H-Unit	Disciplinary Lockdown	8
Observation	Close Observation Cells in Intake	3
D-Unit	Medium Custody	30
F-Unit	Medium Custody	30
E-Unit	Maximum/Administrative Segregation	36
Female		
Dormitory		
L-Dorm	Medium Custody	12
N-Dorm	Minimum Custody	12
A-Dorm	Work Release/Day Jail/Workers	12
Cells		
J-Unit	Maximum/Administrative Segregation	9

Source: Thurston County Sheriff's Office.

The practice of deviating from professionally accepted housing practices starts in the 72-hour Classification Unit (B-Unit) where newly arrived male inmates are often required to sleep on the floor. The capacity of the unit is 12 and the average daily population is 18. The following populations are most frequently impacted by the lack of available capacity at the jail:

- Male medium security inmates.** Medium security inmates in general population are normally housed in D and F units which have a combined operating capacity of (60) inmates and includes a total of 30 secure cells. The combined average daily population of these two units is reported as 66. When the number of inmates in medium security exceed the capacity level one of three options are normally used. The excess inmates are issued a mattress and assigned to an occupied two-person cell to sleep on the floor in the cell; inmates are screened for possible reclassification to a lower security level and/or inmates are housed in alternative housing units with inmates of different classification levels. The overflow medium security inmates are often housed in alternative units such as G-Unit, Post 6 or in the maximum security E-Unit depending upon bed-space availability.

- **Male Minimum security inmates.** Minimum security inmates are normally assigned to one of four housing units: Post 5, Post 6, G-Unit, and the Annex. G-Unit is a 30 bed unit often used to house overflow minimum security inmates where the inmate is issued a mattress to sleep on the floor in a two-person occupied cell. The Annex is designated to primarily house inmates assigned to Work Release and the Work Crew, however, due to limited space available at the jail, minimum security inmates not assigned to either program are often housed at the Annex. This practice is inconsistent with nationally recognized jail housing practices (ACA).
- **Female Inmates.** There are 36 dormitory beds and 9 secure beds dedicated to the female population for a total capacity of 45. The average daily population for females is approximately 52. As a result there are several female inmates who are issued a mattress to sleep on the floor on daily basis. An option being used to minimize the number of inmates residing on the floor is to house inmates at an alternative facility on a contractual basis. Reported average daily populations reflect 1.6 female inmates are being housed at alternative facilities.
- **Female Work Release.** Female inmates assigned to the Work Release program are housed in A-Dorm along with inmates that do not qualify for work release participation. The capacity of A-Dorm is 12 and there are routinely inmates issued a mattress to sleep on the floor in A-Dorm. The average daily population of A-Dorm is reported to be approximately 15.

Jail management staff uses a classification system that requires all inmates admitted to the facility to be classified and receive a risk assessment level. In addition each housing unit is designated to provide housing for a specific population. Management's intent is consistent with nationally recognized best practices. However based on the fact that the inmate population level at the jail (excluding annex) is operating at 104.9 percent of the total beds available, it becomes very difficult in practice to maintain appropriate housing separation.

As a result of this overcrowding approximately 5 percent of the inmate population is being issued a mattress to initially sleep on the floor. Jail management uses the following strategies to minimize the number of inmates housed on the floor and allow for the appropriate housing assignment of the inmate population:

- Classification personnel identify where the empty beds are in the facility and fill the beds with the next most appropriate population type. For example, if there is an empty bed in E-Unit (maximum security), classification personnel identify medium security inmates currently housed in a medium security unit that could best adjust in the maximum security unit. This same decision-making process also applies when minimum security beds are available and medium security inmates are screened for housing placement. The practice of mixing different classification levels in the same housing units establishes a potential liability that may place the county at risk.
- Inmates are subject to re-classification at an expedited frequency to determine whether they may be more appropriate for a different classification level.

3.0 Jail System Capacity

- Inmates not assigned to the Work Release program are housed in the annex with Work Release inmates who have ready access to the community, creating a significant security breach.
- A small number of inmates are housed outside the Thurston County Jail to accommodate for the lack of bed-space.

Work Release Program Housing

The primary component of the Options Program at the Thurston County Jail is the Work Release program. The population of this program averaged approximately 62 participants in 2011, with a monthly ADP ranging from a low of 44 in January to a high of 73 in April. The program is currently housed in the Annex, a modular trailer structure located on the current jail grounds. This analysis examines the facilities requires to house participants in the program and the alternatives that may be available to provide required capacity for the program. An assessment of the program and how it fits into the county's overall plan to provide alternatives to jail is included later in this report.

Annex Building Condition

The current Annex facility is in a state of advanced disrepair and has the following serious issues:

- **There are no toilets or shower facilities located within the living units.** Inmates have to leave the trailers go outside the building in order to use the bathroom or take a shower. The toilets and showers are located in a separate structure approximately 20 yards away. This creates significant security and operational issues.
- **Space and functionality is poor.** There is no dedicated program/support space available in the annex. No dedicated medical space, food service area, or dining space is available. Inmates are required to go outside the building for recreation.
- **Living space.** Housing is divided into two open dormitories with each dormitory having a capacity of 46. There is limited to no space available for inmate property. Property was repeatedly observed hanging on fire exit push bars.
- **ADA.** The annex does not meet ADA standards.
- **Inefficient staffing.** Currently 12 staff are assigned to the annex. Based on the current work schedule, overtime is required on a regular basis and is actually built-in into the work schedule.



3.0 Jail System Capacity

- **Impaired security.** Overflow minimum security inmates who are not assigned to Work Release or a work crew are housed at the annex. Many of the overflow inmates do not qualify for work release or work crew participation but are assigned to the same living unit. Individuals assigned to Electronic Home Monitoring (EHM) are required to enter the Annex to be subject to periodic drug testing. EHM inmates can mingle with overflow minimum security inmates not eligible to go into the community.
- **Decrepit physical condition.** The relocatable module structures are over-crowded and require constant repair. Mechanical, electrical, and plumbing systems require progressively more frequent and more critical repair and upkeep costs.

In total, 92 of the 408 beds available at the jail are located at the Annex. Accordingly, 23 percent population of the current Jail's capacity was built as temporary in nature, has insufficient support space and no toilets in the main living area. These conditions are unacceptable for professional, secure correctional facility management.

The facility violates every ACA housing standard in regards to square footage requirements and bathroom/shower ratios.



Jail Condition Overview

Space and functionality in the jail is generally poor. Jail housing consists of a mix of small and medium size housing units; use of converted general purpose space located in the basement of the jail (Post 5 and 6) providing two housing unit dormitories and the use of a trailer to house Work Release, Work Crew, and excess minimum security male inmates. In total there are 14 separate housing areas ranging in capacity from 4 to 56. The jail's largest housing unit (56 beds) is in effect limited to housing 50 inmates based on an agreement between management and AFSCME.

Security surveillance technology is used extensively throughout the facility with the surveillance cameras being monitored primarily by personnel assigned to control centers or work stations. In addition, upgraded electronic access door panels were available throughout the facility. The upgraded surveillance system and electronic access control panels were reported to have been in place for approximately 18 and 24 months. Blind spots are located throughout the facility based on the existing physical design.

The physical condition of the facility is poor. The building's infrastructure and support services were designed to accommodate a population of 142 offenders and are now handling approximately 391 inmates or 2.75 times their design capacity. The significantly higher population levels experienced in the

3.0 Jail System Capacity

facility over the last ten years have taken a serious toll on key building systems. From a maintenance standpoint the mechanical, electrical, and plumbing systems will require progressively more frequent and more critical repair and upkeep costs.

In addition, the current use of the basement dormitories is a potentially serious risk. Secured evacuation routes are not sufficient. Those dormitories have a water sprinkler fire suppression system but no smoke evacuation system. The units are crowded and fail to meet any recognized detention housing standards. A fire or smoke event in those areas could be disastrous. While we recognize the factors that have forced the county to use the jail basement for housing, conditions for both the inmates and staff assigned there are deplorable.

In summary the current level of crowding and physical plant conditions at the jail makes effective correctional supervision difficult. Moreover, continued use of the Thurston County Correctional Center will bring substantially increased building and maintenance costs as well as added liability. The significant projected repair and maintenance costs will do nothing to improve the core security deficiencies of the use of this facility as the county's primary correctional facility. The Thurston County Jail has long passed its point of peak efficient use. The county should make plans to relocate the resident inmate population out of the facility. With regard to the Annex, this facility is even worse condition than the jail and is not suitable for its current use.

RECOMMENDATION 3-1:

Develop plans to relocate the operation of the county correctional system out of the current jail as soon as possible. While some portions of the jail may continue in use as temporary court holding units, the current operation of the jail in this facility represents a major potential liability for Thurston County.

RECOMMENDATION 3-2:

Move the work release program out of the annex facility as soon as possible. In the interim, avoid housing inmates in the facility that are not in the Work Release program and who must therefore be confined to the building.

ARC Housing Capacity

The ARC’s design reflects its intended use as a satellite facility to the Thurston County Jail. The facility as constructed has a design capacity of 355 beds. The building configuration provides four open bay, direct supervision dormitories of 64 beds each, four maximum security/indirect supervision celled units with 16 cells, half of which will be double celled to create a design capacity of 24 beds in each unit. The facility also has a separate unit of three isolation cells. Finally, the transfer area provides additional short term holding space for 12 inmates.



Exhibit 3-4 summarizes the capacity available at the ARC.

**EXHIBIT 3-4
ARC Design Capacity**

Secure Housing	Cells	Beds	Dormitory	Cells	Beds
A-Pod	16	24	Dorm – 1	0	64
B-Pod	16	24	Dorm – 2	0	64
C-Pod	16	24	Dorm – 3	0	64
D-Pod	16	24	Dorm – 4	0	64
E-Pod	3	3			
Sub-total	67	99		0	256
Overall Total					355

Source: Thurston County Sheriff's Office.

Facility functionality is well planned. Primary and secondary security envelopes are good. Function adjacencies are well conceived with a logical flow and the secondary flows within each function area appear to be logical and well planned.

The primary circulation spine corridor is long but manageable. During sunny days the natural light from the window at the far west end of the corridor could be a "hot spot" that could impede definition recognition of walkers in the corridor. This can be offset by increased intensity of the spine corridor lighting.



3.0 Jail System Capacity

Administration, intake, transfer, and support function areas are sized to provide the backbone for the much larger long term inmate population that was projected during the project planning and design stages of the ARC.

The maximum security pods have adequate sight lines from the pod central control station. In each of the four units, 8 of the 16 cells are single occupancy and 8 are double bunked to provide 24 beds. The dayroom space in each 24 bed unit is more than adequate.



The 64 bed single level direct supervision dormitories are very large and provide ample dayroom space. Inmate toilet and shower rooms are properly sized for the design capacity. The open officer's station provides good sight lines and allows officers the flexibility to observe sleeping area aisles as well as manage access to the exterior exercise area and program rooms. Back-to-back arrangement of officers stations for two adjacent 64 bed dormitories allow officer back-up when needed. The plumbing pipe chase between



adjacent dormitories are accessed both from the officer's station and the primary circulation spine corridor which offers a safe haven and escape route if officer control of the dormitories was compromised. The 64 bed dormitories are well designed and reinforce direct supervision and management operation in keeping with detention facility operations best practices.

In terms of negative factors, the facility lacks dedicated bed space for separation and observation of inmates in need of detoxification and mental health services. These services will have to be provided in separate cells that are available in segregation. While there is no inmate infirmary; the facility is equipped with four negative air pressure cells in the maximum security area that can be used to isolate inmates with contagious illnesses. Finally, recreational space is undersized for the level of population to be housed in facility.

The ARC represents a vast improvement over the current jail in terms of safety and security. Current housing design and reported capacity levels were established consistent with the 3rd edition standards cited for adult local detention facilities by the American Correctional Standards. The jail has not been accredited by ACA and staff reported they will not seek accreditation status for either facility

Current Jail System Capacity Needs

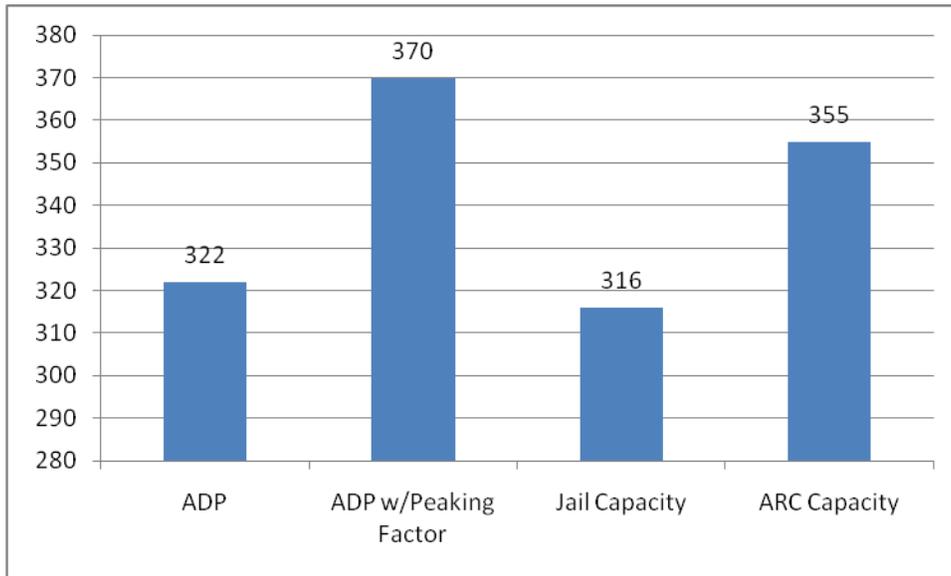
The decision to build the ARC as a satellite facility was based on inmate population projections that indicated substantial short-term growth in the inmate population, even without the participation of local municipalities in housing their detention population in the facility. However, due to slower than anticipated growth, the number of needed beds projected during the original planning stage are not necessary at this time. Additionally, county funding to operate both the current operating Thurston County Jail and the ARC as a satellite facility does not appear to be readily available. Moreover, as noted in the previous section of this report, the condition of the current jail is such that its use for housing a significant inmate population should be discontinued. Accordingly, the challenge is to determine the most use effective means to bring the ARC into operation as a complete, stand-alone facility and close the jail for the purpose of inmate housing.

In calculating total jail bed needs, this analysis uses ADP data for the four month period of April-July, 2011. This is the most recent data available, and typically represents the highest population levels of the year. The analysis excludes inmates assigned to the work release program. Work release housing options are addressed separately in this report.

The current 322 ADP with no allowance for peaking implies the ARC design capacity of 355 would easily accommodate Thurston County needs and in some fashion nearly accommodate periods of peak population. However, even though the total numbers look nearly sufficient, actual placement of inmates into classification groupings effectively prevents ready utilization of all available beds. For example, the female ADP in the jail for the period reviewed totals 43 offenders. There is no housing unit at the ARC in which this population level fits without leaving some beds vacant.

To account for periods where the population fluctuates to higher than average levels, and to accommodate the need to reserve capacity for special populations, we apply a peaking factor of 15 percent increase over the ADP of 322. This results in a housing need for 370 beds to meet immediate population demands, compared to a current capacity of 316 at the jail and a design capacity of 355 at the ARC. **Exhibit 3-5** compares the projected versus actual offender population levels managed by the jail.

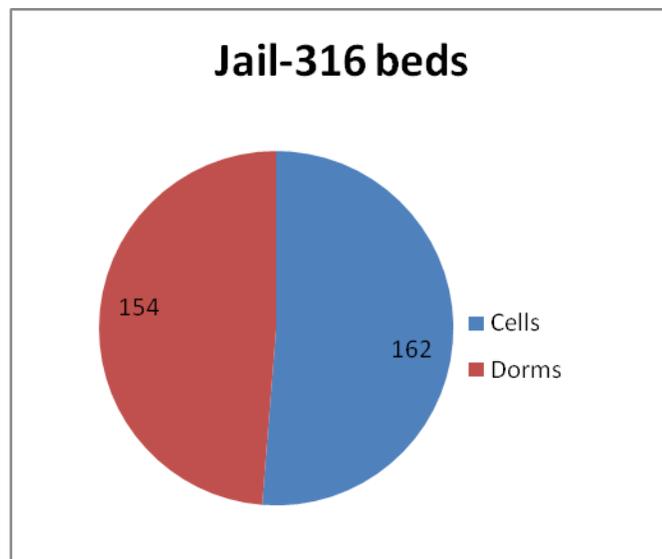
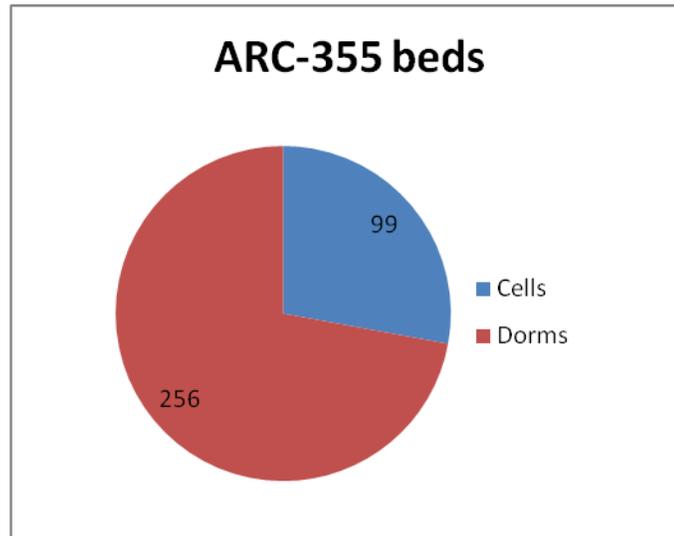
EXHIBIT 3-5
Jail & ARC Capacity vs. Current Jail ADP



Source: MGT of America, Inc.

This analysis indicates that in order to respond to peak population levels and address classification/special population housing needs, an increase in ARC design capacity is required. Moreover capacity management at the ARC presents special challenges to jail management in that the facility offers somewhat less celled capacity. The large amount of dormitory capacity at the ARC presents a more difficult environment for the efficient subdivision of different offender groups, with only 99 beds in celled capacity versus 162 beds in celled capacity at the Jail.

**EXHIBIT 3-6
Comparison of Jail and ARC Capacity**



Source: MGT of America, Inc.

Considering longer term trends it appears inmate population increases in Thurston County will be relatively flat with a projection of 426 inmates in the system by 2021 which represents an increase of less than five percent. That base increase with an added peaking factor suggests longer term bed needs will be 490 beds plus accommodation of work release or similar alternative program inmate facilities. With the backdrop of longer term needs, any short term modifications, alterations or additions required to bring the ARC into a safe, reasonable, and effective operation should be designed and organized as part of a modified master plan.

4.0 Classification

A key consideration in the potential utilization of the ARC is the availability in the population of a large number of lower-security inmates that may be safely managed in the direct supervision dormitories at the ARC. Because these units make up the majority of available capacity at the ARC, their effective use requires a large minimum and medium security population that can be securely managed in dormitory housing. Correspondingly, jail staff must use an objective classification methodology to identify these type offenders in a reliable and valid manner. This section of the report examines the jail's current classification system and whether it identifies sufficient numbers of inmates that can be appropriately managed in the dormitory units available at the ARC.

Jail Classification System

The policy and procedures that govern the classification function for the Thurston County Jail include the following:

- TCCF-1002, Classification and Review of Inmates, effective 8/5/2005;
- TCCF-1101, Special Management Inmates, effective 9/15/2010;
- TCCF-2503, Correctional Options Classification, effective 8/6/2003;
- TCCF-2508, COPS Booking Reclassification from General Population;
- TCCF-1001, Housing of Remanded Juveniles, effective 4/14/2005; and
- TCCF-1402, Inmate Rules and Discipline, effective 1/23/2004.

These procedures and the associated forms that support each policy were reviewed, as was the Washington Association of Sheriffs and Police Chiefs (WASPC) "*Initial Classification Instrument*" and the WASPC "*Reclassification Instrument*."

The overall classification process is guided by policy *TCCF-1002, Classification*. The process provides for the objective classification of inmates in order to house offenders in the least restrictive appropriate area without presenting a risk to staff, public, or other inmates. The policy also describes the facility booking process and the staff responsibilities associated with these functions. The operating practices observed during this review were consistent with the policy requirements of the facility. The Thurston County classification process begins when the Inmate/Booking Officer completes an initial screening of all inmates being booked into the facility. Immediately upon completion of booking process, most offenders are housed in Unit B pending the completion of the formal classification process. Unit B is the designated pre-classification unit that houses all newly committed inmates, except those that are

4.0 Classification

identified at intake as in need of some form of separation housing (i.e., mental health, protective custody, danger to others, maximum security).

Although the classification staff normally completes the classification of an offender, in some circumstances the booking officer will preliminarily classify and score an inmate if Unit B lacks bed-space or other special considerations exist. Female inmates are placed in units L or N immediately after booking. Inmates who are likely to be released in a short time are not always classified and may be held in the pre-classification units until the first court appearance. The classification policy, TCCF – 1002, also requires that for those offenders determined at booking to warrant maximum security due to the nature of their charges, present or past behavior, or other indicators, the booking officer will complete a full classification process and house the offender accordingly.

There are three assigned classification officers, one of which is a sergeant. Classification staff covers both the first and second shift in order to manage classification duties and meet the intake needs of the facility. The unit is supervised by a lieutenant, who reports to the captain for Inmate Services. A classification officer is available Monday through Friday, excluding holidays. In the absence of the classification officer, policy requires that the day shift commander be trained to assume these responsibilities.

Within 48 hours of admission, inmates are classified by the classification officer using the WASPC classification instrument. As will be outlined later in this section, the classification instrument is an objective point based instrument that is intended to measure risk based on several static offense and behavioral factors. The scoring results in a numerical score that coincides with a specific classification level.

The classification officer is also tasked to examine inmates for mental health, special needs or “keep separate” issues.

Upon completion of the initial classification review the inmate is then formally placed in a housing unit according to his/her status, classification level, and in consideration of any special need requirements. Housing placements based on classification are limited to placement in the main housing units. Placement in the “Options Program” requires a court order. The completed classification recommendations are reviewed by the classification lieutenant who specifically reviews and approves all recommended overrides to the scored classification level.

By policy, inmates are to be scheduled for a reclassification review no more than 30 days from the initial classification. Reclassification also will occur if other factors occur, such as lack of available beds, in which case staff are directed to review the cases more frequently. The classification staff are also responsible to conduct inmate disciplinary hearings, which are normally conducted within 24 to 48 hours

4.0 Classification

of the offense, unless the case is flagged for further investigation. A classification committee meets weekly to evaluate inmates in administrative segregation.

Classification Instrument

As noted above, inmates are classified using the WASPC classification instrument, which was developed in consultation with the National Institute of Corrections. It is an objective point based instrument that is intended to measure risk based on the following static offense and behavioral factors:

- Severity of Current Offense;
- Adult Conviction History;
- Escape History;
- Prior Inmate Institutional Behavior;
- Prior Felony Convictions;
- Alcohol/Drug Abuse History; and
- Current Age.

Each of these factors is weighted, scored, and results in a cumulative score that is converted to a custody level. These factors are similar to those used in other objective classification instruments throughout the United States. They are considered “static” in that the factors that result in scoring cannot be changed through any action by the inmate. The reclassification instrument uses similar factors with the exception that “current institutional behavior” is inserted and history of alcohol and drug abuse history is removed. “Current behavior” is considered a dynamic factor in that the inmate controls this factor with his own actions and behavior.

Both scales result in a scored custody level that can by policy and practice be modified by supervisory staff through either the exercise of mandatory over-rides (offense category) or discretionary over-rides (includes prior history, nature of original charge, previous prison time, and gang affiliation). The scored custody level can also be modified due to special housing needs, which includes medical, mental health, suicide risk, sexual orientation, and enemies.

Classification Outcome

The distribution of beds within the main jail by custody status is summarized in **Exhibit 4-1**. It is important to note that the custody level of the population appears to be driven by the type of available beds and not solely by the outcome of the classification risk instrument and the associated review process.

**EXHIBIT 4-1
Current Jail Capacity Allocations**

Classification	Unit	ACA Rated Capacity	Operational Capacity	Current Population	Total Inmates On Floor
FEMALE WR / Day Jail / Inmate Workers	A	5	12	13	1
72-Hour Pre-Classification	B	8	12	11	0
Protective Custody / Medical	C	8	16	13	0
Medium Custody Male	D	15	30	32	2
Maximum Custody / Admin Segregation	E-AdSeg	6	12	4	0
Maximum Custody Male	E	12	24	15	0
Medium Custody Male	F	15	30	30	0
Minimum Custody Male	G	15	30	33	3
Disciplinary Lockdown	H	4	8	4	0
Inmate Overflow--female	Holding 2	0	0	0	0
Sallyport	Sallyport	0	0	0	0
Intake / Observation	Observation	0	3	4	1
Female Maximum / Admin Segregation	J	5	9	6	0
Female Medium Custody	L	6	12	15	3
Female Minimum Custody	N	5	12	16	4
Remanded Juveniles	RJ	N/A	N/A	0	N/A
<i>General Pop Sub-Total</i>	<i>GP Sub-Total</i>	<i>104</i>	<i>210</i>	<i>196</i>	<i>14</i>
Post 5	Post 5				
CDP / PM Kitchen Inmate Workers	Dorm 1 Janitors	5	16	12	0
Laundry / Janitor Inmate Workers	Dorm 2 Mix	8	12	12	0
AM Kitchen Inmate Workers	Dorm 3 Mix	8	12	14	2
Pre-Assigned Inmate Workers	Dorm 4 CDP	8	16	9	0
<i>Post 5 Sub-Total</i>	<i>Post 5 Sub-Total</i>	<i>29</i>	<i>56</i>	<i>47</i>	<i>0</i>
Post 6	Post 6				
Minimum Custody Male	Post 6	32	50	50	0
<i>Post 6 Sub-Total</i>	<i>Post 6 Sub-Total</i>	<i>32</i>	<i>50</i>	<i>50</i>	<i>0</i>
Total Beds-Main Jail	Main Jail Total Beds	165	316	293	14

Source: Thurston County Jail, May 22, 2011.

4.0 Classification

The departure of the scored custody level in order to match an inmate's security needs with available bed capacity appears to be very high. Administrative staff at the jail reported through documents that the departure rate was estimated at 5 percent of the cases reviewed. This cannot be confirmed as the facility does not maintain written records on departure rates. In randomly reviewing case files and the factors that are driving custody levels and placement, it appears that departure rates are much higher than reported. The nationally accepted rate of departure for a valid risk instrument is in the 5 to 15 percent range.

Exhibit 4-2 summarizes the current classification and custody spread of the population at Thurston County.

EXHIBIT 4-2 Thurston County Classification Outcomes

Snapshot View Of Classifications On 5/26/11 By Percentage Of Population			
Classification	Total	Males	Females
Minimum	42%	33%	9%
Medium	25%	22%	3%
Maximum	5%	5%	0%
Medical Needs	1.5%	1.2%	0.3%
Psych/Ad Seg	3.4%	2.5%	1%
Protective Custody	4%	4%	0%
Inmate Worker	16.5%	15.5%	1%
Furlough Count	1%	1%	0%
Contract Housing	1%	0%	1%
Western State Hospital	3%	1%	0%

Source: Thurston County May 26, 2011.

As can be calculated from the above, 72 percent of the population is listed as being in minimum, medium, or maximum custody. The balance of the population is identified in one of the special need statuses or by placement or job assignment. There is obviously some overlap or duplication to these numbers as the total is 102.4 percent.

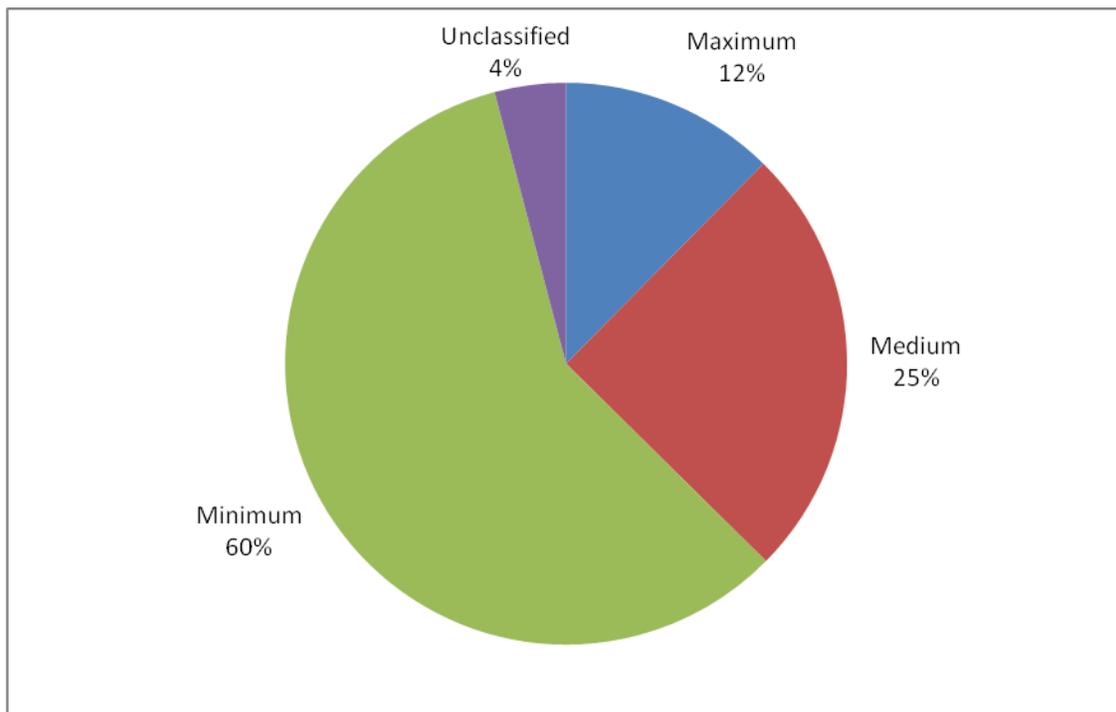
The data does raise some questions and concerns relative to the classification process and its role/significance in managing the Thurston County Jail. Some of the elements listed in the above chart are not custody levels but are either special needs designations or assignments within the facility. For example, "Inmate Worker" is not a classification or custody status but an assignment and should be excluded from this breakdown. Administrative segregation is a status that is universally associated with maximum security and should be noted as a subset of that custody level. Furlough count, contract housing, and placement at Western State Hospital are locations for count purposes and not custody levels.

4.0 Classification

Accordingly, the data supplied by the jail does not accurately document the actual custody levels of the inmate population.

Given that inmate workers are typically required to be minimum security, the actual proportion of the population in minimum security appears to be 58.5 percent. Correspondingly, Ad Seg and Protective Custody inmates are functionally maximum security, which increases the maximum classification to 12.4 percent. These proportions are in the normal range for small to medium size jails located outside of major urban centers. If these percentages are applied to the projected ADP with a 15 percent allowance for peaking, these proportions indicate that out of a total potential population of 442 inmates, approximately 55 would require maximum security housing. Given that the ARC will have a secure cell capacity for males of 99 beds, the facility appears to have sufficient secure capacity to manage the current maximum security population in appropriate housing, while maintaining additional secure capacity for special populations and operational needs. **Exhibit 4-3** provides a summary of the projected classification profile of the jail population based upon the data available from Thurston County.

EXHIBIT 4-3
Jail Classification Profile



Source: Thurston County Jail.

Observations and Findings

During the course of this review classification staff were interviewed and the decision-making steps explained in detail. In addition, case files were reviewed and the determination of the custody level was explained by staff members involved in the process. This combined with a review of the department's policies and procedures and other available documentation result in the following observations and findings.

It is difficult to compare county detention systems from a classification perspective without an in-depth comparative analysis of the demographics of the populations as they relate to classification. Unlike state prisons systems where the size of the sample usually provides sufficient data to compare jurisdiction A to jurisdiction B, local detention facilities often have too many specific additional variables to fairly provide general comparisons. However, in our experience, the largest category of most jail populations is in the minimum custody category and a relatively small number are classified as maximum custody. Thurston County's jail population appears consistent with this norm. However, without clearly understanding the role of the departure rate and the impact of available capacity on the departure decisions, the custody summary provided through our review of documents could be skewed. Accordingly, it is important to track, record, and analyze the departure rates and the reasons for these departures in order to accurately monitor the actual bed needs of the population by custody level.

RECOMMENDATION 4-1:

Thurston County should initiate a procedure that requires classification staff record and maintain data on the departure of the scored classification level, including the nature and reason for each departure. This data should be analyzed on a regular basis in order to determine the appropriateness of the departures and the impact they are having on the management of the population.

Appendix C contains a sample tracking spreadsheet that could be used by classification staff to document the departure rate.

In reviewing the placement of offenders within each unit it is apparent that the lack of sufficient flexibility and options within the bed capacity of the main jail severely complicates the management of the inmate population and places offenders and staff at potential risk. The following examples of this issue are presented:

- Unit E is a maximum custody male unit that has a capacity of 24. In reviewing housing charts for July 27, 2011 it can be noted that on that date 27 inmates were assigned to the unit. Of these 27 inmates the housing charts note that 12 are maximum custody, 7 are designated as being in administrative segregation, 6 are protective custody, 1 is designated as medium, and 1 as in the unit for psychiatric reasons. In a normal situation protective custody inmates should not be housed in a unit with administrative segregation inmates. It is assumed that the medium custody inmate had not yet been reclassified and the psychiatric case was also in transitional status. Staff acknowledged

that Unit E was being utilized to house the chronically mentally ill who could not be managed appropriately elsewhere.

- Due to limited available space, Unit C has become a unit that houses a mixed population of medical, psychiatric, protective custody and other custody level offenders as needed. Staff reported that Unit E serves as a back-up for protective custody unit housing when necessary (that is confirmed as noted above). What is not taken into account is the custody levels of these offenders and whether it is appropriate to mix these offenders in the same unit. The facility is reliant solely upon the experience and judgment of staff in making these placement decisions and in maintaining proper supervision of the unit to ensure separation is maintained.
- Unit J is designated to house females and is classified as a maximum security unit. In reviewing those housed in the unit on July 27, 2011 four of the seven inmates housed in the unit were classified as minimum custody, one was maximum, one was a protective custody inmate, and one was a special needs offender with psychiatric history.

Staff also advised that units L and N have become catch-all units for any type of female offender. This is primarily due to the lack of other options for the housing of females, including protective custody, mental health, and the need to keep separate. Our review of the classification case files confirmed that custody decisions are being primarily driven by bed space availability. As the facility continues to explore how to fully utilize the bed space available to it, consideration must be given to minimizing the mixing of special needs populations and limiting the mixing of other custody levels so as to minimize risk to both staff and offenders. The facility should take immediate steps to find appropriate housing for the mentally ill and those in need of protective custody. The placement of these offenders in a unit with administrative segregation offenders who may have a history of assault and documented history of problems in being managed in an institutional setting, should be eliminated where possible.

RECOMMENDATION 4-2:

In developing plans for the operation of the ARC, Thurston County should initiate steps to minimize making custody and placement decisions on the availability of bed capacity. Additionally, no matter which facility is used, Thurston County should take immediate steps to minimize the mixing of custody levels and the mixing of certain types of special needs inmates.

An effective classification system is critical to any jail operation as it will assist the staff and managers of the facility to maintain the safety and security of the facility, reduce escapes, identify those with mental health conditions that must be addressed, reduce inmate assaults, identify potential victims, identify potential predators, identify those with special needs, and generally assist in the overall management of the facility. A validated and reliable classification process assists the staff in identifying the risk and special needs of each offender so that appropriate housing and program assignments can be made.

4.0 Classification

As noted previously, the risk instrument used in Thurston County was developed by the WASPC in consultation with classification experts from the National Institute of Corrections. In an interview with one of these experts it was noted that this instrument was developed in 1999 and to his knowledge had not been validated or reviewed for its effectiveness since its original development.

The classification system presently used by the Thurston County Jail is based on the experience and knowledge of those involved in the process. This process has served the jail effectively in the past but needs to be reviewed and standardized given that the population has become more diverse in terms of risk and needs, and that the system needs to maximize the effective use of its available capacity.

Validity refers to the predictability of the elements within the risk instrument to accurately predict and identify the risk of an offender. The present process may or may not be valid. It is a system that relies on the subjective assessment of trained and experienced staff. It works extremely well when the factors that are assessed are available and known. However, the elements values used to classify offenders should be validated for its applicability and effectiveness to the Thurston County Jail. It is our experience that there are variances and differences from jurisdiction to jurisdiction to these values given the differences in populations and the characteristics of facility offenders.

The Jail Division of the National Institute of Corrections (NIC) assists jail and detention systems in the assessment and review of its classification systems. Therefore we recommend that the county request technical assistance from NIC for the completion of a review of the present system and a validity study of its effectiveness.

RECOMMENDATION 4-3:

Thurston County should review the need to validate the classification instrument for the Thurston County population. A simple validation study of the facility and the identification of the key classification factors and elements would ensure that the classification of offenders is completed accurately and consistent with their needs.

During the course of reviewing the process it was reported that there is not a formal process that requires the reclassification of an inmate when new information or a change in information is obtained on an offender. For example, it was determined through interviews with staff that information on new charges or a change in charges or status does not result in an automatic classification review. This should be mandated as it is not presently addressed in TCCF-1002. Also it was determined that the classification staff do not consistently conduct a reclassification every 30 days on the population as required by policy.

RECOMMENDATION 4-4:

Mandate that reclassification occur when new information is obtained and/or there is a status change in the offender's status.

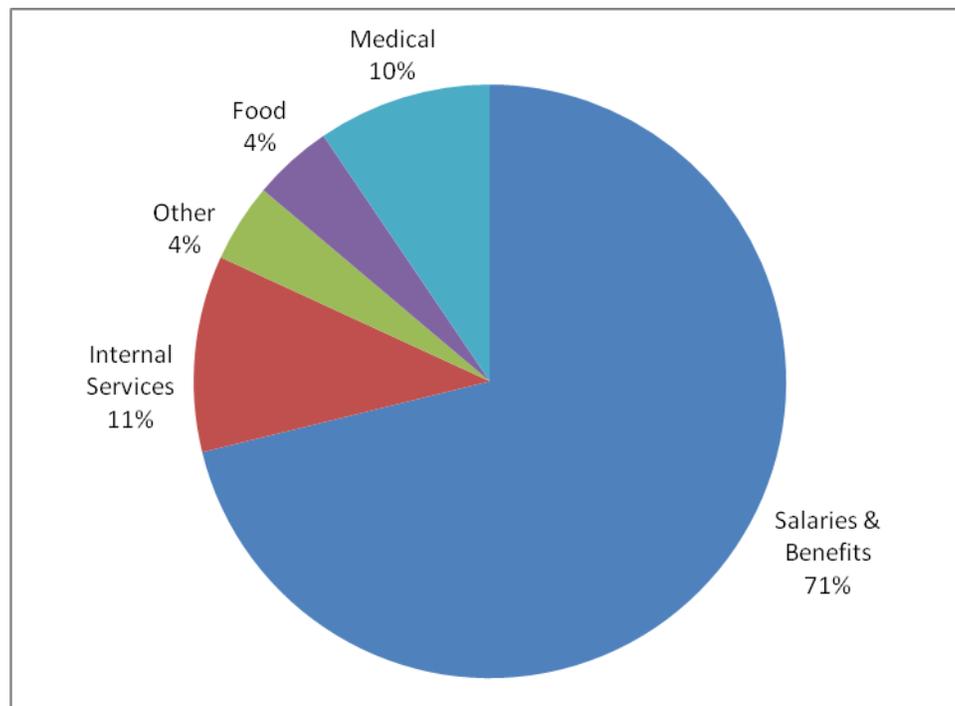
5.0 Operational Cost Drivers

In conjunction with identifying the capacity required to securely house its jail population, the key issue facing Thurston County policymakers is the operational cost of the correctional system. Simply identifying facilities adequate to house the offender population does not address the county's current needs if those facilities require substantial increases in the amount of operating resources required by the jail system. Earlier, our analysis examined the county's current jail capacity needs and they may be addressed in the ARC. This section of report assesses the operational cost of each of those alternatives and seeks to identify the most cost-effective manner approach from an operational cost standpoint. This analysis begins with developing an understanding of current jail system spending.

Jail Operations Spending

The 2011 total operating budget for the Jail is \$14,447,330. As in most correctional systems, the vast majority of spending goes to support the staffing requirements of the facility. **Exhibit 5-1** shows that 71 percent of the jail's budget goes for employee salaries and benefits.

EXHIBIT 5-1
2011 Jail Budget by Account



Source: Thurston County Sheriff's Office.

Accordingly, our assessment of operational spending requirements begins with an analysis of jail staffing requirements and associated costs, first at the current facility, following with an analysis of staffing required to operate the ARC, as designed.

Jail Staffing

One of the primary goals of the review was to develop an understanding of the critical workload and policy issues driving staff deployment patterns. We accomplished this through a comprehensive information-gathering process that used three specific approaches: document review, staff interviews, and post inspections.

- **Document Reviews.** Applicable local policies, previous staffing analyses, as well as documentation identifying both current and past staffing patterns were reviewed.
- **Staff Interviews.** For a better understanding of the data collected above, we interviewed key stakeholders involved with both the existing and new jail. Our purpose in the interviews was to gain a more in-depth understanding of the management issues and data that had been collected. A broad range of staff were interviewed ranging from the sheriff to line staff.
- **Post Inspections.** The project team reviewed post assignments during operating shifts. The review included multiple tours of the jail, observation of personnel working post assignments, and a review of available post orders.

In conducting the review the following criteria was used:

- Post assignments should be established in accordance with the goals of establishing and maintaining effective security;
- A post assignment should be staffed by an employee if in the course of normal operations, the post comes into regular contact with inmates;
- Assignment practices should be flexible enough to deploy staff as needed to respond to changing needs within the jail while maintaining post assignment security;
- Overtime utilization should be held to the minimal level required to perform critical operational functions;
- Jail command structures provide appropriate supervisory coverage;
- Staff deployment is consistent with detainee classification and placement practices; and
- Post responsibilities are regular, documented and well-defined.

Applying these criteria, we then identified staffing requirements associated with current operational practices and as a result developed staffing recommendations for both the existing facility and the ARC.

Authorized Positions

The authorized number of staff positions for the jail is 100. This includes 85 security personnel and 15 civilians. The current authorized number reflects a reduction compared with authorized staffing levels in the recent past. As a result of budget cuts in 2008 and 2009 the number of positions authorized to operate the jail was reduced from 111 to 100. Operational responsibilities had not changed during that time period. The positions that were cut included: seven corrections deputies, two corrections technicians, one food service specialist, and one legal assistant. The table below identifies the current authorized staffing level by position classification

**EXHIBIT 5-2
Jail Staffing Summary**

Thurston County Jail Actual Staffing Level Compared to Authorized Level By Position Classification		
Position	Authorized	Actual
Security		
Chief	1	1
Captain	3	3
Lieutenants	6	6
Sergeants	12	11
Corrections Deputy	63	62
sub-total	85	83
Civilian		
Legal Assistant Supervisor	1	1
Staff Assistant	1	1
Corrections Technicians	9	9
Food Service Manager	1	1
Food Service Assistant Manager	1	1
Food Service Specialists	2	2
sub-total	15	15
Total	100	98

Source: Thurston County Sheriff's Office.

The two current vacant positions include one corrections sergeant and one corrections deputy.

In addition to the above authorized positions the jail uses one additional resource to help supplement the existing staffing level. There are two part-time staff referred to as *Extra Help* that are assigned when needed. An *Extra Help* employee works in a limited and temporary capacity for non-emergency situations and may not exceed (693) accumulated hours worked in a fiscal year. During calendar year 2010 an average of 156 hours per month were worked by *Extra Help* staff and during the first five months of calendar 2011 an average of 116 hours were worked per month. The current labor

5.0 Operational Cost Drivers

agreement between Thurston County and Local 618-CD limits the number of *Extra Help* staff that can be used.

Staff Deployment

The jail is under the direct supervision of the Thurston County Sheriff who has appointed a Chief to be responsible for the day-to-day operations. The Chief has three corrections captains and six corrections lieutenants assigned to assist in the management of the facility. Jail personnel are assigned to various shifts and work locations within the jail and annex. **Exhibit 5-3** summarizes current staff deployment practices by work area.

EXHIBIT 5-3
Jail Staffing by Functional Area

Thurston County Jail Actual Staffing Level Compared to Authorized Level By Area and Position Classification		
	Authorized	Actual
Administration		
Chief	1	1
ARC Captain	1	1
Operations Captain	1	1
Support Services Captain	1	1
Administrative Lieutenant	1	1
Legal Assistant Supervisor	1	1
Corrections Technician	1	1
Staff Assistant	1	1
Housing/Booking-Release		
Lieutenant	3	3
Sergeant	6	6
Corrections Deputy	40	40
Floater (Flexible Posts)	5	4
Control Center		
Corrections Technician	8	8
Court		
Sergeant	1	1
Corrections Deputy	7	7
Inmate Services		
Lieutenant	1	1
Sergeant	1	1
Corrections Deputy	2	2
Medical		
Sergeant	1	0
Corrections Deputy	1	1
Food Services		
Manager	1	1
Assistant Manager	1	1
Specialists	2	2

EXHIBIT 5-3 (continued)
Jail Staffing by Functional Area

Thurston County Jail Actual Staffing Level Compared to Authorized Level By Area and Position Classification		
	Authorized	Actual
Options Program (Annex)		
Lieutenant	1	1
Sergeant	3	3
Corrections Deputy	8	8
Total	100	98

Source: Thurston County Sheriff's Office.

As shown above, personnel are assigned to eight different work locations. Each work area serves a particular function in meeting overall operational responsibilities. The number of staff assigned to each area is based on the number of staff available, not necessarily based on the number of staff required.

Current Staffing Level Requirements

In order to determine the number of staff required to operate the facility, a “post” analysis must be completed. A “post” in this context refers to a job assignment with specific responsibilities. Posts at the jail have been identified by management personnel. However, post orders describing the specific responsibilities for each post have not been established.

The number of staff required is dependent on five primary factors:

1. Number of posts to be filled;
2. When the posts are to be filled;
3. Work schedule;
4. Whether the posts require relief personnel during employee absences; and
5. Established relief factor.

The relief factor refers to the number of staff required to provide coverage for a single post during a prescribed period of time when a specific work schedule is applied. The relief factor is determined by taking into account the number of hours an average employee is available to fill a post and comparing that with the number of hours the post is required to be filled. The application of a relief factor should never be considered as a way to identify surplus personnel but a means to recognize that staff has scheduled days off, use vacation time, sick time, etc. and during those periods most post assignments still must be filled.

5.0 Operational Cost Drivers

Thurston County Sheriff's Accounting personnel currently maintain the number of hours an employee is available to fill a post, commonly referred to as the Net Annual Work Hours (NAWH), and as a result relief factors have been established for each position classification. The information shared with the review team was based on attendance data collected over the past three years which is consistent with best practices. The following chart identifies the relief factor for one 24-hr post filled by a corrections deputy assigned to a 9/80 work schedule. The 9/80 schedule is designed for staff to work nine days in a 14-day period for a total of 80 hours. Staff work eight 9-hour days and one 8-hour day during that work period.

EXHIBIT 5-4 Thurston County Jail Deputy Relief Factor

Corrections Deputy Relief Factor		
Seven-Day Post (Continuous Coverage)		Hours
Total required post coverage hours per year (27 hrs. x 365 days);	A	9854
Total contracted hours per year (80 hrs. x 26.07 weeks);	B	2068
Average number of scheduled hours not available to be on a post each year;	C	326.71
Net Annual Work Hours (NAWH); (B minus C)	D	1759.29
Staffing requirements to fill one 24-hr. post assignment per year. (A divided by D)	E	5.6

Source: Thurston County Sheriff's Office.

Based on the NAWH of the average corrections deputy, a total of 5.6 staff are required to fill one seven-day post assignment per year when working a 9/80 work schedule. The NAWH for the corrections lieutenant and corrections sergeant positions are similar, however result in a slightly lower relief factor. The corrections lieutenant NAWH is 1,762 and the NAWH for the corrections sergeant is 1,779, resulting in relief factors of 5.59 and 5.54 respectively. These relief factors are consistent with relief factors in other jurisdictions using similar work schedules. These relief factors appear reasonable and we saw evidence that they had been updated in the past several years to reflect changes in staff leave use. However we did note inconsistencies in the data used to calculate the NAWH. For example, command staff informed the team that deputies are required to have 24 hours of annual training. The NAWH calculation shows only 10 hours of training per deputy. We recommend regular checking of the data used to generate the NAWH to ensure its accuracy.

RECOMMENDATION 5-1:

Check the data used to calculate relief factors on a regular basis to ensure that rosters represent an accurate reflection of current relief staffing requirements.

When applying these relief factors to the existing post assignments at the jail, the following staffing levels by position classification are required.

**EXHIBIT 5-5
Jail Staffing Requirement-Current Shift/Current Schedule**

Staffing by Position Classification Based on Current Schedule				
	Authorized	Actual	Required	Difference
Security				
Chief	1	1	1	0
Captain	3	3	3	0
Lieutenants	6	6	6	0
Sergeants	12	11	16.6	(5.6)
Corrections Deputies	63	62	68.1	(6.1)
sub-total	85	83	94.7	(11.7)
Civilian				
Legal Assistant Supervisor	1	1	1	0
Staff Assistant	1	1	1	0
Corrections Technicians	9	9	9	0
Food Service Manager	1	1	1	0
Food Service Assistant Manager	1	1	1	0
Food Service Specialists	2	2	2	0
sub-total	15	15	15	0
Total	100	98	109.7	11.7

Source: Thurston County Sheriff's Office.

Exhibit 5-6 contains a detailed post chart that identifies all posts included in this analysis.

**EXHIBIT 5-6
Thurston County Jail-Current Post Analysis**

Thurston County: Current Staffing Plan									
	Days	Swings	Graves	M-F	Hours	Days	Relief	Total	Comments
Administration									
Chief	-	-	-	1.00	8.00	5.00	1.00	1.00	Jail Administrator
Administrative Captain	-	-	-	1.00	8.00	5.00	1.00	1.00	Admin. Captain/ARC Coordinator
Operations Captain	-	-	-	1.00	8.00	5.00	1.00	1.00	Security Supervisor
Support Services Captain	-	-	-	1.00	8.00	5.00	1.00	1.00	Program Supervisor
Administrative Lieutenant	-	-	-	1.00	8.00	5.00	1.00	1.00	Staff Scheduling/Project Support
Legal Assistant Supervisor	-	-	-	1.00	8.00	5.00	1.00	1.00	Legal Support/Attorney Liaison/Visits
Corrections Technician	-	-	-	1.00	8.00	5.00	1.00	1.00	Front Entrance/Reception Area/ID check
Staff Assistant	-	-	-	1.00	8.00	5.00	1.00	1.00	Clerical Support
sub-total	-	-	-	8.00				8.00	
Housing/Booking									
Supervisor Lt.	1.00	1.00	1.00	-	9.00	7.00	1.85	5.55	Shift Supervisor and Intake Coordinator
Post 4 (Roving)	1.00	1.00	1.00	-	9.00	7.00	1.85	5.55	Roving Supervision and post relief
Post 1,2,3,6 Housing	4.00	4.00	4.00	-	9.00	7.00	1.87	22.44	Housing Deputies. Post 6 Dormitory
Post 5	1.00	1.00	1.00	-	9.00	7.00	1.87	5.60	Basement Dormitory Inmate Workers
Post 5 CDP	1.00	1.00	-	-	8.00	5.00	1.00	2.00	Chemical Dependency Coordinators
Booking/Release	2.00	2.00	2.00	-	9.00	7.00	1.87	11.22	Booking/Intake security personnel
Back Floater	1.00	1.00	-	-	9.00	7.00	1.87	3.74	Security Support and Inmate Escort
Floater Deputies	-	-	-	5.00	8.00	5.00	1.00	5.00	Flexible Schedule - Security Support
sub-total	13.00	13.00	10.00	5.00				61.10	
Control Center									
Corrections Technician	2.00	2.00	1.00	-	8.00	7.00	1.61	8.05	Control Room Operators
Court									
Sergeant	-	-	-	1.00	8.00	5.00	1	1.00	Court Supervision
Deputy	-	-	-	7.00	8.00	5.00	1	7.00	Court transport/Escort/Supervision
sub-total	-	-	-	8.00				8.00	

EXHIBIT 5-6 (continued)
Thurston County Jail-Current Post Analysis

Thurston County: Current Staffing Plan									
	Days	Swings	Graves	M-F	Hours	Days	Relief	Total	Comments
Inmate Services									
Lieutenant	-	-	-	1.00	8.00	5.00	1	1.00	Classification Supervision
Sergeant	-	-	-	1.00	8.00	5.00	1	1.00	Classification and Staff Coordination
Deputy (Different Shifts)	-	-	-	2.00	8.00	5.00	1	2.00	Classification Deputies
sub-total	-	-	-	4.00				4.00	
Medical									
Sergeant	-	-	-	1.00	8.00	5.00	1	1.00	Area Supervision and Scheduling
Deputy	-	-	-	1.00	8.00	5.00	1	1.00	Escort and Medical Transport
sub-total	-	-	-	2.00				2.00	
Options Program									
Lieutenant (0700-1500 M-F)	-	-	-	1.00	8.00	5.00	1.00	1.00	Options Administrative Supervision
Supervisor	1.00	1.00	1.00	-	9.00	7.00	1.85	5.50	Options on-site shift Supervision
Deputy (7-day)	1.00	1.00	1.00	-	9.00	7.00	1.87	5.60	Building and Activity Supervision
Deputy # 2 (5-day M-F)	-	1.00	-	-	9.00	5.00	1.33	1.33	Movement Control/UA testing
Deputy # 3 (1200-2000 M-F)	-	1.00	-	-	8.00	5.00	1.00	1.20	Movement Control/Counts/Security
sub-total	2.00	4.00	2.00	1.00				14.63	
Food Services									
Manager (Flex Schedule)	1.00	-	-	-	10.00	4.00	1	1.00	Manager/Meal Planning/Supervision
Assistant Manager (Flex)	1.00	-	-	-	10.00	4.00	1	1.00	Assist manager in ordering/supervision
Specialists (Flex Schedule)	-	1.00	1.00	-	10.00	4.00	1	2.00	Preparation/Delivery/Clean-up
sub-total	2.00	1.00	1.00	-				4.00	
Total Staff Requirement	19.00	20.00	14.00	28.00				109.78	Authorized 100

Source: Thurston County Sheriff's Office.

5.0 Operational Cost Drivers

As shown in the analysis above, the jail is currently operating with approximately 12 fewer staff than required, given the posts established at the facility, the work schedule, and amount of relief required. The required staffing level is 109.7 and the actual staffing level is 98. Two authorized positions were vacant at the time of the review; one corrections sergeant and one corrections deputy.

Excluding the two vacant positions, specific staffing deficiencies when comparing the required staffing levels with actual levels are noted in the corrections sergeant and deputy positions. The current operational practice is for the vacant sergeant positions to be routinely filled by corrections deputies. Management personnel are very aware of the magnitude of the current staffing deficiency at the jail and have implemented several strategies to meet post responsibilities with available staff resources:

- **Use of floater positions.** There are five corrections deputy floater posts, of which four are filled. Personnel assigned to these posts work a flexible work schedule that allows command staff to assign them to work various times and days throughout the week based on operational need. Staff are routinely used to back-fill vacant shift positions, provide inmate transport, fill Chemical Dependency Program posts and provide inmate court supervision.
- **Supervisory staff work line staff post assignments.** The jail housing lieutenant and sergeant are routinely assigned to line staff post assignments as a result of operating with minimal staffing levels. Supervisory personnel fill these posts while also serving in a supervisory capacity. This operating practice limits their ability to supervise personnel and monitor facility-wide activities.
- **Extra Help staff.** There are two trained part-time staff that are assigned to assist when needed. During calendar year 2010 an average of 156 hours were worked per month by *Extra Help* personnel. During the first five months of calendar 2011 an average of 116 hours were worked per month. The number of *Extra Help* personnel that can be used is limited based on the current labor agreement.
- **Voluntary overtime.** When an insufficient number of staff are available to meet existing post responsibilities, staff may volunteer to work at an overtime rate to meet post responsibilities. On average 820 hours of voluntary overtime per month is used to fill or back-fill post assignments.
- **Mandatory overtime.** Management personnel occasionally are required to force personnel to work overtime as a result of no staff volunteering to work overtime. On average 104 hours per month are used as mandatory overtime.
- **Conduct staff training at an overtime rate.** Most staff training results in personnel being compensated for the training at an overtime rate. On average 291 hours of overtime per month was used during the first five months of calendar year 2011 for training. During calendar year 2010 an average of 294 hours were used per month.

While these strategies have allowed the jail to operate despite short staffing levels, they rely heavily on overtime. For the current fiscal year, jail staff overtime spending is averaging \$42,353 per month. This level of overtime spending seriously diminishes the savings intended to be achieved through reduced staffing levels. Our analysis indicates that more cost-effective approaches are available to reduce

staffing requirements at the jail. These approaches include revision of staff work schedules and a reassessment of approved facility post assignments.

RECOMMENDATION 5-2:

Operating the jail with current post assignments and shift schedules requires 110 staff to avoid heavy reliance on overtime to meet ongoing operational needs.

Work Schedule

When exploring alternative work schedules it is essential to understand that even though the number of posts may be the same, the number of staff required to fill the post may vary based on the work schedule selected.

Security employees at the Thurston County Jail are assigned to two primary work schedules; the 10/80 and 9/80 work schedules. Civilian personnel are assigned to the 10/80 work schedule with the exception of staff assigned to Food Services who work four 10-hour days each week.

- *10/80 work schedule.* The 10/80 work schedule references staff scheduled to work 10 days in a 14 day work period for a total of 80 hours. Personnel are scheduled to work an 8-hour day, five days per week, for a total of 40 hours per week. As identified in the local labor agreement corrections deputies assigned to Court, CDP, Inmate Services, Medical Liaison, Floater and one options deputy may be assigned to work this schedule. In addition, the sergeant assigned as the medical liaison and lieutenants assigned as Administrative, Options, and Classification may also be assigned to the 10/80 work schedule.
- *9/80 work schedule.* Most security personnel assigned to Housing, Options, and Booking posts are scheduled to work a 9/80 work schedule. The 9/80 is designed for staff to work 9 days in a 14 day period for a total of 80 hours. Staff work eight 9-hour days and one 8-hour day in a 14 day work period. As a result of the work schedule, staff enjoy three consecutive days off every other week.
- *4/10 work schedule.* The 4/10 work schedule references food service personnel scheduled to work a 10-hour day for four consecutive days during a 7-day period. In view of the fact that Food Services do not operate 24 hours each day, staff are assigned to this work schedule to meet existing post responsibilities.

Approximately 70 percent of the security personnel are assigned to the 9/80 work schedule. Staff reports that the main attraction of the work schedule is the ability to have three consecutive days off every other week. The normal workweek as identified in the existing AFSCME Local 618 – CD labor agreement is the 9/80 work schedule.

One additional feature of the 9/80 work schedule is an overlap between staff working connecting shifts. Personnel are generally assigned to work one of three shifts: 0700-1600, 1400-2300, and 2230-0730. The overlap occurs between 1400-1600 hours, 2230-2300 hours, and 0700-0730 hours. As a result of the overlap there may be as many as 26 staff scheduled to the jail Housing and Booking area at one

5.0 Operational Cost Drivers

time (1400-1500). In contrast there may be as few as seven staff assigned in the morning between 0630 and 0700. Minimum staffing requirements by policy mandate between nine and ten staff to be required to work the Jail Housing and Booking areas. The current work schedule produces dramatically unbalanced staffing levels through the work day, inconsistent with operational needs.

Exhibit 5-7 identifies scheduled staffing levels by time and day for a 14-day period when using the 9/80 work schedule. The number identified in each box in the table identifies the number of staff scheduled. The numbers in the last column, labeled “7-Day”, identify the minimum staffing level required as identified in facility policy. The table separates staff assigned to the jail’s Housing and Booking areas and staff assigned to the annex (Options Program). These two work locations are the two primary areas where staff are assigned to a 9/80 work schedule. The red boxes in the table identify the days and times when the number of staff scheduled is less than the required minimum staffing level identified in policy. The yellow boxes identify the days and times when, if one scheduled staff person becomes unavailable to fill a post, the staffing level falls below the required minimum staffing level. The gray boxes identify the days and time periods when, if more than one staff person is unavailable to fill a post, the staffing level falls below the required minimum staffing level.

**EXHIBIT 5-7
Impact of 9/80 Staffing Schedule**

Current Jail Housing and Booking Staff Only																
Time	Sun	Mon	Tue	Wed	Thur	Fri	Sat		Sun	Mon	Tue	Wed	Thur	Fri	Sat	7-Day
2300-0630	10	10	9	10	9	10	10		10	10	10	9	9	9	10	9
0630-0700	8	10	9	9	8	10	8		8	10	8	7	8	8	9	9
0700-0730	18	25	24	24	24	26	19		19	26	24	22	24	24	19	10
0730-1400	10	15	15	15	16	16	11		11	16	16	15	16	16	10	10
1400-1500	20	24	24	24	25	26	20		20	25	23	23	25	25	20	10
1500-1600	19	18	18	19	19	19	20		20	19	17	17	19	20	20	10
1600-2200	11	10	10	10	10	10	11		11	10	10	10	10	10	11	10
2200-2230	21	20	19	20	19	20	21		21	20	20	19	19	19	21	10
2230-2300	10	10	9	10	9	10	10		10	10	10	9	9	9	10	9
Current Staff																53

Current Options Work Schedule																	
Time	Sun	Mon	Tue	Wed	Thur	Fri	Sat		Sun	Mon	Tue	Wed	Thur	Fri	Sat	5-Day	7-Day
2300-0630	2	2	2	2	2	2	2		2	2	2	2	1	2	2	2	2
0630-0700	2	2	2	2	2	2	2		2	1	2	1	1	2	1	2	2
0700-0730	4	4	4	4	4	4	4		4	3	3	3	3	4	3	3	2
0730-0800	2	2	2	2	2	2	2		2	2	1	2	2	2	2	3	2
0800-1200	2	3	3	3	3	3	2		2	3	2	3	3	3	2	3	2
1200-1400	2	4	4	4	4	4	2		2	4	3	4	4	4	2	3	2
1400-1500	4	7	7	7	6	6	4		4	6	6	7	7	7	4	3	2
1500-1600	4	6	7	7	6	6	3		4	6	6	6	7	7	4	3	2
1600-2000	2	4	4	4	3	3	2		2	3	4	4	4	4	2	3	2
2000-2200	2	3	3	3	2	2	2		2	2	3	3	3	3	2	3	2
2200-2230	2	3	2	2	2	1	2		2	2	3	3	3	3	1	3	2
2230-2300	4	5	4	4	4	3	4		4	4	5	5	4	5	3	3	2
Current Staff																	12

Source: MGT of America, Inc.

5.0 Operational Cost Drivers

As shown in the above tables, the schedule produces a number of times throughout the work day when additional personnel are required to meet minimum required staffing levels. The red boxes are indicative of times when the shift structure may require overtime to meet basic facility operational requirements. In addition, given that on average, approximately 1.5 staff scheduled to work are unavailable to fill a post, the minimum staffing level is also frequently not met during those times indicated by yellow boxes, again indicating a need for overtime unless alternative strategies are applied. As identified previously, the primary alternative strategies most often applied is working staff at an overtime rate. Based on the existing schedule and number of staff assigned an average of 924 hours of overtime is used per month. This overtime number excludes overtime for training and *Extra Help* personnel.

An additional strategy routinely used is the deployment of staff assigned to the floater positions. The chart above identifies the floater position working Monday through Friday from 0700-1500, however staff assigned to those positions work various hours and days based on operational needs. Attendance reports reflect most staff assigned to the floater positions work Monday through Friday primarily during the day shift, however not exclusively.

Alternative Work Schedules

Two alternative work schedules were assessed for comparison with 9/80 to determine if it is possible to more allocate available staff resources through the workday to reduce the demand for overtime produced by the current schedule:

- **10/80 work schedule.** The 10/80 work schedule references staff scheduled to work 10 days in a 14 day work period for a total of 80 hours. Personnel are scheduled to work an 8-hour day, five days per week, for a total of 40 hours per week. Modified daily staff briefings are conducted by supervisory personnel and expanded use of the authorized email system is used. The established relief factor is 4.98 when applying the Thurston County NAWH.
- **Modified 12 (M-12) work schedule.** The M-12 work schedule references staff scheduled to work 7 days in a 14 day work period for a total of 80 hours. Personnel are scheduled to work six 12-hour days, and one 8-hour day in a 14 day work period. Modified daily staff briefings are conducted by supervisory personnel in conjunction with expanded use of the authorized email system to facilitate communication between shifts. The established relief factor for the M-12 schedule is 4.98.

Exhibit 5-8 identifies a comparison between the current 9/80 work schedule and the two alternative schedules. The table illustrates the number of staff assigned to the jail Housing and Booking areas by time and day when using each schedule. Since there are currently 53 staff assigned to the Jail Housing and Booking areas all three work schedules represent a schedule where 53 staff would be assigned. The colored squares again indicate period when overtime is likely to be required.

**EXHIBIT 5-8
Work Schedule Comparison**

Jail Housing and Booking Only																
Alternative Work Schedule Comparison - Number of Staff Scheduled by Day and Time																
9/80	Sun	Mon	Tue	Wed	Thur	Fri	Sat		Sun	Mon	Tue	Wed	Thur	Fri	Sat	7-Day
2300-0630	10	10	9	10	9	10	10		10	10	10	9	9	9	10	9
0630-0700	8	10	9	9	8	10	8		8	10	8	7	8	8	9	9
0700-0730	18	25	24	24	24	26	19		19	26	24	22	24	24	19	10
0730-1400	10	15	15	15	16	16	11		11	16	16	15	16	16	10	10
1400-1500	20	24	24	24	25	26	20		20	25	23	23	25	25	20	10
1500-1600	19	18	18	19	19	19	20		20	19	17	17	19	20	20	10
1600-2200	11	10	10	10	10	10	11		11	10	10	10	10	10	11	10
2200-2230	21	20	19	20	19	20	21		21	20	20	19	19	19	21	10
2230-2300	10	10	9	10	9	10	10		10	10	10	9	9	9	10	9
Staff																53
10/80	Sun	Mon	Tue	Wed	Thur	Fri	Sat		Sun	Mon	Tue	Wed	Thur	Fri	Sat	
2300-0700	11	10	11	11	11	10	11		11	10	11	11	11	10	11	9
0700-1500	11	16	17	17	17	16	11		11	16	17	17	17	16	11	10
1500-2300	11	12	13	13	13	12	11		11	12	13	13	13	12	11	10
Staff																53
M-12 10/80	Sun	Mon	Tue	Wed	Thur	Fri	Sat		Sun	Mon	Tue	Wed	Thur	Fri	Sat	
2300-0300	12	13	13	13	13	13	12		12	13	13	13	13	13	12	9
0300-0700	11	12	12	12	12	12	12		11	12	12	12	12	12	12	9
0700-1100	12	13	13	13	13	13	12		12	13	13	13	13	13	12	10
1100-1500	13	14	14	14	14	14	13		13	14	14	14	14	14	13	10
1500-1900	12	13	13	13	13	13	13		12	13	13	13	13	13	13	10
1900-2300	11	12	12	12	12	12	12		11	12	12	12	12	12	12	10
Staff																53

Source: MGT of America, Inc.

5.0 Operational Cost Drivers

The above table identifies the number of security personnel scheduled by time and day over a 14-day period by work schedule. The three compared work schedules include: the current schedule used at the jail in Housing and Booking which is a 9/80 work schedule; a 10/80 work schedule where staff work five consecutive 8-hour days followed by two days off; and a M-12 work schedule where staff work primarily six 12-hour days and one 8-hour day in a 14-day work period and one staff member works a 10/80 schedule on each shift. Each sample work schedule identifies 53 staff being scheduled to work a total of 80 hours in a 14-day work period. The 10/80 schedule shows the floater positions assigned to the 0700-1500 shift however actual work hours may vary.

The work schedule that creates the greatest amount of overtime is the current 9/80 work schedule. The 9/80 work schedule takes more personnel to fill required post assignments while at the same time provides the greatest amount of time when scheduled staffing levels are at or below minimum staffing requirements. The relief factor for the M-12 work schedule is 4.98 and the relief factor for the 10/80 work schedule is 4.98 while the relief factor for the 9/80 work schedule is 5.6.

Staff and line personnel interviewed reported that the primary benefit to the 9/80 work schedule was the three consecutive days off every other week. The M-12 work schedule could be set up in a fashion where every security employee assigned to the schedule can not only have three consecutive days off every other week but have Friday, Saturday, and Sunday off every other week. Both work schedules require staff to work 80 hours in a 14-day work period.

RECOMMENDATION 5-3:

Negotiate a Modified 12 hour work schedule as a replacement for the 9/80 work schedule. A Modified 12 hour work schedule retains the same number of scheduled work hours as employees scheduled to a 9/80 or 10/80 work schedule. An employee will be scheduled to work 80 hours in a 14 day work period, consisting of six 12-hour days and one 8-hour day in a 14 day work period, however the staff will be scheduled in a manner more consistent with meeting post responsibilities. Staff briefings should be modified to include expansive use of the current county authorized e-mail system and revised supervisory post responsibilities.

RECOMMENDATION 5-4:

Establish a work schedule that allows staff assigned to the M-12 schedule to have three consecutive days off every other week. Consider a work schedule that provides a day off rotation of three days at least every other week. Work schedules such as: 3-3 or 2-2-3-2-2-3 should be considered. The latter schedule will allow employee to work no more than three consecutive days and have a three-day weekend (Friday, Saturday, and Sunday) off every other week.

EXISTING JAIL STAFF DEPLOYMENT FINDINGS

- The jail complex is operating with approximately twelve fewer staff than required based on minimum post assignment responsibilities and the current work schedules adopted. The required staffing level is 109.7 and the actual staffing level is 98. Two authorized positions were vacant at the time of the review; one corrections sergeant, and one corrections deputy.
- Specific deficiencies are noted in the corrections sergeant and deputy positions. Post 4 which is located at the jail is routinely filled by a corrections sergeant, however, when insufficient supervisory staff are available the position is filled by a corrections deputy which appears to be an acceptable practice on a short-term basis.
- Employee work schedules appear not to be designed to maximize efficient allocation of staff resources. The existing application of the 9/80 work schedule requires approximately 56 security personnel to fill ten continuous post assignments while alternative work schedules may require as few as 50 to fill the same ten posts.
- The current staff schedule provides insufficient staffing levels at the annex and jail during select time periods. At the annex during the graves shift one staff member is scheduled every other Thursday when two are required. Overtime reports indicate that unscheduled officers are routinely assigned to the post at an overtime rate. In addition, one deputy is assigned to Post 5 on all three shifts, however current operating practice is for the deputy on the day and swing shifts to leave the post and be present during Chemical Dependency Programs that are conducted on the weekdays in a separate room located in Post 5. During the program sessions unscheduled security personnel are required to back-fill the Post 5 assignment.
- The jail housing and booking posts require a minimum of ten post assignments to be filled on the day and swing shifts and nine posts on the graves shift. The current work schedule has as many as 26 staff scheduled at one time and as few as 7 scheduled at other times. The two hour overlap between the day and swing shifts provides staffing levels that exceed post responsibilities.
- Accountability measures to ensure personnel are present during scheduled arrival and departure times are less than adequate. The facility operates several work schedules which include various starting and ending times, creating a complex set of requirements for timekeeping. Four staff are assigned to a floater post that can result in starting and ending times varying each day. The 9/80 work schedule has staff working one 8-hour shift every nine days resulting in staff either coming in one hour later or leaving one hour earlier that day. Since there is an overlap between shift personnel there may be as many as 26 security staff scheduled at one time in the jail. A minimum of ten staff are required. Current practice is for staff not to sign-in or out each day. Multiple staff reported that a few staff may be difficult to find on occasion during the overlap periods, especially at the tail-end of their shift. No clear control measures are in place. Current practice is inconsistent with best practices and possibly may result in ineffective use of available staff resources.

RECOMMENDATION 5-5:

Establish an employee time and attendance accountability system sufficiently flexible to record starting and departure times for all personnel. All staff should be required to account and document their hours on the job.

5.0 Operational Cost Drivers

- The facility operates on the principle of functioning at a minimum staffing level except during overlap periods. There are no dedicated personnel assigned to provide essential support roles such as policy compliance or inmate transport. Pulling staff from regular posts to perform these assignments creates a need for overtime.
- Management personnel rely extensively on unscheduled staff to work overtime to meet existing post responsibilities. An average of 924 hours of overtime is worked per month primarily to back-fill approved post assignments. On average 104 of those hours are considered mandatory hours where personnel are forced to work. In addition to the overtime accrued to fill post assignments an average of 290 hours per month is accrued for training.
- Four corrections deputies are assigned to work a flexible work schedule that allows management staff to assign them to work various times and days throughout the week. Staff may be assigned to work any day or hours however attendance records reflect they are normally assigned to work on Monday through Friday. In addition rosters reflect that staff assigned as floaters are primarily detailed to the following areas: back-fill shift vacancies; court and trial coverage; medical transport, off-site supervision; and to provide CDP coverage.

Revised Staff Scheduling

Our analysis indicates that the jail can reduce staffing requirements and more efficiently allocate available staff resources through the use of an alternative shift schedule based on a 12-hour shift model. To ensure the jail achieves this outcome a great deal of planning and work is required prior to any adjustment in work schedules. A few critical steps that should be considered include: reviewing applicable policies, labor agreements, state mandates and the Fair Labor Standards Act; discussion with the workforce and appropriate labor group; developing a post analysis and implementation of a pilot program.

Fair Labor Standards Act

One contributing factor leading correctional agencies to alternative work schedules has been the Department of Labor Fair Labor Standards ACT (FLSA) of 1938. The Fair Labor Standards Act of 1938 can be found in the United States Code Title 29 U.S.C. Section 201 et seq. The FLSA establishes minimum wage, overtime pay, record-keeping, and child labor standards in the private sector and in federal, state, and local governments. The FLSA also makes reference to select public safety positions that may be considered exempt from specific standards established in the FLSA. The exempt positions known as “7 (k) exemptions” are identified in the Act as are the number of hours that can be worked before overtime payment is required. Some of the positions which can qualify for the partial overtime exemption are “Security Personnel in Correctional Institutions”, firefighters, and law enforcement Officers.

5.0 Operational Cost Drivers

The most significant impact the FLSA 7 (k) exemption has had on corrections is the establishment of an overtime threshold. According to the FLSA 7 (k), overtime does NOT have to be paid to correctional officers after 40 hours. The overtime threshold is based on the “work period” set by the agency. An employer can establish work periods that range from 7 to 28 days with the maximum number of work hours identified for each work period before overtime payment is required. The current recognized work period for Thurston County is 28 days.

The result of the FLSA 7(k) exemption has been tremendous growth in the number of correctional agencies utilizing alternative shift schedules and expanded work periods for security personnel. Most jurisdictions using an alternative work schedule have reported significant savings in personnel costs. Moreover, staff generally report a high level of satisfaction with alternative schedules, such as the 12 hours shift schedule, that dramatically increase the number days off for staff.

The current labor agreement between Thurston County and Local 618-CD references the FLSA and states the following “The County will continue to administer the 7 (k) schedule with a twenty-eight day work period creating a 171 hour overtime threshold under FLSA reporting requirements provided that overtime will be paid at time and one-half for all hours worked in excess of an employee’s regularly scheduled work day (8 or 9 hour shifts) in any one twenty four hour period.” The FLSA also allows a 14-day work period with an 86 hour overtime threshold. The staffing schedule recommended by MGT is consistent with the FLSA 7 (k) exemption and provides the most efficient use of limited staff resources.

RECOMMENDED WORK SCHEDULES

Based on our understanding of jail operations and staff preferences, with an objective of more efficiently allocating staff through the work day, we recommend a hybrid version of the 10/80, Modified 12 hour (M-12) and 4/10 work schedules described earlier in this report. The recommended system reduces operational costs by establishing work schedules that expand the number of hours worked in a day while reducing the overall number of staff required. The current 9/80 work schedule used by the Jail can work well in systems that are well staffed, but is not recommended for agencies operating with limited staff resources. We recommend using elements of the 10/80, Modified 12 hour (M-12) and 4/10 work schedules in the following manner:

- The 10/80 work schedule requires staff to work 10 days in a 14-day work period for a total of 80 hours. Personnel are scheduled to work an 8-hour day, five days per week, for a total of 40 hours per week. Corrections deputies and supervisory staff assigned to Court, CDP, Inmate Services, Medical, Floater, and select Options positions are recommended to work this schedule. All personnel currently assigned to these posts do not attend a formal briefing each day. In addition to the positions, corrections technicians, and administrative personnel are recommended to work the 10/80 schedule.
- The M-12 work schedule requires staff to work 7 days in a 14-day work period for a total of 80 hours. Personnel are scheduled to work a 12-hour day, six days, and one 8-hour day in a 14-day period. Four separate teams (crews) are established to ensure appropriate staff coverage is provided to required post assignments. Security personnel

assigned to posts requiring 24-hour coverage, including; Housing, Booking and Release, and select Options positions are recommended to work this schedule. The application of the M-12 work schedule will enhance staffing levels and be more reflective of post assignment requirements and current Net Annual Work Hours.

- The 4/10 work schedule requires staff to work four days in a seven day work period for a total of 80 hours. Personnel are scheduled to work a 10-hour day, four days per week, for a total of 40 hours per week. Food Service personnel are recommended to work this schedule as post responsibilities require seven day coverage however not 24-hour coverage. Starting and ending times may vary during the week to ensure post responsibilities are met.

POST ANALYSIS

We recommend the following revisions to the jail's current system of operational posts:

- **Staff Assistant.** Jail administration needs an additional staff assistant position as a five day post to assist administrative personnel in providing clerical support. Current policy development, maintenance of inventories, and the lack of security post orders are primary areas of responsibility that require attention.
- **Support Services Captain.** The Support Services Captain position should be deleted. There are various administrative and supervisory posts that can each absorb a portion of this post's responsibilities in a manner that, if properly distributed, can improve overall efficiency. The administrative captain, operations captain, administrative lieutenant, shift lieutenants, and classification lieutenant posts should be taken into account in reallocating this post's responsibilities.
- **Options Lieutenant.** Replace the Options Lieutenant position with a corrections sergeant. As a result of applying the Modified 12 hour work schedule one sergeant can be assigned as the annex supervisor for each of the four teams (crews). This recommendation would be consistent with existing policy. Presently there are three sergeants assigned to the annex, one on each of the three 9/80 shifts. The additional sergeant would provide continuous on-site supervision and absorb some of the post responsibilities of the Options Lieutenant. The sergeant post would work under the guidance and direction of the Program Services Lieutenant post who would assume the remaining portion of the Options Lieutenant responsibilities.
- **Shift Lieutenant.** One shift lieutenant post should be added to the jail as a result of establishing a Modified 12-hour work schedule. Currently there are three lieutenants assigned to the jail Housing and Booking area, one on each of the three 9/80 work schedules. The conversion to a Modified 12 hour schedule will result in four teams and the addition of one lieutenant will allow continuous on-site supervision. This is a non-relief post.
- **Program Services Lieutenant.** Revise the current classification lieutenant position to include supervision of program service activities including both Classification and the Options program. The classification and options programs both have sergeant positions that can assist in delivery of services.
- **Post 5.** Current practice is to fill Post 5, five-days a week on the days and swings shift with a corrections deputy who also serves as the Chemical Dependency Program deputy (CDP). This results in relying on back-filling the position with unscheduled staff (overtime) on Saturday and Sunday and while the assigned CDP deputy is

5.0 Operational Cost Drivers

attending program services during the week. On the graves shift, security personnel are currently scheduled seven days per week. In lieu of relying upon the CDP officer to fill Post 5, we recommend adding a 7-day correction deputy post for Post 5 (Basement Housing).

- **CDP.** Current practice is to have one 5-day CDP post on the day shift and one 5-day CDP post on the swing shift working both Post 5 and CDP. The recommendation includes having one 5-day CDP post focus strictly on providing on-site Chemical Dependency programming coordination instead of sharing post responsibilities with Post 5. This will allow for deleting one 5-day CDP post.
- **Medical Sergeant.** The existing post responsibilities of the Medical Sergeant position consist primarily of providing on-site supervision in the medical area. Post responsibilities are more consistent with a corrections deputy position than a corrections sergeant, and the post can be deleted and replaced by a 5-day medical deputy post.

These changes in conjunction with the proposed change in staff scheduling result in a requirement of 100.59 staff to meet existing post responsibilities at the jail without undue reliance upon overtime. **Exhibit 5-9** summarizes the proposed post analysis and schedule change.

EXHIBIT 5-9 Proposed Jail Post Analysis with Schedule Change

Main Facility Complex Post and Staffing Recommendations								
	Days	Nights	M-F	Hours	Days	Relief	Total	Comments
Administration								
Chief	-	-	1.00	8.00	5.00	1.00	1.00	Jail Administrator
Administrative Captain	-	-	1.00	8.00	5.00	1.00	1.00	ARC Coordinator/Policy Development/Deputy Administrator
Operations Captain	-	-	1.00	8.00	5.00	1.00	1.00	Security Supervisor
Support Services Captain	-	-	-	8.00	5.00	1.00	C	Delete position. Post responsibilities are absorbed by redefined existing Administrative and Supervisory posts.
Administrative Lieutenant	-	-	1.00	8.00	5.00	1.00	1.00	Redefine post responsibilities to include a portion of the responsibilities previously completed by the Support Services Captain.
Legal Assistant Supervisor	-	-	1.00	8.00	5.00	1.00	1.00	Legal Support/Attorney Liaison/Professional Visits
Corrections Technician	-	-	1.00	8.00	5.00	1.00	1.00	Front Entrance/Reception Area/ID check
Staff Assistant	-	-	2.00	8.00	5.00	1.00	2.00	Expand clerical support personnel to meet existing post responsibilities. Currently one full-time clerical support position for a facility having 98 staff.
sub-total	-	-	8.00				8.00	

EXHIBIT 5-9 (continued)
Proposed Jail Post Analysis with Schedule Change

Main Facility Complex Post and Staffing Recommendations								
	Days	Nights	M-F	Hours	Days	Relief	Total	Comments
Housing/Booking								
Supervisor	1.00	1.00	-	12.00	7.00	2.00	4.00	Shift Supervisor/Intake Coordinator. Lieutenant back filled by Sergeant
Post 4 (Roving)	1.00	1.00	-	12.00	7.00	2.49	4.98	Roving Supervision and post relief
Post 1,2,3,6 Housing	4.00	4.00	-	12.00	7.00	2.49	19.92	Housing Deputies. Post 6 Direct Supervision dormitory.
Post 5	1.00	1.00	-	12.00	7.00	2.49	4.98	Basement Dormitory. Inmate Workers housed in four large rooms.
CDP	-	-	1.00	8.00	5.00	1.00	1.00	Chemical Dependency Coordinator. Delete one post.
Booking/Release	2.00	2.00	-	12.00	7.00	2.49	9.96	Booking/Intake security personnel.
Back Floater	1.00	1.00	-	8.00	7.00	1.66	3.32	Security Support and Inmate Escort.
Floater Deputies	-	-	5.00	8.00	5.00	1.00	5.00	Flexible Schedule - Security Support.
sub-total	10.00	10.00	6.00				53.16	
Control Center								
Corrections Technician	2.00	2.00	1.00	8.00	7.00	1.61	8.05	Control Room Operators
Court								
Sergeant	-	-	1.00	8.00	5.00	1.00	1.00	Court Supervision
Deputy	-	-	7.00	8.00	5.00	1.00	7.00	Court transport/Escort/Supervision
sub-total	-	-	8.00				8.00	
Inmate Services								
Program Supervisor Lieutenant	-	-	1.00	8.00	5.00	1.00	1.00	Program Supervisor including Options, Classification and CDP.
Sergeant	-	-	1.00	8.00	5.00	1.00	1.00	Classification and Staff Coordinator.
Deputy (Different Shifts)	-	-	2.00	8.00	5.00	1.00	2.00	Complete inmate classifications. (0700-1500, 1500-2300)
sub-total	-	-	4.00				4.00	
Medical								
Sergeant	-	-	-	-	-	-	-	Convert to second Deputy position as described below.
Deputy	-	-	2.00	8.00	5.00	1.00	2.00	Inmate Escort/Transport and off-site supervision.
sub-total	-	-	2.00				2.00	

EXHIBIT 5-9 (continued)
Proposed Jail Post Analysis with Schedule Change

Main Facility Complex Post and Staffing Recommendations								
	Days	Nights	M-F	Hours	Days	Relief	Total	Comments
Options Program								
Supervisor	1.00	1.00	-	12.00	7.00	2.00	4.00	Sergeant and on-site Supervision
Deputy	1.00	1.00	-	12.00	7.00	2.49	4.98	Building and Activity Supervision
Deputy (No Relief)	1.00	1.00	-	12.00	7.00	1.00	2.00	Electronic Monitoring/Day Reporting/UA Testing
Deputy # 2 (1500-2300 M-F)	-	-	1.00	8.00	5.00	1.20	1.20	Movement Control/Work Crew
Deputy # 3 (0700-1500 M-F)	-	-	1.00	8.00	5.00	1.20	1.20	Movement Control/Counts/Security
sub-total	3.00	3.00	2.00				13.38	
Food Services								
Manager (Flex Schedule)	1.00	-	-	10.00	4.00	1.00	1.00	Manager/Meal Planning/Supervision
Assistant Manager (Flex)	-	1.00	-	10.00	4.00	1.00	1.00	Assist manager in ordering/Supervision
Specialists (Flex Schedule)	1.00	1.00	-	10.00	4.00	1.00	2.00	Preparation/Delivery/Clean-up
sub-total	2.00	2.00	-				4.00	
Overall Total	17.00	17.00	31.00				100.59	Authorized 100

Source: MGT of America, Inc.

The recommended staffing level of 100.59 represents a reduction of approximately 9.11 staff, or over 8 percent when compared with the staffing level required when using the 9/80 work schedule. The primary implication of this analysis is that by filling current vacancies and adopting the recommendations proposed here, the Jail can eliminate current staffing shortfalls and excessive reliance on overtime.

RECOMMENDATION 5-6:

Establish a base roster of 100.59 positions to operate the jail. This staffing level is predicated upon changing the current 9/80 schedule. The proposed roster includes reductions in the number of supervisory positions, adds a staff assistant position, and eliminates a CDP post.

As a result of instituting the recommended changes a total of 2.43 staff would be added to the authorized staffing level. This addition would include the one additional staff assistant, 2.43 additional corrections deputies, and one less corrections captain. Expanding the number of *Extra Help* personnel may be an option to consider in reaching required staffing levels. By reallocating and rescheduling staff in this manner, operational efficiency can be substantially improved and reliance on overtime reduced.

ARC Staffing

The following analysis identifies the minimum staffing level requirements associated with full operation of the ARC. The staffing level recommendations allow for the management of all housing units, support functions, and ancillary duties such as transport for courts. The work schedules applied in determining the staffing recommendation reflect the most cost effective and efficient work schedules based on the mission of the facility and physical plant design. There is no overtime built into the established schedule. The work schedules that were selected took into consideration post requirements and the frequency in which the responsibilities were required to be met. All security posts requiring seven-day coverage are recommended to be filled by personnel assigned to a Modified 12 hour work schedule. Application of this schedule will provide appropriate staff distribution and the opportunity for assigned staff to enjoy a three-day weekend (Friday, Saturday, and Sunday) every other week. Security post assignments requiring less than seven-day coverage are recommended to be filled by personnel assigned to a 10/80 work schedule.

We recommend civilians be assigned to a 10/80 work schedule with the exception of food service personnel. The food service staff work a 4/10 work schedule to reflect seven-day post coverage that requires less than 24 hour coverage. Each work schedule has staff scheduled to work 80 hours in a 14-day work period. Specific starting and ending times should be determined by management personnel.

The current labor agreement between Thurston County and AFSCME Local 618-CD identifies the normal workweek for corrections deputies as the 9/80 schedule. Since the 9/80 work schedule requires .62 more staff for every continuous seven-day post when compared to a 10/80 or M-12 work schedule, the 9/80 schedule is not being considered. In the post analysis there are 13 continuous seven-day security posts being recommended. As a result, use of the 9/80 work schedule creates an immediate need for an additional 8.06 officers versus the Modified 12 hour work schedule proposed in this analysis.

Interviews with line staff personnel indicated most staff would be interested in reviewing any work schedule proposals prepared provided the schedule included the opportunity for three consecutive days off. The Modified 12 hour schedule can accommodate this objective while increasing the efficiency of staff utilization. We acknowledge that any schedule adjustment or pilot programs involving work schedules must be discussed with the union prior to implementation.

This analysis does not include staffing for the Work Release program. Staffing for this program is contingent upon the facility recommended to house the program, and will be addressed later in this report. In total, our analysis identifies a need for 109.55 staff to fully operate the ARC. **Exhibit 5-10** summarizes the recommended ARC post analysis.

EXHIBIT 5-10
ARC Post Analysis & Staffing Requirement

Thurston County ARC: Recommended Staffing Requirements							
	M-F	D	S	N	Days	FTEs	Comments
Administration							
Chief	1.00	-	-	-	5.00	1.00	Corrections Bureau Chief Deputy
Administrative Captain	1.00	-	-	-	5.00	1.00	Policy, Compliance, Deputy Administrator
Operations Captain	1.00	-	-	-	5.00	1.00	Security Supervisor
Program Lieutenant	1.00	-	-	-	5.00	1.00	Program Management Coordinator
Administrative Lt.	1.00	-	-	-	5.00	1.00	Scheduling/Court Supervision/Transport
Shift Commander Lt.		1.00	1.00		7.00	4.00	On-site shift supervisor
Legal Assistant Supervisor	1.00	-	-	-	5.00	1.00	Legal Support and Liaison
Staff Assistant	2.00	-	-	-	5.00	2.00	Clerical Support
Corrections Technician	1.00	-	-	-	5.00	1.15	Front Entrance/Identification
sub-total	9.00	-	-	-		13.15	
Inmate Services							
Sergeant	1.00	-	-	-	5.00	1.00	Inmate classification and housing coordinator
Corrections Deputy	2.00	-	-	-	5.00	2.00	Inmate classification and reclassification
CDP	1.00	-	-	-	5.00	1.00	Chemical Dependency Programming
sub-total	4.00	-	-	-		4.00	
Central Control							
Corrections Technicians	-	2.00	2.00	1.00	7.00	8.05	Central Control operators
Central Booking							
Sergeant	-	1.00	-	1.00	7.00	4.92	Shift supervisor and Intake Coordinator
Corrections Deputy	-	2.00	-	2.00	7.00	9.96	Intake and Release personnel
sub-total	-	3.00	-	3.00		14.88	
Escort/Relief							
Corrections Deputy	-	1.00	-	1.00	7.00	4.98	Inmate escort and staff relief
Back Hall Rover	-	1.00	-	-	7.00	2.49	Coordinate inmate movement/activities in hallway
sub-total	-	2.00	-	1.00		7.47	
Court/Professional Visitation							
Court Deputies	2.00	-	-	-	5.00	2.00	Video/Court Transport/Professional Visits
Court Deputy FJC	0.50	-	-	-	5.00	0.50	Family and Juvenile court supervision
Corrections Technician	1.00	-	-	-	5.00	1.15	Video Visitation Coordinator
sub-total	3.50	-	-	-		3.65	

EXHIBIT 5-10 (continued)
ARC Post Analysis & Staffing Requirement

Thurston County ARC: Recommended Staffing Requirements							
	M-F	D	S	N	Days	FTEs	Comments
Housing							
Sergeant		1.00	1.00		7.00	4.92	Housing supervisor
Dormitory Deputy	-	4.00	4.00	-	7.00	19.90	Direct Supervision housing deputy
Secure Housing Deputy	-	2.00	2.00	-	7.00	9.96	Secure housing deputy
Corrections Technician	-	1.00	1.00	-	7.00	3.22	Secure housing Control Center operator
sub-total	-	8.00	8.00	-		38.00	
Transport							
Corrections Deputy	-	1.00	1.00	-	5.00	2.40	Security transport personnel
Medical							
Corrections Deputy	1.00	-	-	-	5.00	1.20	On-site security
Corrections Deputy Escort/Transport	1.00	-	-	-	5.00	1.20	Inmate escort and transport
sub-total	2.00	-	-	-		2.40	
Food Services							
Manager (10-hr. Flex)	-	1.00	-	-	4.00	1.00	Menu planning, supervision, compliance
Asst. Manager (10 hr. Flex)	-	1.00	-	-	4.00	1.00	Supply ordering, supervision, meals
Specialists (10 hr. Flex)	-	1.00	1.00	-	4.00	3.00	Meal delivery, inmate supervision
sub-total	-	3.00	1.00	-		5.00	
Options Program –EHM & Day Reporting							Main Facility
Deputy 10/80	2.00	-	-	-	5.00	2.40	Movement Control, EM and UA testing
sub-total	2.00	-	-	-		2.40	
Court							
Sergeant	1.00	-	-	-	5.00	1.00	On-site court supervision and liaison
Deputy	6.00	-	-	-	5.00	6.00	Court transport/Escort/Supervision
Corrections Technician	1.00				5.00	1.15	Entry Control to Holding Unit
sub-total	8.00	-	-	-		8.15	
Overall Total Staff Required	28.50	20.00	17.00	1.00		109.55	Authorized 100

Source: MGT of America, Inc.

In adjusting the jail's current staffing complement to meet the staffing plan outlined here, we recommend the following actions:

- **Support Services Captain.** The post analysis and staffing recommendation at the ARC assumes deleting the position of Support Services Captain. Current post responsibilities completed by the support services captain can be streamlined and distributed more appropriately between the administrative captain, operations captain, administrative lieutenant, shift lieutenants, and classification/program lieutenant. Each position affected should have a post order description established to reflect any adjustments in responsibilities made. Exact position responsibilities would be determined by the current facility management team.
- **Staff Assistant.** We recommend one additional staff assistant position as a five-day post to work with administrative personnel to assist in providing clerical support. There is currently one full-time clerical position which is insufficient based on the existing workload, size, and activity level of the facility. Current policy development support, maintenance of inventories, and the lack of comprehensive security post orders are primary areas of responsibility that require attention.
- **Video Court/Court Transport and Supervision.** Two additional five-day Corrections Deputy posts are required to facilitate expanded Video Court operations, conduct transport for court and trial coverage and provide supervision for professional visits. One deputy is required to provide on-site area supervision and one deputy is required to provide inmate transport and escort when needed.
- **Video Visit Scheduler/Supervision.** The facility is instituting a new Video Visitation format to be used for all general public visits. Visitors will be required to report to a remote Video Visitation area where a corrections technician will be present to facilitate the visit. Visits are scheduled to occur Wednesday through Sunday. We propose adding one corrections technician post on a five day basis. Video Visitation equipment has been installed in each housing unit to limit the need to escort inmates to and from the visiting room for general public visits.
- **Inmate Housing.** The facility has been designed to provide both Direct and Indirect Supervision housing. There are a total of four dormitories and five secure housing pods at the ARC.
 - ▶ The four dormitories are designed as Direct Supervision Housing Units where the employee work station is located within the housing unit and the physical design and layout of the unit provides the opportunity for the employee to supervise all activities while in the unit. Direct supervision includes both a housing unit design and management style that advocates staff interaction and supervision, not just observation and service delivery. The use of Direct Supervision housing is endorsed by both the American Jail Association and American Correctional Association. The dorms are designed to house a total of 64 inmates. The jail currently operates one 56-bed direct supervision unit. Staff training in Direct Supervision should be considered a mandatory prerequisite prior to facility activation.
 - ▶ Indirect supervision includes a physical design and management style that promotes staff interaction during service delivery while providing remote and periodic observation of ongoing activities within the unit. We recommend two 7-day roving corrections deputy posts assigned to supervise, patrol, and provide service delivery to all five pods. A total of

between 29 and 31 inmates are scheduled to be housed in each of the four secure pods. The fifth housing pod contains three isolation cells.

- ▶ In addition we recommend a corrections technician be assigned on the day and swing shift to a Control Center which is centrally located outside the housing pods. The Control Center contains in part electronic access panels controlling the doors in the five secure housing pods. In order to remotely open a pod or cell door a staff member in the Control Center has to activate the door panel. On the graves shift the corrections deputies assigned to secure housing can rotate assignment in the Control Center.
- **Chemical Dependency Program (CDP).** The ARC post analysis deletes one CDP officer. The recommendation assume one five day CDP officer with sole responsibility for providing on-site Chemical Dependency programming and not splitting responsibilities between providing housing security and Chemical Dependency Programming as is the current practice at the jail.
- **Inmate Transport.** We recommend two 5-day transport posts due to the location of the facility in relation to the courthouse. The jail currently does not have any dedicated transport personnel. One transport deputy is recommended to be assigned to the day shift (0700-1500) and one deputy is recommend to work from (1200-2000). These are additional posts. Current court transport responsibilities are routinely filled by staff assigned to court detail, floaters, or unscheduled staff working overtime. This recommendation is subject to change, depending upon court willingness to rely upon the court video system installed at the ARC. Interviews with judges and court staff generally indicated a preference for personal court appearances for trials and Superior Court proceedings. The recommended staffing here should be sufficient to accommodate the current volume of offenders making personal appearances in court.
- **Food Service Specialists.** One food service specialist is recommended to be added to assist assigned staff in the meal preparation, service, supervision and delivery of food services to expanded locations including the: ARC, jail, and juvenile facility. One food service specialist is currently assigned as *Extra Help* personnel. The food service manager routinely serves in this capacity due to limited personnel.
- **Medical Sergeant.** Convert the medical sergeant position to a corrections deputy post to work in cooperation with the medical escort and transport deputy. Post responsibilities are consistent with corrections deputy and not a corrections sergeant position.
- **Floaters.** The four floater positions currently used at the jail are recommended to be absorbed into current shift, transport, relief and court posts. Floaters are currently used based on activity reports primarily to provide back-fill for shift personnel, transport, fill CDP posts, and provide trial coverage when needed.
- **Shift Commander.** The proposed staffing complement includes a Shift Commander post, filled by a lieutenant. The current practice at the Thurston County Jail is to have the Shift Commander (lieutenant) fill a supervisory post assigned to the Intake/Release area. The primary responsibilities of the Intake/Release supervisory post include: verifying admission/release documentation, coordinating the flow of inmate movement, and managing ongoing intake, transport, release and temporary holding concerns. Each area is considered a critical responsibility of the jail that requires supervisory oversight to ensure staff compliance with established county policy. The workload of the Intake/Release supervisor post varies throughout the day based in part on the volume and type of inmates being processed. Most of the responsibilities are

detail oriented (verifying and calculating release information) and require an enhanced level of focus. On the *Day* and *Swing* shifts the workload normally requires the supervisory post to be filled 75% of the time and on occasion the post may be required to be filled at a higher rate. On the *Graves* shift the normal supervisory workload is approximately 50% of the shift and this rate may vary depending on volume and types of Intakes and Release. As a result between 50 and 75 percent of the time the primary focus of the Shift Commander is currently on the Intake/Release process leaving less than 50% of their time on the overall operations of the facility. With the recommended elimination of the Support Services Captain and Options Lieutenant positions the role of the Shift Commander is expected to expand. Moving the jail operations to the ARC is going to introduce new challenges that will require enhanced coordination to operate effectively. The physical layout of the ARC and the introduction of state-of-the-art detention technology including: secure control rooms equipped with electronic access and video panels, expanded use of direct supervision housing, mental health housing, separate transport, medical and expanded food service and dock areas, introduction of video visitation technology and operation of the Work Release program will all require revised operational procedures and post assignment orders. In order for all the elements to work together effectively the Shift Commander position has to be one that focuses on the entire operation, not just one area. The Shift Commander is going to take a more active role in monitoring and providing oversight of shift operations. The inability of the Shift Commander to focus strictly on facility-wide operational responsibilities may be considered a contributing factor to a number of current operational practices that are inconsistent with best practices. Several of these practices include: not updating post assignment orders to reflect current staff responsibilities, the inability to provide consistent on-site staff supervision and feedback, not being able to observe ongoing operational practices when needed, not being able to tour post assignments throughout the jail and the inability to review, recommend and enforce operational policy. The practice of splitting post responsibilities for the Shift Commander is considered less than ideal however can be better accomplished at the existing facility than at the ARC. The successful introduction and enforcement of new operational practices and procedures supplemented by the expanded responsibilities of the Shift Commander due to the elimination of the Support Services and Options Lieutenant positions requires the role of the Shift Commander to be revised and the position should not be considered part of the minimum staffing requirements.

These post recommendations result in a staffing complement of 109.5 positions to operate the ARC as designed, assuming the use of combination of 10/80, Modified 12 hour (M-12) and 4/10 work schedules. Substituting the 9/80 work schedule for M-12 work schedule would result in a need for an additional eight officers and would create significantly unbalanced staffing during the overlap periods created by this schedule.

RECOMMENDATION 5-7:

Establish a base roster of 109.5 positions for full operation of the ARC upon its activation. This staffing level assumes changing to a combination of 10/80, Modified 12 hour (M-12) and 4/10 work schedules, and does not include work release staffing.

Other Cost Drivers

Outside of staffing, the key drivers of jail operation cost are utilities, food, and medical services. Taken in conjunction with staffing, spending in these areas makes up 96 percent of the jail budget.

Expenditures at the ARC for utilities, maintenance and building reserves are projected at \$1.7 million. Roughly \$1 million of this cost is attributable to utilities based on the square footage of the facility, with an additional M&O charge by Central Services of approximately \$529,000. The property reserve charge is projected at \$160,000. These costs are largely formula-driven, and based upon available data on ARC building system requirements. The assumptions used to build these cost projections appear reasonable. These total costs can be offset somewhat by the approximately \$450,000 already built into the county budget to cover basic utilities and maintenance at the ARC.

The primary remaining cost centers at the jail are for dietary and medical services. Food service is budgeted at \$1,064,500. The jail also provides food service for the county's juvenile detention facility. Using the ADP assumptions identified earlier, this level of expenditure equates to a projected \$6.39 per inmate per day for food service. This level of expenditure significantly exceeds levels found in jails that contract for food service. A recent MGT survey of contracted jail food service found an average per inmate daily food service cost of \$2.70, significantly below the level spent by Thurston County. Similarly, the per meal cost of food service in the jail averages approximately \$2.13 per meal. In our experience, most private food contractors charge from \$0.80 to \$1.50 per meal.

A further issue with food service is the quality of the current operation. We found the operation of dietary services at the jail to be below professional standards in terms of sanitation, security, and service quality. A well-managed food contract would provide the jail with significantly improved service at substantial savings. Making the very conservative assumption that food service can be contracted out at a 25 percent savings from current costs; the county will save roughly \$250,000 by privatizing food service delivery in the jail. In all likelihood, the savings will exceed this level.

RECOMMENDATION 5-8:

Contract out food service operations to reduce costs and improve service.

With regard to medical services, the jail is budgeted to spend \$1,133,500 this year. This equates to an average of \$7.92 per inmate per day. This is one of the lowest levels of spending for jail medical services we have encountered. Most jail systems average \$10-\$12 per day for health care services. Jail administrators should be commended for responsibly managing a key cost center.

6.0 Capacity Management Options

Given the operational, risk, and cost issues identified earlier in this report related to the current use of the jail and the annex to house Thurston County's inmate population, MGT recommends relocating jail operations out of those facilities into the ARC. The issue addressed in this section of the report is how to manage the capacity available at the ARC in a manner that minimizes cost, assures security and operational integrity, and supervises offenders in housing most suited to their program needs and risk profiles.

One of the key issues in activating the ARC as the sole correctional facility for Thurston County is how best to subdivide its capacity to accommodate the need to manage different types of offenders with different levels of security requirements. As noted earlier, this is somewhat complicated by the fact that the majority of the capacity at the ARC is composed of dormitory space, not well suited for separation of different populations.

However, as designed and constructed, the ARC does provide a degree of compartmentalization and barrier control that, with active management, can allow the required separation of classification groups. The four direct supervision single-level 64 bed dormitories should be reserved for general population minimum and medium security inmates, consistent with jail system best practices. However, the pods of four indirect supervision, two level, celled 24-bed units offer good housing possibilities for small classification groupings of maximum security and special needs populations. Each of the 24 bed units consist of 16 cells, outfitted with four single cells and four double bunked cells on both levels. In units A and D, two of the single cells on the main level are designed for inmates with infectious diseases, with negative air pressure ventilation and an entry vestibule. A three cell isolation unit is also located in this pod. The size and configuration of the two-level 24 bed cell units as well as orientation of the officers station does not offer practical opportunities to physically sub-divide the day space or cells into smaller units. This existing configuration however does provide the opportunity to assign and manage small classification groupings of various sizes. Up to four small group classifications could be housed in a 24-bed celled unit. With two floor levels and the clustering of single cells and double bunked cells on different wall faces in each unit, up to seventeen small classification groups or sub groups could be housed in the maximum/medium security pods, including the three cell isolation unit.

For example, one 24 bed celled unit could house the following combinations of population groupings:

- A single classification group of 24 inmates;
- A classification group of 4 inmates in single cells, plus a classification group of 20 offenders (16 doubles +4 singles);

6.0 Capacity Management Options

- A classification group of 8 offenders in double cells plus a classification group of 16 (4 doubles + 8 singles);
- Two classification groups of 12 inmates (4 doubles + 4 singles);
- Two classification groups of 4 in single cells plus a classification group of 16 (8 doubles);
- Two classification groups of 8 offenders in double cells (4 doubles + 4 doubles) plus a classification group of 8 in single cells; and
- Two classification groups of 4 in single cells (4 single + 4 singles) and two classification groups of 8 in double cells (4 doubles+4 doubles).

Close management and controlled access and use of the day space may be necessary when more than one classification group is housed in a unit. However, as small groupings can be identified to match existing cell spaces, the assignment of compatible classifications and gender separations will increase efficient utilization. Configuration of the 64 bed dormitories, particularly hygiene spaces within them, does not provide practical opportunities to subdivide sleeping areas and day spaces into smaller dormitory units. Larger medium and minimum security classification groups can be further refined into sub groups to allow more compatible co-habitation of groups within the dormitory units as built.

In order to increase ARC capacity to the 370 bed level identified as minimally necessary in the short term to entirely replace the Jail for inmate housing, the facility must add at least 15 beds. Ideally this additional capacity should be targeted to the celled housing pods, due to their superior functionality in managing special populations. This can be achieved by increasing the level of double ceiling in these pods. Correspondingly, the direct supervision single-level 64-bed dormitories can be easily increased up to a maximum of 72 beds by double bunking an additional eight beds and adding two dayroom tables with seating. However, while these actions will provide the minimum number of beds required, more flexibility and long-term effective management of the population would be enhanced by adding additional capacity above this level. The following analysis examines four options to achieve higher capacity levels at the ARC and the operational, cost and management implications associated each one.

Option #1: Maximize Use of Secure Pod Double Ceiling.

Option #1 increases ARC capacity by 40 beds, from 355 to a total capacity of 395. The plan provides two secure units for female offenders and 63 beds for maximum security and special population males. Specific elements of the plan include:

- Convert all cells in A,B,C, and D pods into double occupancy cells with the exception of one handicapped cell located in each of the four pods and the two high risk/negative airflow cells located in each A and C pods. The bed-space expansion results in an additional 24 secure beds.

6.0 Capacity Management Options

- Convert four single beds in each of the four dormitories into bunk beds, resulting in an additional 16 dormitory beds, and a total capacity of 68 inmates in each dormitory.
- Females, with the exception of work release, would be housed in A and B pods. The projected ADP with a 15 percent peaking factor for females is 47.4 and the bed capacity would be 60.
- Males requiring secure beds would be housed in C, D, and E pods. The projected ADP for this population with a 15 percent peaking factor is 51.6 and the bed capacity would be 63. A total of 18 male inmates could still be single celled even at the 15 percent peaking level. Male reduced security inmates would be housed in the four dormitories providing a total of 272 beds. The projected ADP with a 15 percent peaking factor for male dormitory-eligible inmates is 271.
- The C-Pod targeted population is non-disciplinary males requiring secure housing, including possibly: protective custody (13), medical (3.5), mental health (2), and select administrative segregation (4.5) inmates. Double celling all but two cells provides space to house 30 male inmates. The projected ADP with a 15 percent peaking factor for this targeted population is approximately 23. This expansion would accommodate the targeted population and provide appropriate single occupancy opportunities for a limited number of inmates. Current practice based on observation and interviews is to have a small number (3-4) of medical, protective custody and high profile individuals housed in a single-cell environment.
- The D-Pod targeted population is potentially disruptive males requiring secure housing including maximum security (21.6), disciplinary (5.1), and select administrative segregation (2) inmates. These 28.7 male inmates would be housed in 16 cells. This would result in approximately (13) cells occupying two inmates and (3) cells occupying one inmate based on the projected ADP with a 15 percent peaking factor. At the normal, non-peak ADP level, this unit would normally have 9 single cells. This level of double celling is consistent with national trends for housing this population.
- The E-Pod contains three isolation cells and should be targeted for mental health/disruptive inmates requiring separation. All capacity here remains as single-occupancy cells, and would provide an additional opportunity to house required inmates in a single cell environment.
- Additional bunks and dayroom tables would have to be installed throughout the secure pods.
- Existing ACA standards referencing shower ratio (1 to 12) in secure housing, unencumbered space in multi-occupancy cells and dayrooms (35 sq. ft.) per inmate and the size of the dormitory (2-64) would possibly be considered non-compliant. However all of these standards are considered non-mandatory. Facilities seeking ACA accreditation status are required to meet 90 percent of the applicable 322 non-mandatory expected practices.

Exhibit 6-1 summarizes the capacity and population assignments proposed under Option 1.

**EXHIBIT 6-1
Option #1 ARC Capacity Expansion**

Secure Housing					ADP-15% Levels	
	Design Capacity	Bed Expansion	Total	Population	Population	Total
A-Pod (16 cells)	24	5	29	Secure Females	<i>Females</i>	
B-Pod (16 cells)	24	7	31	Reduced Females	<i>Secure Housing</i>	7
C and D Pods (32 cells)	48	12	60	Secure Males	<i>Reduced Security</i>	40.4
E-Pod (3 cells)	3	0	3	Male Observation	<i>Sub-total</i>	47.4
Transfer Unit	0	0	0	N/A		
Sub-total	99	24	123	N/A		
Dormitory						
D-1 (Males)	64	4	68	Reduced Security	<i>Males</i>	
D-2 (Males)	64	4	68	Reduced Security	<i>Secure Housing</i>	51.6
D-3 (Males)	64	4	68	Reduced Security	<i>Reduced Security</i>	271.3
D-4 (Males)	64	4	68	Reduced Security	<i>Sub-total</i>	322.3
Sub-total	256	16	272	N/A		
Total	355	40	395			370.3

Source: MGT of America, Inc.

There is no additional operational cost associated with this plan. The proposed staffing plan for the ARC described earlier in this report would still be appropriate for management of this housing configuration. The only costs incurred would be those associated with installation of additional bunk beds and day room tables where necessary. The estimated cost of 40 additional bunks and 8 additional tables is \$52,000.

Option #2: Convert Transfer Unit to Housing.

One potential concern with Option #1 is the reduction in single celling of maximum security and special populations. While this level of double celling is common in jails throughout the United States, single celling of these populations is desirable if resources are available. Option #2 preserves more single cells in the ARC secure pods by reducing the amount of double celling proposed in Option #1 and instead converting the transfer holding cells into housing. The increase in dormitory capacity proposed in Option #1 is continued in this plan. The plan results in a total capacity of 385 beds, ten beds less than Option #1, but still above the 370 capacity required by the ADP peaking factor. The option results in six additional male secure beds in the existing Transfer Unit. However, such a plan could impair the jail’s inmate transfer function. Key elements of this approach include:

- Conversion of two additional single cells in each secure housing pod into double occupancy cells. The total number of beds in each pod increases from 24 to 26.

6.0 Capacity Management Options

- As in Option #1, females with the exception of work release would be housed in A and B pods. The ADP peaking factor population level for females is 47.4 and the bed capacity would be 52.
- Convert four single beds into bunk beds in each dormitory, resulting in a 16 bed increase.
- Add six beds in four of the holding cells in the Transfer Unit. All holding cells are appropriate in size, contain security hardware including: solid steel doors, security locks, food ports, communication alert systems and a toilet and sink. Conversions should include in-cell camera surveillance, and high risk security hardware modifications. A shower is not available in the immediate transfer area and would require some building modifications.
- Two additional holding cells would continue to be reserved to temporarily hold inmates pending transfers; providing seating for as many as eight inmates. The converted holding rooms could also be used for temporary holding when not in use. Jail staff indicated that an average of between 10 and 12 inmates are normally required to be in the Transfer Unit three days per week (Monday, Wednesday, and Friday) for approximately two hours. Currently, the Transfer Unit function is managed in a fenced area in a garage at the jail.

Potential downsides to this approach include:

- **Additional staffing requirement.** Depending on the type of inmate(s) housed in the Transfer Area, close observation may be required. The advantage of using the Transfer Area is to expand the number of secure beds at the ARC. Given this type of use, the individuals requiring secure housing need to be observed by staff on a regular, ongoing basis. This observation should include direct supervision as well as continuous remote observation. Additional post responsibilities would include ensuring periodic wellness checks, meal delivery and escorts are provided when needed.
- **A shower is not available in the immediate transfer area.** Inmates assigned to the Transfer Area would have to be escorted to a modified bathroom currently located in the adjacent Intake/Booking area. There are currently four bathrooms and one shower located in the Intake/Booking area, one of which could be converted into an additional shower (law enforcement bathroom is closest to transit area). The existing shower in Intake also includes clothing distribution.
- **No indoor/outdoor recreation space** is available. However, if the unit is used only as short-term temporary housing, none is required.
- **Holding room modifications** would require the placement of beds in holding rooms and the recommended placement of an in-cell camera surveillance system.

Exhibit 6-2 summarizes the capacity and allocation of population proposed under this plan.

**EXHIBIT 6-2
Option #2 Transfer Unit**

Secure Housing				ADP-15% Levels		
	Design Capacity	Bed Expansion	Total	Population	Population	Total
A-Pod (16 cells)	24	2	26	Secure Females	<i>Females</i>	
B-Pod (16 cells)	24	2	26	Reduced Females	<i>Secure Housing</i>	7
C and D Pods (32 cells)	48	4	52	Secure Males	<i>Reduced Security</i>	40.4
E-Pod (3 cells)	3	0	3	Male Observation	<i>Sub-total</i>	47.4
Transfer Unit	0	6	6	N/A		
Sub-total	99	14	113	N/A		
Dormitory						
D-1 (Males)	64	4	68	Reduced Security	<i>Males</i>	
D-2 (Males)	64	4	68	Reduced Security	<i>Secure Housing</i>	51.6
	64	4	68	Reduced Security	<i>Reduced Security</i>	271.3
D-4 (Males)	64	4	68	Reduced Security	<i>Sub-total</i>	322.3
Sub-total	256	16	272	N/A		
Total	355	30	385			370.3

Source: MGT of America, Inc.

Costs associated with this approach primarily consist of one additional 24/7 post established in the Transfer Area. One additional post creates a staffing requirement for five officers. Additional physical plant modifications would include the installation of an additional shower in the Intake Area and the cost to install additional security cameras in the living units. The total projected cost of this approach is a one-time equipment and installation cost of approximately \$38,000 and an annual staffing cost of \$436,215.

Option #3: Add a dormitory facility to house minimum and medium security females.

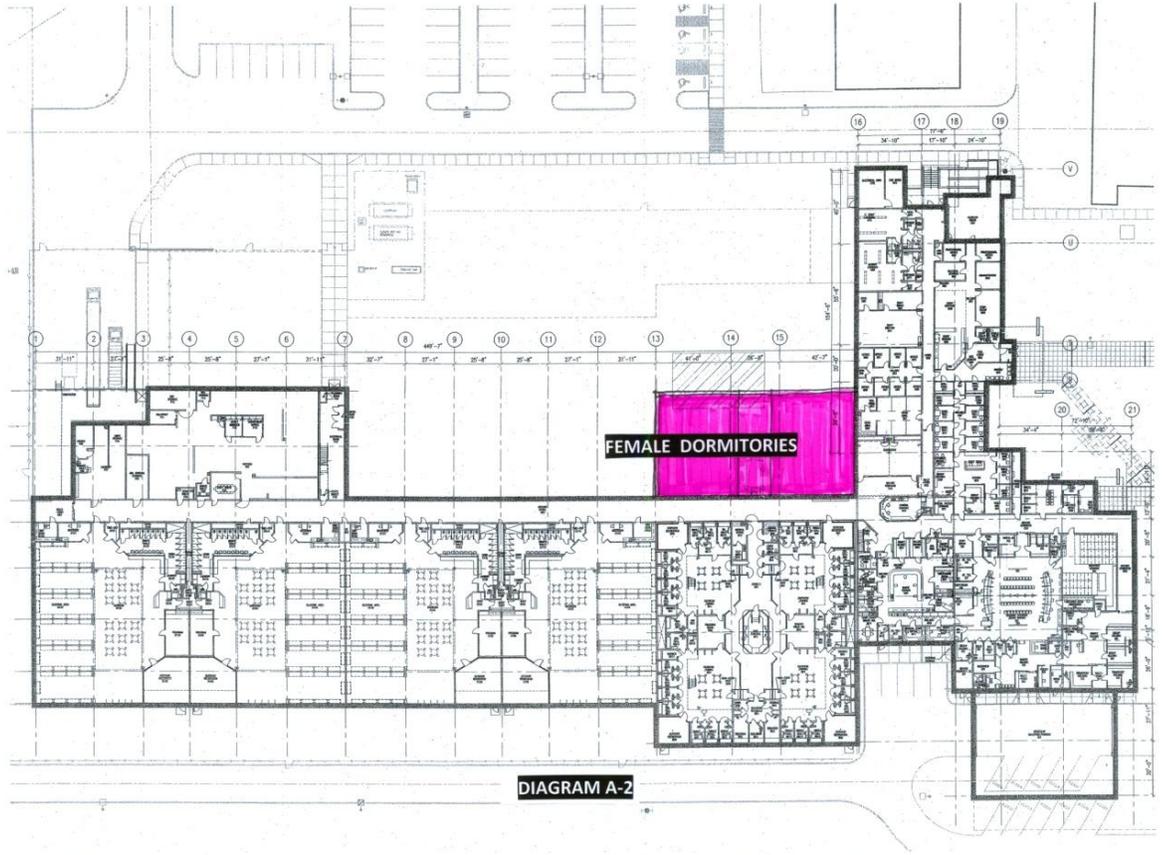
In this alternative, the amount of secure space for males is substantially increased by moving the medium and minimum female population out of the ARC altogether into a dormitory facility adjacent to the ARC. The facility would consist of one 24-bed unit for minimum security females and one 24-bed unit for medium-security females. This approach provides the overall greatest capacity level (453 beds) while also providing the most single cells. Moreover the significantly greater capacity would allow extensive single celling of inmates in cells with double-bunks, which could be used, if necessary. The approach also maximizes flexibility for management of the male population by increasing the number of housing units available. Additional capital and operational costs, however, would be significant. Primary elements of this approach include:

6.0 Capacity Management Options

- Apply all of the bed-space expansion recommendations identified in Option 1 and increase the dormitory bed-space expansion by adding a detention-grade dormitory building designed specifically to provide reduced security female housing. The building can be located on-site within the secure perimeter. The 48-bed building would provide dormitory housing, separation and program space for reduced security females.
- Move the female inmates initially designated for B-Pod in Options 1 and 2 into the new dormitory housing unit. This will allow the movement of up to 31 male inmates into B-Pod.
- The use of dormitory housing for lower security females, allows the high security, relatively expensive secure housing at the ARC to be efficiently used for an appropriate population. Use of secure housing for minimum security females is a poor use of a valuable resource.
- Maximum security and Special Handling female inmates would remain housed in A-Pod, which provides a capacity of 29 beds.
- Male inmates requiring secure housing (ADP at 15% peaking level: 51.6) would be housed in B, C, D, and E pods which consists of 94 beds.
- Provides the opportunity to provide further housing separation between male population types including: protective custody, disciplinary segregation, medical/mental health and administration segregation. In addition the option of being able to house all male “classification status” inmates (ADP at 15% peaking level: 20.7) in secure housing would become available as well as expanded single cell opportunities.
- Reduced security males would be housed in the four dormitories. The revised ADP at 15 percent peaking level with the movement of classification inmates to secure cells would be reduced to 250.6. A total of 272 male dormitory beds would be available.
- Based on the design of the dormitory unit and type of inmate being housed in the unit, 24-hour on-site direct supervision would probably require no more than one 7-day post, with a staffing requirement of five officers. Supervisory staff would come from the ARC, as would staff back-up and relief.

The pod could be located on the central spine circulation corridor across from the medical and intake units. That location would offer short circulation distance from the dedicated 24-bed maximum / medium female unit to the new dormitories.

6.0 Capacity Management Options



Source: MGT of America, Inc.

Exhibit 6-3 summarizes the capacity and housing assignments associated with this plan. The cost of one additional 24/7 post is estimated at an annual cost of \$436,215.

**EXHIBIT 6-3
Option #3 Female Dormitory Unit**

Secure Housing				ADP-15% Levels		
	Design Capacity	Bed Expansion	Total	Population	Population	Total
A-Pod (16 cells)	24	5	29	Secure Females	<i>Females</i>	
B-Pod (16 cells)	24	7	31	Secure Males	<i>Secure Housing</i>	7
C and D Pods (32 cells)	48	12	60	Secure Males	<i>Reduced Security</i>	40.4
E-Pod (3 cells)	3	0	3	Male Observation	<i>Sub-total</i>	47.4
Transfer Unit	0	0	0	N/A		
Sub-total	99	24	123			
Dormitory						
D-1 (Males)	64	4	68		<i>Males</i>	
D-2 (Males)	64	4	68		<i>Secure Housing</i>	51.6
D-3 (Males)	64	4	68		<i>Reduced Security</i>	271.3
D-4 (Males)	64	4	68		<i>Sub-total</i>	322.3
Sub-total	256	16	272			
New Temporary Unit						
T-1 (Females)	0	48	48	Reduced Security		
Sub-total	0	48	48			
Total	355	98	453			370.3

Source: MGT of America, Inc.

A rough estimate for the development of a 48 bed minimum/medium security dormitory is \$1.7 million in capital costs.

Option #4: Retain housing for female offenders at the current jail.

In this alternative, the amount of secure capacity for males is substantially increased by moving the entire female population out of the ARC altogether into housing available at the current jail. This plan provides the maximum available male capacity and management flexibility at the ARC. Because the total male ADP at the 15 percent peaking level is 322.3, inmate housing at the ARC could remain at the current design capacity of 355 beds, with 50 percent double celling of the secure pods and no double-bunks in the dormitory units. The approach would however require a substantial investment in additional staff to operate a female unit at the jail. Primary elements of this approach include:

- Housing the entire female population, with a peak ADP of 58.5, including work release, in the current jail.
- Additional staff would be required for multiple seven-day transports to provide service delivery (i.e., medical, laundry, food services).
- Female inmates housed at the jail would require staff escort and direct supervision for visits, as opposed to the less staff-intensive video visitation available at the ARC.

6.0 Capacity Management Options

- The jail needs a significant amount of on-going maintenance-related work. Continuation of housing at the jail without a financial commitment to address existing conditions may lead to added concerns.
- Assign female work release inmates to A-Dorm which provides 12-beds in a dormitory setting and is closest to the entry/exit door, consistent with the current practice.
- Assign maximum security and special housing inmates to C-Unit where there are eight cells.
- Assign general population minimum security female workers to B-Unit, which is currently used to house male pre-classification inmates.
- Assign the rest of the female population to cells in D-unit where there are 30 beds.

Establishing the operation of a unit at the jail for female offenders while managing the male population at the ARC would entail a significant investment of staffing at the jail on top of the staffing required to operate the ARC. We project that a separate female unit at the jail would require twelve staff in the following configuration:

- Two 7-day officer posts (10 officers).
- One 5-day post to address visitation, video court, medical, transport, commissary, food service delivery, disciplinary hearings, relief, and work release program support. (1 officer).
- One 5-day supervisor post to ensure continuity of services, policy enforcement, and program and staff supervision.

Exhibit 6-4 summarizes the capacity and housing assignments associated with this option.

**EXHIBIT 6-4
Option #4 Females at Main Jail**

Secure Housing					ADP-15% Levels	
	Design Capacity	Bed Expansion	Total	Population	Population	Total
A-Pod (16 cells)	24		24	Secure Males	<i>Females</i>	
B-Pod (16 cells)	24		24	Secure Males	<i>Secure Housing</i>	7
C and D Pods (32 cells)	48		48	Secure Males	<i>Reduced Security</i>	40.4
E-Pod (3 cells)	3		3	Male Observation	<i>Sub-total</i>	47.4
Transfer Unit	0		0	N/A		
Sub-total	99		99			
Dormitory						
D-1 (Males)	64		64		<i>Males</i>	
D-2 (Males)	64		64		<i>Secure Housing</i>	51.6
D-3 (Males)	64		64		<i>Reduced Security</i>	271.3
D-4 (Males)	64		64		<i>Sub-total</i>	322.3
Sub-total	256		256			
Existing Jail						
A-Dorm	12		12	W. R. Females		
B-Dorm	12		12	Reduced females		
C-Unit	16		16	Special pop females		
D-Unit	30		30	Reduced females		
Sub-total	70		70			
Total	425		425			370.3

Source: MGT of America, Inc.

While this plan requires no upfront capital investment, the operational cost is substantial. The twelve officers required for the two 7-day housing posts and two 5-day posts would cost approximately \$1,046,916 annually.

From a cost perspective, Option #1 is by far the most cost-effective solution, as it adds no additional staff with minimal capital cost. From an operational standpoint, it is somewhat more challenging to manage, as it provides the fewest single cells and opportunities for separation of the male population. However, the level of double celling and unit separation associated with this alternative are well within normal detention facility operating standards. All of the other alternatives offer some operational advantages in terms of freeing more cells for separation of male special populations, but as can be seen in **Exhibit 6-5**; these incremental increases in capacity or housing flexibility from Option #1 all come at a very significant price. MGT’s analysis indicates the ARC can operate effectively within the parameters established in Option #1, and that this is by far the most cost-effective solution available.

**EXHIBIT 6-5
Comparison of ARC Housing Options**

	Additional Capacity	Secure Beds	Single Cells	Operating Cost	Capital Cost	Total 1 st Year Cost
Option #1: Increase double celling	40	123	11	\$ -	\$ 52,000	\$ 52,000
Option #2: Transfer unit	30	113	29	\$ 436,215	\$ 38,000	\$ 474,215
Option #3: Female dorm	98	123	11	\$ 436,215	\$ 1,700,000	\$ 2,136,215
Option #4: Females at jail	70	115	35	\$ 1,046,916	\$ -	\$ 1,046,916

Source: MGT of America, Inc.

RECOMMENDATION 6-1:

Increase the level of double celling in the ARC secure pods and add four beds to each dormitory in order to provide sufficient capacity for the ARC to house peak county jail population levels. If capital funds are available, the construction of an additional female dormitory for minimum and medium security offenders should be considered.

Work Release Program Housing

The primary component of the Options Program at the Thurston County Jail is the Work Release program. The population of this program averaged approximately 62 participants in 2011, with a monthly ADP ranging from a low of 44 in January to a high of 73 in April. This analysis examines the facilities required to house participants in the program and alternatives that may be available to provide required capacity for the program. An assessment of the program and how it fits into the county’s overall plan to provide alternatives to jail is included later in this report.

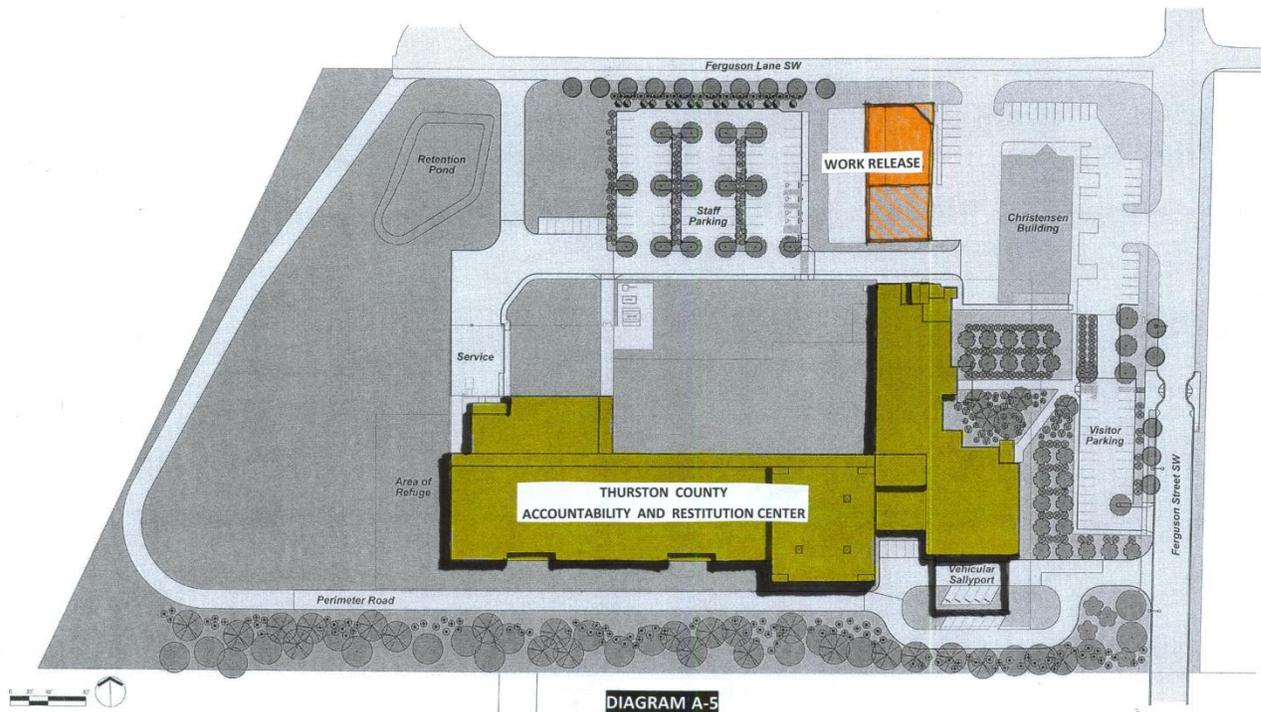
As described earlier in this section, the current annex facility which houses the work release program provides extremely poor living conditions, program space, and security for the program. With the recommended move of the jail population to the ARC, two primary alternatives are available for the management of the program: 1) relocation of the program into vacated sections of the jail; and 2) modification of a building adjacent to the ARC. This analysis examines these two options.

Move Work Release to the Jail. The current work release population could easily be accommodated in the jail. Female work release inmates could be housed in Dorm A where they are currently housed. The capacity there is 12 and ADP for female work release inmates is 9. Male offenders could be housed in some combination of B, C, and D pods. All housing is on the first floor. B-Pod provides dormitory housing for 12 to 14 inmates. C-Pod consists of cells and provides housing for approximately 14 inmates and is in close proximity to intake and directly across from B-Pod. D-Pod is cells and can handle up to 30 inmates. This would cover the male work release population and house them all within the same vicinity. One staff person could provide supervision, conduct wellness checks, provide back-up, and assist with court holding cells. =

6.0 Capacity Management Options

The staffing level required by this option is essentially the same complement as currently required by the program, consisting of a 24/7 supervisor and a 24/7 deputy, one 24 hour non-relief Deputy post, and two five day posts. These five posts require 14 staff, for an operating cost of \$1,221,402.

Convert a Building Near the ARC to House Work Release. Work release inmates could be re-located to the existing “Al’s Welding” building located north of the ARC. It offers approximately 6,500 square feet of enclosed space and an additional covered semi-enclosed area of approximately 5,500 square feet. Our review suggests the building is sufficient in size to house both male and female work release inmates separately. Moreover, the facility could be easily outfitted with edge security and an appropriate number of beds and hygiene fixtures to provide basic housing. In order to outfit the Al’s Welding building for basic work release housing, the projected capital conversion cost is \$270,000. The resulting facility would be a substantial improvement over current program conditions at the annex.



Source: MGT of America, Inc.

6.0 Capacity Management Options

For long-term use of the Al's Welding building as a work release facility, the facility could be more comprehensively retrofitted and altered with additional enclosed space to provide required recreation, office, support, and program spaces to house separate male and female work release inmates. This more comprehensive, permanent solution for Work Release/Options Program administration is estimated at \$1,239,940. Staffing requirements for the facility would include 9.47 additional officers assigned to one 24/7 deputy post and two staggered shift five day posts; two sergeant posts for supervision; and two five day deputies responsible for managing the EHM and Day Reporting programs. The operational cost of this alternative is the same as for the option of housing the program at the jail..

In comparing these alternatives, conversion of the available building at the ARC has a higher first year cost (substantially higher if the county opts for a comprehensive retrofit of the structure), but a much lower annual operating cost. Moreover, while the jail would provide more than adequate housing for the program, location of the program at a location remote from the ARC would create additional operational demands on ARC staff for food delivery, provision of medical services, and other support functions. The effectiveness of management oversight also is an issue with remote facilities.

Thurston County finance officials indicate that there is approximately \$1.3 million in ARC construction funding still available. Given the small amount of funds required to support the recommended increase in ARC capacity through double ceiling recommended earlier in this report, there will be substantial funding available that could support a fairly comprehensive retrofit of the Al's Welding building. Given the lower out-year operating cost associated with this option and the opportunity it provides for more effective service integration between the ARC and the Work Release program. Conversion of the Al's Welding building for work release housing is the better solution.

RECOMMENDATION 6-2:

Convert the existing Al's Welding building into a facility to house the Work Release and Options programs.

7.0 Projected System Costs

This analysis presents the projected cost of the operation of the current jail population at the ARC, given the recommended capacity management plan and recommended relocation of the Work Release program. The analysis starts with base expenditures for current jail operations and makes adjustments, reflecting the policy recommendations contained in this report.

Staff costs for the 100 authorized personnel operating the jail make up \$10,279,884 of the current budget, or 71 percent of total expenditures. This budget includes an assumed level of \$436,000 in overtime, created by staffing shortfalls and the inefficient 9/80 shift schedule. Our analysis of ARC staffing requirements indicates that with a change to the Modified 12 hour shift schedule, operating the facility consistent with professional standards requires 109.55 staff. Privatization of food service would reduce this staffing requirement by 5 positions. Adding the staff associated with a new Work Release facility increases the required staffing complement to 115 staff. Using the beginning salary and benefits costs supplied by the county, the projected annual cost of these additional staff over the current authorized staffing level is \$1,199,591. Because this level of staffing and scheduling system will dramatically reduce overtime requirements, we project a reduction in overtime spending of \$350,000, down to a budgeted level of \$86,000. With these overtime savings, the net additional staff cost of operating ARC is approximately \$849,590 over the current budget, or \$11,129,474. (Note: this does not include or account for any scheduled pay increases or wage adjustments that may be mandated or negotiated.) Exhibit 7-1 summarizes total recommended staffing levels for the operation of the Jail and the work release program at the ARC. If the Work Release program is phased out or eliminated, as suggested elsewhere in this report, annualized savings of \$1.2 million are available from this projected spending requirement.

EXHIBIT 7-1 Proposed ARC & Work Release Post Analysis & Staffing Requirement

Thurston County ARC: Recommended Staffing Requirements							
	M-F	D	S	N	Days	FTEs	Comments
Administration							
Chief	1.00	-	-	-	5.00	1.00	Corrections Bureau Chief Deputy
Administrative Captain	1.00	-	-	-	5.00	1.00	Policy, Compliance, Deputy Administrator
Operations Captain	1.00	-	-	-	5.00	1.00	Security Supervisor
Program Lieutenant	1.00	-	-	-	5.00	1.00	Program Management Coordinator
Administrative Lt.	1.00	-	-	-	5.00	1.00	Scheduling/Court Supervision/Transport
Shift Commander Lt.		1.00	1.00		7.00	4.00	On-site shift supervisor

EXHIBIT 7-1(continued)
Proposed ARC & Work Release Post Analysis & Staffing Requirement

Thurston County ARC: Recommended Staffing Requirements							
	M-F	D	S	N	Days	FTEs	Comments
Administration							
Legal Assistant Supervisor	1.00	-	-	-	5.00	1.00	Legal Support and Liaison
Staff Assistant	2.00	-	-	-	5.00	2.00	Clerical Support
Corrections Technician	1.00	-	-	-	5.00	1.15	Front Entrance/Identification
sub-total	9.00	-	-	-		13.15	
Inmate Services							
Sergeant	1.00	-	-	-	5.00	1.00	Inmate classification and housing coordinator
Corrections Deputy	2.00	-	-	-	5.00	2.00	Inmate classification and reclassification
CDP Deputy	1.00	-	-	-	5.00	1.00	Chemical Dependency Programming
sub-total	4.00	-	-	-		4.00	
Central Control							
Corrections Technicians	-	2.00	2.00	1.00	7.00	8.05	Central Control operators
Central Booking							
Supervisor	-	1.00	-	1.00	7.00	4.92	Shift supervisor and Intake Coordinator
Corrections Deputy	-	2.00	-	2.00	7.00	9.96	Intake and Release personnel
sub-total	-	3.00	-	3.00		14.88	
Escort/Relief							
Corrections Deputy	-	1.00	-	1.00	7.00	4.98	Inmate escort and staff relief
Back Hall Rover	-	1.00	-	-	7.00	2.49	Coordinate inmate movement/activities in hallway
sub-total	-	2.00	-	1.00		7.47	
Court/Professional Visitation							
Court Deputies	2.00	-	-	-	5.00	2.00	Video/Court Transport/Professional Visits
Court Deputy FJC	0.50	-	-	-	5.00	0.50	Family and Juvenile court supervision
Corrections Technician	1.00	-	-	-	5.00	1.15	Video Visitation Coordinator
sub-total	3.50	-	-	-		3.65	
Housing							
Sergeant	-	1.00	1.00	-	7.00	4.92	Housing supervisor
Dormitory Deputy		4.00	4.00		7.00	19.90	Direct Supervision housing deputy
Secure Housing Deputy	-	2.00	2.00	-	7.00	9.96	Secure housing deputy
Corrections Technician	-	1.00	1.00	-	7.00	3.22	Secure housing Control Center operator
sub-total	-	8.00	8.00	-		38.00	
Transport							
Corrections Deputy	-	1.00	1.00	-	5.00	2.40	Security transport personnel

EXHIBIT 7-1(continued)
Proposed ARC & Work Release Post Analysis & Staffing Requirement

Thurston County ARC: Recommended Staffing Requirements							
	M-F	D	S	N	Days	FTEs	Comments
Medical							
Corrections Deputy	1.00	-	-	-	5.00	1.20	On-site security
Corrections Deputy Escort/Transport	1.00	-	-	-	5.00	1.20	Inmate escort and transport
sub-total	2.00	-	-	-		2.40	
Options Program –Work Release, EHM & Day Reporting							
							Main Facility
Sergeant	-	1.00	-	-	7.00	2.00	Operations supervision
Deputy		1.00	2.00		7.00	7.47	Housing unit deputy
Deputy	1.00	1.00			5.00	2.00	Staggered Shifts. Program Support
Deputy 10/80	1.00	1.00-	-	-	5.00	2.00	Staggered Shifts. EM/UA Testing.
sub-total	2.00	4.00	2.00			13.47	
Court							
Sergeant	1.00	-	-	-	5.00	1.00	On-site court supervision and liaison
Deputy	6.00	-	-	-	5.00	6.00	Court transport/Escort/Supervision
Corrections Technician	1.00				5.00	1.15	Entry Control to Holding Unit
sub-total	8.00	-	-	-		8.15	
Overall Total Staff Required	29.50	17.00	16.00	1.00		115.62	Authorized 100

Source: MGT of America, Inc.

As indicated earlier in this report, we concur with the projected utility, maintenance and building reserve costs for the ARC projected by Central Services. These estimates are summarized in **Exhibit 7-2**.

EXHIBIT 7-2
ARC Utility Estimates

	2012 Estimated Charges
M&O Charges	\$ 529,281
Utilities	\$ 1,011,076
Property Reserve	\$ 160,000
Total	\$ 1,700,357

Source: Thurston County Central Services Department

Approximately \$450,000 is already built into the county budget to cover basic utilities and maintenance at the ARC. Applying this budgeted amount to the projected expenditures results in a spending requirement of \$1,250,357. Utility savings at the vacated current Jail add \$440,146 in savings.

7.0 Projected Systems Costs

With an essentially level jail population, there is no reason that medical or food service costs should increase with the move to the ARC. These services account for nearly \$2.2 million in spending in the current budget. However, our analysis indicates that a well-managed food contract would provide the jail with significantly improved service at substantial savings. Making the very conservative assumption that food service can be contracted out at a 25 percent savings from current costs; the county will save roughly \$266,000 by privatizing food service delivery in the jail. In all likelihood, the savings will exceed this level.

The remaining significant savings to be achieved through recommendations contained in this report is the elimination of the need to contract for the boarding out of inmates to other counties. This enables a reduction of \$191,284 in the budget.

Assuming other ancillary elements of the jail budget remain constant upon the move to the ARC, we project that the total additional operating cost to the county for moving the current jail population to the ARC will be \$1.6 million, assuming the continued operation of the Work Release program.

EXHIBIT 7-3 Projected ARC Operating Budget Requirements

	ARC Operating Budget Requirements	Authorized Staffing
Current 2011 Budget	\$ 14,447,330	100
Additional required staff	\$ 1,599,454	120
Overtime savings	\$ (350,000)	
ARC Utilities & maintenance	\$ 1,250,357	
Food contract savings	\$ (266,129)	115
Housing contract savings	\$ (191,284)	
Utility savings	\$ (440,146)	
Projected ARC Budget Requirement	\$ 16,049,583	115

Source: MGT of America, Inc.

8.0 Dormitory Conversion to Indirect Supervision

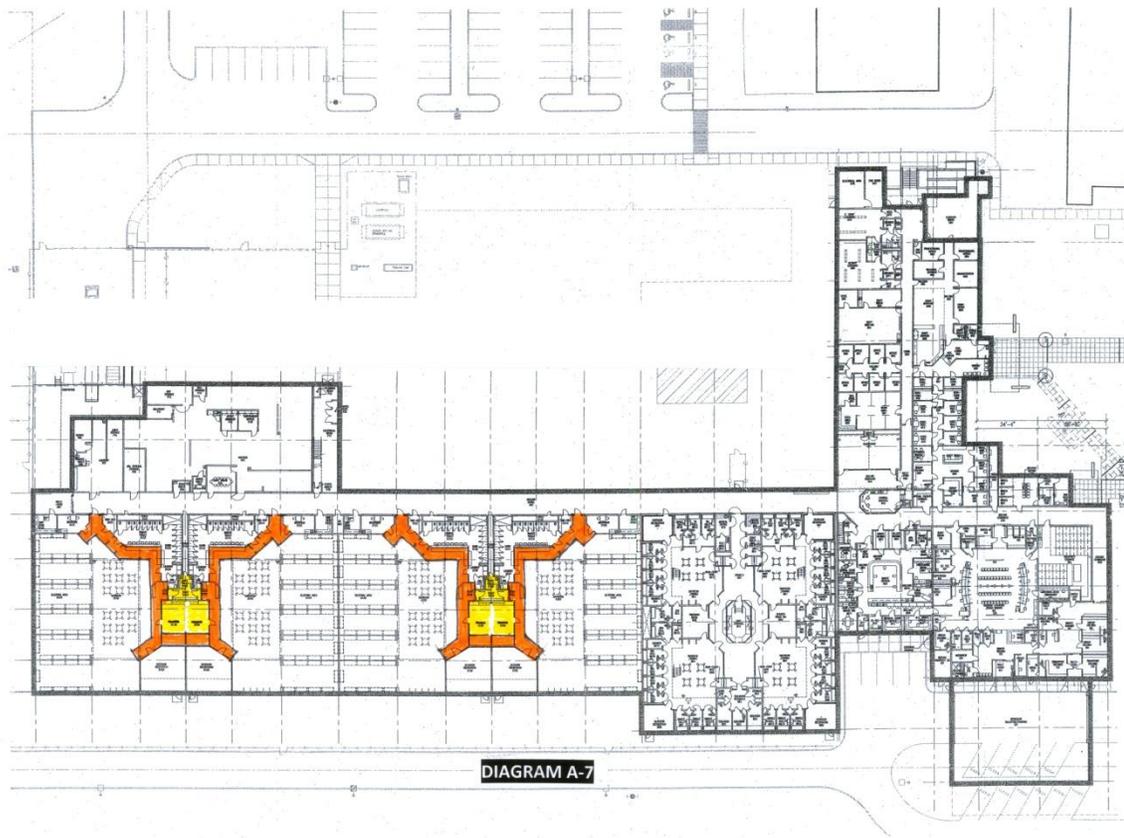
As noted earlier in this report, the majority of the capacity at the ARC is designed into four large direct supervision dormitories. The dorms require a total of four 24/7 officer posts to supervise the inmate population housed in each unit along with an 8-hour rover post on day and evening shifts. Assuming the shift schedule recommended in this report, these dorms will require a total of 23 officers for their operation. The county has asked that this report examine the potential for lowering operational costs by converting these units to an indirect supervision model. The following analysis examines several approaches to this issue

Indirect supervision of large dormitories are most successful when officer's stations are positioned to provide a commanding view of the dayroom/sleeping spaces and further reinforced by perimeter roving observation by staff. The basic options involve establishing an observation space for the officer that can be enclosed from inmate population. The observation space should have visual contact with the entire dormitory unit while still allowing movement out of the unit. The basic options for converting the existing dormitories to indirect supervision staffing include:

Enclose current officer' station. For security observation, the back to back officer's stations as now situated for adjacent units could be enclosed and the present enclosed staff area separating them opened. This would provide a small station with very poor security sight lines into the hygiene, interview, and recreation areas. As a floor level station the quality of observation sight lines and sight capture areas would cause questionable security and safety in the units. This option is not recommended.

Construct elevated officer station. A larger elevated officers station could be constructed in the space now scheduled to be program rooms. That reconfiguration would allow observation from the officer's station into the dayrooms, sleeping areas, and outdoor recreation areas for two adjoining dormitories. Sight lines into the hygiene areas and interview rooms, however, would still be problematic. Companion to the larger elevated officer's station, a code compliant controlled access way could be developed from the central spine corridor to an enclosed officer's station. This would require new physical barrier walls with security type windows that would separate inmate day space and sleeping areas from hygiene and program spaces. The access way would also require controlled safety vestibules with interlocking doors to allow inmates access from the dormitory dayroom/sleeping area into the hygiene areas. It would offer roving observation

EXHIBIT 8-2
Elevated Supervision Enclosure-Facility View



Source: MGT of America, Inc.

Exterior Enclosure. A second scenario introduces an inspection corridor along the exterior wall of the dormitory units. The inspection corridor could connect to raised officers stations access corridors by reducing the outdoor recreation areas in adjoining units. An inspection view into the dormitory day space could be created by relocating video visit stations. The inspection view into the sleeping areas would require removal of the line of four double bunk beds to allow windows. The orientation of the bunk aisles creates vision barriers which reduces security sight lines from a new edge inspection corridor. Access to a new edge inspection corridor could be gained by another edge corridor at the west edge of the ARC. Management and control of interview rooms and outdoor recreation spaces would be an issue. **Exhibits 8-3** and **8-4** show the layout of this solution. The estimated construction cost for this alternative is \$800,600. The staffing requirement, with relief is 18 officers.

EXHIBIT 8-3
Exterior Enclosure-Dorm View

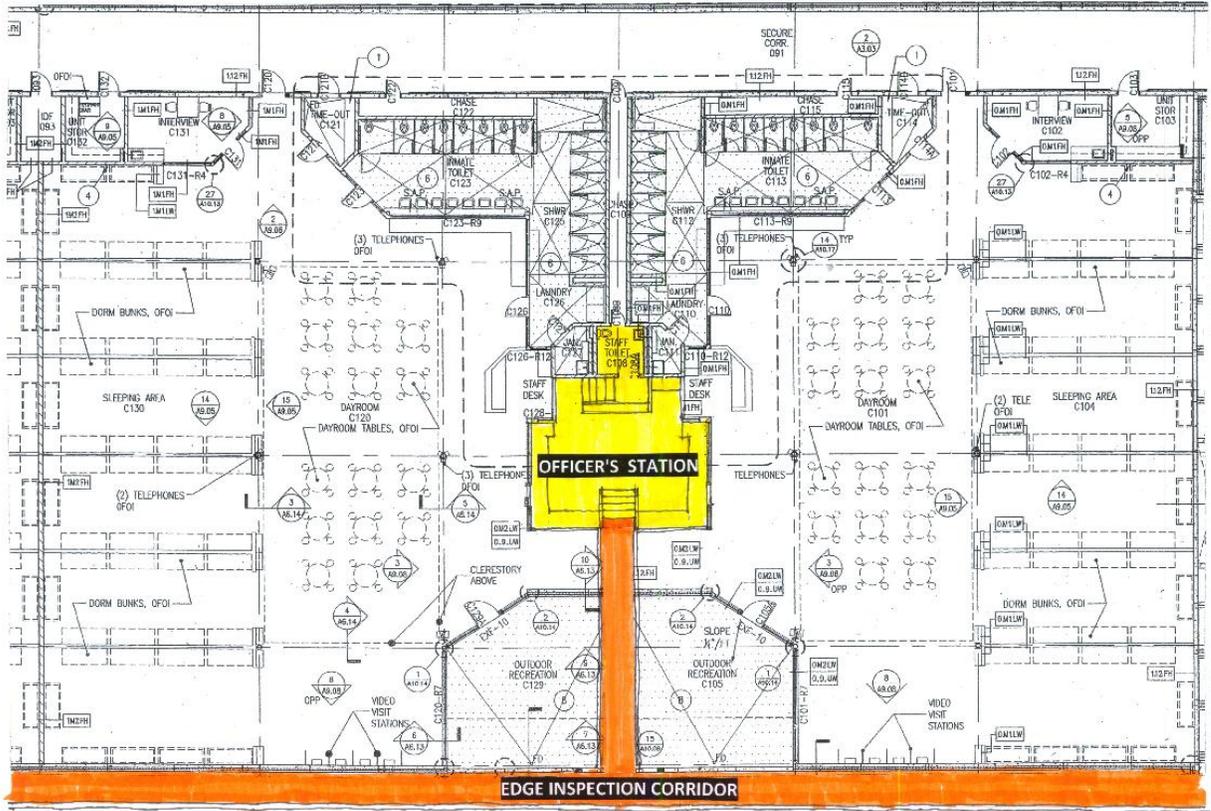
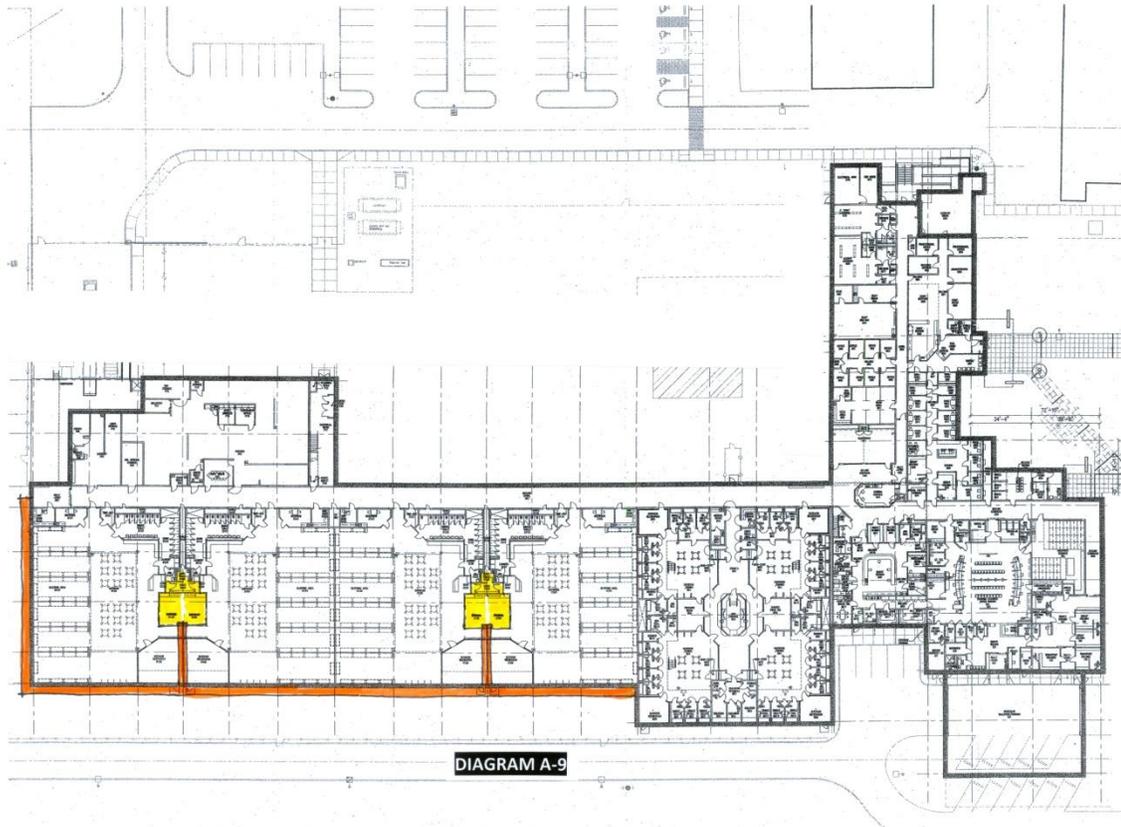


DIAGRAM A-8

Source: MGT of America, Inc.

EXHIBIT 8-4
Exterior Enclosure-Facility View



Source: MGT of America, Inc.

Corridor Enclosure. A third scenario is the construction of second level secure access ways from the central spine corridor. This would require secure stairways up to second level access ways above shower areas and stairways down to the officer's station. Reorganization of kitchen spaces would be necessary to allow a stairway up to the second level access way for the westerly set of dormitories. This approach would require construction to re-shape dormitory roofs. **Exhibits 8-5** and **8-6** show the layout of this solution. The estimated construction cost for this alternative is \$984,000. The staffing requirement, with relief is 18 officers.

EXHIBIT 8-5
Corridor Enclosure-Dorm View

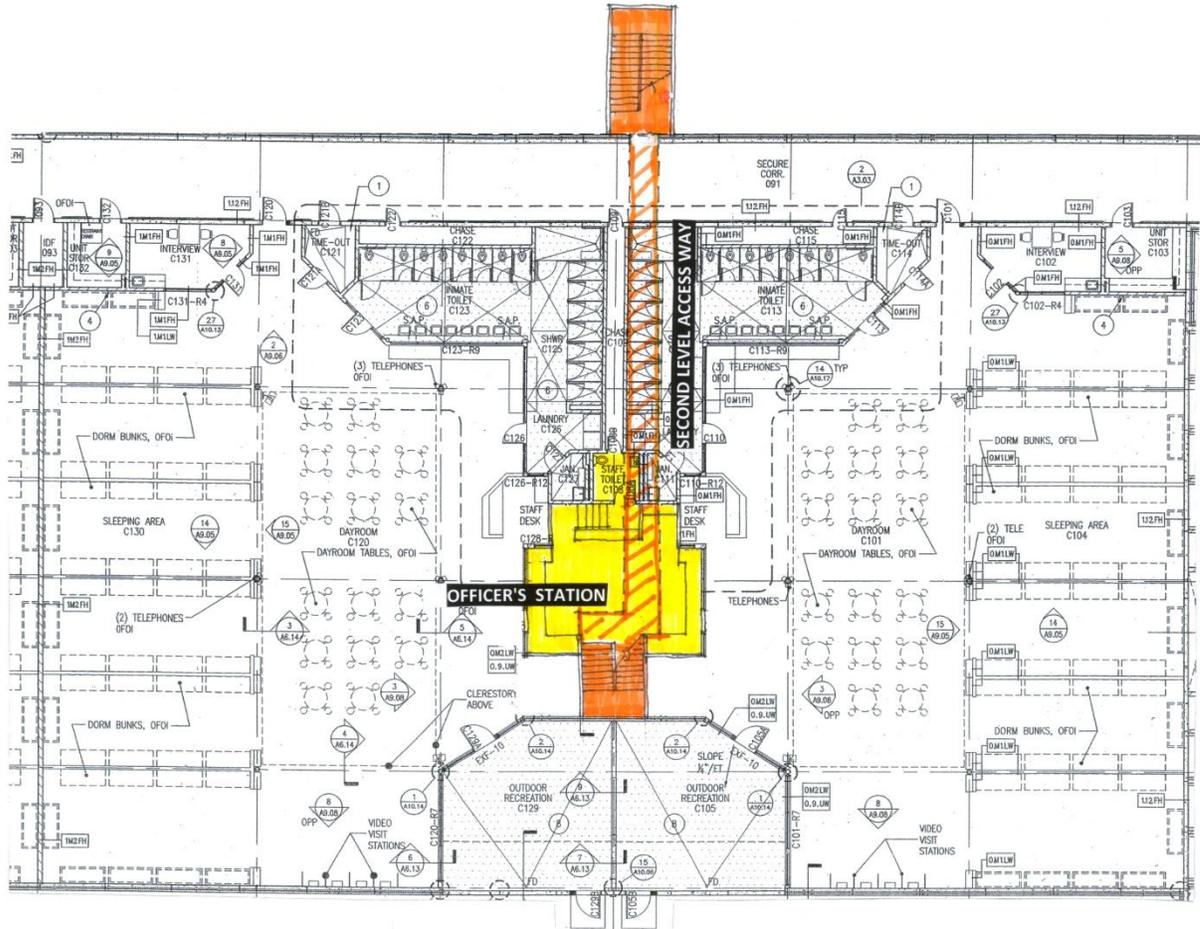
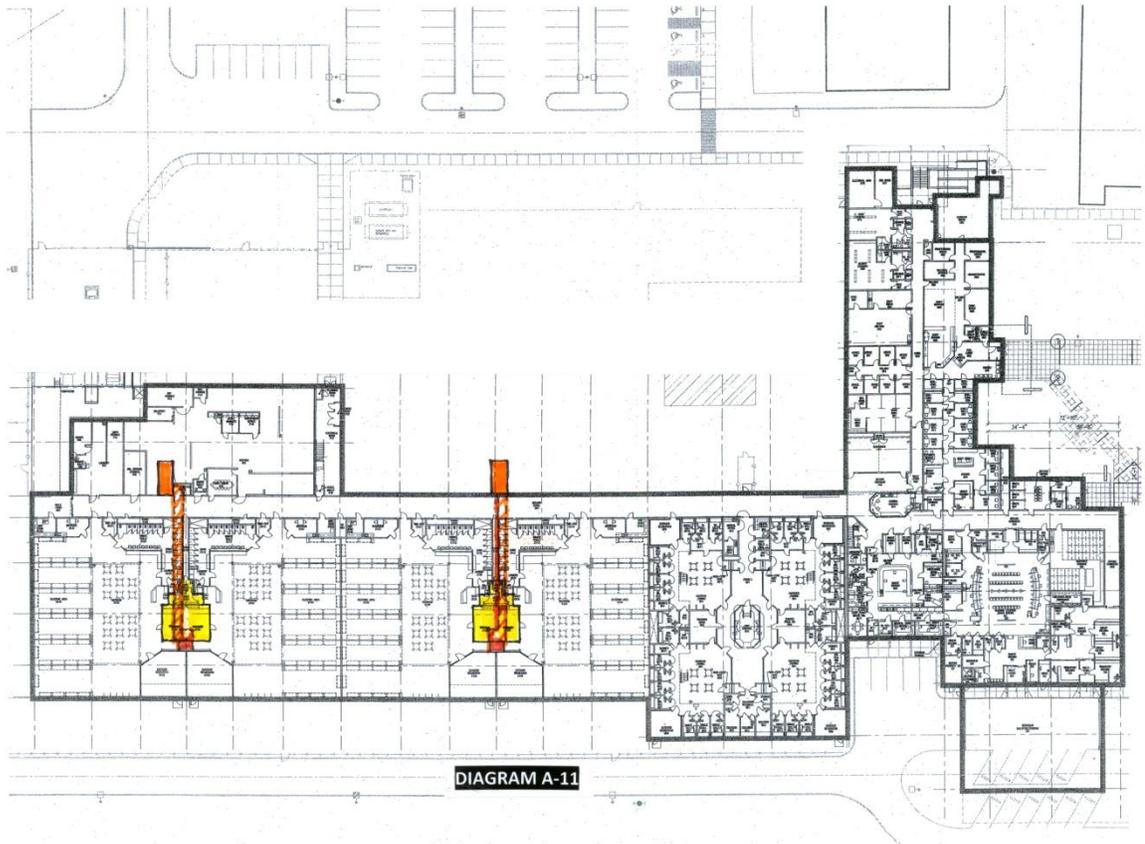


DIAGRAM A-10

Source: MGT of America, Inc.

**EXHIBIT 8-6
Corridor Enclosure- Facility View**



Source: MGT of America, Inc.

All of these approaches employ relatively expensive construction modifications to dorms that were designed for direct supervision. The staff savings in each of the alternatives presented above totals five officers, which corresponds to annual savings of approximately \$436,215. At this rate, the cost of the construction of each of the above alternatives would be covered through two years of operational savings.

The benefits of direct supervision are well documented in terms of inmate adjustment and behavior. The direct supervision model encourages the officer to interact with the inmate population and be proactive rather than reactive. Similar facilities using direct supervision have reported lower rates of assaults, extortions, and lawsuits. Direct supervision encourages direct interaction between staff and inmates resulting in increased staff and inmate safety. The officer is put in a position of control rather than in a position to always respond or react. As a result of direct supervision the facility living environment is cleaner, the noise level is lower, vandalism is drastically reduced, staff is more responsive and stress on staff and inmates is reduced resulting in fewer behavioral problems. This creates less need for repair and replacement of clothing, mattresses, linen, telephones, video visitation equipment or

8.0 Dormitory Conversion to Indirect Supervision

showers and toilets. Moreover, the limited number of secure cells available at the ARC makes it imperative that the dorms are managed in such a way as to promote and encourage positive behavior. To the extent that indirect supervision may result in more incidents, it will be more difficult to keep the dorms fully occupied, placing increased pressure on demand for secure cells. The potential cost savings notwithstanding, direct supervision is a superior management approach for these housing units and will result in more effective operation of the ARC.

RECOMMENDATION 8-1:

Retain the direct supervision model for dormitory housing unit supervision.

9.0 Local Community Use of the ARC

Prior to 2000, a number of local communities contracted with Thurston County for the housing of their misdemeanor offenders at the jail. Subsequent overcrowding at the jail led to the discontinuation of this relationship and the failure of the initiative to build a regional justice center that would be governed jointly by the county and the local communities effectively ended discussions of a cooperative approach to detention needs between Thurston County and nearby communities. With the completion of the ARC, Thurston County will have detention space available for use if mutually agreeable terms can be worked out among the parties.

We interviewed local government officials in all the primary municipalities in Thurston County to determine the level of interest in potentially leasing jail beds from the county to address their detention needs. These communities included Olympia, Tumwater, Lacey, Yelm, and Tenino. All community leaders expressed strong misgivings over leasing beds from Thurston County based on their past history on this issue. In all cases, the municipalities have established relationships with other jails that are currently meeting their needs in an economical, satisfactory manner. The Nisqually Jail, which will soon be expanded, is the preferred provider of detention services for most of these communities, providing beds on a guaranteed basis for approximately \$50 per day per inmate.

That said, two municipalities did indicate potential interest in leasing beds from the county. The cities of Tumwater and Olympia expressed very tentative openness to the concept of leasing beds from Thurston County provided the following conditions were met:

- Bed space would have to be made available on a guaranteed basis;
- Rates would have to be competitive with current contractual relationships (both municipalities are paying \$50 per day per inmate); and
- Local governments would be given a defined role in governance over jail management.

Tumwater indicates a need to reserve 4 to 6 jail beds on a daily basis. Olympia's need is more flexible due to the fact that they operate their own detention facility, but ultimately the city could require up to 70 beds on a daily basis.

In the event that the county wishes to lease beds to local municipalities, the jail will be required to operate two facilities. Assuming the county moves the Jail population to the ARC as recommended, that facility will probably not have sufficient available capacity to designate surplus beds for local use. Due to service delivery needs and security issues, the jail population should be managed in one location if at all possible. Accordingly, any potential lease of detention beds would be at the jail once it is vacated.

Such a scenario would require a reduced staffing complement at the main jail. This operation would require a minimum of two housing unit officer posts, an intake officer, and a supervisor, for a total of four posts on each shift. With relief, this would necessitate 20 staff at an estimated cost of \$1,744,900. With these fixed staff costs and the variable costs associated with food and other costs, we project that a leased ADP of 112 inmates would be required for the county to break even and operate the main jail as a satellite unit, without incurring a financial loss. This analysis assumes a per diem charge of \$50 per day per leased bed, which reflects current market rate.

This population level is probably not attainable in the current environment with a number of localities aggressively marketing available jail beds. Leasing beds solely to Tumwater and Olympia could result in a leased ADP of as much as 70 offenders. However under this scenario, with the staffing costs described above, Thurston County would have to charge a per diem rate of \$75 to break even.

Neither of these scenarios appears feasible, particularly given the current level of competition for leased jail beds in the area, which will increase with the expansion of the Nisqually Jail.

RECOMMENDATION 9-1:

Thurston County should not attempt to lease beds at the jail to other units of government. The amount of demand for beds and the fixed costs associated with operating a dedicated unit for local governments do not create an economically viable scenario at this time.

10.0 Video Court

The ARC is equipped with a court video system that will allow inmates confined to the facility ready access to both the District and Superior Courts. The system is advanced and meets all operational requirements associated with both visiting and court appearance functions.

The jail currently has a court video system which is reportedly readily used for many types of proceedings, particularly by the District Court. Data over the last two years shows that on average, with the availability of this video system, the jail escorted roughly 14 inmates per weekday to court. Given the increased distance of the ARC from the courts, it is reasonable to expect that use of video court proceedings will increase. However, our interviews indicated some resistance among the judiciary regarding over-reliance on video technology

The District Court currently uses the video system for arraignment and most other judicial proceedings, with the exception of trials. There is some judicial resistance to use video for trials in that the accused has a right to face the accuser. At the same time there are also some among the judiciary who are inclined to accept video testimony, especially when the ARC opens and access between the courts and detention is not as convenient as currently exists.

The Superior Court uses the video court system for preliminary hearings only at this time, due to a strong feeling on the part of Superior Court judges that accused felons should have direct access to all participants in judicial proceedings. However, some members of the Superior Court judiciary are open to expanded use of video and may use the opening of the ARC as an opportunity for greater reliance upon video for the conduct of court business.

Our assessment is that increased utilization of video court will occur with the opening of the ARC, but that the jail will have to maintain a new Transport Unit to assure access to the courts, particularly for trials and cases before the Superior Court. The video system will likely be accepted for arraignments and initial proceedings, but some types of hearings and some courts will continue to require personal appearances by offenders. As a result the impact of video court technology, at least initially, will be in possibly diminishing the potential number of transports to the courts from the ARC. The facility will still require dedicated transport officers to escort offenders to the court. Our proposed staffing plan for the ARC includes 2.4 FTE's to serve this function. Jail management should monitor the need for transports and adjust the staffing roster accordingly in the future, while working with the courts to maximize use of the video system.

We also examined the potential cost benefit of building a court facility adjacent to the ARC to facilitate movement of inmates to court. For planning purposes, we assumed that a 1,000 square foot District Court Room would an additional 1,000 square feet for judicial and support functions. Three court rooms would then require 6,000 square feet of area plus a construction area of 15 percent for a total of 6,900 square feet. Using industry construction cost averages, a court facility of this size would cost \$1,773,500. We assumed a larger facility for Superior Court at 1,450 square feet and an additional 1,812 square feet for judicial and support functions. A Superior Court Courtroom would accordingly require 3,262 square feet plus a construction area of 15 percent for a total of 3,751 square feet. Using industry construction cost averages, a court facility of this size would cost \$775,500. Total costs for a facility that would provide three District courtrooms and one Superior courtroom are estimated on a very rough basis at more than \$2.5 million.

While such a facility would provide substantial benefits for the justice system and would largely eliminate the need to transport inmates to Olympia for court, the cost is in excess of funds remaining for construction at the ARC. Moreover, given the relatively small size of the Transportation Detail (2.4 staff) the payback on development of such a facility would require ten years to break even. Accordingly development of such a facility does not appear feasible or cost-effective at this time.

11.0 Options Program

Many criminal justice jurisdictions have alternative placement programs for those on probation or incarcerated. Many of these programs serve as a direct alternative to incarceration. Alternative placement programs serve a valuable purpose of diverting individuals from the county jail, while still keeping the community safe. Individuals in these alternative programs are closely monitored and supervised.

Current Programs and Services

As described earlier in this report, the county currently operates a correctional options annex, in a “temporary” building adjacent to the main jail in the county’s courthouse complex. The correctional options programs are: 1) Electronic Home Monitoring; 2) Day Reporting; 3) Day Jail; 4) Work Release; and 5) Community Betterment/Outside Detail Inmate Workers.

Electronic Home Monitoring (EHM) is a court-ordered minimum security non-jail bed program. The offender is monitored at their residence by means of an electronic transmitter worn on his/her ankle. The monitoring is done technologically via the telephone in the residence. The program is operated by a contractor. The offender has freedom of monitored movement to attend work, school, and treatment programs during specified times.

Day Reporting (DR) is a court-ordered non-jail bed program. Participants lives at their assigned residences and report in to the options program staff in accordance with their court ordered schedules and conditions.

Day Jail (DJ) is another non-jail bed program. Program participants are sentenced to work crews and other community service programs during the day coordinated and supervised by county correctional staff while returning home at night.

Work Release (WR) is an in-custody jail bed program. Offenders are court ordered to partial confinement, while maintaining or regaining employment status and attending school and/or treatment programs pursuant to the court’s orders. Work release inmates occupy bed space in the options annex as opposed to the main jail.

Community Betterment is a jail bed program for minimum security inmates that meet certain eligibility requirements to work in the community on public and non-profit projects, while supervised by correctional staff or other county or non-profit staff with specific training and screening. These inmates are housed in the main jail.

11.0 Options Program

The largest number of options program inmates are in the work release program, which means they are housed at the Annex. A very minimal number are in the day reporting or day jail programs. On a recent “snapshot” day sampled in early October 2011 there were 23 offenders in the home electronic monitoring program, 8 in day reporting, and zero in day jail, the three non-jail bed options programs. The largest number, over half of the options participants, were in Work Release and Community Betterment programs, the jail bed programs. Indeed, during the time of this study, the population in WR alone averaged approximately 60 participants, or approximately of the 15 percent of the average ADP of the county’s correctional population.

This is a very large percentage for a local jail system. Jail systems around the country have in recent years been moving offenders from WR programs into home electronic monitoring programs and day reporting programs, which are far more cost effective and appropriate for many types of offenders, while still keeping the community safe. Using these alternative placement programs also relieves population pressures on the jail housing situation, and can result in substantial cost savings to the county. A conservative estimate of the annual cost of the work release program is roughly \$900,000 annually. This is partially offset by approximately \$137,000 in program fees paid by participants. By contrast, the EHM and DR programs cover a much large portion of their costs. This is consistent with the experience of many other counties that have begun to de-emphasize work release for more cost-effective programs.

RECOMMENDATION 11-1:

The county should consider expanding its use of its electronic home monitoring, day reporting, and day jail programs, while reducing its work release program, as a way of keeping its jail population numbers down and realizing cost savings while maintaining alternative supervision options that can keep the community safe.

RECOMMENDATION 11-2:

The county should review the demographic profile of its in-custody population at the main jail, to determine if there are trends of offenders being sentenced to in-custody jail time who might otherwise meet criteria for the non-jail bed programs. This would allow the county to identify whether more offenders could be sentenced to non-jail bed programs at the time of conviction.

While the county has a commendable array of programs that appear well conceived and administered, program staff do not maintain any data on outcomes, specifically success rates and recidivism rates, for its options program participants. As such, evaluation of the utility of these programs is not possible at this time. The collection of basic data such as employment rates, termination rates, positive drug tests, recidivism and a variety of other performance indicators are a standard “best practice” for the administration of such programs.

RECOMMENDATION 11-3:

The county should immediately implement a system to begin tracking performance outcomes of its options program participants, in order to quantitatively assess the success of its programs. Such data will help the county to determine which programs are effective, thus assisting decision makers to determine which programs to continue and/or expand, and which to downsize or eliminate.

12.0 Long Term Planning

Considering longer term trends it appears inmate population increases in Thurston County will be relatively flat with a projection of 426 inmates in the system by 2021 representing an increase of less than 5 percent over the next ten years. That base increase with an added peaking factor suggests longer term bed needs will be 460 beds. With the backdrop of longer term needs, any short term modifications, alterations or additions required to bring the ARC into a safe, reasonable, and effective operation should be designed and organized as part of a modified master plan.

To maximize the effective use of the ARC, long term inmate population bed needs for Thurston County should be compared to the as-built configuration of the ARC. This will provide a goal for a modified master plan for the county's correctional services. An interim use plan, using the recommendations contained in this report as a starting point, can then be determined, using the most cost and operationally effective use of the as-built building. As the assignment and use of as-built spaces are determined for the longer term modified master plan, the use of capacity as dictated in the interim plan will develop. An interim use plan should establish a logical growth pattern, as well as reduce future functional flow reorganization as a master plan is implemented.

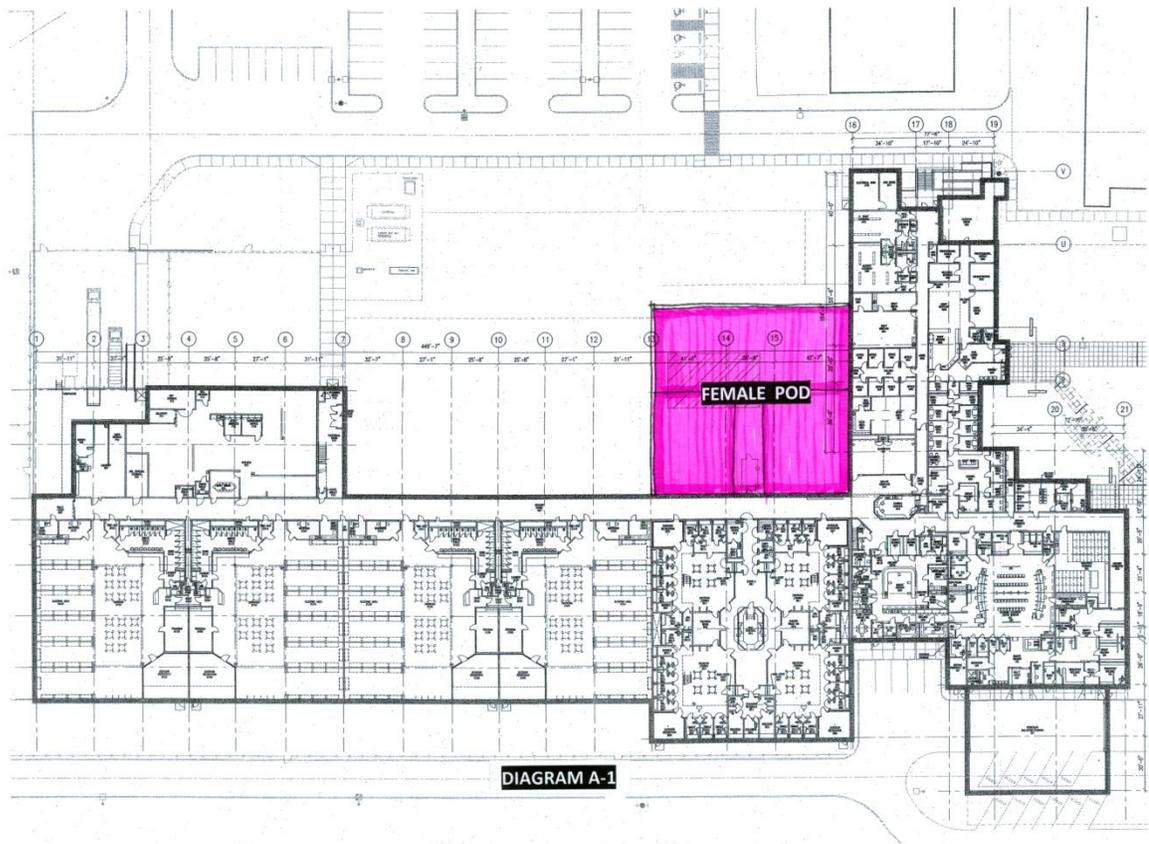
Long Term Use

Based upon the population projections developed for this project, the ARC can house the projected male inmate population level, with exception of those participating in the work release program, for the foreseeable future. However, as noted earlier, the use of the secure pods at the ARC for the female population is not an optimal solution. The numbers of female offenders do not allow for full utilization of the housing units to which they are assigned. Moreover, the use of the maximum security pod housing units for a largely minimum and medium security population is a poor use of valuable resources, particularly given the need for these types of beds in the male population for offenders with mental health issues, special needs, and classification. Accordingly, the number one issue that should be addressed in a long-term plan for the ARC is the construction of a new single level pod to house all female inmates. The pod could be located on the central spine circulation corridor across from the medical and intake units. That proximity would offer short circulation distances from those functions to the new unit. The pod should be designed with appropriately sized cell groups and dormitory spaces for the projected female population needs.

12.0 Long Term Planning

The diagrams illustrating the placement of this proposed facility in **Exhibit 12-1** are conceptual only. They are not definitive designs and are used only as illustrations to provide a clearer understanding of a suggested conceptual solution. Estimates for construction cost provided here are conceptual and parameter in nature, not based upon any definitive design solutions. Actual costs for any construction initiative will be based on definitive designs and scopes of work and will vary from the parameter estimates included in this report.

EXHIBIT 12-1 Long Range Plan-New Female Housing Unit



Source: MGT of America, Inc.

Comparing the as built configuration of the ARC with long term bed needs, and assuming a classification distribution of inmates similar to the present day distribution, the facility proposed for long term development with a new female housing unit would present the following projected configuration.

EXHIBIT 12-2
Long Range ARC Facility Bed/Population Configuration

	Projected ADP Need	HU Assignment	Described Use
Male Population			
Maximum Security	23	Pod A (16/1), Pod B (8/1)	24 single cells
Administrative Segregation	7	Pod B (8/1)	8 single cells
Protective Custody	14	Pod C (8/2)	16 double-cells
Disciplinary	6	Pod C (3/1), Pod E (3/1)	6 single cells
Observation	2	Pod C (2/1)	2 single cells
Medical	4	Pod D (4,1)	4 single cells
Classification	22	Pod D (12/1)	24 double-cells
Medium Security	81	Dorm A (64), Dorm B (17)	81 dorm beds
Minimum Security	159	Dorm B (47), Dorm C (68), Dorm D (44)	159 dorm beds
Options	23	Dorm D (24)	24 dorm beds
subtotal	341		
Female Population			
Maximum Security	6	Pod Unit Cells	6 single cells
Administrative Segregation	2	Pod Unit Cells	2 single cells
Protective Custody	1	Pod Unit Cells	1 single cell
Classification	2	Pod Unit Cells	2 double cells
Medium Security	18	Dorm	24 dorm beds
Minimum Security	18	Dorm	24 dorm beds
Options	6	Dorm	6 dorm beds
subtotal	53		
Long Range ARC Total	394		

Source: MGT of America, Inc.

A parameter estimate of cost to develop a new 12,100 square foot female pod is \$ 3,878,050.

Appendix A: Thurston County Jail Population Statistical Data

TABLE 1
Historical ADP

Year	Total w/ Same Day	Male	Female	Felony		Misd.		Traffic		Detainer	Other
				Male	Female	Male	Female	Male	Female		
2001	479.4	410.3	69.2	269.1	50.9	65.5	8.4	72.1	9.4	2.4	1.6
2002	446.0	38.2	63.7	244.3	42.0	67.2	8.9	65.5	11.7	5.1	1.3
2003	485.1	412.9	72.1	276.3	49.3	111.3	18.5	19.7	3.3	5.6	1.1
2004	472.6	405.3	67.3	273.8	46.8	123.3	19.6	3.1	0.1	2.3	0.5
2005	495.8	424.7	71.1	285.8	49.9	125.9	19.2	8.5	1.5	2.7	2.4
2006	504.1	425.9	78.3	299.3	54.2	96.5	19.8	26.5	3.4	3.0	1.4
2007	409.9	344.3	65.6	249.7	45.3	79.2	17.8	12.5	2.3	2.9	0.1
2008	437.1	370.7	66.4	264.0	48.3	90.1	16.5	13.7	1.3	2.3	0.1
2009	438.3	369.3	69.0	265.0	48.2	80.7	17.0	19.9	3.2	4.0	0.1
2010	409.9	344.3	65.6	249.7	45.3	79.2	17.8	12.5	2.3	2.9	0.1
2011	428.0	366.9	61.1	258.7	41.1	87.7	17.0	17.2	2.8	3.5	0.1
Avg. % Change	-0.8%	88.1%	-0.9%	-0.1%	-1.5%	5.2%	10.7%	22.5%	-	13.5%	0.0%

Source: Thurston County Sheriff's Office.

TABLE 2
Historical ADP

Year	Ad seg.	Day Jail	Day Reporting	Diversion Program	Elec. Monitor	Gen. Pop.	Inmate Worker	Prot. Custody	Work Release	Other
2001	4.4	0.6	22.0	0.2	39.7	278.8	61.1	7.4	58.8	2.2
2002	4.2	1.0	18.1	0.4	41.4	243.7	56.8	9.2	61.5	5.3
2003	5.4	3.2	15.3	0.3	46.4	263.3	62.6	9.2	69.9	5.5
2004	9.0	1.1	13.7	-	54.0	255.2	55.5	8.8	68.3	3.7
2005	8.8	1.8	12.1	0.1	50.5	277.4	58.5	9.5	71.3	2.6
2006	11.6	1.5	9.6	0.1	47.2	295.4	53.4	10.4	68.2	3.0
2007	9.2	0.0	10.6	0.0	27.7	230.6	53.6	7.4	59.6	7.8
2008	7.7	0.4	8.3	0.1	39.3	241.3	55.4	5.6	70.7	4.5
2009	7.2	0.5	7.6	0.1	38.2	248.6	55.9	6.1	64.3	6.5
2010	9.2	0.0	10.6	0.0	27.7	230.6	536.0	7.4	59.6	7.8
2011	7.1	0.0	11.4	0.1	24.9	246.2	56.0	12.0	62.0	5.2
Avg. % Change	8.2%	-	-4.9%	-	-2.0%	-0.7%	76.2%	7.7%	1.0%	-

Source: Thurston County Sheriff's Office.

TABLE 3
Historical Bookings

Year	New Bookings	Male New Bookings	Female New Bookings	Felony	Misd.	Detainer	Traffic	Other/Civil
2001	7,770	6,237	1,533	4,925	1,199	46	1,542	58
2002	7,260	5,855	1,405	4,336	1,341	99	1,431	53
2003	7,169	5,665	1,504	4,385	2,185	112	427	60
2004	6,295	5,000	1,295	3,990	2,138	86	45	36
2005	6,244	5,016	1,228	4,003	1,987	145	66	43
2006	6,534	5,206	1,328	4,057	2,050	125	267	35
2007	5,821	4,558	1,263	3,667	1,898	74	158	24
2008	6,391	4,998	1,393	4,195	1,923	91	160	22
2009	5,709	4,484	1,225	3,619	1,802	85	178	24
2010	5,821	4,558	1,263	3,667	1,898	74	158	23
Avg. % Change	-2.9%	-3.2%	-1.8%	-2.9%	6.9%	13.6%	16.1%	-7.7%

Source: Thurston County Sheriff's Office.

TABLE 4
Historical ALOS

Year	Felon			Misd.			Traffic			Total		
	Male	Female	Total									
2001	32.6	21.4	30.1	21.6	12.6	19.7	25.0	13.0	22.7	28.2	17.8	26.0
2002	31.6	19.1	28.7	22.1	11.4	19.9	23.8	14.7	22.1	27.1	16.5	24.8
2003	34.0	19.1	30.4	24.0	13.4	21.6	23.7	24.2	23.8	29.0	17.2	26.3
2004	36.3	19.7	32.2	28.5	15.4	25.7	51.1	61.0	52.4	32.4	17.9	29.0
2005	35.4	19.9	31.7	26.6	18.0	24.9	38.5	19.6	35.2	30.8	18.8	28.2
2006	36.2	19.9	32.4	23.9	15.7	22.0	39.8	30.0	37.9	30.5	18.5	27.8
2007	34.8	21.1	31.3	22.7	13.4	20.6	43.1	21.1	38.7	29.3	18.2	26.7
2008	33.9	19.5	30.3	23.1	14.1	21.0	34.2	10.5	28.8	29.0	17.1	26.1
2009	36.0	18.3	31.8	21.5	13.9	19.8	36.2	15.6	31.3	29.8	16.4	26.7
2010	33.2	125.1	31.4	20.2	13.8	18.6	44.8	21.7	39.8	28.0	20.3	26.3
2011	33.7	18.2	30.2	23.5	11.9	20.5	27.5	11.6	22.7	29.2	15.2	25.9
Avg.	34.3	29.2	31.0	23.4	14.0	21.3	35.2	22.1	32.3	29.4	17.6	26.7

Source: Thurston County Sheriff's Office.

TABLE 5
Historical ALOS

Year	Pre-trial Felony			Pre-trial Misd.		
	Main	Options	Total	Main	Options	Total
2001	166.4	5.6	172.0	28.3	4.2	32.4
2002	142.3	8.9	151.2	29.8	5.6	35.4
2003	161.3	7.3	168.5	31.5	4.5	35.9
2004	148.6	7.7	156.2	27.1	5.8	32.8
2005	138.1	7.5	145.6	29.3	6.6	35.9
2006	158.2	8.0	166.2	27.6	7.3	34.9
2007	129.4	6.3	135.7	27.8	5.5	33.4
2008	128.9	5.8	134.7	23.0	4.6	27.6
2009	124.8	3.6	128.4	22.8	2.8	25.6
2010	130.8	4.0	134.9	22.2	2.8	25.0
2011	131.3	2.6	133.8	24.4	3.9	28.4
Avg.	141.8	6.1	147.9	26.7	4.9	31.6

Source: Thurston County Sheriff's Office.

TABLE 6
Jail Stock Population Demographics

	N=397	%		N=397	%
Sex			Bail Category		
Female	336	84.6%	No Bail	166	41.8%
Male	57	14.4%	Unknown	57	14.4%
Unknown	4	1.0%	\$500 & under	7	1.8%
Booking Reason			\$501-\$1000	14	3.5%
Court commit	133	33.5%	\$1001-\$1500	5	1.3%
Probable cause	132	33.2%	\$1501-\$2000	4	1.0%
Warrant/hold	122	30.7%	\$2001-\$5000	51	12.8%
Other	8	2.0%	\$5000+	93	23.4%
Unknown	2	0.5%	Classification		
Age at admission			Ad seg	9	2.3%
Unknown	11	2.8%	Day reporting	8	2.0%
19 & younger	20	5.0%	Electronic monitoring	20	5.0%
20-24	69	17.4%	Inmate worker	51	12.8%
25-29	64	16.1%	Maximum	13	3.3%
30-34	74	18.6%	Medium	79	19.9%
35-39	35	8.8%	Minimum	121	30.5%
40-44	44	11.1%	Medical	4	1.0%
45-49	30	7.6%	Protective custody	11	2.8%
50-59	48	12.1%	Psychiatric	10	2.5%
60-69	2	0.5%	Work crew	2	0.5%
Charge Level			Work release/education	56	14.1%
Felony	275	69.3%	CB program	10	2.5%
Grand misd.	52	13.1%	Race		
Misd.	20	5.0%	Black	36	9.1%
Traffic	45	11.3%	Hispanic	14	3.5%
Unknown	5	1.3%	White	314	79.1%
			Other	33	8.3%

Source: Thurston County Sheriff's Office.

TABLE 7
Jail Stock Population By Most Serious Charge

Most Serious Charge	N=397	%
Murder	6	1.5%
Sex	33	8.3%
Assault	49	12.3%
Robbery	10	2.5%
Other violent	37	9.3%
Domestic violence	24	6.0%
VOP	15	3.8%
Drug sale	17	4.3%
Burglary	21	5.3%
Fraud/forgery	25	6.3%
Theft	14	3.5%
Weapons	3	0.8%
Other property	12	3.0%
Malicious mischief	3	0.8%
DUI	47	11.8%
Drug possession	39	9.8%
Other non-violent	7	1.8%
Driving suspended license	28	7.1%
Other traffic	2	0.5%
Unknown	5	1.3%
Status		
Sentenced	181	45.6%
Pre-trial	216	54.4%

Source: Thurston County Sheriff's Office.

TABLE 8
Jail Release Demographics July 2010 – June 2011

Demographic	N	%	ALOS (days)	Demographic	N	%	ALOS (days)
Base			25.6	Base			25.6
Sex				Release Reason			
Unknown	556	8.8%	10.9	Bond/bail	1,209	19.1%	6.5
Female	1,278	20.1%	17.5	Sent. Completed	1,644	25.9%	50.2
Male	4,510	71.1%	29.5	Personal Recognizance	2,095	33.0%	9.4
Race				Transfer	1,006	15.9%	42.4
Black	470	7.4%	27.1	Other	383	6.0%	28.1
Hispanic	310	4.9%	29.0	Unknown	7	0.1%	0.1
Other	994	15.7%	18.1	Current Age			
White	4,570	72.0%	26.8	19 & younger	353	5.6%	15.1
Most Serious Charge Category				20-24	1,210	19.1%	24.2
Drug	1,180	18.6%	17.7	25-29	1,253	19.8%	24.9
Other non-violent	1,710	27.0%	21.1	30-34	1,006	15.9%	28.3
Property	1,431	22.6%	22.7	35-39	629	9.9%	24.4
Violent	2,023	31.9%	36.3	40-44	704	11.1%	24.2
Charge Level				45-49	541	8.5%	26.7
Felony	3,384	53.3%	31.7	50-59	558	8.8%	33.6
Grand Misd.	1,193	18.8%	22.6	60-69	76	1.2%	24.6
Misd.	670	10.6%	10.9	70+	14	0.2%	75.7
Traffic	682	10.8%	25.8	Legal Status			
Unknown	415	6.5%	9.0	Pre-trial	4,700	74.1%	17.0
Book Reason				Sentenced	1,644	25.9%	50.2
Book print release	104	1.6%	0.6				
Court commit	1,538	24.2%	38.0				
Probable cause	1,762	27.8%	20.3				
Warrant/hold	2,863	45.1%	23.4				
Unknown	13	0.2%	3.0				
Other	64	1.0%	25.5				

Source: Thurston County Sheriff's Office.

TABLE 9
Felony Releases July 2010 – June 2011

Most Serious Charge	Pre-trial			Sentenced		
	N	%	ALOS (days)	N	%	ALOS (days)
Murder	15	0.6%	240.0	2	0.3%	89.1
Sex	169	6.4%	51.5	51	7.0%	103.2
Assault	199	7.5%	42.5	61	8.4%	95.7
Robbery	58	2.2%	21.7	8	1.1%	131.2
Other violent	236	8.9%	26.1	48	6.6%	83.4
Domestic violence	126	4.7%	19.9	37	5.1%	94.7
Viol. Protection order	58	2.2%	39.4	17	2.3%	139.0
Drug sale	299	11.2%	18.9	91	12.6%	47.7
Burglary	235	8.8%	19.2	66	9.1%	74.2
Fraud/forgery	302	11.4%	23.3	56	7.7%	54.8
Theft	179	6.7%	10.3	54	7.4%	55.8
Weapons	43	1.6%	31.7	11	1.5%	108.8
Other property	162	6.1%	12.6	35	4.8%	43.4
Malicious mischief	40	1.5%	2.2	7	1.0%	27.9
DUI	13	0.5%	8.0	8	1.1%	56.3
Drug possession	456	17.1%	10.4	150	20.7%	36.2
Other non-violent	69	2.6%	5.4	23	3.2%	47.2
Total	2,659	100.0%	22.6	725	100.0%	65.1

Source: Thurston County Sheriff's Office.

TABLE 10
Grand Misdemeanor Releases July 2010 – June 2011

Most Serious Charge	Pre-trial			Sentenced		
	N	%	ALOS (days)	N	%	ALOS (days)
Sex	1	0.1%	0.9	4	1.2%	62.0
Assault	65	7.5%	16.9	39	11.8%	60.0
Other violent	112	13.0%	15.4	52	15.7%	46.7
Domestic violence	324	37.6%	7.0	54	16.3%	62.2
Viol. Protection order	75	8.7%	13.1	42	12.7%	79.2
Burglary	4	0.5%	16.0	0	0.0%	-
Fraud/forgery	19	2.2%	0.9	4	1.2%	17.0
Theft	74	8.6%	16.5	38	11.5%	31.3
Weapons	0	0.0%	-	2	0.6%	35.8
Other property	14	1.6%	7.7	8	2.4%	36.1
Malicious mischief	27	3.1%	11.9	12	3.6%	20.0
Drug possession	8	0.9%	3.1	8	2.4%	0.7
Other non-violent	9	1.0%	1.2	9	2.7%	35.5
Driving w/ Suspended License	102	11.8%	12.8	47	14.2%	58.7
Other Traffic	28	3.2%	14.3	12	3.6%	68.4
Total	862	100.0%	11.0	331	100.0%	52.7

Source: Thurston County Sheriff's Office.

TABLE 11
Misdemeanor Releases July 2010 – June 2011

Most Serious Charge	Pre-trial			Sentenced		
	N	%	ALOS (days)	N	%	ALOS (days)
Sex	3	0.3%	7.1	0	0.0%	-
Other violent	19	2.2%	7.8	3	1.4%	13.7
Theft	0	0.0%	-	1	0.5%	119.3
Weapon	3	0.3%	16.5	1	0.5%	0.8
Other property	11	1.3%	8.0	3	1.4%	21.0
Drug possession	59	6.8%	2.5	51	23.9%	4.9
Other non-violent	40	4.6%	2.6	18	8.5%	18.3
Driving w/ Suspended License	310	36.0%	5.3	133	62.4%	30.8
Other Traffic	12	1.4%	8.0	3	1.4%	1.7
Total	457	53.0%	5.0	213	100.0%	23.1

Source: Thurston County Sheriff's Office.

TABLE 12
Traffic Releases July 2010 – June 2011

Most Serious Charge	Pre-trial			Sentenced		
	N	%	ALOS (days)	N	%	ALOS (days)
DUI	306	92.7%	16.7	332	94.3%	35.1
Other traffic	24	7.3%	40.2	20	5.7%	27.0
Total	330	100.0%	7.1	352	100.0%	34.5

Source: Thurston County Sheriff's Office.

TABLE 13
Unknown Charge Level Releases July 2010 – June 2011

Most Serious Charge	Pre-trial			Sentenced		
	N	%	ALOS (days)	N	%	ALOS (days)
Violent	134	34.2%	5.7	11	47.8%	34.3
Drug	56	14.3%	3.1	2	8.7%	43.9
Property	78	19.9%	5.1	2	8.7%	17.3
Other non-violent	124	31.6%	11.7	8	34.8%	55.6

Source: Thurston County Sheriff's Office.

Appendix B: MGT Population Project

Methodology

Policymakers today face significant challenges in managing the different components of the criminal justice system. Decision makers need sound research, comprehensive analysis, and reliable forecasting techniques to make educated policy decisions. The question is not simply, “What will the future jail population be?” Decision makers need to also answer the questions of, “What are the reasons behind jail population growth?”, “How will future changes affect the system?”, and “How can different policies influence the forecasted population?”

Responsible planning and management first require a careful and comprehensive examination of the complex interplay among the factors at work in the justice system. Each county criminal justice system has its own unique characteristics that need to be modeled to understand and control jail population growth. Local justice systems require a policy simulation model that can not only project the jail population, but also reflect the impact of the various components of the county justice system upon the jail.

MGT associate, Dr. James Austin, has developed the Wizard Simulation Software for simulating and forecasting pre-trial, sentenced prisoner, probation, parole, and any other correctional populations. The model has been used successfully to generate prisoner population forecasts in over 50 state and local jurisdictions across the country. It was cited by the General Accounting Office (GAO) as the most sophisticated and well-established projection model available to correctional agencies today.

Because no two criminal justice systems are the same, there is no single Prophet model. Instead, the software allows analysts to customize and construct models that mimic the actual flow of prisoners through a jurisdiction's criminal justice systems, based on the unique sentencing structure and policy environments of the target system. It is best to think of the Prophet simulation software as a “shell” or beginning structure that can be customized for any client.

The Prophet Simulation model is an example of a stochastic entity simulation model. It is stochastic in the sense that the model is conceptually designed around the movement of individual cases (prisoners) into, through, and out of correctional populations defined by the user. The model also makes use of the Monte Carlo simulation techniques by adding an element of randomness to the simulation model. Random numbers are generated and used by the simulation process to determine the prisoner group composition and lengths of stay associated with a system. Individual cases are processed by the model through a series of probability distribution arrays or matrices, which provide computations for

specific cases. When loaded with accurate data, the model will mimic the flow of prisoners through a correctional system.

The forecasted populations are composed of: (1) cases confined at the beginning of the simulation, and (2) cases admitted to the population at any point after the start of the simulations. The existing prisoner population and new prisoner admissions are modeled separately. By disaggregating a system in this manner, the user can adjust each of these sub-populations without altering the process of other sub-groups. This is particularly significant for completing “what-if” simulations on the forecasted population.

The first critical step to be undertaken is to request from the city a number of extract data files that will be used to complete many of the tasks associated with this project including this one. These files will allow the Project Team to quickly develop a reference 20-year forecast. These data will include jail admissions and exits over the last twelve months, snapshots of the current jail population, county demographic data, and reported crime and adult arrest trends disaggregated by crime type. The following two extract files provide the foundation for the model:

File #1: Last calendar year of all inmates released from the county jail. This file is used to show the flow of persons through the jail system. From this we can calculate how long people are staying and for what reasons. The data elements for each releasee would be as follows:

1. Inmate ID number
2. Inmate's official name
3. DOB
4. Gender
5. Race/ethnicity
6. Admission date and time
7. Law enforcement/correctional agency admitting inmate
8. Facility admitted to
9. Admission type (pretrial, sentenced, other)
10. Legal status at admission (pretrial release, probation, parole)
11. Primary charge/offense at admission
12. If multiple offenses or charges list up to five other charges or offenses
13. Custody level and factors at admission
14. Release date and time
15. Facility released from
16. Type of release (bail, OR, transfer to DOC, sentenced)
17. If sentenced to jail, date that inmate became sentenced
18. If sentenced to jail, sentence length
19. Custody level and factors at release (for short termers, this will be the same as item 13)
20. Early release (Y/N)
21. If early released, amount of time granted

22. Primary charge/offense at release
22. If multiple offenses or charges list up to five other charges or offenses at release
23. Address at booking
24. Mental health status/flags at release
25. Medical health status/flags at release

File #2: The current jail population—also known as a "snapshot" file. This file is used to show the status, attributes and location of the daily population that must be housed and managed. From this file we can estimate the custody levels of the jail population and how they are housed by relevant attributes. The data elements are largely the same as the release file with some exceptions as noted below:

1. Inmate ID number
2. Inmate's official name
3. DOB
4. Gender
5. Race/ethnicity
6. Admission date and time
7. Law enforcement/correctional agency admitting inmate
8. Facility admitted to
9. Admission type (pretrial, sentenced, other)
10. Legal status at admission (pretrial release, probation, parole)
11. Primary charge/offense at admission
12. If multiple offenses or charges list up to five other charges or offenses
13. Custody level and factors at admission
14. Current custody level and factors
15. Current facility location
16. Current housing unit and cell location
16. Special management flags (e.g., PC, gang, juvenile, etc.)
17. Current legal status at admission (pretrial release, probation, parole)
18. If sentenced to jail, sentence length
19. Current primary charge/offense at admission
20. If multiple current offenses or charges list up to five other charges or offenses
21. Address at booking
22. Mental health status/flags
23. Medical health status/flags at release

The end result of this analysis will be an accurate projection of the number of persons as they flow through the county correctional system.

Appendix C: Thurston County ARC Classification Tracking Template

Last Name	First Name	Inmate ID Number	Date Admitted	Legal Status	Date Initial Classification	Highest Charge Level	Highest Charge Description	Scored Classification Level	Final Classification Level	Departure (Y or N)	Departure Reason

Source: MGT of America, Inc..