



CITY OF KIRKLAND
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MEMORANDUM

To: Kurt Triplett, City Manager

From: Elijah Panci, Senior Financial Analyst, Public Safety
Cherie Harris, Chief of Police

Date: September 14, 2018

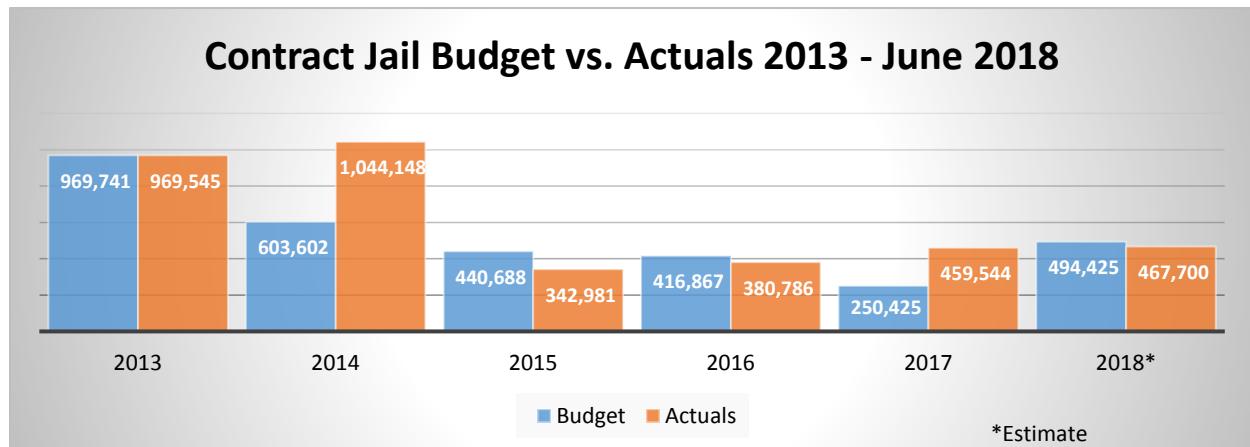
Subject: KIRKLAND JAIL COST UPDATE

In fall 2016 the Police Department produced an issue paper comparing actual jail expenditures versus estimates developed before the jail opened. The issue paper concluded that expenditures matched expectations in most areas with the exception of Contract Jail costs which exceeded expectations by a significant margin.

At the beginning of 2017 the Police Department began collecting data to identify why Contract Jail expenditures exceeded expectations. At the time of that update the Department had just nine months of data available. The department now has eighteen months of actual data from which to draw conclusions. This memo will provide an updated analysis based on the new data available.

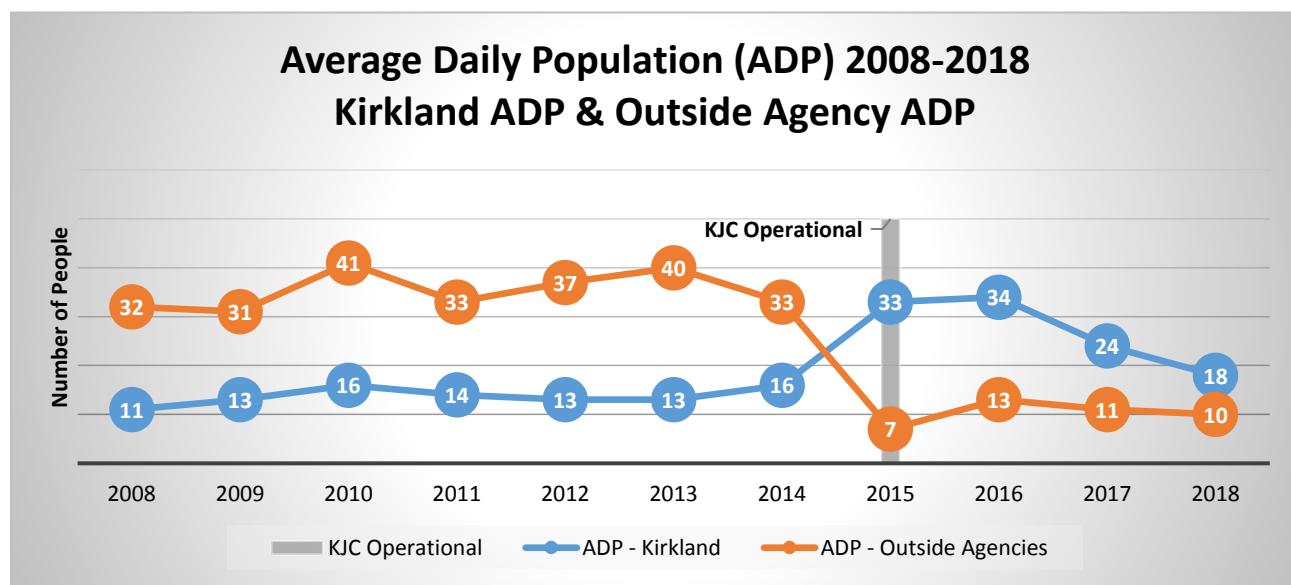
Contract Jail Expenditure Analysis

The construction of the Kirkland Justice Center included a new misdemeanor jail with 64 jail beds. The Kirkland Jail became fully functional in September 2014, and the graph below shows a sizable reduction in contract jail expenditures as a result.



While the expenditure reduction was significant, the budget for contracted jail beds could not be reduced as much as hoped. In order to provide for proper segregation by gender and type of offense, the Kirkland Corrections staff can only house as many inmates the classification system allows. For example, since female inmates must be housed away from male inmates, if there is only one female inmate, they may be occupying a 6 or 8-bed cell with the remaining beds in that cell vacant. To some extent Kirkland can manage the jail population, with the help of the Kirkland Municipal Court, by using alternative sentencing programs such as Electronic Home Detention (EHD).

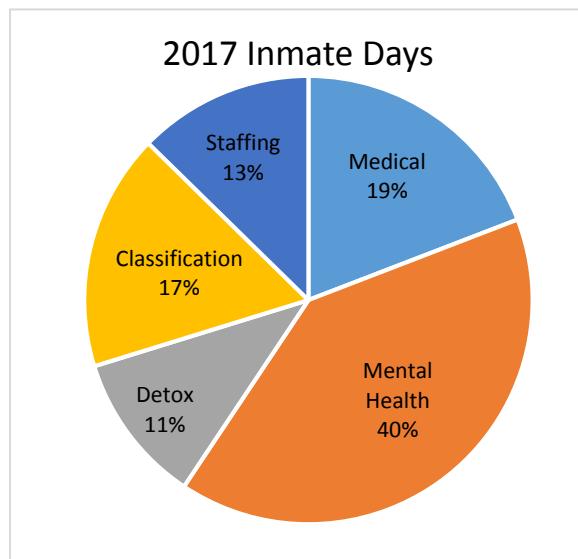
Kirkland's overall Average Daily Population (ADP) did not change significantly between 2008 and 2014. However, since 2014 there has been an increase in outside contract jail ADP as a percent of total ADP for a variety of reasons. The following graph illustrates the ADP for both the Kirkland jail and the use of contract jail beds.



The graph shows that up until 2015, the majority of inmates were held by contract jails. With the construction of the new jail the City was able to house the majority of inmates in-house rather than sending them to other contract jails.

Generally speaking, there are five conditions that drive the need for contracted beds. Inmates that are not appropriate for the current facility include inmates with medical, psychological or behavioral issues or when inmate classification or staffing levels require external jail beds. The South Correctional Entity (SCORE) is the primary provider of contract beds for Kirkland. The cost of a single bed at SCORE is \$120.00 per day in 2018 (an increase from \$108.78 in 2017).

In addition to basic care and custody, SCORE charges additional fees for any medical or psychological procedures that are needed while in their care or provided by an outside provider. The pie charts below depict the percentage of bed-days Kirkland inmates spend at SCORE in 2017 broken down by these five conditions:



Following is a description of each category followed by percentage of bed-days attributable to that category in 2017 and, where applicable, steps the Department can take to mitigate expenditures. The average length of stay varies based on the reason they were transferred to SCORE, with relatively longer lengths of stay for inmates with significant medical or psychological problems.

Medical – 19% of Inmate Days

The Kirkland Jail contracts for 36 hours per week of medical care for low acuity medical conditions. Inmates sent to SCORE for medical reasons require care beyond what the Kirkland Jail offers. There are also occasions in which an inmate's medical issues are so severe that SCORE is unable to provide sufficient care. In these instances, the inmate must be transported to a hospital or to the King County Jail, which is more expensive than SCORE.

The ability for the Department to mitigate medical transfers to SCORE by changing to a full-service medical facility would be cost prohibitive. To provide this level of service would require 24/7 medical care, for which staffing alone would far exceed the annual SCORE expenditures related to medical bookings not to mention the remodel/expansion costs of adding an infirmary. In 2017, the cost of contracted jail beds needed for medical reasons was \$74,000. To provide a level of health care services equivalent to SCORE, the annual cost would be \$957,000.

Mental Health – 40% of Inmate Days

Like Medical bookings, inmates sent to SCORE for mental health reasons require a level of care beyond what the Kirkland Jail offers, or could offer in a cost effective manner. Inmates that are suicidal, or that have severe psychological disorders are transferred to SCORE. Providing an equivalent level of care would require a separate set of medical professionals on staff 24/7.

Temporary Detoxification – 11% of Inmate Days

There are many inmates that at the time of booking into the Kirkland Jail are under the influence of alcohol and/or drugs such as heroin. These inmates require medical evaluation, medical attention and continuous monitoring. The Kirkland Jail has a policy not to accept anyone with a blood/alcohol reading of .25 or above at the time of booking, which is consistent with neighboring agencies. Unless an inmate experiences side effects with detoxification they are often returned from SCORE to the Kirkland Jail once they are stabilized.

Staffing – 13% of Inmate Days

There are two different ways in which staffing issues can result in a booking at SCORE:

Re-booking – A re-booking is when an inmate is housed at SCORE on a warrant from another jurisdiction but when finished serving their time for that offense, they are re-booked into SCORE on their Kirkland warrant. If Kirkland does not have staff available to pick the inmate up from SCORE when they are re-booked, the inmate will stay at SCORE until staff is available to do so. The Department can call an officer in on overtime to pick the inmate up, but one overtime shift (minimum of three hours per the labor agreement) costs more than one night at SCORE. The break-even point is about two nights, so for each re-book when there is not enough staff that day the department must make a determination as to whether it is cost effective to call an officer in for overtime or wait with the expectation of sufficient staffing levels the following day.

Same-Gender Searches – These bookings generally occur when a female is arrested and brought into the Kirkland jail for booking. If there are no female employees available to perform a search, the inmate is transported to SCORE where they can be searched and held. The Department policy and procedures related to same-gender searches comply with federal guidelines; male corrections officers shall not search female inmates. Kirkland Corrections staff will transfer female inmates back from SCORE if they have a female staff member available to perform a search. They may also retrieve a female inmate from SCORE if they have a Court date and will rebook them into the Kirkland jail if staff is available for a search. Otherwise, the inmate will be returned to SCORE.

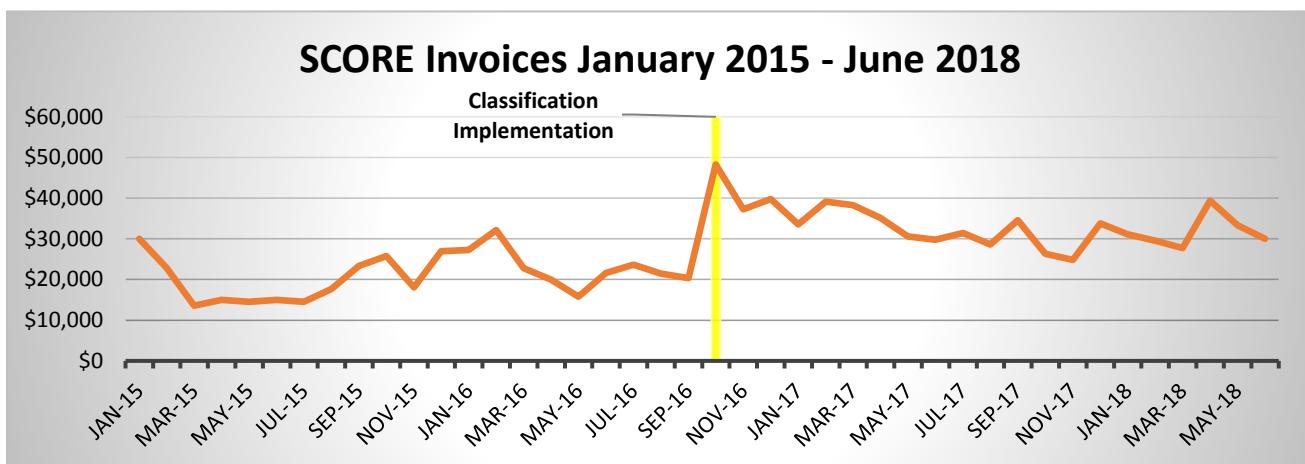
The City recently negotiated an agreement with the Kirkland Police Officers Guild, allowing for additional personnel who can search an inmate at intake, which provides greater availability of same-gender officer/inmate searches. Additionally, the department is proactively recruiting female Corrections Officers and recently hired two. The increase in the availability of female staffing to conduct searches may help decrease the need to send female arrestees to SCORE simply to be searched but most likely cannot ensure that a female Police or Corrections Officer will always be available.

Classification – 17% of Inmate Days

The previous Kirkland Jail located at City Hall was much smaller with a much less diverse jail population and, as such, the system of assigning inmate housing was very basic. The jail only housed male inmates with no history of violent behavior. Inmates with medical or mental health issues were sent to other facilities such as the King or Snohomish County Jails. The current jail includes six 8-person cells, two 6-person cells and two 2-person cells. The Department's Strategic Plan recommended that, to the degree possible, the Kirkland Jail should adopt state

and national standards for jail operations. This included a standardized classification system which more accurately reflected the increased diversity of the inmate population and which would mitigate some of the risks associated with the larger jail facility. The ability to occupy all beds in each cell is significantly impacted by the inmate population and individual classifications. For example, if there are 2 inmates approved for work release, they might occupy an entire 6 or 8-person cell. Standard classification rules dictate that work release inmates may not be housed with other inmates due to the possibility of them bringing contraband back into the facility.

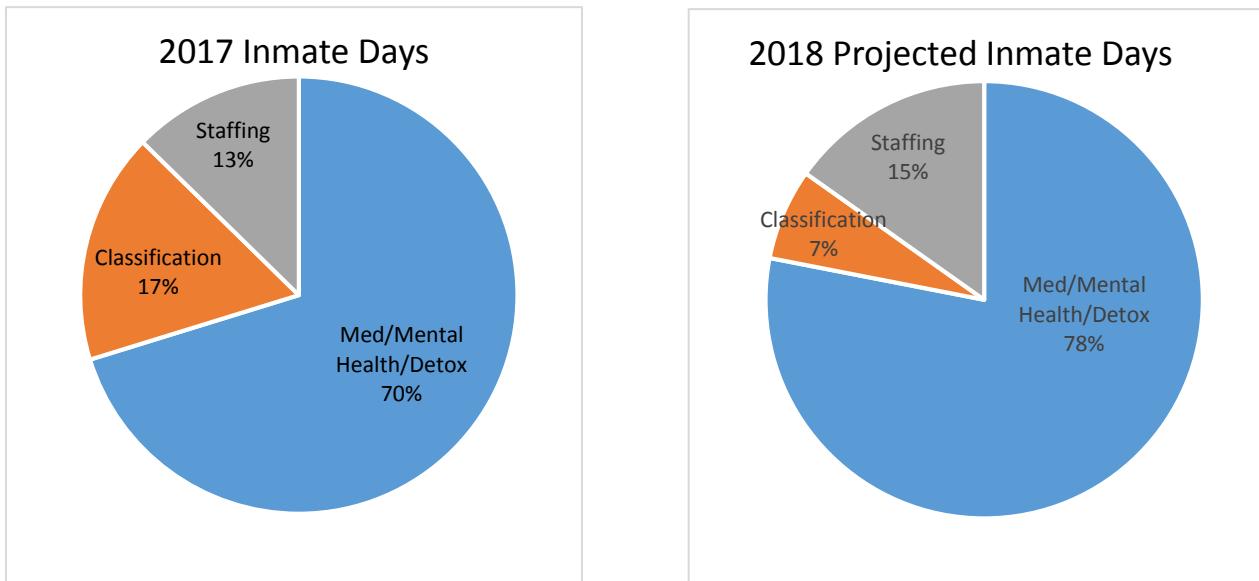
An inmate's criminal history or gender has a similar impact. For instance, maximum security inmates cannot be housed with minimum security inmates and female inmates must be housed away from male inmates. In situations where just a few inmates affect the Department's ability to fully utilize available bed space in a cell, Corrections staff mitigate this by temporarily housing them at SCORE. When possible, staff continues to maximize housing efficiencies and mitigate external costs on a daily basis, by reassessing and re-organizing inmate populations. The graph below shows that the implementation of classification procedures resulted in an initial spike in inmate days, but with experience the Corrections staff has learned to manage the Jail population and minimize the impact of classification on contract Jail expenditures.



Contract Jail Trends and Implications

The eighteen months of data showing the categories of expenditures at SCORE informs the 2019-2020 budget estimates using this data as a guide. Combining the expenditure data with the knowledge of what types of bookings the City can and cannot mitigate will provide a starting point for establishing baseline expenditure expectations going forward.

The charts below shows the number of inmate days at SCORE sorted by the category driving the expenditures.



Medical, Mental Health, and Detoxification holds were the main drivers of inmate days at SCORE from January 2017 through June 2018, combining to account for 72% of bed-days in that time period. As previously mentioned, the Department effectively has little control over Medical, Mental Health, and Detoxification inmate days.

Staff estimates that 2,470 bed days at SCORE or other contract jails will be used for Medical, Mental Health, and Detoxification at a cost of \$307,000 in 2019 and \$318,000 in 2020 (excludes beds needed for Staffing and Other Classification issues).

Bookings due to staffing at SCORE accounted for 13% of bed-days from January 2017-June 2018. Halfway through 2018 the number of days is on pace to match, if not exceed 2017's total. Factors such as staffing levels or the mix of genders amongst Corrections staff could result in fluctuations from year to year. In 2017 there were 451 days due to staffing and there have been 243 halfway through 2018. Though it is not realistic to expect elimination of all bookings related to staffing, the Department is taking steps to minimize them such as hiring more female officers and filling Corrections vacancies. It is reasonable to expect a slight reduction in bed days related to staffing in 2019 and 2020 resulting potential savings of approximately \$7,440 and \$7,740 respectively.

The pie chart above also shows that bed-days related to classification is on pace to decrease from 2017 to 2018 in anticipation of filled vacancies. The Police Department vacancy levels in 2016 and 2017 led to fewer overall arrests with a need to respond to more reactive calls for service that more often involve individuals with medical, mental health or behavioral issues. The Department does not expect this trend to continue as staffing levels are improving and officers can resume more proactive policing which, in turn, should lead to more arrests resulting in a greater use of general population beds at the Kirkland Jail compared to contract beds.

To maximize the use of Kirkland's jail space, the Police Department requested funding to convert two detoxification cells to function as housing cells for general population inmates to

provide greater flexibility for inmate population management. The additional beds would help to mitigate the frequency of external housing needs. When not needed for population management, these two cells may also be used for the temporary housing of female inmates waiting to be searched by an officer of the same gender when Corrections staff know that an officer will be available within a reasonable time frame.

Funding of \$150,000 for the conversion was approved by the City Council in June 2017. The Police Department worked with the Public Works Department to further explore the cost of the conversion. Initial quotes for the conversion were closer to \$350,000. Staff is recommending rebidding the project using a different procurement method to determine if a more cost-effective project approach is more feasible with the funds available.

Conclusion

Medical, Mental Health, and Detoxification issues are occurring in a larger percentage of arrests that require care at alternate facilities. The Department is not able to staff or equip the current Jail to accommodate these inmates in a cost-effective manner and must continue to utilize SCORE for medical/mental health services. All of this means a certain level of spending at SCORE is necessary as long as Medical, Mental Health and detox issues persist. The tables below establish revised estimates for ongoing days and expenditures at SCORE:

Ongoing Annual Expectations for Inmate Days			
Reason	2017	2018 Projected	2019 Expected
Med/Mental/Detox	2,501	2,500	2,470
Classification*	609	220	600
Staffing**	451	490	400
Totals	3,561	3,210	3,470

*Does not assume conversion of detox cells

**Slight decrease built in due to recent hire of female staff members in the Jail

2019-20 Expenditure Expectations			
Reason	2018	2019	2020
Med/Mental/Detox	300,000	306,774	317,543
Classification	26,400	74,520	77,136
Staffing	58,800	49,680	51,424
Totals	385,200	430,974	446,103

Assuming arrest numbers increase as the Department approaches full staffing, it is possible that total days at SCORE in 2019 will be similar to those in 2017, at about 3,500 inmate days. For at least the next two years, expectations are that SCORE expenditures will be similar to 2017, with the possible reduction of another 450 inmate days per year if the detoxification cells are converted. In dollar terms, the Department expects total expenditures for contracted beds to be in the range of \$420,000-\$460,000 in each of 2019 and 2020.