

Clark County
CORRECTIONS FACILITY ADVISORY COMMISSION

Agreements & Adopted Documents

as of 5 / 14 / 2019

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CFAC DISCUSSION PARAMETERS

Adopted: June 12, 2018

Early parameters were established to help focus CFAC's discussions, given the complexity of issues related to jail replacement & the specific charge of the Commission.

1. Space considerations for the new/renovated jail will include:

- Bed capacity needs based on existing trends in population, crime, & recidivism rates
- Staff and inmate safety
- Effective function with courts, visitors, & programmatic needs
- Maximizing direct supervision model implementation

2. Cost considerations will include:

- Ability to fund operations
- Ability to fund capital costs

3. Programmatic considerations will include:

- Existing external diversionary program framework & trends
- Ability to provide internal social service & treatment programs
- Ability to provide re-entry support internally & externally to the jail

4. Location considerations will include:

- Ability to provide necessary space for beds, programs, & other functions
- Minimizing operational cost
- Adaptability to surrounding community
- Meeting community expectations
- Scalability to meet future growth & needs
- The option of multiple locations
- Zoning and Comprehensive Plan designation compliance

5. Community considerations include:

- Voter support
- Community support & needs for the jail
- Community safety consideration for adjacent neighborhoods

CFAC DISCUSSION PARAMETERS

CFAC VALUES STATEMENTS

Adopted: June 26, 2018

*The Values represent the priorities CFAC believes should guide any jail replacement recommendation.
The Values form the basis of development of the Baseline Assumptions and the Scenario Evaluation Criteria.*

Value #1: Improved Facility Design

A new jail design process should:

- Identify wants vs. needs
- Be financially justifiable
- Meet all user needs
- Consider a community-compatible design
- Offer flexibility for future needs
- Use successful design features from other jails
- Be compatible with courts & all related facilities
- Develop operating costs that are efficient & sustainable
- Consider improving more than one site

Improved facility design should address the following:

- Community Design
- Aesthetics
- Efficiency
- Staff & public safety
- Technology integration
- Location
- Health needs of inmates, staff & visitors
- Needs of external service providers
- Humane environments
- Community safety for both citizens & jail employees

Value #2: Jail Capacity

To address jail capacity:

- Designs should be flexible & scalable
- Consider using best practice alternative sentencing & diversion programs
- Consider the need for more court space in Clark County (These court space needs could potentially be integrated into this proposal)

Value #3: Services to Support the Jail (both inside the jail and in the community)

Services should use:

- Best practices from other successful programs
- A trauma-informed approach to help inmates who have experienced past trauma

Services inside the jail & in the community should be:

- Right-sized to meet needs, but more plentiful than current offerings
- Integrated with the community
- Designed to teach, guide & help
- Compassionate to inmates
- Proactive
- Supported with sufficient space & amenities

Inmate discipline programs in the jail should be incentive-based.

Value #4: Fiscal Stewardship

The proposal should:

- Be fiscally prudent
- Seek an outcome/results-driven proposal

Value #5: Politics

The CFAC and County Council should:

- Pursue a proposal that is supported by the voters
- Expect sustainable & resilient capital & operating cost

BASELINE ASSUMPTIONS

The Baseline Assumptions constitute factors CFAC believes are critical to the success of a replacement jail facility. These assumptions are understood to be inherently incorporated into any jail replacement recommendation.

Statement of Need to Replace Jail

Adopted: September 11, 2018

The current jail facility is inadequate due to aging condition and technology, staffing & inmate safety concerns, inadequate access to social services, & poor ability to support reform & reduce recidivism.

Additional Space Needs Baseline Assumption

Adopted: November 27, 2018

- More space for booking and intake, & fast-track booking space
- Private intake spaces for inmates with mental illness
- More space for screening & assessment
- Larger sally port & covered parking
- Interview rooms in the booking area
- Storage space for service providers
- Group therapy & multipurpose rooms, accessible to pods
- Therapy garden & other quiet spaces
- Contact rooms to allow supervised release officers, attorneys & others to meet with inmates
- Negative pressure rooms for inmates with communicable disease
- Sobering unit
- Gender specific pods for persons with mental health diagnoses
- Enhanced defense attorney space, both number, accessibility & features of spaces
- Adjacent courtroom space & access routes to court that avoid areas open to the general public
- Inmate recreation space
- Contact rooms with technology

BASELINE ASSUMPTIONS

Design Characteristics Baseline Assumption

Adopted: November 27, 2018

- Direct supervision model
- Moveable furniture
- Open design
- Sound proofing
- Warm colors
- Natural light

Location Characteristics Baseline Assumption

Adopted: March 26, 2019

Main Jail and Jail Work Center are both acceptable sites for replacement scenarios, as determined by CFAC's assessment of the following factors:

- Adjacency
- Accessibility
- Ability to accommodate needed size & design
- Environmental protection
- Local permitting and/or infrastructure factors
- Property ownership
- Site separation & context

Jail Bed Need Baseline Assumption

Adopted: April 23, 2019

- Jail bed need of 850–880 beds

EVALUATION CRITERIA FOR SCENARIOS

Adopted: April 23, 2019

Evaluation Categories: "Strong" / "Fair" / "Weak"

	Scenario A	Scenario B	Scenario C	Scenario D
MEETS BASELINE ASSUMPTIONS				
All proposed scenarios must have the capacity to meet the baseline assumptions (though they may do so in different ways).	✓	✓	✓	✓
FACILITY DESIGN / EFFICIENCY / COMPATIBILITY¹				
With respect to location and design potential, how effective would the proposed scenario be in facilitating effective and efficient law and justice system implementation (including field operations, booking, pre-trial, sentencing, release, and reintegration of persons into the community)?				
JAIL CAPACITY²				
How effective would the proposed scenario be in addressing flexible and scalable capacity to accommodate future space and service needs?				

¹ Relates to Value #1: "Improved Facility Design"

² Relates to Value #2: "Jail Capacity"

	Scenario A	Scenario B	Scenario C	Scenario D
SERVICES³				
How effective would the proposed scenario be in accommodating effective and efficient provision of community-based services to people within the facility and assisting with reintegration of persons into the community?				
FISCAL STEWARDSHIP⁴				
How effective would the proposed scenario be in ensuring prudent and cost-effective use of financial resources?				
POLITICAL CONSIDERATION⁵				
How likely would the proposed scenario be to secure the support of a majority of voters?				

³ Relates to Value #3: “Services to support the jail – both inside the jail and in the community”

⁴ Relates to Value #4: “Fiscal Stewardship”

⁵ Relates to Value #5: “Politics”

SCENARIOS SELECTED FOR COST ANALYSIS

Agreed: April 23, 2019

Scenarios Selected to Undergo Cost Analysis

Scenario C:

- Full jail replacement at 13th Street site

Scenario D:

- Primary jail replacement at 13th Street site
- Low & moderate risk sentenced inmate housing at Lower River Road

SCENARIOS SELECTED FOR COST ANALYSIS

COMMISSION PURPOSE

The following is CFAC's official purpose, as adopted by the County Council in Section 2.1 of the Commission's Bylaws.

The **purpose** of the Corrections Facility Advisory Commission is to provide the Clark County Council with:

(1) **an assessment** of:

- the need for improved correction facility design, capacity & services
- the options for improving correction facility design, capacity & services
- community service level expectations

(2) **a recommended solution** for the scope and timing for improved correction facility design, capacity, & service based on assessment results, community service level expectations, & potentially available resources

Clark County

CORRECTIONS FACILITY ADVISORY COMMISSION

Agreements & Adopted Documents

APPENDIX

LOCATION CHARACTERISTICS BASELINE– SITE ASSESSMENT

Assessment Completed: March 26, 2019

The Location Characteristics Site Assessment was performed to determine whether the Main Jail and Jail Work Center sites are viable locations for jail replacements, according to evaluation factors derived chiefly from the National Institute of Corrections.

Assessment Key:

G = Good: Site is consistent with the descriptor.

A = Acceptable: Site is somewhat, or is close to being, consistent with the descriptor.

U = Unsuitable: Site is not consistent with the descriptor.

#		RESPONSES		
		MJ	JWC	NOTES
	ADJACENCY (NEAR OR CLOSE)			
1	Frontage on a primary arterial or roadway easily upgraded to this status.	G	A	MJ: Franklin Street is an arterial, courthouse faces on Franklin. I 3 th is not an arterial. JWC: About 1,900 feet to Highway 501. 1/3 mile. Access road is a private port road.
2	Public water and sewer onsite or adjacent.	G	G	Onsite sewer and water.
	ACCESSIBILITY			
3	Interstate highway within 10 minute drive.	G	G	Both sites are consistent with the descriptor.
4	State highway within 10 minute drive.	G	G	Both sites are consistent with the descriptor.
5	Alternate access roads.	G	U	MJ: Many alternate routes if one route is closed. JWC: No alternate route if highway 501 closed.
6	Hospital within 10 minute drive.	A	A	More than 10 minute drive from both facilities. Less time requires using emergency protocols.
7	Courthouse and supportive legal services within walking distance (¼ mile) or 10 minute drive.	G	A	MJ: Walkable JWC: Not walkable, but within 10 minute drive. Assumes county continues to offer shuttle service for inmates.
8	Within walking distance (1/4 mile) of transit.	G	A	MJ: 915 feet to transit on Highway 501, 1,200 feet to transit on Washington Street. JWC: No transit access currently. Distance to Highway 501 is 1/3 mile. Assumes county continues to offer shuttle service for inmates.

#		RESPONSES		
		MJ	JWC	NOTES
9	Homeless, social or medical services within walking distance (¼ mile) or 10 minute drive time.	A	A	MJ: Walkable men's homeless shelter, medical not walkable. Others within drive time; public transit option JWC: Not walkable, services except medical within drive time.
	SIZE AND DESIGN			
10	Accommodate facility, outdoor exercise, parking, storm water management, land use buffer, and expansion.	A	G	Using DLR scenarios as base: MJ: Outside covered exercise in preliminary DLR scenarios. Minimal land use buffer that will be difficult to address through design. Property acquisition and road vacation necessary for largest DLR scenario. JWC: Sufficient space for uses including buffer.
11	Accommodates sight and sound separation from neighboring uses.	G	G	MJ: Current jail does not report sight and sound issue from adjacent government and warehouse uses Separation also provided by street. JWC: Sufficient separation space for sight and sound. Some background train rumble detected within JWC.
12	Accommodates unobstructed surveillance of site.	G	G	MJ: Surveillance in urban site requires design. No mature landscaping exists to obstruct sight lines.
13	Accommodates modern facility design.	G	G	Sites allow both horizontal and vertical design options. MJ: Height limited by overlay zone 100-200 feet, JWC: No height limitation.
14	Accommodates emergency exit in event of major emergency or natural disaster.	G	A	MJ: Appropriate design for safe exit possible within location. Worst case release in disaster would impact residential, commercial, and government uses. JWC: Appropriate design for safe exit possible within location. Worst case release could require exit to riverfront, or exit across industrial property. Limited emergency egress via roads. Single access. Access roads would need to be added.
15	Accommodates inmate and employee safety for daily activities.	G	G	Both sites are consistent with the descriptor.

#		RESPONSES		
		MJ	JWC	NOTES
16	Accommodates protection from physical hazards created by adjacent neighbors.	G	G	MJ: No known hazards created by neighbors. JWC: No known hazardous uses on sites. Adjacent rail line does carry hazardous materials. Continuing port development will increase noise, vehicle mix and other conflicts with a residential use.
17	Development or expansion avoids residential relocations.	G	G	Preliminary footprints do not require relocation of housing.
18	Existing onsite structures can be used or reused for law enforcement purposes.	G	G	Both sites are consistent with the descriptor. JWC: Portion of existing building is committed to a crisis stabilization facility with a 10 year lease and potential for payback of grant funds to the state government if the center is removed from the existing structure.
19	Adjacent structures incorporate multistory design.	G	G	DLR preliminary scenarios show 3 or 4 story design. JWC: Some port buildings are 2 story and taller buildings are allowed by code.
	ENVIRONMENTAL PROTECTION			
20	Development results in minimal impact on critical areas.	G	G	JWC: Critical areas were filled.
21	Development results in minimal noise impact to adjacent neighbors.	A	G	No known noise complaints from neighbors adjacent to either jail. Mitigate by design. Expect increased noise generation because of increased traffic and operation noise at buildout. JWC has a sound barrier wall built to minimize impacts on inmates and staff within facility.
22	Positive soil, drainage and terrain conditions for major facilities. Site conditions do not trigger unusual construction requirements for foundations, drainage, storm water management, etc.	G	G	Both sites are flat, have non-hydric soils, are outside flood areas and are suitable for major construction. Both sites are average in earthquake prone character, with JWC site being more quake sensitive and with higher potential for liquefaction in a quake.

#		RESPONSES		
		MJ	JWC	NOTES
23	Development results in minimal impact on ambient air quality.	G	G	Both sites have air quality typical of the Vancouver area. No unusual sources of heavy industry or wood smoke are adjacent to the sites. Jail does not create an unusual source to degrade air quality.
	LOCAL PERMITTING AND/OR INFRASTRUCTURE APPROVALS			
24	Permitted via allowed use or special use permit.	A	A	As per report from Community Planning. MJ: CUP and Subject to several overlay zones. Largest DLR scenario requires street vacation which is a separate process. JWC: CUP as a detention facility
25	Infrastructure approval such as road vacations required.	A	G	Using DLR as a base: MJ: Road vacation required. Change in design might eliminate this need. JWC: None identified.
	OWNERSHIP			
26	Site owned by county.	A	G	MJ: Preliminary DLR schematics show expansion into private property and road vacation at full buildout. Final design might not require this.
	SITE SEPARATION AND CONTEXT			
27	Adequate separation from public schools and private schools. Minimum of 1,000 foot suggested.	G	G	MJ: Over 1,000 feet to Hough School. No private schools known. JWC: Over 1,000 to Fruit Valley School. No private schools known.
28	Impacts on adjacent uses are both minimal and predictable.	A	A	Impacts such as: Released inmates seeking services and transportation, visibility of patrol cars in area, citizen and patrol cars in auto vehicle mix. MJ: No unusual impacts on government and commercial uses. Open House Ministries in vicinity. JWC: No unusual impacts on industrial uses.

#		RESPONSES		
		MJ	JWC	NOTES
29	Accommodates community expectations of an expected use in an expected location.	G	G	MJ: Citizens are not surprised to see a jail in a county seat downtown. JWC: Citizens are not surprised to see a jail in an industrial park or port, several exist in northwest.
30	Development or expansion avoids inequitable impacts on vulnerable populations (for example children, disabled, elderly, low income, limited English proficiency)	A	A	See vulnerable populations snapshot table at end of this matrix. JWC: Emerging change not shown in 2017 data is crisis stabilization center with 38 beds, all persons can be assumed low income and disabled.
31	Accommodates vulnerable populations separating themselves from jail activities through use of alternate walking routes, alternate parking spaces, business site selection, etc.	A	A	MJ: Alternate access routes allow persons to avoid the jail if they desire. JWC: A destination location; people may avoid by not visiting the area.
32	A jail is the highest and best use for the location. (Alternate uses for the location are not likely to create a greater return on investment for the owner and/or the community.)	A	A	MJ: Site is central within the downtown campus. Alternate uses would be for government. The county is scarce of land resources for a variety of law and justice and office uses and is not likely to sell the site for non-government use. JWC: The remote site is an inholding within the Port of Vancouver which has expressed alternate industrial uses might generate commercial value to the county government and the community as a whole.
33	Accommodates Increased traffic generated by the facility at full build out without failure in road capacity. (Assumes no road improvements from current conditions are made).	G	A	MJ: Buildout adds onto existing traffic congestion, multiple routes are believed to be able to handled incremental traffic. Transit, and walking could ease congestion. JCS: Once access route makes it more likely that full buildout, at this location could cause a significant impact in road congestion. Fewer opportunities for transit or walking.

JSP SLIDES: JAIL PROJECTIONS & POLICY LEVERS

Jail Bed Need Adopted: April 23, 2019

The Jail Capacity Subcommittee, with the technical assistance of consultant Justice System Partners, made the following presentation to CFAC after considering bed need projections, potential policy levers, operational necessities, and additional uncertainties. This recommendation informed CFAC's adoption of the Jail Bed Need Baseline Assumption.

Clark County , WA Jail Bed Projections and Policy Levers April 16, 2019

Michael Wilson
Zach Dal Pra

JUSTICE SYSTEM PARTNERS



Scope of JSP's Work

- Phase 1: Straight line projections of Clark County's jail population from 2020 to 2050 using historical summary data.
- Phase 2: Analyze individual level data to provide policy levers that can be incorporated into the baseline projections.
- Justice System Partners was contracted to provide jail population projections and policy lever adjustments. These projections are based on data provided by the county. Projections for classification, peaking and maintenance are the work of Clark County.



Jail Projections Methodology

- Jail population is determined by two factors: the number of bookings and the average length of stay
- Projection model relies on three growth factors
 - The annualized growth rate in length of stay
 - The annualized growth rate in the booking rate (bookings divided by county at-risk population)
 - Future growth in the county's at-risk population

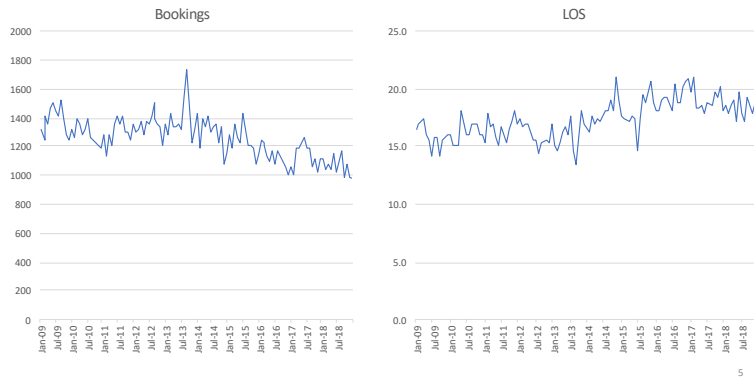


Historical Summary Jail Data

- Over the past 10 years the average daily population has fallen from 714 in 2009 to 644 in 2018, a decline of nearly 10%.
- The average length of stay has **increased** at an annualized rate of 2.34%.
- The booking rate (bookings per at-risk population) **declined** at an annualized rate of 3.24%.



Historical Booking and LOS Data



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Assumptions for 10 Year Projections

- Used Clark County historical data to estimate the 10 year growth rate for LOS.
 - Annualized growth of 2.34%
- Used Clark County historical data to estimate the 10 year growth rate for the booking rate (bookings divided by the at-risk population).
 - Annualized growth rate of -3.24%
- Used the 2020 to 2030 at risk population growth estimated by the Washington Office of Fiscal Management.
 - Annualized growth rate of 1.28%



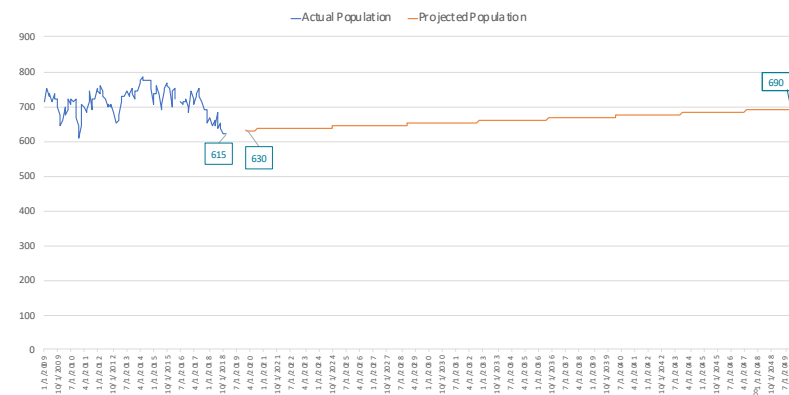
Assumptions for Projections for Years 10 to 30

- Assumed the growth rate for the booking rate and LOS was flat.
- Assumed the at risk-population grew at 0.31% from 2030 to 2040.
 - Based on OFM data
- Assumed the at risk-population grew at 0.32% from 2040 to 2050.
 - Based on OFM data



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Thirty Year Jail Projections



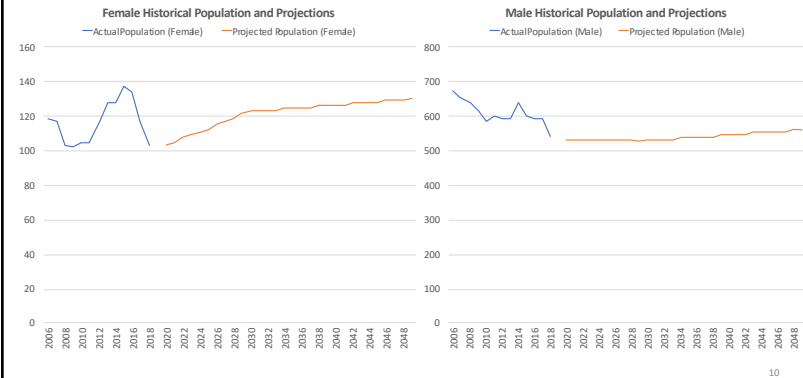
Projections by Gender

- Historical booking and LOS data was not broken out by gender.
- Adjusted booking rate growth factor based on overall growth of female jail population.
- Relied on OFM population projection data by gender.



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Thirty Year Jail Projections by Gender



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Projections Summary

- The increase in projected jail population is driven by OFM projections in Clark County's at-risk (20-39 year old) population growth.
 - The OFM projections show a substantial increase in the at-risk population from 2020-2030.
 - The historical booking rate has declined.
 - The historical average LOS has increased, but not as rapidly as the booking rate decline.



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Preliminary Results With No Policy Levers Jail Needs (Low)

• JSP Baseline Projection to 2050	690
• Clark Co Adjustment Estimates	
• Peaking and Classification Adjustment (15%)	+104
• Maintenance Factor Adjustment	<u>+30</u>

Total Bed Need without Policy levers 824

Peaking, classification, and maintenance housing needs estimated by Clark County.



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Preliminary Results With No Policy Levers Jail Needs (High)

• JSP Baseline Projection to 2050	690
• Clark Co Adjustment Estimates	
• Peaking and Classification Adjustment (20%)	+138
• Maintenance Factor Adjustment	<u>+50</u>
Total Bed Need without Policy levers	878

Peaking, classification, and maintenance housing needs estimated by Clark County.



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Sub-Committee Identified Policy Levers

1. Increase the number of book and holds for defendants with multiple warrants and certain offenses.
2. Implement a pretrial risk assessment tool and reduce the length of stay for certain defendants.
3. Reduce the time for competency restoration.
4. Eliminate jail use for non-Clark County Department of Corrections violators.



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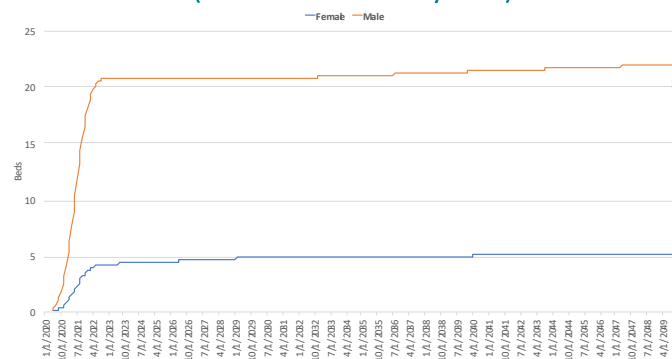
Policy Lever – Book and Hold

- Used court data to determine the number of defendants with multiple warrants and an Assault IV, DUI or DWLS 1st degree (349 in 2018)
- Used court data to determine the number of defendants with four or more warrants and a Theft III or DWLS 3rd degree (695 in 2018)
- Assumed these would be booked into jail and would have the same length of stay as similar individuals currently have (8.9 days)



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Book and Hold Policy Lever Estimate (Increase of 27 beds by 2050)



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Policy Lever – Pretrial Risk Assessment

- Used jail data to estimate the number of pretrial releases in 2018
 - 1,994 misdemeanors staying 2.7 days and 1,419 felonies staying 10.2 days
- Based on analysis in other jurisdictions we assumed 40% of defendants would be low risk and 45 % would be high risk
- Estimated the impact of reducing the LOS to one day:
 - All low risk defendants
 - Both moderate and low risk defendants



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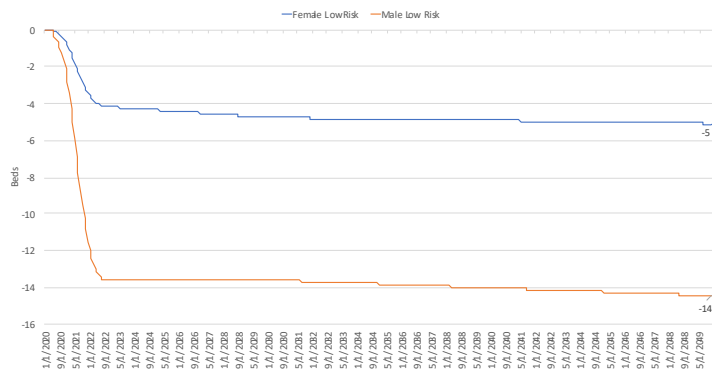
Policy Lever – Focused on Low Risk

- Low risk potential reduction of 19 beds.
- Moderate risk potential reduction of additional 23 beds.
- Subcommittee decided to use the low risk policy lever. Reduction in moderate risk beds is encouraged but requires county commitment of operations funds to increase supervision staff, which is outside of the scope analysis.



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Pretrial Risk Policy Lever Estimate (Reduction of 19 Jail Beds by 2050)



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Sub-Committee's Additional Data Request

- Initial policy lever analysis and sub-committee discussion resulted in the need to adjust two policy levers (competency restoration and DOC) and extract additional data.
- Analysis underway.
- Placeholder data included in this presentation.



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Policy Lever – Competency Restoration

Following sub-committee discussion of preliminary policy impact:

- Need data on the number of defendants released in 2018 who were ordered to undergo competency restoration.
- Need data on the average length of stay (LOS) prior to restoration order.
- Need data on the average length of stay (LOS) to transfer to state restoration program.



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Policy Lever – Eliminate Jail Use for Non-Clark County DOC Violations

Following sub-committee discussion of preliminary policy impact:

- Need jail release data of the number of non-Clark County origin DOC violations in 2018.
- Need LOS for data for non-Clark County origin DOC violations in 2018.



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Policy Levers - Summary

1. Increase the use of book and hold – estimated to increase the female population by 5 and the male population by 22.
2. Pretrial Risk
 - a. Assuming low risk defendants will be released in 1 day reduces the female population by 5 beds and the male population by 14 beds.



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Policy Levers – Summary Cont.

3. Reduce the time for competency restoration.
 - a. Need additional data to analyze. Place holder of -25 in this presentation.
4. Eliminate jail use for non-Clark County Department of Corrections violators.
 - a. Need additional data to analyze. Placeholder of -11 in this presentation.

Expect data by May 14, 2019 CFAC meeting.



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Projections Range with Policy Levers Including Clark County Estimates

preliminary as of April 11, 2019

Primary Need	LOW END	
Straight-line (JSP)		690
Peaking and Class. (County)	15% (104)	794
Maintenance beds (County)	+30	824
Policy Levers		
Book and Hold (JSP)	+27	851
Competency (County)	-25	826
Pretrial Low Risk (JSP)	-19	807
DOC (County)	-11	796
Total		796

Primary Need	HIGH END	
Straight-line (JSP)		690
Peaking and Class. (County)	20% (138)	828
Maintenance beds (County)	+50	878
Policy Levers		
Book and Hold (JSP)	+27	905
Competency (County)	-25	880
Pretrial Low Risk (JSP)	-19	861
DOC (County)	-11	850
Total		850

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Subcommittee Recommendation to CFAC

- Proceed with scenario evaluation using a bed need range of 796 to 850 for the year 2050.
- Refine the bed need range when analysis of DOC and competency restoration data becomes available in May.
- Suggest a reduction of 22 beds in 2050 in the final CFAC report with the caveat achievement of this bed reduction requires investment in pre-trial supervision staff.



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JUDICIAL SUBCOMMITTEE RECOMMENDATION TO CFAC

Presented: October 23, 2018

Judicial, Law Enforcement, and Social Services subcommittees were formed in Fall 2018 to consider jail capacity, space, and design factors, and to make recommendations to CFAC to be incorporated into the Baseline Assumptions.

I. Capacity Recommendation and Other Considerations

Our subcommittee is not recommending jail population reduction at this time as there are currently not enough beds to process and resolve cases efficiently. District Court alone has issued approximately 8,000 total warrants since January of this year. This figure does not include warrants also issued by Superior Court. Warrant cases involve those individuals who have failed to appear for court or are not complying with the conditions of their sentence. Many of these warrants include warrants issued multiple times for the same individual for the same case. It is not cost effective for the Cities, the County, jail, the courts and law enforcement agencies to continue to use valuable resources to repeatedly recycle cases that are not reaching prompt resolution. Victims of lower level property and person crimes are not getting their cases heard or compensated for their losses. It is also difficult to enforce current court orders when people don't comply due to the lack of jail capacity.

Programs/Field Practices Needed to Ensure Capacity Reductions Are Achieved:

- A. Although we have listed a number of points in the discussion questions that would help shorten jail stays, it is still the position of this subcommittee that there are currently not enough jail beds to serve our population.

2. Additional Space Need Recommendation and Other Considerations

- A. Training area for officers.
- B. Food preparation located in the jail as opposed to transporting meals in.
- C. Recreational spaces for inmates.
- D. Adequate courtroom space located at jail would help address the major safety and shackling concerns of the Courthouse employees and public - may help reduce transport issues.

- E. Better and more ample medical facilities for those with physical and mental health needs.
- F. Need more attorney interview rooms – for attorneys and other partners to have contact with inmates.
- G. Ability to maintain necessary staff for direct vs. indirect supervision.

3. Design Assumption Recommendations and Other Considerations

- A. Enhanced attorney space – use to have ability to walk self in as opposed to being escorted by staff.
 - B. Ability for attorneys to get documents or information to clients more quickly – skype and iPads were mentioned (have to weigh safety needs of jail vs. attorney/client privilege).
 - C. More contact rooms will also allow supervised release officers and other partners the ability to meet with inmates more readily.
-

Initial Subcommittee Discussion Questions

- I. **Identify new practices or programs the court system can adopt to reduce jail time and increase long-term positive outcomes for offenders.**
 - a. Could current pretrial diversion practices be expanded to include a broader range of crimes (i.e. Residential Burglary) or individuals who may have a prior conviction as opposed to just first offenders only? Scott Jackson mentioned although PCS cases are allowed, most individuals on diversion are for property crimes. Scott also mentioned there is a group at PAs office looking at which misdemeanor charges are currently allowed and perhaps expanding in that area.
 - b. Pre-trial - law enforcement controls who is arrested and taken into custody – most felons are arrested and placed into custody – do we have the capability to “cite and release” on felons (would undoubtedly result in more charges being referred to PA and summons).
 - c. Pre-trial could we implement a Law Enforcement Assisted Diversion program (LEAD) similar to Seattle and Multnomah county as a pre booking diversion for those suspected of lower level drug and property crimes.
 - d. Once a defendant is in custody are there ways we could get quicker referrals to diversion and specialty courts? Reinstate the intake unit was mentioned as a possible solution.
 - e. Current Supervised Release Program for those already in jail – Amber Emery spoke about the Public Safety Assessment Screening Tool used in Yakima as a better tool to get more information to the court and attorneys at the time of 1st app for better release decisions – we also talked about actively supervising offenders rather than just check in system (cost will shift and we’ll have to have capability of putting people back in custody if they don’t comply).
 - f. We discussed whether we could expand some of the other specialty courts to pre-plea options much like we are doing currently with MHC.
 - g. District Court allows offenders to report every morning on walk-in warrants – could Superior Court implement the same?
 - h. Could we expand our work crew programs – Lou Byrd suggested looking at having night work crews – it was also mentioned having different pick-up locations for offenders to report for those with transportation difficulties to Mabry – currently utilizing Connectix which sends text message reminders with more successful show up rate since implementing.
 - i. Would Superior Court consider using EHC as a sentencing alternative? Amber mentioned there is a movement statewide encouraging jails to use the EHC alternative more based on a recent meeting attended by corrections staff.

- j. The cost to implement or expand above suggestions was mentioned – County Manager Shawn Hennessee proposed a criminal justice sales tax as opposed to jail tax for potential funding.

2. How can the courts use technology to make the system more efficient and reduce the jail population?

- a. Pre-trial use of technology such as Connectrex or AutoMon to send text message and email reminders of court dates and to help monitor those on supervised release would help cut down on warrants for those that fail to appear.
- b. Broaden use of video arraignment equipment – upgrade equipment as needed to make sure all parties can be heard.
- c. Technology to assist attorneys in better access to clients housed at the jail as opposed to in person visits.

3. Identify other practical solutions to reduce jail time for lower level offenders.

- a. Earlier Mental Health and Chemical Dependency assessments and treatment could ameliorate conditions that result in non-appearance (Judge Veljacic).
- b. Judge Lewis suggested resolving cases quicker – which would involve quicker discovery, pre-trial offers being made and interviews completed as well as Judges not granting continuances as frequently as current practice
- c. State wide task force looking at Trueblood funds to reduce significant time spent in custody for an offender waiting to be transferred to VWSH for competency restoration – one member of our subcommittee suggested waiting period currently is 75-80 days before transport.

LAW ENFORCEMENT SUBCOMMITTEE RECOMMENDATION TO CFAC

Presented: October 23, 2018

Judicial, Law Enforcement, and Social Services subcommittees were formed in Fall 2018 to consider jail capacity, space, and design factors, and to make recommendations to CFAC to be incorporated into the Baseline Assumptions.

I. Capacity Recommendation and Other Considerations

The subcommittee recommends a jail population reduction of 4%, based on potential policy and field practice changes.

Programs/Field Practices Needed to Ensure Capacity Reductions Are Achieved:

- A. Programs are necessary for persons suffering drug, alcohol, and mental health issues to provide resources to officers in lieu of booking and reduce recidivism.
- B. For misdemeanor crimes, only book for misdemeanor crimes that are mandatory book. Exceptions could be made for crimes where the officer feels the crime will continue is if the suspect is not removed from the location.
- C. Class C felony offenses for drug possession. Have services in place that allow officers to document the offence, seize the evidence, and release the offender at the scene, or to an alternative facility. The offender would be checked prior to see if they have had a prior referral to services. This will only work if social services are available to reach out and proactively follow up to ensure the offender connects with the resources and there is a potential criminal prosecution to encourage attendance at the time of arrest.
- D. Secure grant funding to purchase live scan equipment for the field. This ensure that an arrest is entered on their criminal history and gives law enforcement the ability to confirm identity and fingerprint without bringing them into a secure facility.
- E. Allow agencies access to JSM a book and release system (other than the county JMS) so they can book, live-scan, and enter a digital mug shot into the system at their agency prior to release. This will require that agencies have a facility, training, and equipment to accomplish these tasks.
- F. There should be a countywide policy for specific lower level offenses that can be documented and sent to the Prosecuting Attorney for review, in lieu of arrest.

2. Additional Space Need Recommendation and Other Considerations

- A. Larger booking area and sally port for additional covered and secure parking to conduct paperwork.
- B. Fast track booking area for cite and release
- C. Interview rooms available for officers to interview suspects pre-booking
- D. Create satellite booking facilities to reduce workload at main jail.

3. Design Assumption Recommendations and Other Considerations

The Subcommittee did not have a “Design Assumptions” recommendation.

Initial Subcommittee Discussion Questions

1. Identify field practices that can be implemented to reduce bookings for lower-level offenses.

- a. For misdemeanor crimes, only book for misdemeanor crimes that are mandatory book. Exceptions could be made for crimes where the officer feels the crime will continue is if the suspect is not removed from the location.
- b. Class C felony offenses for drug possession. Have services in place that allow officers to document the offence, seize the evidence, and release the offender at the scene, or to an alternative facility. The offender would be checked prior to see if they have had a prior referral to services. This will only work if social services are available to reach out and proactively follow up to ensure the offender connects with the resources and there is a potential criminal prosecution to encourage attendance at the time of arrest.
- c. Secure grant funding to purchase live scan equipment for the field. This ensure that an arrest is entered on their criminal history and gives law enforcement the ability to confirm identity and fingerprint without bringing them into a secure facility.

2. Identify field practices that can be implemented to increase options for “book and release” for lower-level offenses.

- a. Have satellite booking facilities to reduce workload at main jail.
- b. Allow agencies access to JSM a book and release system (other than the county JMS) so they can book, live-scan, and enter a digital mug shot into the system at their agency prior to release. This will require that agencies have a facility, training, and equipment to accomplish these tasks.
- c. There should be a countywide policy for specific lower level offenses that can be documented and sent to the PA for review in lieu of arrest.

3. Identify individual City policies that impact the jail population.

- a. Agencies that don't have book and release at policies in their agency impact the jail population.
- b. Agency policies regarding booking and confinement of sentenced of individuals in facilities outside of Clark County could potentially impact costs for other cities. Operational costs are calculated so reductions/increases of the jail population potentially impacts the daily jail bed day rate.

SOCIAL SERVICE SUPPORT SUBCOMMITTEE RECOMMENDATION TO CFAC

Presented: October 23, 2018

Judicial, Law Enforcement, and Social Services subcommittees were formed in Fall 2018 to consider jail capacity, space, and design factors, and to make recommendations to CFAC to be incorporated into the Baseline Assumptions.

I. Capacity Recommendation and Other Considerations

The Social Services Support Subcommittee recommends a jail population reduction of inmates with behavioral health disorders and/or homeless through recidivism. This reduction would occur over time following implementation of supporting programs and practices.

Programs/Field Practices Needed to Ensure Capacity Reductions Are Achieved:

- * *The recommendation is focused on reducing recidivism with the understanding there will always be some inmates arrested who are homeless and may have behavioral health disorders in need of services.*
- A. Continue and expand Medication Assisted Treatment for Opioid use.
- B. If not current practice, establish medication management for people prescribed antipsychotic drugs for mental health disorders that include expanding the formulary and waiving the co-pays. Need to start practice of asking all inmates if they will sign a confidentiality release form to allow jail medical provider to get health information from community providers.
- C. Jail social workers need to partner with community providers to allow them to work with inmates prior to release to start the process to reinstate, reapply or apply for Apple Health Medicaid so benefits can begin soon after release.
- D. Need to have a stronger partnership with provider who operates jail transition program to help with a smoother transition once someone is released from jail.
- E. Need to expand work re-entry program or allow community-based providers to come into the jail and work more closely with people ready for release whether someone is in the work re-entry program or not.
- F. Continue to employ a certified Chemical Dependency Professional in the re-entry program to assist with assessments.

- G. Post release need a stronger case management-peer support program that has greater access to inmates immediately pre-release/pre-sentencing. So something where they build connections pre-release and then have immediate contact post-release. Recommend expanding CVAB's ReachToo program.
- H. Consider site-based or scattered-site transitional housing. Take over something like the Value Inn and make it a halfway house for individuals releasing back into our community. Voucher or rent supported, some services on site (or mobile services), abstinence only and a separate housing first model, etc. Referrals to housing program would come from Reentry/Clark County Probation/DOC. The housing is the most important thing to stabilize folks that want to make changes, and homelessness is a primary barrier to engaging in employment/treatment services. Focus should also include increasing permanent supportive housing for this population.
- I. Consider the use of therapy dogs for inmates remaining in jail longer and in need of mental health treatment. Expand JWC to include prison dog training programs with community partnerships such as Humane Society for Southwest Washington and consider pet services to locals for vocational training (kennel and spa- good opportunity with downtown growth). Known benefits include reduced recidivism, decreased depression, decreased aggression, improved social sensitivity, decreased blood pressure and anxiety, and improved morale for both inmates and staff.
- J. Establish a data sharing agreement between jail and homeless providers to share data on when someone is booked or released. Establish a practice where jail staff contact assigned homeless provider to notify of inmate releases to allow for warm hand-off for coordination of services to eliminate discharging to the street into homelessness and stop the practice of releasing in the middle of the night.
- K. Council for the Homeless Coordinated Entry staff should be in the jail to conduct the eligibility and vulnerability assessments of inmates prior to release so they can have access to shelter, waiting list for housing or get into housing or at a minimum go through diversion.
- L. Request Judges to expand or enhance the work release program working closely with community-based providers so that inmates can search during the day for jobs and housing or receive behavioral health treatment but are housed in the jail at night until their release.
- M. Need to expand and enhance mental health treatment for inmates with longer stays – need to review data to determine need and type of treatment.

2. Additional Space Need Recommendation and Other Considerations

- A. Recommend creating more space for booking and intake areas that include some multi-purpose offices to allow for variety of services and assessments to be completed.
- B. Create storage space for supplies for community-based providers that provide services in the jail.
- C. Create private confidential space near booking/intake area for private screenings and assessments.
- D. Create two negative pressure rooms for communicable diseases.
- E. Recommend the direct supervision jail model with limited indirect supervision units available for certain inmate populations that pose a danger and risk.
- F. Create multi-purpose rooms for each unit and the clearance should be at the minimum level for providers to access. Some rooms should be designated for service delivery.
- G. Recommend enhancing defense attorney space to allow for effective communication.
- H. Create confidential space next to living units for medicated assisted treatment services.
- I. Create three group rooms for the entire jail that can be used for multiple purposes.
- J. Create a separate private area with rooms for suicide threats or attempts that's not located near booking or intake area.
- K. If re-entry model is not available for all inmates to access and receive services, then it is recommended to create a separate pod for the re-entry program.
- L. Create a separate sobering unit from an acute detox unit – need to collect data to determine how many beds are actually needed for acute detox.
- M. Consider creating separate mental health units that are gender specific for inmates with longer stays and diagnosed with mental health disorders- need to review data to determine how many beds are needed.
- N. Recommend unit with medical beds for inmates that are non-ambulatory due to medical conditions – need to review data to determine need for how many beds.

3. Design Assumption Recommendations and Other Considerations

- A. Create Therapy Garden for inmates needing behavioral health treatment locate in the minimum or medium units. Expand JWC vocational training food production and landscaping programs (re-entry/work release) to include gardening and horticultural therapy. Benefits include reduced recidivism, decreased depression, increased mental health and decreased stress among inmates and staff. Inmates involved in program obtain vocational training and hands-on skill development as well as learn endurance, patience, and goal setting.
 - I. Gardening/urban farming training program can create food to be consumed by inmates or donated to the needy.
 - II. Plants can be used throughout the facility to create therapeutic environments for both inmates and staff.
 - B. Use different furniture for minimum and medium units that are more conducive to recovery.
 - C. Have exam rooms for medical staff be located separately from intake and booking area.
 - D. Consider warm colors and sound proofing area with an open concept design where inmates with mental health disorders will be housed.
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Initial Subcommittee Discussion Questions

- I. **How can access to services be improved in jail and upon release to reduce recidivism?**
 - a. Continue and expand Medication Assisted Treatment for Opioid use.
 - b. If not current practice, establish medication management for people prescribed antipsychotic drugs for mental health disorders that include expanding the formulary and waiving the co-pays. Need to start practice of asking all inmates if they will sign a confidentiality release form to allow jail medical provider to get health information from community providers.
 - c. Jail social workers need to partner with community providers to allow them to work with inmates prior to release to start the process to reinstate, reapply or apply for Apple Health Medicaid, Social Security benefits, DSHS benefits, etc. so benefits can begin soon after release to include people living in Oregon.

- d. Need to have a stronger partnership with provider who operates jail transition program to help with a smoother transition once someone is released from jail.
- e. Need to expand work re-entry program or allow community-based providers to come into the jail and work more closely with people ready for release whether someone is in the work re-entry program or not.
- f. Consider the use of therapy dogs for inmates remaining in jail longer and in need of mental health treatment.
- g. Post release need a stronger case management program that has greater access to inmates immediately pre-release/pre-sentencing. So something where they build connections pre-release and then have immediate contact post-release. Recommend expanding CVAB's ReachToo program.
- h. Need to expand and enhance mental health treatment for inmates with longer stays – need to review data to determine need and type of treatment.

2. What are some viable local approaches to address homelessness and drug addiction within the corrections system?

Homelessness:

- a. Establish a data sharing agreement between jail and homeless providers to share data on when someone is booked or released. Establish a practice where jail staff contact assigned homeless provider to notify of inmate releases to allow for warm hand-off for coordination of services to eliminate discharging to the street into homelessness and stop the practice of releasing in the middle of the night.
- b. Council for the Homeless Coordinated Entry staff should be in the jail to conduct the eligibility and vulnerability assessments of inmates prior to release so they can have access to shelter, priority pools for housing or get into housing or at a minimum go through diversion.
- c. Request Judges to expand or enhance the work release program working closely with community-based providers so that inmates can search during the day for jobs and housing or receive behavioral health treatment but are housed in the jail at night until their release.
- d. Consider site-based or scattered-site transitional housing. Take over something like the Value Inn and make it a halfway house for individuals releasing back into our community. Voucher or rent supported, some services on site (or mobile services), abstinence only and a separate housing first model, etc. Referrals to housing program would come from Reentry/Clark County

Probation/DOC. The housing is the most important thing to stabilize folks that want to make changes, and homelessness is a primary barrier to engaging in employment/treatment services. Focus should also include increasing permanent supportive housing for this population.

Substance Use Disorders:

- e. Continue and expand Medication Assisted Treatment for Opioid use.
- f. Continue to employ a certified Chemical Dependency Professional in the re-entry program to assist with assessments.
- g. Establish a separate sobering area for inmates not in need of medical assistance.
- h. Establish an acute detox program – currently data does not exist to determine how many beds are actually needed – need to try and collect and review this data.

3. How can jail space be designed and improved to make the jail more conducive to successful discharge and reduced recidivism?

- a. Create a separate sobering unit from an acute detox unit.
- b. Create confidential space next to living units for medicated assisted treatment services.
- c. Create 3 group rooms for the entire jail that can be used for multiple purposes.
- d. Create separate multi-purpose confidential office space for providers needing privacy.
- e. Create a separate private area with rooms for suicide threats or attempts that's not located near booking or intake area.
- f. Create private confidential space near booking/intake area for private screenings and assessments.
- g. Consider creating separate mental health units that are gender specific for inmates with longer stays and diagnosed with mental health disorders- need to review data to determine how many beds are needed.