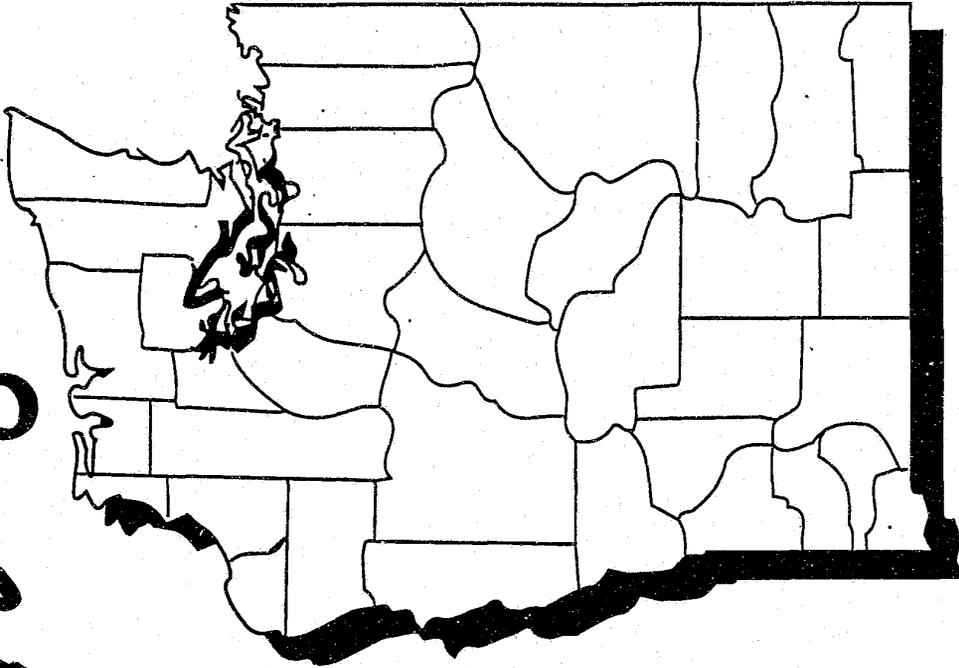


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1991

CRIMINAL JUSTICE SYSTEM CAPACITY STUDY



143728

OFFENDER PLACEMENTS IN WASHINGTON STATE

Conducted by
Christopher Murray & Associates

Funded by
Washington State Department of Corrections

and

M M Bell, Inc

1991

**CRIMINAL JUSTICE SYSTEM
CAPACITY STUDY:**

**OFFENDER PLACEMENTS IN
WASHINGTON STATE**

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**U.S. Department of Justice
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FOREWORD

The cost of criminal justice services continues to climb in Washington State. Yet, in the past, policymakers had limited information about the numbers of offenders occupying placements in prisons, jails, intermediate punishments and supervision in the community and the differences in the costs of those placements.

Thus, the Department of Corrections initiated a study of the capacity of the criminal justice system in Washington State in the summer of 1991. This is the first study of its kind in Washington State, and will provide a baseline of information that can be replicated in future years to further analyze criminal justice policy.

Although funding for the study was provided by the Department of Corrections Partnership Program, a broad-based Steering Committee and Advisory Board provided oversight in the conduct of the study and in the preparation of this final report.

Without the support and cooperation of the Steering Committee members and the Advisory Board, the study could not have been completed. Kurt Sharar of the Washington State Association of Counties, Mike Redman of the Washington Association of Prosecuting Attorneys, and Bill Closner of the Washington Association of Sheriffs and Police Chiefs provided particularly invaluable assistance. In addition, hundreds of hours of effort were contributed by staff in jails, probation departments and many other local and state departments.

The numbers of offenders in jails and prisons and the numbers in intermediate punishments and community supervision are the results of decisions made by policymakers at every level of the criminal justice system. My hope is that this study will help policymakers evaluate the results of past policies and plan effectively for the challenges ahead.

The Department of Corrections
Chase Riveland
February 1992

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The authors of the Capacity Study of the Criminal Justice System in the State of Washington wish to acknowledge the contributions and input of the Steering Committee and Advisory Board for this project. The steering committee met frequently during the course of the study, reviewed intermediate work products, and gave useful guidance to the study teams. The Advisory Committee, although less active, also played an important role in defining the study and guiding the work. Members from both groups were instrumental in helping obtain a high level of participation by criminal justice organizations in the survey portion of the study. We are grateful for the time and energy that members of each of these groups dedicated to the project.

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OVERVIEW / MAJOR FINDINGS

SCOPE and PURPOSE OF THE STUDY

The Washington State Criminal Justice Offender Capacity Study examined a wide range of issues relating to what is done with adult offenders in Washington state. The major issues studied were: placement capacity and plans for expansion, current utilization and offender demographics, population management policies and practices, and costs of operation. The study was undertaken in the summer and fall of 1991 and focused exclusively on adults charged with, or convicted of, felony, non-traffic misdemeanor, DWI, or criminal traffic offenses.

The purpose of the study was to develop a conceptual framework and baseline information to help understand the system of offender placements in Washington State as a whole. It is hoped that this information and increased understanding may be useful to legislators and policy makers at the local and state level as they engage in policy planning for the future.

MAJOR FINDINGS

- On July 1, 1991 there were about 93,000 offenders in Washington State under some form of criminal justice control. This means that for every 1,000 residents in the state, 19 were under criminal justice control. This includes 3.1 incarcerated offenders, .2 offenders in some type of partial confinement, and 15.7 offenders on community supervision.
- At any given time, far more offenders are on some form of community supervision than in total or partial confinement. On July 1, 1991, nearly 74% of all offenders statewide were on community supervision. Another 8% were on deferred prosecution programs. Just over 16% were in total confinement and less than 2% were in partial confinement. (Many offenders do, of course, spend time in different types of placements at different times during their sentence.)
- Overall, most placements for adult offenders in Washington are operating at or above capacity. This is particularly true of total confinement placements (county jails, city jails, state prisons, and special detention facilities). Community supervision programs are, as a whole, operating at about capacity. Underutilized capacity is found only in some partial confinement placements (work release, work crew, and electronic monitoring).
- Significant backlogs exist in the system of offender placements. For every offender under some form of criminal justice control on July 1, 1991 there were more than two outstanding arrest warrants. (About 15% of all outstanding warrants are for felony matters.) For every three people in local jails or special

detention facilities there is someone else waiting to serve a sentence. Most local jails and special detention facilities periodically refuse some kinds of admissions when overcrowded.

- Minorities are significantly more likely to be under criminal justice control than whites. For every 1,000 whites in Washington state, there were about 16 under criminal justice control on July 1. For every 1,000 hispanics, there were about 27. For every 1,000 blacks there were about 73. In addition to being generally more likely to be under criminal justice control, minorities are also more heavily concentrated in total confinement and less concentrated in community supervision than are whites.
- A significant portion of the offender population is made up of non US citizens. While insufficient data is available to draw conclusions about local offender placements, 14% of the state prison population is made up of non US citizens. About 30% of these are known to be illegal aliens.
- There is a very large range in the annual cost per offender for different types of placements. Total confinement placements tend to be about 2 to 6 times as expensive as partial confinement. Community supervision programs are generally a small fraction of the cost of partial confinement. These differences would be even greater when construction costs are taken into account.
- Less than 17% of all offenders account for over 83% of all costs. These are the offenders who are in some form of total confinement. Conversely, the nearly 83% of all offenders who are on community supervision account for only 13% of the total statewide costs. Partial confinement accounts for 1% of the population and 4% of the costs. The ability to save cost through diversion from more expensive placements is limited by the fact that there are relatively few offenders in expensive placements. At the same time, the potential for increasing overall costs is high since there are so many offenders in low cost community supervision programs. Diverting offenders from community supervision to expanded intermediate sanctions is often referred to as "net widening."
- Given past experience and present trends, the total number of adult offenders requiring some type of placement is expected to increase by roughly 40,000 by 1996. This represents about a 43% increase over current demand.
- If current policies regarding offender placements continue to be followed, by 1996, state and local expenditures on offender placements will increase by about \$182,000,000 per year. This is in 1991 dollars and does not include capital costs. This represents a 50 percent increase over current statewide expenditures.
- State and local expansion plans implicitly assume continuation of the way we currently use offender placement resources. The operating cost implication of

capital projects currently in design or under construction (the "bow wave" of current plans) is about \$138,000,000 per year by 1996. Consequently, the ability to reduce future costs by modifying how we use offender placement resources is limited by current expansion plans. Most of the projected future deficit in the high cost placement options (where savings are at least theoretically possible) will be eliminated by current capital plans.

- Expanded use of partial confinement options will save money only if offenders placed in partial confinement are diverted from higher cost alternatives. For example, if 1% of the statewide jail population were diverted to electronic monitoring, it would save about \$870,000 per year. If 1% of the state prison population were diverted to work crew, it would save about \$1.2 million per year.
- Cost is only one factor to consider in questions concerning the use of offender placements. The theoretically ideal criminal sanction for each offender is that placement which meets the needs and demands of society appropriate to the offender -- including public safety, punishment, rehabilitation, and deterrence -- at the lowest cost. Risk tolerance and classification system reliability are no less important than cost.
- Opportunities for creating intermediate sanctions that can save money occur primarily at the local level with lower risk misdemeanor and other types of lower risk offenders who are currently in jail or special detention facilities. At the state level, the target population for lower cost options may be the relatively large group of offenders on community supervision who are sent back to jail or prison because of technical violations of their community placement.
- Publicly funded treatment resources in the community are currently heavily utilized. To the extent that rehabilitation through treatment is a goal for some offenders, any expected increase in offender utilization of community treatment resources will require additional funding for those programs. (A follow-on study of substance abuse treatment capacity and utilization will be issued sometime in the first quarter of 1992.)
- Since no one has overall responsibility for offender placements, there is no one routinely looking at the system as a whole. Even within individual counties, it is most often the case that different agencies plan and operate different offender placements. Some understanding of the relationship between the parts of the system and between demand, costs, and the purposes of criminal sanctions can improve decision making about the allocation of resources for offender placements.

SUMMARY

INTRODUCTION

The Washington State Criminal Justice Offender Capacity Study was undertaken in the summer and fall of 1991. The scope of the study and course of work was guided by advice and counsel from a broad based steering committee and advisory board made up of individuals experienced in criminal justice matters. The study was funded by the Department of Corrections Partnership Program, a program set up to fund initiatives of mutual interest to state and local government.

There were four primary phases to the study: development of a survey to obtain information about offender placements, collection of data, analysis and synthesis of information, and exploration of the implications of current trends.

The survey gathered information about placement capacity and plans for expansion, about current utilization and offender demographics, about population management policies and practices, and about costs of operation. The study focused exclusively on persons charged with or convicted of felony, non-traffic misdemeanor, DWI, or criminal traffic offenses.

The analysis of the data resulted in construction of a graphical and mathematical model of offender placements that is useful to explain how the system works and to explore how policy and demand affect operating cost.

Finally, in the exploration phase of the study, an estimate was made of the future demand for offender placements and the operating costs associated with continuation of current practices. Brief consideration is given to the issues surrounding expanded use of intermediate sanctions.

OFFENDER PLACEMENTS IN WASHINGTON STATE

In Washington State a person charged with or convicted of a criminal offense will spend at least some time in an offender placement. Many will spend time in more than one placement, but at any given time, every offender is generally in one and only one placement.

Offender placements may be categorized as either local or state. Local placements are operated by counties and cities. State placements are operated by the Department of Corrections and, in the case of state psychiatric hospitals, by the Department of Social and Health Services.

Offender placements may also be grouped into three general categories: total confinement, partial confinement, and community supervision. Offenders may be classified as either unsentenced or sentenced. Using these distinctions (pre-sentence/post sentence, total confinement/partial confinement, etc), offender placements in Washington state are as follows:

OFFENDER PLACEMENTS IN WASHINGTON STATE

PRE-SENTENCE PLACEMENTS	POST SENTENCE PLACEMENTS
TOTAL CONFINEMENT	TOTAL CONFINEMENT
County Jail	County Jail
City Jail	City Jail
State Psychiatric Hospital	Special Detention Facility
	State Prison
	State Pre-Release Facility
	State Psychiatric Hospital
PARTIAL CONFINEMENT	PARTIAL CONFINEMENT
Electronic Monitoring (rare)	Work Release (local)
	Work Release (state)
	Electronic Monitoring
	Work Crew (out-of-custody)
COMMUNITY PLACEMENT	COMMUNITY PLACEMENT
Screen & Release	Local Probation
Supervised Pretrial Release	State Community Supervision
Deferred Prosecution	

OFFENDER PLACEMENT CAPACITY

The study identified capacity on July 1, 1991 for just over 88,500 active offenders. (In addition, the Department of Corrections has 19,000 inactive cases on file.) Half of

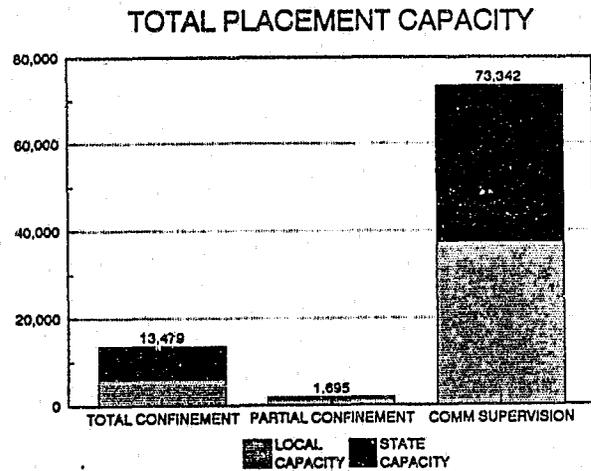
these were local placements and the other half state placements. The tables below show the distribution of capacity between state and local agencies and by type of placement. As can be seen from the graph that accompanies the tables, most capacity is in community supervision.

TOTAL CAPACITY AT THE LOCAL LEVEL

- Total Confinement 5,755
- Partial Confinement 1,145
- Community Supervision 37,342
- SUBTOTAL: 44,242

TOTAL CAPACITY AT THE STATE LEVEL

- Total Confinement 7,724
- Partial Confinement 550
- Community Supervision¹ 36,000
- SUBTOTAL: 44,274
- TOTAL: 88,516



At the local level, total confinement is made up of county jails, city jails and special detention facilities. Most (86 percent) of the local total confinement capacity is in county jails.

Local partial confinement capacity is made up of work release facilities, electronic monitoring programs, and work crews for offenders who spend non-working hours out of custody. None of these programs is very big but half of all partial confinement capacity is in work release facilities.

There are a variety of local community supervision programs. Some (supervised pretrial release and deferred prosecution) apply to unsentenced offenders. Lower court probation is provided for sentenced misdemeanants. Of the estimated total capacity of local supervision programs of 37,342, between 55 percent and 80 percent of capacity is for lower court probation. (Uncertainty about the range is due to the lack of differentiation between type of supervision provided by some agencies which responded to the survey.) Lower court deferred prosecution programs account for most of the remaining capacity in local supervision placements.

¹ It is a simplification to express state community supervision capacity in terms of number of cases. Since the Department of Corrections provides different levels of supervision for different types of offenders, capacity is a function of both the number of offenders and the type of offenders. Given the type of offenders under state supervision on July 1, 1991, capacity was about 36,000. In addition, the Department of Corrections has just over 19,000 inactive or bench warrant cases which generate a very small workload.

In addition to these local community supervision programs, there is a statewide capacity to screen about 170 offenders per day for unsupervised release.

At the state level, total confinement capacity is provided by Department of Corrections prisons and pre-release facilities and by Department of Social and Health Services psychiatric hospitals. As of July 1, 1991 DOC's prison and pre-release capacity was 7,398. The two state psychiatric hospitals had a total combined capacity for 326 offenders.

Partial confinement at the state level occurs only in state work release facilities. Current capacity is 550 offenders.

A variety of community supervision programs are provided by the Department of Corrections. In many respects it is a serious oversimplification to speak of state community supervision capacity solely in terms of caseload. The number of offenders that can be supervised by any given level of staffing is a function of the level of supervision required for each offender. Given the mix of offenders under state supervision on July 1, the capacity of DOC community corrections was about 36,000. (In addition, the Department of Corrections has approximately 19,000 inactive or bench warrant cases which generate very little workload.)

Crowding is a problem in most local jails. Most jails report that it is necessary to sleep inmates on the floor at least some of the time. By their nature, jail populations fluctuate fairly significantly. Crowding occurs during peak periods. Peaks are often seasonal. Peaks also often occur on weekends.

Many city jails also reported having to sleep inmates on the floor during peak periods. Several city jails reported that they have permanently closed their work release units to add capacity for the jailed population.

Only one special detention facility reported that it had to sleep inmates on the floor from time to time.

Except for work release, local partial confinement options are currently operating with surplus capacity. Both electronic monitoring and work crew programs reported that, statewide, only about half of all capacity was in use at the time of the survey. Because of their close association with jails, local work release units tend to be crowded at the same time that the jails are crowded.

It is difficult to estimate "crowding" in lower court probation. The general impression obtained from the survey and other parts of this study is that lower court probation is perhaps the single most over taxed placement in the state. Using the old standard of 125 cases per caseworker, lower court probation is operating at about 200 percent of capacity.

At the state level, seven institutions reported that they exceeded their operational capacity during at least part of last year. Crowding is most severe at the Washington State Penitentiary and at the Washington Corrections Center for Women. Temporary relief of crowding for state female offenders has been accomplished by converting portions of male institutions to female living units.

Of the two state psychiatric hospitals, Eastern State is operating closest to its capacity. Significant under utilized capacity was reported at Western State.

State work release facilities are operating slightly below capacity.

Staffing for community corrections is appropriate for the current workload.

PLANS FOR EXPANSION

Because facility construction takes so long and is so expensive, there was generally more information available about expansion of confinement placements than about non-confinement ones.

Significant expansion of state correctional facilities is already underway. Local jails are also actively working on expansion plans. Between state prisons and local jails, total confinement capacity is expected to increase by more than 5,000 beds by 1996. This represents a 38 percent increase over current capacity.

A substantial percentage increase (28 percent) is expected in partial confinement placements. Most of this is in planned expansion of state work release. Despite a fairly large percentage increase, the actual projected increase in capacity (478) is rather small.

Since expansion of non-confinement placements can be done quickly, no agencies plan very far ahead for these types of programs. Despite the absence of reported plans to expand community supervision programs, significant expansion can be expected as workloads increase.

The following table summarizes current capacity and planned expansion for offender placements.

**CRIMINAL JUSTICE CAPACITY STUDY
CURRENT CAPACITY AND PLANNED EXPANSION**

PLACEMENT	CURRENT CAPACITY	PLANNED EXPANSION	PROJECTED TOTAL
TOTAL CONFINEMENT			
Local	5,755	1,738	7,493
State (DOC)	7,398	3,698	11,096
State (Hospitals)	326	0	326
Subtotal	13,479	5,436	18,915
PARTIAL CONFINEMENT			
Local	1,145	128	1,273
State	550	350	900
Subtotal	1,695	478	2,173
COMMUNITY SUPERVISION			
Local	37,342 *	485	37,827
State	36,000 *	0 *	36,000
Subtotal	73,342	485	73,827
TOTAL			
Local	44,242	2,351	46,593
State	44,274 *	4,048	48,322
Total	88,516	6,399	94,915

NOTES:

The estimate of local community supervision does not include all persons supervised by local probation agencies. About 1/3 of the local probation agencies did not participate in the survey. Extrapolating reported capacity to those agencies which did not report suggests that perhaps as many as 45,000 persons are supervised by lower court probation services. About another 1,000 people are on supervised pretrial release and felony deferred prosecution programs.

As noted throughout this document, the capacity of state supervision is a function of both the type and number of offenders supervised. Expressing capacity in terms of caseload is therefore a considerable simplification. While this table shows no "planned expansion" for state community supervision, DOC budget requests for community supervision are workload driven. It is expected that future budget requests will indeed result in expansion of state community supervision.

Total state placement includes both DOC and state mental hospitals.

THE JULY 1, 1991 OFFENDER CENSUS

As part of the Criminal Justice Capacity Study, a census was conducted of offenders in all known offender placements within Washington state. Information requested in the census included data on inmate status and offense, gender, race, citizenship, and age. While a high rate of return was obtained on most offender placements, other than the Department of Corrections, few agencies were able to provide complete information for all parts of the census.

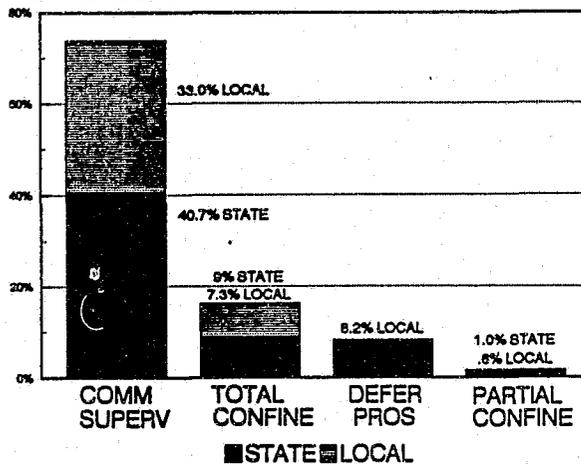
In all, at least partial census data was reported on 89,198 offenders who were actively involved in the system of offender placements in Washington State on July 1, 1991. (Data was also obtained on 19,015 state offenders on inactive or bench warrant status within the Division of Community Corrections in the Department of Corrections. In general, the inactive group is excluded from this analysis.)

Of these 89,198 offenders, nearly three quarters (73.7 percent) were in some form of community supervision; about 17 percent were in total confinement; 8 percent on deferred prosecution; and 1 percent in partial confinement.

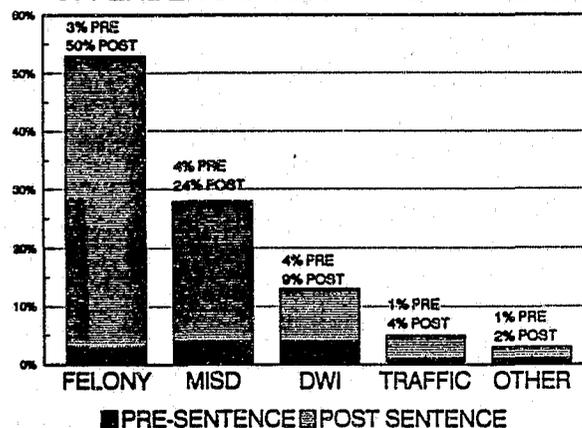
Approximately 53 percent of the total reported offender population were felons, 28 percent were misdemeanants, 13 percent were DWI, and 5 percent were traffic offenders. Eighty-seven percent were sentenced and 13 percent were pre-sentence.

Only 16 percent of all reported offenders were women. Women offenders were significantly less likely to be in total confinement than men and somewhat more likely to be on some form of community supervision. Given their prevalence in the offender population as a whole, they were about as likely as men to be in partial confinement. Interestingly, nearly 38 percent of all reported offenders on supervised deferred prosecution were women.

OFFENDER DISTRIBUTION BY PLACEMENT



OFFENDER DISTRIBUTION BY OFFENSE



The number of offenders by placement who were reported in the July 1, 1991 census is shown in the following table.

OFFENDER CENSUS ON JULY 1, 1991

PLACEMENT	CENSUS
County Jail	5,909
City Jail	284
Special Detention Facility	318
Work Release (local)	329
Work Crew	105
Electronic Monitoring	129
Deferred Prosecution	7,300
Screen & Release (screenings per day)	171
Supervised Pretrial Release	255
Community Supervision (local)	28,948
Prison	7,988
Pre-Release/Work Release (state)	887
Community Supervision - Active (state)	36,343
State Mental Hospital	232
SUBTOTAL	89,198
Estimated Underreporting	3,559
TOTAL	92,757

For some of the analysis in this report it was necessary to compensate for under reporting. Consequently, for those placements which did not have a 100 percent return rate, the amount of under reporting was estimated and then added to the total number of offenders reported in the census. In this way a total of 3,559 offenders were added. This adjusted number allowed us to estimate the incarceration rate and criminal justice control rate in the state.

Based on our findings and the 1990 general census, on July 1, 1991 there were just over three inmates (3.14) in some kind of total confinement placement for every 1,000 residents of Washington state. At the same time there were only two offenders in partial confinement for every 10,000 state residents (.21 per 1,000). Individuals in

community placements were much more numerous. In this category there were nearly 16 offenders (15.72) per 1,000 residents. Altogether there were just over 19 offenders for every 1,000 state residents. These rates are shown in the table on the next page.

OFFENDERS PER 1,000 STATE RESIDENTS

PLACEMENT	RATE
Total Confinement	3.14
Partial Confinement	0.21
Community Placement	15.72
Control Rate	19.06

A similar analysis was completed to estimate the incarceration rates and control rates by race and ethnicity.

The census found significantly higher rates of incarceration for minorities than for whites, which is consistent with findings of studies of offender populations across the country. Similar, although less dramatic, differences were observed for other types of placements. Blacks and hispanics tend to be found in all offender placements much more often than their prevalence in the community at large would suggest. While there were just over three people in total confinement per 1,000 state residents on July 1, 1991, there were 2.2 whites per 1,000 white residents, 8.9 hispanics per 1,000 hispanic residents, and 17.8 blacks per 1,000 black residents. Similar, although less dramatic, differences also occurred in partial confinement and community placements. In partial confinement the rates were .17 whites per 1,000 whites, .22 hispanics per 1,000 hispanics, and 1.20 blacks per 1,000 blacks. In community placement the rates were 13.7 whites per 1,000 whites, 18.0 hispanics per 1,000 hispanics, and 53.7 blacks per 1,000 blacks. The overall control rate by race was therefore: 16.1 whites per 1,000 whites, 27.2 hispanics per 1,000 hispanics, and 72.8 blacks per 1,000 blacks.

The data also revealed that within all the placements an offender might be found, blacks and hispanics are more likely to be in more restrictive placements than are whites. For example, of all white offenders, 13.7 percent were in total confinement. Of all black offenders, 24.5 percent were in total confinement. For hispanic offenders, 32.9 percent were in total confinement. Blacks and Hispanics were somewhat more likely than whites to be in partial confinement. Both were significantly less likely to be in a community placement.

Incarceration rates were also calculated for individual counties. (Insufficient data was reported to calculate control rates for counties.) As part of the analysis, crime rates for each county were used to determine "crime adjusted incarceration rates." Looking at local incarceration rates with and without adjusting for crime rates yielded significantly different results.

POPULATION MANAGEMENT

Historically, criminal justice agencies have tended to see workload increases as beyond their control. Agencies somehow cope with whatever workload they receive.

With increasing demands for limited resources, this attitude is changing. It is more common now than in previous years for criminal justice agencies to play an active role in the management of their workload. There are three basic strategies that are sometimes employed: workload leveling through scheduling, demand reduction through selective refusal of admissions, and shortening lengths of stay.

The first line of management of workload through scheduling occurs with the use of warrants. As of August 1991, the Washington Criminal Information Center (WCIC) reported 171,900 warrants on record. Of these, 26,532 (15 percent) were for felony matters. The remainder (145,368) were for misdemeanors. In addition, it is estimated that another 62,000 warrants exist that have not yet been entered in the WCIC system. It is not known how many of the latter are for felonies and how many for misdemeanors. This backlog of unserved warrants is more than double the total number of offenders currently in one or another of the offender placements in Washington state.

In general, warrant backlog is a de facto method of managing workload. That is, for any jurisdiction the warrant backlog expands and contracts as day to day resource allocation decisions are made. However, criminal justice administrators in some jurisdictions with crowded facilities consciously choose to only passively search out persons wanted on less serious matters. Statewide, there is considerable variation between counties in the number of warrants issues, the rapidity with which they are served, and in the quashing of warrants. This method of managing workload applies mainly to sheriffs and county jails.

A more direct method of managing demand is to schedule the time when a sentence is to be served. For any crime where the primary purpose of the sanction does not involve protection of the public through immediate incapacitation of the offender, the timing of the sentence (within reason) can be done at the convenience of the agency administering it. By scheduling when sentences are served, an agency can dampen peak loads and use surplus capacity when demand is low.

At the time of the survey, 1,063 offenders statewide were waiting to serve sentences in county jails. Most (55 percent) were for traffic offenses, 23 percent were for sentenced misdemeanants, and 22 percent were for sentenced felony. Two of the state's five special detention facilities reported that they had people waiting in the community to serve sentences in special detention. One county reported a waiting list of over a 1,000 offenders (88 percent traffic offenders). Together these two special detention facilities reported a total of 1,045 offenders on waiting lists. Only one city jail reported that it schedules sentences. It reported a waiting list of 27.

In addition to these total confinement placements, waiting lists are also maintained for some partial confinement options. As of July 1, 1991, five local work release programs statewide reported a total of 181 people waiting to serve sentences. And, despite generally under utilized capacity statewide, five agencies with electronic monitoring programs reported waiting lists. These five had a total of 34 people on waiting lists on July 1. Two work crew programs had a combined total of 63 people waiting to fulfill their obligations.

Waiting lists also occur in some community supervision placements. A total of 182 offenders were said to be waiting for placement in supervised pretrial release or felony deferred prosecution.

For all local placements statewide, a total of 2,595 offenders were reported to be on lists waiting to serve their sentence. This is equal to about 2.4 percent of the number of offenders reported to be in some placement on July 1, 1991.

Waiting lists have a different meaning for state institutions. Inmates may wait at a more secure institution than they require until there is an opening at an institution that conforms to their security needs. They may also wait for specialized programming not available everywhere (e.g. sex offender treatment or intensive mental health treatment).

In addition to scheduling demand, some agencies reported that they refuse certain kinds of admissions when they are crowded. (All agencies reported that they took all admissions when they were not crowded.)

A third of all county jails reported that they turn away some kind of booking when they are over capacity. Virtually all refused admissions are traffic offenders, misdemeanants, probationers brought in on technical violations, or offenders who may be the responsibility of another jurisdiction. Only one county reported refusing to take a felon under some circumstances.

When crowded, city jails follow a variety of strategies for refusing admissions. Virtually any conceivable combination of offender types might, under the right circumstances, be refused admission to one city jail or another.

Since special detention facilities and work release facilities are only for sentenced offenders, refusing an admission is really another way of scheduling sentences.

State institutions cannot refuse admissions.

The final method of managing demand is to manage the length of the sentence to be served. The most common way this is done is through the use of "good time." All but four county jails in Washington routinely grant some "good time." Ten out of eighteen reporting city jails also use "good time." Four out of the five special detention facilities use "good time." The use of "good time" is also found in some work release

facilities and electronic monitoring programs. Only one work crew program grants "good time."

"Good time" is used throughout the state prison system. The Department of Corrections distinguishes between "good time" and "earned time." "Good time" is something you get if you stay out of trouble. Earned time is something you earn by actively programming (i.e. working or going to school). Unlike the application of "good time" in local jurisdictions, "good time" in the state system is regulated by state law.

The equivalent of "good time" credit also occurs in some lower court probation programs.

Other strategies that are sometimes used to manage demand include running sentences concurrently, early release (balance of sentence suspended), or temporary release (furlough). The use of furloughs is rare in Washington state.

Population management is not just a matter of managing demand. All programs attempt to affect offender behavior through incentives (e.g. "good time") and disincentives (e.g. disciplinary segregation). Practices in one part of the system can have significant impacts on other parts of the system. For community placements and partial confinement placements, the ultimate sanction for unacceptable behavior is incarceration. A substantial portion of the county jail population is made up of offenders who have violated the terms of their community or partial confinement placement. During the twelve months ending June 30, 1991, there were 7,432 terms in county jails as a result of allegations or findings of noncompliance with conditions of state community supervision placements. These 7,432 terms used, on average, 775 beds (13 percent) of the total local confinement capacity in Washington. Certain types of offenders on state supervision may also be returned to state prison for violation of the conditions of their placement. During the same period described above, 780 prison beds and 17 state work release beds were occupied by offenders returned from community placement.

OFFENDER PLACEMENT ECONOMICS

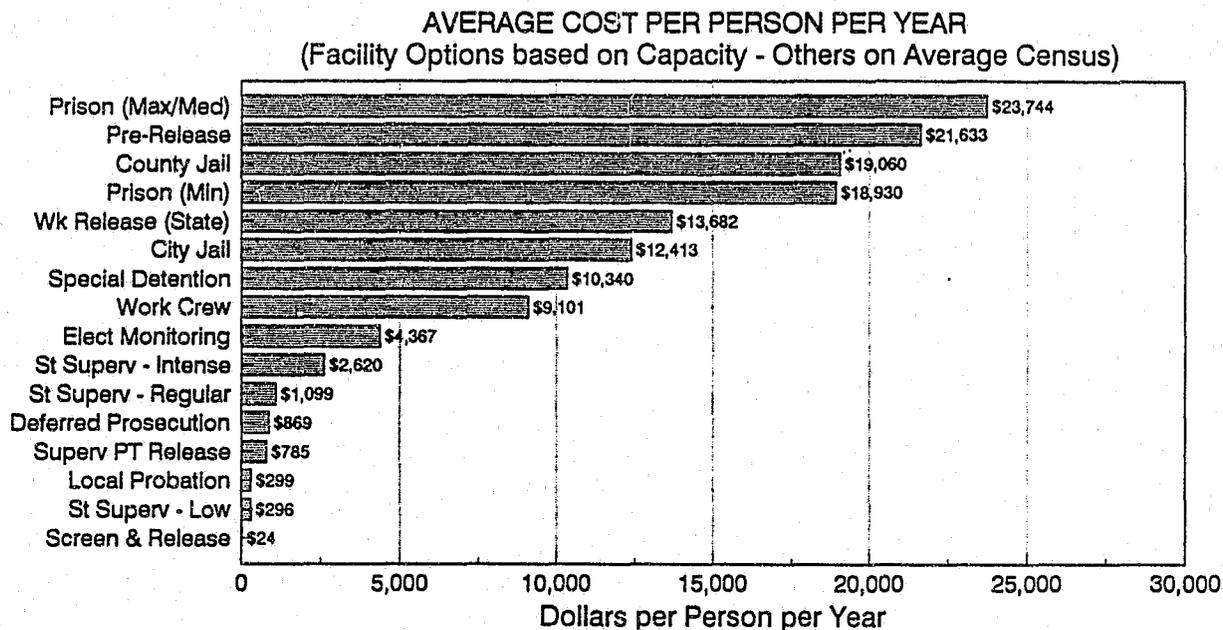
Included in the Criminal Justice Capacity Survey was a request for financial information from each agency. The data collected included information on the range of operating costs for each of the offender placement categories provided by local governments in Washington state.

Cost per person was calculated in two ways. For all placements, cost was calculated by dividing total costs by the average daily population. In addition, for confinement options, cost per bed was also calculated on the basis of facility capacity. This second calculation allows us to see the effects of overcrowding (or under

utilization) on per capita costs. In general, we used the average cost per bed to represent the cost of confinement options and the cost per average daily census for other placements.

An expected range of costs (low/average/high) was also computed.

The results of this analysis (expressed in 1991 dollars) can be seen in the following graph.



IMPLICATIONS FOR FUTURE

The model developed to describe the demand for and use of offender placements in Washington State begins with the premise that at all times each offender must be somewhere in the system. While an individual may move from one placement to another, at any given time he or she is in one (and generally only one) placement.

Based on the information reported in the July 1, 1991 offender census (adjusted for underreporting), the model shown on the following page was constructed. The model shows the current distribution of offenders by status and offense and how, for each classification of offender, placements are currently used. The model allocates any assumed number of offenders to various placements based on current policies and practices. The model may also be used to show the effect of modifying assumptions about the use of placements.

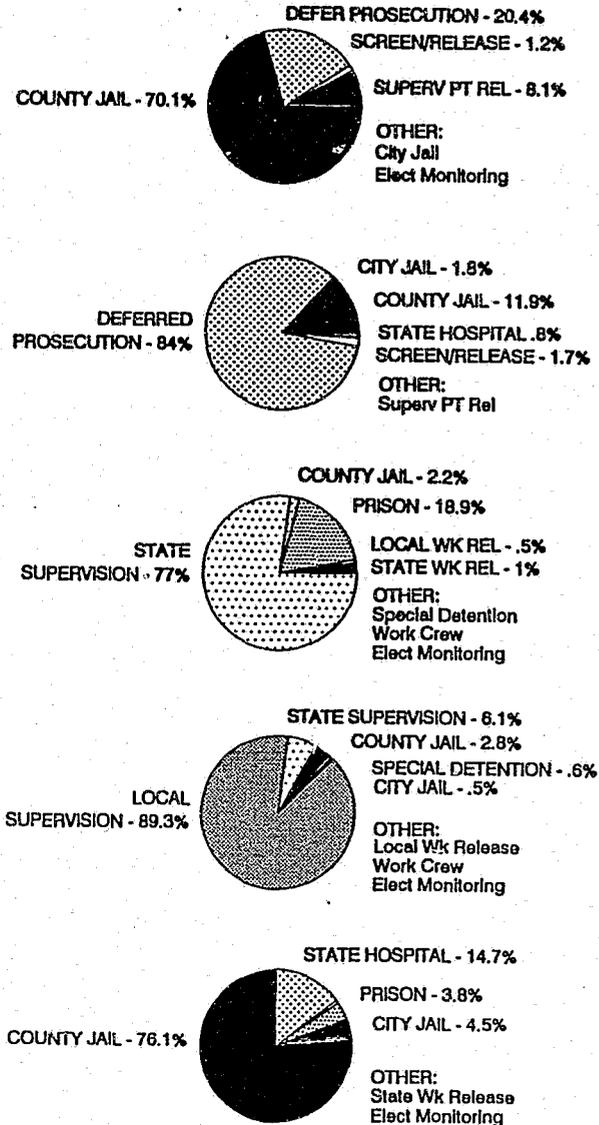
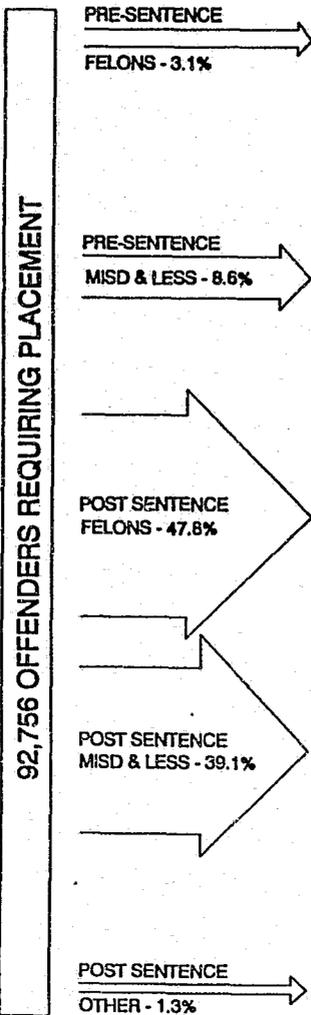
THE BASIC MODEL

N x STATUS & OFFENSE DISTRIBUTION

x PLACEMENT DISTRIBUTION

Equals

PLACEMENT UTILIZATION



	PRE SENTENCE		POST SENTENCE			TOTAL
	FELON	MISD & LESS	FELON	MISD & LESS	OTHER	
County Jail	2,046	951	955	1,021	949	5,922
City Jail	5	125	6	162	56	354
Special Detention	0	0	93	225	0	318
Work Release - Local	0	0	212	117	0	329
Work Crew	0	0	50	55	0	105
Elect Monitoring	2	0	38	85	4	129
Deferred Prosecution	595	6,705	0	0	0	7,300
Screen & Release	36	135	0	0	0	171
Superv PT Release	235	20	0	0	0	255
Comm Superv - Local	0	0	0	32,422	0	32,422
Prison	0	0	8,392	0	47	8,439
Pre/Work Rel - State	0	0	428	0	8	436
Comm Superv - State	0	0	34,130	2,214	0	36,344
Mental Hospital	0	49	0	0	183	232
TOTAL	2,919	7,985	44,304	36,301	1,247	92,756

One of the primary tasks completed in the exploration phase of the study was to estimate the future demand for offender placements. The projection developed here is the first of its kind. Given the complexities of the undertaking, readers are encouraged to consider the projection as a working assumption.

The projection that was developed forecasts a total demand for offender placements in 1996 of just under 133,000. When this figure is entered into the allocation model developed as part of this study, it projects a prison inmate population and state community supervision caseload within 3 percent of independent estimates developed for these placements by the Office of Financial Management and the Department of Corrections.

The resulting demand for offender placements was then subtracted from current capacity. Appropriate adjustments were made to compensate for the relative difficulty of transferring surplus capacity between jurisdictions.

For each placement, the resulting deficit was then multiplied by the average cost per offender for that placement. Adding these costs together resulted in a forecast of additional annual operating costs associated with the estimated demand and continuation of current practices.

The projected additional cost in 1996 is estimated to be approximately \$182 million per year.

The same methodology can be used to estimate current costs. Based on a current (1991) demand of 92,757 offenders, current costs statewide are about \$360 to \$370 million per year. When seen in this context, an increase of \$1282 million per year is a substantial change.

Analysis of current expansion plans indicates that our ability to reduce further costs is limited by capital construction projects that are already underway or that are in advanced stages of planning. The table below illustrates the estimated costs of planned expansion, and estimated operating cost deficits in community supervision, partial and total confinement. Note that the "bow wave" (i.e. the cost consequences of decisions already made) of current expansion plans is more than three quarters of the total projected deficit in 1996. In addition, note that the projected deficit in high cost placements (i.e. total confinement) for which there are no current plans is only about 10 percent of the projected 1996 deficit. It is within this 10 percent that opportunities for cost savings are concentrated.

CURRENT PLANS LIMIT ABILITY TO REDUCE FUTURE COSTS

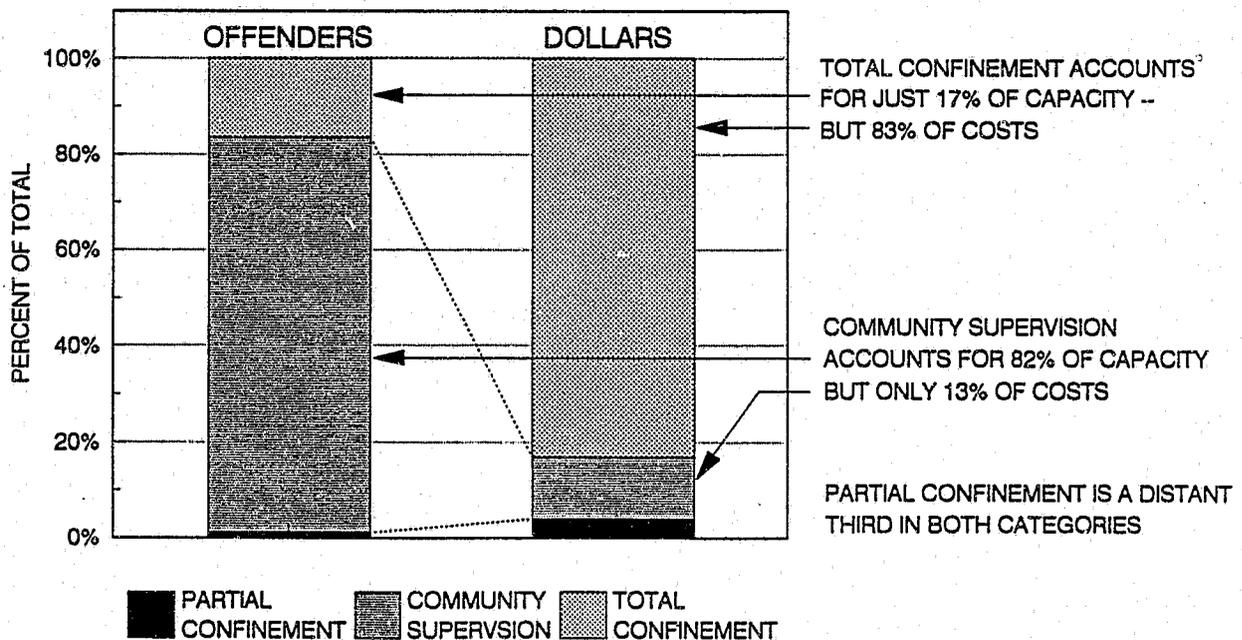
	ANNUAL COST 1991 DOLLARS
"BOW WAVE" OF PLANNED EXPANSION	\$138,000,000
ESTIMATED ANNUAL DEFICITS IN OTHER AREAS	
COMMUNITY SUPERVISION	23,000,000
PARTIAL CONFINEMENT	2,000,000
TOTAL CONFINEMENT	19,000,000
TOTAL ESTIMATED ADDITIONAL COST PER YEAR IN 1996	\$182,000,000

NOTE: Costs represent operating expenditures only. Construction costs have, for the most part, already been obligated.

Because the pool of offenders from high cost placements is so small in relation to the total number of offenders, it is common for the introduction of intermediate sanctions to also divert offenders from lower cost placements. Unless a very short intermediate sanction sentence is exchanged for a very long community supervision sentence, such diversion will cause a net increase in the cost of offender placements. This phenomenon is often called "net widening."

The significant potential for net widening and the relatively small potential for cost savings can be seen by comparing placement costs to placement utilization. The fact of the matter is relatively few offenders account for most costs.

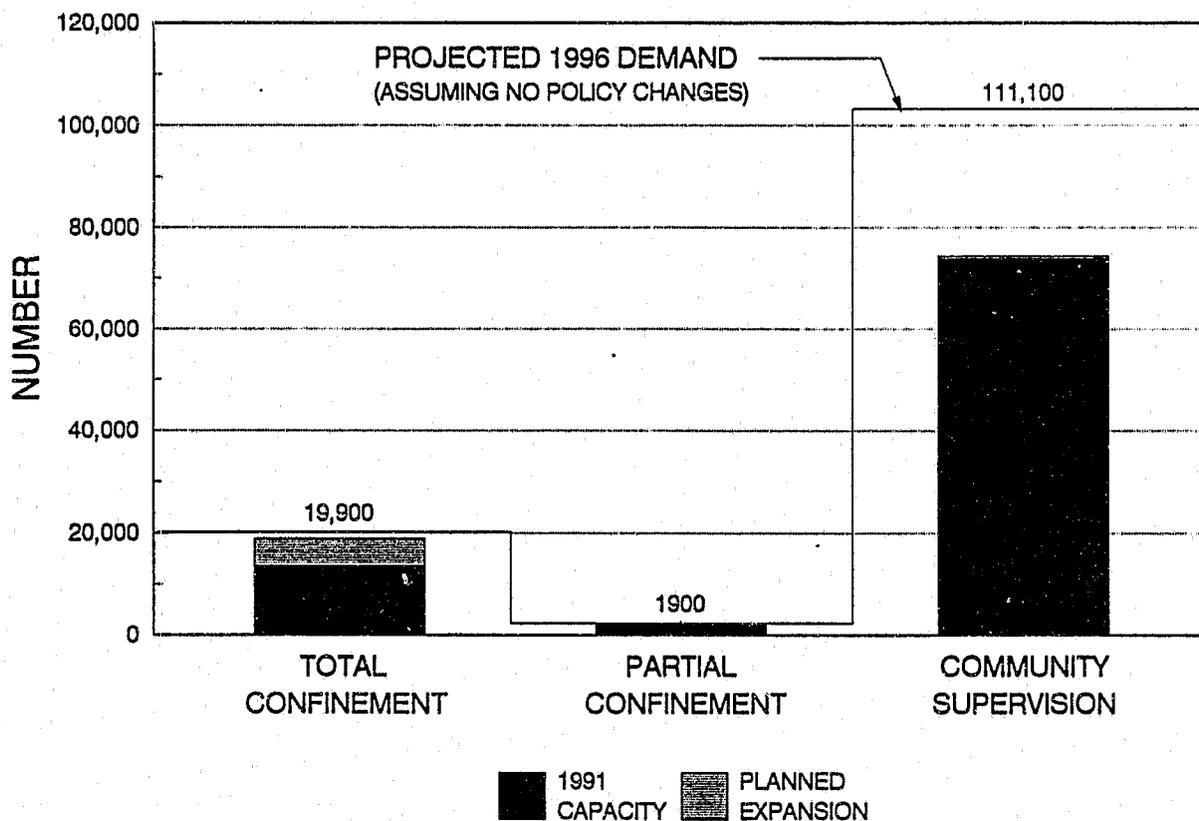
RELATIVELY FEW OFFENDERS ACCOUNT FOR MOST EXPENDITURES



In the meantime, current planning by state and local government clearly envisions a "business as usual" approach. As the following graph illustrates, those types of placements requiring a long lead time for development are already significantly underway. The projected deficit for total confinement beds in 1996 will be reduced to about 1,000 if all current capital plans are implemented. Only in community supervision (where long-range planning is not necessary) is there a significant shortfall in 1996.

Note that the planned expansion would reduce the projected deficit in total confinement to about 1,000 beds by 1996. While small, this is the area where cost savings can be obtained. The large gap between capacity and projected demand in community supervision will be filled by expansions of community supervision programs as need warrants. To the extent that alternatives are proposed for this group of lower cost placements, costs will go up.

CURRENT PLANS ASSUME BUSINESS AS USUAL



OFFENDER PLACEMENTS IN WASHINGTON STATE

THE CRIMINAL JUSTICE SYSTEM AND OFFENDER PLACEMENTS

The act of committing a crime in Washington state precipitates a complex process involving law enforcement agencies, the courts, and state and local correctional programs. Figure 1, the flow chart on Page 2 of this section, depicts a simplified view of the state's criminal justice system, with emphasis on how offenders move into and between placements. The chapter which follows is intended to provide a better understanding of this system, especially as it relates to the placement of offenders.

As we examine the state's criminal justice system, one thing is clear: The volume of crime in Washington is far greater now than it has ever been in the past. As we proceed in this chapter, we will examine how the parts of the system interrelate and interact, and what conditions strain the system and where. We will include crime rates for given categories of offenses, and consider the effect on various placements based on the crimes committed.

ARREST

City, county and state police are the criminal justice system's front line, usually having first contact with suspected criminals. Once a crime is reported, police investigate, collect evidence, and make an initial determination about whether a criminal statute may have been violated. When an arrest is made, the suspected offender enters the criminal justice system.

The Washington State Association of Sheriffs and Police Chiefs reported 300,592 index offenses in 1990.¹ Index offenses are murder and non-negligent manslaughter, rape, aggravated assault, robbery, burglary, larceny (theft), motor vehicle theft and arson. It is important to note that index offenses do not include drug offenses. Of the reported index offenses in 1990, 8 percent were crimes of violence. Law enforcement agencies arrested 191,687 adults in 1990. Of those arrests, 17 percent were for index crimes. While index crimes and felonies are not precisely synonymous, it can still be assumed that felonies represent less than 20 percent of all arrests. According to the Washington State Criminal Justice Databook (May 1991), the total number of reported crimes increased 7 percent from 1980 to 1990 while the total number of arrests increased 23 percent. During the same period, the number of reported violent crimes

¹ Mert Obert, Crime in Washington State Washington Association of Sheriffs and Police Chiefs: 1990 Annual Report.

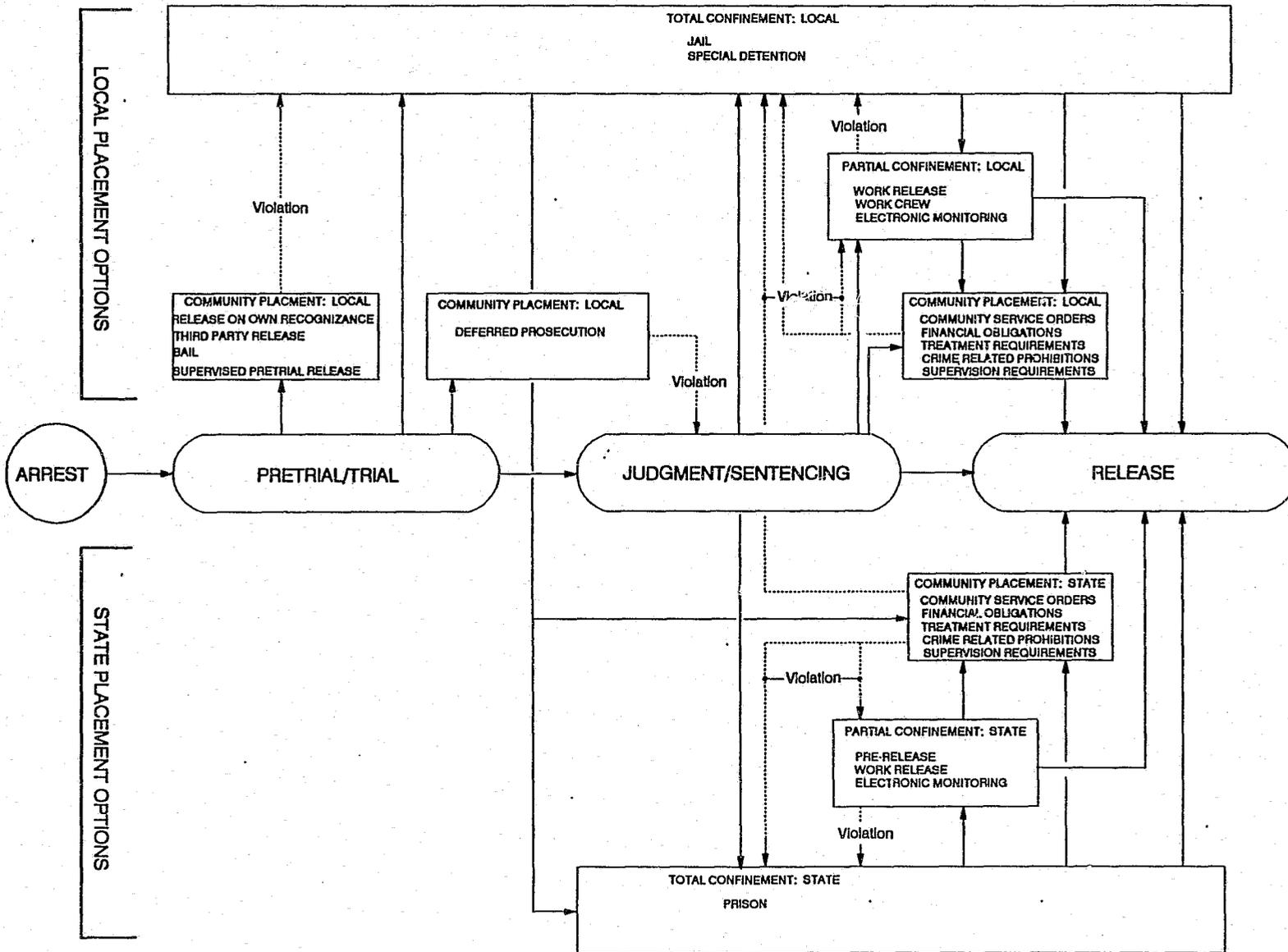


FIGURE 1
OFFENDER PLACEMENTS

increased by 27 percent, while the number of arrests for violent crimes increased by 68 percent.

Overall, crime rates per 1,000 males age 18-39² declined by 3 percent between 1980 and 1990. However, violent crime rates increased by 15 percent during the same period.

Initial placement decisions are made at the law enforcement level. An arresting officer, with review by a supervisor, may issue a citation or summons or may place the arrested person in detention. Police investigative work may lead to warrants of arrests and thus to detention.

In small jurisdictions, a law enforcement officer may first bring a suspected offender to the officer's agency for short term detention in a holding cell, designed for detention of up to 72 hours. If it is designed for up to six hours holding, the holding cell may contain nothing more than a toilet and bench. If it's designed for 72 hours it may also contain a bed. Most police agencies which use holding cells have two or three such cells.

Detainees may be released from short term detention into the community or they may be transferred to a county or city jail. In many jurisdictions, police take the newly arrested person directly to jail and bypass short term holding. In most jurisdictions a bail schedule is set by the court, which permits release of persons charged with less serious crimes. Such release may be on a person's own recognizance or upon posting of a preset amount of bail. Bail schedules differ from one jurisdiction to another.

State statutes and case law dictate that cases must be presented to the court by the next judicial day (which could be 24 to 72 hours) after detention. Some detainees are released because time constraints cannot be met. Such cases may be held in abeyance, pending further investigation, after which time a warrant may be issued for re-arrest.

PRETRIAL/TRIAL

Once an arrest is made, the prosecuting attorney examines evidence to determine whether it is legally sufficient to formally charge the suspect with a crime. A critical decision at this point is whether to charge a felony or misdemeanor. Parallel criminal justice systems exist for felonies and misdemeanors. Superior Courts deal with felonies, and District and Municipal courts deal with misdemeanors. The maximum

² 18-39 year old males are generally used as the at-risk population when analyzing crime.

penalty for a misdemeanor is one year of jail time; for a felony the maximum can be life imprisonment or, in some cases, death.³

Increases in arrests do not always mean increases in filings. In addition, some misdemeanor, traffic and felony cases forego the trial stage and have their prosecution deferred, and are treated much like probation cases. The judge makes the decision for misdemeanor and traffic cases. Such decisions are often made at the recommendation of local probation staff. Prosecutors manage workloads or overloads by reducing felony charges to misdemeanors. Felony deferred prosecution cases are managed by the prosecutor in three counties. A small number of deferred felony cases were reported in eight other counties. This placement option is called Deferred Prosecution (or Supervised Deferred Prosecution) throughout this report. In Figure 1 it is found in the center box labeled "Community Placement: Local."

Misdemeanant and traffic offenses are the domain of municipal and district courts, both courts of limited jurisdiction. In 1990, there were 42,075 DWI/physical control cases, 167,710 traffic misdemeanors, and 189,520 non-traffic misdemeanors for a total of 399,305 cases filed in courts of limited jurisdiction. This represents a 24 percent increase over 1986.⁴

Most felony charges are filed in Superior Court, with a few filed in District Court. Preliminary felony appearances occurred in 22 district courts in 1990. Of those filings, 70 percent were dismissed and 10 percent were bound over to Superior Court. In 1990 there were 26,914 felony filings in Washington. The felony rate increased by 65 percent between 1980 and 1990. A large number of drug offenses were filed during that time, driving up the overall rate. However, even excluding drug offenses, the rate still increased by 34 percent.⁵

Further placement decisions are made at this point in the process, since during the pretrial stage, new options for placement become available. Once a case is assigned to a court, a defendant may be released from jail on his or her own recognizance or by posting bail before the trial begins. Release on one's own recognizance is decided by the judge and/or through screening by jail staff. When done by jail staff, general corrections officers or specialized pretrial screening and release staff do the screening.

Some pretrial release is supervised. Such supervision includes an agreement between staff and the defendant concerning a predetermined schedule of contacts that

³ Op. Cit., Washington State Master Plan.

⁴ Mary Campbell McQueen, The 1990 Report of the Courts of Washington, Office of the Administrator of the Courts, Olympia, Washington, 1991.

⁵ Op. Cit., Felony Sentencing 1971 to 1991, May 1991.

must be made. Another form of supervised pretrial release is house arrest, in which the defendant is restricted to the home and compliance is monitored electronically. These options are found in Figure 1 in the left-hand box labeled "Community Placement: Local."

For those who are not released on their own recognizance, bail is set by a judge. Those who pay bail or 10 percent of bail, if allowed by the judge, are released until trial. Again, this option is found in Figure 1, in the left-hand box labeled "Community Placement: Local." Failure to comply with the pretrial release conditions, including failure to appear in court, results in issuance of a bench warrant.

Warrants

Judges may issue warrants specifying that an offender appear to serve a sentence or to be present for a hearing. This is another source of detention facility populations. Another source is those who have allegedly violated sentence conditions.

As of Aug. 22, 1991, 233,963 warrants were outstanding in Washington state.⁶ Of those, 62,063 were not yet entered with the Washington Crime Information Center, and so had not been categorized according to type of crime. Of those entered, 15 percent were felony warrants. The number of outstanding warrants is one measure of backlog in the criminal justice system.

JUDGMENT/SENTENCING

What kind of placement an offender receives depends in part upon what type of crime has been committed, and in part upon what stage an offender has reached in the criminal justice process. The Sentencing Reform Act of 1981 created a determinate sentencing system. Under this system, the decision to incarcerate and the decision on sentence length are determined by a sentencing grid that considers crime severity and previous criminal history as critical factors. While there are provisions for sentencing outside the range of the sentencing grid, over 91 percent of all sentences in 1990 were within the standard range.⁷

⁶ These data were provided through the Washington Association of Sheriffs and Police Chiefs specifically for the 1991 Washington State Criminal Justice System Survey of Offender Placement Options.

⁷ A Statistical Summary of Adult Felony Sentencing, Fiscal Year 1990, Washington State Sentencing Guidelines Commission.

Misdemeanor Outcomes

The number of filings and dispositions in courts of limited jurisdiction is impressive. In this study we are interested in criminal cases, including driving while under the influence (DWI), other criminal traffic misdemeanors and nontraffic misdemeanors. In 1990, over 450,000 charges concerning such matters were made in Washington courts of limited jurisdiction. For the same period, just over 300,000 (301,303) dispositions and deferred prosecutions for such cases were reported to the Office of the Administrator of the Courts. While some portion of the differences between charges and dispositions may be due to caseload backlog, the overwhelming majority is believed to be the result of outstanding bench warrants.

Figure 2 shows the growth in misdemeanor charges over the last five years, together with the relative size of the various outcomes such cases may have. As is clearly evident from this figure, while the total number of misdemeanor charges has increased substantially, there has been virtually no increase in the number of guilty findings or bail forfeitures over this time. Figure 3 illustrates the misdemeanor outcomes for 1990.

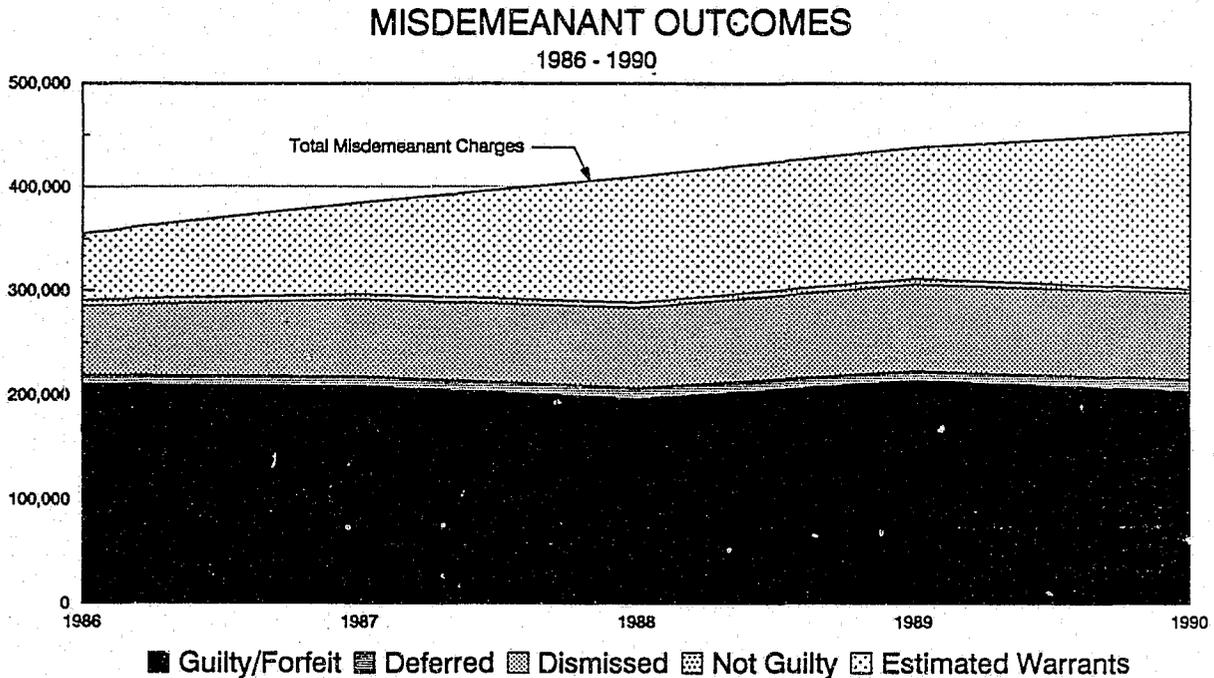


Figure 2

Based on these ratios, misdemeanor filings reported in 1990 should result in approximately 16,000 deferred prosecution cases, 36,000 bail forfeitures, and 236,000 guilty findings. About 112,000 filings will result in dismissals or not guilty findings.

Guilty parties in courts of limited jurisdiction are fined, sentenced to jail and/or to a term of community supervision (probation), often with conditions of treatment, financial

MISDEMEANANT SENTENCE OUTCOMES - 1990

restitution, or community service. Some are given credit for time already served to go toward their sentences. Possible placements include total confinement in jail (In Figure 1, this is found in the top box labeled "Total Confinement: Local) or partial confinement in a work release, work crew or electronic monitoring program. These options can be found in Figure 1 in the box labeled "Partial Confinement: Local." Offenders may also be placed in the community, with some limits or restrictions. Community placement options for sentenced offenders include payment of fines, court costs or restitution; treatment requirements; crime-related prohibitions; supervision requirements; or some combination of these. In Figure 1, these options may be found in the right-hand box labeled "Community Placement: Local." Of those misdemeanor offenders placed on community supervision, at least 85 percent also had other conditions such as fines, restitution, treatment or crime-related prohibitions.

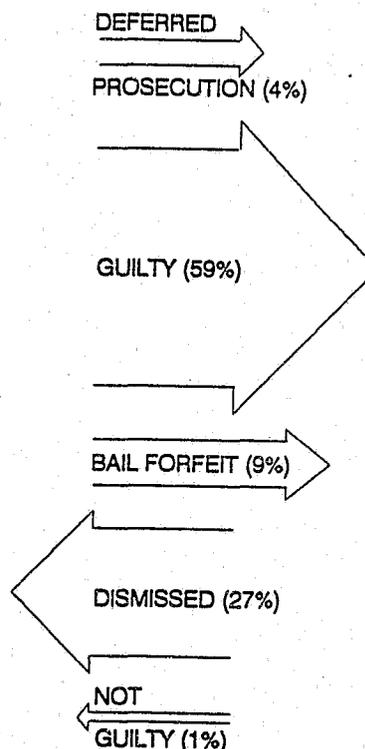


Figure 3

Offenders on local probation receive either normal or intensive supervision. Most lower court probation agencies are understaffed and cannot provide intensive supervision. When staff levels permit caseload management, supervisors and case managers prioritize cases.

Felony Outcomes

Those who have committed felonies resulting in sentences of up to one year may serve that time in the county jail, special detention or work release, or be placed on home detention (electronic monitoring), or serve on a work crew. In Figure 1, these may be found in the boxes labeled "Total Confinement: Local" and "Partial Confinement: Local." Felons receiving sentences of a year or more spend time in state confinement.

Between July 1, 1989 and June 30, 1990, 17,204 people were sentenced for new felony offenses in Washington⁸. Of these sentences, 12,034 (70 percent) resulted in

⁸ Washington Sentencing Guidelines Commission, A Statistical Summary of Adult Felony Sentencing: Fiscal Year 1990, February 1991.

county jail time, 4,203 (24 percent) resulted in state imprisonment, and 967 (6 percent) received sentences which did not include confinement. Of the 967 cases that did not include confinement, 848 (88 percent) received a sentence which included some form of community service. This compares to 1970, when a higher proportion went to prison and a higher proportion received sentences without confinement time included.

Most felony offenders sentenced to jail also received orders for community supervision. Many also received orders for community service. Of the 13,000 felony sentences which did not include state imprisonment, 11,841 (91 percent) included community supervision and 3,634 (28 percent) included community service orders.

Community service orders averaged 180 hours.⁹ These felony sentence outcomes are illustrated in Figure 4.

Those in detention either arrive to serve their sentence, have been there since before sentencing, or have been brought in on a warrant.

Under the state Sentencing Reform Act, those convicted of felonies with higher seriousness levels and those who have longer criminal histories are sentenced to confinement for longer than a year. Such sentences are served in prison. In 1990, 4,203 people were sentenced to prison, with an average sentence of 39.7 months.¹⁰ The vast majority of these also received a sentence with some community obligation (treatment, restitution, community service, etc.). The number of 1990 felony sentences, by length of confinement, is shown in Figure 5.

FELONY SENTENCE OUTCOMES
(July 1, 1989 - June 30, 1990)

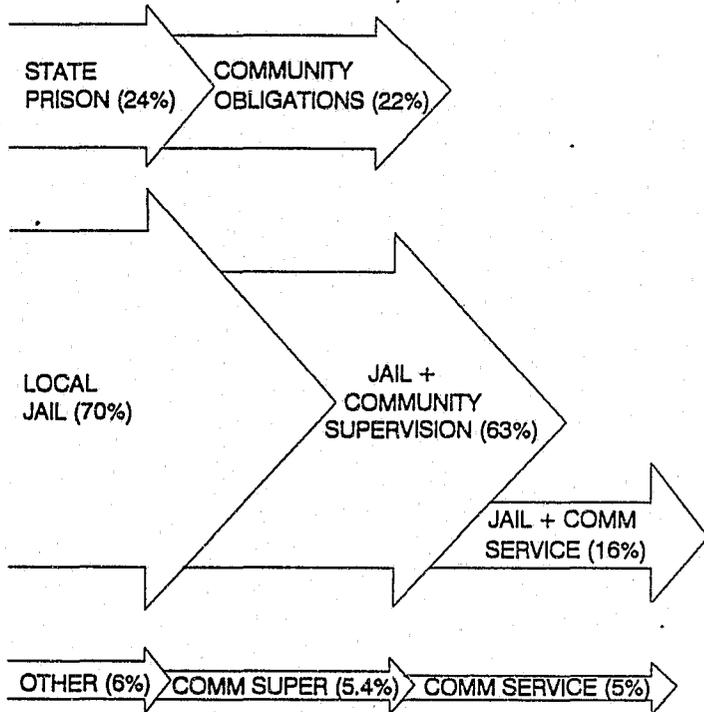


Figure 4

⁹ Ibid.

¹⁰ Ibid.

RELEASE

Release from total confinement in a local jail may be either through a graduated release program or directly to an unsupervised, unconditional release. When graduated release is used, the offender may move from total confinement to partial confinement or from total confinement to some form of community placement. It is also possible to move from partial confinement to community placement prior to unconditional release. This movement is illustrated in Figure 1 with the arrows between the box labeled "Partial Confinement: Local," and the right-hand box labeled "Community Placement: Local."

Violation of the conditions of placement may result in return to a more restrictive placement. While, in theory, community placement violators may be returned to partial confinement, in practice, violators at any level are generally returned to jail.

Offenders under state supervision return to prison if they are on community custody status or if they are indeterminate sentence parolees (about 8 percent of the total state supervision caseload). Other state supervised offenders who violate conditions of their community placement will usually be held in local jails for a period of time.

Between July 1, 1990, and June 30, 1991, 7,432 offenders under state supervision were returned to a local jail for violations of placement conditions or for alleged new crime. These offenders spent a total of 282,963 person days in jail during this time. This is equivalent to using 775 jail beds every day for a year. The average length of stay was 38 days.

During the same time, 1,862 state supervised inmates were returned to prison for violation of terms of their release. This group accounted for 285,008 person days in

FELONY SENTENCE LENGTH
July 1, 1989 to June 30, 1990

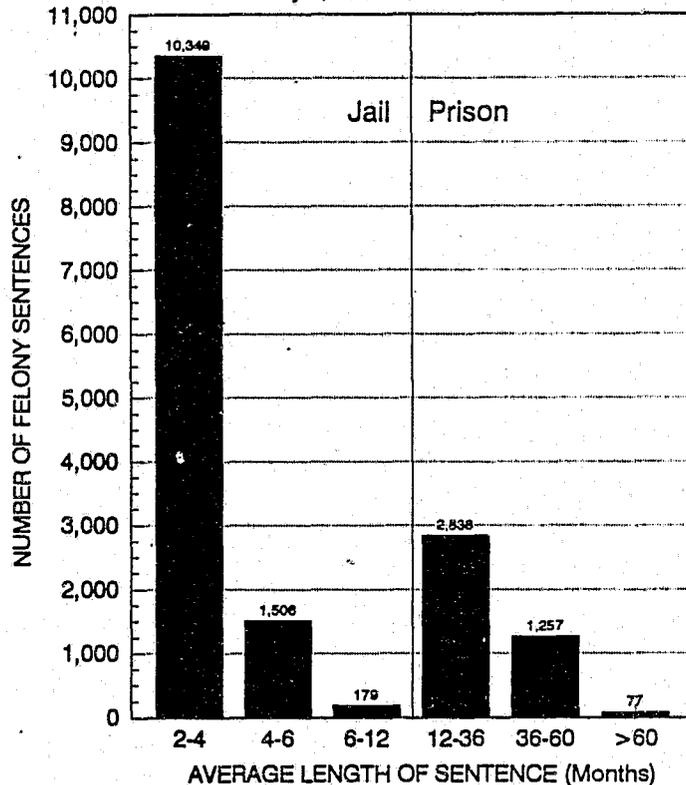


Figure 5

prison (equivalent to using 780 prison beds every day for a year). The average length of stay was 153 days. One hundred sixteen inmates also were returned to a work release or pre-release facility for a total of 6,077 person days (equivalent to using 17 beds for a year). The average length of stay was 52 days.

CURRENT CAPACITY AND PLANNED EXPANSION OF PLACEMENTS

Offender placements in Washington state may be grouped into three categories: total confinement, partial confinement, and community placement. Total confinement includes jails, prisons, state pre-release, and special detention. Partial confinement includes state and local work release, electronic monitoring, and work crew for out-of-custody offenders. Community placement includes deferred prosecution, pretrial release programs, local probation, and state supervision.

In addition to these three categories, placements may also be characterized as either local (i.e. operated by a local jurisdiction) or state.

In this chapter we will discuss local placements first, and then state placements. In each case we will begin with total confinement options, followed by partial confinement and then community placement. Some capacity is not included in the description which follows. This includes beds and services provided to federal authorities. For example, Geiger Field in Spokane had nine federal work releasees and 247 federal inmates, in addition to the 46 local work release inmates reported in the July 1, 1991, offender census. Some private work release facilities also provide capacity for federal inmates.

Below is an overview of total offender placement capacity in the state.

TOTAL CAPACITY AT THE LOCAL LEVEL

- Total Confinement 5,755
- Partial Confinement 1,145
- Community Supervision 37,342

- SUBTOTAL: 44,242

TOTAL CAPACITY AT THE STATE LEVEL

- Total Confinement 7,398
- Partial Confinement 550
- Community Supervision 55,000

- SUBTOTAL: 62,948

- State Mental Hospitals 326

- GRAND TOTAL: 107,516

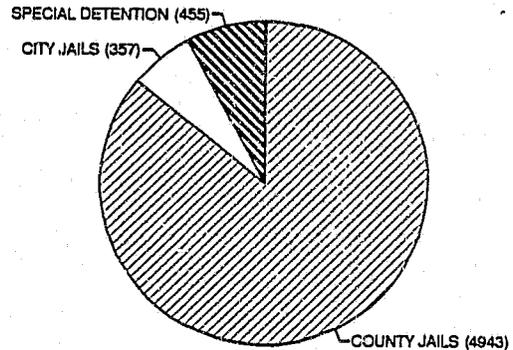
TOTAL CONFINEMENT CAPACITY: LOCAL

County and city jails and some special detention facilities provide total confinement to inmates at the local level. All other local facilities provide only partial confinement.

Thirty-eight of Washington's 39 counties operate county jails. Of these, 34 participated in this survey. The four which did not participate are smaller counties and have less than 1 percent of the state's population. Of the 26 cities with jails equipped to hold persons for longer than 72 hours, 19 participated. All five of the state's special detention facilities participated.

In this section, we will examine in detail the capacity and planned expansion of each local total confinement placement. Statewide, local capacity for total confinement is between 5,561 and 5,755 beds. (An unknown number of beds in Kitsap, Snohomish and Spokane County special detention facilities are work release beds, not total confinement, accounting for the range of uncertainty.) County jails provide 4,943 total confinement beds, city jails provide 357 and special detention facilities provide 455. Most (42 percent) total confinement beds are medium security, with 26 percent minimum security and 21 percent maximum security. The remainder are work release or special detention.

LOCAL CAPACITY IN TOTAL CONFINEMENT
JULY, 1991



THE LOCAL CAPACITY FOR TOTAL CONFINEMENT

• County Jails	4,943
• City Jails	357
• Special Detention	455
• Total	5,755

Reported local plans for expansion would add 1,704 beds to the county and city jails, and 110 beds to special detention by the year 2000. This would increase total confinement capacity by 32 percent.

County Jail Capacity

In addition to the 4,943 jail beds operated by Washington counties, counties are also responsible for special detention facilities and local work release programs. Including work release and special detention, Washington counties are responsible for

5,939 beds. The average daily population in the combined jail, special detention and work release beds was reported as 6,105.

A. Number of Total Confinement Beds

County jails range in size from five total confinement beds in Columbia County to 1,057 beds in King County. King County accounts for 21 percent of the total. The statewide average is 147 beds. Four jails have 20 beds or less, nine have 21 to 50 beds, seven have 51 to 100, seven have 101 to 150 beds, and seven have more than 150 beds.

Nearly half (44 percent) of the beds in the state are in medium security units. These have single or double cells with swinging metal doors and a common dayroom. Maximum security beds, which have sliding doors, account for 24 percent of the capacity. Minimum security units, usually dormitories of varying sizes, account for 28 percent.

Booking areas contain beds, benches and chairs. In King County these beds are in the intake or unclassified units. The latter spaces were counted as part of the facility's capacity. Statewide, these comprise less than 5 percent of all jail capacity.

CRIMINAL JUSTICE CAPACITY STUDY COUNTY JAILS

1991

AGENCY	CAPACITY JAIL	CAPACITY WORK RELEASE	AVERAGE CENSUS
ADAMS	19	0	23
ASOTIN	13	8	18
BENTON	103	23	143
CHELAN	128	14	154
CLALLAM	60	30	70
CLARK	266	44	400
COLUMBIA	5	0	1
COWLITZ	125	24	148
FERRY	20	0	10
FRANKLIN	97	15	112
GARFIELD			
GRANT	85	0	69
GRAYS HARBOR	74	8	63
ISLAND	45	5	38
JEFFERSON	27	10	31
KING	1,057	190	1,344
KITSAP	138	48	175
KITTITAS	37	13	44
KLICKITAT	38	0	35
LEWIS	80	0	91
LINCOLN			
MASON	64	0	60
OKANOGAN	82	5	66
PACIFIC	29	0	30
PEND OREILLE	16	2	13
PIERCE	764	0	756
SAN JUAN			
SKAGIT	76	12	112
SKAMANIA	17	4	17
SNOHOMISH	301	0	442
SPOKANE	541	0	468
STEVENS	24	0	19
THURSTON	116	29	174
WAHKIAKUM			
WALLA WALLA	39	11	46
WHATCOM	124	24	189
WHITMAN	12	22	28
YAKIMA	321	0	400
TOTAL	4,943	541	5,788

Capacity has increased since the recent state-assisted construction of jail facilities in the 1980s. Eighteen facilities statewide have added 720 beds, resulting in an increase of 17 percent. Two-thirds of these were added in King and Pierce counties, and a disproportionate number were added in minimum security by installing more bunks. Seventeen counties said they added bunks and nine said they used other means to increase capacity. At least three counties converted work release space to total confinement facilities. Others remodeled, have inmates sleep on floors, or contract with other facilities¹ to increase capacity.

B. Staffing Capacity

The number of beds in a jail is not the only limit on capacity. Another critical factor is staffing. Jail staff were asked to report the number of officers on duty during weekday and weekend shifts. Significant differences occurred in how counties counted officers. Some counties counted most of their staff and others counted only people working full time in housing areas. Some counted all staff available to work housing area posts and others counted the number of posts. These differences mean that staffing data should be accepted with caution.

Most facilities reported having fewer than 10 (with an average of eight) officers on duty on any weekday shift. The average is skewed by the large number of officers in King County with nearly 100 on duty at any time.² The other large counties, Pierce, Snohomish, and Spokane, each have less than 30 on duty in the housing areas. Small facilities have no more than two or three housing officers working each shift.

To compare large and small institutions, we calculated the number of beds per officer. Statewide, the average is 23 beds per officer on weekday shifts, with some facilities reporting a much higher ratio. One county reported one housing officer responsible for more than 100 beds, however in that county an officer is permanently assigned to the housing control room while another roves between the housing floor and the booking area. At the other extreme, a smaller county reported one officer per 10 inmates.

Staffing during the week varies by time of day. Statewide, 32 percent fewer officers work the graveyard shift than day and 22 percent fewer than swing. This again is a function of size, since a facility with only one officer in housing will not have a reduction from one shift to the next. On weekends, about 20 percent fewer officers are on day shift and even fewer on graveyard. The number of beds supervised by a

¹ Most agencies said they contracted services to others and not vice-versa.

² King County included booking/release officers in this count since as much as five percent of their inmates may be located in that area at any one time. They did not count escort officers.

weekend officer averaged .37, an increase of more than 60 percent above the weekday bed-to-staff ratio.

Jails were also asked to report medical staff time. Four did not report medical coverage. The rest averaged 58 hours a week. Eleven county jails have medical staff in the facilities 40 hours a week or more. Three reported round-the-clock medical coverage and two reported 19 and 20 hours of coverage per day.

Nursing coverage is the most common form of medical staffing. King County reported 168 hours of nursing a week, or slightly more than four nurses on duty per day. The other 24 facilities reported an average of 33 hours a week nursing time.

Of all the physician-provided medical services in county jails, 40 percent goes to King County. Besides King County, 20 other jails receive on-site physician services, with an average of 6.7 hours a week.

Utilization of other medical staff was reported by 13 facilities including King County. Those other medical staff spend an average of 40-plus hours a week in the facilities.

C. Utilization

Crowding is a problem in most jurisdictions. Eight jails reported that people sleep on the floor in the booking area and 25 jails reported inmates periodically sleep on the floor in the living area. Of these, 17 jails reported inmates on the floor an average of 20 days in June.

Both small and large county facilities experience this problem. King County reported an average of 150 inmates on the floor in June, and Asotin County reported four. Because Asotin County has only 18 beds they were actually more crowded than King County. Walla Walla and Yakima counties were particularly crowded in June. Walla Walla County, with a capacity of 50, averaged an additional 45 on the floor. Yakima County, with a capacity of 321, averaged 117 on the floor. Asotin, King County, Skagit, Thurston, and Whatcom counties averaged 10 to 25 percent over capacity on the floor during June. Benton, Chelan, Cowlitz, Kitsap, Kittitas, Lewis, Mason, Pacific, Pierce, and Snohomish counties had inmates on the floor but in smaller numbers in proportion to capacity.

Severe crowding is often seasonal, and 12 jails reported that early summer was not their most crowded period. When asked to identify the average daily population of inmates sleeping on the floor during their most crowded period last year, most counties did not respond with specifics, so we cannot describe the degree of crowding recently faced by them. If crowding in June is added to that which was reported for last year, the

average number of inmates on the floor statewide would be 1,000, almost 20 percent above current capacity.

Weekends are more crowded than weekdays in 25 county jails. In addition, 23 counties reported that some parts of the jails are more crowded than others. Areas of crowding, in descending order, are: minimum security/dormitories/work release, intake housing areas, and high security areas. Nine jails reported crowding in minimum security/dormitories/work release (eight cited work release). Six jails reported crowding in intake housing areas, and three reported crowding in high security areas.

Inmates booked into jail on weekends are initially housed in the work release units at eight of the reporting jails, two of which reported their work release areas are crowded on weekends. Four facilities house outside trustees and work release inmates together; two mix work release inmates and inside trustees.

D. Expansion

As noted above, crowding has already prompted increases in the number of county jail beds. In addition, 10 counties periodically convert work release space into regular jail space. Of these, two reported they permanently discontinued work release this year and one discontinued work release last year because this conversion is so routine. Those with intermittent conversion of work release beds to total detention beds did so an average of 19 times last year. No one reported closing work release because staff was needed in more secure areas of the jail.

Given the crowding at some facilities, plans to expand space are not surprising. Adams, Chelan, Grays Harbor, King, Pacific, Skagit, and Snohomish counties reported specific plans to add 1,292 new beds by the year 2000. Most (73 percent) of those are in King County. Some beds are due on line this year, and others are not expected until next year or later. King County's plans depend upon passage of a spring 1992 bond issue followed by a phased-in occupancy. Benton, Mason, Kitsap and Lewis Counties reported tentative expansion plans. Yakima County did not report plans in its survey response, but it is known to be constructing a 300 bed facility. Others may exist. Asotin, Cowlitz, Pacific, Pierce, Skamania, Thurston, Walla Walla, and Whatcom Counties all reported varying degrees of crowding with no specific expansion plans.

Administrators contemplating expansion as well as those actually undertaking it cited dollars for operation and capital as impediments. Siting issues were considered a barrier by 12 respondents, bonding capacity by nine, land by seven and zoning by six.

Capacity in City Jails

Of 26 city jails which hold inmates longer than a few hours, 18 responded to the capacity portion of the survey. (See the table at right for a listing of city jails with capacities and census data.) Statewide, city jails have 357 total confinement beds and 29 work release beds for a total of 386 beds of all types.

This count of city jail space does not include the numerous small holding facilities scattered across the state. In 1987 when these facilities were

last surveyed, there were 27 facilities holding prisoners no longer than six hours and 10 holding prisoners no longer than 72 hours. Not all returned this survey. A third of those who did were not registered in 1987. Two more jurisdictions reported they would open a new facility in 1991. The 33 small facilities responding reported a capacity of 110 beds, and had detained nearly 10,000 people during 1990, for an average length of stay of 2.6 hours.

A. Number of Total Confinement Beds

Most city jails are small, which is partially a function of their statutory responsibility. By law they hold misdemeanants, and felons only until their first appearance before a judge. A few jails have contractual arrangements to hold prisoners for other jurisdictions.

The cities of Kent and Wapato have the largest facilities. The Kent Jail has 48 beds and the Wapato Jail has 44. Kent also has 23 work release beds, raising its

CRIMINAL JUSTICE CAPACITY STUDY CITY JAILS

1991

AGENCY	CAPACITY JAIL	CAPACITY WORK RELEASE	AVERAGE CENSUS
ABERDEEN	14	0	14
ANACORTES	7	0	4
AUBURN	26	0	38
BUCKLEY	22	0	18
COLLEGE PLACE			
DES MOINES			
ENUMCLAW	21	0	18
FORKS	10	2	7
GRANDVIEW	12	4	3
HOQUIAM			
ISSAQUAH			
KENT	48	23	83
KIRKLAND	8	0	
LYNNWOOD	14	0	22
MARYSVILLE	18	0	3
OAK HARBOR	4	0	1
OLYMPIA	26	0	24
OROVILLE			
OTHELLO			
PROSSER	4	0	1
PUYALLUP	25	0	21
RENTON			
SUMNER	8	0	2
SUNNYSIDE	22	0	21
TOPPENISH	24	0	5
WAPATO	44	0	11
TOTAL	357	29	295

capacity to 71. None of the rest have more than 30 beds. The average city jail has less than 20 beds.

Since opening, about 64 beds have been added to the capacities of city jails, a 22 percent increase. Half the new beds were added in medium security areas, a third in minimum and the rest in work release or booking. Beds have been added in Auburn (13), Enumclaw (10), Olympia (9), Buckley (7), Kent (7), Aberdeen (6), Toppenish (6), Lynnwood (4), and Anacortes (2). Most additions to capacity have been within the confines of existing space. Six jails installed double bunks, others converted dayroom space to sleeping areas and one put mattresses on the floor.

B. Staffing Capacity

The same cautions noted for county jails staffing data apply here. Most of the 16 city jails reporting weekday, day shift staff said they have only one person on duty. Kent has five officers covering all positions, including housing. Only 11 facilities reported officers on duty during weekday swing and graveyard shifts. Weekend coverage is also light, less than on the weekday day and graveyard shifts. The average size of weekend graveyard staff is 1.5 per facility.

City jails have significantly less medical coverage than county jails. Kent reported 40 hours of nursing care a week. Auburn reported a nurse one hour a week. Anacortes reported 24 hours of medical coverage because of transporting inmates to the hospital, and Grandview reported eight hours a week of emergency medical technician time. Puyallup reported two hours a week of physician time. The others reported no medical coverage.

C. Utilization

Despite the increased capacity already implemented by city jails, 12 reported they periodically have inmates sleeping on the floor. In June, these 12 averaged five inmates on the floor for nine days. Seven jails reported they were more crowded at other times of the year than June. These averaged four inmates on the floor during their most crowded time of year.

The majority reported overcrowding on weekends. Two jails with work release temporarily closed or converted work release space to jail space.

D. Expansion

Auburn, Lynnwood, Anacortes and Kent city jails reported a desire for expansion, though none have funding. Auburn and Lynnwood are anticipating new capacities. Auburn would nearly double by adding 22 beds, and Lynnwood would also double.

A lack of operating funds were reported as the greatest deterrent to expansion. Capital funding was the second greatest obstacle. Bonding capacity, land, zoning, or siting issues were cited by one jail as problems. Kent reported its city's budget would limit growth of the jail.

Capacity in Special Detention Facilities

There are five jurisdictions with special detention facilities. (See the table at right for capacity and census data.) All were designed to detain sentenced inmates. In Kitsap, Snohomish and Spokane counties, special detention is work release and sometimes minimum security housing. In Clark County and, to a certain extent, in King County, special detention populations are predominantly persons convicted of driving under the influence or other minor drug-related offenses.

CRIMINAL JUSTICE CAPACITY STUDY
SPECIAL DETENTION FACILITIES

1991

AGENCY	CAPACITY	AVERAGE CENSUS
CLARK	35	20.7
KING	236	175
KITSAP	48	19
SNOHOMISH	72	58
SPOKANE	64	44.6
TOTAL	455	317.3

A. Number of Beds

Special detention capacity statewide is 455 beds but not all beds are total confinement. In Kitsap, Snohomish and Spokane Counties, 184 are sometimes partial confinement, but all are counted as total confinement beds for the purposes of this survey.

Clark County reported it has 50 special detention beds but uses a maximum of 35. For purposes of this assessment, we used 35.

B. Staffing Capacity

One facility combined all administrative staff and jail staff in reporting staffing size. The other four counted some administrative staff as jail staff. This is to be expected, given the size of the facilities. These four averaged a little more than two officers per shift. The lowest staff levels occurred on weekend graveyard, and the highest on

weekdays. Medical coverage was usually reported along with the jail associated with the special detention facility.

C. Utilization

Only two special detention facilities reported inmates sleeping on the floor. Of these, only one gave any data. In Snohomish County the peak time of year is winter. Snohomish County averaged six inmates sleeping on the floor during its highest month, and had a peak day of 14 on the floor. The average crowding is about 8 percent over capacity.

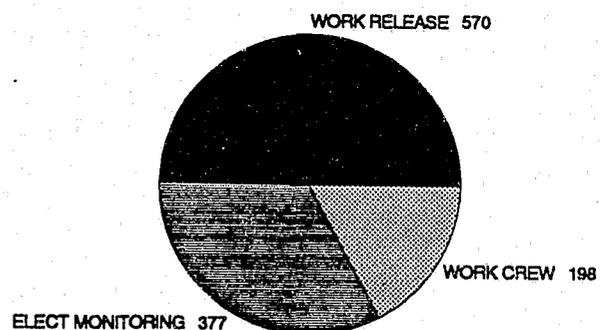
D. Expansion

Four special detention facilities plan to expand. The North Rehabilitation Facility, King County's special detention facility, plans to add 54 beds by 2000 and 36 more by 2010. Spokane County wants to expand its share of the capacity of Geiger Field from 64 to 120 beds by late 1993. Snohomish is planning to add a 200-bed minimum security facility; however, this addition is included under county jail expansion in this study. Operational funding, bonding, and siting are considered barriers to the project, though a site has been identified and hearings have begun. All but King County reported operational and capital barriers to expansion. King County special detention identified the number of eligible prisoners as an impediment to expansion.

PARTIAL CONFINEMENT CAPACITY: LOCAL

Work release, electronic home detention, and work crew for persons not in custody are the local partial confinement options in Washington state. Clallam, Clark, Cowlitz, Snohomish, and Whatcom Counties are the only jurisdictions with all three forms of partial confinement. Twenty-one counties and three cities operate work release units as part of their jail complexes. As noted above, Kitsap, Snohomish, and Spokane Counties house work release in special detention facilities. Thirteen counties and two cities place offenders on electronic monitoring. Five counties operate work crews with out-of-custody offenders.

LOCAL PARTIAL CONFINEMENT
JULY, 1991



LOCAL CAPACITY FOR PARTIAL CONFINEMENT:

• Work Release	570
• Electronic Monitoring	377
• Work Crew (out-of-custody)	198
• TOTAL:	1,145

Several jurisdictions plan to expand partial confinement options over the next decade. These plans include seven more work release beds, 114 electronic monitoring units, and seven work crew slots.

Capacity in Work Release

Most local jurisdictions operate work release so closely with jail beds that staffing, budgets and census data are intermingled. In addition, as noted above, three counties cannot easily separate their work release from their special detention populations. Finally, seven jurisdictions reported how many work release beds they have, but provided no other information specific to work release. Consequently, some of our analysis cannot be done on work release beds per se. However, since work release is considered partial confinement, it is useful to describe work release beds separately from jail or special detention beds as much as possible.

A. Number of Partial Confinement Beds

There are 541 work release beds operated in conjunction with county jails and 29 operated in conjunction with city jails. An unknown (and fluctuating) portion of the 184 special detention beds in Kitsap, Snohomish, and Spokane County are work release beds, thus there are 570 to 754 work release beds at any given time in the state.

B. Staffing Capacity

Four methods are used to monitor work release inmates: dedicated staffing, call boxes, sound monitoring and sight monitoring. Most work release facilities are separated from the jail but are staffed by jail officers. As a result, staff is not always present in the work release unit. To compensate for the lack of staff, call boxes are provided to inmates, and sound or sight monitoring of inmate activities is conducted. An officer periodically checks the work release housing area.

Four facilities use all four methods of monitoring work release. Staff is assigned to six work release facilities, including the three special detention facilities. Nine facilities have no camera surveillance. Five have no sound monitoring. Four have neither sound

or sight monitoring. Two have no capacity for work release inmates to call staff. One has all the other monitoring devices and makes no staff visits. One has no monitoring devices and makes frequent visits.

C. Utilization

As noted above, there is no firm line dividing work release from jail. When either is crowded, inmates may be moved from one to the other. Eight facilities reported crowded work release areas.

D. Expansion Plans

One county plans to expand its work release. Chelan County reported opening seven more work release beds in August 1991.

Capacity on Electronic Monitoring

A new but important form of partial confinement is electronic monitoring. Fifteen jurisdictions reported having offenders on electronic monitoring. Together, these 15 jurisdictions have a capacity of 377 for this option.

CRIMINAL JUSTICE CAPACITY STUDY 1991
ELECTRONIC MONITORING

AGENCY	CAPACITY	AVERAGE CENSUS
CLALLAM	15	1
CLARK	40	40
COWLITZ	22	13
ISLAND	25	7
JEFFERSON	0	1
KING	50	40
AUBURN	15	4
KENT	5	4
LEWIS	0	1
PACIFIC	N/A	2
PIERCE	25	9
SNOHOMISH	15	6.2
SPOKANE	20	10
THURSTON	120	29
WHATCOM	25	3
TOTAL	377	170.2

A. Device Capacity

Electronic monitoring technology is so new, it is difficult to specify capacity for this option. However, the number of people on electronic monitoring is clearly constrained by the number of monitoring or transmitting devices, often bracelets or anklets.

Ten jurisdictions reported owning or leasing 303 transmitting units. Another 74 are in use, owned or leased by another agency providing transmitters and related services on contract to local jurisdictions. Two jurisdictions contract with Guardian Technologies for electronic monitoring of 10 offenders. King County contracts with Pioneer Human Services for electronic monitoring. Lewis and Pacific County contract

with Thurston County. Spokane County's program is operated out of Geiger Field. Thurston County has the largest number of units, with 120 owned or leased, representing a third of the capacity and supervising 20 percent of those on monitoring.

B. Staff Capacity

Electronic monitoring capacity is also constrained by staff's ability to perform associated tasks, including screening and recommending people for placement on monitoring. A small amount of staff time is involved in the installation of the devices, and a small amount is involved in the oversight of any centralized monitoring or receiving device. Receiving devices are automated but do require a person to respond when there is a non-response signal from the transmitter.

Another staff-intensive activity is off-site monitoring such as drive-bys to determine whether a person is working or at home. Some facilities perform off-site monitoring with a hand held electronic receiver, some require staff to make a visual check, and some do both.

We attempted to discern all of these constraints on the capacities of electronic monitoring programs, but because there were no clear time frames for staff activities, these data are difficult to interpret.

C. Utilization

What is apparent from the data on capacity is that staff time has been set aside to screen and monitor twice as many offenders as are now going through the program. Furthermore, only about half the units owned or leased are in use. Crowding is not the issue here, underutilization is. This may be a temporary condition. The Washington Association of Sheriffs and Police Chiefs has encouraged its members to use electronic monitoring and provided staff to support the effort. The association expects increased use of electronic monitoring in the future.

D. Expansion

Despite current underutilization statewide, many counties plan to expand their electronic monitoring programs. Cowlitz County plans to add five units a year, as dictated by demand. Kent plans to add five to 10 bracelets, if funded at the jail's requested 1992 level. Kent is concerned about monitoring inmates who live outside jurisdictional limits. Pierce County will add nine units in 1991. Spokane County (Geiger Field) plans to add federal prisoners to its electronic monitoring program with the addition of 10 to 30 units. Thurston County plans to purchase 20 units, but staffing limits

its expansion. Whatcom County plans to better utilize its electronic monitoring units, to bring its census in line with its capacity. Eight jurisdictions have no plans for expansion.

If all these plans are realized, 74 units will be added in the state, for a 20 percent increase by next year. Projecting Cowlitz County's plan to the year 2000 would add 40 units for a total statewide expansion of 114.

Island County reported its prosecutor and judges were not using the program. King, Lewis, and Snohomish counties' staff said they are concerned about identifying enough inmates or receiving court support for the program. Lewis County plans to expand if operational and equipment money is available. Spokane County staff said limits on placement of drug offenders is a barrier to using electronic monitoring.

No jurisdiction identified the ability to assess risk as a deterrent to expansion. Two reported liability as a barrier to expansion, and four said public safety is a constraint.

Capacity of Work Crews

This section considers persons living at home (out-of-custody) and appearing on schedule to participate in supervised work crew activities. As used in this report, work crew does not include persons serving their sentences in jail who are released to participate in work crews.

CRIMINAL JUSTICE CAPACITY STUDY
WORK CREW

1991

AGENCY	CAPACITY	AVERAGE CENSUS
CLALLAM	30	16
CLARK	70	34
COWLITZ	12	8
SNOHOMISH	75	41
WHATCOM	11	2
TOTAL	198	101

A. Program Capacity

Five counties have out-of-custody work crews. Crew capacity is constrained by the number of crew supervisors, the method of transporting crews to work sites, and the number of work sites. The collective capacity of these five programs is 198.

B. Utilization

Each program is underutilized. The average statewide census is 101, or 51 percent of statewide capacity.

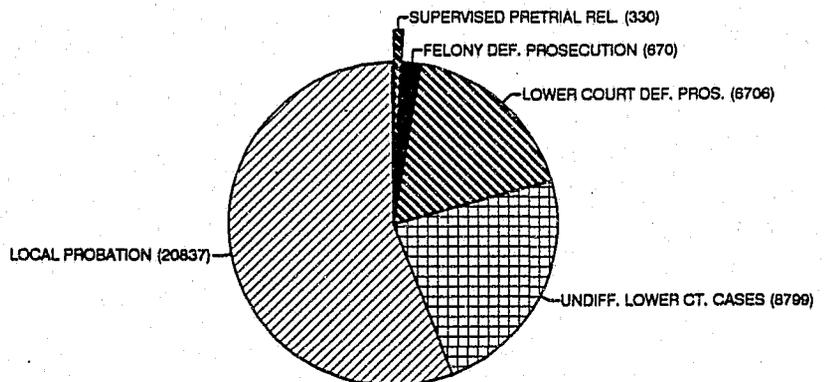
C. Expansion

Snohomish County will add another crew of seven in 1992, if funding for an officer and a van are approved.

CAPACITY IN LOCAL COMMUNITY PROGRAMS

Status, or whether a person is a defendent or a sentenced offender, becomes important when reviewing community placements, if only because the programs have been so clearly labeled. For the unsentenced group there are two general types of community programs: pretrial release on one's own recognizance with or without supervision, and deferred prosecution. Probation or community supervision are for sentenced offenders.

LOCAL CAPACITY COMMUNITY SUPERVISION
JULY, 1991



Assessing local community capacity is confused by the fact that sentenced felons are supervised by the state, and are sentenced to a term on community supervision. Sentenced misdemeanants and traffic offenders are supervised by a county or city agency and are sentenced to a term on probation. At the same time, deferred prosecution of felons is not a state responsibility, since these persons have not been sentenced. Felony deferred prosecution cases are handled by county prosecutors' offices. Finally, local probation offices manage deferred prosecution of misdemeanants and traffic offenders.

Probation agencies often manage various types of supervision. This is true at both the state and local level. Supervision may vary in intensity (i.e. the number of contacts between the probationer and the probation officer) depending on the assessment of risk presented by the offender or the level of need required by the offender's sentence conditions or personal circumstances.

Some local jurisdictions have probation agencies, even when such agencies have only one staff person. Other local jurisdictions use court staff to supervise persons on deferred prosecution or sentenced misdemeanants with conditions of treatment, financial obligations, or community service hours.

Statewide, there are three supervised deferred prosecution programs run by county prosecutors.

Some county and city jails provide informal pretrial release screening. A few local jurisdictions have fulltime staff assigned to this function. They may work for the jail, the probation service, or an agency providing offender services.

Four local jurisdictions provide supervised pretrial release.

The following table summarizes the capacity of local community supervision programs.

LOCAL CAPACITY FOR COMMUNITY SUPERVISION

• Supervised Pretrial Release	330
• Felony Deferred Prosecution	670
• Lower Court Deferred Prosecution	6,706
• Lower Court Probation	20,837
• Undifferentiated Lower Court Cases	8,799
• TOTAL:	37,342

In addition, there is a statewide capacity to conduct approximately 60,000 screen and release interviews annually (or about 170 per day).

Capacity of Pretrial Release Programs

Pretrial release or PR programs are designed to effect release of defendants on their own recognizance who can be expected to appear at trial. Model programs, developed nationally, have established criteria for judging the risk of failure to appear. Other factors (risk of re-offense, for example) are also considered.

Staff do a paper review of all bookings and interview those who may meet their jurisdiction's criteria for pretrial release. Persons booked on warrants for their arrest, appearing to serve sentences or who are otherwise not eligible for early release, are usually not screened.⁹ Depending upon other practices in a jurisdiction, as many as half of all bookings can be screened.

In some jurisdictions jail, probation, or offender services staff screen a high percentage of the new bookings. In other jurisdictions only specified types of new inmates are screened. All others are set aside to be seen by the judge when making their first appearances.

⁹ King County Pretrial Release staff screen persons booked on misdemeanor warrants.

Lower or superior court judges can delegate to staff the authority to release all or some inmates. Alternatively, staff may screen and then recommend release to the judge. When staff members already perform other work (supervise a housing unit or work in the booking office), it is difficult to sort out the time allocated to this function.

The responses to the questions regarding screen and release capacity were not always clear as to when and what staff had authority to screen or to release. Only when the response to screening by offense type was positive did we count that jurisdiction as having a pretrial screen and release program. This may have resulted in an undercount of the number of jurisdictions with pretrial release programs.

CRIMINAL JUSTICE CAPACITY STUDY
SCREEN AND RELEASE

1991

AGENCY	INTERVIEWS ANNUALLY
ASOTIN	NA
CLARK	4,800
COWLITZ	600
KING	27,000
SEATTLE	17,304
KITSAP	4,745
SNOHOMISH	3,022
SPOKANE	2,334
THURSTON	200
YAKIMA	976
TOTAL	60,981

Ten jurisdictions reported that staff screen some inmates for pretrial release. (Please refer to the table on this page.) Not all of those provided enough information so to be included in all portions of the service description which follows.

The capacity of pretrial release screening is most easily described by the number of screening interviews conducted. Nine jurisdictions reported that, during the course of a year, their staff would interview around 60,000 inmates or about 170 every day of the year. Several noted that about half of all screening interviews result in release. In King County the portion released is more like a third.

Statewide, these agencies have 28 staff assigned to this task, each interviewing an average of somewhat less than 10 new bookings each working day. Two-thirds of all interviews are conducted by staff of the King County Department of Adult Detention or Seattle Municipal Probation. In addition, in some jurisdictions, the pretrial release staff time is augmented by use of correctional officers.

Misdemeanants are more often screened by staff for release than are felons. Persons charged with nonviolent offenses are more likely to be screened than are persons charged with violent offenses. In four jurisdictions judges have delegated some release authority to staff. This authority is uniform for nonviolent misdemeanors and traffic offenses. Two jurisdictions have some staff authority for release of persons charged with violent misdemeanors and with nonviolent felonies.

In at least one jurisdiction, correctional staff perform pretrial release functions with persons charged with lesser offenses and another agency's staff screens for more serious offenses. None of this captures the less formal efforts made by correctional staff in some jurisdictions to effect the early release of some new admissions.

B. Plans for Expansion

The Yakima County pretrial release program began as a pilot in 1990 and became fully operational in the second half of 1991. King County plans to add another screener who, by doing 10 interviews a day, could screen as many as 2,240 more cases a year. Other expansion was not reported.

Capacity of Supervised Pretrial Release

Some persons are screened for release on their own recognizance and are released without supervision. Others do not meet the threshold of the screening criteria. Four jurisdictions have elected to release a portion of this latter group under supervision. (Refer to the table at right.)

CRIMINAL JUSTICE CAPACITY STUDY SUPERVISED PRE-TRIAL RELEASE

1991

AGENCY	CAPACITY	AVERAGE CENSUS
CLARK	120	120
COWLITZ	35	3
KING	155	145
SPOKANE	20	15
TOTAL	330	283

A. Program Capacity

Supervised pretrial release operates under two staff constraints: the time necessary for screening and the time required to monitor supervision. The four agencies providing supervised release operate with a total of 9.8 staff doing screening and 7.8 doing supervision. Most the staff performing one function are counted as performing both; that is, there are not 17.6 staff but there may be more than 9.8.

Not much information is available on the number of screening interviews conducted for supervised pretrial release programs. In the two jurisdictions providing these data, two to five people are screened for every one placed on supervised release.

During 1990, a total of 1,536 people were on supervised pretrial release sometime during the year. This number is expected to be approximately the same in 1991. On any given day about 280 may be under supervision. People in these programs usually remain under supervision about 60 days. According to staff responding to the survey, 280 is very close to the capacity of these programs.

B. Plans for Expansion

Spokane County plans to expand its pretrial release activities. With more staff time it can develop more detailed release plans for those initially denied release. If

Spokane increases the number of supervised pretrial releases to a level approaching Clark County's, it could add 160 people to its supervised release caseload. Conversely, between 1990 and 1991, King County has reduced the number of persons on supervised release.

Thurston County Probation proposes to open a supervised pretrial release program with a capacity of 200, and hopes to have the unit operational by December 1991.

Capacity for Felony Supervised Deferred Prosecution

Supervised and deferred prosecution programs are available for both felons and misdemeanants. The felony programs are operated by county prosecutors. A few counties report small numbers of felons on deferred prosecution. These were not included in this survey. Misdemeanant deferred prosecution programs are run by county probation agencies and are intermingled with probation services. (The felony programs are the subject of this section. The misdemeanor programs will be discussed in the next section.)

CRIMINAL JUSTICE CAPACITY STUDY
FELONY SUPERVISED DEFERRED PROSECUTION

1991

AGENCY	CAPACITY	AVERAGE CENSUS
CLARK	300	201
PIERCE	145	178
SNOHOMISH	225	200
TOTAL	670	579

In three counties, if the defendant meets certain conditions and agrees to the terms of supervision, the prosecutors will defer prosecution of a felony case. The combined capacity of these three programs is 670 cases.

A. Program Capacity

Staff screen cases for placement on deferred prosecution, recommend terms of supervision and monitor the conditions of supervision. Clark County states that 100 cases are considered a full load for a counselor. Pierce County notes that a normal workload for its two and a half staff members is 145 cases. In fact, they have 178 cases and a backlog of 157 cases waiting to be screened. Snohomish County has a caseload of 200 with three staff members.

Capacity is a function of both screening and supervision workloads. Statewide there are just over 75 deferred felony prosecution placements per staff member. This is somewhat lower than Clark County's level of 100 supervision cases per counselor.

B. Utilization

Clark County counselors share a total of 201 cases or an average of 67 each. Per their workload standards, this is two-thirds of the county's capacity. Pierce County's staff have 71 on their caseloads rather than the ideal number of 58. Snohomish County comes closer to its capacity, with 200 cases and a capacity of 225.

C. Plans for Expansion

The only plans for expansion are in Pierce County where a new part-time counselor was to begin August 1, 1991. This would have added 20 to 25 cases to their capacity.

Capacity of District and Municipal Court Probation

CRIMINAL JUSTICE CAPACITY STUDY
LOWER COURT PROBATION SERVICES
ALL PROBATION AND DEFERRED PROSECUTION CASES

1991

AGENCY	CAPACITY	CENSUS PROBATION	CENSUS DEFERRED PROS.	CENSUS TOTAL
BENTON*				
CHELAN	770	348	422	770
CLALLAM*				
CLARK	1,418	780	638	1,418
COWLITZ	1,200	388	700	1,088
GRANT	600	390	182	572
GRAYS HARBOR	300	28	127	155
ISLAND	700	930	162	1,092
JEFFERSON*				
KING	8,000	5629	1059	6,688
BELLEVUE	775	636	136	772
SEATTLE	1,740			3,000
KITSAP	900	650	350	1,000
BREMERTON	355	279	76	355
KITTITAS*				
LEWIS	230			710
MASON	650	605	51	656
PIERCE	4,889	2173	872	3,045
SKAGIT	740	374	109	483
SNOHOMISH-CASCADE				
SNOHOMISH-S.DISTRI				
SPOKANE	6,100	4696	1400	6,096
THURSTON	3,500	2931	422	3,353
OLYMPIA*				
WALLA WALLA*				
WHATCOM	975			1,850
WHITMAN	2,500			2,556
YAKIMA*				
TOTAL	36,342	20837	6706	35,659

* No response

Twenty-eight jurisdictions (four municipal courts, two district courts, and 22 counties) have local probation agencies. Nineteen provided information for the survey. The agencies reporting represent 80 percent of the state population that is within the jurisdiction of a probation agency.

Municipal and district courts not affiliated with these probation agencies may provide supervision using court staff. In a survey of all lower courts, nine out of 10 reported deferred prosecution of more than 2,000 misdemeanor and traffic offenders. Two out of three reported supervision of more than 3,500 sentenced misdemeanor and traffic offenders. These agencies and their cases are not included in the capacities reported here.

Probation agency staff had particular difficulty in responding because their information is largely on paper (rather than in a computer), the questions were not familiar, and their workloads are heavy. Their contributions to the survey were understandably incomplete but much appreciated.

A. Program Capacity

Lower court probation agencies supervise misdemeanants sentenced to community supervision. Such sentences often have specific conditions attached. They also supervise misdemeanants whose prosecution has been deferred. Finally, they supervise people who have been adjudicated but whose sentence has been suspended or deferred until a specified time has elapsed or until they violate the conditions of that sentence. In this report, probationers and suspended/deferred sentence caseloads are treated as one. The deferred prosecution caseloads have been separated for some portions of this analysis.

Capacity for either probation or deferred prosecution has limited meaning to most lower court probation agencies. Workloads are managed by providing intensive supervision to a small portion of the caseload and intermittent monitoring of the remainder. It appears that the typical pattern is intense interaction for the first weeks after sentencing and rapidly declining interaction thereafter, ending in months of periodic checks on new arrests and compliance with court-ordered conditions.

Caseloads are not weighted to reflect the number of cases by intensity of supervision. Although it might be reasonable to establish such caseload parameters, most do not have them. Because today's regular supervision case is tomorrow's administrative supervision case, there is often little ability to distinguish between them.

Most agencies were able to count the number of people on each type of supervision. Fifteen percent of the combined probation/deferred prosecution caseloads were on high intensity supervision, 30 percent were on regular intensity and 55 percent were on low intensity caseloads.

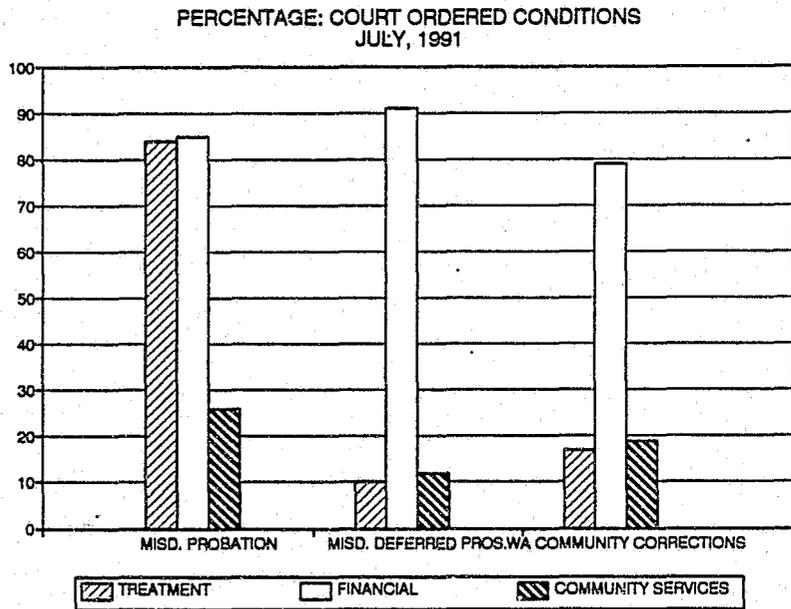
Agencies reporting the number of cases on administrative supervision many times higher than those on regular supervision do not necessarily report larger capacities than agencies whose administrative and regular caseloads are of equal size. In fact most agencies did not report capacity at all. Others commented that their capacity is equal to the number of persons sentenced by the court. This makes it difficult for anyone to establish a capacity for lower court probation services.

The approach for estimating capacity in this report is to use the capacity provided by some agencies and, in its absence, to use the census figure. This approach suggests a capacity of almost 36,000 in the nineteen agencies responding. Extrapolating this to the state, one can conclude that there is capacity for perhaps as many as 45,000 lower court probation cases.

In five agencies, it was reported that staff is often responsible for alcohol and drug assessments. Seven agencies have alcohol/drug counselors and three agencies have mental health counselors on the staff.

According to these reports, nearly 85 percent of probation caseloads have treatment orders. Perhaps even more have financial obligations. One quarter have community service hours. Deferred prosecution cases are less likely to have treatment or community service orders but are very likely to have financial obligations.

The demand for treatment, especially substance abuse treatment, as part of court-ordered conditions is significant. Many felons under the supervision of the Department of Corrections are required to participate in treatment. The shortage of substance abuse treatment programs is such a concern that a related assessment of substance abuse treatment capacity will be completed soon after this larger study and appended to it.



B. Utilization

Only two of the nineteen reporting agencies said they have methods for relieving caseloads. Five agencies report that all their caseloads exceed caseload standards. Two report that half of the caseloads exceed standards.

These judgments occur largely without reference to a definition of capacity for their agencies. In years past, before caseloads were weighted to reflect varying levels of supervision, the preferred caseload size was often 125⁴. That standard would suggest that the current probation services operate at just about twice their ideal capacity. Indeed, one agency referenced a study of their caseloads which concluded they needed twice their present staff.

C. Plans for Expansion

Seven agencies have plans for expansion. Five are agencies which stated their caseloads were over capacity. Their plans vary.

Cowlitz County Corrections Probation Service wants to increase supervision fees to \$30 a month, add three staff, and divide caseloads into intensive, regular and administrative supervision. The service hopes to keep the total caseload at its present size but to provide better supervision. It wants to effect these changes by 1993.

Grays Harbor County District Court Probation opened a year ago. As staff gains experience, it plans to increase the number of clients and programs. No new staff are expected. Kittitas County opened a probation agency this year. Pacific and Klickitat closed theirs.

Kitsap County District Court Probation wants to add another staff person to provide supervision for an additional 100 probationers as well as to assist with public defender screening and bail studies. Kitsap expects the new staff person to be hired early in 1992. Those agencies planning to add staff see location as the only impediment to expansion. Lewis County District Court Probation has requested additional clerical assistance. Pierce County District Court Probation hopes to have additional unspecified capacity in 1992. Spokane County Corrections/Probation plans to add a classification system by 1993. Whitman County District Court Probation has unspecified plans for expansion that are being presented this fall.

The only expansion plans that add to capacity are those of Kitsap County. These would increase its system capacity by 100.

⁴ State Division of Community Corrections uses 127.1 as the appropriate number for a caseload. Its cases are weighted, however, and no individual community corrections officer would have 127 persons on his or her caseload.

STATE OFFENDER PLACEMENTS

In the following pages we discuss the capacity of state offender placements. As with local options, state placements may be characterized as total confinement, partial confinement, or community supervision. In addition, the state has some capacity in state-run psychiatric hospitals for presentence offenders and those found not guilty for reasons of insanity.

State offender placement capacity can be summarized as follows:

TOTAL CAPACITY AT THE STATE LEVEL

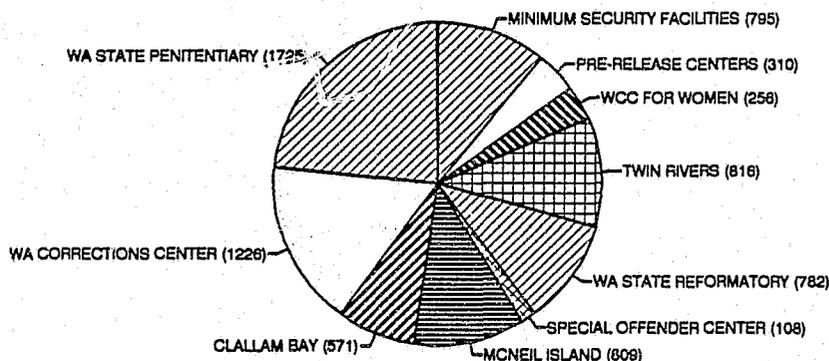
• State total confinement	7,398
• State mental hospitals	326
• State partial confinement	550
• State community corrections	55,000
• TOTAL	63,274

CAPACITY IN TOTAL CONFINEMENT AT THE STATE LEVEL

Total confinement at the state level is located in 13 state corrections facilities plus two pre-release facilities. These facilities hold felons serving sentences longer than one year.

An inmate housed at a pre-release center is generally scheduled for release into the community within weeks. During placement at the pre-release center they have the opportunity to prepare for that eventuality, to locate employment, to find housing and to become re-acquainted with living in the community. During this time they remain within the custody of the Department of Corrections.

STATE CAPACITY IN TOTAL CONFINEMENT
JULY, 1991

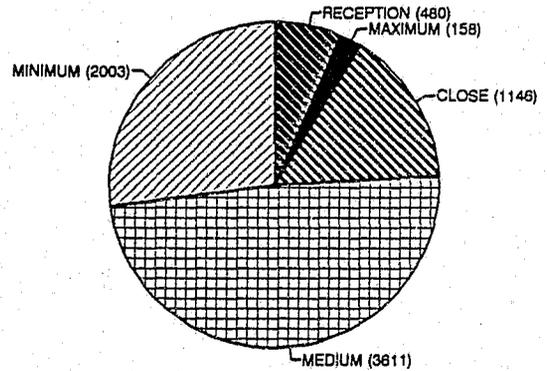


A. Number of Total Confinement Beds

In the summer of 1991, state prisons and pre-release centers collectively had 7,398 beds in long term housing. There are 293 beds for women and 7,105 for men. Included in the latter are 480 beds at the Washington Corrections Center for the reception center. (Please see the table below for institutions arrayed by type of bed.)

Eighteen percent of the beds are maximum and close security, 49 percent are medium security, 27 percent are minimum and 6 percent are in the reception unit. The distribution of beds by security levels is similar to that of the local jails. The state facilities have another 461 beds in short term housing; 116 in medical, 343 in segregation, and two other.

STATE TOTAL CONFINEMENT: CUSTODY LEVELS
JULY, 1991



CRIMINAL JUSTICE CAPACITY STUDY
STATE TOTAL CONFINEMENT

1991

FACILITY	TOTAL CAPACITY	RECEPTION	MAXIMUM	CLOSE	MEDIUM	MINIMUM
INSTITUTION						
INDIAN RIDGE	90					90
CEDAR CREEK	105					105
PINE LODGE	126					126
LARCH	134					134
OLYMPIC	340					340
WCC FOR WOMEN	256				256	0
TWIN RIVERS	816				370	446
WA STATE REFORMATORY	782				672	110
MCNEIL ISLAND	809				579	230
SPECIAL OFFENDER CENTER	108			108		
CLALLAM BAY	571			571		
WA CORRECTIONS CENTER	1,226	480	62		684	
WA STATE PENITENTIARY	1,725		96	467	1,050	112
SUBTOTAL	7,088	480	158	1,146	3,611	1,693
PRE-RELEASE CENTERS						
EASTERN WA PRE-RELEASE	170					
TACOMA PRE-RELEASE	140					
SUBTOTAL	310					310
TOTAL	7,398	480	158	1,146	3,611	2,003

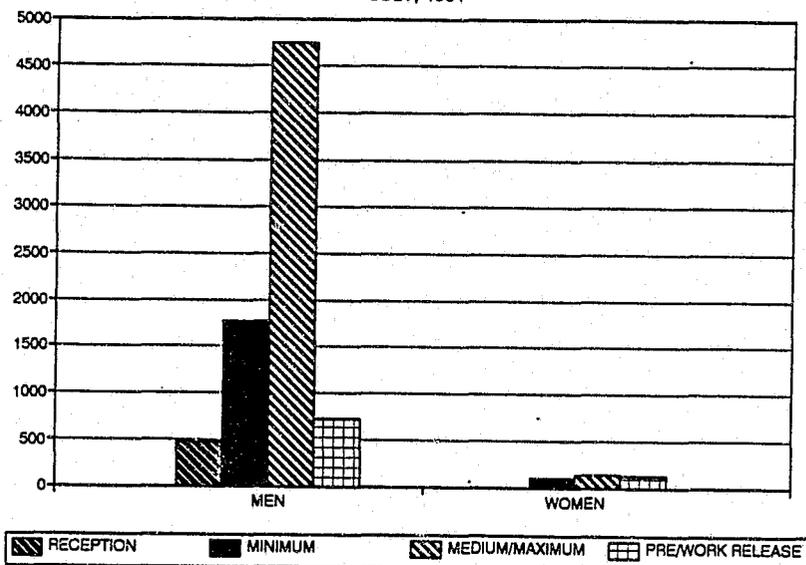
State facilities have also been assessed for ACA rated capacity. At 4,861, ACA rated capacity for men is considerably lower than the bed capacity of 6,996. ACA rated

capacity for women is also lower than operational capacity. For women, ACA rated capacity is 178 and operational capacity is 293.

Of the 310 beds in state pre-release centers, 290 are for men and 20 are for women.

Institutions require space for important services, such as medical care, as well as beds. All facilities reported some dedicated health care areas. All have at least a medical examination/treatment room or rooms. Nine have dental space. Most have office, equipment and record space. Half have a pharmacy, x-ray, and laboratory space. Six have an infirmary. Clallam Bay has eight beds not yet in use. The Special Offender Center has three psychiatric, light duty medical beds. The Washington Corrections Center for Women has four medical/psychiatric beds. There are 18 medical beds at the Washington Corrections Center. The Penitentiary has 15 medical beds and 15 psychiatric beds; the Reformatory has 12 medical beds and 4 psychiatric beds. The total described here is 79 medical/psychiatric beds, at least 19 of which are psychiatric beds.

STATE BEDS BY GENDER AND SECURITY LEVEL
JULY, 1991



Staffing Capacity

The current level of custody staffing at all state facilities is consistent with Department's Custody Staffing Model.

Another critical staffing area is medical. Sick call is provided at least once a week and in the larger institutions every day of the week. Sick call is most often conducted by a physician's assistant or a nurse practitioner. In two facilities sick call is held by the doctor and in two by a nurse.

Medical staff are not distributed evenly across all facilities. The larger facilities have many more medical staff than the smaller ones. All medical staff spend 9,470 hours a week in the facilities. This is an hour and 15 minutes of weekly medical service associated with every state bed. Most of this time (40 minutes) is provided by medical staff: physician, physician's assistant, nurses. Mental health staff provide about 15

minutes a week per inmate bed. The various support staff, pharmacist, medical records, administration, provide another 15 minutes. Dental staff provide just a little more than five minutes a week per bed. In addition to the services of the medical staff, 86 percent of the custody staff are trained in first aid and CPR.

Work opportunities, education, and treatment programs are a key ingredient in state institutions. These need space to function. Insufficient space or staff, as well as inmates of the appropriate classification level, are constraints on program hours.

The various facilities report 3,728,013 hours of inmate work annually,⁵ or about 10 hours a week per bed. Seven percent of this time is in Class 1 industry, free venture private enterprise. Eighteen percent is in Class 2 or institutional industry. Twenty percent is work done for other state agencies, a large part of it on forest crews for the Department of Natural Resources. Fifty-five percent are inmate jobs in the kitchen, on the janitorial crews, and other activities which support the institutions.

Another 719,840 hours are spent in education programs. This is approximately two hours a week per bed. A half an hour per bed is spent in treatment programs, not counting the many hours spent in groups such as AA and NA.

As reported by the facilities' staff, on the average, inmates are in some type of structured activity, work, education, or treatment, for just over 12 hours a week.

C. Crowding

Seven facilities exceeded their operational capacity during the last 12 months. The Olympic Corrections Center reached a monthly peak of 258. They described this as overcrowded and it was, in relation to their early 1991 capacity of 240. Since then they have opened a new 100 bed unit.

Indian Ridge reports it is at 138 percent of the rated capacity of its water and sewage treatment systems. During the last 12 months Indian Ridge had a peak period of 109, or 19 above its operational capacity.

Pine Lodge has been over capacity in the last year. Its one-month peak was 148 as compared to an operational capacity of 126.

The Special Offender Center reported overcrowding of up to three inmates. The center accommodates extra inmates in the infirmary when other institutions submit an urgent request. The center's peak month was exactly at its capacity of 108.

⁵ This is an incomplete count with several facilities providing partial reports.

The Washington Corrections Center reported a peak month of 1,669 in June 1991. Its highest day was 1,702 on June 12, 1991. On that day the WCC was 149 percent of capacity.

The Washington Corrections Center for Women reached a monthly peak of 315 and a one day peak of 322. Its operational capacity until this summer was 296. A major construction project (which will significantly expand the institution) has temporarily reduced operational capacity to 256.

The Washington State Penitentiary was significantly over capacity during 1990-1991. In June, the institution had an average daily population of 2,157. This is 25 percent over its operational capacity of 1,725.

Pre-release centers have been operating significantly over capacity. The pre-release centers with a capacity of 310 reported populations of 451 on July 1. Tacoma Pre-release is slightly over capacity. The unusually high numbers come the Eastern Washington Pre-release.

D. Plans for Expansion

Expansion plans for the Department of Corrections were developed as a part of the master planning process. The plans were designed to accommodate growth of more than 4,000 new inmates by July 1995. Recent population projections have led the department to scale back its expansion plans to 3,698 new beds by 1996.

New beds are designed to come on line over the next several years. These beds include renovation and expansion of existing facilities as well as new prison construction.

The plan anticipates there will be a deficit in beds while new beds come on line. This deficit is expected to peak in 1992 when the system must operate at 120 percent of its projected 1992 operational capacity.

In the meantime, expansion is already underway. Cedar Creek is adding 100 minimum beds for men which will be occupied by November 1991. In addition, it is upgrading the sewage treatment plant. Further expansions will be constrained by the sewage treatment plant capacity and available land.

At Clallam Bay a new 320 bed medium unit has been funded and is due for completion in November 1992. The Olympic Corrections Center completed a new 100 bed minimum unit for men in July 1991. Indian Ridge is expanding its water capacity. It has been at 138 percent of capacity for some years.

McNeil Island is in the midst of constructing new housing units and other buildings. Its expected occupancy of the housing units is September 1992. The capacity will ultimately be 1,574, adding 765 medium beds.

Twin Rivers was doubled bunked in June 1990, increasing its capacity from 550 to 816. No further expansion is planned. The Washington Corrections Center expansion is limited by water and sewage treatment system constraints.

The Washington Corrections Center for Women was partially funded in July 1991 for 300 new beds. Funding was also approved for additional design work which, among other things, will increase capacity by 61 at medium and close security.

There are plans for 60 new pre-release beds to be constructed along with a relocated Tacoma Pre-Release facility. In addition, the Pine Lodge Corrections Center will be converted from minimum security to pre-release. This will result in a transfer of 126 beds between these categories. Pine Lodge will be merged with Eastern Washington Pre-Release. The merger is expected to be completed by January 1992.

The total increased state institutional capacity that is under construction or funded for design work is 3,698.

CAPACITY IN STATE MENTAL HOSPITALS

Persons awaiting trial for a new crime or already sentenced are sometimes transferred to one of the two state mental hospitals for competency evaluation, for hospitalizations, or for sanity evaluation. During criminal proceedings, they may be sent to the hospital by court order. Post-trial, they may be ordered there because they were found not guilty by reason of insanity.

All members of this population are often called mentally ill offenders or MIOs. They remain under the jurisdiction of the criminal justice system while hospitalized. The hospitals thus should be counted as one placement category for adult offenders.

At the time of the survey, Eastern State Hospital had 84 people in one or another of these categories and Western State had 148. Department of Social and Health Services Division of Mental Health staff report a capacity of 83 MIOs for Eastern and 243 for Western. These beds are in separate locked units. The capacity and population are very close at Eastern State. At Western, the population was 61 percent of capacity.

CAPACITY OF STATE PARTIAL CONFINEMENT

The Department of Corrections operates or contracts for services at 15 work release facilities. (See the table below.) Offenders sentenced to the custody of the state may be placed in work release facilities during the last six months of their release.

Work release inmates are expected to have employment or an educational opportunity at the time of placement in work release. If they do not, they are given a set period of time in which to find a job or become enrolled as a student. During the weeks that they are employed and living in the work release center, they have the opportunity to prepare for full release by locating housing, visiting with family, and becoming adjusted to community living. In addition, work release inmates have the chance to earn funds beyond their prison account. These accumulated funds make it easier to rent an apartment, buy appropriate tools or clothing, and to adjust to living on the outside.

CRIMINAL JUSTICE CAPACITY STUDY
STATE WORK RELEASE CENTERS

1991

CENTER	TOTAL CAPACITY	CAPACITY MEN	CAPACITY WOMEN
REYNOLDS WORK RELEASE	88	88	0
BELLINGHAM WORK RELEASE	20	20	0
BISHOP LEWIS WORK RELEASE	24	24	0
MADISON INN	28	28	0
RATCLIFF HOUSE	40	0	40
PROGRESS HOUSE	60	56	4
CLARK COUNTY WORK RELEASE	30	30	0
LINCOLN PARK WORK RELEASE	30	25	5
RAP HOUSE WORK RELEASE	20	20	0
LONGVIEW WORK RELEASE	25	22	3
OLYMPIA WORK RELEASE	25	22	3
TRI-CITIES WORK RELEASE	15	13	2
YAKIMA/KITTITAS WORK RELEASE	40	36	4
CORNELIUS HOUSE WORK RELEASE	45	39	6
PIONEER HOUSE	60	60	0
TOTAL	550	483	67

A. Number of Beds and Staff

State work release facilities have a capacity of 550 (483 men and 67 women).

Some of the privately-owned work release facilities have other beds which are contracted to local jurisdictions or to federal authorities. These beds are not available for use by state inmates. There may be another 50 or more beds in this category.

Contract facilities, as well as state operated facilities, are required to meet state minimum supervision standards. All but one facility complied with those requirements at the time of the survey and had complied during the preceding year. The facility that

did not meet staffing standards was granted an exception on graveyard shift due to their co-location within the Clark County Jail.

B. Utilization

State work release facilities report populations somewhat below capacity. Work release capacity was reported at 550 and the population on July 1 was 436. The under utilization was largely in beds set aside for male inmates. There were 108 empty beds for men and 6 for women.

It appears that work release facilities usually reported capacity as only those beds included in the state contract and reported population as only those housed under the state contract. Underutilization of state contract beds suggests that state inmates are not being released to those facilities at rates fast enough to keep them full.

C. Expansion

Work release beds will be expanded by 350 during the next biennium. There are few specifics yet as to the location of these beds. A new 20 bed women's work release is planned for the Spokane area and another 50 beds (location unknown) are to be for women. The remainder are for male offenders.

CAPACITY OF STATE COMMUNITY CORRECTIONS

The state oversees several types of offenders living in the community under court order. Many of these offenders have been sentenced under the Sentencing Reform Act (SRA). They provide community supervision, as defined by SRA, to persons ordered to serve a term of two years or less on community supervision. They supervise persons transferred to community custody in lieu of earned early release time as part of a community placement sentence of up to one year. They supervise inmates on post release supervision who have exhausted or failed to earn good time and were given a community placement sentence of up to one year.

They also supervise offenders who were sentenced under the prior sentencing system and who are serving an indeterminate sentence on parole or probation. Many offenders, serving under the current and previous sentencing laws, have conditions attached to their sentences. Under the new law, conditions (especially monetary conditions) can run longer than the period of active supervision. Compliance with conditions continues to be monitored until the condition is satisfied.

The capacity of community corrections is based on the number of staff available to supervise offenders. However, the number of offenders that may be supervised at any given level of staffing depends on the type of offenders requiring supervision. Some offenders, because of high risk or high need, require frequent contact and monitoring. Others may require significantly less staff time. A risk and needs assessment total is combined with a workload points system to determine how many offenders may be assigned to any one community corrections officer. The same system determines the total number of staff needed to supervise a given number and mix of offenders. Given the type of offenders under supervision at the time, the capacity of state supervision on July 1 was about 55,000 offenders.

A. Program Capacity

As noted above, program capacity in the Division of Community Corrections is tied directly to staff levels. Staff levels are based on workload points. The total number of workload points for one community corrections officer (CCO) is 127.1. CCO staffing drives other staff requirements (supervision, support staff, etc.). Different workload points are assigned to each type of case supervised. Type of case is defined by a classification system.

CRIMINAL JUSTICE CAPACITY STUDY
STATE COMMUNITY CORRECTIONS

1991

SUPERVISION LEVEL	WORKLOAD POINTS	CASELOAD	STAFF CAPACITY
LEVEL 1 COMMUNITY CUSTODY	3.03	490	11.70
LEVEL 2 POST-RELEASE SUPERVISION	2.22	580	10.15
LEVEL 3 SRA OFFENDERS WITH CRIME- RELATED PROHIBITIONS	1.61	8,150	103.46
LEVEL 4 SRA OFFENDERS WITHOUT CRIME-RELATED PROHIBITIONS	0.63	2,577	12.74
LEVEL D INDETERMINATE SENTENCE OFFENDERS	1.41	2,775	30.85
LEVEL 6 MONITORED OFFENDERS	0.36	21,803	61.74
LEVEL 7 INACTIVE CASES	0.03	19,015	3.96
TOTAL	0.54	55,390	234.60

For example, persons who are in community custody status may be required to make two office and four field contacts a month. This level of demand on staff time equals 4.7 workload points. With 290 community custody cases requiring two office and four field contacts a month the workload points convert to 10.8 staff needed to supervise those cases.

The caseloads in July 1991 generated nearly 30,000 supervision workload points and required the equivalent of 235 staff.

Less than 1 percent of the caseload was composed of persons on community custody supervision. At the same time supervision requirements for community custody offenders require six times the amount of time as the average offender on state community supervision. Another 1 percent were on post-release supervision. These two groups (who are exiting a period of total confinement) are relatively small in number but receive appreciably more staff time than their numbers would indicate.

Fifteen percent of the total caseload were SRA offenders with crime-related prohibitions. They receive a higher than average number of staff. Given their relatively large numbers and workload points, 45 percent of the community corrections staff time is spent supervising this offender group. The other SRA group (those without crime-related prohibitions) are five percent of the caseload. They consume about 5 percent of staff time as well.

The indeterminate sentence offenders (those sentenced for crimes committed before 1984) are also about five percent of the caseload. However, they consume significantly more staff time. Almost 15 percent of community corrections effort is spent on this population.

Offenders who have been moved to a monitoring status, largely because of financial obligations, are 39 percent of the caseload. Even though these offenders are being monitored by mail, they absorb 27 percent of the staff time. The truly inactive cases, those who have moved to another state or disappeared and are on warrant status, are another large group: 34 percent of the caseload. They consume little staff time, about 2 percent.

If the composition of the caseloads were to vary, then the distribution of work would as well. Theoretically, holding all other factors constant, as the indeterminate sentence offenders are phased out of the system, the higher levels of effort they require will be phased out as well. Staff capacity could then be reduced or diverted to the needs of other offender groups.

As would be expected from the population distribution, caseloads and staff levels vary by region of the state. Twenty-four percent are located in the eastern region, 37 percent in the northwest, 36 percent in the southwest, and 3 percent in the headquarters region. Nineteen percent of the staff are in the eastern region, reflecting

the somewhat less demanding supervision required by the offenders in that region. Forty-five percent are in the northwest, indicating an offender population with a higher number of workload points. Thirty-four percent are in the southwest.

Caseload activities and capacity are affected by the requirements placed on persons being supervised. Significant numbers have court ordered conditions to refrain from various activities, participate in treatment, to pay restitution, to pay court costs, or to perform community service. The percentages vary by type of condition. (Please see the table on page 34.) Seventy-nine percent have financial obligations. Seventeen percent have treatment conditions. Nineteen percent are expected to perform community service. These data regarding sentence conditions reflect only a portion of those conditions, and are an underestimate for most categories.

CRIMINAL JUSTICE CAPACITY STUDY
PERCENTAGE WITH CONDITIONS OF SUPERVISION

1991

SUPERVISION LEVEL	TREATMENT CONDITIONS	FINANCIAL OBLIGATIONS	COMMUNITY SERVICE HOURS
LEVEL 1 COMMUNITY CUSTODY	40%	94%	11%
LEVEL 2 POST-RELEASE SUPERVISION	24%	45%	4%
LEVEL 3 SRA OFFENDERS WITH CRIME-RELATED PROHIBITIONS	54%	84%	36%
LEVEL 4 SRA OFFENDERS WITHOUT CRIME-RELATED PROHIBITIONS	25%	46%	84%
LEVEL D INDETERMINATE SENTENCE OFFENDERS	1%	5%	0%
LEVEL 6 MONITORED OFFENDERS	10%	96%	9%
LEVEL 7 INACTIVE CASES	11%	72%	17%
TOTAL	17%	79%	19%

For Community Service Hours at Levels 1, 2 and 7, all offenders on community custody or post-release supervision are required to have a job, be in school or do community service.

The numbers with conditions vary by type of offender. Persons on community custody have served terms in prison. This group has a high proportion with financial obligations. SRA offenders with crime-related prohibitions have the largest percentage with treatment conditions. Both groups of SRA offenders are more likely than any other group to have community service hours.

B. Utilization

As of July, caseloads exceeded workload standards by a small margin. Because workload is driven by both the mix in the types of cases and the total number of cases, it is somewhat misleading to speak of a budgeted caseload capacity. However, given the mix in the types of offenders on state supervision on July 1, 1991, the budgeted capacity for community supervision was 53,631. The caseload on this date was 55,390.

As the mix of offenders changes within a catchment area, the number of staff required to supervise any specific category of offender will change accordingly. Supervisors are permitted to make caseload adjustments and move staff as needed.

C. Plans for Expansion

Given its current classification system, the Department of Corrections expects that both workload points and the number of offenders under supervision will increase over the course of the biennium. Current appropriations for staff is sufficient to absorb the projected increase. If the workload increases beyond what is projected, the Department has two choices: adjust the classification system to distribute more offenders into lower levels of supervision or to request more staff.

Small adjustments in the classification system are acceptable given concerns for public safety. Large adjustments would raise questions both about safety and about the expected consequences of sentencing.

Additional staff mean more dollars for operations. However, expansion has consequences other than operating costs. As with other correctional facilities there are public concerns about the location of community corrections offices. Staff identified dollars for operation and equipment, location, and public safety concerns as constraints on expansion.

**CRIMINAL JUSTICE CAPACITY STUDY
CURRENT CAPACITY AND PLANNED EXPANSION**

PLACEMENT	CURRENT CAPACITY	PLANNED EXPANSION	PROJECTED TOTAL
TOTAL CONFINEMENT			
Local	5,755	1,738	7,493
State (DOC)	7,398	3,698	11,096
State (Hospitals)	326	0	326
Subtotal	13,479	5,436	18,915
PARTIAL CONFINEMENT			
Local	1,145	128	1,273
State	550	350	900
Subtotal	1,695	478	2,173
COMMUNITY SUPERVISION			
Local	37,342 *	485	37,827
State	55,000 *	0 *	55,000
Subtotal	92,342	485	92,827
TOTAL			
Local	44,242	2,351	46,593
State	63,274 *	4,048	67,322
Total	107,516	6,399	113,915

NOTES:

The estimate of local community supervision does not include all persons supervised by local probation agencies. About 1/3 of the local probation agencies did not participate in the survey. Extrapolating reported capacity to those agencies which did not report suggests that perhaps as many as 45,000 persons are supervised by lower court probation services. About another 1,000 people are on supervised pretrial release and felony deferred prosecution programs.

As noted throughout this document, the capacity of state supervision is a function of both the type and number of offenders supervised. Expressing capacity in terms of caseload is therefore a considerable simplification. While this table shows no "planned expansion" for state community supervision, DOC budget requests for community supervision are workload driven. It is expected that future budget requests will indeed result in expansion of state community supervision.

Total state placement includes both DOC and state mental hospitals.

THE OFFENDER CENSUS

As part of the Criminal Justice Capacity Study, a census was conducted of offenders in all known offender placements within Washington state. The census provides a relatively comprehensive look at all offenders under some form of local or state criminal justice control on July 1, 1991.

Information requested in the census included data on inmate status and offense, gender, race, citizenship, and age. While a high rate of return was obtained on most offender placements, few agencies were able to provide complete information for all parts of the census. For example, most agencies were able to provide data about offender status and offense but few local agencies were able to do more than speculate about citizenship. Just as there were differences in the ability of agencies to respond to different parts of the census, there were also differences in the level of participation by different types of placements. State offender placements were able to provide essentially complete information about their populations. Local confinement placements (county and city jails, special detention centers, work release facilities) provided, on average, the next most complete set of responses to the census. In general, responses to the census tended to be less complete as one moved from more restrictive placements to less restrictive ones. That is, total confinement placements provided more complete data than did partial confinement placements; and partial confinement placements generally provided more complete data than community placements.

In all, at least partial census data was reported on 108,213 offenders. Of these, 64,465 (60 percent) were in state offender placements. A substantial number (19,015) of the state offenders were, however, on inactive or bench warrant status within the Division of Community Corrections in the Department of Corrections. These offenders, while counted, are qualitatively different than other offenders surveyed in this report. (For example, they don't occupy a place paid for by criminal justice funds nor are they other than a trivial part of someone's workload.) Consequently, the rest of the analysis reported in this section disregards this part of the offender population. From this point on, the characteristics of the offender population are based on the 89,198 reported offenders who were actively involved in the system of offender placements in Washington State on July 1, 1991. With this revised base, approximately 51 percent of all reported offenders were under some form of state control (i.e. in prison, in a pre-release or work release facility, on state community supervision, or in a state mental hospital). The remainder were in some kind of local placement.

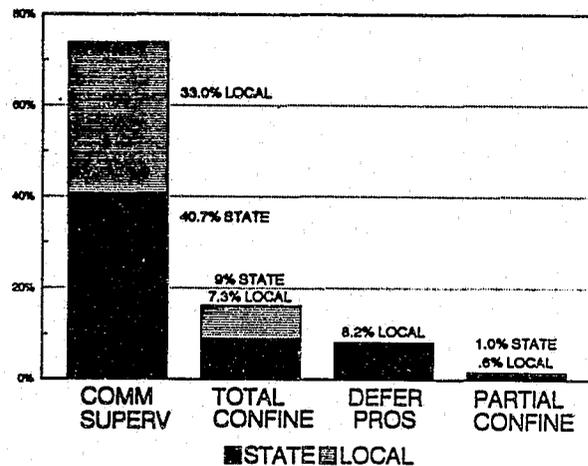
The number of offenders by placement who were reported in the July 1 census are shown in the table on the following page.

OFFENDER CENSUS ON JULY 1, 1991

PLACEMENT	CENSUS
County Jail	5,909
City Jail	284
Special Detention Facility	318
Work Release (local)	329
Work Crew	105
Electronic Monitoring	129
Deferred Prosecution	7,300
Screen & Release (screenings per day)	171
Supervised Pretrial Release	255
Community Supervision (local)	28,948
Prison	7,988
Pre-Release/Work Release (state)	887
Community Supervision - Active (state)	36,343
State Mental Hospital	232
TOTAL	89,198

Throughout much of this study, placement types have been grouped into three categories: total confinement, partial confinement, and community supervision. Total confinement includes county and city jails, special detention facilities, state prisons and state pre-release. Partial confinement includes state and local work release, out of confinement work crews, and electronic monitoring. Community supervision includes state and local supervision, pretrial release, and supervised deferred prosecution.

OFFENDER DISTRIBUTION BY PLACEMENT



Using these categories to summarize the census figures shown in the table above shows that nearly three quarters (73.7 percent) of the total reported offender population were in some form of community supervision; about 17 percent were in total

confinement; 8 percent on deferred prosecution; and 1 percent in partial confinement. These proportions are illustrated in the figure on the previous page.

OFFENDER CENSUS BY STATUS AND OFFENSE

The most complete census data was provided about offender status and offense. That is, whether an offender was pre- or post sentence and whether he or she was charged with or convicted of a felony, misdemeanor, DWI, or traffic offense.

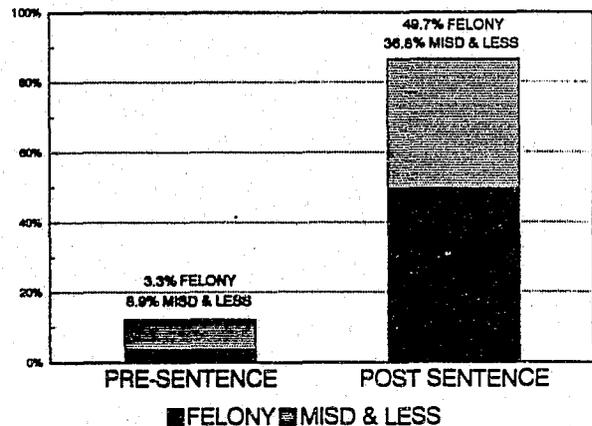
As can be seen from the graph on the right, nearly 87 percent of the reported offenders had already been sentenced.¹ Over half of these were felony offenders. Indeed, half of all offenders in the census were post sentence felons.

The preponderance of convicted felons in the census is a result of the longer sentences given to convicted felons as opposed to people convicted of lesser offenses. Indeed, the number of felony sentences given in a year is less than one-tenth the number of misdemeanor guilty findings and bail forfeitures. This larger volume of misdemeanor cases also explains why there are more pre-sentence misdemeanants in the system than there are pre-sentence felons.

Looking at the data in another way, it can be seen that approximately 53 percent of the total reported offender population were felons, 28 percent were misdemeanants, 13 percent were DWI, and 5 percent were traffic offenders. These ratios are illustrated in the figure at right.

The information summarized in the tables and figure on this and previous pages in this section illustrate different characteristics of the offender population reported in the July 1 census. The disposition of the entire population by status and offense is shown in the table on Page 5.

OFFENDER PLACEMENT BY STATUS

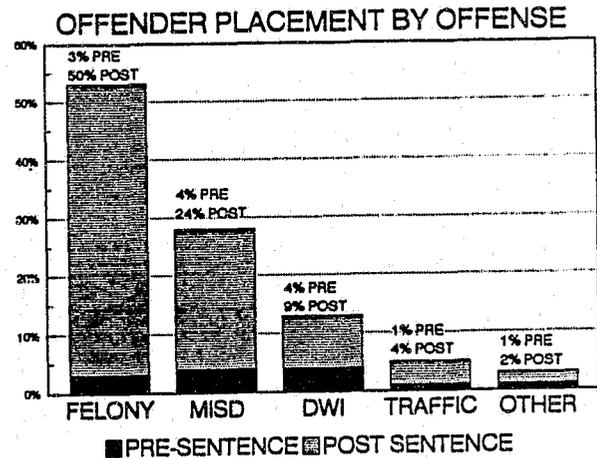


¹ Close observation of this graph will show that the total number of offenders illustrated is less than 100%. A small number (about 1.5%) are in a category counted as "other" in the census. This "other" category includes people held in local jails or other facilities for the federal government, the state, or other jurisdictions. It also includes several hundred offenders housed in state mental hospitals for pretrial competency evaluations for because they have been found not guilty by reason of insanity.

Incarceration and Control Rates

Because of underreporting for some offender placements, part of the analysis in this report cannot use the census data without some modification. Discussion of incarceration rates and control rates is one such analysis.

As noted above, the census reported status and offense data on 89,198 offenders. For all state placements, and some local placements, all agencies reported. For those placements which did not have a 100 percent return rate, the amount of underreporting was estimated.² This estimate was then added to the total number of offenders reported in the census. In this way, a total of 3,559 offenders were added, bringing the total estimated number of offenders in Washington state on July 1, 1991 to 92,755.



This adjusted number may be used to estimate the incarceration rate and criminal justice control rate in the state. Later on (see OFFENDER CENSUS BY RACE, Page 10), this same data will be used to analyze incarceration rates and control rates by race.

On July 1, 1991 there were just over three inmates (3.14) in some kind of total confinement placement for every 1,000 residents of Washington state. This includes offenders in county and city jails, special detention facilities, state prisons, and state mental hospitals. Those in total confinement include 1.36 offenders in local facilities and 1.78 offenders in state facilities per 1,000 state residents. At the same time there were only two offenders in partial confinement for every 10,000 state residents (.21 per 1,000). Individuals in community placements were much more numerous. In this category there were nearly 16 offenders (15.72) per 1,000 residents. Altogether there were just over 19 offenders for every 1,000 state residents. This last figure is what we call the "control rate." These findings are summarized in the table on page 6.

² See Section 7, "Implications for the Future," for a discussion of how underreporting was estimated.

JULY 1, 1991 OFFENDER CENSUS
NUMBER OF OFFENDERS BY PLACEMENT, STATUS, & OFFENSE

PLACEMENT	PRE-SENTENCE					POST SENTENCE					OTHER	TOTAL	
	Felons	Misd	DWI	Traffic	Other	Felons	Misd	DWI	Traffic	Other		NUM	%
County Jail	2,041	721	97	64	67	953	604	232	135	48	947	5,909	6.6%
City Jail	4	61	14	18	7	5	83	22	24	1	45	284	0.3%
Special Detention	0	0	0	0	0	93	112	30	21	62	0	318	0.4%
Subtotal - Tot Confine (Local)	2,045	782	111	82	74	1,051	799	284	180	111	992	6,511	7.3%
Work Release	0	0	0	0	0	212	61	32	20	4	0	329	0.4%
Work Crew	0	0	0	0	0	50	28	12	13	2	0	105	0.1%
Electronic Monitoring	2	0	0	0	0	38	37	27	21	0	4	129	0.1%
Subtotal - Part Confine (Local)	2	0	0	0	0	300	126	71	54	6	4	563	0.6%
Deferred Prosecution	595	2,911	2,968	514	312	0	0	0	0	0	0	7,300	8.2%
Screen & Release	36	85	6	4	40	0	0	0	0	0	0	171	0.2%
Supervised Pretrial Release	235	11	6	2	1	0	0	0	0	0	0	255	0.3%
Subtotal - Pretrial Release	271	96	12	6	41	0	0	0	0	0	0	426	0.5%
Comm Supervision - Local	0	0	0	0	0	0	17,873	7,644	3,312	120	0	28,948	32.5%
Total Confinement - State	0	0	0	0	0	8,392	0	0	0	0	47	8,439	9.5%
Partial Confinement - State	0	0	0	0	0	428	0	0	0	0	8	436	0.5%
Comm Superv - State (Int)	0	0	0	0	0	2,385	32	0	0	0	0	2,417	2.7%
Comm Superv - State (Reg)	0	0	0	0	0	25,897	1,783	0	0	0	0	27,680	31.0%
Comm Superv - State (Low)	0	0	0	0	0	5,847	399	0	0	0	0	6,246	7.0%
Subtotal - Comm (State)	0	0	0	0	0	34,129	2,214	0	0	0	0	36,343	40.7%
Mental Hospital	0	0	0	0	49	0	0	0	0	0	183	232	0.3%
TOTAL	2,913	3,789	3,091	602	476	44,300	21,012	7,999	3,546	237	1,234	89,198	100.0%
PERCENT	3.3%	4.2%	3.5%	0.7%	0.5%	49.7%	23.6%	9.0%	4.0%	0.3%	1.4%	100.0%	

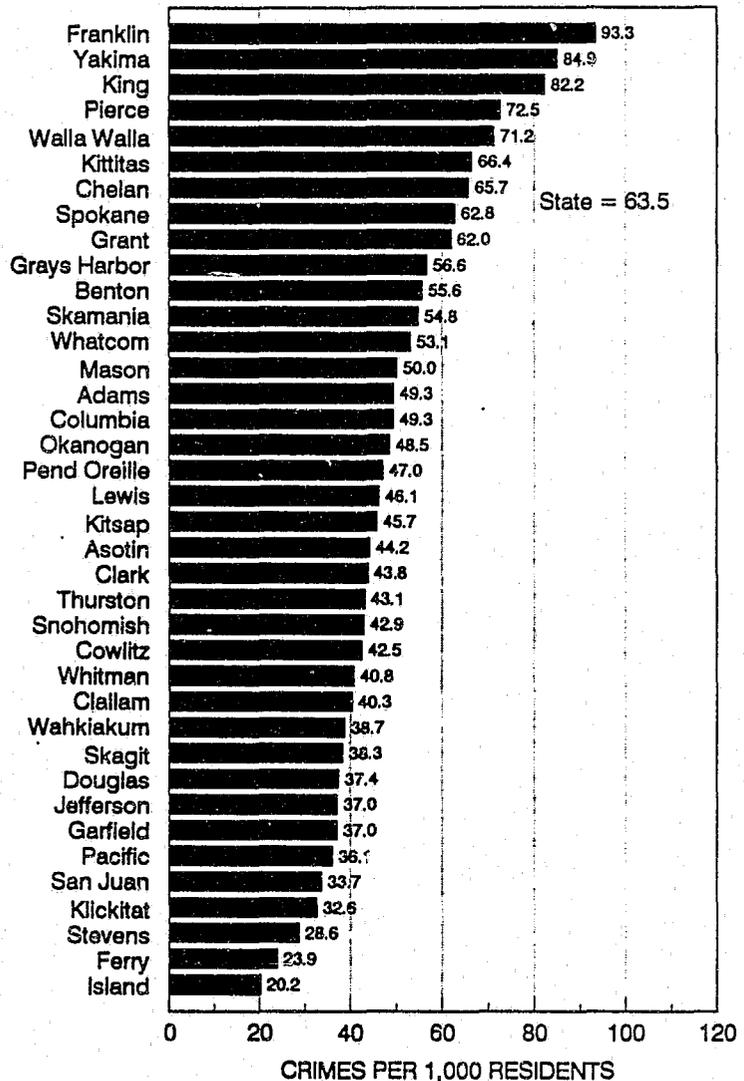
OFFENDERS PER 1,000 STATE RESIDENTS

PLACEMENT	RATE
Total Confinement	3.14
Partial Confinement	0.21
Community Placement	15.72
Control Rate	19.06

While compensation can be made for underreporting when analyzing statewide placement utilization, similar adjustments at the county level are more difficult and prone to error. Consequently, the same analysis as shown above cannot be done for individual counties. On the other hand, because there was very high reporting for confinement placements, it is possible to compare local incarceration rates between counties.

Prior to examining local incarceration rates for individual counties, it is important to note that there are significant differences between the circumstances faced by, and the policies and priorities of, different counties. One important factor influencing the incarceration rates of different counties is the amount of crime each county experiences. Since crime rate data is reported each year (see Crime in Washington State), this is a factor that can be taken into account when comparing counties. The figure at right shows, in descending order, the number of index crimes reported per 1,000 residents for each county in Washington in 1990. For purposes of comparing county incarceration rates

CRIME RATES BY COUNTY - 1990

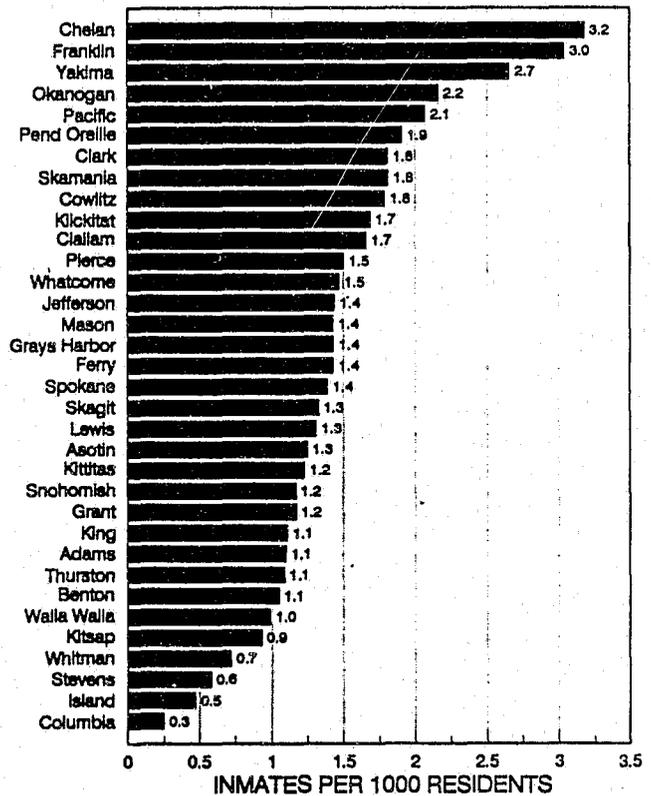


we have converted this crime rate data into an index where the overall crime rate for the state (63.5 reported crimes per 1,000 state residents) is set equal to 1.00. Crime rates for each county are then divided by the statewide average to create the index. For each county, the index is therefore equal to the percentage that the county's crime rate is above or below the statewide average. In 1990 the crime rate in the county with the highest crime rate (Franklin) was 147 percent of the statewide average. The county with the lowest rate (Island) had a rate equal to 32 percent of the statewide average. While this methodology makes for a fairer comparison between counties, it is important to remember that index crimes do not include drug crimes. To the extent that drug crimes vary between counties, this methodology accounts for only part of the difference in county crime rates.

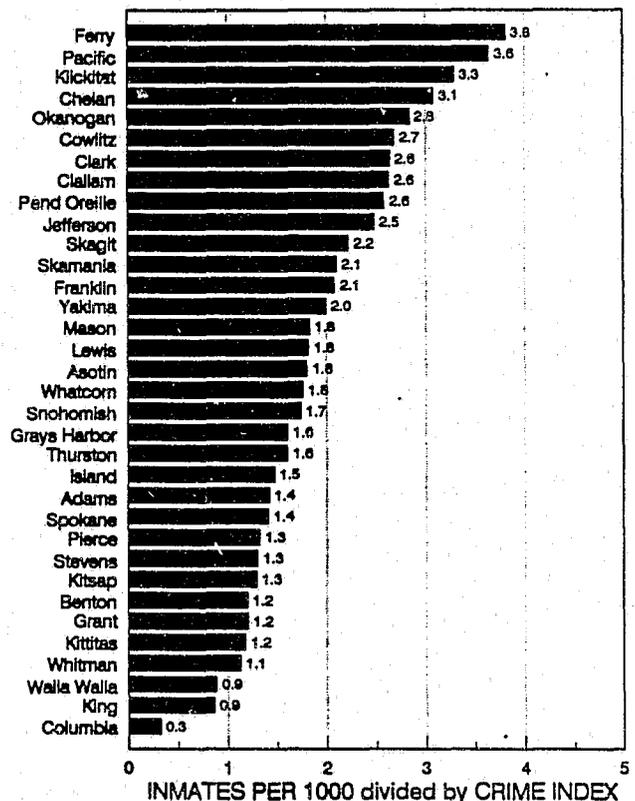
The county incarceration rates shown in the two charts on this page are calculated based on the total number of offenders on July 1, 1991 in any total confinement facility operated by a local jurisdiction within the county. That is to say, all county and city facilities are included. State facilities are not. As noted above, the average local incarceration rate on July 1, 1991 was 1.35 per 1,000 residents. If King County is excluded, the average incarceration rate for the rest of the state is 1.54 inmates per 1,000 residents.

As can be seen from the figures on this page, there is considerable difference in the incarceration rates between counties. Indeed, when one takes into account the differences in crime rates between counties (as shown in the second table), the magnitude of the

UNADJUSTED INCARCERATION RATES



CRIME ADJUSTED INCARCERATION RATES



difference in incarceration rates is actually magnified. (Note that the ratio between the highest and lowest incarceration rates goes up from 10.7 to 1 in the first graph to 12.7 to 1 in the second graph.)

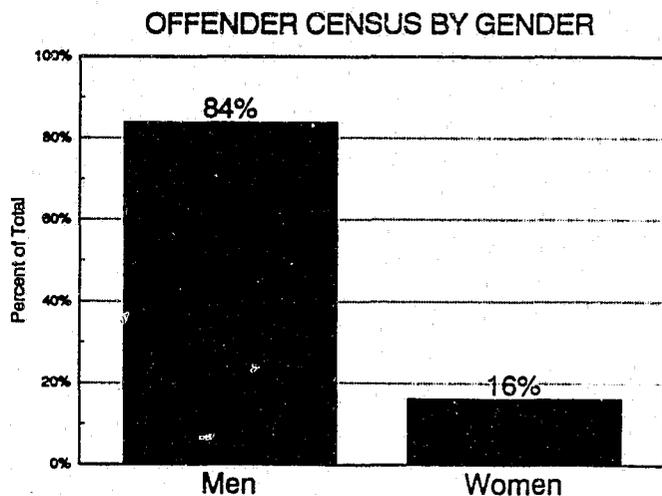
What the second graph clearly shows is that counties such as Franklin and Yakima, which are usually thought of as having high incarceration rates, are really close to the state average when one considers the volume of crime that occurs (per capita) in those counties.

It is also interesting to note that King County, which accounts for the largest part of the total local offender population in the state, has a lower than average incarceration rate and a much lower than average crime rate adjusted incarceration rate. Indeed, except for tiny Columbia County, King County has the lowest crime adjusted incarceration rate in the state.

OFFENDER CENSUS BY GENDER

Not all jurisdictions were able to provide census information by gender. While census information about status and offense was provided on 89,198 offenders, the same information was broken down by gender for only 61,290 offenders. When you consider that the data for offenders in state placements were fully disaggregated, the amount of underreporting for local placements was very high. Indeed, only about 36 percent of the data for offenders in local placements were disaggregated by gender. Agencies providing local community supervision (probation) services had the most difficulty providing this kind of information. Only about 21 percent of the local community supervision population was broken down by gender.

Because there were significant differences in the ability of different types of placements to report information by gender, conclusions about placement utilization rates by sex must be reported with some caution. If we assume that those jurisdictions who reported offender status and offense by gender are representative of the offender population as a whole, then we can draw valid conclusions. On the other hand, to the extent that the population of reporting agencies differs from the total population, our conclusions will be skewed. Since we don't know if the reporting population is representative of the population as a whole, we don't know the accuracy

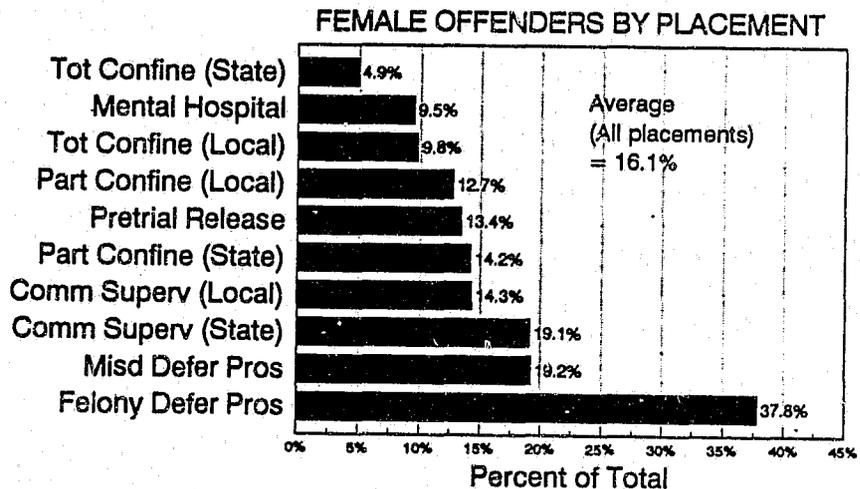


of the conclusions. With this caution in mind, here is what the data tells us about placement utilization by gender.

Of the total reported population, 84 percent were men and 16 percent women. For local placements the ratio was 85 percent men and 15 percent women. For state placements the ratio was 83.5 percent men and 16.5 percent women.

When we look at the utilization of different types of placements we find significant differences in the proportion of men and women found in each. In general, female offenders are much less likely to be in total confinement and somewhat less likely to be in partial confinement than are male offenders. While this is true for both local and state placements, the differences are particularly dramatic within state placements. For example, while women make up 16.5 percent of the total state placement offender population, they make up less than 5 percent of the state prison population and less than 10 percent of the offender population in state mental hospitals. Female representation in work release (at 14 percent of the total work release population) more closely approximates female representation in state placements as a whole. This lower ratio in total and partial confinement is balance by a higher percentage of women on state community supervision (19 percent).

The picture is somewhat different for local offender placements. While women make up 15 percent of the total local offender population, they constitute less than 10 percent of those in total confinement. Interestingly, female representation in partial confinement (12.7 percent), pretrial release (13.4 percent), and local supervision (14.3 percent), are quite similar to female representation in the local offender population as a whole. The biggest difference occurs in the percentage of females on supervised deferred prosecution. Of the total population on supervised deferred prosecution programs, 22 percent are women. For misdemeanor deferred prosecution programs the ratio is 19.2 percent; for felony deferred prosecution the ratio is an impressive 37.8 percent.



Since data were not collected on specific types of offenses, the gender differences between types of placements cannot be further analyzed. It is likely, however, that the general types of offenses commonly committed by women result, in

aggregate, in less restrictive types of placement than do the general types of offenses commonly committed by men. On the other hand, given the magnitude of some of the differences described above, it is unlikely that all of the difference in placement by gender can be explained by criminal behavior alone.

OFFENDER CENSUS BY RACE

Of the 89,198 offenders reported in the census, race and ethnicity data was provided for just under 75 percent of the total population. As noted for other demographic characteristics, the underreporting occurred entirely within that part of the population controlled by local jurisdictions. Indeed, information regarding race was provided by local agencies responsible for only 41 percent of the local offender population.

Because of this underreporting, conclusions about the racial characteristics of the offender population must be viewed with some caution. This is particularly true of conclusions concerning the non-incarcerated population in local placements.

We used the same method to compensate for underreporting of race data as we did for other characteristics of the population. The key assumption affecting the accuracy of the adjustments made in this part of the analysis is the assumption that the racial mix of the reporting agencies is similar to those of the state as a whole. Given that there was complete information for state placements and nearly complete information for local jails, this assumption is likely valid for most placement types. The greatest uncertainty is in local community supervision where race and ethnicity data was provided on only 23 percent of the estimated statewide population in this placement.

It should be noted that, despite written instructions to the contrary, virtually all local agencies counted "hispanics" as a racial group. State agencies, on the other hand, counted hispanics in various racial groups and then tabulated them again as hispanic. This means there may have been white hispanics and black hispanics that were not counted as white or black by local agencies. Similarly, there may have been some hispanics that were simply not counted. This confusion in counting race and ethnicity introduces an additional element of uncertainty in the numbers used in this part of the report.

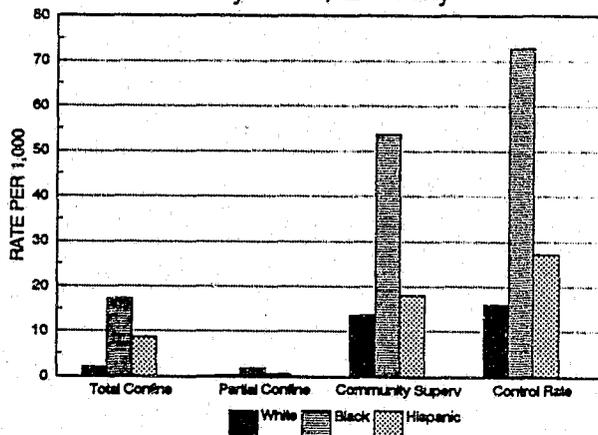
Some concern about underreporting of hispanics in the 1990 national census, and about the effect of tourists and other transient populations was expressed by the steering committee. Since the 1990 national census data is used to determine incarceration rates by race and ethnic group, underreporting in the national census could affect the incarceration rate calculation, just as underreporting in the 1991 offender census can. Subsequent to this expression of concern by the steering committee, we were advised by the Office of Financial Management that the estimated

underreporting in the national census is less than 1 percent. Given this low level of underreporting, we believe the base population used to calculate incarceration rates is sufficiently reliable. The effect of tourism and other transient populations has not been taken into account in the calculations.

The census found significantly higher rates of incarceration for minorities than for whites, which is consistent with findings of studies of offender populations across the country. Similar, although less dramatic, differences were observed for other types of placements.

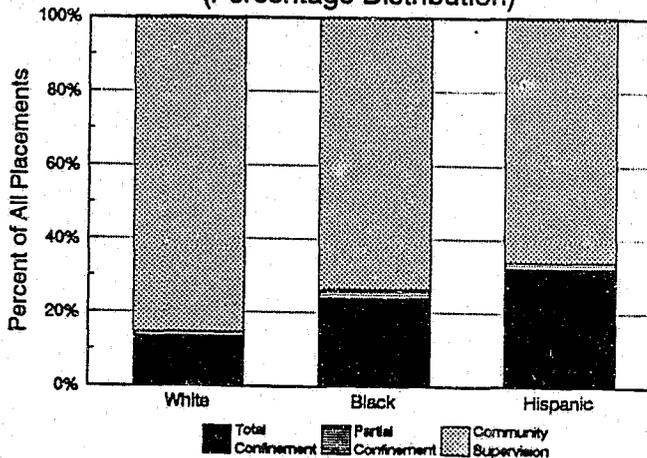
While there were just over three people in total confinement per 1,000 state residents on July 1, 1991, there were 2.2 whites per 1,000 white residents, 8.9 hispanics per 1,000 hispanic residents, and 17.8 blacks per 1,000 black residents. Similar, although less dramatic, differences also occurred in partial confinement and community placements. In partial confinement the rates were .17 whites per 1,000 whites, .22 hispanics per 1,000 hispanics, and 1.20 blacks per 1,000 blacks. In community placement the rates were 13.7 whites per 1,000 whites, 18.0 hispanics per 1,000 hispanics, and 53.7 blacks per 1,000 blacks. The overall control rate by race was therefore: 16.1 whites per 1,000 whites, 27.2 hispanics per 1,000 hispanics, and 72.8 blacks per 1,000 blacks. These rates are illustrated in the graph above.

CONTROL RATES PER 1,000 RESIDENTS by Race / Ethnicity



Closer examination of this data reveals another interesting phenomenon: within all the placements an offender might be found, blacks and hispanics are more likely to be in more restrictive placements than are whites. For example, of all white offenders, 13.7 percent were in total confinement. Of all black offenders, 24.5 percent were in total confinement. For hispanic offenders, 32.9 percent were in total confinement.

PLACEMENT BY RACE (Percentage Distribution)



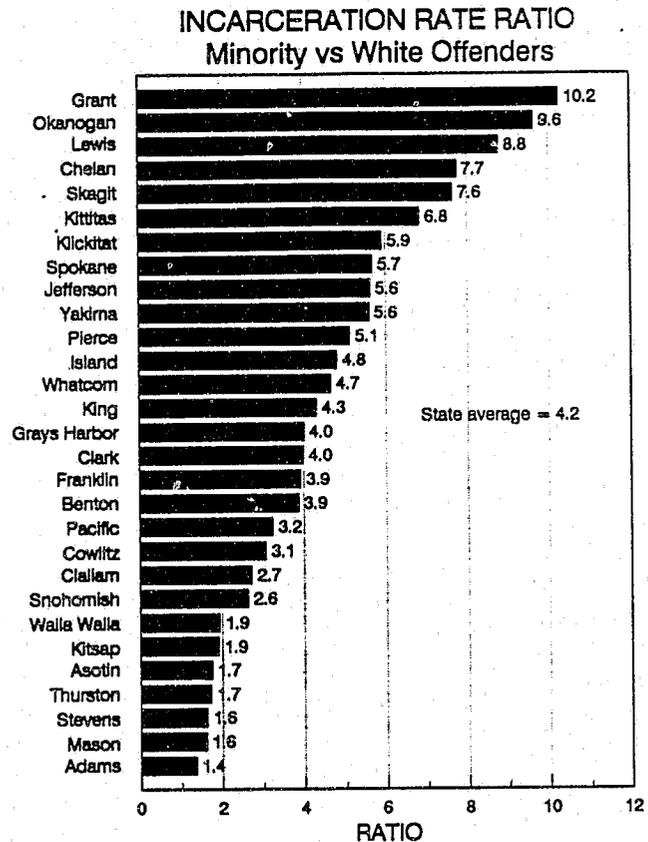
Blacks and hispanics were somewhat more likely than whites to be in partial confinement. Both were significantly less likely to be in a community

placement. The on page 11 illustrates the percentage distribution of offenders by type of placement by race and ethnicity. To show the relative utilization of each type of placement by race, each bar of the graph represents 100 percent of all offenders in each race or ethnicity group.

Because of underreporting, this analysis cannot be done at the county level for all kinds of placements. However, since local jails did generally report census data by race, we can look at relative local incarceration rates by race.

To illustrate differences between counties, we calculated the ratio of the local incarceration rate for minorities to the local incarceration rate for whites for each county. In other words, if a county had two whites incarcerated for every 1,000 white residents, and eight minorities incarcerated for every 1,000 minority residents, it's ratio would be 4 to 1. In this way, different prevalence rates for minorities in the population at large are taken into account.

Of the 34 counties that provided census data about local incarceration, 33 provided race and ethnicity information. Four smaller counties (Columbia, Ferry, Pend Oreille, and Skamania), each with fewer than 20 incarcerated offenders, were also excluded from this analysis. The calculated range was quite substantial. At the high end was Grant County with a ratio of 10.2 to 1. At the low end was Adams County with a ratio of 1.4 to 1. Statewide, the average was 4.2 to 1. The graph above shows the counties ranked in descending order.



OFFENDER PLACEMENT BY CITIZENSHIP

Only state placements were able to consistently provide census data by citizenship. In a separate analysis of the 8,959 offenders in Department of Corrections institutions on Sept. 30, 1991, it was found that 14 percent of the inmate population were citizens of some country other than the United States. A total of 354 inmates (29 percent of the non-U.S. citizen group) are known illegal aliens (i.e. they have a federal Immigration and Naturalization Service detainer). An additional 872 non-U.S. citizens

in Washington prisons do not have INS detainees. It is not known how many of these are illegal aliens.

OFFENDER CENSUS BY AGE

Of the 89,198 offenders for whom status and offense data was reported, information about age was reported on only 55,353. Age information was reported on all offenders in state placements but was available on only 24 percent of the offenders in local placements. The cautions noted above regarding the uncertainty associated with underreporting also apply to age information.

Overall, 44 percent of the reported offender population was under the age of 30 (including 3 percent under the age of 20). Half the offender population was between the ages of 30 and 49. The remaining six percent were age 50 and over.³

Based on this overall age distribution, at least at the local level, it appears that partial confinement (work release, work crew, electronic monitoring) is mainly a young persons placement and community placements are primarily for those over 30. Fifty-five percent of offenders in local partial confinement placements were under the age of 30. Thirty-eight percent of those in community placements were under 30.

At the state level, distribution by age was more uniform between placements. Forty-one percent of the prison population was under 30, 47 percent of the state work release and pre-release population was under 30, and 45 percent of those on state community supervision were under 30.

OFFENDER CENSUS BY AGENCY

The Appendix to this report includes a section which shows the total number of offenders reported by each agency by status and offense.

³ In the 1990 census, 22 percent of the state's population over the age of 19 was in the age group of 20-29; 44 percent was age 30-49; and 34 percent was age 50 or older.

POPULATION MANAGEMENT POLICIES AND PRACTICES

Participants in the survey were asked to describe the workload demands their agencies faced and the strategies they had adopted for dealing with those demands. Historically, criminal justice agency staff have tended to see workload increases as beyond their control. "We manage what we get," has been the attitude. With increasing demand on limited resources, that attitude is changing.

Fewer agencies responded to this portion of the survey than to some of the more straightforward sections.

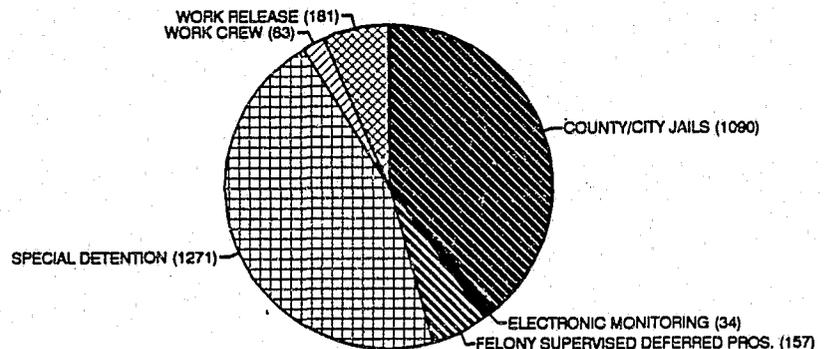
Questions about demand assumed there was pent up demand. For some agencies there is. For example, statewide there are 171,900 warrants recorded. If served, these would increase the number of offenders in jail. In addition, there were nearly 3,000 offenders waiting to serve sentences in overcrowded placements.

Responses to questions about management of demand

show that agencies are more likely to manage demand at intake than at release. However most agencies do not manage demand. An exception is the reduction in lengths of stay that occur with the application of "good time." Most total and partial confinements offer "good time" to some or all participants. Management of intake is limited largely to scheduling sentenced persons to serve their sentences. Management at release means shortening lengths of stay.

Another form of demand management occurs when an offender is sanctioned for failing to comply with the conditions of the placement. Most sanctions result in more confinement time, particularly in more local confinement time. Other sanctions are utilized by agencies to a lesser degree. These are discussed below.

NUMBER WAITING TO SERVE SENTENCES OR TO ENTER PROGRAMS: AS OF JULY, 1991



POPULATION MANAGEMENT: COUNTY JAILS

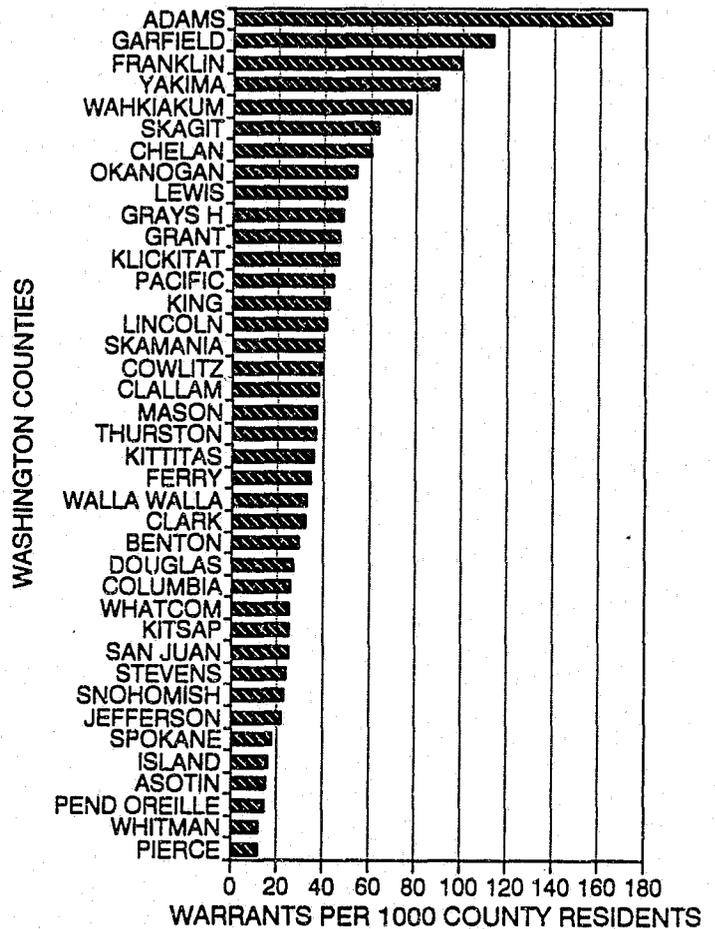
Demand for Services

Jails face two types of pent-up demand for space: outstanding warrants and sentences that have not yet been served.

Sheriffs, police chiefs, prosecutors, judges, probation officers and community corrections officers are all conscious of the number of warrants not yet served. As a result of crowding, the criminal justice community in some jurisdictions chooses not to actively search out persons wanted on less serious warrants. There have been discussions about prioritizing warrants, with the highest priority going to warrants to be served immediately, and the lowest to warrants that serve as reminders of obligations.

Some argue that the system would be overwhelmed if all warrants carried the same weight and law enforcement made a concerted effort to bring in those people with outstanding warrants. Given the number of outstanding warrants, this is a legitimate concern. The Washington Criminal Information Center has 171,900 warrants on record.¹ Of these, 145,368 are for misdemeanors and 26,532 are for felony matters. An estimated 62,063 warrants are not yet counted or entered into the WCIC system.²

RATES FOR ALL WARRANTS BY COUNTY



¹ These data were provided directly by Washington Criminal Information Center, Washington State Patrol to the Washington Sheriffs and Police Chiefs Association for the purpose of this study. The data are for August 22, 1991.

² These estimates of backlogged warrants vary in accuracy and do not distinguish between felony and misdemeanor warrants.

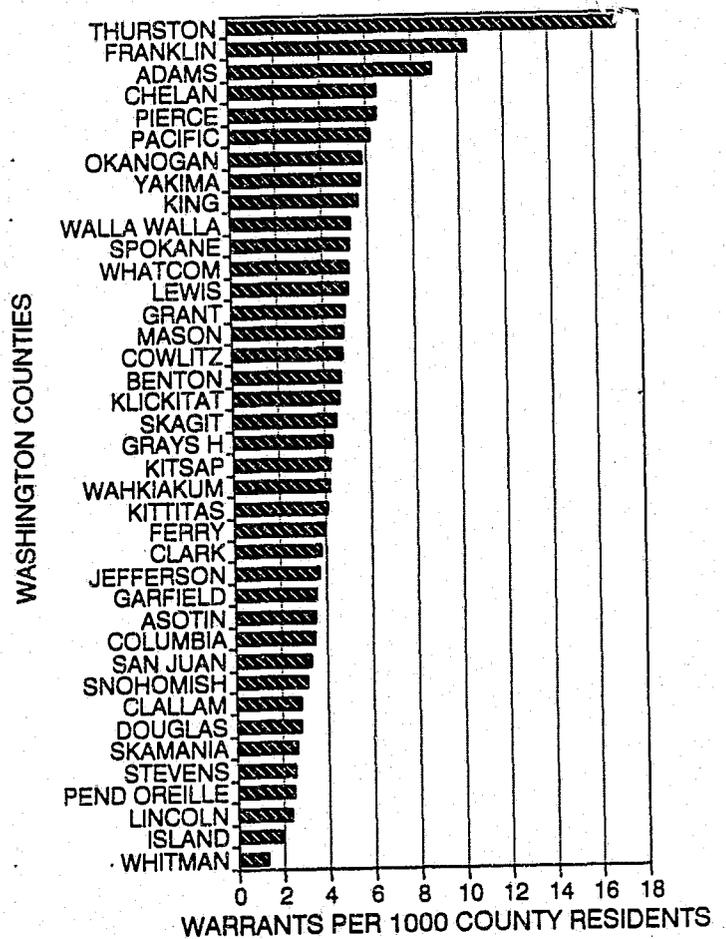
There is considerable variation from county to county in the number of outstanding warrants, especially felony warrants. If the number of felony warrants is compared to county population, variations are more extreme. Thurston County has the highest rate: 17 felony warrants per 1,000 county residents. Next is Franklin County with 10.5 per 1,000. King and Yakima Counties are nearly half that with 5.6 and 5.7 per 1,000, respectively.³ Clark County is even lower, at 3.8 felony warrants per 1,000 county residents. Some counties have even lower rates. For example, Island County has 1.9 and Whitman County has 1.3.

County rates for felony warrants often correlate with misdemeanor warrants. However, Thurston County, which has the highest felony rate, has one of the lower misdemeanor rates. Thurston County has 19.8 misdemeanor warrants for every 1,000 county residents. Franklin County, with a high felony warrant rate, also has a high misdemeanor warrant rate. In Franklin County's case, the ratio is 89.6 misdemeanor warrants for every 1,000 residents.

These variations in warrant numbers and rates suggest that policies vary by county, specifically those policies affecting the number of warrants issued, the rapidity with which warrants are served, and the quashing of warrants. Assessment of pent-up demand for jail beds must take into account these policy variations, their mutability, and their effect on the number of beds required.

The other type of pent-up demand facing county jails is that created by persons waiting to serve their sentences. At the time of this survey there were 1,063 offenders statewide waiting to serve sentences in county jails. Most (55 percent) were sentenced for traffic offenses; 22 percent were sentenced for felonies and 23 percent were sentenced for misdemeanors.

FELONY WARRANT RATES BY COUNTY



³ In King County the warrants counted included those of all agencies reporting from within the county.

Only 10 counties (Grant, Pacific, Snohomish, Lewis, Jefferson, Okanogan, Spokane, Ferry, Thurston and Asotin counties) reported persons waiting to serve sentences. For some counties, the number waiting to serve sentences was significant in relation to the number of jail beds. Pacific County, with 29 jail beds, reported six times as many people (175) waiting to serve sentences. Grant County reported 6.5 times as many waiting to serve their sentences as the county had beds. Snohomish County, with 301 beds, reported 184 waiting serve sentences. Lewis County, with 80 beds, reported 59 waiting to serve.

Seven respondents described the average period spent waiting to serve a sentence. These respondents provided a wide range of answers: two days (1 response), two weeks (3 responses), four weeks (2 responses), and two years (1 response).

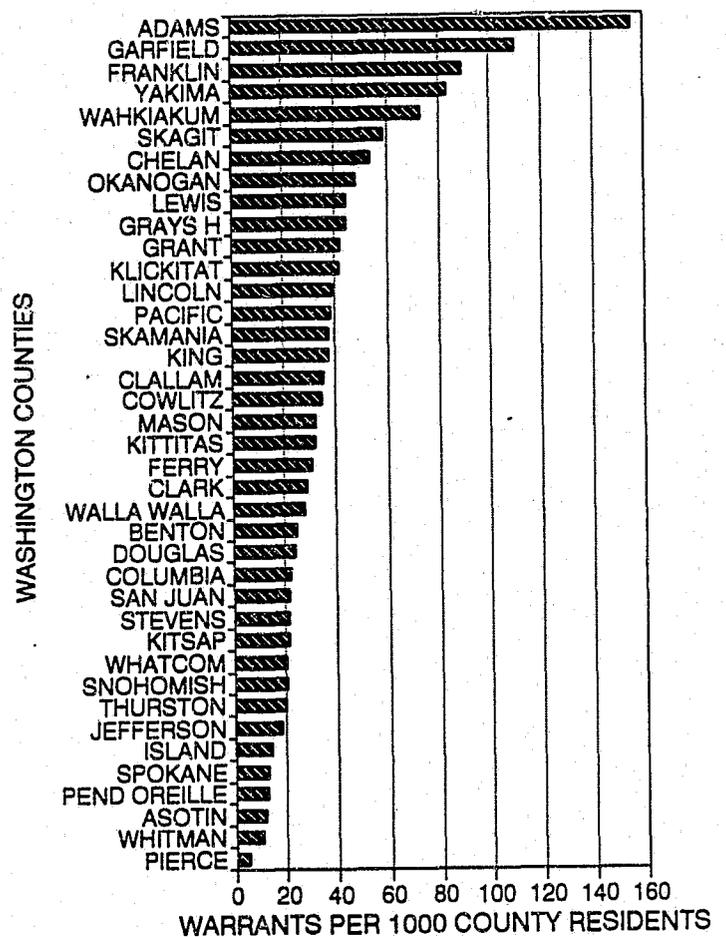
Management of Demand

Sheriffs and jail administrators have adopted several strategies for dealing with population pressures on jail space. Some refuse certain types of admissions when they are over capacity. All counties reported taking all admissions when within capacity.

When over capacity, slightly more than a third turn away some kind of booking. Felons, whether pre-trial, sentenced or in violation of sentence conditions, are rarely turned away. Only one county reported refusing to take a felon under some circumstances.

Misdemeanants are more likely to be refused when a facility is over capacity. When crowded, three counties will not take misdemeanants brought in for technical violations of their probation conditions. Five counties will not take persons if their misdemeanor warrant is less than some set amount, and seven counties will not take those serving misdemeanor sentences.

MISDEMEANANT WARRANT RATES BY COUNTY



A third of all counties (12 counties) turn traffic offender arrests away when they're over capacity. Eight do not take persons serving traffic sentences when crowded.

Other groups are also sometimes turned away when a jail is over capacity. These include persons held for other jurisdictions who contract for services, holds for other counties, federal prisoners, DWIs and domestic violence cases.

Jurisdictions which periodically turn away misdemeanants also turn away traffic offenders. With one exception, those which turn away sentenced traffic offenders also turn away persons brought in on new traffic arrests.

Another set of strategies for handling population pressures involves management of the length of stay through the use of "good time," temporary release, running sentences concurrently or consecutively, and early release. These strategies are used less frequently than temporarily refusing admissions.

"Good time" is a regular practice for all inmates. All but four jails routinely grant some "good time." Two of those counties grant "good time" only when over capacity. One county increases the amount of "good time" that can be earned when over capacity. The average amount of "good time" earned by non-working inmates is one day in six. Inmate workers earn an average of one day in four.

About half the jurisdictions report they run sentences concurrently, two doing so only as a strategy to deal with crowding. When over capacity, six facilities use early release (balance suspended) of inmates to reduce lengths of stay and population. Thirteen more report that early release is a regular occurrence in their jurisdiction, with or without population pressures.

Temporary release (furlough) is rare. Only three counties report temporary release as a regular practice. Three more report using it as a strategy for dealing with overpopulation.

Another policy that can have profound effects on jail population is the equation of jail time to fines. Sixty-seven percent of the counties equate one jail day for fines of \$25. Two use \$50 a day. The average was \$28 a day.

Seventeen county jail managers provided information on what they believe are effective population management strategies in their county. Three counties reported working groups of criminal justice professionals which monitor the jail population. Others reported computerized scheduling of sentences, aggressive use of pretrial release and other alternative programs, placement of first-time DWIs outside the jail, limits on the time some offenders are held (parolees kept only overnight), and restrictions on bookings when population reaches a certain level.

POPULATION MANAGEMENT: CITY JAILS

City jails detain pretrial and sentenced misdemeanants, and felons before first appearance. With a more limited domain than county jails, the demand for services and management of demand are somewhat different for city jails.

Demand for Services

As served, some portion of the current backlog of 145,368 misdemeanant warrants will result in added inmates in city jails. Some will serve a sentence in the city jail. For example, Kent Corrections reported it has 20 traffic offenders and seven misdemeanants waiting to serve sentences. None of the other city jails responded to questions about demand for services.

Management of Demand

Despite the absence of reported demand for space, city jails did report strategies for restricting the use of space when over capacity. Nearly all reported that they keep pretrial traffic and misdemeanor offenders when within capacity. Nearly all take traffic and misdemeanor sentenced offenders. Three do not take pretrial felons under any circumstances. Four take anyone presented whether or not they are crowded. Eight reported they do not take traffic pretrial when crowded. Four of the eight reported they do not take pretrial misdemeanants when crowded. Two turn away everyone but pretrial cases. Two turn away all sentenced offenders but take any pretrial person. Almost any combination conceivable was presented as a method of controlling intake. One city jail noted that when it is crowded, it sends prisoners to the county jail (which is often crowded as well).

Ten out of eighteen city jails reported using "good time" for regular inmates. Average "good time" for regular inmates was one day in five. Nine granted "good time" to inmate workers, who receive an average of one day in 4.4.

One facility uses temporary release when within capacity. Another uses it only when over capacity. Eight run sentences concurrently, independent of capacity. Four always run sentences consecutively. Four occasionally release early, such as by suspending the balance of a sentence. Six never do. Two release early only when over capacity.

Like county jails, city jail population is affected by offenders who end up spending time in jail in lieu of paying a fine. The average exchange rate between jail time and monetary fines was \$24 per day in jail. This is somewhat lower than the \$28 per day average found in the county jails.

POPULATION MANAGEMENT: SPECIAL DETENTION

Special detention facilities hold only sentenced prisoners. Sometimes the inmates are a mix of work release and another special group of sentenced prisoners, such as DWI offenders. Sometimes inmates are from just one group.

Demand for Services

Two of the five special detention facilities reported people waiting in the community to serve their sentences. Geiger Field in Spokane has 35 waiting. This is about half the capacity of the Geiger Field facility. Snohomish County Special Detention has many times its capacity waiting to serve their sentences. This includes 892 traffic offenders, 77 misdemeanants, and 41 felons. Only one felon was reported to be waiting in the jail to serve his or her sentence in special detention. All the others are waiting in the community. The average wait in the community in Spokane County is 25 days. In Snohomish County it is two months.

Management of Demand

Clark, Kitsap and Spokane Special Detention turn away some people when over capacity. They reported that they could turn away any of type of sentenced offender, leaving them in the community, waiting to serve sentences. Snohomish and King County said they do not use front end strategies to manage capacity, and yet scheduling sentences is a front end strategy.

Regular inmates earn "good time" in all facilities except Clark County Special Detention, which never grants "good time," not even to inmate workers. In the other four facilities the average is one day in 4.5. Two grant one day in six and two grant one day in three. Inmate workers consistently get more "good time." For example, the two facilities giving regular inmates one day in six, give workers one day in three. Kitsap regularly uses temporary release. Spokane, King and Snohomish counties run sentences concurrently. Clark and Kitsap do not. Kitsap and King may do early release under any circumstances. The others do not.

Special Detention facilities may send inmates back to jail for breaking the rules of inmate behavior. For example, the use of drugs or alcohol or possession of other contraband will result in being sent back to jail. New charges, assaultive behavior, violating court orders, and escape attempts will also cause a person to be sent back to jail. If inmates are not sent back to jail, other sanctions may be applied. For example, they may be placed on restrictions, lose "good time" or other privileges, or be placed in isolation or on lockdown. Limits on penalties are set by policy, not by law.

POPULATION MANAGEMENT: LOCAL WORK RELEASE

Work release is reserved for sentenced inmates. This again affects demand. Sixteen work release facilities are run by county jails. One is operated by a city jail.

Demand for Services

As of July 1, 1991, five work release programs had waiting lists, for a total of 181 people statewide. Fourteen percent were traffic offenders, 23 percent were misdemeanants, and 61 percent were felons. Over half were waiting to serve their sentence in Thurston County. Most of the rest were in Clark County. Most offenders waiting for placement in work-release do their waiting in the community. Of the 181 waiting as of July 1, 1991, only eight were waiting in jail. The average wait for jailed offenders was 10 days and the wait for offenders in the community was just over a month.

Management of Demand

When over capacity, five work release programs refuse to take sentenced traffic offenders, and four refuse to take any offenders.

Of the seven work release facilities which grant "good time," the average amount is one day in 4.6. One program grants "good time" only when over capacity.

Three programs grant temporary release, and a fourth does so when over capacity. Seven run sentences concurrently, one only when over capacity. Five facilities never run sentences concurrently. Nine facilities never have people with the balance of their sentences suspended. Five do, plus one more when the facility is over capacity. Facilities with methods of shortening sentence length usually do not also run sentences concurrently.

Work releasees are returned to jail for breaking facility rules or for violation of sentence conditions. In some facilities jail return follows a disciplinary procedure, in others it is less formal. Facilities also use loss of privileges, verbal and written warnings, extra work details, restrictions on activities, loss of "good time," and temporary suspension of work release as sanctions for breaking facility rules.

POPULATION MANAGEMENT: ELECTRONIC MONITORING

Fifteen agencies operating electronic monitoring programs responded to this section of the survey. Two are run by cities, the rest by counties. Almost all offenders reported to be on electronic monitoring were serving a sentence (Only one was on pretrial status).

Demand for Services

Five programs have 34 people waiting in jail or in the community to enter the program. Of those waiting, almost all are waiting in the community. Over half are misdemeanants waiting to serve sentences. The next largest group are traffic offenders. The largest backlog is in Thurston County. The average wait is about 20 days.

Management of Demand

Eight programs take pretrial persons charged with traffic and misdemeanor offenses, six will not. One has a policy of taking pretrial traffic and misdemeanor offenders but in practice only takes sentenced offenders, while eight programs say they have a policy which allows them to take pretrial felons. In practice, almost no one puts pretrial felons on electronic monitoring.

All programs accept sentenced traffic and misdemeanor offenders. All but two take sentenced felons.

Placement decisions are made by the judge in two programs, by the staff in eight, and by both judge and staff in three.

Five electronic monitoring programs grant "good time," usually one day in three. As a matter of practice when demand is high, three temporarily stop inmates' participation. Nine programs will run sentences concurrently to shorten stays. Four sometimes permanently shorten participation through such methods as suspending the balance of a sentence.

People are returned to jail for violation of rules, particularly major rules like prohibitions against use of drugs or alcohol. Curfew violations can also result in return to jail. In lieu of returning people to jail, some programs place inmates on "home arrest," 24 hour home curfew, or otherwise restrict time away from home; increase the rate of monitoring, take away "good time," or refer back to court. In four jurisdictions, inmates may be transferred back to work release rather than to jail.

One program is reviewing all cases and presenting them to the court for early review or release. Another schedules sentences on electronic monitoring.

POPULATION MANAGEMENT: WORK CREW

Five work crew programs responded to this section of the survey.

Demand for Services

Clark County and Clallam County work crew programs had waiting lists. Both had people waiting in jail, but most wait in the community. Most were waiting in Clark County. Forty-three percent were traffic offenders; the rest were evenly divided between felons and misdemeanants statewide. There were 63 on waiting lists.

Management of Demand

The three work crew programs responding to this section reported that admissions policy and practice were the same. Admission decisions are usually made by staff. Only one program grants "good time."

Work crew participants may be returned to jail for rule violations and for failure to report for work. If an infraction does not result in a return to jail, a crew member may be given extra work, verbal warnings, or returned before the court. Excused absence must be supported by written documentation such as medical verification of illnesses.

In an effort to manage capacity, work crew programs are scheduling work days, and in one case, raising credit for participation to \$60 a day. The latter policy reduces the number of days a person must work to pay off a fine.

Only Cowlitz County noted that opportunities for work crew activities are limited. In this case, program staff said they have already reached the limit.

POPULATION MANAGEMENT: SCREEN AND RELEASE

Many local jails provide some screening for release on personal recognizance. The programs reported here include only those with staff assigned to that function. Nine agencies responded to this part of the survey.

Demand for Services

Screening for release must occur immediately after booking or it loses much of its value as a release mechanism. Otherwise, the person will appear before a judge within a day and bail will be set (or another release mechanism employed), and they will usually be out of jail anyway. Delayed screening, i.e. screening following initial judicial review, can uncover cases in which a judge will release, given more complete information. Not surprisingly though, none of these agencies had a pent up demand for screening.

Half (four) of the agencies reported they are unable to screen all new bookings which might qualify for pretrial release. Consequently, some offenders remain in jail because staff is too busy. Thurston County Probation officials noted that staff screens only misdemeanants. The agency estimated that more inmates could be released quickly if the agency had authority to screen felons.

Again, because the time is brief between jail staff screening and release and judicial release, the average number of inmates who might be screened but who are not, is small on any given day. All agencies reported that some inmates are released by the judge before they can be screened by the jail or probation staff.

Management of Demand

Policy pertaining to the definition of the type of inmate screened parallels practice. All but Thurston County screen traffic offenders, misdemeanants, and felons. Clark County staff also screen people booked on appeal bonds. Release decisions are made by the staff in one county, by the judge in four, and by some combination of both in the others.

Persons are released on their own recognizance with a minimum condition that they appear in court. Failure to appear or to comply with other conditions, or arrest on a new offense, leads to return to jail. Those agencies that monitor persons on pretrial release⁴ may increase the number of contacts as an alternative to a return to jail.

Several jurisdictions reported other innovative ways to manage the pretrial population: issue summons rather than warrants, use citations, and use special court calendars to expedite portions of the pretrial process.

⁴ Monitoring was not defined by the respondents as equivalent to supervision of persons on pretrial release.

POPULATION MANAGEMENT: SUPERVISED PRETRIAL RELEASE

Four agencies operate supervised pretrial release programs. All responded with information regarding the management of the demand for services.

Demand for Services

King County staff reported they are unable to screen all referrals for supervised release, particularly during peak periods. King County had 25 people waiting to be screened and get onto supervised pretrial release on July 1. In King County, inmates will sometimes bail or otherwise be released before screening for supervised release. When they are not otherwise released, they wait an average of a week and a half for placement into supervised pretrial release. Despite the backlog in screening, King County denies no one supervised release for lack of supervisory staff.

No other agencies reported waiting lists for supervised pretrial release.

Management of Demand

The supervised release programs in Clark, Cowlitz and Spokane Counties take traffic offenders, misdemeanants, and felons. King County does not place traffic offenders and misdemeanants on supervised pretrial release. Release decisions are made by the judge in all but Clark County where staff have authority for some release decisions.

Failure to comply with the conditions of release may result in return to jail. Lesser penalties are also used. Spokane County increases the frequency of UA testing. The number of contacts may also be increased. Verbal warnings or return to court are also used.

POPULATION MANAGEMENT: FELONY SUPERVISED DEFERRED PROSECUTION

Three counties, Clark, Pierce and Snohomish, have felony supervised deferred prosecution programs. All responded.

Demand for Services

Pierce County has 157 people waiting to get into its program. The average wait is six months. None are waiting in jail, all are waiting in the community. During June, 70 were denied placement in the Pierce County program because there was no room.

Management of Demand

The Pierce County program takes only nonviolent felons. Clark County takes no burglaries or cases involving personal injuries, however, the program staff in Clark and Snohomish Counties report taking violent felons. Placement decisions are made by a deputy prosecuting attorney and the program screening staff.

The Clark County program has had persons deferred on up to two charges. Snohomish County has occasionally terminated supervision early.

Failure to comply with the conditions of supervision results in the deferred charges being filed and the case prosecuted.

POPULATION MANAGEMENT: DISTRICT AND MUNICIPAL COURT PROBATION

Eighteen agencies responded to this portion of the survey, covering all activities: misdemeanor deferred prosecution, intensive probation, regular probation, and administrative probation.

Demand for Services

There are no waiting lists to receive services from lower court probation agencies. No one waits in jail to get on lower court probation. This is not to say that the demand for services is limited, it is to say there are no limits on capacity. The demand for services and caseloads grow with the expansion of misdemeanor and traffic dispositions. If the number of caseworkers does not increase, the number of cases per caseworker goes up and the amount of time available per case goes down.

Management of Demand

Agencies distinguish between levels of supervision and sometimes between the kind of offender who should be on a level. Some do not put traffic cases on intensive supervision. One does no intensive supervision. Another does no administrative supervision. If an agency offers different levels of supervision, the judge may determine the level of supervision appropriate for an offender.

Seven programs have misdemeanor sentencing guidelines. Two offer the equivalent of "good time," reducing sentences by one day in two or three for compliance with conditions. Two others apply the equivalent of "good time" in practice as a way of reducing caseloads, although this is not their official policy.

Two have a method for temporarily suspending supervision. Four more do so to manage caseloads. Six have a policy for running sentences concurrently. Two others do so when caseloads are too high. Four, as a matter of policy, permanently suspend supervision; three more use this as a way of managing caseloads. One sometimes simply terminates supervision.

When probationers fail to comply with supervision or are arrested for a new offense (the most commonly cited cause for revocation) the offender is returned to court and usually to jail. The alternatives to jail include more intensive supervision, a longer period on probation, and re-instatement of suspended fines. One agency sometimes places the person on a more restrictive option, such as electronic monitoring, work crew, or community service.

There are no universal limits on penalties for failure to comply with probation conditions. One agency reported that 30 days in jail was the general rule; another that misdemeanants tended to receive 90 days. A third stated that the limit was the remainder of the sentence.

Three agencies are working on caseload management or classification systems as a way of better managing caseloads. One, not now doing so, wrote about more careful tracking of cases and early termination. Another described the use of referrals to other agencies. One agency uses volunteers to augment staff resources.

POPULATION MANAGEMENT: STATE TOTAL CONFINEMENT

Individual state correctional centers and the state's two pre-release facilities are part of a larger system which manages demand. Still, individual institutions have their own perspectives on how demands impact the system. Some of these perspectives are provided below.

Demand for Services

Waiting lists in the context of state prisons refer to movement of inmates between institutions, between security levels, and to special programs. Some inmates are scheduled to move within days; others are on lists for transfer. On July 1 there were 132 inmates awaiting transfer to special programs, almost all for sex offender treatment programs.

All institutions reported confining inmates at security levels higher than required due to lack of space. There were 46 inmates who were ready to move to medium; 241 who could move to minimum; 263 in minimum who could move to pre-release; and 51 who were classified as eligible to move to work release.

Only one institution reported holding inmates at a security level lower than required. The total number of inmates in this category was six.

In addition, the Reception Center reported 79 inmates who could be moved to close custody, 218 who could move to medium, 285 who could move to minimum, 163 who could move below minimum, and 81 who could move to work release.

Decisions to place someone in a pre-release facility are based on objective criteria. Placement in pre-release requires that the offender be on minimum custody. The classification system is a point system, taking into account criminal history, history of violence, detainers, escape history, age, and adjustment. Positive adjustment increases the points and reduces the restrictiveness of the classification. Negative adjustment decreases the points and increases the restrictiveness of the classification.

Offenders placed in pre-release centers must be on minimum custody, within 18 months of their release date, have no felony holds from another jurisdiction, and no detainers from the Immigration and Naturalization Service (INS). Any medical needs must be such that they can be met by the center.

Management of Demand

Inmates may be moved to more restrictive classifications if they fail to comply with rules for inmate conduct. The medium and higher security institutions reported reclassification to a higher level as the least likely option. In order of frequency, the most common disciplinary choice was an intermediate punishment, followed by segregation followed by the removal of "good time."

The minimum security facilities were more likely to return someone to a major institution or to place them in segregation. For minimum security facilities, the third most common sanction was the removal of "good time."

Allegations of noncompliance with conditions of pre-release result in a disciplinary hearing. If the hearing finds noncompliance, then discipline is imposed. Sanctions may include extra duty, restriction of activities, or termination from the facility, as determined by the disciplinary committee. Loss of "good time" is limited by policy.

Some infractions, such as new criminal activity, escape, inmate/staff assault, repeated use of alcohol or drugs, failure to seek or keep a job, may result in a change to a higher custody level and return to total confinement. A higher custody level can be overridden so that the offender can stay in pre-release.

While not provided by the Department of Corrections in response to the survey, failure to comply with inmate rules at pre-release facilities follows specified guidelines and is similar to those in use at minimum security facilities.

POPULATION MANAGEMENT: STATE PARTIAL CONFINEMENT

The state contracts for or operates 15 work release centers.

Demand for Services

As with the process for placing someone in pre-release, decisions to place someone in work release are based on objective criteria, using the same point classification system.

Work releasees must be on minimum custody, be within six months of release, and have no felony or INS detainers. By state law, certain offenders are not eligible for work release. These are persons convicted of first degree murder (unless approved by the secretary), persons convicted of first degree rape who have served less than five years in confinement, persons under the jurisdiction of the Indeterminate Sentencing Review Board who are serving sentences for violent or sex offenses or have prior violent or sex offenses, and persons unemployable under the Immigration Reform Act. Any screening requirements unique to a particular work release facility must also be met. Placement on work release is voluntary. That is, the inmates must agree to work release placement.

Management of Demand

The process for dealing with allegations of noncompliance with conditions of work release is the same as it is for pre-release. Disciplinary hearings and similar sanctions are imposed.

POPULATION MANAGEMENT: STATE COMMUNITY CORRECTIONS

The Department of Corrections, Division of Community Corrections was supervising just over 55,000 persons on July 1, 1991. Of these, 36,000 were active cases. About 19,000 cases were inactive cases or were offenders who had absconded and for whom a warrant had been issued.

Demand for Services

Demand for community corrections services comes from superior court judges (80 percent), from the Indeterminate Sentencing Review Board (14 percent), from within

the Department of Corrections for community custody placements or post-release supervision as required by law, and in a few cases, from other jurisdictions.

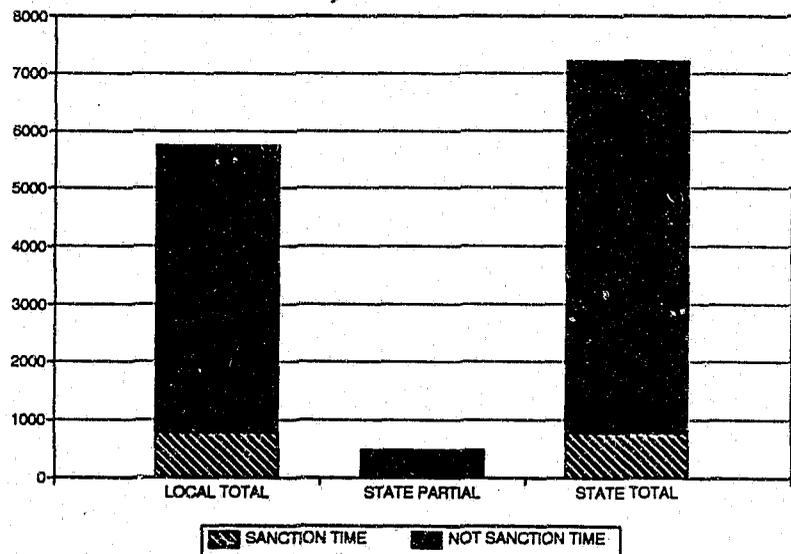
The demand for supervision is not adjusted to meet capacity. Offenders are released from confinement on their release date and enter supervision immediately. Offenders sentenced to supervision while in the community begin their supervision immediately. Capacity is adjusted to meet changes in demand.

There are no waiting lists.

Management of Demand

Persons on community supervision are subject to a variety of conditions. Failure to comply can result in sanction time and removal from the community. The penalties are limited to 60 days jail time for those who are on community supervision. For persons on community custody, post-release supervision, and ISRB release, the penalty is limited to the amount of time remaining on their sentences. Confinement of community custody and ISRB violations is in state prison or (occasionally) work release.

CAPACITY USED BY PERSONS SERVING FELONY SANCTION TIME: DURING FY91



The nearly 60,000 offenders under supervision last year had 7,432 terms in jail as a result of allegations or findings of noncompliance. The average stay in jail was 38 days. These offenders occupied 775 (13 percent) of the 5,755 local total confinement beds. They spent an additional 116 terms in work release, for an average stay of 52 days. This group used 17 (3.5 percent) of the 483 state work release beds in the system. They spent another 1,862 terms in prison, for an average stay of 153 days. This group used 780 (11 percent) of the 7,242 prison beds.⁵

⁵ The census (55,000) on July 1, 1991, was lower than the total number under supervision during the 12 months for July 1, 1990, to June 30, 1991. These numbers may overstate length of stay in jails, and thus the number of jail beds required.

OFFENDER PLACEMENT ECONOMICS

OVERVIEW

This section of the Criminal Justice Capacity Survey provides an examination of the operating costs for various offender placements used in Washington state. Cost data is presented in terms of cost per offender per year. This data allows us to forecast the probable future cost of expansion alternatives for various combinations of offender placements in Washington state.

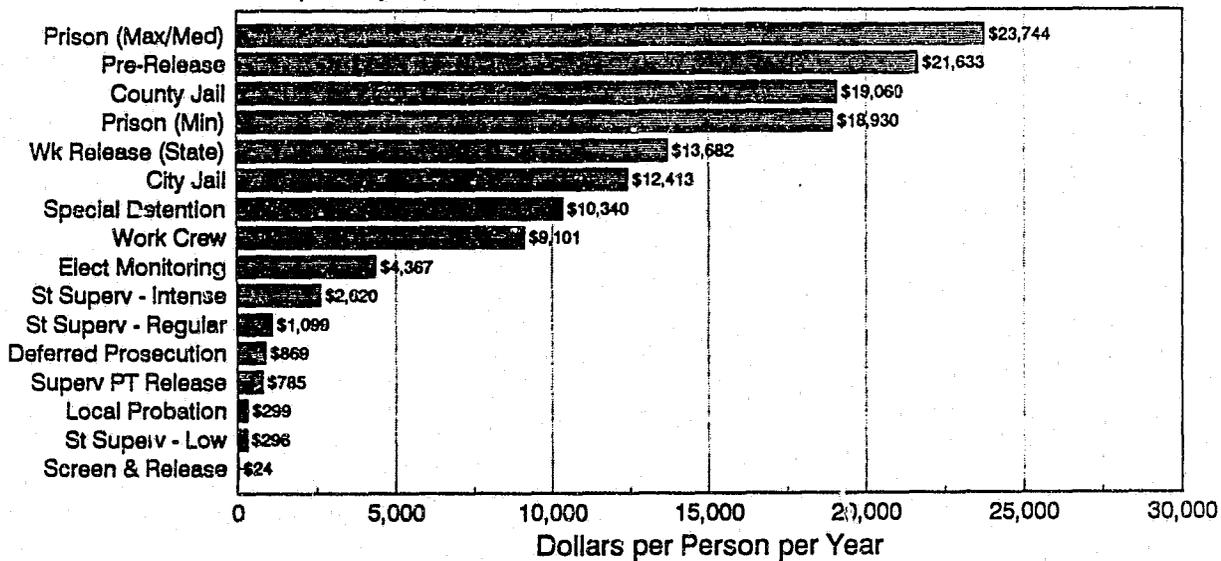
It should be emphasized that each individual correctional facility and program in Washington state is unique and has its own particular circumstances of funding and service issues to consider. The presentation of this data is therefore not intended for comparisons of one facility or program to another, nor to recommend policies for individual jurisdictions. It is important to acknowledge that the peculiarities of each jurisdiction provide individual jurisdictions with the best understanding and perspective to set their own policies.

Consequently, the financial information presented in this report is most useful when viewed in aggregate. With that caution, the information contained in this chapter provides a useful examination of the system as a whole. Patterns emerge when considering the aggregate economic picture. Despite sometimes considerable variations between local jurisdictions and agencies, these patterns offer a view of the overall system and the costs of providing criminal justice facilities and programs to the citizens of Washington state. The information contained in this chapter provides a substantial base to begin a rational economic analysis of the state's criminal justice resources.

The table on Page 2 summarizes information about annual average costs per inmate of various placements for 1990 and 1991. In the table, placements are ranked from most to least expensive. For a detailed analysis of how cost information for each of the placements was calculated, see the subsections under the General Findings section of this chapter. To provide information which better reflects the reality of costs for each of the placements, extremely variant data, when it occurs, was excluded from calculations of averages and expected ranges. These exclusions are documented in the tables under the General Findings section.

External costs, such as the cost of providing treatment services to community based offenders who have treatment requirements, are not included here. A supplemental report (to be published in early 1992) will examine substance abuse treatment capacity, utilization and cost.

AVERAGE COST PER PERSON PER YEAR
 (Facility Options based on Capacity - Others on Average Census)



METHODOLOGY

Included in the Criminal Justice Capacity Survey was a request for financial information from each agency. The data collected included information on the range of operating costs for each of the offender placement categories provided by local governments in Washington state. The survey included actual financial and staffing information for 1990 and budgeted amounts for 1991, as well as indirect costs. The survey also requested information about billing rates for agencies which charge offenders or other jurisdictions for offender placement services. Additionally, the survey sought information about written interlocal agreements where offender services are provided in exchange for other services. In other parts of the survey, capacity and average daily population was reported.

Cost per person was calculated in two ways. For all placements, cost was calculated by dividing total costs by the average daily population. In addition, for confinement options, cost per bed was also calculated on the basis of facility capacity. This second calculation allows us to see the effects of overcrowding (or underutilization) on per capita costs.

Since the cost of confinement is overwhelmingly determined by staffing, and staffing is determined by facility size and design, the overall cost of operation should not

vary much whether the facility is somewhat crowded or somewhat underutilized.¹ Consequently, when facilities are operating below capacity (or only a little crowded) the cost of providing service to one more offender is very low. It is only when new construction or major changes in operation are required that the cost of additional services is high.

For facilities which are marginally crowded, the actual cost per person will be somewhat deflated when costs are calculated based on average daily population. Similarly, when marginally underutilized, the actual cost per person will be somewhat exaggerated when costs are calculated in this way. The way in which these effects are taken into account is explained in the various subsections below dealing with confinement options.

Because of projected future revenue increases in the confined populations, underutilization will become increasingly rare. Consequently, the cost per bed calculation is used to forecast future costs for confinement options.

Each of the following offender placement categories was surveyed for financial information:

County Jails	Supervised Deferred Prosecution
City Jails	Pretrial Release
Prisons	Community Supervision - Local
Special Detention Facilities	Community Supervision - State
Work Crews	State and Local Work Release
Electronic Monitoring	State Pre-Release Facilities

Survey responses provided information about total expenditures, revenue and FTEs for each placement. Agencies also provided information about interlocal agreements, donated goods and services, allocation of overhead, direct variable costs, and billing rates for providing offender placement services to other jurisdictions

Once survey responses were gathered, cost and revenue data were examined on a case-by-case basis. The effect of interlocal agreements, allocated overhead, and donated goods and services were then considered, with the intention of adjusting cost and revenue data to reflect that information. We planned to divide the adjusted cost and revenue data by the average daily population for the year to determine a gross and net cost per offender per year. A similar analysis was to be conducted on billing rates reported for each placement. However, little information was provided for calculating adjusted cost and revenue data. Very few programs are funded through revenue from offenders. In almost all cases, revenue comes from contributions from other public

¹ This will not be true if the facility is significantly crowded or underutilized. If significantly crowded, more staff will be needed for safety, security and other reasons. If significantly underutilized, portions of the facility may be closed and staffing reduced.

agencies. Consequently, the reported cost almost always represents a "public cost" of providing the service. Because of this, no calculations of gross versus net cost were made.

GENERAL FINDINGS

Of those local agencies which responded to the survey, financial data was submitted in the following areas:

<u>Placement</u>	<u>Number of Respondents</u>
County Jails	33
City Jails	15
Special Detention Facilities	3
Work Crew	1
Electronic Monitoring	8
Supervised Deferred Prosecution (Misdemeanor & Felony)	5
Pretrial Release	6
Community Supervision - Local	15

A range of costs (low, medium and high) and a measure of total cost for each placement has been calculated from the data provided. The average cost for each placement was shown in the figure on page 3. The following table (on page 4) shows the expected range of costs for each placement. The low end of the range represents the average cost minus one standard deviation. The high end is the average plus one standard deviation. Where there is insufficient data to compute a standard deviation, only the average cost is given.

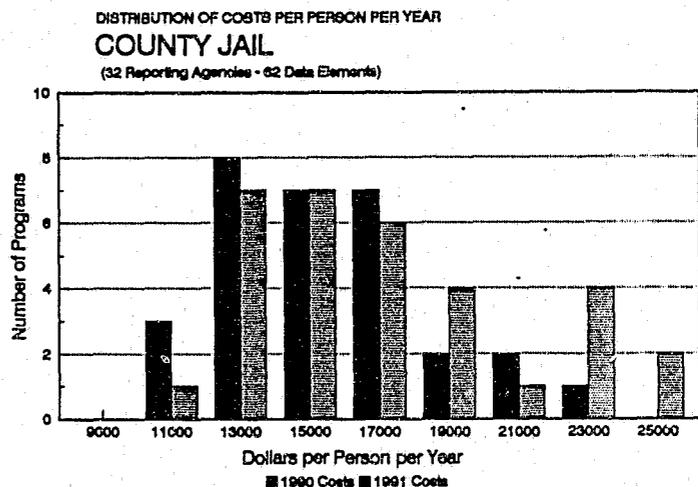
OFFENDER PLACEMENT OPTIONS
COST PER PERSON PER YEAR - 1991

PLACEMENT OPTION	REPORTING AGENCIES	RANGE		
		LOW	AVG	HIGH
State Psychiatric Hospital	1	53159	53159	53159
Prison (Max/Med)	8	15694	22606	29519
Pre-Release (State)	2	21253	21448	21584
Wk Release (State)	14	14100	20317	26534
Prison (Min)	5	14234	17308	20382
County Jail	32	12238	16108	19977
Special Detention	3	9770	13045	16319
City Jail	11	6133	11110	16087
Work Crew	2	8978	9301	9624
Elect Monitoring	7	2235	3787	5340
State Supervision - Intense	1	3704	3704	3704
Supervised Pretrial Release	4	673	1686	2699
Deferred Prosecution	4	579	768	957
State Supervision - Regular	1	734	734	734
Local Probation	13	208	348	488
State Supervision - Low	1	99	99	99
Screen & Release	5	14	24	33

An analysis and discussion of the financial data for each of the offender placements follows.

County Jails

The state has 38 county jails, of which 33 provided financial data in the surveys. The adjusted average cost-per-inmate for 1990 was \$14,819 and projected for 1991 is \$16,235. In compiling this data, unit cost information for one jail (indicated with an asterisk in the table) was excluded because it was closed for remodeling for the year. Please refer to the chart at right and the table on page 6.



When per bed cost was calculated, the average cost for 1991 was \$19,060.

COUNTY JAIL

AGENCY	1990			1991			BILLING RATE
	ADC 1990	BUDGET	UNIT COST	ADC 1991	BUDGET	UNIT COST	
Adams County Jail	18	286254	15903	23	281805	12525	NA
Asotin County Jail	17	311329	18313	18	355074	19726	NA
Benton County Corrections	98	1513634	15445	143	1648627	11529	NA
Chelan County Regional Jail	155	1444269	9336	154	1530718	9940	NA
Clallam Co. Corrections Facility	66	1041446	15779	70	1186977	16957	13808
Clark County Jail	401	4181397	10430	400	4404986	11012	NA
Columbia County Jail	1	3165	5276 *	1	13150	18786	NA
Cowlitz Co. Corrections Dept. Jail Div.	156	1788141	11462	148	2039445	13780	13063
Ferry County Jail	11	156394	14218	10	213099	21310	12775
Grant County Jail	69	796460	11543	69	796460	11543	NA
Grays Harbor County Jail	59		NA *	63	1390140	22066	NA
Island Co. Corrections/Detention Fac.	41	892765	21775	38	940235	24743	NA
Jefferson County Jail	31	400000	13029	31	450000	14516	NA
King County Dept. Of Adult Detention	1334	25869782	19393	1344	28345307	21090	16688
Kitsap County Jail	136	2089355	15363	175	2933645	16764	NA
Kittitas County Corrections Center	49	661462	13499	44	628347	14281	NA
Klickitat County Jail	33	408327	12374	35	450107	12860	NA
Lewis County Jail	85	1302800	15418	91	1485835	16328	NA
Mason County Jail	56	789459	14047	60	898862	15082	NA
Okanogan County Jail	70	303784	4334 *	66	309359	4709 *	NA
Pacific County Jail	29	352128	12018	30	484601	16317	12775
Pend Oreille Co. Jail	11	137570	12283	13	148820	11448	NA
Pierce Co. Detention/Corrections Ctr	802	10694040	13334	756	11260820	14895	11289
Skagit County Jail	107	1300000	12150	112	1600000	14286	NA
Skamania Co. Correctional Facility	17	339303	19613	17	412577	23711	NA
Snohomish County Corrections	439	7164054	16319	442	7720300	17467	18250
Spokane County Jail	526	7639128	14523	468	8196431	17514	10950
Stevens County Jail	20	356000	17800	19	354000	18632	NA
Thurston Co. Correctional Facility	168	2356691	14028	174	2550590	14659	NA
Walla walla County Jail	45	750585	16533	46	739149	15964	14053
Whatcom County Jail	168	2099213	12495	189	2480827	13126	NA
Whitman County Correctional Facility	30	346454	11548	28	594020	21215	NA
Yakima County Jail	391	4171000	10668	400	4548068	11370	12045

MAXIMUM	21775	24743
MINIMUM	9336	9940
WEIGHTED AVERAGE	14819	16235
STANDARD DEVIATION	3251	3724
NUMBER	30	32

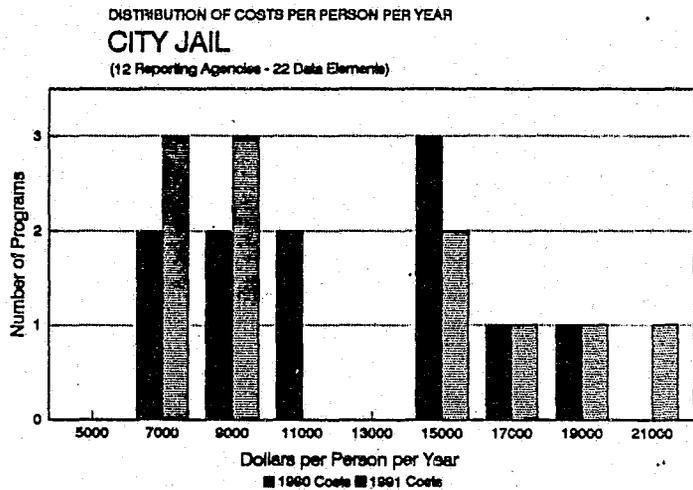
NOTE:

ADC = Average Daily Census.

Unit costs followed by an asterisk (*) are excluded when average cost, standard deviation, etc. are calculated.

City Jails

Of Washington's 26 city jails, 15 provided financial data in response to the survey. The adjusted average cost-per-inmate for 1990 was \$13,101 and projected cost for 1991 is \$13,310. Two jails, reporting extremely variant data, were excluded from the formula used to find the average (exclusions are indicated with asterisks in the table). One of the jails had a very low census, which skewed its per-inmate cost.



When per bed cost was calculated, the average cost for 1991 was \$12,413.

The financial data from city jails are bimodal. That is, they cluster in two distinct groups. Upon closer examination, this appears to be a function of jail size. Smaller jails are, on average, less expensive per inmate than larger jails. Seven jails with 20 or fewer units averaged \$7,543 per person to operate. Five jails with more than 20 units averaged \$15,078 per person. This information is presented in detail in the chart above and the table on page 8.

CITY JAIL

AGENCY	1990			1991			BILLING RATE
	ADC 1990	BUDGET	UNIT COST	ADC 1991	BUDGET	UNIT COST	
Aberdeen Police Department	10	98687	9771	14	84578	6174	NA
Anacortes Police Department	NA	0	NA *	0	0	NA *	NA
Auburn Police Department	33	264116	8127	38	290400	7744	9125
Buckley Police Department	20	138878	6944	18	149678	8315	12045
Enumclaw Police Dept.	9	82827	9003	18	103617	5789	15513
Forks City Jail	1	0	NA *	0	0	NA *	NA
Grandview Police Department	3	5000	1667 *	3	5000	1667 *	NA
Kent Corrections	76	1305493	17178	83	1426467	17186	23360
Lynnwood City Jail	22	334100	14982	22	420655	19121	NA
Marysville City Jail	3	0	NA *	3	0	NA *	NA
Oak Harbor City Jail	1	9913	7081	1	8600	7167	365
Olympia City Jail	24	330990	13966	24	393610	16608	NA
Prosser Police Dept.	1	3090	3434 *	1	6500	5417	NA
Puyallup City Jail	23	353370	15364	21	291423	13877	16060
Sumner City Jail	2	50859	33906 *	2	70796	41645 *	NA
Sunnyside Police Department	20	59920	2996 *	21	79970	3808 *	NA
Toppenish Police Department	5	75000	14706	5	80000	14815	12775
Wapato Police Department	10	60493	6173	11	30500	2773 *	NA

MAXIMUM	17178	19121
MINIMUM	6173	5417
WEIGHTED AVERAGE	13101	13310
STANDARD DEVIATION	4068	4841
NUMBER	11	11

NOTE:

ADC = Average Daily Census.

Unit costs followed by an asterisk (*) are excluded when average cost, standard deviation, etc. are calculated.

Prisons

The average cost per capita for the state's major institutions was \$22,623 for FY 1991. Major institutions are defined as medium to maximum security facilities, and include the Washington Corrections Center, Washington Corrections Center for Women, Washington State Penitentiary, Washington State Reformatory, McNeil Island Corrections Center, Special Offender Center, Twin Rivers Corrections Center, and Clallam Bay Corrections Center. Three institutions drove the average cost up: the Special Offender Center, the Washington Corrections Center for Women, and the Washington State Reformatory.

The Special Offender Center is a small mental health treatment unit with a per-person annual cost of about \$64,000. The Washington Corrections Center for Women, with a per capita cost of about \$32,000, is also unusually expensive because of its relatively small size. Other factors which contribute to its high cost are that it operates as a reception center for women, and has small housing units with high staff-to-inmate ratios. The planned expansion of this facility is expected to reduce per capita operating costs to bring it more in line with other Department of Corrections institutions. The Washington State Reformatory also had a high per capita cost, at \$32,600, but the situation there is artificial and temporary. During much of FY 1991, half of the institution was closed while one major cellhouse was remodeled. With half the customary number of inmates, per capita costs were artificially exaggerated.

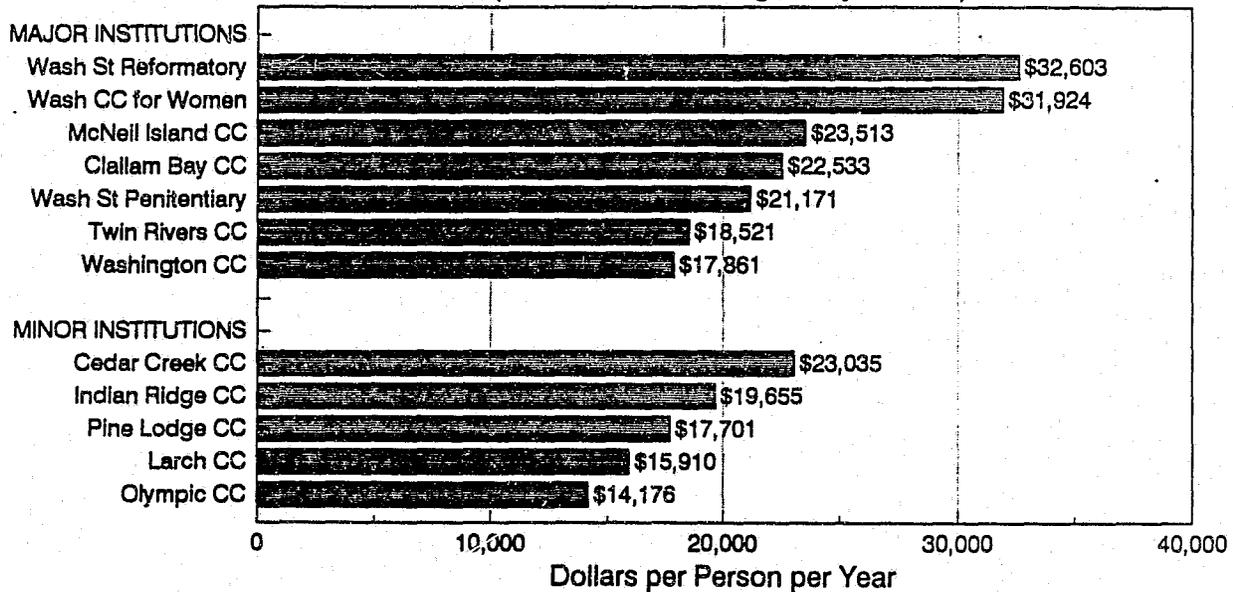
If we exclude the above three institutions from our calculations, the per capita average cost per year for this placement category is \$20,441.

For minor institutions in FY 1991, the average per capita cost was \$17,311. Minor institutions are all minimum security. They are: Larch Corrections Center, Indian Ridge Corrections Center, Cedar Creek Corrections Center, Clearwater/Olympic Corrections Center, and Pine Lodge Corrections Center. Minimum security facilities in general are less expensive than more secure facilities for two primary reasons: 1) security staffing costs are lower, and 2) fewer program staff are required.

When average costs are calculated based on capacity, major institutions (because of overcrowding) were found to be still more expensive while minor institutions (because of underutilization) were found to be somewhat less expensive. For major institutions the per bed cost was \$23,744. For minor institutions the per bed cost was \$18,930. The average per bed cost for all Department of Corrections institutions was \$23,292.

Please see the chart on page 10 for a comparison of the state's prison annual per capita costs.

AVERAGE COST PER PERSON PER YEAR - PRISONS
(Calculated on Average Daily Census)

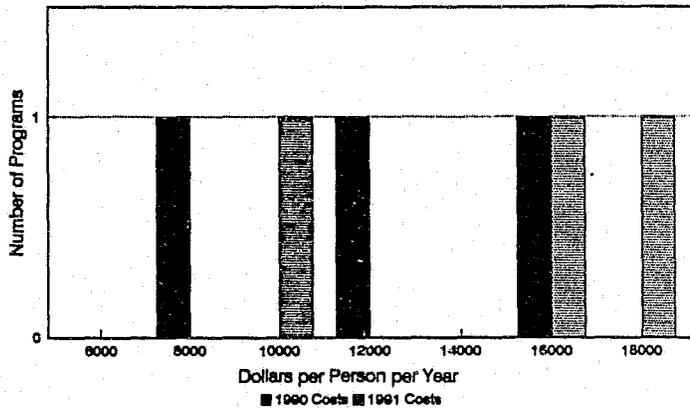


Special Detention

Limited data is available for the per-person cost of special detention facilities, since only three agencies reported financial data for this placement. Bearing in mind that the data is limited and that other programs might differ considerably from the experience of these jurisdictions, the average cost per person for 1990 was \$11,285, and for 1991 will be \$13,857. When per bed cost was calculated, the average cost for 1991 was 10,340.

The chart at right and the table on page 11 provide more detail about this placement.

DISTRIBUTION OF COSTS PER PERSON PER YEAR
SPECIAL DETENTION FACILITIES
(3 Reporting Agencies - 6 Data Elements)



SPECIAL DETENTION FACILITIES

AGENCY	1990			1991			BILLING RATE
	ADC 1990	BUDGET	UNIT COST	ADC 1991	BUDGET	UNIT COST	
Clark County Jail	15	0	NA *	21	0	NA *	NA
King County Dept. of Adult Detention	197	2230796	11324	175	2529294	14453	16688
Kitsap County Jail	0	0	NA *	19	0	NA *	NA
Snohomish County Corrections	53	806718	15107	58	937365	16161	NA
Spokane County Geiger Field	49	340000	6953	45	380000	8520	NA

MAXIMUM	15107	16161
MINIMUM	6953	8520
WEIGHTED AVERAGE	11285	13857
STANDARD DEVIATION	2386	2435
NUMBER	3	3

NOTE:

ADC = Average Daily Census.

Unit costs followed by an asterisk (*) are excluded when average cost, standard deviation, etc. are calculated.

Work Crew

Little data was available for this placement. Only Clark County Corrections and Cowlitz County Department of Offender Services reported financial data. 1990 data for Clark County has been excluded because the program was not fully operational until 1991. For the two jurisdictions, the average cost-per-person of this placement in 1991 is \$9,101. Both programs operate at about the same cost per person.

WORK CREW

AGENCY	1990			1991			BILLING RATE
	ADC 1990	BUDGET	UNIT COST	ADC 1991	BUDGET	UNIT COST	
Clark County Corrections	17	283497	16676	34	305249	8978	NA
Cowlitz County	8	69009	8626	8	76995	9624	
Clallam Co. Corrections Facility	16	0	NA *	16	0	NA *	NA
Snohomish County Corrections	65	0	NA *	41	0	NA *	3650
Whatcom County Jail	2	0	NA *	2	0	NA *	NA

MAXIMUM	16676	9624
MINIMUM	8626	8978
WEIGHTED AVERAGE	14100	9101
STANDARD DEVIATION	4025	323
NUMBER	2	2

NOTE:

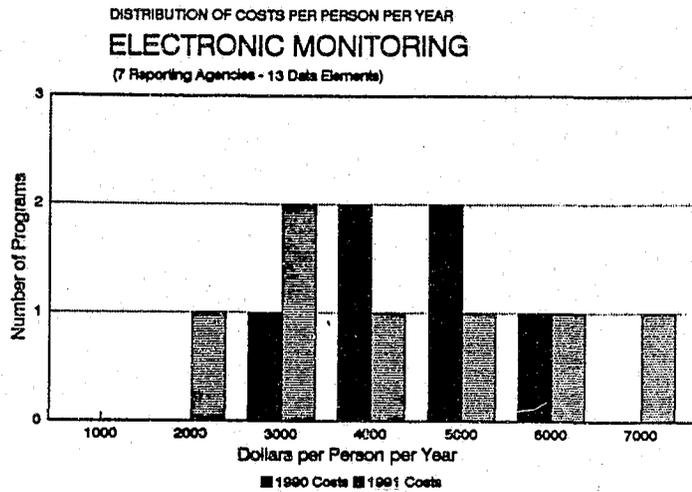
ADC = Average Daily Census.

Unit costs followed by an asterisk (*) are excluded when average cost, standard deviation, etc. are calculated.

Electronic Monitoring

Survey respondents provided considerable data, most of it consistent, for this placement. Eight agencies provided economic data about electronic monitoring, to arrive at a per-person cost for 1990 of \$4,565 and a projection of \$4,367 for 1991. For 1990 data, one agency was excluded from the calculation because of first-year startup expenses. Examining the information further, the average daily rate for electronic monitoring,

as determined from surveying those cities and local agencies which provide this service, is \$11.96. This is more or less consistent with the \$8 to \$10 per day per person rate charged by private sector electronic monitoring service providers.



Please see the chart above and the table on page 13.

ELECTRONIC MONITORING

AGENCY	1990			1991			BILLING RATE
	ADC 1990	BUDGET	UNIT COST	ADC 1991	BUDGET	UNIT COST	
Auburn Police Department	6	13000	2131	4	10600	2650	NA
Clallam Co. Corrections Facility	0	0	NA *	1	0	NA *	NA
Clark County	28	119336	4262	40	123162	3079	NA
Cowlitz Co. Corr. Dept. Offender Serv.	13	50000	3846	13	75000	5769	NA
Island Co. Corrections/Detention Fac.	5	21000	4200	7	12000	1714	NA
Jefferson County Jail	1	0	NA *	1	0	NA *	NA
Kent Corrections	3	0	NA *	4	0	NA *	NA
King County Dept. of Adult Detention	40	228743	5719	40	248397	6210	16688
Lewis County Jail	1	0	NA *	1	0	NA *	NA
PFacific County Jail	0	0	NA *	2	0	NA *	NA
Pierce Co. Detention/Corrections Ctr.	5	985	201 *	9	26000	2889	NA
Snohomish County Corrections	6	0	NA *	6	0	NA *	5475
Spokane County Geiger Field	10	34000	3400	10	42000	4200	NA
Thurston Co. Correctional Facility	32	0	NA *	29	0	NA *	NA
Whatcom County Jail	0	0	NA *	3	40000	13333 *	NA

MAXIMUM	5719	6210
MINIMUM	2131	1714
WEIGHTED AVERAGE	4565	4367
STANDARD DEVIATION	1057	1591
NUMBER	6	7

NOTE:

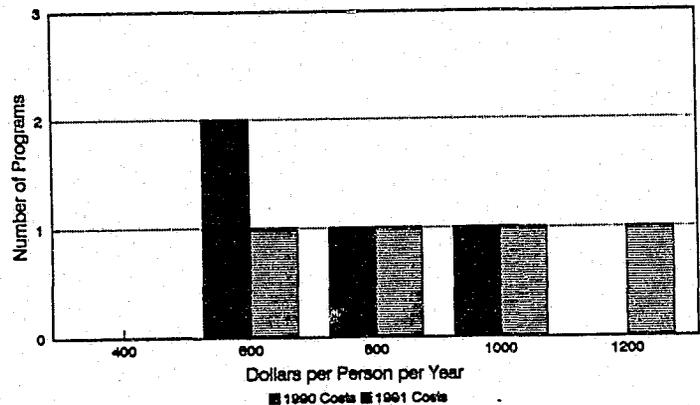
ADC = Average Daily Census.

Unit costs followed by an asterisk (*) are excluded when average cost, standard deviation, etc. are calculated.

Deferred Prosecution

Prosecutors' offices administer deferred prosecution programs for felons (indicated in the table on page 14 with "F"), and other local agencies administer such programs for misdemeanants. Since, according to the data, the per-person cost is similar for both types of programs, they have been combined in the table below and chart at right. Five agencies reported, with an average 1990 cost of \$695 and projected average cost for 1991 of \$869.

DISTRIBUTION OF COSTS PER PERSON PER YEAR
DEFERRED PROSECUTION
(4 Reporting Agencies - 6 Data Elements)



DEFERRED PROSECUTION

AGENCY	1990			1991		
	ADC 1990	BUDGET	UNIT COST	ADC 1991	BUDGET	UNIT COST
City of Bellevue	136	69000	507	140	90200	644
Bremerton Police Department	0	0	NA *	76	0	NA *
Clark Co. Prosecuting Atty's Adult Div.	219	186882	853	201	204064	1015
Cowlitz Co. Corrections Prob. Service	550	66950	122 *	700	108000	154 *
Grant Co. Dist. Court Probation Dept.	0	15000	NA *	0	18000	NA *
Grays Harbor District Court	0	0	NA *	0	0	NA *
Pierce County Deferred Prosecution			494			534
Skagit County Dist. Court Probation	0	0	NA *	0	0	NA *
Snohomish Co. Pros. Pre-pros. Div.	252	166173	659	200	175750	879
Thurston Co. Probation Service	422	0	NA *	404	0	NA *

MAXIMUM	853	1015
MINIMUM	494	534
WEIGHTED AVERAGE	695	869
STANDARD DEVIATION	132	145
NUMBER	4	4

NOTE:

ADC = Average Daily Census.

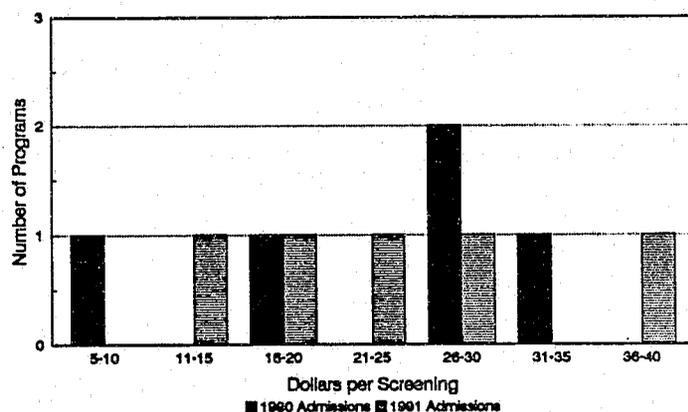
Unit costs followed by an asterisk (*) are excluded when average cost, standard deviation, etc. are calc

Pretrial Release

There are two general forms of pretrial release programs in Washington State: screen and release, and supervised pretrial release. There is a significant difference in the cost of operations between these two types.

Screen and release is used for large numbers of low risk offenders. Once released, there is no supervision. The offender is expected to appear in court or participate in other required activities. If he or she fails to do so, then a warrant is issued for his or her arrest. A total of five agencies submitted financial data on screen and release programs.

DISTRIBUTION OF COSTS PER SCREENING
SCREEN AND RELEASE
(5 Reporting Agencies - 10 Data Elements)



Supervised pretrial release programs are provided in some communities for other offenders for whom it is determined that some form of community supervision is needed if they are to be released prior to trial. A total of four agencies submitted financial data on supervised pretrial release programs.

SCREEN & RELEASE

AGENCY	1990			1991		
	ADMITS	BUDGET	UNIT COST	ADMITS	BUDGET	UNIT COST
Clark County Corrections	4500	80000	17.78	4800	84000	17.50
Cowlitz Co. Corr. Dept. Offender Serv.	550	14000	25.45	600	16000	26.67
King County Dept. of Adult Detention	24200	611039	25.25	27000	643039	23.82
Seattle Municipal Probation Services	20069	175000	8.72	17304	175000	10.11
Snohomish County Pretrial Services	3022	NA		NA	NA	
Spokane County Corrections/Probation	2645	88686	33.53	2334	92381	39.58
Thurston Co. Probation Service	200	NA		200	NA	
Yakima County Jail	488	NA		NA	25000	
MAXIMUM			33.53			39.58
MINIMUM			8.72			10.11
WEIGHTED AVERAGE			17.40			19.82
STANDARD DEVIATION			8.38			7.62
NUMBER			5			5

The cost of operating a screen and release program is, in effect, the cost of performing the screening function. Consequently, the per person cost of this program is the calculated on the number of screening interviews per year. This is referred to as "admissions" in the table above and the chart on page 11. (This contrasts with all other placements discussed in this section. The unit cost of other placements is calculated on the average daily census.) While there is considerable variation between the high and low end costs of the screen and release programs, the major extreme is on the low end. The low cost program, Seattle Municipal Probation Services, differs from other programs for which financial data was provided in that it handles only misdemeanants and screens a very high percentage of all bookings. With Seattle Municipal Probation Services included, the average cost per screening is about \$23.50. With Seattle excluded, the average cost is about \$27.

The figure on page 14 and table above illustrate the distribution of costs per screening and the actual costs reported by participating agencies.

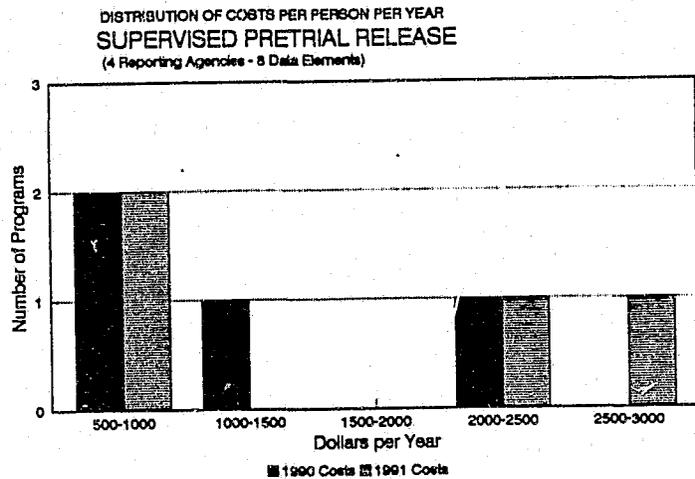
The cost of operating supervised pretrial release programs is similar to other types of community supervision programs. Two of the four agencies that reported cost data for supervised pretrial release had relatively low costs per placement. The other two (King County and Spokane County) had significantly higher costs per person. The average per capita cost of the two lower cost programs (based on reported capacity)

was \$648. The two more expensive programs averaged three to six times that amount at \$1,849 and \$4,149 per person. The three low to moderate cost programs averaged \$785 per person. This latter figure is used in subsequent analysis in this chapter.

Such extremes in per capita cost are similar to variations that occur in different levels of supervision at the state level. For example, intensive supervision programs operated by the state cost about \$2,620 per person per year, while regular supervision costs about \$1,099, and low supervision costs about \$296 per person per year. (See the discussion below under "Community Supervision - State.")

While no follow-up study has been done to verify the conclusion, we assume that the level of supervision offered by these supervised pretrial release programs varies considerably.

The clustering of per person cost data in two extremes can be seen in the figure above. Data on the four agencies is shown in the table below.



**SUPERVISED
PRETRIAL RELEASE**

AGENCY	1990			1991		
	ADC	BUDGET	UNIT COST	ADC	BUDGET	UNIT COST
Clark County Corrections	115	80000	696	120	84400	703
Cowlitz Co. Corr. Dept. Offender Serv.	3	2000	667	3	2000	667
King County Dept. of Adult Detention	163	399962	2454	145	421962	2910
Spokane County Corrections/Probation	30	35474	1182	15	36952	2463
MAXIMUM			2454			2910
MINIMUM			667			667
WEIGHTED AVERAGE			1664			1927
STANDARD DEVIATION			841			1080
NUMBER			4			4

NOTE:
ADC = Average Daily Census

Community Supervision - Local

Data collection for community supervision categories is hindered by several factors. First, the offender population is relatively large and mobile, so providers find it difficult to track and monitor them. Second, the existing data collection systems for tracking pretrial release populations are not as good as systems currently in place for other placements. Finally, anecdotal evidence suggests pretrial release providers may be more

overwhelmed with huge caseloads and less clear roles than are providers in other placement categories. These factors contribute to the relatively poor quality of data submitted for this placement.

It should also be noted that there are essentially two different philosophies about local probation that operate in Washington state. The "treatment approach" attempts to provide social work services to offenders, aiming at rehabilitation. Those who favor the treatment approach are increasingly overwhelmed by growing caseloads. The "punishment-oriented approach" uses local probation as a program to monitor compliance with conditions and obligations. Providers with this orientation have a simpler task and generally can more easily provide data.

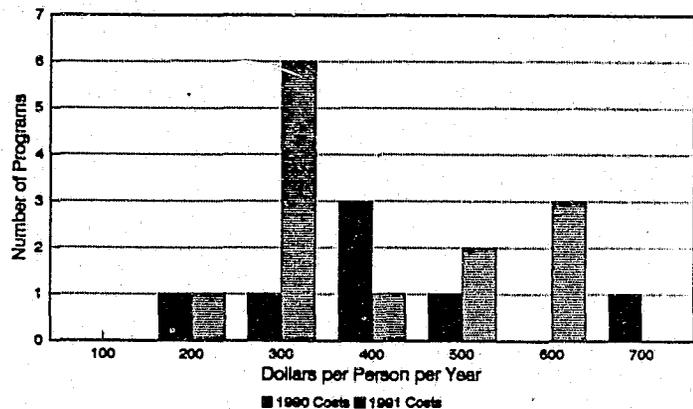
Ten local probation providers submitted financial data for 1990, and 15 for 1991. Data with extreme variance from the norm were not included in the unit cost calculations (indicated with asterisks). The average cost for this placement for 1990 was \$308, and projected average cost for 1991 is \$299.

It may be useful to compare the cost of local probation with state supervision programs. The average projected cost in 1991 is \$681 per person for active state supervision. The cost for providing intensive supervision is about \$2,620; regular supervision costs about \$1,099; and low intensity (administrative) supervision costs about \$296 per year. Workload standards for state supervision are discussed in the following section.

Local probation costs are provided in detail in the table on page 18.

DISTRIBUTION OF COSTS PER PERSON PER YEAR
COMMUNITY SUPERVISION (LOCAL)

(13 Reporting Agencies - 20 Data Elements)



LOCAL PROBATION

AGENCY	1990			1991		
	ADC 1990	BUDGET	UNIT COST	ADC 1991	BUDGET	UNIT COST
Bremerton Police Department	0	0	NA *	355		NA *
Chelan Co. Dist. Court Probation	0	96331	NA *	0	123241	NA *
City of Bellevue Probation Service	811	345000	425	800	451000	564
Clark County Corrections	642	198764	310	780	206463	265
Cowlitz Co. Corrections Prob. Service	300	103000	343	388	167000	430
Grant Co. Dist. Court Probation Dept.	0	27000	NA *	0	28000	NA *
Grays Harbor District Court	0	12873	NA *	155	68157	440
Island Co. Dist. Court Probation	104	67467	649	162	87418	540
King County District Court Probation	0	1695192	NA *	6688	1992084	296
Kitsap County Dist. Court Probation	650	200000	308	900	230000	256
Lewis County	0	128190	NA *	710	128190	181
Mason County Probation	650	130000	200	700	145000	207
Pierce Co. District Court Probation	0	594988	NA *	2173	656760	302
Skagit County Dist. Court Probation	0	119770	NA *	583	122817	211
Spokane County Corrections/Probation	200		NA *	212	125000	590
Thurston Co. Probation Service	2200	185706	84 *	2500	212547	85 *
Whatcom County	1700	450000	265	1850	450000	243
Whitman County Probation	0	0	NA *	0	0	NA *

MAXIMUM	649	590
MINIMUM	200	181
WEIGHTED AVERAGE	308	299
STANDARD DEVIATION	84	87
NUMBER	7	13

NOTE:

ADC = Average Daily Census.

Unit costs followed by an asterisk (*) are excluded when average cost, standard deviation, etc. are calc

Community Supervision - State

The Department of Corrections Community Supervision program provides a variety of levels of supervision. At the time the survey for this report was conducted, the department had seven levels of supervision, each of which was subdivided into two or three phases, which also had different supervision levels. During the course of this study, the department reduced the number of levels from seven to five. Because all of the data and analysis in this report is based on the old system, that's what is used here.

To estimate the cost of community supervision, we calculated the workload reported in the census for July 1, 1991, using the workload points assigned to each supervision level by the state Department of Corrections. We then allocated the field

supervision budget based on the calculated workload. For purposes of this report, intensive supervision was defined as any level of supervision having more than two workload points. Regular supervision was defined as having between .5 and 2 workload points. Low intensity was defined as having between .1 and .5 points, and inactive was defined as having .05 or fewer points.

In the department's workload point system, 127.1 workload points is a caseload for one full time community corrections officer. In general, as used in this study, intensive supervision involves at least weekly field and office contacts with relatively serious offenders. Regular supervision involves less frequent contact and generally less serious offenders. Low intensity supervision is for individuals who require monitoring but who are either institutionalized (i.e. in jail, prison or a mental hospital) or who present low risk to the community.

The cost for providing these services (in 1991 dollars) is approximately as follows:

Intensive Supervision (Levels 1A, 1B, 2A, and 3A)	\$2,620
Regular Supervision (Levels 2B, 3B, 4A, 4B, DA, D8)	\$1,099
Low Intensity (Levels 1C, 2C, 3C, 4C, DC, 6A, 6C)	\$ 296

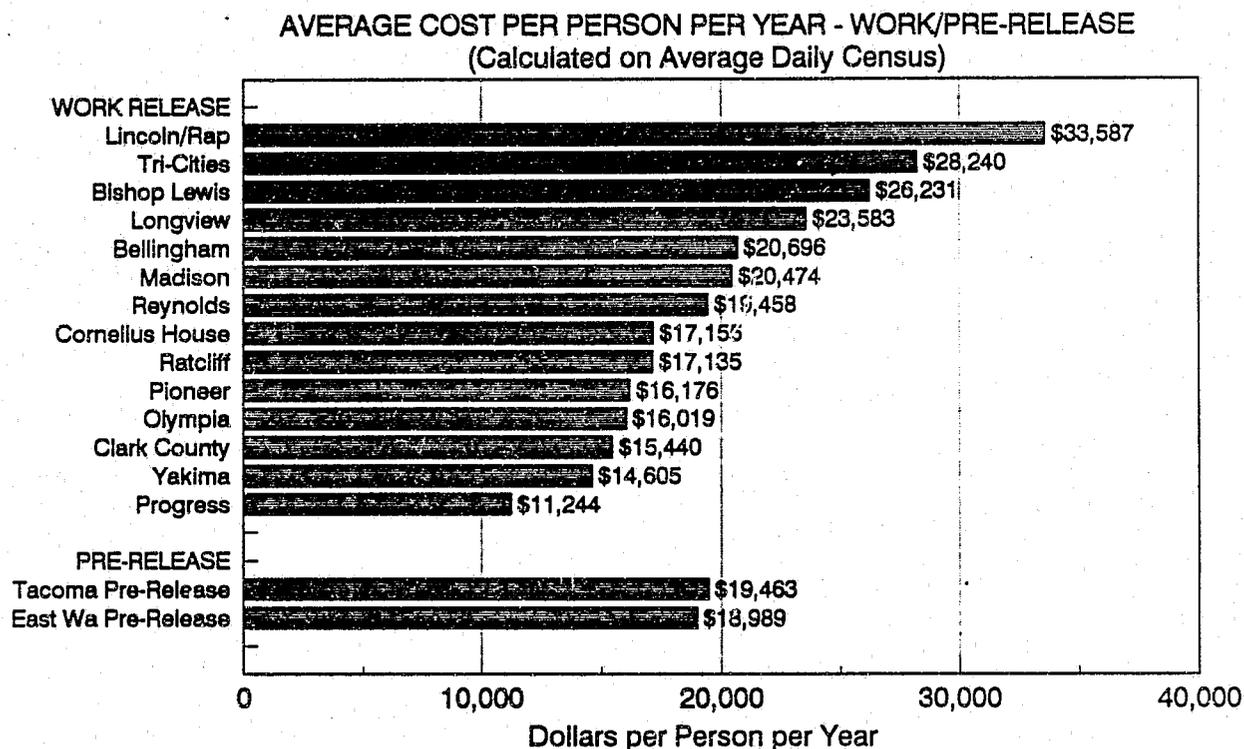
Overall, the average cost per person for offenders on active state supervision was \$681 per year. The state also has an inactive caseload that has some administrative costs associated with it. This inactive group costs about \$26 per person per year.

State Work Release

The state's work release facilities all have comparable per capita costs, with three exceptions: Lincoln Park, Rap House and Tri Cities work releases. Lincoln Park and Rap House (two small facilities located next to each other in Tacoma) are specialized work release programs for the developmentally disabled and the mentally ill. Their treatment programs as well as their small size contribute to their higher than average costs. The Tri Cities Work Release also has significantly higher costs. It is both the smallest work release facility and also the only one operated exclusively by state employees, whose wages and benefits are more expensive than private contractor employees'.

Calculated on the basis of average daily population, the average cost per person per year in state work release facilities is \$18,658. If the three specialized (high cost) programs are excluded, the average cost is \$17,184. Calculated on the basis of facility

capacity, the average cost per bed is \$13,682. Costs for each program are represented in the chart below.



State Pre-Release

There are two state pre-release facilities in Washington. These have virtually identical per capita costs. Tacoma Pre-Release FY 1991 cost per capita was \$19,463, and Eastern Washington Pre-Release was \$18,989. Since Tacoma Pre-Release had an average daily census virtually identical to its capacity, the cost per bed is equal to the cost per person. Eastern Washington Pre-Release, on the other hand, operated significantly over capacity. At \$23,381, the cost per bed at Eastern Washington was much higher than its cost per person. Together, the average cost per bed in state pre-release facilities was \$21,633.

Medical and Mental Health Costs

Of those responding to the Criminal Justice Capacity Survey, 36 county and city jails reported medical expenditures for 1990. The average annual medical cost per occupied jail bed was about \$600 for county jails and about \$300 for city jails. Medical cost data is shown in the table on page 21.

REPORTED MEDICAL COSTS
COUNTY & CITY JAILS

AGENCY	1990	
	TOTAL	PER PERSON
<u>COUNTY JAILS</u>		
Asotin County Jail	14723	818
Benton County Corrections	36082	252
Clallam Co. Corrections Facility	69567	994
Clark County Jail	316517	791
Columbia County Jail	19	19
Cowlitz Co. Corrections Dept. Jail Div.	120642	815
Ferry County Jail	7479	748
Island Co. Corrections/Detention Fac.	16118	424
Jefferson County Jail	1000	32
King County Dept. of Adult Detention	2795818	2080
Kitsap County Jail	68000	389
Kittitas County Corrections Center	16259	370
Klickitat County Jail	13399	383
Lewis County Jail	45082	495
Mason County Jail	34022	567
Okanogan County Jail	32577	494
Pacific County Jail	38006	1267
Pend Oreille Co. Jail	3542	272
Pierce Co. Detention/Corrections Center	104630	138
Skagit County Jail	52000	464
Skamania Co. Correctional Facility	5352	315
Snohomish County Corrections	523100	1183
Spokane County Jail	94306	202
Stevens County Jail	4162	219
Thurston Co. Correctional Facility	100788	579
Walla Walla County Jail	11111	242
Whatcom County Jail	208127	1101
Yakima County Jail	389834	975
<u>CITY JAILS</u>		
Aberdeen Police Department	1365	98
Auburn Police Department	7655	201
Enumclaw Police Dept.	500	28
Grandview Police Department	300	100
Kent Corrections	56184	677
Lynnwood City Jail	1060	48
Olympia Police Dept.	1552	65
Toppenish Police Department	6000	1200

Only four agencies reported mental health expenditures, with an average per-inmate cost for 1990 of \$76.

Billing Rates Charged to Other Agencies

Those agencies reporting that they bill other agencies or inmates for services said they charge on a per day basis. Fees may be levied on a one-time basis, with a maintenance fee in some cases. The tables relating to county jails (page 6) and city jails (page 8) show those agencies that reported a billing rate.

When information contained in tables for annual cost per person for county jails and city jails is compared with billing information for those services, it is interesting to note that most county jails charge outside agencies less than what they report their actual costs to be, and most city jails charge more.

Revenues

Some agencies also reported revenues received in 1990 and expected revenues for 1991. A portion of these revenues were generated from charges to inmates and outside agencies for services provided. The following counties reported prorating indirect costs, with percentage rates shown below. Only the Jefferson County Jail and Kitsap County District Court Probation counted prorated overhead when reporting costs in the capacity study survey.

<u>Agency</u>	<u>1990 Percent</u>	<u>1991 Percent</u>
Jefferson County Jail	0.0%	20.0%
Kitsap County Dist. Court Probation	3.0%	4.0%
Pierce Co. Detention/Corrections Center	17.0%	20.0%
Stevens County Jail	17.8%	23.6%
Yakima County Jail	0.0%	0.0%

No agencies reported that they offer exemptions from charges in exchange for goods or services, and 22 agencies reported donated or reduced cost goods and services. None of the agencies reported calculating a direct variable cost, or marginal cost, so we were unable to calculate marginal costs of various services.

IMPLICATIONS FOR THE FUTURE

In this section we describe the system used to model the use and cost of criminal justice placements in Washington state, project total estimated future need, and estimate the cost associated with meeting that need. The model used in this analysis permits alternative futures to be examined based on different assumptions. In this report we look at the implications if present policies are continued without modification. In addition, we use the model to illustrate the cost relationship between offender placements and the offender population that is targeted for each placement. In particular, the issue of "net widening" versus cost reduction is illustrated. We do this by showing the cost consequences of using two different assumptions about target populations for expanded use of partial confinement and intermediate sanctions.

THE BASIC MODEL

The model developed to describe the demand for and use of offender placements in Washington State begins with the premise that at all times each offender must be somewhere in the system. While an individual may move from one placement to another, at any given time he or she is in one (and generally only one) placement.

In Washington, an offender may be in total confinement, partial confinement, or in some form of community placement. A small number of pre-sentence offenders are held in state mental hospitals for evaluation. A few post sentence "not guilty for reasons of insanity" offenders are also held in state mental hospitals.

Prior to sentencing, total confinement includes city and county jails and special detention facilities. Following sentencing, an offender may also be under total confinement in a state prison or a state pre-release facility.

As used in this study, pre-sentence partial confinement includes local work release, work crew (residence not in jail), and electronic monitoring. After sentencing, partial confinement includes the above, plus state work release.

Community placement prior to sentencing includes deferred prosecution, supervised pretrial release, and screen and release programs. Following sentencing, community placement may be in local probation or in one of the forms of state community supervision.

These placements are summarized in the following table.

PRE-SENTENCE PLACEMENTS

TOTAL CONFINEMENT

County Jail
City Jail
State Mental Hospital

PARTIAL CONFINEMENT

Electronic Monitoring (rare)

COMMUNITY PLACEMENT

Deferred Prosecution
Screen & Release
Supervised Pretrial Release

POST SENTENCE PLACEMENTS

TOTAL CONFINEMENT

County Jail
City Jail
Special Detention Facility
State Mental Hospital
Prison
Pre-Release

PARTIAL CONFINEMENT

Work Release (local)
Work Release (state)
Electronic Monitoring
Work Crew (out-of-custody)

COMMUNITY PLACEMENT

Local Probation
State Community Supervision

The 1991 Offender Placement Census

To identify the relative utilization of these placements, a census was taken of all offender placements in Washington state as of July 1, 1991. While a one-day census of placement utilization may seriously over- or under-represent offender placement utilization in any particular jurisdiction, such anomalies should tend to cancel each other out when many jurisdictions are taken into account.¹

On July 1, 1991 there were a total of 108,213 persons reported in one or another offender placement category in Washington State. While there was a high level of participation in the survey, not all jurisdictions reported. Consequently, assumptions were made to adjust the reported offender population to compensate for underreporting.

Adjustments to the Census

Because of good data systems and full reporting by state placements, no adjustments were needed for state prisons, work release, pre-release, or for state community supervision. For local placements, adjustments were made for county jails, city jails, and local probation.

¹ A one day census does not, however, take into account any seasonal variation that may affect the use of a placement. Some seasonality was reported for certain placement options. No attempt has been made to adjust data for seasonality.

Each of the three placements requiring adjustment employed a somewhat different method to compensate for underreporting. For county jails, the average daily census is reported annually by the Washington Association of Sheriffs and Police Chiefs. The 1990 average daily census for the non-reporting jails was used to estimate the amount of underreporting in county jails. This number was added to the July 1, 1991 census. This increased the county jail census by 14 (or 1/4 of 1 percent).

For local probation services where actual census data was not reported, census data was augmented by information from other parts of the survey. This added 9,175 people to the 19,773 people reported in the census. Following this adjustment, 89% of the state population that lives in areas served by local probation agencies was accounted for. The remaining underreporting was estimated by multiplying the adjusted census by the ratio of the total population living in areas with local probation services to the population of areas already accounted for. This added another 3,474 lower court probation cases to bring the total to 32,427.

Adjusting for underreporting in city jails involved a combination of these two approaches. Where known, the 1990 average daily census for non-reporting jails was added to the July 1 census. This increased the city jail census by 50 offenders. Since there were still jurisdictions with missing data, the census for the remaining city jails was estimated by multiplying the total city jail census by the ratio of population of all cities with jails, divided by the population of cities where city jail population is known. This last step increased the city jail census by 20. Together these two steps increased the city jail census by 24.6 percent.

Taken together, these adjustments added a total of 3,558 offenders to the July 1 census. The adjusted total is therefore 108,213 plus 3,558 or 111,771 offenders. This represents a 3 percent increase over that reported by participating agencies.

In addition to these adjustments for underreporting, it is also necessary to subtract certain inactive offender caseloads. There are two circumstances where this applies: pretrial screen and release programs and inactive state supervision caseloads.

While at any time there are many thousands of people in Washington state who have been screened and released from custody pending trial and sentencing, these people do not represent a continuing workload. For all practical purposes, once an individual has been screened and released he or she becomes an inactive caseload.² The data reported for screen and release takes this into account. Screen and release programs use the average number of screening interviews per day for the placement census. This is the only case where census data is handled in this way.

² A relatively small percentage of this group does abscond or otherwise fail to live up to release conditions. When this happens, the court with jurisdiction will issue a warrant for arrest.

A second group of inactive cases must actually be subtracted from the total number of offenders reported in the census. This large group (19,015 individuals as of July 1, 1991) is made up of offenders who are under the jurisdiction of the Department of Corrections but who are unavailable for supervision. Included in this group are parole absconders and community custody escapees whose whereabouts is unknown, bench warrant cases, deportation cases, those on unsupervised appeals, and other banked cases. By Department policy, banked cases are to be reviewed at least once per year. When this group is subtracted from the previous count, a total of 92,756 offenders remain. This is the number upon which subsequent analysis is based.

Offender Placements by Status and Crime

All offenders are either on pre- or post-sentence status. Of the 92,756 active offenders reported in the July 1 census, approximately 12 percent were pre-sentence and 88 percent post sentence.

Crime types used in this report are either felonies, misdemeanants, driving under the influence (DWI), traffic, or other minor offenses. A relatively small number of post sentence offenders are categorized not by their offense, but for other purposes. This last group includes all federal and out of state offenders held in Washington facilities, all state and "out of county" inmates held in county jails, and a small number of mentally ill offenders found not guilty by reason of insanity.

Of the total number of active placements on July 1, approximately 51 percent were felons, 29 percent non traffic misdemeanants, 13 percent DWI, 5 percent traffic, and 2 percent other. A breakdown of these percentages by pre- and post sentence and an identification of the number of people held in each offender placement category by status and offense can be found in Section 4 ("Offender Census") of this report.

Pre-sentence offenders are either in jail, in a special detention facility, in a work release facility, on electronic monitoring, reporting to a work crew, on deferred prosecution, or on some form of pretrial release. Post sentence offenders are either in prison, in jail, in a special detention facility, in a state or local work release facility, on electronic monitoring, reporting to a work crew, or on some form of state or local community supervision. A small number of pre- and post sentence offenders are held in state mental hospitals.

All of this information may be summarized in the following chart. As used on the next page, the Basic Model shows how the 92,756 offenders counted in the July census are distributed by status, offense, and placement. At the same time, the Model can distribute any number of offenders using any combination of assumptions regarding status, offense, or placement utilization. Later in this section we will show how the model may be used to do this.

THE BASIC MODEL

N x STATUS & OFFENSE DISTRIBUTION

x

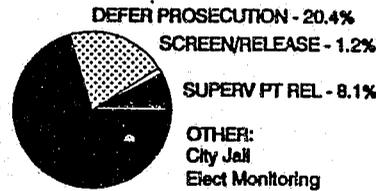
PLACEMENT DISTRIBUTION

Equals

PLACEMENT UTILIZATION

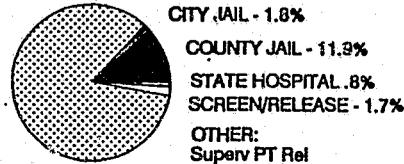
PRE-SENTENCE
FELONS - 3.1%

COUNTY JAIL - 70.1%



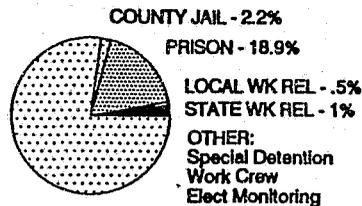
PRE-SENTENCE
MISD & LESS - 8.6%

DEFERRED PROSECUTION - 84%



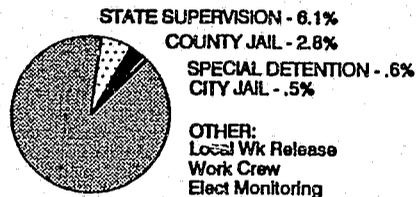
POST SENTENCE
FELONS - 47.8%

STATE SUPERVISION - 77%



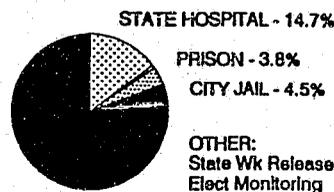
POST SENTENCE
MISD & LESS - 39.1%

LOCAL SUPERVISION - 89.3%



POST SENTENCE
OTHER - 1.3%

COUNTY JAIL - 78.1%



92,756 OFFENDERS REQUIRING PLACEMENT

	PRE SENTENCE		POST SENTENCE			TOTAL
	FELON	MISD & LESS	FELON	MISD & LESS	OTHER	
County Jail	2,046	951	955	1,021	949	5,922
City Jail	5	125	6	162	56	354
Special Detention	0	0	93	225	0	318
Work Release - Local	0	0	212	117	0	329
Work Crew	0	0	50	55	0	105
Elect Monitoring	2	0	38	85	4	129
Deferred Prosecution	595	6,705	0	0	0	7,300
Screen & Release	36	135	0	0	0	171
Superv PT Release	235	20	0	0	0	255
Comm Superv - Local	0	0	0	32,422	0	32,422
Prison	0	0	8,392	0	47	8,439
Pre/Work Rel - State	0	0	428	0	8	436
Comm Superv - State	0	0	34,130	2,214	0	36,344
Mental Hospital	0	49	0	0	183	232
TOTAL	2,919	7,985	44,304	36,301	1,247	92,756

PROJECTED FUTURE NEED

To our knowledge, prior to this study no one has attempted to forecast total future criminal justice placement requirements in Washington or any other state. No one has responsibility for the system as a whole nor does anyone have more than limited control over some of the myriad factors that affect demand or resources.

Prior to discussing the estimated demand for future placements it is important to note that, while assistance in this endeavor was provided by both the Department of Corrections and the Office of Financial Management, this projection is ultimately the product of the consultant. The assumptions used in this analysis have, for the most part, not been reviewed by outside authorities. In the absence of outside review and in acknowledgement of the complexities and uncertainties surrounding projections of this sort, the consultant makes no claim about the ultimate accuracy of this projection. At the same time, considerable thought and effort have gone into this part of the study and the forecast is certainly the best that is currently available.

Demand for Felony Placements

Every year considerable effort is expended to forecast future state prison population levels. In addition, a forecast of state community corrections placements was developed by the Department of Corrections especially for this study. Since these two placements account for nearly 50 percent of the statewide demand, this is a good start.

The state forecast of prison inmates may also be used to estimate the statewide number of sentenced felons who will serve time in local placements. This forecast can also be used to estimate the number of pre-sentence felons who will impact local placements.

To do this, we first note that over the past few years the percentage of felony sentences that resulted in prison sentences has held fairly steady at about 22 percent. The percentage of felony sentences resulting in jail terms has been about 70 percent. We can use the ratio of 22 prison sentences per 100 felony sentences, together with the official prison admission forecast, to estimate the total number of felony sentences per

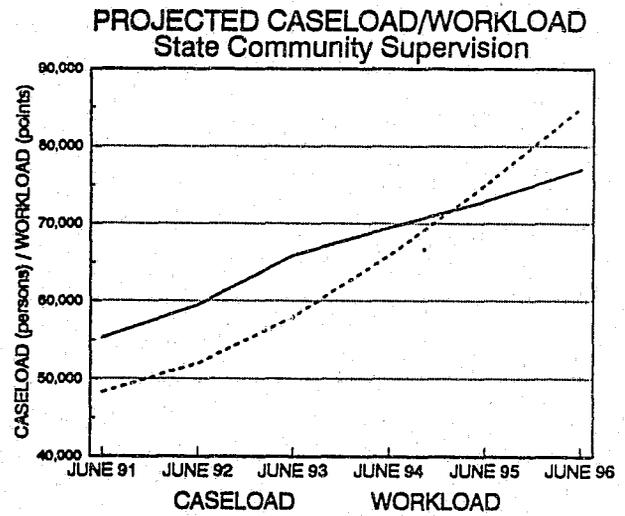
PROJECTED DEMAND FOR FELONY PLACEMENTS

	PRE-SENTENCE	POST SENTENCE	TOTAL
1992	2,982	46,200	49,182
1993	2,896	60,877	63,772
1994	2,757	63,276	66,033
1995	2,762	66,191	68,953
1996	2,782	69,528	72,310

year for the years 1992 through 1996. The estimate is then multiplied by the ratio of 70 jail sentences for every 100 felony sentences to estimate the number of felony jail sentences expected each year. Finally, average length of stay assumptions for both pre- and post sentence felons are used to estimate the average daily census in local placements attributable to each. For the last five years, pre-sentence average length of stay in Washington jails has held steady at about 52 days. Post sentence stays have decreased slightly over the same period of time. For the last two to three years they have averaged about 31 days. Using these assumptions, the total number of pre- and post sentence inmates in confinement can be estimated.

The total pre-sentence felony population (i.e. total confinement plus partial confinement plus community placements) is estimated by multiplying the number of pre-sentence felons in county jails by the ratio of total pre-sentence felons to county jail pre-sentence felons as reported in the July 1 offender census. That ratio is 1.43 to 1.

In preparing an estimate of the expected number of offenders who will be on state community supervision in the future, the Department of Corrections noted that both the type and number of offenders requiring supervision will change. The graph at right shows the projected number of offenders and the projected workload points for supervising those offenders.³ The department is projecting that more offenders requiring greater supervision will be added than will offenders requiring lesser amounts of supervision. This is consistent with recent changes in law related to community custody and post-release supervision.



To compensate for this projected change in the mix of offenders on state supervision, we computed an average supervision cost per offender based on the projected mix in 1996. That average cost per active caseload is estimated to be \$843 per offender (in 1991 dollars). This unit cost is used later in this chapter in lieu of the present average cost of \$681 per active caseload.

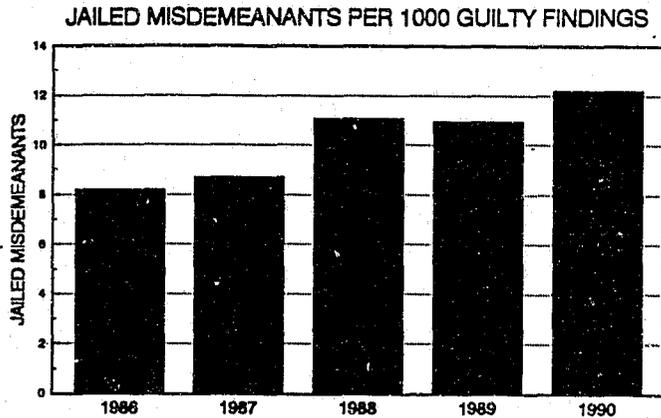
The total post sentence felony population is estimated by adding the total projected felony population in confinement to the estimate of community corrections felons that was provided by the Department of Corrections.

³ This projection shows total caseload and total workload points. In other parts of this report we have generally talked in terms of active caseload and supervision points. The projection illustrated here is converted to active caseload/workload later in this chapter.

The felony estimate is summarized in the table on Page 6.

Demand for Misdemeanant Placements

The largest unknown in forecasting future placement needs is the misdemeanor population. As discussed in Section 2 ("The Criminal Justice System and Offender Placements"), there has been a significant increase in the number of misdemeanor charges but essentially no increase in the number of misdemeanor guilty findings over the last five years. While we might be tempted to use this finding to project a zero increase in the number of misdemeanor placements, there are at least two important reasons to resist this temptation.



The first reason to question a no-growth assumption is the large increase in misdemeanor warrants over the last five years. If resources are added to lower courts and to prosecutors and if greater emphasis is placed on enforcing misdemeanor warrants, a very large number of new misdemeanor guilty findings will result.

The second reason is revealed when we look at what has happened to the misdemeanor jail population over the last five years. At the same time that misdemeanor guilty findings have remained constant, the average daily census of misdemeanants in county jails has been steadily climbing. By way of illustration, in 1986 there were 8.2 misdemeanants in Washington jails for every 1000 misdemeanor guilty findings. In 1990 there were 12.2. The figure on Page 6 shows the changing relationship between jailed misdemeanants and misdemeanor guilty findings.

A growing misdemeanor population in the face of constant guilty findings can only be the result of either a greater reliance on jail as the sentence of choice, a longer average jail term for those so sentenced, or a combination of these factors.

There are essentially two plausible explanations for this change. First, judges and prosecutors may simply be tougher on criminals. Society as a whole has moved in this direction and it is not unreasonable to expect that the courts and prosecutors have as well. On the other hand, it may well be that the courts and prosecutors are concentrating their time and effort on the more serious offenders in the misdemeanor population. The increased number of warrants, increased number of cases per judge

and prosecutor, and the increasing number of misdemeanants in jail is entirely consistent with this explanation.

Whatever the reason, over the last five years there has not been a straight-line relationship between misdemeanor guilty findings and the number of misdemeanants in jail. Consequently, we believe it would be a mistake to assume that the number of misdemeanor placements will not increase.

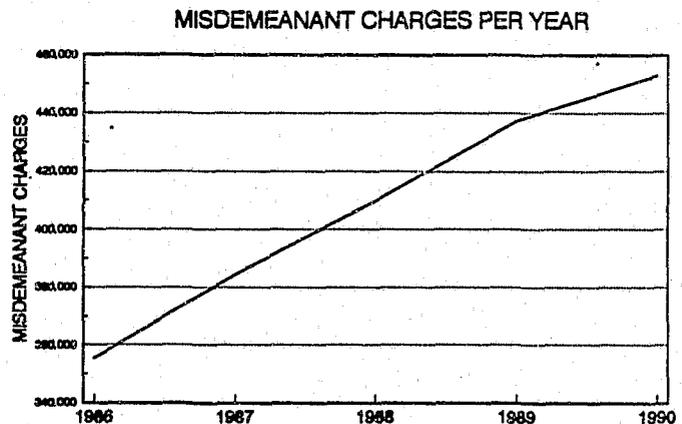
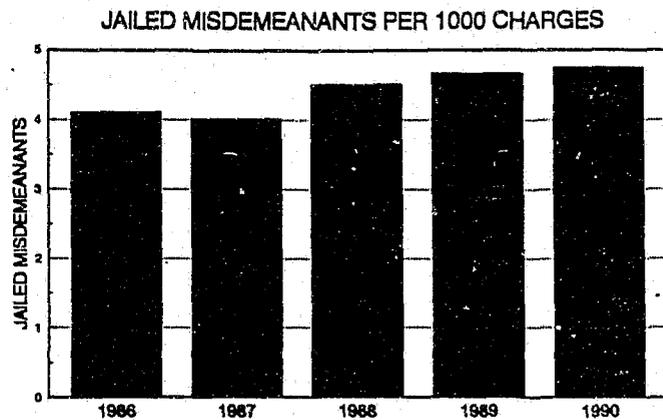
Interestingly, there has been a consistent relationship between the number of misdemeanants in county jails and the number of misdemeanor citations. The lower graph at right illustrates this relationship.

This relationship, combined with a projection of misdemeanor citations, is used to project future demand for misdemeanor placements.

In projecting the future number of misdemeanor citations, it was noticed that there has historically been a strong relationship between felony filings and misdemeanor filings.

To assist in forecasting future misdemeanor citations, the Office of Financial Management prepared an estimate of felony filings, based on projected felony convictions. Future felony convictions are routinely estimated as part of the official state forecast of prison inmates. The Office of Financial Management found that past felony filings plus the number of commissioned law enforcement officers per capita are excellent predictors of felony convictions. These factors were then used to forecast future felony filings. Felony filings were, in turn, used to estimate misdemeanor charges. Except for DWI citations, the historical relationship between felony filings and misdemeanor citations is very strong. Future DWI citations were projected based on the current ratio between felony filings and DWI charges.

A very strong relationship exists between the number of misdemeanor citations and the number of misdemeanants in jail. The projection of jailed misdemeanants derived from this relationship was used to project the number of misdemeanants in



other placements. Based on the ratios identified in the census, there were approximately 8.4 times as many pre-sentence misdemeanants in all pre-sentence placements as there were jailed pre-sentence misdemeanants. There were about 35.6 times as many post-sentence misdemeanants in all post-sentence placements as there were jailed post-sentence misdemeanants.

**PROJECTED DEMAND FOR PLACEMENTS
MISDEMEANANT & LESS**

	PRE-SENTENCE	POST SENTENCE	TOTAL
1992	8,090	46,526	54,616
1993	8,252	47,458	55,710
1994	8,403	48,328	56,731
1995	8,588	49,391	57,978
1996	8,790	50,551	59,340

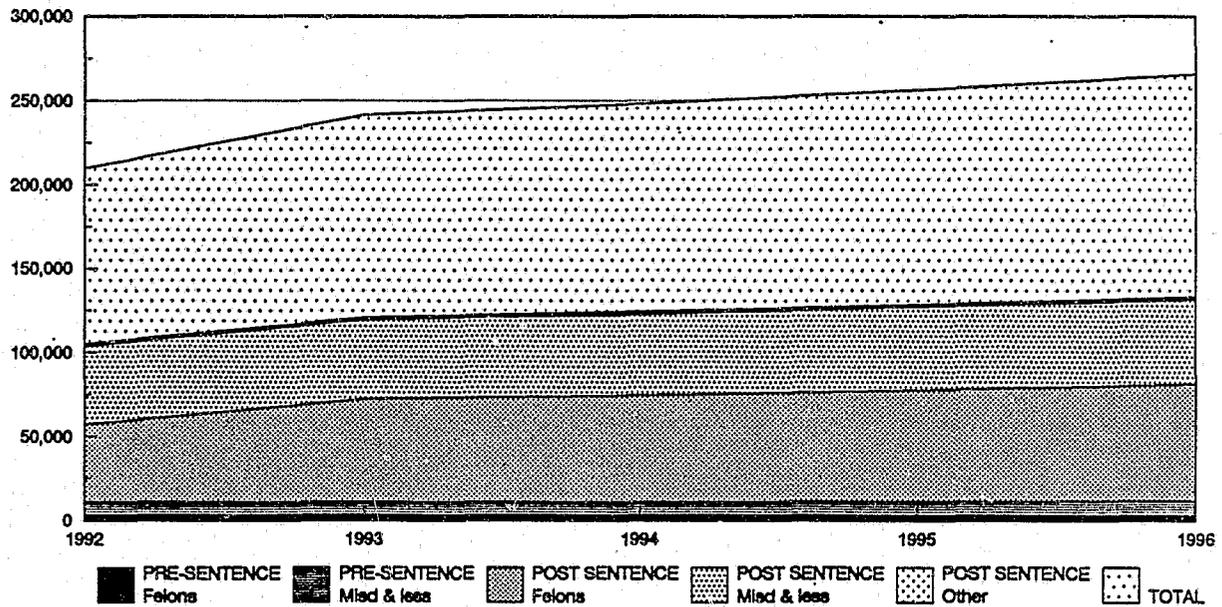
Finally, the number of "other" inmates falls into two general categories: those in county jails and those in other placements. In recent years about 17 percent of the total number of people in jail have been in this "other" category. This factor is used to estimate the number of jailed "other" offenders. The number of "other" offenders in non-jail placements is currently about 31 percent of the number in jail. This factor is used to estimate this final component of the offender population.

These assumptions yield the estimated demand for misdemeanor placements shown in the table above.

Combined Demand for Offender Placements

The forecasts for felony and misdemeanor offender placements can be combined to project total demand. This is illustrated in the graph and table below.

ESTIMATED NUMBER OF OFFENDERS REQUIRING PLACEMENT



	PRE-SENTENCE Felons	PRE-SENTENCE Misc & less	POST SENTENCE Felons	POST SENTENCE Misc & less	POST SENTENCE Other	TOTAL
1992	2,982	8,090	46,200	46,526	1,243	105,041
1993	2,896	8,252	60,877	47,458	1,232	120,714
1994	2,757	8,403	63,276	48,328	1,207	123,970
1995	2,762	8,588	66,191	49,391	1,219	128,151
1996	2,762	8,790	69,528	50,551	1,237	132,887

It should be noted that the assumptions used to develop this forecast result in a different mix of offender status and offense than currently prevails. The table at right shows how this mix is projected to change over time.

ESTIMATED DISTRIBUTION BY STATUS & OFFENSE PERCENT

	PRE-SENTENCE Felons	PRE-SENTENCE Misc & less	POST SENTENCE Felons	POST SENTENCE Misc & less
1992	2.8%	7.7%	44.0%	44.3%
1993	2.4	6.8	50.4	39.3
1994	2.2	6.8	51.0	39.0
1995	2.2	6.7	51.7	38.5
1996	2.1	6.6	52.3	38.0

Allocation of Projected Demand Between Placements

The use of different offender placements does not stay the same over time. A few years ago there was no such thing as electronic monitoring. For nearly two years in the late 1980s and early 1990s the Department of Corrections rented surplus cells to the federal government and other jurisdictions. Between 1981 and 1984 20 to 30 percent of all convicted felons received a sentence without confinement in jail or prison. Today less than 8 percent do.

To allocate total projected demand between placements we need to make some assumptions. To illustrate the effect of policy on costs in this report, we make three sets of assumptions:

- ALLOCATION ASSUMPTION 1

Policies and practices relative to use of offender placements will remain the same. This is the "policy neutral" assumption. Only one change from the current distribution of offenders between placement types is incorporated in the policy neutral assumptions. This change is the result of the expected change in the composition of the Department of Corrections offender population implied by the official prison forecast and the special forecast of community supervision caseloads prepared for this study. Currently, 19.6 percent of the active Department of Corrections caseload is in prisons and work release. The balance is on some form of community supervision. Based on the projection of prison inmate population and active community supervision caseload, this percentage will decrease to about 18.4 percent by 1996. This change is consistent with increased requirements for community custody and post-release supervision recently enacted into law. The percentage allocations within the Department of Corrections have been adjusted in the model to reflect this change.

- ALLOCATION ASSUMPTION 2

To illustrate the concept of "net widening," we will assume an increase in the use of partial confinement placements using an offender population which would otherwise be in state or local community supervision.

- ALLOCATION ASSUMPTION 3

To illustrate how policies and practices may save costs, we will assume an increase in the use of partial confinement placements using an offender population which would otherwise be in state or local total confinement.

PROJECTED FUTURE DEFICITS

Projected Crowding

Using the projected demand discussed in the previous section, the Basic Model may be used in conjunction with the capacity information contained in Section 3 to estimate future shortfalls in various offender placements.

While it is tempting to simply subtract total statewide resources from total statewide demand for each placement, this will not work if there are surpluses in some jurisdictions and deficits in another. For the most part, a surplus in one location is of no use in reducing a deficit in another. The only case where this does work is in statewide resources operated by the Department of Corrections. Even then, it is important for the Department to have the proper mix of facilities and programs. Because of this problem, it is necessary to estimate the number of offenders who will be in crowded local placements. Since programs that rely primarily on staffing can usually balance capacity with demand with some alacrity, this analysis places emphasis on local confinement facilities (including work release and special detention) where capacity is not so elastic.

To estimate the number of inmates who will be confined in crowded facilities we did the following. First, using the "policy neutral" assumption, we calculated the statewide percentage increase in demand for confinement placements for 1996. For county jails the estimated increase by 1996 is 17 percent; for city jails and special detention facilities it is 33 percent.

Next, we increased the current average daily census for each local confinement facility by the projected statewide percentage increase for each year. Finally, we subtracted this agency by agency projected census from each agency's current capacity to identify both surpluses and deficits. As with other parts of this study, this approach is considerably less reliable on a agency by agency basis than it is in aggregate. Clearly not all jurisdictions will experience the same growth rate. When we aggregate the data we assume that errors on the high and low side will tend to balance each other out.

Based on this analysis, we project that by 1996 (if no capacity is added) 93 percent of all inmates in county jails will be housed in crowded facilities and 100 percent of all inmates in special detention facilities will be housed in crowded facilities. If no capacity is added in city jails, 88 percent of city jail inmates will be housed in crowded facilities. This means that when calculating the projected deficit for county jails the demand must be increased by 7 percent to compensate for the inmates who are confined in facilities that will continue to have surplus capacity (i.e. $100\% - 93\% = 7\%$). For city jails the demand must be increased by 12 percent ($100\% - 88\% = 12\%$). This modification results in what we will call "functional demand" later in this section. When capacity is subtracted from functional demand the result is what we call the "functional deficit."

Based on the total projected demand identified earlier in this section, the model forecasts a need for Department of Corrections placements about 3 percent higher than the combined Office of Financial Management forecast for prison inmates and the special forecast for state community supervision offenders. This relative close fit to other forecasts increases our confidence in the validity of the model.

Cost Implications

Finally, using the unit cost information developed in Section 6, we can estimate the statewide operating cost impact of this (or any other) projected deficit. This estimate is derived simply by multiplying the projected deficit by the unit cost information for each placement.

Before presenting this information, it is worth noting the difference between marginal cost and average cost. The marginal cost of operating an offender placement is the cost of providing service for one more person. If there is surplus capacity, the marginal cost may be very low. However, at some point, a threshold is reached after which the cost of adding more capacity escalates rapidly. Once the new capacity is on-line the marginal cost may go down again until some new threshold is reached. Average cost is simply total cost divided by the total number of people served.

In this report we use average cost. The rationale for doing this is that, with the magnitude of the changes that are forecast, thresholds will generally be reached.

The table on the following page estimates the operating cost impact of the projected demand assuming that policies and practices relative to the use of placements do not change. All costs used in this report are in current (1991) dollars.

As can be seen from this analysis and given current system capacity, an estimated \$182 million per year (over and above what is currently spent) will be incurred to provide placements for the projected increase in offenders. Approximately 62 percent of this increase is expected to occur in state prisons, pre-release and work release. Another 25 percent is projected in county jails. State community supervision accounts for 10 percent of the increase and local supervision for about 2.5 percent. The balance of the increase is spread out over the other placements.

A firm estimate of overall expenditures for offender placements in Washington state is difficult to obtain. (For example, it appears that there is some inconsistency in the way criminal justice expenditures are broken down by objects of expenditure in annual reports submitted by local governments to the state auditor.) Using the Basic Model to estimate total annual expenditures, it appears that, statewide, we are spending about \$360 to 370 million per year of offender placements, or about \$1 million per day. Consequently, an increase of \$182 million by 1996 is a substantial increase.

As noted in Section 3, plans (and in some cases, actual construction) are underway to take care of a portion of the projected increase. While known plans reduce the projected deficit in the number of offenders requiring placement by only about 13 to 14 percent, these changes are concentrated in high cost placements (notably prisons and jails). If we make two assumptions while considering these current plans, then nearly 75 percent of the projected annual operating cost deficit will be addressed by them. The first assumption is that any projected surpluses due to planned expansion of local work release, work crews, and electronic monitoring will be used to reduce county jail populations. The second assumption is that projected surpluses in deferred prosecutions and supervised pretrial release are used to reduce deficits in local probation caseloads. Given that, if current plans are executed, the projected unmet operating cost drops from \$182 million a year to about \$44 million a year.

It should be noted that the cost portion of the model is quite sensitive to changes in demand. For example, if the total demand for offender placements is reduced by 3 percent (which causes the basic model to come up with the same demand for prison beds and state community placements as other forecasts) the estimated annual operating cost deficit goes down nearly 9 percent (from \$182 million to \$166 million). The change in the projected cost deficit is even more dramatic after planned expansion is taken into consideration. Here a 3 percent reduction in demand reduces the projected operating cost deficit by 27 percent (from \$44 million to \$32 million).

The table below shows how the model distributes demand, determines functional deficits and calculates projected annual operating costs without planned expansion.

**1996 PROJECTED DEMAND, DEFICIT AND COST
(COSTS IN 1991 DOLLARS)**

PLACEMENT	1991 CAPACITY	1996 DEMAND	1996 DEFICIT	UNIT COST	ANNUAL COST
County Jail	4943	7335	-2392	19060	45,584,803
City Jail	357	485	-128	10340	1,318,961
Special Detention	455	459	-4	12413	52,935
Work Release - Local	570	496	0	19060	0
Work Crew	198	155	0	9101	0
Electronic Monitoring	377	184	0	4367	0
Deferred Prosecution	7376	7942	-566	869	491,684
Screen & Release	170	183	-13	24	303
Superv PT Release	330	246	0	785	0
Comm Superv - Local	29636	45148	-15512	299	4,638,096
Prison/Pre-Release	7398	11912	-4514	23292	105,131,197
Work Release - State	550	1036	-486	13682	6,646,618
Comm Superv - State	36400	57589	-21189	843	17,862,413
Mental Hospital	326	235	0	53159	0
TOTAL	89086	133403	-44802		181,727,010

If we look at the 1996 projected demand, deficit and cost after reported planned expansion takes place, we find that our ability to reduce future costs is limited by capital construction projects that are already underway or that are in advanced stages of planning. The table below illustrates the estimated costs of planned expansion, and estimated operating cost deficits in community supervision, partial and total confinement. Note that the "bow wave" (i.e. the cost consequences of decisions already made) of current expansion plans is more than three quarters of the total projected deficit in 1996. In addition, note that the projected deficit in high cost placements (i.e. total confinement) for which there are no current plans is only about 10 percent of the projected 1996 deficit. It is within this 10 percent that opportunities for cost savings are concentrated.

CURRENT PLANS LIMIT ABILITY TO REDUCE FUTURE COSTS

	ANNUAL COST 1991 DOLLARS
"BOW WAVE" OF PLANNED EXPANSION	\$138,000,000
ESTIMATED ANNUAL DEFICITS IN OTHER AREAS	
COMMUNITY SUPERVISION	23,000,000
PARTIAL CONFINEMENT	2,000,000
TOTAL CONFINEMENT	19,000,000
TOTAL ESTIMATED ADDITIONAL COST PER YEAR IN 1996	\$182,000,000

NOTE: Costs represent operating expenditures only. Construction costs have, for the most part, already been obligated.

NET WIDENING VERSUS COST SAVING

The basic model may also be used to illustrate the cost consequences of different policy options.

For example, considerable discussion is taking place in Washington, and around the country, about the feasibility and desirability of offender placements with costs that fall between the high cost of confinement options and relatively low cost of probation/community supervision options. These so called "intermediate sanctions" include some options presently in use in Washington state (such as electronic monitoring, work release, and work crews) as well as others used elsewhere (e.g. day reporting centers, boot camps, day fines and various combinations of supervision and treatment). The basic model can be used to show how the design of such programs can affect cost.

Before beginning our examination of this issue however, it is important to understand the relationship of the imposed sanction to the purpose of the sentence.

Traditionally there have been four primary purposes for criminal sanctions in the United States:

- punishment,
- public safety,
- rehabilitation, and
- deterrence.

Any sentence may combine several of these purposes and emphasize one or more over the others. For example, almost all sentences involve some form of punishment - be it modest inconvenience or major deprivation of liberty (or life). Those offenders who present an unacceptable risk to the public will generally be sentenced to some time in confinement so that, at least for a while, they are prevented from doing more harm. Finally, some offenders may be identified as candidates who could benefit from some form of rehabilitative treatment (in the hope of reducing repeat offenses by the group of offenders so treated).

The important point to emphasize is that different offender placements serve these purposes in different ways. In a rational system of criminal sanctions, programs should be designed to meet clearly defined purposes; they should be sized to accommodate offenders for whom the purposes of the program make sense; and systems to classify offenders must be sufficiently reliable to operate within the tolerance for risk that is acceptable to the community.

Risk tolerance and classification system reliability are clearly key. Conceptually, offender classification is no different than buying an insurance policy. To reduce risk you pay more. To reduce risk a lot you pay a lot. Since there is no one right answer to the proper mix of cost and risk, such decisions are appropriately the sphere of the political process.

Given these cautions about weighing risk against cost, designing programs for specific purposes, and targeting offenders for appropriate programs, what can the basic model tell us about the cost consequences of different alternatives?

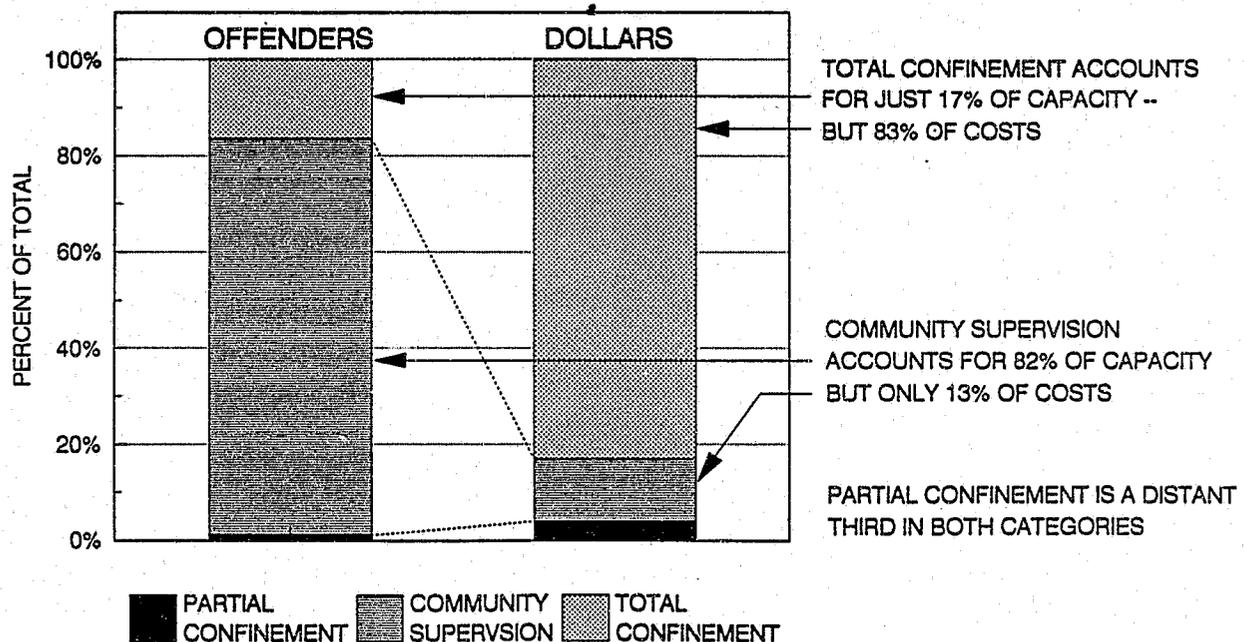
First, as common sense dictates, the only way to save money is to target a group of offenders and do something with them that is less expensive than what is being done now. Perusal of the graph on page 2 of Section 6 clearly shows the relative cost of current placements. Expansion of work crews or electronic monitoring will only save money if the people who go into the expanded programs spend sufficiently less time in total confinement and/or residential partial confinement to offset the cost of their work crew or electronic monitoring participation. If offenders go into such programs in lieu of some or all of their time on community supervision, then the time on work crew or electronic monitoring will have to be very brief indeed if any cost savings are to be obtained.

Finding a target group of offenders that can be placed in a lower cost option is always theoretically possible - it all depends on the level of risk that is acceptable. Examination of the table on page 5 of Section 4 shows how the offender population is currently arrayed. As can be seen from this table, the number of offenders in total confinement is less than 15,000 (about 16 percent of the total offender population). Consequently, the maximum number of offenders that might be placed in some intermediate sanction rather than total confinement is not large. Still, at a difference in cost between county jails and electronic monitoring of nearly \$14,700, for every 1 percent of the current statewide jail population diverted to electronic monitoring, the state would save about \$870,000. At a difference in cost of about \$14,200 between prison and work crew, every 1 percent of the current prison population diverted to work crew would save \$1.2 million.

Because the pool of offenders from high cost placements is so small in relation to the total number of offenders, it is common for the introduction of intermediate sanctions to also divert offenders from lower cost placements. Unless a very short intermediate sanction sentence is exchanged for a very long community supervision sentence, such diversion will cause a net increase in the cost of offender placements. This phenomenon is often called "net widening."

The significant potential for net widening and the relatively small potential for cost savings can be seen by comparing placement costs to placement utilization. The fact of the matter is relatively few offenders account for most costs.

RELATIVELY FEW OFFENDERS ACCOUNT FOR MOST EXPENDITURES



Consequently, programs must be well-designed and target populations carefully selected and narrowly controlled to achieve meaningful savings.

It should also be noted that creation or expansion of treatment oriented placements may only shift costs from one public budget to another. In particular, since publicly funded substance abuse resources are already fully utilized, emphasis on new or expanded community based treatment programs for low risk offenders will certainly require additional funding for treatment resources. (The capacity, utilization and cost of substance abuse treatment will be the subject of a supplement to this report. That supplement will be published in the winter of 1992.)

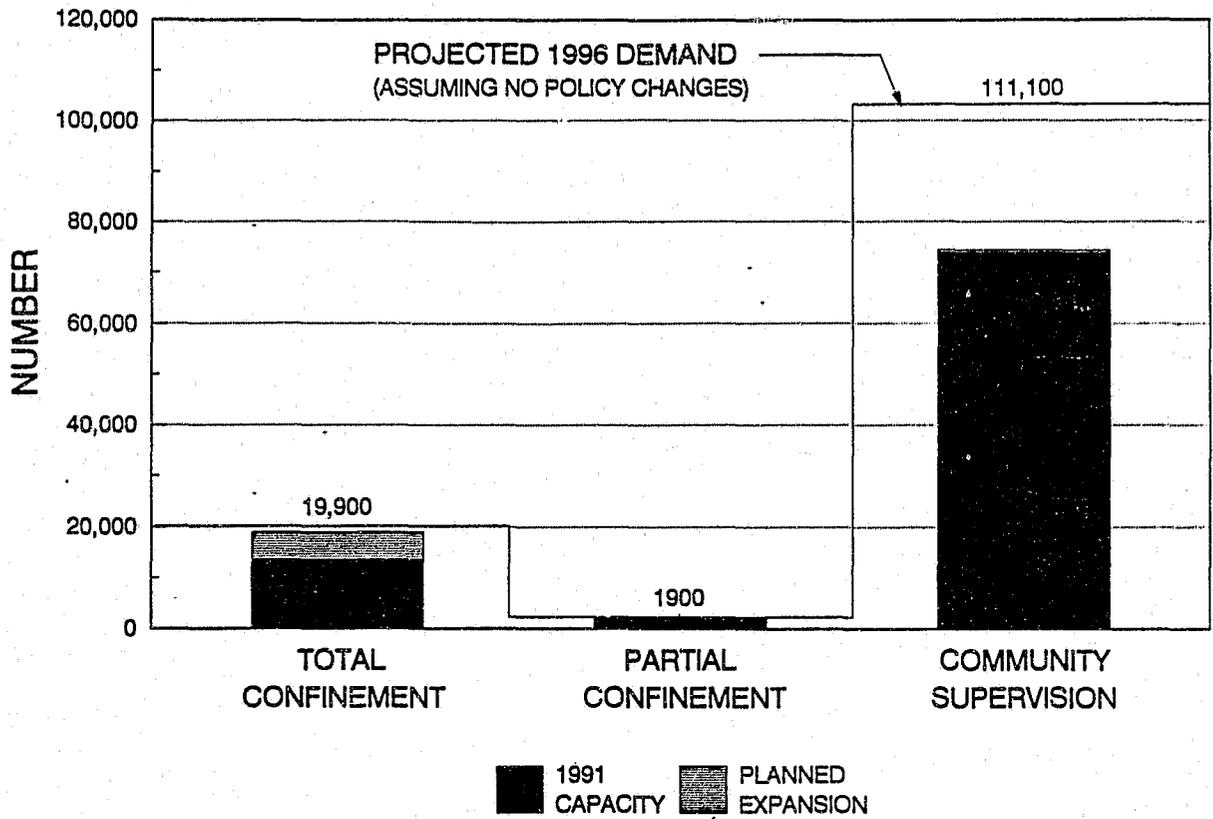
Before dismissing the concept of intermediate sanctions as something we can't afford, it should be noted that the relationship of cost to risk applies to all points on the scale. That is, if one is uncomfortable with the risk presented by some offenders currently in community placements, it is cheaper to reduce that risk by using some intermediate sanction than it is to go all the way to total confinement. Intermediate sanctions have the potential of saving costs both directly and, through cost avoidance, indirectly.

Whether costs are actually saved or avoided, or whether the public good is actually served by the use of intermediate sanctions depends largely on the clarity of, and agreement about, the purposes for which the program is designed and the ability of the criminal justice system to match offenders with the right programs.

In the meantime, current planning by state and local government clearly envisions a "business as usual" approach. As the following graph illustrates, those types of placements requiring a long lead time for development are already significantly underway. The projected deficit for total confinement beds in 1996 will be reduced to about 1,000 if all current capital plans are implemented. Only in community supervision (where long-range planning is not necessary) is there a significant shortfall in 1996.

Note that planned expansion would reduce the projected deficit in total confinement to about 1,000 beds by 1996. While small, this is the area where cost savings can be obtained. The large gap between capacity and projected demand in community supervision will be filled by expansions of community supervision programs as need warrants. To the extent that alternatives are proposed for this group of lower cost placements, costs will go up.

CURRENT PLANS ASSUME BUSINESS AS USUAL



DEFINITIONS

Definitions below have been organized into four categories: Types of Offenses, Placements, Measurement Terms and Miscellaneous.

Types of Offenses describes what constitutes various types of criminal acts.

Placements describes the various facilities or treatment programs used to house or treat offenders.

Measurement Terms contains definitions of formulas used to compare data.

Miscellaneous is everything else.

Some of the definitions have been taken from other published documents, notably: Crime in Washington State, the 1989 Annual Report of the Washington Association of Sheriffs & Police Chiefs; Draft Environmental Impact Statement, East King County Minimum Security Corrections Center, Washington State Department of Corrections, May 1990; The Needs of Washington Jails, 1990; Ranking the Nation's Most Punitive States, by James Austin, Ph.D., & Robert Tillman, Ph.D., from the National Council on Crime and Delinquency FOCUS; The State of Washington Department of Corrections Master Plan, January 1991; and Washington State Criminal Justice Datebook, Felony Sentencing 1971 to 1991, Washington State Office of Financial Management, May 1991.

TYPES OF OFFENSES

COMMUNITY PLACEMENT ACT OFFENSES: Felony sex offenses, serious violent offenses, assault 2, any crime against a person with a deadly weapons finding, and most drug offenses.

DRUG OFFENSES: Crimes having to do with the production, distribution, sale, or use of illegal drugs.

USER DRUG OFFENSES: Drug crimes having to do with the personal use of illegal drugs.

DEALER DRUG OFFENSES: Drug crimes having to do with production, distribution, and sale of illegal drugs.

FELONIES: Violations of criminal statutes that may be punishable by incarceration for more than 12 months.

GROSS MISDEMEANORS: In exchange for dropping a felony charge, a person negotiates a guilty plea to a misdemeanor. Such negotiations are regulated by state statute. Such persons are not subject to the state Sentencing Reform Act and are supervised by the state Department of Corrections.

INDEX CRIMES: Eight offenses used in a nationwide crime information reporting system (Uniform Crime Reports). These are: murder, non-negligent manslaughter, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson.

INSANITY ACQUITTALS: Persons who have been committed to a mental hospital by Ch. 10.77 RCW (criminal insanity) are conditionally released and ordered to report to a probation officer.

MISDEMEANORS: Violations of traffic and criminal statutes, laws, or ordinances that are punishable by a jail sentence of up to 12 months.

DWI/PHYSICAL CONTROL: Cases that cite RCW 46.61.504, driving while under the influence of intoxicating liquor or drugs, or RCW 46.61.504, actual physical control of a motor vehicle while under the influence of intoxicating liquor or drugs.

OTHER TRAFFIC MISDEMEANORS: All citations/complaints other than those counted under DWI/Physical Control pertaining to the operation or use of a vehicle.

NON-TRAFFIC MISDEMEANORS: criminal cases, excluding DWI/Physical Control and Other Traffic and punishable by up to one year in jail and/or a fine of up to \$5,000.

NON-PERSON OFFENSES: All offenses not defined as person offenses in this report. (See Person Offenses below.)

NONVIOLENT OFFENSES: All offenses not defined as violent by the Sentencing Reform Act. (See Violent Offenses below.)

PART I CRIME: Part I offenses include 1) Violent Crimes: murder and non-negligent manslaughter, forcible rape, robbery and aggravated assault; and 2) Property Crimes: burglary, larceny-theft, motor vehicle theft and (since January 1979) arson. These reported Part I offenses comprise the FBI Crime Index, and are used nationally to calculate the Crime Index and Crime Rate (see definitions under Measurement Terms).

PERSON OFFENSE: For purposes of this report, person offenses are a subset of Index crimes. This subset includes murder, non-negligent manslaughter, rape, and aggravated assault.

VIOLENT OFFENSES: Defined by the Sentencing Reform Act as violent crimes [RCW 9.94a.030. Violent crimes include all Class A felonies and some Class B felonies, such as manslaughter 1 and 2, indecent liberties with forcible compulsion, rape 2, child molestation 1, kidnapping 2, arson 2, assault 2, robbery 2, extortion 1, vehicular homicide, and vehicular assault.

SERIOUS VIOLENT OFFENSES: Murder 1, homicide by abuse, murder 2, assault 1, kidnapping 1, rape 1, attempted rape 1, criminal solicitation, or criminal conspiracy to commit one of these felonies.

PLACEMENTS

COMMUNITY SUPERVISION: Monitoring offender compliance with conditions of release through direct contact in the office or field, telephone calls, electronic monitoring, or mailed reports. The state and local governments provide community supervision programs.

STATE COMMUNITY SUPERVISION: Offender monitoring provided by the State Department of Corrections. The department has seven levels of community supervision.¹ Levels 1 and 2 include offenders entering the community under the state Community Placement Act. The first two levels of supervision are divided into three phases of four months each. The Community Placement Act is intended to provide a minimum of one year of intensive monitoring after re-entry into the community for persons convicted of serious offenses.

The levels are described in detail below:

LEVEL 1: Community custody supervision for inmates convicted of certain violent, sex or drug offenses serving up to a year of their earned good-time in the community as part of a community placement sentence. The three consecutive four-month phases of supervision are as follows:

- a) two office and four field contacts per month
- b) two office and two field contacts per month
- c) one office and two field contacts per month

¹ Washington Department of Corrections community supervision levels were reduced from seven to five during the course of this study. Since the data and analysis in this report is based on the old system of seven levels, the old system is defined here.

LEVEL 2: Post-release supervision for up to one year provided for persons given a community placement sentence who have exhausted or failed to earn good time. The three consecutive four-month phases of supervision are as follows:

- a) one office and three field contacts per month
- b) one office and two field contacts per month
- c) one office and one field contact per month

LEVEL 3: Supervision of SRA offenders with crime-related prohibitions and persons with insanity acquittals. The consecutive phases of supervision are:

- a) one office and three field contacts per month
- b) one office and two field contacts per month
- c) one office and one field contact per month
- d) one office contact per month

LEVEL 4: Supervision of SRA offenders without crime-related prohibitions but with community service or treatment or affirmative conduct requirements. Supervision phases are:

- a) two office contacts per month
- b) one office contact per month

LEVEL 5: Supervision of offenders with an indeterminate sentence on parole or probation status. Supervision phases are:

- a) two office and one field contact per month
- b) one office contact per month

LEVEL 6: Supervision consists of mail-in reporting and is typically for offenders with monetary obligations to the court who are beyond their period of prison incarceration, community placement, or community supervision.

This level also includes offenders in custody or being supervised in another state. Supervision phases for these offenders consists of a monthly mail in.

LEVEL 7: Administrative category for inactive cases, including:

- a) bench warrant
- b) other unsupervised or inactive offenders

LOCAL COMMUNITY SUPERVISION: Offender monitoring provided by entities of city or county government. Such monitoring falls into several categories:

ASSIGNED: The offender is on the caseload of an official agent. The offender's status is either normal or intensive.

NORMAL: Monitoring of offenders with no special requirements for supervision.

INTENSIVE: Monitoring of offenders with greater requirements for supervision by more frequent contact in the field and community.

ADMINISTRATIVE: The offender is not assigned to a caseload but remains technically under supervision.

DEFERRED PROSECUTION: In lieu of prosecution, a person undergoes treatment or is given obligations for a period of time. Failure to comply results in prosecution. Deferral can occur on DWIs, traffic offenses, misdemeanors, and felonies.

BENCH WARRANT: An order issued by Municipal, District, or Superior Court for the arrest of a person, often issued when it appears a person under some form of supervision as part of a criminal proceeding has absconded from supervision or is believed to have breached the conditions of supervision.

ELECTRONIC HOME CONFINEMENT: Curfew periods of 1-24 hours in an approved residence are enforced using electronic monitoring equipment.

JAIL: A county or municipal facility for incarceration of pretrial misdemeanants or felons and sentenced misdemeanants or felons with sentences of less than one year.

PRE-RELEASE: Placement of an inmate in a minimum security facility during the latter phase of a prison sentence in preparation for release to the community.

PRETRIAL RELEASE:

SUPERVISED PRETRIAL RELEASE: A person is released from custody before trial with conditions imposed by the Court.

UNSUPERVISED PRETRIAL RELEASE: A person is released from custody before trial without imposed conditions (Personal Recognizance).

PRISON: A state correctional facility where persons convicted of felonies serve sentences of more than one year.

PROBATION: The most common District Court alternative which releases offenders from all or a part of their jail confinement, under the supervision of a court-appointed officer.

WORK CREW: A group of offenders who (under continuous supervision) perform work in the community and who live outside a prison, jail or work release facility.

WORK RELEASE: A program operated at either the state or local level, in which offenders are released into the community from jail or prison for part of a sentence. They are released in order to work at paid employment, go to school, or do such other things as authorized by RCW 72.65.020 (under the jurisdiction of the state Department of Corrections) or RCW 70.48.210 (in local jails). Offenders typically have daily curfew when they must be in the work release facility or an approved residence.

MEASUREMENT TERMS

CAPACITY - INSTITUTIONAL: The capacity of correctional facilities has traditionally been defined by square footage and building design, but the concept of capacity should also consider staffing and staff qualifications. This is especially true in light of legal implications for inmate safety and medical care. For the purposes of this document, capacity measures the number of inmates a facility can house and still maintain constitutionally acceptable conditions of confinement. In determining capacity, physical plant and staffing capabilities are evaluated, especially with regard to food, shelter, personal safety, clothing, sanitation and medical care.

CAPACITY - COMMUNITY SUPERVISION: The number of offenders which can be supervised by a community corrections (probation) officer in a manner consistent with the requirements of the orders placing the offenders under supervision and providing reasonable protection of public safety, given the risk presented by the offender or class of offenders being supervised.

CAPACITY - RATED: This measures the number of inmates a facility is generally designed and intended to serve, consistent with both its physical plant design and capabilities and the level of staffing provided.

CONTROL RATE: The total number of adults incarcerated, subject to intermediate sanctions or on community supervision, divided by the number of people in the jurisdiction for which the control rate is being calculated.

CRIME INDEX: A basic measure of crime which can be used to compare the extent of crime among cities, counties and states with similar demographic characteristics. The crime index is the total number of certain offenses that occur in a given area in a given calendar period (usually quarterly and annually). The offenses include each of the Part I offenses except simple assault and manslaughter by negligence.

CRIME RATE: The crime rate is based on the crime index, but adjusts the index for variances in population by indicating the number of Index offenses for each 1,000 persons (other base population increments may be used such as the number of Index offenses per 100,000). With the crime rate, comparisons may be made among several areas with different populations, or within one area with different populations over a period of time, without the information being biased by population differences. For most general comparisons, the crime rate is probably the most accurate to use. The calculation for the crime rate is: divide the population of the area by 1,000, then divide the crime index by that answer.

INCARCERATION RATE: The number of people in some form of secure detention for those charged with or found guilty of criminal acts, divided by the number of people in the jurisdiction for which the incarceration rate is being calculated. In this study, the incarceration rate refers to adult incarceration. Juveniles (unless confined in adult detention facilities as adults) are not counted.

SERIOUSNESS LEVEL: The ranking of the seriousness of a felony on the sentencing grid promulgated by the Sentencing Reform Act of 1981. There are 14 seriousness levels in the grid (plus "unranked" felonies). These range from Level XIV (aggravated murder 1) to Level I (e.g. theft 2, forgery, malicious mischief, welfare fraud, etc.)

MISCELLANEOUS

DETERMINATE SENTENCING: Generally, this term means that the sentence imposed by the judge is the actual time to be served, minus "good time" awarded by the jail or prison.

"GOOD TIME": The time reduction from a sentence which is possible if the offender cooperates with jail or prison management. In most cases, up to a third of a felony sentence can be reduced by "good time" earnings. Within the Department of Corrections, there is a distinction between "good time" and "earned time." "Good time" is given as long as the inmate stays out of trouble. "Earned time" is awarded to those inmates who actively program (i.e. work or go to school). Except where state law sets a lower allowance (e.g. certain sex offenders), the maximum sentence reduction a state inmate can get is one-third.

INDETERMINATE SENTENCING: Washington state's sentencing system for crimes committed prior to July 1, 1984, when the Sentencing Reform Act took effect. In the past, the Legislature set maximum penalties for crimes and the judge and parole board determined when the offender was a "fit subject for release."

SENTENCING REFORM ACT: A determinate sentencing model which applies to all crimes committed after June 30, 1984. Under the SRA, the sentencing judge imposes the actual prison term, which is within a fixed range of time. The range is established based on the seriousness of the crime committed and the offender's past criminal history. The sentence cannot be altered except through clemency or pardon.

PLACEMENT PROVIDERS

WASHINGTON STATE COUNTY AND CITY JAILS (holding over 30 days)

Sheriff R. D. Snowden Adams County Jail 210 W. Broadway Ritzville, WA 99169	509-659-1122
Sheriff Don Steele William Reece, Chief of Corrections Asotin County Jail 838 5th St. Clarkston, WA 99403	509-758-1668
Sheriff Jim Kennedy Capt. Bernie Freeman, Chief of Corrections Benton County Jail 7320 W. Quinault Kennewick, WA 99336	509-783-1451
Sheriff Dan Brada Capt. Dick Winn Chelan County Regional Jail 401 Washington St. Wenatchee, WA 98807	509-664-5280
Sheriff Joseph Hawe Capt. Randy L. Smith Clallam County Jail 223 E. 4th Port Angeles, WA 98362	206-452-7836, ext. 356
Sheriff Gary Lucas Capt. Larry Byler Clark County Jail P. O. Box 1147 Vancouver, WA 98666	206-699-2471

Sheriff James Latour
Victor Caputo
Columbia County Jail
341 E. Main
Dayton, WA 99328

509-382-2510

Bill Weiss, Executive Director
Cowlitz County Department of Corrections
Dan Price
Cowlitz County Jail
P. O. Box 547
Kelso, WA 98626

206-577-3094

Sheriff Richard Baldwin
Kathy Crowder
Ferry County Jail
P. O. Box 327
Republic, WA 99166

509-775-3136

Sheriff Richard Lathim
Capt. Larry Turner
Franklin County Jail
1015 N. 5th St.
Pasco, WA 99301

509-545-3520

Sheriff Bill Taylor
Under-Sheriff R. C. Forcier
Garfield County Jail
P. O. Box 338
Pomeroy, WA 99347

509-843-3494

Sheriff Bill Wiester, Jr.
Cleve Schuchman
Grant County Jail
P. O. Box 37
Ephrata, WA 98823

509-754-2011

Sheriff Dennis Morrisette
Roy Mannor
Grays Harbor County Jail
P. O. Box 630
Montesano, WA 98563

206-249-3711

Sheriff Bill Norton
Rob Hampshire
Island County Jail
P. O. Box 5000
Coupeville, WA 98239

206-678-4422, ext. 376

Sheriff Mel Medford
Ed Sasser
Jefferson County Jail
P. O. Box 1080
Hadlock, WA 98339

206-385-3831
1-800-552-0750

Arthur Wallenstein, Director
King County Adult Detention Center
500 Fifth Avenue
Seattle, WA 98104

Sheriff Pat Jones
Larry Bertholf
Kitsap County Jail
614 Division St.
Port Orchard, WA 98366

206-876-7107

Sheriff Robert McBride
Ed West
Kittitas County Jail
205 W. 5th
Ellensburg, WA 98926

509-962-7525
509-962-7617

Sheriff James Gleason
Lt. Tom Hawes
Klickitat County Jail
205 S. Columbus, Rm. 108
Goldendale, WA 98620

509-773-3666

Sheriff Bill Logan
James Pea
Lewis County Jail
P. O. Box 752
Chehalis, WA 98532

206-748-9241

Sheriff Dan Berry
Richard Kirstein
Lincoln County Jail
P. O. Box 367
Davenport, WA 99122

509-725-3501

Sheriff Robert Shepherd
Tom Robinson
Mason County Jail
P. O. Box 1037
Shelton, WA 98584

206-427-9670

Sheriff Jim Weed
Dan Slattery
Okanogan County Jail
P. O. Box 32
Okanogan, WA 98840

509-422-6778

Sheriff Jerry Benning
Ron Black
Pacific County Jail
P. O. Box 27
South Bend, WA 98586

206-875-9300

Sheriff Doug Malby
Mary Lou Layton
Pend Oreille County Jail
P. O. Box 5000
Newport, WA 99156

509-447-3151

Sheriff Charles Robbins
John Shields
Pierce County Dept. of Corrections
910 Tacoma Ave.
Tacoma, WA 98402

206-593-4668

Sheriff Bill Cumming
San Juan County Jail
P. O. Box 669
Friday Harbor, WA 98250

Sheriff Gary Frazier
Randy Parker
Skagit County Jail
P. O. Box 220
Mount Vernon, WA 98273

206-336-9448

Sheriff Ray Blaisdell
David O'Brien
Skamania County Jail
P. O. Box 790
Stevenson, WA 98648

509-427-5047

William B. Harper
Snohomish County Jail
County Courthouse Complex
Everett, WA 98201

206-388-3395

Sheriff Larry Erickson
Capt. John Goldman
Spokane County Jail
1100 West Mallon
Spokane, WA 99260

509-456-5171

Sheriff Dick Andres
Rebecca D. Dobbs
Stevens County Jail
P. O. Box 186
Colville, WA 99114

509-684-2555

509-684-4707

Sheriff Gary P. Edwards
Karen Daniels, Chief Corrections Deputy
Thurston County Corrections
2000 Lakeridge Dr.
Olympia, WA 98502

206-786-5510

206-786-5505

Sheriff Gene Strong
Chief Deputy Dan Bardsley
Wahkiakum County Sheriff's Dept.
P. O. Box 65
Cathlamet, WA 98612

206-795-3242

<p>Sheriff Bill Jackson Capt. Tom McKeown Walla Walla County Jail 300 West Alder Walla Walla, WA 99362</p>	<p>509-527-3271</p>
<p>Sheriff Larry Mount Ray Gordon Whatcom County Jail 311 Grand Ave. Bellingham, WA 98225</p>	<p>206-676-6909</p>
<p>Sheriff Steven Tomson Capt. Nancy Poland Whitman County Corrections P. O. Box 470 Colfax, WA 99111</p>	<p>509-397-6266</p>
<p>Sheriff Doug Blair Mike Schreiner Yakima County Sheriff's Office P. O. Box 1388 Yakima, WA 98907</p>	<p>509-575-4002</p>
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<p>Chief Tony Lippe Ast. Chief Dave Mead Anacortes Police Dept. 1011 12th St. Anacortes, WA 98221</p>	<p>206-293-4684</p>
<p>Chief Jake Evans Lt. Bob Almy Auburn Police Dept. 15 North Division Auburn, WA 98001</p>	<p>206-931-3080</p>

Chief Art McGehee Sgt. Tim Personuis Buckley Police Dept. 133 Cedar St. Buckley, WA 98321	206-829-9059
Chief Dennis Lepaine College Place Police Dept. P. O. Box 128 College Place, WA 98324	509-525-7778
Chief Martin Pratt Lt. Don Obermiller Des Moines Police Dept. 21640 11th Ave. South Des Moines, WA 98198	206-878-3301
Chief Gene Williams Lt. Chuck Chrnalogar Enumclaw Police Dept. 1705 Wells St. Enumclaw, WA 98022	206-825-3505
Chief Kenneth Bryson Forks Police Dept. P. O. Box 28 Forks, WA 98331	206-374-2223
Chief Dave Charvet Asst. Chief Armando Martinez Grandview Police Dept. 207 W. 2nd St. Grandview, Wa 98930	509-882-2000
Chief Edward Herman Deputy Chief Ricky Thomas Hoquiam Police Dept. 215 10th St. Hoquiam, WA 98550	206-532-0892
Chief Duane A. Garrison Issaquah City Jail 130-1/2 East Sunset Issaquah, WA 98027	206-391-1006

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123 Fifth Ave
Kirkland, WA 98033

206-828-1171

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Sgt. Scott Crichton
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P. O. Box 5008
Lynnwood, Wa 98046

206-775-1976

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Marysville Police Dept.
1403 Fifth St.
Marysville, WA 98270

206-659-1444

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Ray Payeur
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3084 300th Ave. West
Oak Harbor, WA 98277

206-679-5551

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900 Plum St., SE
Olympia, WA 98501

206-753-8300

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509-476-2913

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Nels Larson, Chief of Corrections
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500 E. Main
Othello, WA 99344

509-488-3314

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Prosser, WA 99350 509-786-1500

Chief Lockheed Reader
Lt. Rodger Cool
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311 W. Pioneer
Puyallup, WA 98371 206-841-5435

Chief Alan Wallis
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Renton, WA 98055 206-235-2547

Chief Ronald G. Hyland
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819 Alder Ave.
Sumner, WA 98390 206-863-6384

Chief Wallace Anderson
Lt. M. G. Alvord
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719 E. Edison
Sunnyside, WA 98944 509-837-2120

Chief James M Andrews
Lt. Fred Morse
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WASHINGTON STATE LOCAL PROBATION PROGRAMS

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DEFERRED PROSECUTION PROGRAMS FOR FELONS

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